

Discussion Paper: Gender Responsive Budgeting in Selected Sectors within the Federation of Bosnia and Herzegovina

Researchers: Belma Pobrić and Omer Čar

12/7/2009

Publication produced with the generous support of UNIFEM and the Austrian Development Agency. The views expressed in this publication are those of the authors and do not necessarily represent the views of UNIFEM, the United Nations or any of its affiliated organizations

Table of contents:

Executive Summary	4
1. Introduction:.....	11
1.1 The Purpose of the Research	11
1.2 Institutions Participating in the First Phase of GRB	12
2. Wider Gender Equality Framework and Justifications:	15
2.1 Available Data on Gender Equality in Bosnia and Herzegovina.....	15
2.2 Do the Programs Implemented by the Institutions of the FBiH Address the Needs of the Population?	21
2.3 Do the Programs Implemented by the Institutions of the FBiH Address Gender Equality?.....	22
2.4 Why is Gender Sensitive Budgeting Necessary and Useful?.....	22
2.5 Review of the BiH GRB Legal Framework	24
2.6 Implementation of GRB in the Federation of BiH	26
3. Object of the GRB Analysis: Federation of BiH Budgetary Process Overview and Gender “Gaps” within the Process:	29
3.1 Budgetary process and the budgetary reform within the Federation of BiH	29
3.2 Gender Equality Consideration	31
4. Recommended Methodology and Tools for the GRB Program in FBiH:.....	34
4.1 Participatory Approach	34
4.2 Background of the Methodology	35
4.3 Helpful Questionnaires	37
5. Findings:	41
5.1 Assessing the Adequacy of Specific Allocations.....	41
5.2 Identifying Gender Trends in the Selected Institutions of the FBiH	42
5.3 Main Findings from the Group Interviews.....	43

6. Recommendations:.....	44
7. Lessons Learned:	50
Annexes:	52
Bibliography	52
List of Contacts: Persons Interviewed and Consulted	54
Notes from the GRB Workshop held on June 3 rd and June 4 th for FBIH Institutions participating in the first phase of GRB.....	56

Executive Summary

The implementation of Gender Responsive Budgeting (GRB) at all levels of government was mandated by the Gender Action Plan of Bosnia and Herzegovina (GAP of BiH), adopted in 2006. In order to uphold the commitment to the GAP of BiH and in order to deliver on national and international commitments to gender equality, a program for implementation of GRB is under way in the Federation of Bosnia and Herzegovina (FBiH).

Several gender budgeting initiatives have taken place in the FBiH, and have made clear the need for further generation of knowledge about the practical application of gender budgeting at all levels, for changes in the legal framework and for addressing significant existing data gaps. This research was supported by UNIFEM, in partnership with the Gender Center of Federation of BiH, and financed by ADA in consideration of these earlier initiatives. Hence, this analysis and its results are meant to inform further GRB activities in the Federation of BiH through the development of Action plan for introduction of GRB in selected sectors, "Work and Employment," for the period of 2010-2012 as provided in the conclusions of the Government of the Federation of BiH V No: 538/09 of 23.07.2009.

This study provides an analysis of budgeting and gender issues, and gives recommendations for the implementation of GRB in two Federal Ministries and one Federal Institute. These three institutions were suggested by the Federal Gender Center (FGC) and confirmed by the FBiH parliament to be the first ones to implement GRB within the FBiH. Therefore, the research presented here gives analysis and tools for the first phase of GRB implementation (implementation within the selected institutions). GRB implementation will, in the future, include all sectors and levels of government and will use the lessons learned from the implementation of GRB in its first phase of GRB program.¹(See footnote.)

The first phase of GRB program will focus on programs, matters and issues concerning the initiatives for increasing employment and self-employment within the FBiH. The FGC chose this focus because in the "Policies and the Basic Strategy of the Government of FBiH for 2007-2010," a special emphasis is placed on solving the problems of unemployment. This strategy states that all institutions of the Federal government should focus on designing strategies, policies, and directing budgetary funds towards increasing employment. In addition, FGC together with Federal Ministry of Finance (FMF) is

¹ For the purposes of this paper, the GRB implementation at all levels of government in FBiH will be referred to as "FBiH GRB program." The implementation of GRB in selected institutions, the focus of this paper, will be referred to as "the first phase of GRB program in FBiH."

mandated to design and implement an Action plan which outlines the implementation of GRB in the sectors that have the greatest impact on employment. This was done according to the current practice of budgetary planning that aims to execute programs focused on employment and self employment of specific categories of the population

The institutions participating in the first phase of the GRB program are Federal Ministry of Development, Entrepreneurship and Craft; Federal Ministry of Agriculture, Water Management and Forestry; and Federal Employment Institute. These institutions were chosen by the FGC and approved by the FBIH Parliament because they are the most heavily involved in the employment initiatives. These institutions are also most commonly selected by the current FBIH administration to be the recipients of the approved budgetary funds aimed at increasing employment and self-employment in the Federation.

The research methodology for this study was based on primary and secondary research techniques and the research was performed in cooperation with the FGC. The primary research used qualitative techniques in data gathering. It primarily consisted of data gathered through group interviews performed in a workshop environment with members of selected institutions and gender experts and through one-on-one interviews. The secondary research consisted of a documental analysis of: international and domestic legislature related to gender equality; budgetary legislature; review of budgets of the Federation of BiH and in particular budgets of the selected institutions; review of lessons learned from the international GRB experiences; literature review of the prominent texts on gender sensitive budgeting; and review of available data, in particular gender-related data, and case studies pertaining to the selected sectors.

Budgetary reform is underway within the FBIH. This presents a unique opportunity for the inclusion of gender perspectives in budgeting frameworks and tools. Efforts to produce more coherent and policy-responsive Budget Framework Paper have intensified. Program budgeting, which is still at initial stages in FBIH, aims to implement results-based planning, use of indicators to monitor results, and enhance the link between policies and budget allocations. GRB, if done properly in the first phase of GRB in FBIH can serve as a model of proper budgeting.

Due to this unique opportunity, this research finds that the first phase of GRB in FBIH should occur concurrently with the program budgeting initiatives in the selected institutions. This means that efforts should be put in place so that GRB could start to be realistically implemented in accordance with the budgetary cycle beginning in *January of 2011*. For this to happen, the preparatory activities for the first phase of GRB should be initiated throughout the 2010 budgetary cycle. Hence, the period from October 2009 and throughout 2010 should be devoted to the preparation of a detailed plan of action for the GRB implementation within the selected institutions. The detailed plan of action will be designed by working groups consisting of members of selected institutions, members of FGC, and members of FMF. The working group creation and work towards GRB implementation in the first phases of GRB is mandated by the Government of Federation

of BIH. The recommendations included in this research reflect the timeline proposed above.

This research and the recommendations developed through the research were designed through a participatory technique. And, the main lesson learned through this research was that further GRB work should be done in a participatory manner. Therefore, the basis of the methodology recommended for the FBH GRB program is the use of this approach. This approaches and techniques emphasize local knowledge and enable local stakeholders to make their own appraisal, analysis, and plans. It uses a variety of techniques and group exercises to enable information sharing, analysis, and action among stakeholders. The main purpose of participatory techniques is to enable development practitioners, government officials, and local people to work together to plan context appropriate programs. This implies close work with the FBiH institutions. Institutions' involvement is crucial in developing priorities, understanding how to evaluate programs, devising indicators, understanding what type of data is necessary and what could be used in the short run in order to fulfill the needs of the population and think about equality in the process. This approach is meant to not only devise appropriate and needs-based action plans but also to generate knowledge, sensitize stakeholders to gender issues and instigate stakeholders' ownership of the plans and policies developed through this process.

The main finding of this research shows that the institutions selected to be in the first phase of GRB are making an effort towards program budgeting and towards implementing gender equality policies. However, they still have not been fully sensitized in producing and implementing results-oriented budgets. Due to this lack of practice in program budgeting procedures, GRB may have to serve as a training-ground for program budgeting since GRB applies the basic techniques of program budgeting oriented to gender equality goals and considerations.

Further, this research could not determine specific allocations through looking at the budgets for the past three years since the budgets of the institutions of FBiH do not provide enough information about specific allocation of funds. In addition, there exists a lack of gender-related indicators and identifiable gender trends. This research shows that gender issues were not considered in budgeting procedures and in designing programs of the institutions of the FBiH.

From this study it was determined that the institutions selected for the first phase of GRB are making some progress, but still need to place a greater emphasis towards designing their programs through a needs-based approach which would enable them to reach their target-populations in a more equitable and more effective manner. The institutions need to place a greater emphasis on designing their programs with gender equality in mind. This is especially important since poverty reduction and social inclusion is recognized and will be a major component of the Development Strategy of BIH 2008-2013. Also, the basic goal of the Macroeconomic and Development Strategy found in chapter three of the Bosnia and Herzegovina Gender Action Plan is "reduction of poverty of women and men through new macroeconomic and development strategies." And, activity number four of the same document

states, “To secure access to and use of the Mid-Term Development Strategy programme for alleviation of poverty for marginalized groups of women and men, in accordance with their needs and possibilities, provided for in recommendations of the UN CEDAW Committee.” One of the purposes of GRB is to sensitize policymakers and teach them how to apply gender equality lens to policy analysis and program design. In this way, tools of GRB will be helpful for social inclusion of women but also of other marginalized social groups.

The participatory approach; the country’s goals of poverty reduction, social inclusion, and equality; and the view that GRB seeks to understand how inequality is maintained and created, by the public sector rules and interventions, were used in developing the recommendations for the GRB implementation. *The following are recommendations for the first phase of GRB:*

1. Gender responsive budgeting requirement should be included in the *Country Development Strategy (CDS) of BiH*. Recognizing GRB as a strategy will explicitly promote equality in the country’s policymaking (budgeting and program design), and it will be mandated as a tool for priority setting and social inclusion.
2. GRB requirement should be included in the Federal Ministry of Finance instructions to the budgetary users. These instructions will require budgetary users to provide reasoning for their policies and budgetary programs while keeping gender equality in mind.
3. Institutions need to learn and plan to incorporate gender sensitive budget statements in their budget documentation in the future.
4. Necessary steps need to be taken towards engendering the strategic decision-making, planning and monitoring and evaluation processes:
 - a) Public officers should develop performance indicators jointly through the participatory approach. Through the process of designing preliminary indicators, institutions should develop a “wish list” of indicators they think would aid them in tracking the needs of the population and success of their programs in the future. Institutions should make use of their internal surveys to develop gender-specific indicators.
 - b) Anticipating data needs and planning of future indicators is necessary. Essentially, continuous work with the Federal Office of Statistics on the strategic plan for implementation of census and yearly strategies for statistical research of this Office is crucial

5. Continued awareness-building and education is required. GRB needs to become a way to think about good budgeting including priority setting and program planning.
6. Information flow about programs of the institutions of FBiH and application procedures to these programs need to become more gender sensitive. This is necessary because programs aim to reach all of the potential program beneficiaries and gender-sensitive information flow would make sure that both women and men are informed about Federal programs. Gender sensitive application procedures would ensure that women or men are not automatically disqualified from Federal programs on the basis of application procedures and application requirements.
7. Working groups need to be formed. They will include representatives from the FBiH institutions, FMF and FGC. The working groups should follow the guidelines described in the section on methodology to devise and realize a specific plan of action for GRB to begin taking effect within their institutions.
8. Government of the FBiH mandates the primary responsibility for implementing all of the steps above including the evaluation process to the Federal Gender Center of BiH within the first phase of implementation of GRB. However, according to the same mandate, the Gender Center together with the working groups should, through the first phase of GRB prepare the Federal Ministry of Finance to take over the responsibility of enforcing, monitoring and evaluation of GRB in the future. Federal Ministry should also mandate gender-sensitive decision making, planning and evaluation procedures, while FGC will stay as a consultative and coordinating body.
9. During the first phase of GRB an analysis needs to be done in order to “capture” the lessons learned and prepare the stage for the expansion of the program.

The following are recommendations that should be taken into consideration beyond the first phase of the FBIH GRB program:

1. It is essential to continue awareness building activities, training and working together with the BIH institutions on all levels of government on issues pertaining to gender mainstreaming but also training on how practically to include GRB in their processes.
2. GRB needs to be continually rolled out in cantonal and municipality governments. This ought to be done in cooperation with USAID funded 'Governance Accountability Project' (GAP).²
3. Continued working on data gaps through participatory processes and planning is necessary.
4. Gender sensitive budget statements need to be developed for all sectors, but never swaying away from the participatory approach.
5. Federal Ministry of Finance should become the enforcing, motivating and evaluating body for implementation of GRB.
6. In the future, the care economy needs to become an integral part of the discussion about economy, decision making and budgeting. Without taking into account informal care sector any measure, policy or analysis is flawed because it fails when it is not taking on board how gender roles and gender rules operate. The goal of considering the care economy is not to burden women further, but to strive for a renegotiation of women's and men's roles in society; that will ultimately result in increased levels of development and prosperity.

²

USAID GAP Project aims to build a critical mass of municipalities in Bosnia and Herzegovina to better serve their citizens within a policy and fiscal framework of good governance. For more on GAP visit:
<http://www.bihgap.ba/engleski/index.asp>

This study was met with great willingness on the part of participating institutions to make progress with regards to gender equality. The researchers are optimistic in the process of gender mainstreaming since awareness about GRB is increasing and understanding that gender blindness does not mean gender equality is beginning to penetrate the institutions in the Federation of BiH at all levels of government. The GRB program within the FBIH has the potential to further raise awareness about gender issues (not just women's issues) and serve as a model to program budgeting. Further, the GRB program has the potential to correctly promote GRB as: having gender equality in mind while making and executing an overall strategy of an institution as well as having in mind how all institutional programs and funds awarded to those programs affect gender equalities and how they address the needs of both men and women.

1. Introduction:

1.1 The Purpose of the Research

This research serves a role in a general State and Federation of BiH initiative towards promoting gender equality because gender budgeting is a tool by which a government can ensure that commitments to gender equality are supported by necessary resources. Hence, GRB implementation is a move towards promotion of gender equality and an integral part of this greater initiative.

The BiH Gender Equality Action Plan (GEAP) was adopted in September 2006. It includes a separate chapter on gender budgeting with specific recommendations that are to be used as a platform for gender budgeting work by government institutions. One of its recommendations is performing gender-related analysis as well as planning for and implementing GRB in selected sectors first, and later in all sectors and all levels of government in BiH. This research is the gender analysis that is necessary for preparation of implementation of GRB in the sectors selected to be in the first phase of GRB implementation.

