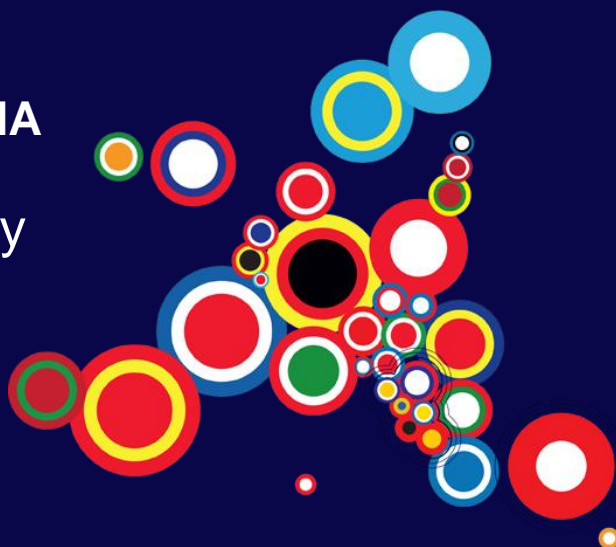




INSTRUMENT FOR PRE-ACCESSION ASSISTANCE (IPA II) 2014-2020

BOSNIA AND HERZEGOVINA EU Gender Equality Facility



Action summary

The establishment of a Gender Equality Facility in Bosnia and Herzegovina aims at strengthening the effective implementation of domestic and international legal frameworks concerning gender equality and women's rights, as well as supporting the country in aligning to the EU gender equality *acquis* in the pre-accession perspective.

The focus of the Action is on the role and functioning of gender equality structures and mechanisms in Bosnia and Herzegovina. Efforts will include the strengthening of the Agency for Gender Equality and the enhancement of the capacities of the gender equality bodies and mechanisms for implementing and monitoring policies at state and entity level.

The Action is expected to improve the fulfilment of domestic provisions on gender equality, to increase the capacity for effectively absorbing the EU legislation on gender equality and to provide a clear opportunity for regional cooperation and exchange.

Action Identification	
Action Programme Title	Annual Action Programme for Bosnia and Herzegovina for the year 2018
Action Title	EU Gender Equality Facility
Action ID	IPA 2018/decision number. sequence number/country/title(short)
Sector Information	
IPA II Sector	Rule of law and Fundamental Rights
DAC Sector	15170 – Women's equality organisations and institutions
Budget	
Total cost	EUR 550 000 (including 10% co-financing by UN Women)
EU contribution	EUR 500 000
Budget line(s)	22.020101
Management and Implementation	
Management mode	Direct management
<i>Indirect management:</i> National authority or other entrusted entity	
Implementation responsibilities	International organisation: UN Women
Location	
Zone benefiting from the action	Bosnia and Herzegovina
Specific implementation area(s)	Bosnia and Herzegovina
Timeline	
Final date for concluding Financing Agreement(s) with IPA II beneficiary	At the latest by 31 December 2019
Final date for concluding delegation agreements under indirect management	At the latest by 31 December 2019
Final date for concluding procurement and grant contracts	3 years following the date of conclusion of the Financing Agreement, with the exception of cases listed under Article 114(2) of the Financial Regulation
Final date for operational implementation	6 years following the conclusion of the Financing Agreement
Final date for implementing the Financing Agreement (date by which this programme should be de-	12 years following the conclusion of the Financing Agreement

committed and closed)			
Policy objectives / Markers (DAC form)			
General policy objective	Not targeted	Significant objective	Main objective
Participation development/good governance	<input type="checkbox"/>	X	<input type="checkbox"/>
Aid to environment	X	<input type="checkbox"/>	<input type="checkbox"/>
Gender equality (including Women In Development)	<input type="checkbox"/>	<input type="checkbox"/>	X
Trade Development	X	<input type="checkbox"/>	<input type="checkbox"/>
Reproductive, Maternal, New born and child health	X	<input type="checkbox"/>	<input type="checkbox"/>
RIO Convention markers	Not targeted	Significant objective	Main objective
Biological diversity	X	<input type="checkbox"/>	<input type="checkbox"/>
Combat desertification	X	<input type="checkbox"/>	<input type="checkbox"/>
Climate change mitigation	X	<input type="checkbox"/>	<input type="checkbox"/>
Climate change adaptation	X	<input type="checkbox"/>	<input type="checkbox"/>

1. RATIONALE

PROBLEM AND STAKEHOLDER ANALYSIS

Progress of Bosnia and Herzegovina in respecting and promoting gender equality is highlighted in a series of international commitments and in Bosnia and Herzegovina's (BiH) legal and policy frameworks. Gender institutional mechanism and legal provisions guaranteeing women's rights and gender equality are largely in place. Normative achievements that influence the institutional practice in promoting gender equality in BiH include Gender Equality Law (GEL), amendments to the Election Law instituting candidacy quotas, ratification of the Istanbul Convention and adoption of the strategic framework for implementation of the Convention, adoption of the recently expired BiH Gender Action Plan and Action Plan for the implementation of UNSCR 1325, both expected to be revised in the coming period.

Bosnia and Herzegovina (BiH) is in the process of acceding to the European Union (EU) and over the past years has successfully set up the legislative and policy framework for gender equality in a pre-accession perspective. BiH is a signatory to a number of important and binding international documents, which guarantee the equality of men and women and prohibit gender-based discrimination. Yet, the main challenge in this sense mainly consists with the lack of an effective implementation of the legal and policy framework on gender equality, which negatively impacts on the real equality experienced by women and men, as well as on development outcomes in general. This has been clearly stressed by the 2018 EU report on Bosnia and Herzegovina. As a matter of fact, BiH ranked 81st out of 188 countries in the 2016 Gender Inequality Index, confirming how traditional patriarchal attitudes are still very prominent with gender inequalities present in all spheres of social and economic life while violence against women is widespread. Inequality between women and men cuts across all social strata and interlinks with other inequalities as well as with all social, political and economic exclusions.

