



**BRIEF ASSESSMENT OF STATUS OF  
MARGINALIZED POPULATIONS AND LOCAL  
ORGANIZATIONS IN BIH**

**Final Report**

*September, 2019*

This document is made possible by the generous support of the American people through the United States Agency for International Development (USAID). The contents are the responsibility of authors and do not necessarily reflect the views of USAID or the United States Government.

# MONITORING AND EVALUATION SUPPORT ACTIVITY (MEASURE-BIH)

## **BRIEF ASSESSMENT OF STATUS OF MARGINALIZED POPULATIONS AND LOCAL ORGANIZATIONS IN BIH**

### **Final Report**

*September, 2019*

Prepared under the USAID's Bosnia and Herzegovina Monitoring and Evaluation Support Activity (MEASURE-BiH)

**Submitted to:**

USAID/Bosnia and Herzegovina, September 2019

## ABSTRACT

This brief assessment was commissioned by the U.S. Agency for International Development in Bosnia and Herzegovina (USAID/BiH) to examine the status of marginalized populations in Bosnia and Herzegovina and the aspects that determine the capacity of local organizations that work with marginalized populations to raise funds. International donor organizations remain the main source of funding for support to marginalized populations, but the gradual winding down of donor assistance has forced local organizations to rely more on government funding, but also to expand their service provision activities and start considering social enterprise. The donor preference for shorter-term and project-based funding constitutes an additional problem, as it also puts local NGOs in position to ‘chase funding’ and prevents them from developing strategically. Next the EU, USAID and Swedish Government, as the leading donors, a number of embassies, bilateral aid agencies and international organizations are funding and/or implementing projects to aid marginalized populations. Governments on all levels have been increasing their funding for the CSO sector, but the amounts are still far from filling the gap, which is only further complicated by low transparency of the fund allocation processes.

While various organizations and institutions involved in the work with marginalized populations believe that their status has improved, even if only slightly, this is not the perception of the people who are members of those groups. In general, BiH has acceded to relevant international instruments for protection of rights of youth, women, Roma, PWD and LGBTI persons, but their implementation tends to be slow, partial and unsatisfactory. Considerable funding has been channeled into employment promotion for youth, women, Roma, PWDs, but the impact of these programs cannot be verified without systematic evaluations. Another worrisome finding is that traditional, conservative views of these marginalized groups have persisted, and in some cases have even gained ground among BiH population.

In planning their future interventions to improve the position of marginalized populations, USAID/BiH should consider strengthening small local organizations that work with marginalized groups, with a major focus on their fundraising capacity and on longer-term support. In working with government institutions, support should be provided to improve their understanding of issues and problems facing marginalized populations, to implement and improve relevant policies and legislation and to monitor and evaluate their interventions. An argument could be made for an even tighter focus on the local organizations working with PWDs, women and LGBTI, which receive least support from other donors. In sector terms, there is considerable need for additional job skill development and labor market participation initiatives for youth and women. The problem of individuals that suffer exclusion on multiple grounds, e.g., young Roma women, merits special attention and better articulation. PWDs would derive considerable benefits from interventions that would promote deinstitutionalization and strengthen support services in the community. Concerted efforts should be continued to combat prejudice against marginalized populations and raise public awareness of the difficulties they encounter in everyday life. Donor coordination needs to be improved to produce as much impact as possible with limited and dispersed resources.

## ACKNOWLEDGMENTS

USAID/Bosnia and Herzegovina (BiH) commissioned IMPAQ International within the USAID/BiH Monitoring and Evaluation Support Activity (MEASURE-BiH) to conduct a brief assessment of the status of marginalized populations and local organizations supporting these organizations.

The research team members for this assessment included Salminka Vizin (Team Lead and MEASURE-BiH Senior Research Analyst), Nikolina Obradovic (Team Co-lead, social protection expert, and MEASURE-BiH Research Fellow), Bergin Kulenovic (assessment team member and grant management expert), Boris Badza (assessment team member and MEASURE-BiH GIS Specialist), and Amina Smajovic (assessment team member and MEASURE-BiH Analyst).

The authors wish to thank all those who contributed to the process of developing this assessment report. At USAID/BiH, the following people were instrumental in designing the assessment: Elma Bukvic Jusic, MEASURE-BiH Contracting Officer's Representative (COR); Elvira Challenger, PPMG COR; Kent Larson, Program and Project Office Director. We would also like to thank the representatives of international and local organizations, government institutions, and marginalized populations for their collaboration during data collection. Any errors in this report are the sole responsibility of the authors.

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## ACRONYMS

CCSP	Center for Civil Society Promotion
COR	Contracting Officer's Representative
CS	Canton Sarajevo
CSOs	Civil Society Organizations
DQA	Data Quality Assessment
FGD	Focus Group Discussion
IP	Implementing partner
KI	Key informant
KII	Key informant interview
LGBTI	Lesbian, gay, bisexual, transgender, intersex
LoA	Life of activity
M&E	Monitoring and evaluation
MEL	Monitoring, evaluation and learning
NGOs	Non-governmental organizations
OCA	Organizational Capacity Assessment
PIRS	Performance indicator reference sheet
PPMG	Marginalized Populations Support Program
PWD	Person with Disabilities
RfA	Request for Application
SC	Service center
SMEs	Small and medium enterprises
SOC	Sarajevo Open Center
TO	Task order
USAID	U.S. Agency for International Development
USAID/BiH	U.S. Agency for International Development in Bosnia and Herzegovina
USG	U.S. Government

# EXECUTIVE SUMMARY

## PURPOSE AND RESEARCH QUESTIONS

USAID Mission to BiH commissioned IMPAQ International to conduct a brief assessment of the status of marginalized populations in BiH and local organizations supporting these groups, particularly in terms of their fund raising capacities and obstacles organizations face in this regard. The primary purpose of the assessment is to contribute to USAID/BIH's management's understanding of the current situation of marginalized populations and of their needs for future assistance. The assessment report will be shared with government institutions, international organizations, NGOs, and other stakeholders to add to the body of knowledge about marginalized populations in BiH.

## ASSESSMENT METHODS AND LIMITATIONS

The research team chose a mixed-method design for this assessment. The assessment employed rigorous methods to capture high-quality data, generate credible findings and produce meaningful conclusions and relevant recommendations with information and inputs gathered from a wide range of stakeholders, including the representatives of USAID/BiH, relevant international and government institutions, representatives of local civil society organizations, and representatives of marginalized populations. The data sources included relevant government documents, international organizations' reports (see Annex III), key informant interviews (KIIs), focus group discussions (FGDs), and online survey (see Annex II). To compensate for different sources of bias, the research team triangulated different stakeholder inputs and data from different sources.

## ASSESSMENT FINDINGS AND CONCLUSIONS

### Effectiveness of Local Organizations at Fund-Raising

Most local organizations that work with marginalized populations receive the bulk of their funding from international donors. Government funding has been limited both in scope and scale, but there are some signs that more government funding is being channeled to local organizations that focus on marginalized populations. Low financial transparency is a major obstacle in the process of assessing fundraising capabilities of local organizations involved in the activities that support marginalized populations.