The need of performing this and further gender-related analysis is outlined in The Law on Gender Equality which includes provisions for the collection, recording and processing of sex -disaggregated data. In BiH, the UN Convention on elimination of all forms of discrimination against women (UN CEDAW) has been in force; since the initial report, two more reports to the BiH Government had been adopted by the relevant UN CEDAW Committee. In its remarks in 2006, the UN CEDAW Committee expressed concerns and recommended that: gender analysis in all relevant areas be performed; the deep-rooted traditional patriarchal stereotypes regarding the role and responsibilities of women and men be addressed; and to collect, record and process data disaggregated by sex in State and private bodies and institutions. The Committee also requested that the State ensures that all poverty alleviation programs fully benefit women and in particular marginalized groups of women. The purpose of GRB is to consider the needs of women and men through budgetary processes, and hence, serve as a tool towards social inclusion.

This gender study of the selected sectors is in line with specific recommendations of the GAP of BiH and its results are going to be used to inform the development of further GRB activities on gender budgeting in Federation of BiH. Therefore, this study identifies gender issues and problems specific to the budgetary process in three selected institutions in the Federation of Bosnia and Herzegovina: Federal Ministry of Development, Entrepreneurship and Craft; Federal Ministry of Agriculture, Water Management and Forestry; and Federal Employment Institute. These institutions were chosen by the Federal Gender Center and approved by the FBiH Government to participate in the first phase of GRB because they are most heavily involved with the creation of employment opportunities. Increasing employment and self employment is one of the main priorities for the FBiH

This research analyzes the budgeting process within the three institutions in the FBIH and gender issues contained within these three sectors. As a result of this research, recommendations on methodology and tools that should help in the planning for and the implementation of the first phase of GRB are made. The focus is mainly centered on gender sensitivity of the expenditure side of the budget relevant to programs at each of the mentioned institutions. This analysis does not consider the revenue side of the budgetary process in view of the fact that the Federation of BiH does not have progressive income and business taxes; there are no incremental rates and no special programs or breaks that aim to re-distribute income through the tax collection process. Although the paper mentions the care economy as an important aspect of the BiH economy in general, it recommends further consideration of this “hidden economy” in the future stages of GRB.

Since the institutions of the Federal government are responsible for a large scale of activities, it is important to keep in mind that the recommended strategy of first phase of GRB is to focus on gender mainstreaming in the budgetary process that pertain to programs, matters and issues concerning initiatives for increasing employment and self-employment within the Federation of BiH. This focus will be expanded to other programs and activities of the participating institutions in the future.

1.2 Institutions Participating in the First Phase of GRB

Ministry of Development, Entrepreneurship and Craft

The Ministry of Development Entrepreneurship and Craft of the Federation of BiH is responsible for the following areas:

- stimulation of development, entrepreneurship and crafts;
- support to application of innovations and introduction of modern technologies in the area of entrepreneurship and crafts;
- increase of entrepreneurship and crafts share in the economy;
- organizing of institutions for entrepreneurship and entrepreneurial infrastructure in the economy;
- training of entrepreneurs and craftsmen through regular and supplemental courses, as well as other tasks established by law.³

The main organizational units of this Ministry are: Cabinet of the Minister, Development Sector, Entrepreneurship Sector, Craft Sector and Financial and Legal Sector.

The main program of this Ministry is the program for “Development of Small and Medium-size Business in the Federation of Bosnia and Herzegovina” whose main goal is

3 Federal Ministry of Development Website
http://www.fbihvlada.gov.ba/english/ministarstva/razvoj_poduzetnistvo.php

the increase of the SME sector. For the Ministry of Development, gender responsive budgeting should firstly be implemented within this program. This specific program should be made gender sensitive through the budgetary process because it has the greatest potential for increasing employment and self-employment (the priority strategy described above). In addition, SME sector can provide opportunities for women's employment and self-advancement if supported through appropriate gender sensitive initiatives.

Ministry of Agriculture, Water Management and Forestry

The Ministry of Agriculture, Water-Management and Forestry of the Federation of BiH executes the administrative, professional and other tasks set out by the laws related to the competence of the Federation of Bosnia and Herzegovina in the field of agriculture, water-management, forestry and veterinary.⁴

The main organizational units of this Ministry are: Sector for Agriculture, Sector for Water-Management, Sector for Forestry, Sector for Veterinary, Agricultural Inspectorate, Water-Management Inspectorate, Veterinary Inspectorate, Department for Legal and General Affairs, Office for Implementation of the Agricultural Projects, Office for Implementation of the Forestry Projects.

Due to the large scope of responsibilities of this Ministry, GRB should firstly be implemented in the Sector for Agriculture and with the Office for Implementation of Agricultural Projects. This sector's main program is the program for "Incentivizing Agriculture-Funds for Rural Development." GRB should be implemented within this program in the first phase of GRB. This program has a great potential for alleviating poverty in the rural areas, where it is most prominent in FBiH. It is also the case that many rural women within the FBiH are marginalized with lack of opportunities for advancement and self-advancement. Therefore, gender sensitivity in planning and implementing this priority program has a great potential to provide more opportunities for rural women and promote gender equality.

Employment Institute

Federal Employment Institute is a public institution established in accordance with the law on mediation in employment and social security of unemployed persons. This law was passed by the High Representative Wolfgang Petritsch, for purposes of: implementation of policies and measures in the field of labor and employment, social security of unemployed persons, promotion of employment of disabled persons, vocational guidance, training and retraining. This Institute is also in charge of collecting data concerning labor and employment.

4 Federal Ministry of Agriculture Website
<http://www.fbihvlada.gov.ba/english/ministarstva/poljoprivreda.php>

The Institute is not a budgetary user; in other words, the Institute does not seek funds through the Federal Ministry of Finance. Despite this, the Institute plays a crucial role in employment initiatives. The Employment Institute submits its work plan and programs to the Federal Government through the Ministry of Labor and Social Policy. Reports on the work of the Institute are submitted to the Federation of BiH Parliament but Financial reports go to Federal Ministry of Finance.

According to its annual work program, Federal Employment Institute adopts active employment policy programs. Part of those programs are related to co-financing and self-employment of different social groups. The institute will have a program for returnees employment and a program in women's employment in the coming fiscal year.

These programs need to be gender-sensitized since within the FBIH, returnee women, as well as the general population of women have different constraints, employment profiles, skills, education and employment preferences and opportunities than men in those same categories. These differences must be taken into consideration when devising and implementing employment programs in order for women and men to have equal access to employment opportunities supported by these programs. GRB should be implemented in the budgetary procedures of the Institute in the same manner as other budgetary users. In addition, GRB should be considered in the planning of the "Employment strategy of the Federation of Bosnia and Herzegovina 2009-2013" and the action plan development for 2009 and 2010 that is currently in the making⁵.

⁵ Source of information: Federal Employment Institute

2. Wider Gender Equality Framework and Justifications:

2.1 Available Data on Gender Equality in Bosnia and Herzegovina

By provision of Article 18, Law on Gender Equality in BiH, all statistical data and information that is collected, recorded and processed in state bodies at all levels, public services and institutions, public and private companies and other entities is must be segregated by gender.

Collecting, processing and publication of classified gender statistics is of crucial importance for all institutional mechanisms, in the legislative and executive authorities at all levels of the government as well as the associations of civil society dealing with gender-related issues. To fulfill the assumed obligations under the international laws in the field of gender equality, BIH institutions must provide disclosure of gender indicators on a regular basis.

Cooperation between FBiH Gender Center and the Federal Bureau of Statistics has resulted with the publication on ‘Gender Statistics’ within the program for statistical research of interest to the Federation of Bosnia and Herzegovina for the period 2006-2009 as a means to reach the necessary gender statistics. This has been the most consistent record of sex-disaggregated data. It is entitled the Thematic Bulletin, “Women and Men in Bosnia and Herzegovina” published by the Office(s) for Statistics of BIH and the entities. In addition to this, many non-governmental and international organizations as well as the Gender Centers within the country have done a great deal of work in gender equality research and gender equality awareness. Unfortunately, consistent institutional data that is necessary for making informed policy decisions is largely missing. Nevertheless, available gender data could be used in the policymaking but this has generally not been the case in FBiH.

Although the data presented in these sections is not comprehensive, it should serve as a starting point in program budget planning, especially for programs that aim to increase employment and self-employment—the focus of the first phase of GRB. Consideration of these figures and collection of other relevant gender-segregated data is necessary to advance thinking in terms of equality while planning for programs that provide for equal opportunities for both men and women.

Women in Bosnia and Herzegovina make a little over half of the population. Although women’s educational levels are high—in 2007, 60.2 percent of graduate students were women⁶--they do not match the labor market rates and there is a lack of women

6 Women and Men in the Federation of Bosnia and Herzegovina (2008), FBiH Office of Statistics

participation in the domain of political and economic life. A HCHR report from 2003 states that women make up 32.9 percent of total active population in the Federation of BiH. Women's production contribution to GDP is 40 percent of the GDP, although they earn between 20-50 percent lower salaries than men. Overall, as a proof of horizontal labor market segregation, considerably higher percentage of women is employed in education, health and social care, about 62 percent.⁷ Vertical segregation is also evident at decision making positions which are mostly occupied by men.⁸ Over the last ten years, BiH went through social reforms that led to the worsening of the status of women. The decline of the GDP in the post-war period caused reduction in funds for social welfare which diminished the role and social status of woman in the country.⁹

Consistent, but not extensive, data available with regards to gender equality in Bosnia and Herzegovina points to the existence of the traditional gender roles of women as mothers and caretakers and men as breadwinners. This traditional gendered role, combined with female low-paying jobs; lack of social programs--such as childcare facilities; unequal parental leaves (reinforcing the role of women as caretakers); and public care for the elderly (increasing the responsibilities of women as caretakers) are crucial factors in women's low level of economic independence and social mobility. A USAID-funded survey found that 75 percent of women felt that they were not satisfied with their position in society and 71 percent of respondents felt that this dissatisfaction was caused by the patriarchal traditions that dictate women's roles. In addition, in the aftermath of war, women have taken on more roles and responsibilities.¹⁰ This is a matter of concern since women are overburdened and rarely compensated for the extra work they have had to do.

Household Budget Survey of 2007 shows that the poverty rate in BiH is about 18 percent jointly for men and for women, and about 51 percent of the poor are women.¹¹ Although these statistics may not show great discrepancies between poverty rates of men and women, women are one of the most at risk groups to be falling into poverty.¹² This is especially so because women have fewer opportunities to rise above poverty; they have lower educational levels, and lower levels of participation in the government.

Women are unequally represented in decision-making positions within political parties, local, entity and country governments. Participation rates in almost all of these levels of government are below 10 percent. Therefore, there is an acute lack of participation in women's political decision making. Moreover, women often lack participation in the economic decision making. The 2004 Shadow Report on the Implementation of CEDAW states:

-
- 7 HCHR Report on Human Rights in BH (2003)
 - 8 Women and Men in the Federation of Bosnia and Herzegovina (2008), FBIH Office of Statistics
 - 9 "Livestock and Rural Finance Development Project" (2007) IFAD
 - 10 USAID/Bosnia and Herzegovina Gender Assessment (2005),
http://pdf.usaid.gov/pdf_docs/PDACG120.pdf
 - 11 Household Budget Survey in BiH, 2007
 - 12 Same as 8

And just as women are rarely appointed to the executive, they are equally underrepresented in state-owned enterprises, and particularly within those public enterprises such as the state-owned power supply company, and the postal and telecomm services, that generate large incomes through monopolistic operations. Women are also excluded from many other bodies that make strategic economic and financial decisions for the country. (p. 69) ¹³

A finding that is important for development initiatives such as self-employment, and especially important for rural development, shows that women in BIH are often not legal property owners. As heads of households, property is normally owned by men. In cases where women have become heads of households, they frequently lack legal knowledge to claim the properties previously owned by their husbands. Since women are not property owners, they regularly cannot have access to many of the services that require them to show proof of ownership and therefore women are excluded from many economic activities such as buying and selling property, seeking financial services etc. This problem is particularly evident in rural areas, ¹⁴ where men have traditionally been passed on the ownership of land. Mostly without property, women's social status has been lower than that of men in the rural areas. Due to these circumstances, women are frequently unable to apply to any programs that have the potential for advancement of their social and economic status because proof of ownership is almost always required.

The data points to the fact that women in FBIH are not contributing to the economic growth in the labor market to their full potential. Women's lower social status as well as their overwhelming role in the care economy hampers their socio-economic upward mobility. There is a need for increasing women's economic predispositions for economic upward mobility and increased political participation. Programs that aim to promote social mobility of the general population need to consider women's needs, position in society and abilities in order to make informed decisions that would benefit both men and women. GRB would create measures that would help accomplish this.

Agriculture, Water Management and Forestry

Agriculture sector accounts for one tenth of the GDP in BIH. More than one tenth of the population is employed in this sector. Medium Term Development Strategy of BIH (MTDS) 2004-2007, states that the total potential of this sector for the development is not being realized. The sector is burdened with the slow recovery from war damages, high percentage of agricultural population, and low level of new investments, the outdated production structure and technology, and high import dependence. According to the data from 2004 LSMS survey, 46 percent of the poor population lived in villages. ¹⁵

13 Quoted in USAID/Bosnia and Herzegovina Gender Assessment (2005),

14 "Livestock and Rural Finance Development Project" (2007) IFAD

15 Medium Term Development Strategy of BIH (MTDS), 2007

The table below from MTDS of BiH summarizes the poverty profile for BiH for 2001 and 2004. In 2004, the percentage of citizens that were under the general poverty line were: 17 percent in urban areas, 37 percent in rural areas, and 46 percent in mixed rural-urban areas.

Table 2.1: Poverty Profile of BiH

	2001				2004			
	Poverty rate	Poverty gap index	Square poverty gap index	Share of total poor population in BiH	Poverty rate	Poverty gap Index	Square poverty gap index	Share of total poor population in BiH
A. State								
BiH	19.5	5	2	100	17.8	4	1	100
B. Entities								
FBiH	16	3	1	52	15	3	1	49
RS	25	7	2	48	21	5	1	51
C. Location								
Urban	14	3	1	18	11	3	1	17
Mixed	24	6	2	38	23	5	2	37
Rural	20	5	2	44	18	4	1	46
D. Status of war displacement								
Place of living unchanged by the war	19	5	2	46	17	3	1	74
Displaced during the war	12	3	1	18	12	2	1	7
Returnees (refugees and displaced persons)	17	4	1	7	13	2	1	4
Still refugees and displaced persons	34	8	3	29	37	9	4	16

Source: *MTDS BiH, 2004-2007*

Urban and rural poverty as well as gender equality were defined by MTDS 2004-2007 as two of the six specific problems related to poverty. Furthermore, one of the development goals outlined in the development strategy is to fully implement the BiH Law on Gender Equality. This includes preparation of programs to improve the situation for women in rural areas.¹⁶

In comparison with the urban environments, rural areas present some shortages in infrastructure, housing conditions, employment opportunities, and social services.¹⁷ Comparing to men, women in rural areas have lower education enrolment levels, lower employment rates and income levels, and lower participation levels than men in rural areas. Women in rural areas have a central role in homemaking, care for their families and frequently do unpaid work on the farm. They are rarely members of any village

16 Medium Term Development Strategy of BiH (MTDS), 2007

17 "Livestock and Rural Finance Development Project" (2007) IFAD

associations. In addition, women in the countryside lack information, not only about social programs, but also about their own legal rights.¹⁸

According to IFAD's research conducted in Tesanj and Gornji Vakuf/Uskoplje as part of their program "Livestock and Rural Finance Development Project" in 2007, considerable amount of gender inequality was found with regards to ownership, investment opportunities, education and workload. In 40 percent of the households, men decide on farm and household issues by himself. It is significant to state that 50 percent of women think they would need training to be able to operate their farms and have a greater say in running them.