Socio-economic status of women is significantly less favourable than that of men and the gap between the legal requirements and specific practices in policy implementation is evident. When it comes to economic participation of women, their employment rate stands at 24.9% in comparison to 43.2% for men. What is also worrying is low activity rate for women of only 32.4% as compared to 54.9% for men¹. Furthermore, women earn 46% less than men for the same job. According to the recent research², women in BiH work for free as of mid-July compared to men for the same job. Although the ratio between women and men in the public administration of BiH is 53.07% to 46.93%, only 40% women are at managerial positions. The same situation is in politics, where women are less represented sex at all levels of government. At the last election held in October 2016, out of 417 candidates for mayors, only 26 were women. So, it is not surprising that only in 6 out of 142 municipalities women were elected for mayors. The situation is the same in regard to the ration between women and men in the Municipal councils; 17.4% vs.82.6% respectively. There are only 21.1% of women in the Parliamentary Assembly of BiH.

Violence and abuse affect women from all kinds of backgrounds every day. As many as one in three women in BiH reports having experienced physical violence at some point in their lifetime. 52.8%³ of women over the age of 15 in BiH have experienced some form of violence while only 5% of those exposed to violence ask for help and support.

Implementation of laws and gender equality policies and measures remains a challenge and requires constant support, systematic approach and strong political commitment in addressing gender equality and women's rights. The integration of gender equality standards into all areas of social life (gender mainstreaming) is not only the obligation of gender equality institutions but of all competent institutions. The institutional capacity to implement normative frameworks for gender equality remains one of the most serious challenges in BiH, as there is a need to achieve fully operational systems of gender mainstreaming. Moreover, there is a need to strengthen the gender focal points in institutions and build their capacities to monitor the implementation of GEL and to produce analyses, indicators and monitoring reports.

¹ Labour Force Survey for 2018 (http://www.bhas.ba/tematskibilteni/TB_ARIS%202017_BS_ENG.pdf)

² <https://www.expertmarket.co.uk/focus/gender-pay-gap-in-europe>

³ <http://www.gcfbih.gov.ba/project/nasilje-nad-zenama>

The most serious challenges and obstacles to a concrete implementation are: lack of human resources and institutional capacity to implement the normative framework for equality of women and men, as the Gender Equality Law and the Gender Action Plan in BiH; lack of systematic and comprehensive vertical and horizontal coordination between the gender mechanism and relevant institutions in the implementation of gender equality policies and measures; lack of regular and systematic monitoring of gender equality policies and measures; gender equality aspects of sector strategies, plans and budgets is not in place and is not used for the evidence base policy development; lack of systematic work on the transposition and adoption of the EU Gender Equality *acquis*. The above-mentioned challenges have also been highlighted by the mainly affected stakeholders, which include: the Agency for Gender Equality of BiH (GEA), the Gender Centre of the Federation of BiH (GC FBIH), the Gender Centre – Centre for Gender Equity and Equality of the Government of the Republika Srpska (GC RS), and the ‘Gender Focal Points’ in the institutions.

Therefore, within the complex web of social inequalities and discrimination, reform processes need to pursue gender equality as a core element of governance, shifting from ‘equality of rights’ to the equality of results. The EU accession agenda and its profound reform of governance, procedure and contents clearly require the provision of specific and enhanced support to the authorities in BiH for absorbing and effectively implementing the EU and BiH gender equality legislations and policies.

The main stakeholders of this Action are: Agency for Gender Equality of BiH, Gender Centre of the Federation of BiH, Gender Centre of the Government of the Republika Srpska, Directorate for European Integration in its capacity of being the main coordinator of the European integration process at the state level (horizontal coordination) and between the state institutions and entities (vertical coordination), the government units and gender focal points in line ministries responsible for gender mainstreaming as well as women’s civil society organisations. . This action will aim to improve capacities of the stated institutions, since their employees will, by participating in the suggested activities, gain additional knowledge on how to ensure integration of Gender Equality *acquis* in policies and gender mainstreaming of EU integration processes. Staff of the stakeholder institutions, key staff of relevant line-ministries and agencies, members of the coordination bodies for implementation of BiH Gender Action Plan, gender-focal points and personnel responsible for European integration in various institutions and levels of government will benefit from this Action.

OUTLINE OF IPA II ASSISTANCE

This action will bring gender perspectives to the centre of attention in policies, legislation and programmes supported by state and entity authorities. This action will contribute to the establishment of a systematic and coherent approach towards gender mainstreaming. The Gender Equality Facility (GEF) will directly contribute not only to ensure that reforms are planned in a more equitable manner, but also that government structures have the capacity to effectively implement the legal and policy framework for gender equality. The focus of the action is on the role and functioning of gender equality structures and mechanisms within the current reform agenda and the process of acceding to the EU. Efforts will include strengthening the GEA and enhancing the capacities of gender equality bodies and mechanisms for implementing and monitoring gender equality policy at state and entity level. This in turn will increase authorities’ capacities for effectively absorbing EU gender equality directives and policy. In general, the Action will contribute to the country level implementation of the EC Joint Staff Working Plan for Gender Equality and Women’s Empowerment; Transforming the Lives of Girls and Women through U External Relations 2016-2020, a document that outlines how the EU external relations can more effectively deliver on their commitments to gender equality and girls’ and women’s empowerment .

The intervention will address challenges in implementation of laws and gender equality policies through support to the institutions mandated for gender equality and between coordination and monitoring of gender equality policies and measures.

The first expected Result is that domestic reforms, strategies, programmes and plans are aligned with the Gender Equality *acquis*. The action will aim at a fully functional gender equality mechanism - its structures, mechanisms, and procedures. Closely coordinated with the GEA, this includes a functional analysis and needs assessments on aspects related to management, coordination and communication structures and procedures; human resource gaps, and training needs – all with a specific focus on capacities to absorb the gender equality *acquis*, and on implementing and monitoring domestic gender equality policy. Support

measures will be embedded within the wider context of authorities' priorities, paying considerable attention to the role of line ministries and other authorities in charge of pursuing gender equality goals and implementing gender responsive action plans. Over time, the action will engage in establishing a portfolio of support designed to meet the very specific challenges of implementation faced by the GEA, line ministries and Gender Centres. This approach will consciously build on existing Gender Focal Points within ministries, to ensure that they provide demonstrable value-add to ministry implementation.

Secondly, as the EU shifts from a programme-based approach to a sector-wide approach, planning needs to be strongly aligned with the government. Ensuring that EU directives on gender equality are grounded in national strategies, action plans, structures, procedures and implementation is crucial. The action will ensure that EU legislation, directives and best practice for mainstreaming gender equality goals are introduced in selected sectors. This work will be complemented with the reviews or assessments to capture lessons for improved implementation of strategies and action plans. The project will provide a systematic capacity development for the structures involved in the management of the EU funds through provision of technical guidance and support in gender analysis of selected sector documents and translation of identified gender equality priorities into actions in the relevant multiannual and annual programming documents (Sector Planning Documents and Action Documents).