A quarter of interviewed representatives of local organizations see poor fundraising capacity as the central bottleneck in their work, and high staff turnover as one of the most important causes. Other problems include what local organizations see as donors' 'unrealistic expectations' in terms of how much can be achieved with available funding, their orientation on shorter-term projects, and their preference for working with familiar and experienced local partners, which restricts the chances of other NGOs to receive funding for their interventions, particularly when major international organizations, such as UNDP and UNICEF, get involved in implementation of the same types of activities.

While governments on all levels channel considerable funds for the NGO sector in general, the bulk of these funds still goes to either sports or status-based associations, while organizations providing social



services receive only about 12 percent of public funding. But even the effectiveness of these limited resources is further undermined by two seemingly opposed approaches: one tendency is to spread already scant funds among all eligible proposals without clear criteria, while on the other hand, a substantial portion of the funding is typically allocated to a few ‘favored’ local organizations on a regular basis. The funding mechanisms are not clearly defined and typically lack explicit eligibility criteria, as well as links to operational objectives or strategic priorities. Our sources also worried that both the lack of capacity and frequent personnel changes in competent government institutions undermine the government’s ability to monitor and evaluate their interventions. Overall, the lack of transparency is a serious problem from the perspective of both allocation and implementation of funding provided to local organizations that support marginalized populations.

In such circumstances, local organizations tend to adapt their strategies to shifting donor priorities, and also, gradually, to pursue private donations and turn to social entrepreneurship. But the regulatory environment, still poses barriers to these forms of funding of NGO activities and is changing only slowly. It is encouraging that 21 percent of surveyed organizations provide social services on a contract basis for public authorities and are paid for such services.

The EU and Swedish Embassy were most often mentioned as the key donors in the field of social protection and protection of the rights of marginalized populations (in addition to the USAID). The EU provides regular capacity development support to CSOs in the area of social inclusion, education, social entrepreneurship, youth and Roma, with gender and minority issues as cross-cutting themes in all projects. The Swedish Embassy currently funds 12 projects, with the major focus on youth employment and gender equality, as well as LGBTI rights. The Embassy of the Netherlands is also very active in providing assistance to marginalized populations, while the approach of the Swiss Embassy is to work through local development projects. The GIZ implemented a regional project to provide services to most vulnerable members of local communities, and the German Embassy supports the Social Inclusion Foundation in BiH and a number of German NGOs have been working on regional projects with marginalized groups. Other organizations active in this field are OSCE, UNICEF, Council of Europe, UNDP, EBRD, as well as World Vision, Care International and Westminster Foundation for Democracy.

## **Changes in the Status of Marginalized Populations**

The overall impression of government representatives and international and local organizations that work with marginalized populations is that their status has improved slightly in the last five years, but even this careful optimism is not matched by the perception of the public, nor of the members of these categories themselves. For youth, the unemployment rate dropped substantially, even relative to 2016, but the employment rate rose only moderately, which can best be interpreted in the context of the shrinking size of working age population and disengagement of youth from the labor market. Even employed young people are at a greater risk of poverty than any other age group, and are also more likely to be employed in the informal sector. The degree of adaptation of the education system to the labor market remains poor. With no recent changes to youth legislation and policies in both entities, the focus in the last five years was on youth employment programs, including support for self-employment and volunteering and first work experience schemes. While no information on the effectiveness of these programs is available, the Youth Survey respondents overwhelmingly stated that they did not receive any job search support from public employment services. Some KIs had reservations that self-employment schemes could be

effective for inexperienced first-time business owners in a poor business environment. Political participation of youth also deteriorated in recent years.

BiH is a signatory of all important international documents in the realm of women's human rights, and the country also has the Law on Gender Equality, while the state and entity-level gender action plans were adopted in 2018, together with a series of strategies for advancing gender issues, but implementation of both policies and legislation remains weak. Women in BiH continue to be underrepresented in politics, labor market and public life. Women's activity and employment rates remain significantly lower than for men, which contributes to reinforcing the male breadwinner archetype and perpetuate women's dependent status. Women are included into employment support programs of both entity governments, but, as in the case of youth, there is no evaluation of the impact of these measures. While the entities enacted legislation expanding the rights and benefits in the area of family policy, including parental leave, these improvements are undermined by unfavorable salary compensation rules, particularly in some cantons in the FBiH, and by their uneven and irregular implementation.

The incidence of reported domestic violence (DV) remains roughly unchanged, however studies suggest that both gender based (GBV) and domestic violence are still greatly underreported. Some new services were introduced both for support to DV victims and work with perpetrators, but even safe alternative accommodation is scarce in Herzegovina and its availability is further compromised by the lack of inter-entity cooperation and funding. Although gender mainstreaming of textbooks and teaching materials was recognized as necessary to achieve comprehensive, effective and inclusive prevention of GBV, the gender component has been mainstreamed into only two of eight common core curricular areas, which means that the textbooks in schools continue to offer biased and often gender-insensitive content. The findings that the traditional views on gender are on the rise, with 76 percent of the 2018 NSCP-BiH respondents upholding equal rights for women, compared with 96 percent in 2015.

While even the population figures for the Roma population in BiH vary greatly, they remain both the largest national minority group in BiH and the most vulnerable and disadvantaged category of the population. Starting from, and building on, the activities related to the Decade of Roma Inclusion 2005-2015, Roma NGOs managed to build – and retain - a modicum of capacity. Our sources believe that the status of this population improved slightly in the past five years, most perceptibly in the domain of affordable housing. However, huge problems persist in the field of education, health care and employment. Roma women are in a particularly disadvantaged position, as they regularly face multiple forms of discrimination. They are more vulnerable to gender-based violence, and face institutional discrimination, which further undermines their trust in institutions. On the other hand, the NSCP-BiH data since 2016 indicates that there has been no improvement in the attitudes towards Roma by the general population.

Persons with disabilities (PWD) remain among the most vulnerable categories of population in BiH, predominantly due to the entity legislation that still maintains status-based categorization of PWD, with corresponding gradation of benefit levels, which conflicts with the international standards and practices of basing disability rights on the degree of need. The system of long-term care is still underdeveloped, and predominantly based on institutional care, at the expense of development of PWD services in the community. The capacities of centers for social work in both entities still considerably lag behind their formal competencies. Existing legislation stipulates a broad spectrum of rights for children with disabilities, including education according to their needs and abilities, but the implementation of these provisions

remains unsatisfactory. From the perspective of the general public, a substantial minority of BiH population continues to cling to discriminatory views of social inclusion of PWDs.