Overall compared to the urban population, men and women living in the rural areas are faced with a range of difficulties, some of which are mentioned above. In addition, gender inequality in rural areas exists and women living in rural areas are in an unfavorable situation comparing to men in rural areas.

Employment in the Federation of BiH

Labor market in the Federation is characterized by low economic conditions. There exist high levels of unemployment for both, men and women. Generally speaking, people with no qualifications and those with only primary education have the hardest time finding paid work. In general, changing labor market needs do not completely correspond with the supply of labor and the education and qualification of people living in the country.

According to the MTDS, above average level of poverty exist in the households where the heads of households work in: primary rural occupations (farming, forestry and fishing); non-industrial mechanical occupations (engineers, mechanics and non-industrial processing); and unskilled laborer jobs. There is less poverty registered amongst experts and scientists, officials and members of legislative bodies, technicians and other skilled workers, office and clerical workers.¹⁹

Although unemployment percentages for men and women are almost the same, a deeper look into the labor market shows that women in Bosnia have the lowest labor market participation rates in the Eastern Europe-Central Asia region. Moreover, economic activity rate for women in Bosnia is 55 percent, and according to the 2008 data this rate for women in FBiH is 36 percent²⁰ (in no other country in the region is this rate lower than 70 percent). Women are likely to earn lower salaries than men, and they are more likely to hold lesser paid working positions than men. Women with children often opt for part time positions due to high cost of child care; this means they are financially dependent on other members of the household. According to the 2008 Labor Force Survey there are twice as

18 "Livestock and Rural Finance Development Project" (2007) IFAD

19 Medium Term Development Strategy of BiH (MTDS), 2007

20 Women and Men in the Federation of Bosnia and Herzegovina (2008), FBiH Office of Statistics

many full time employed men than women.²¹ Also, women prefer to work in the public sector where wage differences by gender are not great.²²

In the Federation of BiH, a high percentage of women do not get compensated for the work they do. According to the 2008 survey, 63.3 percent of unpaid family workers are women. Furthermore, it is important to note that there is not much data available about the care economy and that there are no studies that estimate the care economy participation in the country's GDP.

In response to the Federal Gender Center questionnaire presented to the Federal Employment Institute in January 2009, aimed at reporting on the implementation of the Law on Gender Equality in BiH for Federation BiH the Institute submitted indicators of unemployment in the Federation of BiH for 2008. The only gender disaggregated indicator was the total number of women versus the total number of persons looking for employment. For example, in December 2008, a total of 338,643 persons were looking for employment out of which 175,451 were women.

Development, Entrepreneurship and Craft

The period of post-war transition into market economy has been characterized by badly implemented privatization, decrease in production, failure of a large number of enterprises and liberalization. Despite such an environment, there has been a considerable increase in the number of small and medium size businesses.²³

The efforts of the Ministries in charge of this sector focus on the entrepreneurship as a means to development. The development of SME's has been proven to increase employment, and improve income generation and living standards. The financing of businesses has continued to be a problem; large banks lead the share of lending to businesses. This is a problem because the requirements of bank loans are frequently not conducive to small property owners and to women.

According to the 2008 survey, 28.4 percent of all self-employed persons were women.²⁴ Encouraging women's entrepreneurship is of particular importance to gender equality. The research prepared for the 6th European Ministerial Conference on Equality between Women and Men, entitled "Human rights and economic challenges in Europe – Gender equality," 2006, shows that women in business have concentrated in the SME enterprises.

-
- 21 Women and Men in the Federation of Bosnia and Herzegovina (2008), FBiH Office of Statistics
 - 22 "Desk Review of Social Exclusion in the Western Balkans" (2006) Department for International Development, Leslie Groves
 - 23 "Source of Financing Small and Medium Enterprises: Microcredit in Bosnia and Herzegovina" (2008) Journal of International Research Publication: Economy and Business, Volume 3, Science and Education Publication, Bulgaria
 - 24 Women and Men in the Federation of Bosnia and Herzegovina (2008), FBiH Office of Statistics

This is true for Bosnia as well. Research from this conference also shows that not only do supporting SME's help women, but that increased access to financial services help women as well.²⁵

In response to the Federal Gender Center questionnaire presented to the Ministry of Development in January 2009, the ministry mentioned that currently there is no gender segregated data but through the information system that is being developed in the area of small and medium sized businesses, the ministry will be able to attain this data.

The ministry showed that from 2005 to 2008 women in the Federation of BiH have increasingly applied for funds as part of the project on increasing women's entrepreneurship. In 2008, 215 women applied for those funds and 88 (41%) were approved for such funds.

2.2 Do the Programs Implemented by the Institutions of the FBiH Address the Needs of the Population?

There is some evidence that suggests that most programs implemented by the Employment Institute and the two ministries address the actual needs of the population. For example, programs that support farmers to expand their land ownership and production base, programs that support small business startups or programs that promote training of low-skilled individuals seeking employment, are all needed and necessary in order to increase employment, and therefore reduce poverty and improve living standards of the population within FBiH.

This research shows that programs created by the ministries were rarely started due to an extensive research, data collection or looking at available case studies that would suggest the need for such programs. This is not to say that programs implemented by the government institutions are put in place without the consideration of any situational analysis. Most programs were started through strategic initiatives outlined by the country's development strategy which provides some data that indicates their necessity. Although the programs implemented are also necessary, there is not enough research done to ensure that they are implemented correctly and that the funds spent on those programs achieve the objectives on the basis of which programs were created. For example, Program for Incentivising Agriculture—Monetary Funds for Rural Development has as one of its activities "investment in increasing the size of agricultural properties." During interviews performed for this research, members of the ministry were asked why is increasing the size of property important. The answers included common knowledge references. There was a lack of in depth study to determine, for example, correlations between the size of agricultural properties and poverty rate or employment rate - which would have provided scientific reasoning behind program's activities.

2.3 Do the Programs Implemented by the Institutions of the FBIH Address Gender Equality?

This research shows that programs implemented by the selected institutions of the FBIH have not considered the gender equality issue. In other words, in planning, implementation and evaluation of these programs the question, “what effect do these programs have on increasing/decreasing gender equality?” has not been considered. During interviews, the members of the institutions of FBIH recognized that they have had a lack of practice in thinking in terms of gender. When asked to cite gender issues with regards to the programs implemented by their institutions, the participants only begun to identify some of the possible gender issues that should be considered when planning and implementing the programs in consideration.

All of the participating institutions state that their programs are readily available to men and to women equally and that there is no gender discrimination in implementation of any of their programs. This is a theoretically necessary condition but it is not sufficient. It is also evidence of “gender blindness.” Since inequality issues and differential status of men and women have not been taken into consideration through the decision-making, designing and programming, and through the implementation and evaluation processes, there is little actual evidence that can show how the existing programs influence gender equality. (Although the fact that macroeconomic figures for women’s employment, activity rate, poverty rate and others stay relatively the same gives some indication that women’s position in society remains disadvantaged). In many cases, the ministries have not taken into consideration for example, if women would have access to their programs, if status of women in their households and in society would improve/worsen as a consequence of the programs, or if their programs increase/decrease women’s involvement in employment and men’s and women’s participation in the care economy. More often than not though, lack of knowledge about the sex-disaggregated data concerning the program beneficiaries renders gender inequality literally invisible.

2.4 Why is Gender Sensitive Budgeting Necessary and Useful?

Extensive literature explores the need for and the usefulness of gender responsive budgeting as well as the tools and case studies on the subject. This section mentions the most basic reasons for GRB that will be useful in awareness building during the GRB implementation in FBiH. For clarity, it is important to note that gender equality and GRB are not one and the same, but rather GRB is a necessary strategy towards achieving gender equality.

Governments should “promote equality among all citizens, to reduce systematic disadvantage, and to redistribute resources from the haves to the have-nots.”²⁶ In other words, through consideration of gender issues in budgeting procedures, GRB tools have

26 “How to do a gender-sensitive budget analysis: Contemporary research and practice” (1998) AusAID, Debbie Budlender and Rhonda Sharp, page 20

the potential to identify the disadvantaged groups and aim to design government programs to mediate the existing inequalities.

Diane Elson, an expert on gender issues has made seminal contribution to the literature on gender issues as well as GRB. She has been and remains at the forefront of the development of feminist economics. Elson suggests that gender inequalities impact negatively on the overall performance of government and impose costs on society as a whole. She points out that

there is a growing realization ... that gender inequalities, apart from being unfair, are also costly - not only to women but also to men and children. The costs can be measured in lower economic efficiency, lower output, lower development of people's capacities, and lower well-being.²⁷

For example, if women in rural areas in Bosnia, are given the opportunity and the tools to work and make their lives better, not only will that improve their quality of life and their position in the society, but also their increased capacity to work will increase the GDP of the country. More opportunities for women will increase the production and the productivity of, say, food, and it will provide for better nutrition, education and future of their children. Moreover, there is a direct link between competitiveness, economic growth and Human Development Index and gender equality index.

There are three major purposes of the GRB strategy:

1. Training and sensitizing people about GE (teaching people about what GE means, how it can be taken into account in program design, how to measure and monitor its progress, etc.) and about effective, result-oriented budgeting.
2. Evaluation of existing budget (program design, implementation process, outputs and outcomes) to understand how inequalities are produced and reinforced (in order to make governments accountable about what they are doing to fight inequality).
3. Changes in the budget (in allocation of resources, in public sector intervention design and implementation, in program objectives, even in program design) in favor of effective gender equality.

Furthermore, the goals of GRB are effectively described in the following excerpt from Sharp (2003):

Sharp, Rhonda (2003), *Budgeting for equity: Gender budget initiatives within a framework of performance oriented budgeting*. United Nations Development Fund for Women (UNIFEM), New York.)

The goals of gender responsive budgets can vary according to the particular political and social context of the country and the institutional arrangements underpinning their implementation (see Budlender 2002 for a further discussion). However, goals that are core to the majority of gender responsive budget initiatives are:

-to raise awareness among stakeholders of gender issues and impacts embedded in budgets and policies

27 Quoted in Debbie Budlender and Rhonda Sharp (1998), reference 14, page 20

- to make governments accountable for translating their gender equality commitments into budgetary commitments
- to change budgets and policies to promote gender equality.

2.5 Review of the BiH GRB Legal Framework

The introduction of the principle of gender equality in the legal, institutional and political frameworks in Bosnia and Herzegovina is based on obligations arising from international documents, membership in international associations and bodies, as well as the principles of protection of fundamental human rights contained in the Constitution of Bosnia and Herzegovina. Establishing institutional mechanisms for gender equality at all levels of government and the enactment of the Law on Gender Equality in Bosnia and Herzegovina has significantly improved domestic legislation in this segment of human rights.²⁸

Convention on the Elimination of All Forms of Discrimination against Women - CEDAW Convention, was signed by Bosnia and Herzegovina on January 9th, 1993.²⁹ Provisions of the Convention are included in the legal system of Bosnia and Herzegovina on the basis of the Constitution of Bosnia and Herzegovina (the "General Framework Agreement for Peace in Bosnia and Herzegovina" in Dayton). After the initial report, the second and third reports of the CEDAW to BiH included recommendations urging for increased responsibilities of BiH institutions to the provisions of the Convention, its application, and the provision for material and financial resources for specific activities and measures regarding gender-related issues. In addition, through the accession to the Council of Europe, Bosnia and Herzegovina (and its entities) is committed to undertake steps to improve and promote principles of gender equality and ensure protection against gender discrimination.

Commitment to the international laws and conventions had begun the process of harmonizing the BiH institutional and legal frameworks with the standards of the international community with regards to elimination of gender discrimination. The set of binding international documents for Bosnia and Herzegovina include the Beijing Declaration and Platform for Action. This Declaration was adopted and signed by the BiH government at the Fourth World Conference on Women held in Beijing in 1995. The Beijing Platform for Action, among other things, states that:

The success of policies and measures intended to support or strengthen the promotion of gender equality and improving women's status, should be based on the integration of gender equality in the perspective of a general policy, which is related to all areas of society, as well as the

28 Official Gazette of Bosnia and Herzegovina, No. 16/03

29 Optional Protocol to the Convention 07.02.2000

implementation of positive measures with adequate institutional and financial support at all levels.

Chapter VI of the Declaration, Financial Arrangements, 345/346, points to the standing commitment of the country to provide human and financial resources for the empowerment of women and the need to integrate a gender equality perspective in the budgetary decisions. This obligation also requires provision of adequate funding for the needs of women and men. These and other provisions of the Declaration's Platform for Action, obliged all of the levels of government of Bosnia and Herzegovina to include the gender perspective in the procedures of preparing, proposing, adopting and execution of the budgets.

The Constitution of Bosnia and Herzegovina, the Constitution of the Federation of Bosnia and Herzegovina, the Constitution of the Republika Srpska, and the cantonal constitutions include provisions for ensuring basic human rights and fundamental freedoms, the protection of personal rights and freedoms, human integrity, dignity and other rights and freedoms, including the prohibition of discrimination on the basis of gender. The Law on Gender Equality in Bosnia and Herzegovina regulates, promotes and protects gender equality and guarantees equal opportunities for all citizens, both in the public and in the private spheres of life.³⁰ The law raises the standard of protection of human rights for women, who are often victims of double standards and discrimination. The law, among other things, obliges the authorities in Bosnia and Herzegovina to "create a program of measures to achieve gender equality in all spheres and at all levels of government," which includes the gender approach to planning and spending budgetary funds.