Gender mechanisms' capacity for monitoring gender equality and other policies (for efficient institutional response to gender based discrimination) is expected to be strengthened through implementation of IPA 2017 action "EU for human rights and anti-discrimination". This action will build upon the achievements of the IPA 2017 action: EU for Human Rights and Anti-discrimination, while specifically building skills in benchmarking, monitoring and evaluation of progress towards applying the EU gender acquis.

Finally, the GEA and the Gender Centres are expected to be fully functional in delivering on their mandate and eventually in engaging in joint actions with other dedicated gender equality institutions in the Western Balkans. For this purpose, the action will support the implementation and monitoring structures of BiH Gender Action Plan. Concomitantly, the benefits and gains of gender-responsive governance will be promoted among development and integration actors and the wider public, thereby raising the perceived significance of gender equality and the profile of the GEA, and facilitating collaboration among the gender institutional mechanisms in the Western Balkans, also engaging EU Delegations and relevant high-level government representatives and decision-makers. The gradual preparation, testing, adaptation and application of a set of manuals and tools that respond to the challenges in pre-accession countries in the Western Balkans will lead to the use of more unified, harmonised and comparable approaches to gender mainstreaming in Western Balkan's countries. South-South Cooperation and the Triangulation Cooperation approach will be pursued.

RELEVANCE WITH THE IPA II STRATEGY PAPER AND OTHER KEY REFERENCES

The Indicative Strategy Paper for Bosnia and Herzegovina 2014-2020 (ISP) envisages support to protection of fundamental rights, including gender equality, through improvement of legal framework as well as building capacities for its implementation and enforcement. It also foresees strengthening of the gender institutional mechanism at all levels of government and increasing capacities of gender focal points in the relevant ministries.

The Western Balkans Strategy recalls that addressing the reforms in the area of rule of law, fundamental rights and good governance remains one of the most pressing issues. While fundamental rights are largely enshrined in the legislation in Western Balkan countries, more needs to be done to ensure they are fully implemented in practice, including on equality between women and men.

Even the 2018 Enlargement Strategy points out that the most urgent sector of reform for the region is the area of rule of law, fundamental rights and good governance, and acknowledges that fundamental rights in particular are largely enshrined in the legislation of the Western Balkans countries, but more efforts are required to ensure they are fully implemented in practice. The Strategy calls for the strengthening of regional cooperation and initiatives, as the ISP and the MCSP do.

The activities proposed by this action aim exactly at all the above-mentioned priorities, given that the GEF's focus is on the role and functioning of gender equality structures and mechanisms within the current reform agenda and the process of acceding to the EU. The action will increase the capacity for effectively absorbing

EU gender equality directives and would eventually provide a clear opportunity for regional cooperation and exchange, particularly between the gender institutional mechanisms, gender mainstreaming practitioners and ‘Gender Focal Points’ of EU Delegations.

Additionally, the Action is fully in line with the priorities stated by BiH and EU policies. For instance, the two consecutive Gender Action Plans for BiH (GAP BiH for 2006 – 2011 and 2013-2017) as well as the new Gender Action Plan of BiH (2018 – 2022), currently in the process of adoption by the Council of Ministers of BiH, put strong emphasis on building the system which will enable sustainable effects of all legal and policy measures in support of gender equality. GAP BiH prioritizes areas related to strengthening the mechanisms and instruments to achieve gender equality, as well as enhancing co-operation and partnership, and it also refers to the state, entity and cantonal constitutions as well as the Gender Equality Law in BiH. Within this framework, the proposed Action specifically contributes to GAP BiH Strategic Goals - Development, implementation and monitoring of the programme of measures for advancement of gender equality within governmental institutions, as per priority areas and Establishment and strengthening of co-operation and partnership - through supporting the application of gender equality standards in the process of integration of BiH into the EU; strengthening cooperation with the Directorate for EU Integration and the EU Delegation; and capacity development and co-ordination. The action also links to the Financial Instrument for Implementation of the Gender Action Plan in BiH (FIGAP), supported by donors since 2010, aiming at enabling well-coordinated GAP implementation and promotion of gender equality in BiH, and managed by the Management board comprising of the directors of the GEA and the Gender Centres. FIGAP II (2017 – 2021) identifies a number of current needs which are well-matched by the areas of engagement foreseen under the GEF, such as: (i) mainstreaming the EU Gender Equality acquis into strategies, projects and plans (Activity 1.1.2); (ii) specialised gender training (Activity 1.1.3); (iii) strengthening of the gender mechanism, and enhanced skills and knowledge on EU integration (Activity 2.1.2); (iv) transposition of the EU Gender Equality acquis (Activity 2.2.3); (v) support to sectoral strategies and reporting on the status of women/gender equality in BiH (Activity 2.2.4); and (vi) meetings and technical exchange at regional level (Activity 3.1.4).

Finally, the European External Action Service and Commission Joint Staff Working Document on “Gender Equality and Women’s Empowerment: Transforming the lives of Girls and Women through EU External Relations 2016-2020”, which was endorsed by the Council as Gender Action Plan 2016-2020, aims at supporting partner countries, especially developing, enlargement and neighbouring countries to achieve tangible results towards gender equality which is at the core of European values, as well as the new Sustainable Development Goals (SDGs). The Commission Staff Working Document on Strategic Engagement for Gender Equality 2016-2019 sets out priority areas for comprehensive action: labour market participation, pay, equality in decision-making, gender-based violence, and gender equality in external relations. The document identifies over 30 key actions to be implemented in each of these five priority areas, with timelines and indicators, emphasizing the need to integrate a gender equality perspective into all EU policies and funding programmes.

LESSONS LEARNED AND LINK TO PREVIOUS FINANCIAL ASSISTANCE

Up to now, no financial assistance was provided for projects aimed to strengthening the institutions’ capacity for applying the EU gender acquis. So far, financial assistance was mainly allocated to those projects which considered specific target groups (i.e. Roma, person with disabilities and children). There are two previous IPA-actions – IPA 2011 project entitled “Technical strengthening the capacity of the Ministry for Human Rights and Refugees and social services” and IPA 2017 action entitled: “EU for human rights and anti-discrimination” which have limited relevance to this action. Namely, IPA 2011 project entitled “Technical strengthening the capacity of the Ministry for Human Rights and Refugees and social services” has been implemented from 2015 to 2017 providing tools for improving the system of monitoring and reporting of MHRR and GEA as well as by providing capacity building to relevant institutions which are obliged to deliver information for the purpose of utilization of the database established under the IPA 2011 assistance.