LGBTI rights remain a most challenging topic, with the authorities resisting the recognition of social and economic rights for same-sex couples, including the right to family life and even the right to public assembly. However, during the writing of this report, the first Pride Parade was successfully held in the BiH capital. In recent years some legal amendments were adopted prohibiting discrimination and criminalizing public provocation and incitement to violence and hatred on the grounds of sexual orientation, gender identity, and sexual characteristics, and the BiH Ministry of Human Rights and Refugees drafted the action plan for equality of LGBTI persons, but so far it received only qualified support of the FBiH Government. The public's views of the rights of same-sex couples remained essentially unchanged since 2015, with 80 to 90 percent of NSCP respondents rejecting specific rights, including the right to get married and have the same rights as married couples when not married.

## **RECOMMENDATIONS**

USAID/BiH should consider continuing building capacities of small local organizations working on issues facing marginalized populations, particularly in the fund-raising domain. Capacity building interventions should be coupled with longer-term financial assistance. USAID should consider focusing their assistance on fewer marginalized populations – i.e. PWDs, women, and/or LGBTI, which receive least support from other donors. USAID/BiH should work with government institutions to raise their awareness about problems and needs facing marginalized populations, to improve their policies related to social protection of PWDs and LGBTI and to monitor and evaluate their interventions. When developing interventions to support marginalized populations, specific problems of each of these groups must remain in focus. With youth, employment opportunities and emigration should be prioritized. When working with women, focus should be on assisting women's organizations and improving access of women to labor market. Particular attention ought to be paid to the problems of individuals belonging to multiple marginalized categories (i.e. children with disabilities, single mothers). If working with Roma, focus should be on employment and social inclusion of young Roma and Roma women. To improve the position of PWDs, focus should be on deinstitutionalization and community services, and for LGBTI on CSO development. Substantial efforts should be invested in raising public awareness and fighting prejudice about marginalized populations.

## BACKGROUND

According to government records, in 2016 there were 22,601 registered associations and foundations<sup>1</sup> in Bosnia and Herzegovina. It is important to emphasize that these organizations include all citizens' associations, which incorporate sports, cultural, hobby, expert, and other categories of associations. In fact, sports organizations are the largest single group, making up almost 19 percent of all registered associations in BiH.<sup>2</sup> According to the Mapping Study of CSOs in BiH (2016)<sup>3</sup>, 71 percent of CSOs have the seat in FBiH<sup>4</sup>, 27 percent in RS, while only 2 percent have the seat in the Brcko District.

Although the country maintains the register of associations and foundations at the state level<sup>5</sup>, the exact number of those that work with marginalized populations is not known. There are two main reasons for this. First, the number of registered organizations that are actually active is unknown. According to the Mapping Study of CSOs in BiH (2016), 56 percent of the registered local organizations are not active. Second, most organizations register for a wide range of activities and some local organizations that work with marginalized populations also have other unrelated activities.

Financial viability remains a key and pressing problem for many NGOs, and for a great majority of those that work with marginalized groups, and CSOs have been dependent on international support.<sup>6</sup> Furthermore, very few local organizations are transparent about their financial management and program activities. This poses a serious challenge for media and researchers gathering information on local organizations' activities and their sources of funding. It also limits the ability of local organizations to build reputations as being transparent.

The legal and institutional framework for NGO operations suffers from the same shortcomings typical as a Bosnia as a whole: they may register and operate according to the BiH or entity (RS or FBiH) laws, and their lack of harmonization, notably in terms of tax deductions for donations to NGOs, weakens this potentially important channel of financial support for the local NGO sector.<sup>7</sup> International donors have provided considerable support, and extensive capacity building, for local NGOs over the past 20 years. Government institutions at levels also provide funding to NGO sector.

BiH is a signatory of all important international documents in the area of women's rights, and the legal foundations and institutional infrastructure for advancement of women's rights is reasonably developed,

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<sup>1</sup> EPRD Office for Economic Policy and Regional Development Ltd. (August 2016), Mapping study of Civil Society Organizations in BiH, p. 5. Accessed on July 6, 2019, available at: <http://europa.ba/wp-content/uploads/2016/11/Mapping-study-of-CSOs-in-BiH.pdf>

<sup>2</sup> Žeravčić, G., and Bišćević, E. (2009). Analysis of the Civil Sector Situation in BiH: Contributions to the Development of the Strategy on Establishment of an Enabling Environment for Civil Society Development in BiH. Sarajevo: HTSPE Ltd. UK and Kronauer Consulting. Accessed on July 6, 2019, available at: <http://civilnodrustvo.ba/media/45731/civil-society-contribution-to-the-development-of-the-strategy-on-establishment-of-an-enabling-environment-for-civil-society-development-in-bih.pdf>

<sup>3</sup> Mapping study of CSO in BiH, p. 6

<sup>4</sup> 89 percent of these organizations are active only in a single canton.

<sup>5</sup> <http://zbirniregistri.gov.ba>

<sup>6</sup> Accessed on July 6, 2019, available at: [http://www.donormapping.ba/pdf/DMR\\_2017\\_ENG.pdf](http://www.donormapping.ba/pdf/DMR_2017_ENG.pdf)

<sup>7</sup> USAID, Bureau for Democracy, Conflict and Humanitarian Assistance and Center of Excellence on Democracy, Human Rights and Governance: 2017 Civil Society Organization Sustainability Index for Central and Eastern Europe and Eurasia, 21<sup>st</sup> Edition – September 2018, p. 49

with the Law on Gender Equality (LoGE), Law on Prohibition of Discrimination (LoPD),<sup>8</sup> and the gender centers at the state and entity levels in place for over a decade. Domestic violence (DV) is regulated by entity level laws<sup>9</sup>. Still, in practice changes are very slow and marginalization is rife in the labor market, public and political spheres. Violence against women remains common in BiH society. The sense of the respondents to the National Survey of Citizens Perceptions is that BiH employers are more likely to hire a man than a woman<sup>10</sup> and various gender stereotypes are widespread in BiH society.

Youth rights in BiH have been regulated by the FBiH Youth Law<sup>11</sup> and RS Law on Youth Organization<sup>12</sup>. Unemployment is the primary problem facing BiH youth, and more than 60 percent youth in BiH are unemployed, half of them for more than two years. Issues related to education also affect youth, especially poor connection of education with labor market and lack of practical component in education. Young returnees, youth with disabilities, young Roma, and single parents represent particularly marginalized categories.<sup>13</sup>

Persons with disabilities (PWDs) in BiH face a host of difficult problems. The legislation protecting their rights is in place, but there is no harmonization between the entities or with the UN Convention on the Rights of People with Disabilities. All PWDs in the country do not have equal rights, as their rights and benefits they receive depends on the cause or circumstance of disability. Children with disabilities are facing issues when it comes to access to education.<sup>14</sup>

While even the population figures vary widely<sup>15</sup> <sup>16</sup>, the Roma are the largest national minority group in BiH and are the most socially, economically and politically marginalized group in the country. The issues of particular concern are education, employment, access to basic social services, property rights, and civil registration. The inclusion of Roma received a significant attention of the international human rights bodies and donor agencies. BiH participated in the implementation of the “Decade of Roma Inclusion 2005-2015”.