The government of BiH passed the Gender Action Plan of BiH in 2006. This is a strategic and political document that integrates all the obligations of Bosnia and Herzegovina to the international and national legislation in the area of gender equality. Section IV of this plan is dedicated to the GRB. Gender Center of the Federation of Bosnia and Herzegovina has started the implementation of Chapter IV of the GAP of BiH. The implementation has thus far resulted in numerous publications containing analysis and research which has already been adopted by the Government of the Federation of BiH. The Gender Center of FBIH has started creating an Action Plan for the implementation of GRB in the Federation focusing on a pilot area--work and employment.

Initiatives researched as well as recommendations presented within this report are taken forward in the spirit of supporting and implementing the commitments and obligations set forth by international and national law, and detailed in the Gender Action Plan of Bosnia and Herzegovina.

³⁰ Official Gazette 16/03

2.6 Implementation of GRB in the Federation of BiH

Since 2006, when BiH Gender Action Plan was passed, there has been a continuous effort towards awareness building, reform of the legal framework and gender analysis to set the stage for the implementation of GRB. Institutional mechanisms for gender (Gender Equality Agency of Bosnia and Herzegovina, GC FBiH and RS Government GC) have launched a range of activities: collecting documents on international and regional experiences; analyzing GRB literature and documents prepared by the Council of Europe and the European Union on creation of public budgeting with gender perspective; working on initial gender analysis; identifying basic problems with the introduction of gender budgeting in BiH; preparing and performed training packages on GRB; and in collaboration with international and local NGOs working on raising awareness and lobbying on the initiative to introduce GRB in the budget process in BiH. Almost all of the literature on GRB in the Federation of BiH can be found on the website of the Gender Center of the Federation of BiH.

In March 2009, the FBiH Gender Center has published a report “The Results of Gender Analysis of the Regulations Governing the Budgeting Process with Recommendations.” The following describes the contents of this report.

The report “The Results of Gender Analysis of the Regulations Governing the Budgeting Process with Recommendations:”

- Identifies and collects all the laws and by-laws (including internal procedures, instructions, forms, etc.) that govern the budget process at the level of the Federation of BiH;
- Analyzes the laws and by-laws (including internal procedures, instructions, forms, etc.) used in the preparation and planning, proposing, adopting, realization, monitoring, transparency and auditing of the budget of the Federation of Bosnia and Herzegovina, cantons, cities and municipalities, with the aim of introducing gender analysis and gender planning;
- Identifies the key actors of the budget process at the level of the Federation, cantons, cities and municipalities and performs gender analysis of regulations that govern their scope of work and role, with the aim of introducing GRB;
- Provides suggestions for taking the following actions with the aim of introducing GRB at the level of the Federation, cantons, cities and municipalities.

The recommendation of this analysis include: seeking the endorsement of the key government actors for the GRB initiative; launching an initiative for GRB planning and seeking approval from the FBiH government for the establishment of the GRB working groups; and achieving collaboration with the leading international actors in BiH that support the GRB initiatives, namely UNIFEM and DFID.

After receiving an affirmation from the Federal Ministry of Finance on the choice of institutions participating in the first phase of GRB implementation, the results of the above mentioned FBiH Gender Center analysis were sent to the Federation BiH Government. At its 110th parliamentary session held on 23 July 2009, the Government of the Federation of BiH adopted the Gender Center report and issued the following conclusions:

1. Information and recommendations on the results of gender analysis of the regulations governing the budget process in the Federation of Bosnia and Herzegovina were accepted
2. The Government of the Federation of Bosnia and Herzegovina nominated Gender Center of the Federation of Bosnia and Herzegovina to establish and coordinate the activities of Working groups in the pilot area: "Work and Employment." The working groups will create an Action plan for the introduction of GRB in the Federation of Bosnia and Herzegovina (2010-2012) and in six month period submit it to the Federal Government for approval
3. The Government of the Federation of Bosnia and Herzegovina holds Gender Center of the Federation of Bosnia and Herzegovina, Federal Ministry of Finance, Federal Ministry of Agriculture, Water and Forestry, Federal Ministry of Development, Entrepreneurship and Crafts and the Federal Employment Agency responsible to appoint representatives to the Working group and to give full support to all the activities of FBiH Gender Center that are in accordance with these conclusions.
4. The working group in charge of drafting the Action Plan should plan the GRB implementation activities in a way that would allow the Federal Ministry of Finance to eventually take a leadership position in GRB implementation and for the Federal Ministry of Finance to maintain cooperation with leading international organizations in Bosnia and Herzegovina supporting GRB initiatives.

The FBiH Gender Center has also submitted a report on the implementation of the Law on Gender Equality in BiH for the Federation of BiH to the Federal Government. The FBiH Government adopted the report along with its conclusions at its 114th session on August 25th 2009. The conclusions concerning institutional obligations are:

- FBiH Civil Service Agency is obliged to make amendments to the relevant by-laws governing the examination program of general knowledge and professional exam for civil servants in the institutions of FBiH in a way to expand existing programs with domestic and international legal framework in field of gender equality, and to develop an Action plan for developing modules and providing trainings based on specific sector knowledge in the field of gender equality for all civil servants in Federation BiH. These continues trainings are to be available and compulsory for all civil servants
- Federal Ministry of Justice is obliged to carry out gender analysis of all regulations governing the process of Government and institutional appointments, regulations governing the mandate of administrative bodies in the FBiH, and it is obliged to propose amendments in accordance with national and international gender equality legislation

- Gender Center FBiH is obliged to prepare gender analysis of the Government Rulebook and propose amendments to ensure that all materials discussed in the sessions of the FBiH Government are harmonized with the standards of gender equality arising from national and international legislation

The above mentioned adopted conclusions are crucial for providing a clearer definition of roles and responsibilities in the implementation of gender mainstreaming and consequently for the implementation of GRB.

It is important to note that the ongoing budget reform project supported by DFID is making an effort to link GRB to the program budgeting procedures. In addition, The United Nations Development Fund for Women Office for Central and Eastern Europe (UNIFEM CEE) launched a sub-regional program “Gender-Responsive Budgeting (GRB) in South East Europe: Advancing Gender Equality and Democratic Governance through Increased Transparency and Accountability” in late 2006. The program includes Albania, Bosnia and Herzegovina, FYR Macedonia, and Serbia. Its overall goal is to strengthen democratic governance and promote women’s human rights through support for policy planning and budgeting processes to incorporate a gender perspective. The program is supporting governmental counterparts, in this case the Federal Gender Center of BiH, to develop capacity to apply GRB to analysis and formulation of policies and associated budgets.

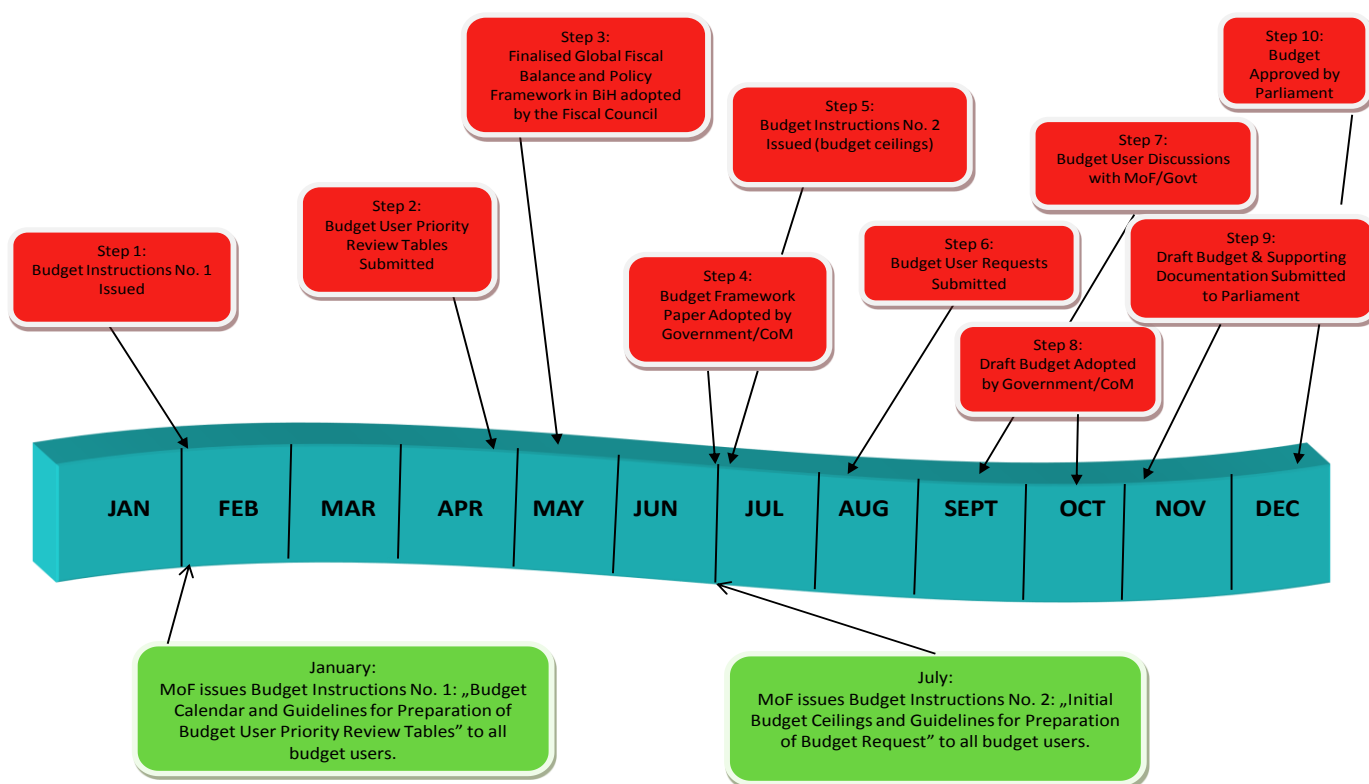
It is noteworthy to state that besides numerous training manuals, reports and conferences that have been done up until this point, the document entitled “Gender Responsive Budgeting within BiH November 2007 to March 2008” has been published. This document has been made for internal use on the DFID Project “Strengthening Public Expenditure Management.” Its aim was to present the results of research and analysis of the existing situation in the field of gender budgeting in BiH and to make recommendations in order to raise awareness about gender equality in the development of budgetary policies and budgets in BiH . The aforementioned document is not finished, but contains recommendations that have been consulted for the preparation of this report.

3. Object of the GRB Analysis: Federation of BiH Budgetary Process Overview and Gender “Gaps” within the Process:

3.1 Budgetary process and the budgetary reform within the Federation of BiH

Strengthening the link between policy and budget allocations is a key objective underpinning the ongoing budgetary reforms in BiH. The reform process is primarily supported by the United Kingdom’s Department for International Development (DFID) via a programme of technical assistance called “Strengthening Public Expenditure Management in BiH” (SPEM). One of the key reform achievements to date has been the introduction of a simple ‘10 Steps’ budget planning framework. The ‘10 Steps’ framework is built on a medium-term programme budgeting methodology that is specifically designed to strengthen this link through preparing, presenting and prioritising budget allocations on the basis of policy objectives, programmes designed to meet those objectives, and performance measurement (to measure the results of budget expenditure).

Figure 3.1: Budget Process in BiH in 10 Steps



Some of the most notable changes in the budget preparation process which are encompassed within the '10 Steps' framework include the following:

1. Introduction of a medium term expenditure framework,
2. Development and implementation of a new budget planning procedures which require budget users to state their existing and new expenditure requirements in a program format (i.e priority review tables which budget users are obliged to fill out focus on the 'results' of programs rather than just on the 'inputs'),
3. Introduction of preliminary expenditure ceilings for budget users which serves as an overall guidance for budget users before they are to prepare their standard line item budget requests, and so on.

Though these changes are important requirements for the introduction of a full-fledged performance budgeting system, the government has not yet reaped all the benefits that these reforms could have potentially brought to the government and significant challenges still remain before government budget plans will allocate funds solely on the basis of well argued and systematically prepared programs, as described in the paragraphs above. Here we shall just mention a few of the challenges (which arguably are many) that we find to be of essence if the ongoing budget reforms are to reach their full potential. First, there appears to be a lack of 'top-down' strategic policy direction allowing institutions to single out strategic priorities to which budget funds should be allocated.³¹ Second, even in the instances where there are strategic documents which could potentially underpin the preparation of program budgets, the actual link continues to be weak as the existing budget planning practices within most government institutions continue to be delegated to *finance/accounting personnel* who do not have sufficient insight into the policy direction their institutions are taking. On the other hand, even in those institutions where one can witness efforts to resolve this problem, as is the case with the FBiH Ministry of Agriculture, budget planning is regarded as a cursory task by the institution's top management. This brings us to the third major reform challenge. Namely, most government institutions do not engage in a systematic monitoring and evaluation of the funded programs (with respect to whether they are achieving the strategic goals/objectives) as no reference is made to objectively verifiable performance criteria during both program planning and implementation stages, hence there is very little performance information that exists that can be meaningfully fed into the budget planning process. We have found this to be the case with all three of the selected institutions. Fourth, although the Ministry of Finance has been proactive in introducing new procedures, it remains under-resourced in terms of its ability to adequately analyze budget user requests and reward only those who adhere to the requirements of the budget planning process, especially those concerning the provision of performance information. Last but not least, Minister of Finance should assume a leadership role during the Government sessions in which budget plans and proposals are discussed. So far, it has never been the case that FBiH Government has voted

31

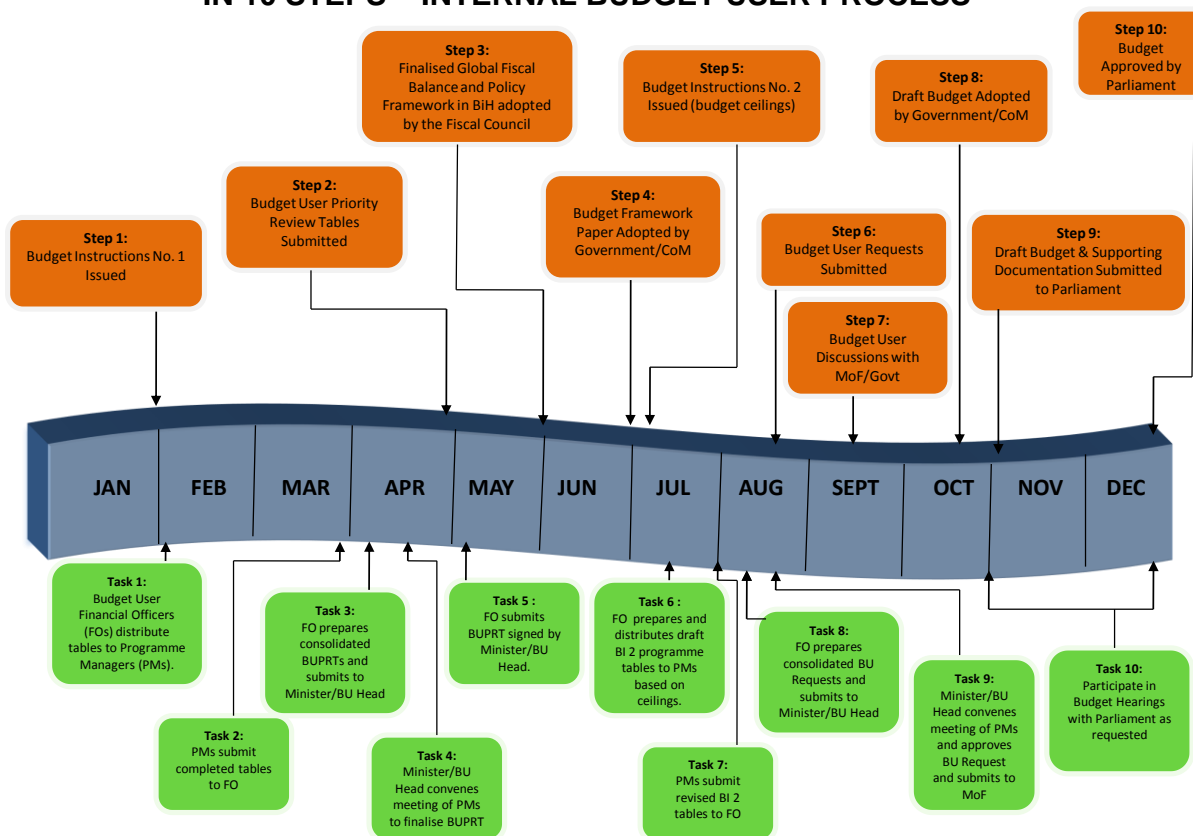
Preparation of the new country development strategy is currently under way. The effort is being coordinated and led by the Council of Ministers' Directorate for Economic Planning. Visit <http://www.dep.gov.ba/bh/index.php> for more information.

to adopt a budget proposal on the basis of performance information as budget proposals are prepared in the line budget format and as such do not provide for an adequate decision making tool. For more on the limitation of the existing line item budgets see Chapter 5, Section 1.