Additionally, the above mentioned IPA 2017 action will be implemented in BiH to support the effective protection of human rights and anti-discrimination, in particular towards the most vulnerable and marginalized groups in Bosnia and Herzegovina (BiH). The said action will target effective implementation of the BiH Anti-Discrimination Law and the BiH Gender Equality Law, and will support effective fight against torture and ill treatment of all persons deprived of liberty in BiH. Also as a result of the action, the

awareness about human rights and anti-discrimination protection mechanisms in the BiH society will be increased. Action Document for the said action has been approved and terms of reference for implementation of the action is currently being developed. Financial Instrument for Implementation of Gender Action Plan of BiH (FIGAP) was implemented from 2010 – 2016. It was a basket-fund of Swiss, Swedish and Austrian donors, managed by Agency for Gender Equality of BiH, Gender Centre of Federation of BiH and Gender Centre of the Republika Srpska. FIGAP has built the expertise in country, created capacity and built the tools and instruments for accountability in gender mainstreaming processes such as: better use of sex-disaggregated data as a basis for gender-responsive analyses and policy formulation, gender responsive budgeting, M&E tools to monitor the processes. The FIGAP II will build on previous experiences, thus prioritising, for instance, areas related to strengthening the system, mechanisms and instruments to achieve gender equality and strengthening co-operation and partnership. In this manner, the obligations of institutional gender equality mechanisms will be clearly defined, as well as the obligations and responsibilities of competent ministries in each priority area.

2. INTERVENTION LOGIC

LOGICAL FRAMEWORK MATRIX

OVERALL OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS (*)	SOURCES OF VERIFICATION	
To increase BiH compliance with international gender equality commitments and EU gender equality <i>acquis</i>	Status of meeting the accession criteria (EU Gender equality Acquis)	CEDAW reports, EU country reports	
SPECIFIC OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS (*)	SOURCES OF VERIFICATION	ASSUMPTIONS
To improve the performance of the mandate of gender institutional mechanisms and key personnel mandated for European integration and gender equality	1.1 Number of draft laws and by-laws aligned with the Gender Equality Acquis 1.2 Number of sectoral strategic and programme documents that are gender mainstreamed and/or have gender specific sections	Annual Reports on Implementation of Gender Action Plan of BiH as adopted by the Council of Ministers of BiH	Continued mutual commitment and sustained support to BiH's EU accession process Sustained political commitment to gender equality and women's empowerment Stable political situation
RESULTS	OBJECTIVELY VERIFIABLE INDICATORS (*)	SOURCES OF VERIFICATION	ASSUMPTIONS
Result 1: Capacities of Gender Institutional Mechanisms strengthened Result 2: Capacities of targeted institutions in BiH to include gender perspective in policy-making is improved Result 3: The implementation and monitoring of the selected areas of the Gender Action Plan is enhanced	1.1 Number of coaching/mentoring sessions delivered to gender mechanisms (minimum x per year) and number of dialogues (working groups, networks, committees, donor coordination meetings) with women's organisations, parliament, academia, gender experts, media, international organisations and development partners led by the gender mechanism (at least three) 1.2 Roster/Directory of pool of sector-specific gender mainstreaming expertise in place and periodically updated 2.1 Number of personnel in targeted institutions (including gender focal points and personnel responsible for European integration) trained to include gender perspective in sectoral policies, strategies and programmes (minimum X) 2.2 Number of sector gender analysis prepared by GEA jointly with line ministries to serve as a basis for IPA planning and programming process; and number of IPA Programming Documents "genderized" 3.1 Number of documents (guidelines, checklists, working plans and reports) showing that adequate M&E system for GAP implementation is in place and used in practice (at least X per year) 3.2 Number of regional initiatives supported for improving gender mainstreaming and promoting learning (at least x per year)	Annual Reports on Implementation of Gender Action Plan of BiH as adopted by the Council of Ministers of BiH	Decision-makers support gender mainstreaming Low turn-over of key technical staff in ministries/government institutions Gender Action Plan of Bosnia and Herzegovina 2018 – 2022, as the main strategic document for this action, is adopted.

DESCRIPTION OF ACTIVITIES

Expected Result 1: Capacities of Gender Institutional Mechanisms strengthened

Administrative structures, adequate and well-trained staff and management systems are in place, satisfying the requirements for sound oversight and implementation of the EU Gender Equality acquis across sectors and levels of government.

Indicative list of activities:

- (i) Functional analysis, gap identification, and needs assessment of the gender mechanism with a specific focus on capacities to absorb the Gender Equality acquis and implementing and monitoring GE policies in BiH.
- (ii) Strengthening of the managerial, operational and human resources of the Gender Equality Agency of the MHRR, Gender Centre of FBIH, Gender Centre – Centre for Gender Equity and Equality of the Government of the Republika Srpska, and all other elements of the Gender Equality Mechanism across sectors and governance structures for absorbing the Gender Equality acquis.
- (iii) Strengthening of the managerial, operational and human resources of gender mechanisms for engaging in gender-responsive governance (planning, implementation, monitoring and reporting, coordination, policy dialogue, and effective collaboration). In particular, assistance will be provided for development of a monitoring framework as a set of gender-related indicators, including baselines and targets, as well as for the development of a list of gender-related data to be systematically collected and monitored. Procedural guidelines and measurement methodology will be developed. Such a monitoring methodology/approach should be harmonised across the levels (both content-wise and time-wise) in order to obtain values and assess progress for whole-of-country.
- (iv) Development of the Roadmap for gender mainstreaming in the EU Integration process of Bosnia and Herzegovina and maximise the EU integration process for promoting the gender equality agenda. The roadmap will also identify milestones and targets to be achieved.
- (v) Preparation of the periodic Gender Country Profile (gender equality and the status of women in BiH) that provides an overview on progress on gender equality across sectors, thereby serving as a monitoring tool as well as reference document for governance actors, decision-makers, and donors.
- (vi) Organisation of the dialogues with the relevant stakeholders on gender equality and women's empowerment in BiH.

Expected Result 2: Capacities of targeted institutions in BiH to include gender perspective improved

The gender mechanism effectively supports, promotes and engages in gender mainstreaming, ensuring that sector strategies, programmes, plans and budgets are designed and implemented in line with EU directives and recommendations on gender equality.