Hate speech, discrimination, and violence against LGBTI individuals are pervasive in BiH society. Individuals belonging to these groups cannot lead a normal life due to fear of violence and discrimination, and transgender persons seem to be particularly vulnerable. LGBTI individuals also face obstacles with regard to their freedom of assembly, which limits the LGBTI activism. The relevant institutions in BiH are not sufficiently engaged to protect the LGBTI rights.<sup>17</sup>

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<sup>8</sup> LoGE was adopted in 2003 and amended in 2009, while the consolidated text was promulgated by the BiH Parliamentary Assembly in 2010 (BiH Official Gazette 32/10). LoPD was passed in 2009 and amended in 2016 (BiH Official Gazette, 66/16).

<sup>9</sup> FBiH Law on Protection from Domestic Violence (FBiH Official Gazette 20/13), and RS Law on Protection of Domestic Violence (RS Official Gazette 102/12, 108/13 and 82/15)

<sup>10</sup> 2018 NSCP, p. 57-58.

<sup>11</sup> <https://mladi.org/v2/dokumenti/zakoni-o-mladima/youth%20law%20fbih%2036-10.pdf>

<sup>12</sup> [http://www.vladars.net/eng/vlada/ministries/MFYS/Documents/Law%20on%20youth%20organization\\_125445029.pdf](http://www.vladars.net/eng/vlada/ministries/MFYS/Documents/Law%20on%20youth%20organization_125445029.pdf)

<sup>13</sup> [http://www.mladi.gov.ba/index.php?option=com\\_content&task=view&id=46&lang=hr](http://www.mladi.gov.ba/index.php?option=com_content&task=view&id=46&lang=hr)

<sup>14</sup> Petric, A., et. al., Alternative CEDAW Report for BiH 2013-2017 (2018), Sarajevo, p. 21

<sup>15</sup> 2013 Population Census in BiH, <http://www.popis.gov.ba/popis2013/knjige.php?id=2>, accessed on 29 August 2019 (but widely believed to grossly under-report the actual size of the Romani population)

<sup>16</sup> Estimates vary from 30,000 to as many as 70,000, see 2012 Special Report on the Status of Roma in Bosnia and Herzegovina, Institution of the Human Rights Ombudsman in BiH and OSCE Mission to BiH, p. 23

<sup>17</sup> Rozi izvjestaj 2018, Godišnji izvještaj o stanju ljudskih prava LGBTI osoba u Bosni i Hercegovini, Sarajevo Open Center, p. 9-10, accessed on July 11, 2019, at: <http://soc.ba/site/wp-content/uploads/2018/05/Rozi-izvjestaj-2018.pdf>

# ASSESSMENT PURPOSE, QUESTIONS, METHODS, AND LIMITATIONS

## Assessment Purpose

The USAID/BiH commissioned IMPAQ International (IMPAQ) to conduct a brief assessment of the status of marginalized populations in BiH and local organizations supporting these groups. The focus of the assessment is on the local organizations' fund-raising capacities and on the impediments in the environment for securing the funding for work with marginalized populations. When it comes to status of marginalized groups, the focus is to explore whether any changes have occurred in the last five years.

The assessment design includes data collection from various stakeholders. These stakeholders include the representatives of the USAID/BiH, relevant international and government institutions, representatives of local civil society organizations, and representatives of marginalized populations.

The assessment primary audience is the USAID/BiH, and its findings, conclusions, and recommendations will serve to inform the Mission's programming and decision-making when designing future interventions to aid marginalized populations. In addition, the assessment will be made available to relevant government institutions, civil society, and other stakeholders to help them formulate policies or design or modify their own interventions to assist marginalized populations in BiH.

## Assessment Questions

The assessment questions below focus on the status of marginalized populations and obstacles local organizations face in raising funds to support their work with marginalized populations:

1. How effective are local organizations working on marginalized populations issues at raising funds? Which government entities, international donors, or other philanthropic organizations have provided funding to those organizations?
2. Has the status of marginalized populations improved over the last five years?

## Assessment Methodology

The research team employed a mixed method design for this assessment and used the following data sources:

- **Desk review of relevant documentation and data.** The assessment team reviewed relevant government and international organizations' documents, reports and data sources. For the full list of documents reviewed, see Annex III. We also used data obtained through the National Survey of Citizens' Perceptions 2015-2018<sup>18</sup> and the National Youth Survey 2018<sup>19</sup>.

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<sup>18</sup> <http://measurebih.com/national-survey-of-citizens-perceptions>

<sup>19</sup> <http://measurebih.com/national-youth-survey-in-bih>

- **Key Informant Interviews and Focus Groups.** The assessment design included key informant interviews (KIIs) with six categories of stakeholders and focus groups with representatives of marginalized populations, as shown in Exhibit 1. Overall, the assessment team conducted 49 KIIs and four focus group discussions (FGDs). FGDs were conducted with representatives of youth, women, PWDs, and Roma. Exhibit 1 presents number of KIIs/FGDs per category of stakeholders and number of key informants included.
- **Online surveys.** In addition to qualitative data collection, the assessment team also conducted online surveys of the representatives of local organizations and government institutions involved in the work with marginalized populations. The objective of the surveys was to gather information on the respondents' perceptions of the current status and needs of the marginalized populations and of the capacity, and particularly of the fund-raising capacity of the structures deployed to meet those needs. Participation in the survey was voluntary and anonymous. For information about the data collection instruments see Annex II. The sample size of the surveyed organizations and institutions and surveys' response rates are shown in Exhibit 2.

Whenever possible, the research team triangulated data from different data sources and stakeholders to address the assessment questions from multiple perspectives and to formulate relevant and valid findings.

**Exhibit 1. Number of Key Informant Interviews/Focus Groups and Key Informants**

Key Informants	Number of KIIs/FGDs	Number of KIs
USAID/BiH	1	3
USAID/BiH's Implementing Partner	2	5 <sup>20</sup>
International organizations/embassies	11	16
Representatives of government institutions	9	18
Representatives of local organizations	22	37
Representatives of marginalized populations	4	27
<b>TOTAL</b>	<b>49</b>	<b>106</b>

**Exhibit 2. Online surveys response rate**

Type	Sample	# of respondents	Response rate
Local organizations	239	104	44%
Government officials	58	23	40%

<sup>20</sup> Out of five interviewees, three were experts included in grant award and management, implementation of OCA, one-on-one assistance, and delivering trainings to local organizations.

## **Limitations**

### **Limitation 1: Limited sample size for respondent sub-groups**

This assessment focuses on five marginalized categories: youth, Roma, women, persons with disabilities, and LGBTI. These categories face different problems in BiH society and should be assessed separately. The assessment team consulted with a limited number of local organizations working with each sub-group. To account for limited data on each of the five sub-groups of marginalized populations in KIs, the assessment team conducted a thorough review of secondary documentation and included more representatives of relevant local organizations in the online survey.

### **Limitation 2: Social desirability bias**

Most key informants in this assessment included representatives of local organizations, government institutions, and international organizations working with marginalized populations. It is expected that these categories of key informants, which are investing considerable efforts to improve the position of marginalized populations, may overstate improvements in the status of marginalized groups to demonstrate commitment and effectiveness of their own interventions. The research team conducted a thorough cross referencing with relevant documentation and other secondary data sources to corroborate findings suggested in this way.