3.2 Gender Equality Consideration

Gender budgeting is not intended to analyze only programs that are specifically targeted to females or to produce a separate “women’s” budget, but rather to examine the gender effects of all government programs and policies, their effects on resource allocation and outcomes, and how to improve them. It tries to improve the allocation of resources within the government budget to reduce inequalities with consequent benefits to economic and social well-being. Having the above statement in mind, this research has found that gender issues are currently not considered in the budgeting procedures in the selected institutions of FBIH. Generally, the institutions do not have gender mainstreaming in their budgetary processes and aside from some programs for women (which amount to less than one percent of the total budget), do not specifically address gender equality. Therefore, we should think of possibilities for establishing of gender mainstreaming process within the existing internal process on "10 Steps" activities at each of the budget users.

MEDIUM TERM BUDGET PLANNING AND PREPARATION IN BiH IN 10 STEPS – INTERNAL BUDGET USER PROCESS



Programming guidelines of the institutions of FBIH often state that “there is no discrimination in fund allocation” or “all applicants to a program will be given equal consideration regardless of gender” or “everyone regardless of gender is free to apply for the program” or “everyone has the same access to information about available programs.” However, these types of statements are often gender-blind and not gender-sensitive. Gender blindness generally means that gender equality is not at the centre of analysis, and in that case it is normally neglected; the inertia tends to keep “business as usual” reinforcing current inequalities and gender discriminatory roles, rules and practices. For example, procedures imbedded in the process and required for all applicants may automatically disqualify women applicants from receiving Federal funds or from being part of a federally funded program. Therefore, if procedures for applying for funds to start a business require proof of ownership of property, many women who are generally not property owners would be disqualified from this program. Another example is that budget cuts which reduce health care services transfer the responsibility of caretaking from hospital staff on to individual members of families, who are usually women. In addition, any training or educational programs that require individuals to leave their home for an extended amount of hours would disqualify women with children who cannot afford childcare (or who do not have friends or family members that can help with childcare). Therefore, budgets can have a different impact on women and men, and different groups of women and men, through the provision of government goods and services, public sector employment opportunities, income transfers and the raising of taxation revenues as well as through their influence on the macroeconomic aggregates of output, employment, prices, investment and demand. By asking questions about the direct and indirect impacts and the equity and efficiency outcomes of government budgets on women and men, women's budgets force re-evaluation of a long held assumption that government budgets and economic policies generally are ‘gender neutral’ in their impact.

It is important to mention that this research found that in FBIH there is no consideration about the care economy neither in the budgetary procedures nor in the macroeconomic analysis and forecasts. The ultimate objective of GRB is to fully 'engender' macroeconomics by explicitly including the interdependence between the paid market economy and the unpaid care economy. The following excerpt from Mascha Madoerin and Andrea Pfeifer latest GRB research in Switzerland is meant to introduce additional information on the issues of care economy particularly to policymakers in FBIH and to inform them of the benefits of considering unpaid labor in the planning, programming and budgeting.

Without unpaid labour, our lives would be much more difficult. Gainful employment would be impossible, because to be fit for work, people depend on daily provisioning. Nothing could be sold if it were not for the unpaid economic sector of “Shopping“. Unpaid labour, and in particular caring for children and looking after adults in need of care, could be interpreted as a form of real tax. Raising children or looking after sick individuals can be regarded as part of a public service that benefits everyone. This aspect should be treated as such in economic theory and statistics (Bakker 1998:21). If there were no next generation to bring up, there would be no successor generation of gainfully employed and

hence no retirement provision for pensioners, whether in the form of pensions or retirement and survivors' insurance or disability benefits. And the absence of care for the sick, whether paid or unpaid, would constitute a violation of basic human rights. At the very least, therefore, unpaid care-giving and some unpaid housework can be viewed as a public service in terms of its economic function, and therefore be equated to tax revenue for the state.

The problem with gender equality is not only that unpaid and paid work, and hence control over disposable income, is unevenly distributed; it is also due to the fact that women work more hours yet devote less time to paid labour than men. The uneven distribution of paid and unpaid labour acts as a huge redistribution mechanism to the detriment of women. To a certain extent working women can intensify unpaid work and work more hours. However, this is subject to time constraints and would only be equitable if women had as much free time at their disposal as men

If women are to be relieved of their workload to any significant extent, a great deal needs to be changed. Recent developments and experiences acquired in other countries show that virtually all the above-mentioned options play a role in reducing the amount of unpaid work performed by women. However, ensuring the right mix of these options is of paramount economic importance for the future of society and for social stability. This depends not least on the policy pursued by the state and hence on its budget policy. It is therefore important to take these general economic aspects into account when conducting future budget analyses.

A more accurate understanding of the way people use their time and money is one of the prerequisites for enabling an analysis of the impact of public expenditure on unpaid labour. Gender-differentiated budget analyses exhibit two aspects: Firstly, a differentiated analysis of the data can be used to investigate the causal relationship between public expenditure and unpaid labour in more detail, identify problems and accordingly formulate recommendations for surveys to determine precisely this causal relationship. Cases like hospitals, day-care facilities for children, transport policies might have great impact on women's lives.

It would be desirable to obtain data that illustrate the causal relationship between public spending and unpaid labour. This includes conducting surveys among clients of specific public services as well as data on unpaid labour, broken down according to various attributes. The gender-differentiated budget analysis uses time series to indicate shifts in public expenditure, the effects of which threaten to thwart the objectives of gender equality policies.

Madoerin Mascha and Andrea Pfeifer, 2008, "Gender-responsive budget analysis in the Canton of Basel-Stadt, Switzerland, Office for Gender Equality of the Canton of Basel-Stadt," Statistical Office of the Canton of Basel-Stadt, Women's Council of the Canton of Basel-Stadt

4. Recommended Methodology and Tools for the GRB Program in FBIH:

In light of the budgetary reform underway in BIH, this research finds that the first phase of GRB in FBIH should occur concurrently with the program budgeting initiatives in the selected institutions. This means that efforts should be put in place so that GRB could start to be realistically implemented in accordance with the budgetary cycle beginning in *January of 2011*. For this to happen, the preparatory activities for the first phase of GRB should be initiated throughout the 2010 budgetary cycle. Hence, the period from October 2009 and throughout 2010 should be devoted to the preparation of a detailed plan of action for the GRB implementation within the selected institutions. The research team recommends the methodology outlined below to be used in the following stages of designing a plan for implementation of the first phase of GRB.

4.1 Participatory Approach

One of the main points in planning for GRB is to use the participatory approach in the creation of GRB. This implies close work with the FBIH institutions. While general guidelines for GRB can be devised through desk research, it is necessary to not only get all of the participant educated and “on board” but to work together in order to create realistic measures for implementation of gender mainstreaming in the budgetary processes.

Devising a plan of action and expecting a blind following of this plan may seem like an obvious, but frequently made, error. Even though there may be compliance with a desk plan, the plan will do little to instigate real and positive change. For example, the ministries may decide to fill out an additional form in their requests for budgetary funds, but these will be done only to satisfy the requirements of the application. Positive change can occur only when participants are involved and actively thinking about gender issues while planning, executing and evaluating their budgets. This is exactly why participant’s involvement is crucial in developing priorities, understanding how to evaluate their programs, devising indicators, understanding what type of data is necessary and what could be used in the short run in order to fulfill the needs of the population and think about equality in the process.

For example, during a workshop which was meant to familiarize the participants with the general budgetary process, decision making and implementation of budgetary funds and the importance of gender sensitive budgeting (which should be included in both, the general budgetary process as well as the decision making and implementation process), participatory approach was used. This allowed the participants to ask questions, share ideas, bring up challenges and give suggestions with the aim of implementation of gender-sensitive budgeting in the Federation of Bosnia and Herzegovina. During the group exercises, participants working in small groups had long discussions. They not only answered the questionnaires provided for group exercises, but also educated each other in the matters of gender-budgeting, brought up important points, concerns and suggestions for implementation of gender-sensitive budgeting within their institutions. The knowledge

generation and analysis that resulted during the workshop produced a deeper understanding of topics discussed and suggestions on how to move forward. Notes from this workshop can be found in the annex to this report.

4.2 Background of the Methodology

The questions/tools for devising the GRB strategy are constructed using and adapting the tools suggested by Diane Elson and revised by Debbie Budlender et al. Although the above mentioned writer suggests seven tools, this research will primarily focus on one of them, “gender aware policy appraisal,” because most of the other tools require detailed and gender segregated data that may not be readily available. The definition of the “gender aware policy appraisal” is found below.

A gender-aware policy appraisal starts off with the basic assumption that budgets must follow political commitments and that gender equality is one of the political issues that budgets should take into account. Therefore, the first step is to examine all policies according to their impact on gender equality. The second step is to analyze whether adequate resources have been allocated for the implementation of policies. The aim of this method is to identify implicit and explicit gender issues in the budget and related resource allocations, to assess whether the outlined policy and its budgetary implications will reinforce or change existing inequalities between women and men, and finally to ascertain if the money is allocated in a way to reduce existing inequalities.³²

Working-group sessions should be organized with the member representatives of the institutions participating in the first phase of GRB and experts of the Federal Gender Center. During these sessions the participants will aim to link policy with resource allocation and identify the direct and the indirect impact of policies on gender. During these meeting data should be gathered about ministries’ and institute’s budget process, main goals, main programs and projects; data needs and data gaps should be *specifically* identified as a condition of successful implementation of gender responsive budgeting. In addition, institution’s representatives should identify their process of prioritization of their programs. They should make a situational assessment of their programs with regards to gender issues; if their programs mediate or exacerbate gender inequalities; and problems they see with their budgetary process.

4.3 Tools of the Participatory Approach to GRB – Recommended Procedure

Together with the findings and recommendations written in this report, the following steps should be considered by the working groups when preparing the detailed plan for implementation of the first phase of GRB. The working groups will consist of the members

32 “Gender Budgeting; An overview of European Women’s Lobby” (2004)

of selected institutions, members of FGC, and members of FMF. (The working group creation is mandated by the FBiH Government Conclusions (No.538/09). The details of working group creation will be elaborated in the “Decision on Establishing the Working Groups for Drafting the Action Plan,” which will be prepared by the director of FBiH Gender Center on behalf of the FBiH Government. Decision will be later published in the Official Gazette of Federation of BiH.)

- Prepare a detailed review of the budgets of the institutions participating in the first phase of GRB including review of all of their programs, program funds, and program results. Prioritize projects. How can the projects be made more gender-aware? How can they promote equality?
- Determine whether the programs reviewed satisfy the needs of the population pertaining to each participating sector—focus should be on the needs of women. Determine the needs of women. Do programs need to be discontinued, created or revised?
- Review of case studies and other data available to the institutions. What data can be useful in creating indicators of success? What data should be tracked over the years? Which of this data can be used now?
- Determine if institutions would benefit from consultations with the non-governmental women’s organizations.
- Determine if the following recommended form could be used for all or just for the main/priority program in the first phase of GRB:

Program Name:
Gender Issues (especially those related to the situation addressed)
Activities (to be undertaken or that are already undertaken in order to execute the program)
Amount Allocated (for each of those activities)
Outputs (what will be ‘produced’ by the program?)
Outcomes (the goals of the program, indicating which is the equality goal that this program seeks to meet)
Indicators (how outputs and outcomes will be measured?)

(This format was adopted from Budlender, Sharp and Allen, 1998 and Budlender, 2005.)

- Determine if the following questions should come before the proposed budgetary form request for funds to the Ministry of Finance:

Do the programs in this budgetary request take into account gender equality in all the matters that pertain to planning, execution and evaluation of these programs? If yes, are the programs in this budgetary request beneficial, neutral or worsening gender equality?

4.3 Helpful Questionnaires

Questions that can be used to aid the above mentioned steps (from the previous section) are found below. The first set of questions should aid in program assessment. The second set of questions should aid in the needs assessment. Both, the program and the needs assessment, should be taken into consideration when preparing for GRB.

Program Assessment

1. Identify programs.
2. What resources/funds are allocated towards these programs?
3. Identify what issues/problems are those programs aimed to solve.
4. What are the activities that are planned or implemented toward achieving those programs?
5. How did your institution decide upon making those programs a priority?
6. The problems/issues for which policies are targeted often have an implicit gender dimension unless they are specifically targeted toward a particular gender.
 - a. Are your programs specifically targeted toward a particular gender?
 - b. If not, can you identify the “population” that most benefits through the programs that you identified above according to:
7. How do you know that your programs are meeting your objectives; in other words, how do you know that your programs are resolving the problems they were meant to solve? Do you have a measure by which these can be evaluated?
8. Do you know or can you suspect whether the mentioned policies have positive or negative influence on gender equality?
9. If you can identify the unequal situation for women and men in this sector, can you set up a gender equality goal in this program?