Indicative list of activities:

- (i) Knowledge and capacity development for mainstreaming gender in line with the Gender Equality acquis across sectors for the gender equality mechanism (GEA, Gender Centres, Gender Focal Points in the institutions at state and entity level) on gender mainstreaming, gender-sensitive monitoring, analysis, gender impact assessment, and preparation of recommendations for evidence-based strategic planning, firmly anchoring gender equality expertise institutionally. Training modules will be synchronised with, and are foreseen to feed into, the revision process of regular public administration training (Civil Service Agencies at state and entity levels).
- (ii) Under the lead of the GEA, provision of technical support to priority institutions, and the gender institutional mechanisms for routine gender review/analysis of selected sector strategies, programmes and plans in priority reform areas; provision of direct guidance, coaching & advice on aligning sector strategies and action plans with EU Directives on Gender Mainstreaming and Equal Opportunities and on gender mainstreaming in IPA programming, with appropriate indicators and measures of success;

- support to monitoring and reporting on the approximation of laws and policies in priority areas (as identified in the Gender Country Profile).
- (iii) Capacity development of priority institutions for facilitating consultation process with civil society; building knowledge of the civil society actors for providing informed gender-relevant input throughout the policy making process.
 - (iv) In close collaboration with the EU Delegation, Directorate for European Integration and selected line ministries and their Gender Focal Points, and following established standard government procedure, preparation of gender inputs for essential policy documents; and provision of policy area-specific Technical Notes, Gender Mainstreaming Sector Guidance, and Technical Working Papers/Briefs. Support to development of gender analysis and preparation of EU aligned sector-specific gender mainstreaming guidelines/check list.
 - (v) Technical support for launching a call and establishment of an electronic roster of sector-specific gender mainstreaming experts and civil society organisations, operated by the Gender Equality Agency, for referral to line ministries/institutions in need.

Expected Result 3: The implementation and monitoring of the selected areas of the Gender Action Plan is enhanced

The implementation of the BiH Gender Action Plan is strengthened and its monitoring enhanced, and gender mechanisms are involved in joint actions at regional level on Gender Mainstreaming in the EU accession process/negotiations.

Indicative list of activities:

- (i) Technical guidance on the establishment and functioning of a system for monitoring implementation of the BiH Gender Action Plan.
- (ii) Provision of technical support for increasing the availability and strengthening the capacity to use gender indicators and statistics in relation to monitoring the Sustainable Development Goals, Action Plan for Gender Equality, UNSCR 1325 Action Plan, Istanbul Convention, and similar. Support for ensuring the availability and use of data on the position of women and men in BiH, in line with UNECE, UN ECOSOC, and Eurostat guidance, based on a mapping exercise in partnership with statistical agencies.
- (iii) Support for preparing PR materials and public awareness campaign(s) for communicating the tangible benefits for women, men, boys and girls, resulting from mainstreaming gender equality into all sectors and areas of EU accession/reform to the wider public. Increasing the visibility of the gender equality mechanism and raising the significance of gender equality issues for international monitoring and the EU accession process.
- (iv) Building on the existing Sarajevo Declaration process, facilitating structured dialogue at country and particularly regional level, and networking among Gender Equality Mechanisms in the region, through meetings, exchange visits, knowledge transfer, learning and engagement in relevant gender equality events, ensuring that experience by different gender institutional mechanisms is shared across countries to further improve implementation. Two meetings annually are foreseen to be organised, as well as preparation of an electronic semi-annual newsletter.
- (v) Support to strategically inter-linking Gender Equality Mechanisms in the countries of the Western Balkans to ensure that they effectively network with each other, raise their voices, and jointly lobby for increased engagement with Brussels and within the EU accession processes. Provision of technical support for Gender Equality Mechanisms in areas of common need, such as to strategically engage in the accession and negotiation process, in collaboration with EU Delegations, DG NEAR, UN Women Gender Equality Facility projects across the Western Balkans region, and selected Gender Equality Mechanisms in recent and 'old' EU Member States.

- (vi) Technical support for exchange of gender mainstreaming methods, tools, materials and products. Sharing of best practice, experience, and lessons learned, including through technical workshops and a newsletter, among officially nominated representatives of Gender Equality Mechanisms, EUD specialists, Directorate for European Integration, the European Institute for Gender Equality and UN Women Gender Equality Facility projects in pre-accession countries.

RISKS

The key assumption is that the Gender Action Plan of Bosnia and Herzegovina 2018 – 2022, as the main strategic document for this action, will be adopted by the Council of Ministers of Bosnia and Herzegovina within 2018. The Action will consciously pursue a determined and focused yet sufficiently flexible and ‘opportunistic approach’ that allows responding to the degrees of uncertainty characteristic of transition countries and is designed to minimise the impact of different individual risks on the ability of GEF to be effective. Considering the general situation of political instability in BiH, special efforts will be devoted to risk mitigation: every six months, a rolling work plan in conjunction with an adjustment log is foreseen to be prepared in collaboration with the GEA and submitted to the *ad hoc* Steering Committee/Advisory Board. The special attentions will be paid to strengthening the political will of decision makers for systematic approach of gender mainstreaming in the EU assistance programming, implementation, monitoring and reporting.

The main possible risks for an effective implementation of the Action are the following:

High severity:

- Limited engagement by, or obstacles to coordination between, different entity Line Ministries and agencies within priority reform sectors – *Estimated impact on GEF’s effectiveness: Low*
- Reluctance to ensure that all elements of the gender mechanisms notably GFPs are made operational in entity line ministries and across levels of governance – *Estimated impact on GEF’s effectiveness: Medium*
- Elections and political impasse – *Estimated impact on GEF’s effectiveness: Medium*

Medium severity:

- Slow progress in overall governance reform – *Estimated impact on GEF’s effectiveness: Low*
- Limited capacity of entity gender equality mechanism – *Estimated impact on GEF’s effectiveness: Medium*

3. IMPLEMENTATION ARRANGEMENTS

ROLES AND RESPONSIBILITIES

The GEF is to be implemented by UN Women, and situated within GEA, with a monitoring matrix reporting to UN Women. The outputs will be determined by the BiH authorities and EU priorities.