### **Limitation 3: Lack of official data on donor funding**

In many instances, representatives of international organizations present in the meetings were responsible for a single marginalized category and had limited knowledge about other marginalized groups supported by the same organization. In addition, some donors have social inclusion as a cross-cutting issue and do not have separate budgets for marginalized groups. Due to such circumstances, the figures in the report are not always based on official or overall data on the amount of international donations for marginalized categories, but on estimates of KIs.



# FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS

## ASSESSMENT QUESTION I: EFFECTIVENESS OF LOCAL ORGANIZATIONS AT FUNDRAISING AND SOURCES OF FUNDING

**How effective are local organizations working on marginalized populations issues at raising funds? Which government entities, international donors, or other philanthropic organizations have provided funding to those organizations?**

Local organizations' effectiveness at raising funds may depend on many factors, not limited to their organizations' and staff's capacity, available donor funding, and donors' priorities. As stated by many KIs (17), most local organizations have been predominantly funded by international donor organizations. Moreover, according to the online survey of local organizations, 58 of 104 organizations surveyed have no government funding. However, according to a KI from a government institution, government institutions are starting to fund more and more local organizations, especially those focused on the marginalized populations.

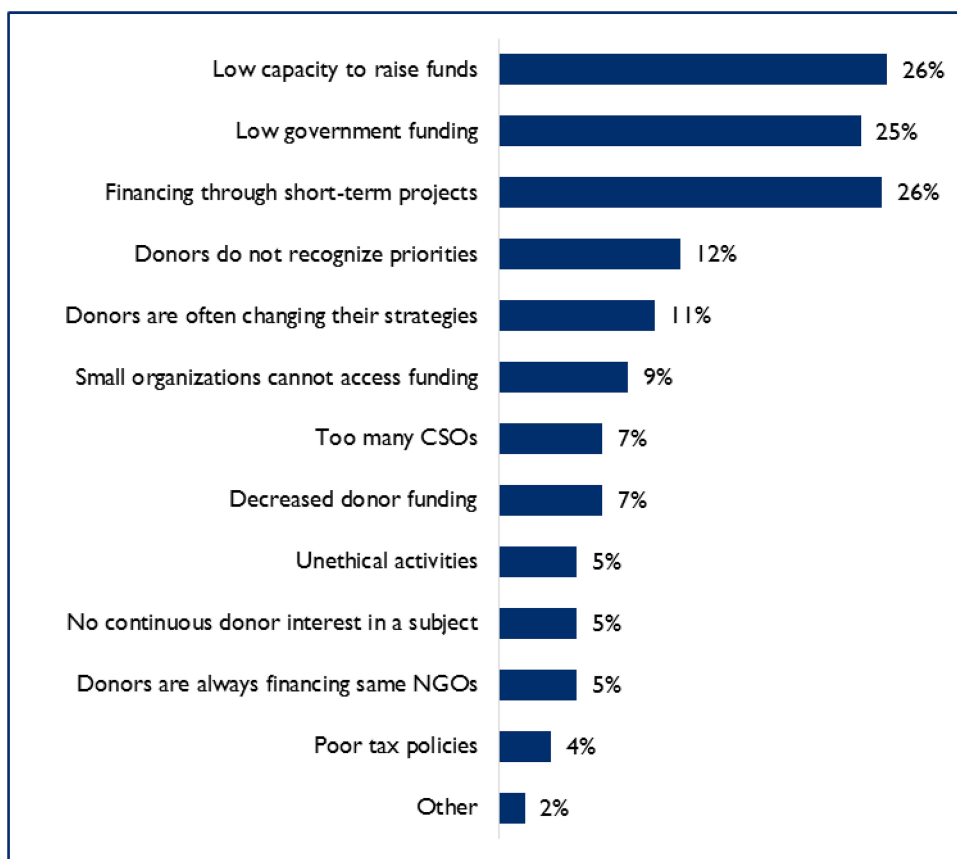
When asked to state the primary challenges they are facing in terms of fund raising, the largest share (26 percent – see Exhibit 3) of local organizations responding to our online survey stated that low fund-raising capacity was the main obstacle in their work. According to some KIs (donor organizations), local organizations' capacities deteriorated in the last few years. The reason is that people with high capacities leave local organizations, find better jobs, and donors are struggling to find high quality implementing partners. Various stakeholders that distribute grants to local organizations (government institutions, international organizations) feel that the quality of most project proposals developed by local organizations is poor. Several local organizations noted that they chose not to apply for donor funds since they lacked the capacity to carry out large-scale interventions or with donor reporting requirements. As reported by 64 percent of online survey respondents and according to KIs (3), most local organizations believe that donors have unrealistic expectations about what can be achieved with the amount of funding provided. This finding suggests organizations' lack of capacity to deal with donor requirements. According to three KIs, capacity issues are particularly relevant for many organizations serving PWDs, since many of these organizations are founded by parents of children with disabilities who are personally motivated to improve their own position and these individuals often have limited organizational capacity. In addition to limited fund-raising capacity, local organizations mention a number of other obstacles affecting their financing and fund-raising practices (see Exhibit 3). For instance, international donors choose to repeatedly finance the same local organizations, which they find trustworthy and competent; 5 percent of our online survey respondents find this is their main issue when it comes to securing funding. Smaller organizations are often perceived as having poor capacity, which limits their opportunity to grow (9 percent of online survey respondents). The funds are generally only provided for one-off activities, and this makes them unsuitable for organizations that provide ongoing services.

Another important obstacle to assessing local organizations' sources of funds and effectiveness in fund raising is their low financial transparency. Very few local organizations are transparent about their financial management and program activities. This is even the case with organizations that receive EU funding. Namely, DG Neighborhood and Enlargement Negotiations' Guidelines for EU support to civil society in

enlargement countries 2014-2020, stipulates, as one of its benchmarks and national targets for 2020, that 80 percent of CSOs make their audited financial accounts and annual reports publicly available. During our assessment, only a few local organizations we assessed had their financial and annual reports available on webpages.

Another issue facing local organizations is the large number of CSOs competing for funds (7 percent of online survey respondents), combined with decreased donor funding (7 percent of online survey respondents). Local organizations are often competing against international organizations (i.e. UN agencies, World Vision, Save the Children) for this limited pool of funding: 59 percent of local organizations agreed with this statement. This has limited opportunities for local organizations to receive larger grants. Large international organizations, including UNDP and UNICEF, often receive funds directly from donors without competition<sup>21</sup>, which implies that there is limited trust in local CSOs' capacity to undertake such projects.