Needs Assessment

1. Focusing on your institution-related area of influence, what is/are the most prominent problem/s of the population of FBiH?
2. Also, focusing on the institution-related area of influence, can you identify gender-specific issues/problems for the population in the Federation of BiH? (Use the situational analysis in this paper.)
3. Do your institutions address any of the identified gender related problems?
 - a. If yes, how?
 - b. Do the programs aim to solve these problems implicitly or explicitly? (Are there any programs aimed to stimulate an industry or a region primarily occupied by women in need? Are there any programs that address social issues important to women, such as improving health care in the region or providing for child care?)
4. How would you be able to tell whether existing programs are successful? Are there any gender-segregated data to support continuation of the policies that are being implemented?
5. If, through this process, we identified problems not being addressed, what are some of the solutions that you propose?
6. Can you suggest any indicators that could help measure government delivery performance in implementing proposed solutions?
 - a. Can you suggest how to check whether the government funds allocated for programs were being used?
7. Can you suggest how to examine whether the policy and expenditure of your institutions have promoted gender equality?
8. Suggest an indicator which can prove that the population needs have been met.

The following surveys are preliminary examples of questions concerning issues that the researcher thinks will be important to be addressed by each of the ministries and by the institute.

Suggested Questions for the Ministry of Agriculture, Water Management and Forestry

1. Are there any programs that consider the problem of mechanization on farms? (This has proven to ease the burden of farm work for women.)
2. What can be done to increase women's education and training on farms?
3. How does the ministry ensure that a greater percent of women participate in the rural development projects?

Suggested Questions for the Federal Employment Institute

1. Can you get the data on the types of positions awarded to women vs. men?
2. Do you have data on the number of women vs. men who were left without work after they found employment through your institute? (This question refers to the women/men who participated in employment programs.)
3. How many of the programs supported through the non-governmental sector are aimed at improving women's unemployment status?
4. Does the institute have/hold training programs?
 - a. If yes, for what kinds of jobs? /
 - b. Do women generally participate in those programs
 - c. And, are the training programs adapted?? for the needs of women? How?
5. There are a few private organizations within the Federation whose primary function is to connect employers with employees. Does the institute have a working relationship with any such private organizations?

Suggested Questions for the Ministry of Development, Entrepreneurship and Craft

A new information system is being developed in the area of small and medium sized business. According to the Ministry, through this information system, information will be more readily available to men and women.

1. What types of indicators will the ministry be able to attain through its new information system?

2. Has the Ministry considered women's computer literacy when making this program available?

The ministry showed that from 2005 to 2008 women in the Federation of BiH have increasingly applied for funds as part of the project on increasing women's entrepreneurship. In 2008, 215 women applied for those funds and 88 (41%) were approved for such funds.

3. What is being done to inform women about these programs (besides the development of the electronic files)?

4. What can be done to educate women so their proposals are more successful and so that the greater percentage of those proposals is awarded the intended funds?

5. What is the economic and other status of women who generally apply for the funds?

Generally, material property is owned by men. This presents a problem for women who seek to make business investments through bank loans since they own little collateral.

6. Are there any programs that would make business loans for women more affordable and more accessible?

5. Findings:

5.1 Assessing the Adequacy of Specific Allocations

The institutions participating in the first phase of GRB have a wide range of responsibilities and the assessment of all of the allocations could not be tackled in the scope of this research. This research is specifically aimed at programs that are intended at increasing employment and self employment within the Federation.

This research could not determine specific allocations through looking at the budgets for the past three years since the budgets of the institutions of the FBiH do not provide enough information about specific allocation of funds. This is characteristic of line budgets that were the standard practice in BiH up to now. Furthermore, there is a lack of information about how and why those allocations were made since situational and needs based analysis is sporadic.

Table 5.1: *Summary Line item budget of the FBiH Ministry of Agriculture, Water Management and Forestry*

Budget Line Item	Budget Execution	Budget Plan	Budget Plan
	2006	2007	2008
Gross Salaries and Allowances	KM 1,606,457	KM 1,867,710	KM 3,031,606
Health and Pension Contributions	KM 135,999	KM 148,193	KM 240,464
Operations and Mainatanance Expenditures	KM 899,935	KM 1,026,390	KM 1,378,153
Current Transfers	KM 29,902,728	KM 48,110,000	KM 60,178,449
Capital Transfers	KM 0	KM 4,250,000	KM 16,000,000
Capital Expenditures	KM 89,212	KM 220,000	KM 255,000
Total Budget User Expenditures	KM 32,634,331	KM 55,622,293	KM 81,083,672

Source: *Budgets of the FBiH Government*, <http://www.fbihvlada.gov.ba/bosanski/budzet/index.php>

However, all of the institutions participating in the first phase of GRB have made a considerable progress in making and reasoning their goals. This is evident when examining the Mid-Term Development Strategies of the Ministries. Some specified goals could be connected with the adequate allocations of funds within the institutions.

For example, the Ministry of Agriculture has recognized that the agricultural land in the Federation of BiH is underdeveloped and that the small size of average farms is a major hurdle to the development of agriculture. Therefore, the Ministry has a program aimed at increasing the size of agricultural farms. Although there is information about the money appropriated for this program, it is hard to say whether this money is adequate for the size of the program. Hence, while other relevant documents do provide more information about

the programs and activities of the Ministry and its overall direction, the information is still presented in open ended terms with no reference to objectively verifiable performance criteria as is visible from the following excerpt:

The purpose of this programme is to continue with already initiated processes and open up the new ones in agricultural and food sector, with the following goals:

- a. Increase in scope of agricultural production,
- b. Meeting the local market demand with own products,
- c. Supplying food industry with raw materials,
- d. Stabilizing the agriculture and food product market,
- e. Reducing level of dependency on import and creating preconditions for export,
- f. Creating market oriented producers,
- g. Increasing the sowing land and cultivating the uncultivated, arable agricultural land,
- h. Higher employment rate and reduction of unemployment rate,
- i. Participation of scientific and expert institutions in modernisation of production, and
- j. Rural development.

Source: *Ministry of Agriculture, Water Management and Forestry, Sector for Agriculture, Draft Budget Proposal for 2009, p.11, September 2007)*

Another example comes from the Ministry of Development. The Ministry recognized that in order to develop an entrepreneurial spirit and incentivize small and medium size enterprises, an entrepreneurship infrastructure needs to be developed. The Ministry has developed a program to improve the business infrastructure. In addition, this Ministry has recognized that there are not enough women in business and that incentivizing women's entrepreneurship can decrease unemployment and poverty. The Ministry now has a program entitled "Incentivizing Women's Entrepreneurship." Again, it is not clear if the funds appropriated for these programs are adequate.

Furthermore, the Federal Employment Institute, as it was mentioned, is not a budgetary user, but serves an important role in employment initiatives and can use the same GRB tools as the Ministries. The Institute has recognized that there is a high level of unemployment among the returnee population (population that returned to their pre-war homes). Therefore the Institute initiated a program called, "Program for Employment and Self-Employment of Returnees (IDP's)." In this case, the representatives of the Institute stated that the program itself is necessary but that the funds appropriated to it are small for the scope and importance of the initiative. There is no detailed study that determines the funds that would be appropriate. More of the link with the gender equality and this particular institution's activities should be made, in particular the impact of its work on gender equality.

5.2 Identifying Gender Trends in the Selected Institutions of the FBiH

As it is the case with data and gender indicators, there is lack of identifiable trends being used and being tracked by the budgetary users in the Federation. However, the institutions that are participating in first phase of GRB have taken progressive steps forward with this regard. The two Ministries and the Institute have been following some gender statistics.

Although they agree that much needs to be done with regards to data gaps in their institutions, the awareness of the issues and the willingness to follow some gender trends is encouraging. The following are trends identified by the institutions in question:

- Women's entrepreneurship initiative program applications from the Ministry of Development have grown from 2005 to 2008 from 41 to 215 applications and the approval rate of the applications has stayed more or less around 50 percent.
- Out of the total number of participants, the rate of women participating in the program called "Measures for Rural Development" is low, but has increased from 8.7 percent in 2007 to 12.4 percent in 2008. This program is one of Ministry of Agriculture priority programs. It is not clear why this increase in the women's participation has occurred.
- The number of unemployed women has not significantly changed when compared to the total number of unemployed persons registered with the Federal Institute of Employment.

5.3 Main Findings from the Group Interviews

In general, it was determined that the participating institutions have not yet been fully sensitized in producing and implementing program budgeting procedures.

The main conclusions from the group interviews come from a group workshop/interview session held with the representatives of the institutions participating in the first phase of GRB in FBIH. The main findings with regards to budgeting procedures are:

- Activities are sometimes too general (most activities mentioned are general and do not reflect plans toward execution of the program).
- Implementation does not match program goals (for most programs under discussion, it was difficult to define what is to be achieved through implementation of the programs.)
- Indicators are still missing from program planning.
- Gender issues were not considered in the budgeting procedures. Members of the participating institutions recognized that their institutions did not consider gender issues in designing their general programs. For some workshop participants, this was the first time gender-sensitivity was introduced.
- Through group interviews, participants began to identify some of the possible gender issues that should be considered when planning and implementing the programs. There exists a "lack of practice" and thinking in terms of gender. When asked to answer the question: "what are the gender issues related to the program you chose to discuss?" most of the answers referred to problems that need to be addressed but not to the issues that are being addressed through the programs.

6. Recommendations:

The first phase of GRB in FBiH should be focused on programs, matters and issues concerning the initiatives for increasing employment and self-employment within the Federation as recommended by the FGC and the FBiH Government Conclusions.

In addition, specific programs should be considered since this research has found that the GRB implementation should focus on the depth of understanding and thinking in terms of gender. Taking a “wider” approach which would require encompassing all programs within the Ministries would result in pro-forma applications of GRB which is not the intent of this program. The specific programs of focus for the first phase of GRB should be (the rationales for choosing these programs can be found in Chapter 1: Introduction):

- “Development of Small and Medium-size Business in the Federation of Bosnia and Herzegovina” in the Federal Ministry of Development, Entrepreneurship and Craft
- “Incentivizing Agriculture-Funds for Rural Development” in the Federal Ministry of Agriculture, Water Management and Forestry
- “Program for Employment and Self-Employment of Returnees (IDPs)” in the Federal Employment Institute
- “Program for Social Groups with Disadvantaged Employment Profiles” (such as women who are victims of domestic violence) in the Federal Employment Institute

The following recommendations are a result of this research but many of them “build on” the GRB analysis and recommendations already made by the Federal Gender Center, the goals set by the Gender Action Plan of BiH and from previous research entitled “Gender Responsive Budgeting within BiH November 2007 to March 2008.”

1. Gender responsive budgeting requirement should be included in the *Country Development Strategy (CDS) of BiH*. Recognizing GRB as a strategy will explicitly promote equality in the country’s policymaking (budgeting and program design), and it will be mandated as a tool for priority setting and social inclusion. The strategy is in its final stages of preparation. This recommendation has already been proposed by the Federal Gender Center in its report from March 2009.
2. GRB requirement should be included in the Federal Ministry of Finance instructions to the budgetary users. These instructions will require budgetary users to provide reasoning for their policies and programs while keeping gender equality in mind. This should be done in the following way:
 - i. The instructions to the budgetary users should require the budgetary users to provide the following information related to gender sensitivity of the proposed programs:

Are the proposed programs based on a gender-aware situation analysis (or gender impact assessment) and do they reflect women/girls and men/boys different needs and priorities? Are programs and projects funded through the budget likely to reduce, keep the same or increase gender inequalities? How?

This recommendation was also proposed, but not explicitly defined, by all previous GRB analysis in FBIH.

3. This study found that the participating institutions need to learn and plan to incorporate gender sensitive budget statements in their budget documentation in the future. Through the workshops, each institution needs to design its own gender sensitive budget statement that may be as simple as the table suggested in the methodology or a narrative that would include all of the information the table provides.

4. This study found that it is necessary to take steps towards engendering the strategic decision-making, planning and monitoring and evaluation processes. Women should be participating in budgetary users' planning and evaluation committees where gender equality needs to be one of the priorities. The participating institutions should be urged to take steps toward this goal in the preparation, execution and evaluation of the next budget.

Case study example: Decision Making Process in the Federal Ministry of Agriculture, Water-management and Forestry

After transfers are approved for the Federal Ministry of Agriculture, the Minister nominates a committee responsible for designing the program, "Incentives for Agriculture."

Several questions should be asked: Who does this committee include? Does the committee include women- representatives? Is gender equality one of the committee's priorities? Does this committee consider the questions of the needs of both, women and men? These same questions were asked about the committee for distribution of funds and the evaluation committee.

- a) Development of indicators of performance should be one of the key points of program budgeting in general and of gender responsive budgeting, specifically. This recommendation was suggested in all other GRB analysis in FBIH up to date. This study gives additional pointers towards achieving this goal.

- i. The indicators need to be developed through workshop sessions described in the methodology. Although there exists very little data that can aid in the preparation of gender indicators, the participating institutions within BIH have collected data and can make use of case studies available to them in order to make preliminary indicators of performance first.
 - ii. Through the process of developing preliminary indicators, the institutions should develop a “wish list” of indicators they think would aid them in tracking needs of the population met and success of their programs. Through a process of selection, the working-groups can create potential indicators and decide what data needs to be gathered in order to start tracking the “right” gender data for creation of needed indicators in the future.
 - iii. Also, many of the institutions of the Federation of BIH, including the ones participating in the first phase of GRB, already have internal surveys. These institutions, together with the gender center, need to adjust their internal surveys in order to track gender-data that could also be of help in tracking program performance with gender sensitivity in mind.
- b) Anticipating data needs and planning of future indicators is necessary. The selected institutions together with the Federal Gender center should begin to prepare “the stage” for data collection in the future. The researchers advise that the following steps be taken in cooperation with the Federal Office of Statistics in the preparation of general gender-segregated data collection processes:
- i. Continuous work with the Federal Office of Statistics on the strategic plan for implementation of census.
 - ii. Every year the Federal Office of Statistics puts out a suggested “Plan for Statistical Research of Interest for the Federation BiH.” The Federal Gender Center and the Ministries need to work with the Statistic Office in order to include gender-disaggregated statistics of interest in this plan for year 2010.