The Action is conceptualized as an initiative where state-level bodies are the very institutions to coordinate and ensure a ‘common voice’ of all tiers of government on pursuing gender equality goals within the EU accession process. The project plans to establish the preconditions (analyses, tools, guidelines, capacity building, harmonization, regional exchange) for subsequent specific sectoral actions on engendering the EU integration process, which will also involve the lower tiers of government as key implementing partners, where Gender Centres (GCFBIH and GCRS) will have direct responsibility for implementation.

The initial six months will focus on the GEF start-up and the GEA, i.e. fielding the GEF team, establishing strong working relations with GEA, joint planning and refinement of the work plan for Year 1. This will be followed by the concrete implementation, i.e. contracting additional expertise and initiating the collaboration with entity gender institutional mechanisms, entity line ministries and other relevant entity agencies.

The main institutional partners for GEF’s implementation are the following:

Expected Result 1: Gender Equality Agency; Gender Centre FBiH; Gender Centre – Centre for Gender Equity and Equality of the Government of the Republika Srpska; Gender Focal Points; ministries; EU Delegation in BiH; sectorial decision-making bodies.

Expected Result 2: Gender Equality Agency; Gender Centre FBiH; Gender Centre – Centre for Gender Equity and Equality of the Government of the Republika Srpska; Directorate for European Integration, Gender Focal Points; entity governments; Agency for Statistics of BiH.

Expected Result 3: Gender Equality Agency; Gender Centre FBiH; Gender Centre – Centre for Gender Equity and Equality of the Government of the Republika Srpska; Gender Focal Points; ministries; gender institutional mechanisms (GIM) of BiH.

If needed other institutions relevant to the achievement of the planned activities will be included in the implementation. The role and responsibilities of the institutions that will be involved in the implementation will be in accordance with their competencies.

The formation of a Steering Committee is foreseen, which would include representatives from the Gender Equality Agency of BiH, Gender Centre of Republika Srpska, Gender Centre of Federation of BiH, Directorate for European Integration, EU Delegation and UN Women, and possibly observers as required.

IMPLEMENTATION METHOD(S) AND TYPE(S) OF FINANCING

The Action will be implemented through direct management by an International Organisation (UN Women) on the basis of UN Women's expertise on gender equality, in accordance with Article 62 of Regulation (EU, Euratom) No 2018/1046.

UN Women will have the overall responsibility for managing the implementation of the project, in close cooperation and oversight by relevant BiH authorities in charge of gender equality. Line ministries, through gender focal points and other relevant personnel will also be responsible for the implementation of activities in their respective sectors. The Action will be managed by the project UN Women's GEF team and supported by the technical experts in various areas.

UN Women is uniquely placed to support this specific project focused on supporting the capacity building of the relevant government institutions of BiH authorities to ensure the adoption of EU GE *acquis* to be systematically captured and mainstreamed in government reforms, strategies and plans in different sectors. UN Women is unique in its close engagement with the Gender Equality Institutional Mechanism (GIM) in five non EU countries across the Western Balkans to support them in their mandated responsibility for each of national governments. Similarly, within Bosnia and Hercegovina, UN Women is unique amongst international organisations in providing direct support to the three institutions that make up the GIM in BiH, including the BiH Gender Equality Agency and the two entity Gender Centres. Their effective facilitation of partnerships to reach consensus on policy priorities, implementation strategies and accountability mechanisms are essential for the successful implementation of the action. UN Women is "The United Nations Agency mandated to lead on Gender Equality and the Empowerment of Women". UN Women has three aspects to its mandate, 1) to support the adoption of global Norms and Standards on GE, 2) to promote coordination on GE across the UN and support coordination across government, 3) to implement operations on GE. Supporting the adoption of international norms and standards includes promoting the adoption of the Gender Equality elements of the EU *acquis*. Operating in over 90 countries globally no other specialised GE institution can draw on such a range of high level GE expertise in mainstreaming GE within government and institutional processes.

UN Women has a global track record of successful implementation of similar actions, in this region very similar work is underway in Albania and Serbia, where UN Women supports the GIM and EUD in supporting adoption of EU GE *acquis* through EU IPA investments. Experience from implementing very similar Gender Equality Facility approach in both Albania and Serbia have illustrated that the early engagement of the Gender Institutional Mechanism in supporting the Department for European Integration can very quickly lead to the mainstreaming of GE in government reforms and strategies supported by the EU. Including the potential for making GE a quality mark of investment, including clear indicators on GE within reform programmes and even in the National Strategy for Employment and Skills using GE targets for employment as financial triggers that need to be met.

UN Women's unique expertise in gender equality and their extensive experience in the region in the establishment of Gender Equality Facility makes them a strategic partner in this action. UN Women office in Bosnia and Herzegovina has demonstrated a strong commitment to support established gender equality mechanism and to promote gender equality and women's rights. UN Women supports Bosnia and Herzegovina as it adopts global standards to achieve gender equality and works with governments and civil society to design laws, policies, programmes and services to implement these standards. The organization works closely with UN, NGO and civil society partners to develop future interventions and launched an International Gender Working Group, a platform where embassies and international organizations exchange information about their work on gender equality and the empowerment of women and their activities in the country.

Consequently, UN Women is the best placed and constitutes a logical choice for managing this EU intervention, due to unique combination of technical expertise and contacts with relevant authorities in governments of partner countries, with businesses and other stakeholders. It brings global technical expertise and links local and regional interventions with the global best practices. They closely cooperate with different stakeholders in the country and in the region which is thus strategically placed to achieve the results.

Since 2010, the EU and UN Women have developed a close partnership. Signed on 15 June 2016, the renewed Memorandum of Understanding between the EU and UN Women 'Stepping it up for gender equality and women's empowerment worldwide' recalls the commitments for gender equality and women empowerment taken under the 2012 strategic partnership. The latter aimed to mutually develop and structure the cooperation between the EU and UN Women on gender equality and women's empowerment at global, regional and country level through joint policy dialogue, best practices exchanges, joint advocacy and programming. Working in concert, the EU and UN Women have made great strides to promote gender equality through shared dialogue, advocacy, and cooperation programmes. The EU-UN Women longstanding partnership focuses on five priorities, notably (i) increasing women's leadership and participation; (ii) ending violence against women; (iii) engaging women in all aspects of peace and security processes; (iv) enhancing women's economic empowerment; and (v) making gender equality central to national development planning and budgeting.

This implementation entails undertaking all necessary actions, including the main indicative activities described above in Section 1, to achieve the objectives and expected results of the project.