**Exhibit 3: Key challenges with raising funds, as identified by local organizations working with marginalized populations (in %)**



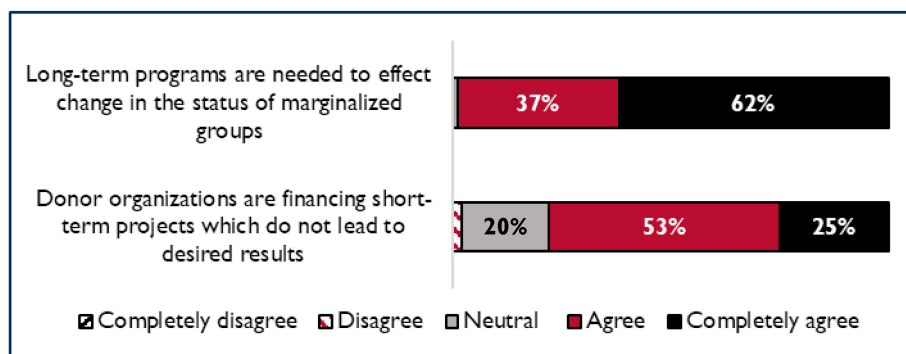
<sup>21</sup> 2017 Civil Society Organization Sustainability Index, p. 50.

Even when local organizations receive international donor funds, these funds are often intended for short-term projects. In our online survey, 26 percent of respondents stated this is the main issue they are facing when it comes to financing when answering to an open-ended question, while 78 percent of online survey respondents agreed with the statement when asked about it directly (see Exhibit 4). According to several KIs and 11 percent of online survey respondents, one of the reasons for the lack of continuous support for organizations working with marginalized groups is that donor organizations often change their strategies. Due to this, local organizations cannot strategically plan their activities. According to 99 percent of local organizations, only long-term programs can help change the situation of marginalized populations.

*“I mean you have those projects people just start working on something and then they have to finish; also you can’t really plan and have long term results because you have money and six months to finish it, and donor wants something different. So I think for all marginalized groups it would be good to have at least like two years project, and not half of year or year. That’s just not enough to have anything sustainable.” – a representative of an international organization*

As stated by two local organizations, the funding from international donors is often distributed to local organizations for specific projects designed without taking into account the actual needs of the target groups. Some KIs (2) emphasize the importance of including a broader range of development actors in designing interventions.

**Exhibit 4: Level of agreement with statements by local organizations (in %)**



During KIs, representatives of larger local organizations noted that there has been a shift in recent years towards government funding of local organizations as a consequence of reduced international donor funding. Yet, as reported by the majority of our surveyed respondents (83 percent) governments are most likely to finance veterans’ or sports organizations rather than organizations supporting marginalized populations. This also corresponds with research findings from 2012 conducted by the Social Inclusion Foundation in BiH and Center for Civil Society Promotion (CPCD). This research suggests that the largest share of funding for NGOs was directed towards sports associations (39 percent) and war veterans’ organizations (34 percent), while organizations focused on social protection and social services received only 12 percent of total funding.

However, there are other issues related to the governments’ approach to funding and we have distinguished two prevailing patterns. First, government institutions tend to allocate substantial funding for a limited number of local organizations on a regular basis (for more details please see the section about government funding). This was even confirmed in a KI with an entity-level ministry. Most of these generously funded organizations usually do not apply for international donor funding. It should be noted

that in most cases the government funding is distributed without clear criteria and it can be difficult for new organizations to break into the circle of budget funds' recipients. This is confirmed in a KII with an entity-level ministry. The other approach is to award funds to all organizations that apply to public calls, distributing small amounts to each local organization. These funds are usually insufficient to implement proposed interventions. This finding is also confirmed in our online survey as 89 percent of local organizations agreed that local government units finance local NGOs but to a limited degree.

There are also concerns about the ability to assess the outcomes of government funding to local organizations. According to a government representative, government institutions rarely monitor and evaluate the interventions for which they provide funding. Furthermore, 75 percent of surveyed respondents agreed that frequent changes of politicians in positions within government institutions impede changes in the status of marginalized groups. This finding suggests that the availability of funding for marginalized groups very much depends on political dynamics, over which small organizations have limited influence.

Local organizations employ various strategies to ensure access to funding in this competitive environment. One strategy includes adapting the programs to donor priorities. Local organizations often change their fields of work and target groups in response to donors' priorities. Although representatives of many local organizations find such an approach to be unethical, 11 KIIs stated that many organizations use this strategy to raise funds. Also, 72 percent of online survey respondents agreed that local organizations must align their programs to donor strategies to get funds and 50 percent of surveyed organizations state they are focusing on three or more marginalized groups (youth, women, PWDs, Roma, or LGBTI).

Another fundraising strategy employed by local organizations is that they seem to be increasingly turning to attracting private donations and toward social entrepreneurship. However, the success of this approach may be limited given that BiH entities do not have a sufficient enabling financial environment with adequate legislation and regulations that support donations to NGOs to contribute to their sustainability. In the RS, the tax laws (Law on Profit Tax and Law on Corporate Income Tax) are not harmonized with the Law on Associations and Foundations, which creates legal insecurity about who can receive tax benefits for donations and under what conditions.<sup>22</sup> In the FBiH Law on Corporate Income Tax,<sup>23</sup> Article 11 stipulates that all donations for humanitarian, cultural, educational, scientific and sport purposes, given to legal entities or persons that have no other income, are recognized as tax deductible expenses up to the amount of 3 percent of total income. Hence, donations could be directed towards NGOs and public organizations. These donations could be in money and "in kind." Furthermore, entity laws on income tax stipulate tax deductions for donations in money, goods, and rights. The FBiH Law on Income Tax recognizes tax deductible donations up to 0.5 percent of annual income,<sup>24</sup> while the RS Law on Income Tax<sup>25</sup> recognizes up to 2 percent of annual total income as tax deductible donations. However, the RS law applies only to the self-employed. This legislative environment suggests the need for developing a strategic advocacy

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<sup>22</sup> RS Ministry of Labor, War Veterans and Disability Protection 2018, Platform for Development of Social Entrepreneurship in Republika Srpska (Platforma razvoja socijalnog preduzetništva u Republici Srpskoj), Banja Luka, January 2018, p. 16. Accessed on 25 July 2019 at: <http://www.vladars.net/sr-SP-Cyri/Vlada/Ministarstva/mpb/PAO/Documents/Platforma%20razvoja%20socijalnog%20preduzetnistva.pdf>

<sup>23</sup> FBiH Official Gazette, No. 15/16 from 26 February 2016

<sup>24</sup> Article 15 of FBiH Law on Income Tax, FBiH Official Gazette, No. 10/08, 9/10, 44/11, 7/13 and 65/13

<sup>25</sup> Article 17, RS Law on Income Tax, RS Official Gazette, No 60/15

approach for legislative changes that would stimulate corporate donations towards local non-governmental organizations. It is also relevant to note that DG Neighborhood and Enlargement Negotiations' "Guidelines for EU support to civil society in enlargement countries, 2014-2020", include benchmarks for legislation to stimulate tax incentives for corporate and individual donations, i.e., tax relief in the amount of 5 percent of taxable income for corporations and tax relief in the amount of 10 percent of taxable income for individuals or 2 percent tax allocation for public benefit purposes. Despite the complexity of the system, according to findings from our online survey, only 4 percent of respondents find the current tax system a primary challenge for funding of local organizations.