5. A continued GRB awareness-building and education is required. This recommendation was suggested by previous GRB research and it is further developed here. GRB needs to become a way to think about good budgeting. This includes priority setting and program planning. Federal Gender Center should organize training sessions for the participating institutions. These training sessions should follow the participatory approach described in the methodology above. In other words, they should not have “lecture style” sessions, but awareness building in a way that would allow the ministries to develop the sense of responsibility and “own” the solutions to the implementation of GRB. This type of awareness building should be continued beyond the selected sectors and the first phase of GRB in order to begin gender mainstreaming in other sectors and ministries as well.
6. This study found that the information flow about programs of the institutions of FBiH financed from FBiH Government budget and application procedures to these programs need to become more gender sensitive. This is necessary because programs aim to reach all of the potential program beneficiaries and gender-sensitive information flow would make sure that both women and men are informed about programs of the Federal Government. Gender sensitive application procedures would ensure that women or men are not automatically disqualified from Federal programs on the basis of application procedures and application requirements:
 - i. Many women remain uninformed about existing programs of the Federal Government from which they could potentially benefit. This is especially a problem in the rural areas where women rarely leave their properties in search for newspapers; where women rarely participate in the public processes and therefore, rarely go to the municipality centers; and where locally concentrated illiteracy among women exists.
 - ii. Even when there is no de-facto illiteracy among women in rural areas, it is generally the case that women do not have the knowledge of application processes and procedures of how to apply and benefit from existing federal programs. And application procedures are often not conducive to women. For example, some procedures require an applicant to be a property owner. This automatically excludes women from being eligible for many government programs.
7. Working groups need to be formed. As suggested by the FGC recommendations, the working groups will include the representatives from the institutions participating in the first phase of GRB. The working groups should follow the guidelines described in the

section on methodology above in order to devise and realize a specific plan of action for GRB. Working groups should agree on a specific timetable of actions that will lead to GRB implementation in the next budget cycle. Legal framework and policy formulation are in place for the implementation of first phase of GRB.

8. Government of the FBIH mandates the primary responsibility for implementing all of the steps above including the evaluation process to the Federal Gender Center of BiH within the first phase of implementation of GRB. However, according to the same mandate, the Gender Center together with the working groups should, through the first phase of GRB prepare the Federal Ministry of Finance to take over the responsibility of enforcing, monitoring and evaluation of GRB in the future. Federal Ministry should also mandate gender-sensitive decision making, planning and evaluation procedures, while FGC will stay as a consultative and coordinating body.
9. This study finds that during the first phase of implementation of GRB, an analysis needs to be done in order to “capture” the lessons learned, the challenges and design ways to overcome those challenges, and set the stage for the expansion of the program.

The recommendations below should be considered beyond the first phase of the FBIH GRB program. Through the first phase of GRB, experience will be gained, lessons learned and progressive institutional building initiated in order for GRB to be implemented horizontally in all institutions of the Federal Government and vertically at all levels of the government. GRB needs to become a way of thinking about budgets and not just a budgetary procedure.

The following recommendations are those which the researchers can expect to be important as the process of mainstreaming gender in the budgetary processes continues:

4. It is essential to continue awareness building activities, training and working together with the BIH institutions on all levels of government on issues pertaining to gender mainstreaming but also training on how practically to include GRB in their processes.
5. GRB needs to be continually rolled out in cantonal and municipality governments.
6. Continued working on data gaps through participatory processes and planning is necessary.

7. Gender sensitive budget statements need to be developed for all sectors, but never swaying away from the participatory approach.
8. Federal Ministry of Finance should become the enforcing, motivating and evaluating body for implementation of GRB.
9. In the future, the care economy needs to become an integral part of the discussion about economy, decision making and budgeting. Without taking into account informal care sector any measure, policy or analysis is flawed because it fails when it is not taking on board how gender roles and gender rules operate. The goal of considering the care economy is not to burden women further, but to strive for a renegotiation of women's and men's roles in society; that will ultimately result in increased levels of development and prosperity.

A great deal of work has already been done on GRB initiatives in FBIH, and it is encouraging to notice readiness on the part of the participating institutions to make progress with regards to gender equality in general and GRB specifically. Federal Gender Center and UNIFEM, as its partner, have shown resilience, persistence and continued progress in this field. The researchers are enthusiastic that the GRB program and the initiative for establishing program budgeting procedures within the country are making progress and will be essential in the country's further development.

It is important to remember that gender responsive budgets ensure that human rights are respected. GRB ensures more efficient use of country's resources: more efficient use of women's as well as men's human capital. It does so by promoting women's and men's participation in, and contribution to, economic and social life. Gender budgeting improves the efficiency of the country's financial resources by matching budgets to plans, priority programs, and projects. A gender-responsive budget helps the government to improve prioritization, planning, management of implementation, monitoring an evaluation, and impact assessment of its programs. It is only by using the people and resources of the country to their full potential that FBIH will be able to achieve the goals outlined in its development strategies.³³

33 Paraphrased from "Manual on Gender Budgeting in Malaysia" (2005), Ministry of Women, Family and Community Development, Malaysia

7. Lessons Learned:

The experience gained through this research suggests that it is crucial that the GRB program implementation is done with partnerships with accountable institutions. It is necessary that through work with the members of these institutions, realistic target setting and planning, a way of thinking about budgets is changed from “the inside.” Only through the learning process can GRB take effect and not be a pro-forma instrument.

There is very little information available about the budget priority setting and about the decision making processes within the government. This lack of transparency can become a hindrance in performing analysis and planning for implementation of GRB. However, the members of the participating institutions do possess a wealth of knowledge that cannot be found “on paper.”

The analysis and the implementation of this initiative must not, and cannot effectively, be done by consultants without the involvement of the Federation Gender Center. The staff at the Center has the know-how and the contacts that will allow for GRB implementation.

The decision making and implementation process in the Federation’s bureaucratic channels takes a lot of time. It is important that realistic deadlines are set for the program milestones. It is also very important to put forward detailed instructions describing the tasks for the members of the institutions in charge of working on GRB. The persons from the ministries in charge of working on GRB are not only responsible for the GRB implementation, but have numerous other responsibilities. With clear instructions and detailed plans one can expect more efficient results.

Other important lessons about gender budgeting potent for FBIH GRB program are found in Janet Stotsky’s 2006 work. They are noted below.

The experience with gender budgeting suggests that even initiatives adopted with enthusiasm may fall by the wayside if the process appears to produce more added work than added value..

Gender budgeting should be incorporated into standard budget processes and fully institutionalized. It should not be seen as something to be done in addition to the standard budget process, though elements of it, such as an analysis of benefit or tax incidence, may require periodic special efforts.

It should address specific and identifiable goals, such as reducing the inequality in educational attainment, that have clear benefits and that can be measured, even with somewhat crude tools and data.

It should draw upon civil society for support and assistance in the more research-

oriented aspects, and apply to sub-national levels of government, where relevant.

It should be comprehensive and include considerations of all aspects of the budget, not only spending, where it is most often applied. Gender budgeting should not as a rule set specific goals for spending on women-related objectives, unless budgets are severely constrained and such spending is well below what an unconstrained budget would otherwise choose, since this tends to introduce inflexibilities and hence inefficiencies in the budget process.

Stotsky, .Janet G. 2006, “Gender Budgeting.” IMF Working Paper

Annexes:

Bibliography

Budlender, Debbie. "Gender Responsive Budgeting Manual for Trainers" (2005) UNDP

Budlender and Sharp. "How to do a gender-sensitive budget analysis: Contemporary research and practice" (1998) AusAID

"Bosnia and Herzegovina Gender Equality Law"

CEDAW/C/BiH/ CO/3 "Concluding comments of the Committee on the Elimination of Discrimination against Women: Bosnia and Herzegovina" (2006)

DFID "Labor and Social Policies in Bosnia and Herzegovina" (2005)
<http://www.dep.ba/dwnld/ZuBiHT4Izvjestaj.pdf>

Employment Strategy of Federation of Bosnia and Herzegovina 2009-2013

Federal Ministry of Development Website
http://www.fbihvlada.gov.ba/english/ministarstva/razvoj_poduzetnistvo.php

Federal Ministry of Agriculture Website
<http://www.fbihvlada.gov.ba/english/ministarstva/poljoprivreda.php>
<http://www.fbihvlada.gov.ba/english/ministarstva/poljoprivreda.php>

Federal Employment Institute
www.fzzz.ba (programs and reports on the work)

Groves, Leslie. "Desk Review of Social Exclusion in the Western Balkans" (2006) Department for International Development.

HCHR, "Report on Human Rights in BH" (2003)

"Household Budget Survey in BiH" (2007)

IFAD "Livestock and Rural Finance Development Project" (2007)

Klepici, Zdenko. "Source of Financing Small and Medium Enterprises: Microcredit in Bosnia and Herzegovina" (2008) Journal of International Research Publication: Economy and Business, Volume 3, Science and Education Publication, Bulgaria

Madoerin Mascha and Andrea Pfeifer "Gender-responsive budget analysis in the Canton of Basel-Stadt, Switzerland, Office for Gender Equality of the Canton of Basel-Stadt," (2008) Statistical Office of the Canton of Basel-Stadt, Women's Council of the Canton of Basel-Stadt

Ministry of Human Rights and Refugees of Bosnia and Herzegovina, “Gender Action Plan of Bosnia and Herzegovina”, Chapter IV

Paci, Pirella. “Gender in Transition,” (2002) World Bank. Pierella Paci

Sharp, Rhonda. “Budgeting for Equity: Gender budget initiatives within a framework of performance budgeting” (2003) UNIFEM

Stotsky, Janet G. 2006, “Gender Budgeting.” IMF Working Paper

USAID “Bosnia and Herzegovina Gender Assessment” (2005)
http://pdf.usaid.gov/pdf_docs/PDACG120.pdf

Women and Men in the Federation of Bosnia and Herzegovina (2008), FBIH Office of Statistics

List of Contacts: Persons Interviewed and Consulted

	Last Name/ Prezime	First Name/ Ime	Institution- Organization/ Institucija- Organizacija	Telephone	Email
1	Babic	Kika	Agency for Gender Equality BH		
2	Besevic-Comic	Viktorija	Federal Employment Institute		vbesevic@fzzz.ba
3	Bosnic	Maja	PKF/INNOVA SPEM 3	061-537-227	majbas@hotmail.com
4	Car	Omer	INNOVA		omer.car@spem3.ba
5	Golmac Powell	AnaMaria	UNIFEM	033-723-397	
6	Hrncic	Zlatan	Federal Gender Center	033-665-883	zlatan@fgenderc.com.ba
7	Jaksic	Ane	Federal Gender Center	033-665-883	
8	Kotoric	Samira	Federal Gender Center	033-665-883	genderc.sk@fgenderc.com.ba
9	Kresic	Irena	Federal Ministry of Development, Entrepreneurship and Craft	036-449-130	
10	Milinovic	Jelena	Gender Center Republika Srpska	051-247-492	gcrs_jelena@blic.net
11	Pobric	Belma	GRB consultant for FBH		p_belma@yahoo.com
12	Ramic	Belma	Federal Gender Center	033-665-883	belma@fgenderc.com.ba
13	Rokvic	Gordana	GRB consultant for RS		rokvicgoca@yahoo.com
14	Sarcevic	Edin	Federal Gender Center	033-665-883	

15	Saric	Edvin	Federal Ministry of Agriculture, Water Management and Forestry	061-281-376//033-205-637	
16	Sunjic	Vikica	Federal Gender Center	033-665-883	genderc.vs@fgenderc.com.ba
17	Vukovic	Ana	Federal Gender Center (Director)	033-665-883	

Notes from the GRB Workshop held on June 3rd and June 4th for FBIH Institutions participating in the first phase of GRB

Workshop date: June 3rd-June 4th

Workshop location: Hotel Maršal, Bjelašnica

The following are notes from the first GRB workshop/training session for sectors participating in the first phase of the GRB program that aims to introduce and implement gender mainstreaming into the budgeting process in the Federation of Bosnia and Herzegovina. Two ministries and one institute are responsible for those three sectors: Federal Ministry of Development, Entrepreneurship and Craft, Federal Ministry of Agriculture, Water Management and Forestry, and Federal Employment Institute.

The workshop included training presentations as well as a small-group guided exercise and participant presentations of the results of the exercise.

The notes are not a transcript of the workshop session but a summary with some analysis of main points and information given by the participants during the training presentations. The notes also include information and recommendations shared by the members of the participating institutions. These recommendations and information are a result of small-group discussions exercise that was designed as a guide to evaluating gender sensitivity of the working processes and programs of participating institutions.

Goal of the Workshop

The goal of this workshop was to familiarize the participants with the general budgetary process, decision making and implementation of budgetary funds and the importance of gender sensitive budgeting (which should be included in both, the general budgetary process as well as the decision making and implementation process). The presentations planned and made at the workshop reflected its goals. The workshop was conducted using participatory approach which allowed participants to ask questions, share ideas, bring up challenges and give suggestions with the aim of implementation of gender-sensitive budgeting in the Federation of Bosnia and Herzegovina.

Participants

Workshop participants consisted of representatives from Federal Ministry of Development, Entrepreneurship and Craft, Federal Ministry of Agriculture, Water Management and Forestry, Federal Employment Institute, members of the Federal Gender Center, representative of Gender Center of Republika Srpska, and consultants from both entities. (Full list of names of the participants is included in the appendix to this report.)

Participatory Approach and Amendments to the Workshop Agenda

The workshop/training contained several amendments to its originally planned agenda. Amendments to the workshop were made to adapt its program to the level of knowledge and interest of its participants and to allow for time needed for in-depth, productive, discussion among the participants.

Although some of the content of the workshop was presented on the second, and not on the first day as it was originally planned, and although some of the exercises planned for the second day were cut out of the program, the workshop ran longer than planned on both days. The first day of workshop was planned to conclude at 19:30. However, due to the level of interest and participation, the program concluded for the night at 20:15. The workshop was planned to end at 14:30 on the second day. However due productive discussions and participant-led recommendations, the program concluded at 16:00.

The first presentation by Omer Car on main aspects of strategic budgeting generated questions and discussion among participants. The organizers of the workshop, whose main purpose was to introduce gender-sensitive budgeting as part of strategic budgeting reform, realized that it was very important that the participants understand the budgetary processes in general and that they express their concerns and ask questions in order to have successful discussions about gender-sensitive budgeting. Because the first presentation generated interest and raised concerns it ran longer than planned and “Basics and Reasons for Gender-Sensitive Budgeting” presentation by AnaMaria Golemac-Powell from UNIFEM was moved from the first to the second day of workshop.

The participatory atmosphere was present on the second day of workshop as well. The participants energized the next three presentations giving comments, possible themes for future discussions and raised questions about the implementation of gender budgeting. Therefore, the presentations given by AnaMaria Golemac-Powell, and Vikica Sunjic were prolonged in order to bring to light the meaning of implementation of gender-budgeting for Bosnia and Herzegovina and in order for the participants to understand the issues in the decision and implementation of budgetary funds.