4. PERFORMANCE MEASUREMENT

METHODOLOGY FOR MONITORING (AND EVALUATION)

UN Women is responsible for monitoring and reporting, including collection and analysis of baseline and collection of end-line data. Monitoring will be in accordance with the UN Women regulations and undertaken by UN Women GEF team. Monitoring will be conducted in such manner to provide valuable feedback to assess progress but also to provide adaptive course adjustment to proposed work plans. Constant monitoring of all activities by the UN Women will be a key to generate information that will be used for the following objective:

- to build a record of decisions taken and to provide lessons from the various processes and activities for their continues improvement;
- to enable adaptation per changes of conditions on the ground;
- to elicit stakeholder feedback and to continue the spirit of participation and inclusiveness;
- to enable reporting and ensuring UN Women's effectiveness and transparency;
- to provide for accountability.

This action will be regularly monitored by EU Delegation to Bosnia and Herzegovina. UN Women will ensure regular exchange of information with the European Delegation, Directorate for European Integration and Gender mechanisms and will provide the overviews and the relevant reports.

Internal monitoring will be implemented through steering committee's meetings, EU Delegation quarterly Implementation reviews, on-the-spot checks, meetings with beneficiaries and consultant companies/contractors. The external monitoring will be implemented through Result-oriented Monitoring (ROM).

The European Commission may carry out a mid-term, a final or an ex-post evaluation for this Action or its components via independent consultants, through a joint mission or via an implementing partner. In case a mid-term or final evaluation is not foreseen, the European Commission may, during implementation, decide to undertake such an evaluation for duly justified reasons either on its own decision or on the initiative of the partner. The evaluations will be carried out as prescribed by the DG NEAR guidelines for evaluations. In addition, the Action might be subject to external monitoring in line with the European Commission rules and procedures set in the Financing Agreement.

INDICATOR MEASUREMENT

Indicator	Baseline (value + year) (2018)	Target 2021 (3)	Final Target (2022) (4)	Source of information
CSP indicator (impact/outcome)...(1)				
Indicator for the Overall objective				
Status of meeting the accession criteria (EU Gender equality Acquis)	<i>Low</i>	<i>Medium</i>	<i>High</i>	CEDAW reports, EU country reports
Indicators for Specific Objective				
Number of draft laws and by-laws aligned with the Gender Equality Acquis	To be assessed	baseline + 6	baseline + 7	Annual Report on Implementation of Gender Action Plan of Bosnia and Herzegovina
Number of sectoral strategic and programme documents that are gender mainstreamed and/or have gender specific sections	To be assessed ⁴	baseline + 15%	Baseline + 20	Same as above
Result 1: Capacities of Gender Institutional Mechanisms strengthened				
1.1 Number of coaching/mentoring sessions delivered to gender mechanisms	3	6	7	Same as above
1.2 Roster/Directory of pool of sector-specific gender mainstreaming expertise in place and periodically updated	0	1	1	Same as above
Result 2: Capacities of targeted institutions in BiH to include gender perspective improved				
2.1 Number of personnel in targeted institutions (including gender focal points and personnel responsible for European integration) trained to	20	100	120	Same as above

⁴ There is an obligation and practice according to BiH Gender Equality Law to introduce gender equality standards in laws, strategies, policies and programmes, but it is estimated that less than 10% are properly mainstreamed and implemented in terms of gender equality. A proper baseline assessment is expected to be undertaken for the purposes of measuring progress of action.

include gender perspective in sectoral policies, strategies and programmes.				
2.2 Number of sector gender analysis prepared by GEA jointly with line ministries to serve as a basis for IPA planning and programming process; and Number of IPA Programming Documents “genderized”.	0	3	4	
Result 3: The implementation and monitoring of the selected areas of the Gender Action Plan is enhanced				
3.1 Number of documents (guidelines, checklists, working plans and reports) showing that adequate M&E system for GAP implementation is in place and used in practice	0	4, including M&E Plan for GAP	5	Same as above
3.2 Number of regional initiatives supported for improving gender mainstreaming and promoting learning	1	2	3	Same as above

5. SECTOR APPROACH ASSESSMENT

The current action is developed under the IPA II sector Rule of Law and Fundamental Rights and it will contribute in general to the Justice sector in BiH and protection of fundamental rights in Bosnia and Herzegovina. The institutional coordination as regards fundamental rights sub-sector is divided among the Ministry of Human Rights and Refugees, the Human Rights Ombudsman of BiH and the Agency for Gender Equality in BiH.

The relevant strategy for the Justice sector in BiH is the Justice Sector Reform Strategy (JSRS) 2014-2018 and its accompanying Action Plan which is not yet adopted. On non-discrimination policies, the Council of Ministers of BiH has adopted Report on Occurrences of Discrimination in BiH, with the Action Plan for Combating Discrimination in BiH. As per Conclusion of the Council of Ministers of BiH, Ministry for Human Rights and Refugees of BiH is developing a Mid-term Program for Combating Discrimination which will include training programs for promotion and protection of human rights 2017 – 2022.

The mechanisms for sector coordination in planning and implementation of these policies need to be further reinforced. The monitoring and evaluation tools for the strategies need to be deployed evenly across the sector with clear focus on results, including a relevant performance assessment framework. Bosnia and Herzegovina was the first country in the region to adopt Gender Equality Law (2003), which enabled formation of the first gender mechanisms in Bosnia: FBiH and RS Gender Centers and the BiH Agency for Gender Equality (2004). In 2009 the Amendments to the Law on Gender Equality, initiated by the Agency, redefined provisions, terms and definitions of the Law on Gender Equality in BiH which are harmonized with international standards and directives in this field for the purpose of its simpler practical application. The Amendments to the Law on Gender Equality in BiH emphasized obligations of the authorities at all levels of governments and defined the obligation to establish a body, and/or appoint persons, who would within their capacity, consider all issues regarding implementation of the Law on Gender Equality in BiH and the GAP. The Law on gender equality also ensures equal representation of women and men at all levels and branches of government and even political parties. Gender Action Plan 2013-2017 prioritizes areas related to strengthening of the mechanisms and instruments to achieve gender equality, as well as strengthening co-operation and partnership.

Donor Coordination in the Justice Sector in BiH is particularly strong, and has been further enhanced by the Structured Dialogue on Justice. Cooperation with the Civil Society Organisations is maintained. The main donors in the rule of law and gender equality area recently included: Sweden, Norway, US, UN, OSCE, Council of Europe. The international community frequently coordinates its activities through coordination fora dedicated to justice sector dialogue and anti-corruption activities.