Five KIs from local NGOs stated that their organizations registered private companies to generate profits and increase their financial independence from international and government funding. Despite the fact that their companies have primarily social objectives, these activities could not be registered as social enterprises because the entities do not have related legislation in place. However, in 2018, the RS Government adopted the Platform for Development of Social Entrepreneurship and passed a draft Law on Social Entrepreneurship in the RS, which should, once enacted, make it possible to register social enterprises and stimulate development of this sector. Nevertheless, some KIs expressed skepticism about these initiatives, stating that it should not be expected that all CSOs engage in entrepreneurship.

*"It is expected of NGOs to start up their own commercial activity or social enterprises in order to secure funding. For some NGOs that is very difficult. For example, one cannot expect NGOs, whose main purpose is to advocate for the rights of LGBT, to start up a commercial activity." – a representative of local non-grantee organization*

Closely related to this topic is corporate volunteerism, which was mentioned only by two grantee organizations as a practice. Still, for most organizations, as well as the business sector, this remains an unexplored area.

Very few organizations working with marginalized groups have income from membership fees. During KIs, only two organizations that work with youth reported having membership fees, as well as 32 percent of organizations that participated in our online survey. Those KIs stated that membership fees are often symbolic and not a significant source of financial support. In addition, four KIs and 21 percent of organizations that participated in the online survey reported receiving income from services. In this scenario, the services that the organization provides are paid for by government institutions on a contract basis, or by beneficiaries. These local organizations are usually certified for service provision (for example, rehabilitation centers, family counselling, professional services for children, etc.) and play a role in a network of mostly public non-profit institutions that are, under certain conditions, paid by local and cantonal governments for services that they provide. Lastly, only two local organizations interviewed are aware of the need to diversify income and become less dependent on any single source of funding, and only one organization mentioned organizing community fund-raising events to raise funds.

## **Government funding**

Local organizations in Bosnia and Herzegovina are funded by all levels of government. However, the governmental framework for funding of local organizations is not clearly defined and available data on the funding allocated to local organizations is dispersed across different levels of government and various ministries. Each government institution has its own rules and practices for supporting local organizations.

Allocated funding is usually provided without clear links to operational objectives or to any of the strategic priorities and objectives of the sectorial strategic documents<sup>26</sup>. A recent European Commission report on Bosnia and Herzegovina noted that, although public funding calls and, in some cases, the results of tenders had been publicly available, certain mechanisms for distribution of funds were not legally binding and were not fully implemented<sup>27</sup>. There are also concerns about the governments' ability to assess the outcomes of their funding to local organizations. According to a government representative, government institutions rarely monitor or evaluate the interventions for which they provide funding.

At the state level, the Ministry of Human Rights and Refugees (MHRR)<sup>28</sup> distributes funding to non-governmental organizations that work in the field of human rights and with marginalized groups. According to the MHRR Work Report (2019) for 2018, the ministry distributed BAM 578,684.40 towards local organizations for implementation of more than 45 projects<sup>29</sup>. The Ministry also made attempts to coordinate donor support in the country.

*“The state ministry, together with the Delegation of the European Commission attempted to establish regular coordination meetings with the major international donors, i.e., Sweden, USAID and the embassies, in order to exchange information about their donor support, but also to emphasize the importance of the strategic approach to project funding by reminding them of our policy documents. However, no coordination meeting was convened in the past year.” – a representative of a state ministry*

The competent entity ministries for social protection distribute substantial funds to non-government organizations in their field every year. We assessed the most recent available data based on audit reports and published government' information. The FBiH Office for Audit of FBiH Institutions<sup>30</sup> found that, during 2018, the FBiH Ministry of Labor and Social Policy distributed BAM 1,171,000 to non-profit organizations without clear and measurable criteria. Of this amount, the Ministry allocated BAM 500,000 to 14 local organizations working with persons with disability. This allocation was done on the basis of a public call and submitted proposals (for organizational capacity development, strengthening partnership and promoting interests of persons with disability, etc.). The awarded grant amounts varied between BAM 33,000 and BAM 40,000. The audit report warned that the Ministry did

*“For years the FBiH government has funded some 14 partner NGOs, whose role is to represent interests of persons with disabilities. Around BAM 500,000 was distributed annually to these organizations on the basis of public calls for proposals. Contracts are signed, with the government assuming the responsibility to fund the salaries of their employees, the rental costs, the cost of material, utility expenses, small repairs, etc.”*

<sup>26</sup> EPRD 2016, p. 33

<sup>27</sup> European Commission, Commission Staff Working Document, Analytical Report, Accompanying the document Communications from the Commission to the European Parliament and the Council Commission Opinion on Bosnia and Herzegovina's application for membership of the European Union. Brussels, 29.05.2019, p. 21. Accessed on July 15, 2019 at: <https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/20190529-communication-on-eu-enlargement-policy.pdf>

<sup>28</sup> Ministry of Human Rights and Refugees of Bosnia and Herzegovina, Izvještaj o radu Ministarstva za ljudska prava i izbjeglice Bosne i Hercegovine za 2018. godinu (Work Report of the Ministry for Human Rights and Refugees in Bosnia and Herzegovina for 2018). Sarajevo, 20 February 2019. Accessed on 25 July 2019 at: [http://www.mhrr.gov.ba/ministarstvo/Programi\\_rada/IZVJESTAJ%20O%20RADU%20MLJPI%20ZA%202018.pdf](http://www.mhrr.gov.ba/ministarstvo/Programi_rada/IZVJESTAJ%20O%20RADU%20MLJPI%20ZA%202018.pdf)

<sup>29</sup> Funds were distributed to the following institutions: Interreligious Council KM 100,000, the Red Cross KM 150,000 Jewish Community KM 15,000, organizations of persons with disability KM 40,000, families of missing persons KM 50,000, victims of human trafficking KM 60,000, and for human rights organizations KM 50,000.

<sup>30</sup> FBiH Office for Audit of FBiH Institutions, Report on the Financial Audit of the FBiH Ministry of Labor and Social Policy for 2018 (Izvještaj o finansijskoj reviziji Federalnog ministarstva rada i socijalne politike za 2018. Godinu), Sarajevo 2019, p. 3. Accessed on 15 July 2019 at: <http://www.vrifbih.ba/javni-izvi/Report.aspx?id=9169&langTag=bs-BA>, p. 3

not have clearly defined criteria for distributing grants to NGOs, which “creates a possibility for making biased decisions”<sup>31</sup>. The Ministry channeled the remaining BAM 671,000 for co-funding of FBiH social protection institutions (Sarajevo Re-education Center for Boys and Men and Ljubuski Social Protection Institution Ljubuški). The same public non-profit institutions<sup>32</sup> also received BAM 960,000 as capital transfers, which was distributed without a legal basis. The Audit Report stated that between 2009 and 2018 the Ministry distributed BAM 17,756,928 to these non-profit public institutions, which left these institutions with an unallocated surplus<sup>33</sup>.