During the group exercises, participants working in small groups had long discussions. They not only answered the questionnaires provided for group exercises, but also educated each other in the matters of gender-budgeting, brought up important points, concerns and suggestions for implementation of gender-sensitive budgeting within their institutions.

The knowledge generation and analysis that resulted during the workshop produced a deeper understanding of topics discussed. The second exercise that was planned for the second day of workshop was cut out of the program but with little loss to the achievement of the main goals of the workshop.

Summary and Analysis of Main Conclusions and Discussions during the Workshop Presentations

Reaching deeper understanding of GRB concepts

- The participants discussed and gained a deeper understanding of GRB. As a result of discussions, it was concluded that gender sensitive budgets ensure that human rights are respected. It was also pointed out that gender responsive budgets ensure more efficient use of country's resources: more efficient use of women's as well as men's human capital.
- While discussing reasons for and benefits of gender budgeting, it was agreed that although some ministries have programs that address some needs of women, and have "for women" in their program titles, this does not adequately represent or "take care of" gender responsive budgeting. It was concluded that gender responsive budgeting means more than having a program for women. It means having gender equality in mind while making and executing an overall strategy of an institution as well as having in mind how all institutional programs and funds awarded to those programs affect gender equalities and how they address the needs of men and women.
- It was concluded that, generally, the institutions, whose representatives were present at the workshop, do not have gender mainstreaming in their budgetary processes and besides some programs for women do not specifically address gender equality. Irena Kresic concluded that even though the Ministry of Development has a program that specifically addresses incentives for women's entrepreneurship, this program alone does not mean that the ministry has implemented GRB.
- Programming guidelines within Federal ministries often state that "there is no discrimination in fund allocation" or "all applicants to a program will be given equal consideration regardless of gender" or "everyone regardless of gender is free to apply for the program" or "everyone has the same access to information about available programs." However, the participants recognized that these types of statements are often gender-blind and not gender-sensitive. For example, procedures imbedded in the process and required for all applicants may automatically disqualify women applicants from receiving Federal funds or from being part of a federally funded program. This often means, for example, that women in rural areas who wish to apply for certain funds must be property owners. Since property is traditionally legally owned by men, women do not qualify for such programs. Gender blindness does not mean gender equality.

Reaching deeper understanding of strategic budgeting processes

- While discussing the process of budgetary reform in BH, the participants agreed that line budgets are inadequate in terms of providing information about strategies, programs, funds allocated for programs and activities and funds allocated towards activities. In addition, the participants agreed that line budgets do not include information about priority programs nor the needs and results analysis which could be developed through introduction of indicators of performance.
- It was concluded that line budgets which are still used by most of the budgetary users are not adequately transparent and do not allow for evaluation. The participants agreed that the move towards strategic or program-oriented budgeting will not only give greater insight into where and how money is spent but will also begin to fulfill duties towards tax-payers in terms of transparency.
- While looking at an example of indicators from the Ministry of Agriculture, it was concluded that the mentioned indicators were not specific enough and were hard to

measure. In addition, some of the indicators looked more like overall goals of programs, and not specifically as measurements of need or success.

- It was mentioned that program goals mentioned in strategies of most budgetary users are too general.
- Participants agreed that gender responsive budgeting is an example of how strategic budgeting should be done with defined priorities, activities, indicators and resources awarded. It was mentioned that GRB, when done properly, can be a model of the entire strategic budgeting process.

Considering economy of care

- Jelena Milinovic reminded the participants that in our workshop we did not discuss the economy of care in great detail. The participants agreed that a country cannot have a truly efficient gender mainstreaming process without consideration of this important aspect of our economy.
- As part of the discussion about the importance of considering economy of care as the integral part of the economy, not just hidden part of the economy, it was concluded that while it would be best to try to consider this “hidden economy,” we have to keep it in mind that the country is at the very beginning stages of thinking about GRB and that this aspect of non-market economy would have to be considered in the future.

Legal framework discussion

- It was concluded that legal framework must exist in order for budgets to be gender sensitive. However, it was also concluded that gender sensitive budgets may result in more gender sensitive policies, and therefore “work on” legal framework through the budgeting tools.
- Samira Kotoric and Irena Kresic mentioned that in many instances institutions and ministries in Federation of BH have a legal framework but the laws are not being implemented. It was concluded that many levels of government within the Federation of BH dilute the legal framework. This conclusion was illustrated by an example of legal rights of women to maternity leave within institutions of FBIH; maternity leave rights, even within institutions of FBIH, differ within different cantons in the Federation.

Including non-governmental organizations in the process of gender sensitive budgeting

- Benefits as well as difficulties of including non-governmental organizations (in this case women’s NGOs or NGOs that deal with women’s issues) in the process of budgeting were mentioned. The main difficulty mentioned is that there are many NGOs within the Federation and it is sometimes difficult for government officials to “see” which of these NGOs are competent. Some participants mentioned that many times NGOs seem like their main function is to criticize the government but without being “deeply” informed of the issues that they discuss.

- The main benefits of including NGOs in the process of budget planning is that NGOs are many times “closest” to budgetary end-beneficiaries and are more familiar with their particular needs and situations. In addition NGOs have a wealth of information and local case studies that would be useful in data gathering and information needed for strategic or program-budgeting in general and more effective needs-based gender responsive budgeting in particular.
 - It was mentioned that women’s NGOs should play a crucial role in rural areas and developing budgetary strategies for rural development and agricultural development. Women in rural areas are not easily reached and information is not easily dispersed to them. In addition, cultural considerations indicate that rural women rarely participate in public processes such as public discussions on budgeting held for organizations of producers. It was concluded that women’s NGOs could play a crucial role in representing women’s rights in rural areas by participating in public discussions and in public decision making processes.

Importance of inclusion of women in the decision and evaluation processes

- During the presentation entitled “Implementation of Approved Transfers and Making Them Available to End-Users—Example of Federal Ministry of Agriculture” Vikica Sunjic pointed out various steps in the process of decision making, distribution of funds, and evaluation processes. The participants and the presenter concluded that these processes are not adequate and in-line with participatory approach that would ensure gender equality.
 - For example, after transfers are approved for the Federal Ministry of Agriculture, the Minister nominates a committee responsible for designing the program “Incentives for Agriculture.” Several questions were posed: Who does this committee include? Does the committee include women- representatives? Is gender equality one of the committee’s priorities? Does this committee consider the questions of women’s and men’s needs? These same questions were asked about the committee for distribution of funds and the committee for evaluation of use of programming funds.
 - It was suggested that the Federal Gender Center may act as a consultative body for the various, or at least one, of the above mentioned committees; this would ensure that questions of gender equality are addressed. As the discussion progressed, it was concluded that the Federal Gender Center may serve as a “temporary solution” to a consulting body. However, FGC does not have the capacity or the resources to act as the consultative body for all ministries and in all processes. Therefore, other ways will have to be developed in ensuring inclusion of women and inclusion of gender issues in the budgetary processes.

“Genderising” the information flow

- While asking question and discussing how Federal ministries make certain that the information about Federal programs reaches the end-users/beneficiaries, important conclusions about inadequate flow of information were reached.

- It was stated that most programs are announced through the printed media, such as the newspapers, and many times municipalities have announcement boards where they post news about Federal programs. There was no data about how many end-users buy or read the newspapers; whether they know that this is how programs are announced or whether in fact municipalities keep up with the commitment of posting announcement about Federal programs. This presents a problem with information flow in general.
- In addition, many women remain uninformed about existing Federal programs from which they could potentially benefit. This is especially a problem in the rural areas where women rarely leave their properties in search for newspapers; where women rarely participate in the public processes and therefore rarely go to the municipality centers; and where locally concentrated illiteracy among women exists.
- Even when there is no de-facto illiteracy among women in rural areas, it is generally the case that women do not have the knowledge of application process and procedures of how to apply and benefit from existing federal programs. Frequently, women do not even know that they would be able to benefit if they engaged in certain federal programs.

Summary of Information, Comments and Recommendations given through the small-group Exercise

For the small-group exercise, participants were split into three groups in order to discuss gender equality processes and gender sensitivity of budgetary programs within the three participating institutions. A form representing an example of a gender-sensitive budget statement with a questionnaire was given to the participants. The form had the following fields:

Program Name:
Gender Issues (especially those related to the situation addressed)
Activities (to be undertaken or that are already undertaken in order to execute the program)
Amount Allocated (for each of those activities)
Outputs (what will be ‘produced’ by the program?)
Indicators (how outputs and outcomes will be measured?)

The participants were asked to fill out the form for two of the existing programs of their institutions: one general or most expensive program of their institution, and one program that has “for women” in its title. Due to lack of time and lack of information, not all fields within the forms were filled.

Groups engaged in energetic discussions about gender issues within selected. Participating members of institutions of FBIH recognized that their institutions did not consider gender issues in designing their general programs. For some participants this was the first time gender-

sensitivity was introduced. The field “gender issues” was mostly filled with problems that need to be addressed but not with the issues that are being addressed.

Most participants recognized that their institutions did not have concrete indicators of success for their programs. All of the participants expressed interest in having more workshop sessions where we would discuss how to develop indicators that are needed for monitoring program success; for monitoring participation of women in the programs; and how status of women and men changes through participation in the federal programs.

Answers given by the Federal Ministry of Agriculture working group

<i>Program Name:</i> Program for Incentivising Agriculture—Monetary Funds for Rural Development
<i>Gender Issues (especially those related to the situation addressed)</i>
Included in the measures for rural development, there are priorities that aim to increase gender diversity, age diversity and educational-level diversity in agriculture. Within the program, there are measures called “additional activities” which are aimed towards women, youth and persons with special needs.
<i>Activities (to be undertaken or that are already undertaken in order to execute the program)</i>
Investment in agricultural properties
Increasing size of agricultural properties
Incentives for young agricultural workers
Additional activities—here women are most represented
<i>Amount Allocated (for each of those activities)</i>
Increasing size of agricultural properties—95.190 KM from the total of 1.100.000KM
<i>Outputs (what will be ‘produced’ by the program?)</i>
Not known
<i>Indicators (how outputs and outcomes will be measured?)</i>
Not known. Since aim of the program is not clearly defined, the indicators and results are not known and are hard to define.

Answers given by the Federal Employment Agency working group

<i>Program Name:</i> Program for Employment and Self-Employment of Returnees (IDPs)
<p><i>Gender Issues (especially those related to the situation addressed)</i></p> <p>Non-activity of women in the job market</p> <p>Women's knowledge/skills when it comes to self-employment and what their skills are not known</p> <p>Needed analysis/data segregated by gender about existing types of professions/skills among citizens in the federation and types of jobs in the market</p>
<p><i>Activities (to be undertaken or that are already undertaken in order to execute the program)</i></p> <p>Funds given to returnees to help start their own businesses</p> <p>Funds given to employers that employ returnees</p>
<p><i>Amount Allocated (for each of those activities)</i></p> <p>4-5.000 per person (140 people)</p> <p>3.000 per person (250 people)</p> <p>Total amount allocated 1.500.00 KM but not all for 2009</p>
<p><i>Outputs (what will be 'produced' by the program?)</i></p> <p>Increased numbers of self-employed and employed and sustainable return.</p>
<p><i>Indicators (how outputs and outcomes will be measured?)</i></p> <p>Needed:</p> <p>Information about program users by gender and number of applications/approved applications by gender.</p> <p>Number of people employed and who remained employed as a result of this initiative</p> <p>Information about sectors where returnees are employed and their skills</p> <p>Reasons for dismissal of workers that were employed through this initiative</p> <p>Information by region about involvement in the program</p>

Note: Federal Employment Agency will be conducting a user satisfaction survey for the program users in August. The representative from the agency, Viktorija Besevic, is very willing to work with the Federal Gender Center in order to include the needed gender-related questions in the questionnaire. It was agreed that with specific questions, the agency can get information that would point to the needs of women that can potentially be addressed by the agency in the future.

Answers given by the Federal Ministry of Development working group

<i>Program Name: Incentivizing Women's Entrepreneurship</i>
<i>Gender Issues (especially those related to the situation addressed)</i> Not enough women in entrepreneurship. Women are not owners of capital. Cultural barriers—patriarchal forms/procedures Lack of strategic programs that encourage target groups' involvement in entrepreneurship
<i>Activities (to be undertaken or that are already undertaken in order to execute the program)</i> Promotion of entrepreneurship Increasing transfer of money each year for this purpose Government decisions Directions Monitoring of transparency of fund usage
<i>Amount Allocated (for each of those activities)</i> Total allotted 1.150.000 KM from 2006 until 2009
<i>Outputs (what will be 'produced' by the program?)</i> Increasing of employment of women in entrepreneurship Sustainability/strengthening of all resources
<i>Indicators (how outputs and outcomes will be measured?)</i> Number of unemployed

Size of production
Increasing overall value of firms

<i>Program Name: Development of Entrepreneurship Infrastructure</i>
<i>Gender Issues (especially those related to the situation addressed)</i>
Analysis of regional planning for zone-formation
Analysis of funds for branches which make decisions for regional plans
Gender-blindness in decision-making
<i>Activities (to be undertaken or that are already undertaken in order to execute the program)</i>
Analysis of regional plans in terms of implementation of business incentives by criteria
Developing incentives for infrastructure and investment projects in local communities
Taking into consideration ZORS
<i>Amount Allocated (for each of those activities)</i>
2009 total: 2.400.000 KM
<i>Outputs (what will be 'produced' by the program?)</i>
Developed gender-sensitive regional plan that will take into consideration needs and priorities of women and men
<i>Indicators (how outputs and outcomes will be measured?)</i>
Number of developed regulatory and regional plans by criteria
Number of business incubators

Quick analysis of answers to the workshop exercise

Workshop participant recognized that which is evident in the answers to the above exercise: their institutions lack the “mentality” of producing and implementing strategic budgeting procedures. This lack of practice may come as a hurdle in developing gender sensitive budgeting procedures.

More awareness is needed in:

- Identifying program goals
- Deciding what exactly are the activities of the program (most activities mentioned above are general and do not reflect plans towards execution of the program).

Furthermore:

- In many programs it was difficult to define what is to be achieved through implementation of the programs.
- Therefore, most programs do not have measurable indicators of success.

While discussing and trying to write about gender issues addressed by federal programs:

- Most answers to the gender issues addressed through programs actually imply that gender issues were not considered.
- Due to the lack of practice and thinking in terms of gender, participants only begun to identify some of the possible gender issues that should be considered when planning and implementing the programs in consideration.

Institutions of FBIH need to keep on working on specific programs to try to develop need-assessments and program goals; they need to have more acute plans for program activities and decide upon a few indicators which will show program results.