The sub-sector budgets are easily traceable in the State and Entities' budgets. Three-year mid-term planning was introduced by the state-level institutions, which is as of 2016, linked with the budget planning process, allocating the necessary funds to the strategic objectives and underlying programmes and projects.

6. CROSS-CUTTING ISSUES

GENDER MAINSTREAMING

The action will involve the integration of a gender perspective into the preparation, design, implementation, monitoring and evaluation of policies, regulatory measures and spending programmes, with a view to promoting equality between women and men, and combating discrimination.

The action will raise awareness and generate knowledge on promoting gender equality and the empowerment of women and will shift from a gender-aware, “do no harm” approach to a gender-responsive, “do good” approach by requiring robust standards in the design, implementation and evaluation of Gender Equality Facility activities, and introducing measures that will allow GEF, over time, to better leverage strategic opportunities to address gender gaps.

EQUAL OPPORTUNITIES

Equal opportunities will be further encouraged in the activities planned under this action. The principles of equal opportunities are duly taken into consideration throughout the project and the action will continue to promote gender equality ensuring equal participation of women and men in all project activities. Hence,

gender equality principles will be respected and will be granted as an integral part of implementation of all activities within this Action. It is expected that gender equality will be fully observed in training component, including designing training curricula and ensuring a gender balance. The action will support provision of equal opportunities and non-discrimination principles for vulnerable groups, minorities and women.

The position of women with disabilities is very difficult because this target group of women is exposed to multiple discrimination. Social and economic position of these women is unfavourable. Difficult access to education, the labour market, social, health and other services prevent the full realization of human rights of women with disabilities. It is necessary to continue work on mapping the needs and support for women with disabilities and to take measures and activities to improve their social and economic position. These activities will be carried out in cooperation with civil society organizations dealing with issues of women with disabilities.

Of particular importance for the improvement of gender equality is the introduction, adoption and implementation of temporary special measures required by the Gender Equality Act, with the aim of eliminating existing inequalities, promoting and protecting gender equality. In order to achieve the goals of gender equality within strategic documents and plans governing certain areas of social life, especially when it comes to women with disabilities, the obligations of all authorities at all levels are to create programs of measures and to provide funds for their implementation.

MINORITIES AND VULNERABLE GROUPS

The proposed action will contribute to the responsiveness of stakeholders towards all citizens, especially to women and vulnerable groups. The action, through its visibility and communication activities, shall spread the message that compliance with basic democratic standards is more than a condition for the EU accession.

ENGAGEMENT WITH CIVIL SOCIETY (AND IF RELEVANT OTHER NON-STATE STAKEHOLDERS)

Consultations and close cooperation with civil society, especially with women organisations, are critical to ensuring sustainable results on the ground in the areas of fundamental rights and gender equality. This action will build capacity of institutions for facilitating consultation process with civil society. At the same time, through this action knowledge shall be built of the civil society actors for providing informed gender-relevant input throughout the policy making process.

ENVIRONMENT AND CLIMATE CHANGE (AND IF RELEVANT DISASTER RESILIENCE)

Measures implemented under this AD will not have any specific activities regarding environment.

This action will take into account sustainable economic development principles and wherever appropriate take into consideration how to ensure that BiH implements environmentally friendly measures. Furthermore, the action will be delivered in the most environmentally friendly way possible.

Climate action relevant budget allocation: EUR 0
--

7. SUSTAINABILITY

Bearing in mind the crucial role that reforms in the IPA II sector of Rule of Law and Fundamental Rights have in the process of integration in the EU, and the future EU accession negotiations, it can be assumed that all the institutions involved in the implementation of measures envisaged under this action are ready to benefit from the assistance. In this way, a consolidated, solid and the sustainable development in Fundamental Rights sub-sector will be ensured.

Gender monitoring systems to be integrated in the existing ministering systems in the government and targeted line ministries at each level of government, thus avoiding establishing parallel monitoring systems. Whenever possible, publication of reports will be strongly encouraged.

Any manual/guidelines will be mainly developed by the beneficiary institutions and will be simple enough to be regularly reviewed and updated by the beneficiaries without further external support. Any guidelines or procedures developed within the framework of this action shall not contradict any legal provision of the country.

Bosnia and Herzegovina has a functioning and well positioned institutional gender mechanisms at the state and entity level. This activity is building their capacity to fulfilling their legal roles and responsibilities. Newly acquired knowledge and skills for applying the EU gender acquis will be used in their daily work beyond the implementation period to continuously assist BiH authorities in meeting the requirements of EU integration processes in coming period.

Additionally, there exists a regional network of institutional mechanisms and civil society organizations, with the Agency for Gender Equality of BiH as a champion of regional cooperation. Through the network a spill over effect of the achievements of the action will resonate in the region.

Finally, training measures will be implemented in coordination with the institutions at each level of government responsible for training of the civil service and will be integrated in the regular training curricula for the civil service.

8. COMMUNICATION AND VISIBILITY

Communication and visibility will be given high importance during the implementation of the Action. The implementation of the communication activities shall be funded from the amounts allocated to the Action.

Due to the nature of the intervention being linked to the EU accession process, visibility for the EU will be embedded and will in fact enhance the outcomes of the intervention.

All necessary measures will be taken to publicise the fact that the Action has received funding from the EU in line with the EU communication and visibility requirements in force. All stakeholders and implementing partners shall ensure the visibility of EU financial assistance provided through IPA II throughout all phases of the programme cycle.

Visibility and communication actions shall demonstrate how the intervention contributes to the agreed programme objectives and the accession process. Actions shall be aimed at strengthening general public awareness and support of interventions financed and the objectives pursued. The actions shall aim at highlighting to the relevant target audiences the added value and impact of the EU's interventions and will promote transparency and accountability on the use of funds. UN Women will create utmost visibility for the project, always focusing on human interest stories. This will be carried through media reports, press releases, joint social media campaign with EU Delegation in Bosnia and Herzegovina as well as relevant project brochures, leaflets, folders, newsletters, various promotional items to increase and steer communication with the beneficiaries and stakeholders. UN will also use its regional and global communication resources to ensure wider coverage of the project activities.

Visibility and communication aspects shall be complementary to the activities implemented by DG NEAR and the EU Delegations in the field. DG NEAR and the EU Delegations should be fully informed of the planning and implementation of the specific visibility and communication activities carried out by the beneficiaries and the implementing partners.