According to a KI from a government institution, it is usually the same organizations that receive funding from the FBiH Ministry of Labor and Social Policy. In order to regulate the funding of non-governmental organizations, upon a proposal by the Ministry of Labor and Social Policy, in June 2018 the FBiH Government adopted and submitted to parliamentary procedure the draft Law on Organizations and Representative Organizations of Persons with Disability and Civilian Victims of War. The law envisages granting representative status to non-governmental organizations that represent persons with disabilities at the level of the FBiH, cantons, and municipalities, which would make them recipients of regular budget financing for operational costs, participation in policy dialogue, etc. This status will be granted on the basis of public calls and applications and on the number of marginalized people represented by a particular organization. If enacted, the implementation of the law will extend a privileged position of a user of regular budget funding to selected local organizations, which will also play an important role in public consultations. Although we do not know the size of the membership of the organizations that already receive regular government funding, it is possible that the same organizations will happen to be the most eligible for government funding under the new legislation when enacted. In addition, the FBiH Ministry of Labor and Social Policy every year publishes calls for financing social inclusion activities for marginalized children (children without parental care, children with disability and children exposed to violence, begging and human trafficking) within the framework of marking the “Children’s Week” in FBiH<sup>34</sup>.

In the RS, the Ministry of Administration and Local Administration is responsible for granting the status of representatives of public interest to non-governmental organizations. These organizations receive regular financial support from the entity government level and they also play role in the process of public consultations as representatives of their constituent groups. The status of the organizations of public interests in the RS is granted to two types of organizations. The first group includes the organizations of war veterans, refugees, war veterans with disabilities, camp prisoners, families of fallen soldiers, and similar groups, and the Red Cross and Red Crescent are also included here. The second group consists of the organizations representing persons with disabilities, which are funded by the Ministry of Health and Social Protection. Local organizations that work directly with beneficiaries and on provision of social services need to be certified by the Ministry for Health and Social Protection, which makes these service-oriented organizations eligible for budget financing from the entity or municipality. According to the RS Ministry of

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<sup>31</sup> Audit of the FBiH Ministry of Labor, 2019, p. 16

<sup>32</sup> I.e., institutions of social protection, whose work is funded on the basis of service delivery pursuant to the law (Zakon o preuzimanju prava i obaveza osnivača nad ustanovama socijalne zaštite u FBiH)

<sup>33</sup> Audit of the FBiH Ministry of Labor, 2019, p. 16

<sup>34</sup> The total allocated funds for this year amount to BAM 40,000, while the amount of grant per organization cannot exceed BAM 1,000, BAM 2,000 and BAM 13,000 depending on the type of planned activity. Accessed on September 3, 2019 at: <http://fmrsp.gov.ba/?wpdmpo=javni-poziv-za-raspodjelu-sredstava-iz-tekuceg-transfera-neprofitnim-organizacijama-djeciji-tjedan&wpdmdl=5266>

Health and Social Protection 2018 Audit Report, the Ministry distributed BAM 1,990,000 to humanitarian organizations and associations<sup>35</sup>.

Both entities issue public calls for project proposals to be financed from lottery proceeds. In the FBiH, this process is regulated by the FBiH Government's Decree on criteria for determining beneficiaries and disbursement of part of the lottery proceeds<sup>36</sup>, under which the FBiH Ministry of Labor and Social policy receives 55 percent of the total amount for activities related to persons with disabilities, victims of torture and violence (safe houses), and the operation of public kitchens; the FBiH Ministry of Culture and Sports receives 15 percent of total funds to support child protection and addiction prevention activities. NGOs that are certified by the competent ministry or which are recommended by a competent institution, have priority when these funds are distributed. The public call for 2019 in the FBiH stipulates the ceiling amount of BAM 30,000 that can be awarded to institution dedicated to promoting rights of persons with disability and institutions for victims of torture and violence (safe houses and shelters), and up to BAM 50,000 per applicant for running public kitchens. In 2018, the FBiH Government, upon the recommendation of the Ministry of Labor and Social Policy, awarded BAM 1,528,425 of lottery proceeds for funding the projects and programs for persons with disabilities and their organizations (125 organizations); one grant of BAM 15,000 for an organization caring for victims of torture and violence (the safe house); and BAM 60,000 for two organizations running public kitchens<sup>37</sup>.

In the RS, the Ministry of Health and Social Protection receives 50 percent of lottery proceeds for financing projects and programs related to social protection and humanitarian activities, persons with disabilities, development of CSOs in the field of social protection, prevention of drug abuse, and all forms of addictions. The law and bylaws stipulate that, in the selection of projects priority should be given to the proposals recommended by the competent ministry, which should be aligned with general or specific government objectives. According to the RS Ministry of Health and Social Protection's 2017 Audit Report<sup>38</sup>, the Ministry distributed BAM 161,315 of lottery proceeds that year. In total, 27 project activities were funded, with the total of BAM 100,628, and BAM 60,687 was distributed for selected program activities (nine beneficiary organizations received BAM 6,743).

According to KIIIs, compared to higher government levels, lower levels of government are more likely to support local organizations that work with marginalized groups. This is supported by the research conducted by the Social Inclusion Foundation (SIF) in BiH and the Center for Civil Society Promotion (CPCD),<sup>39</sup> whose findings suggested that organizations in the field of social protection and social services received more of their funding from municipalities (49 percent), than from cantons (33 percent), entities (18 percent) and the state level (2 percent). As already mentioned these funds are sometimes very limited,

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<sup>35</sup> The Red Cross of the Republika Srpska received BAM 250,000; Association "UDAS" received BAM 19,600; Association Iskra received BAM 61,003; Association of Chronic Kidney Patients received BAM 330,000; and other associations of public interest in the realm of health and social protection received BAM 1,363,068

<sup>36</sup> FBiH Official Gazette, No. 89/15 and 11/17

<sup>37</sup> <http://fmrsp.gov.ba/?wpdmpo=odluku-o-utvrdivaniju-liste-korisnika-i-raspodjeli-dijela-prihoda-ostvarenih-po-osnovu-naknada-za-priredjivanje-igara-na-srecu-2018-godina&wpdmdl=5301>

<sup>38</sup> The Supreme Office for the RS Public Sector Audit, Audit Report on the Ministry of Health and Social Protection of the Republic of Srpska (Izveštaj o provedenoj finansijskoj reviziji Ministarstva zdravlja i socijalne zaštite Republike Srpske) for January 01-December 31, 2017, Banja Luka 2018. Accessed 16 July 2019a at: [http://www.gsr-rs.org/static/uploads/report\\_attachments/2018/04/30/RI016-18\\_Cyr.pdf](http://www.gsr-rs.org/static/uploads/report_attachments/2018/04/30/RI016-18_Cyr.pdf)

<sup>39</sup> SIF in BiH and CPCD, Heads or Tails: Government Allocations for the NGO Sector in BiH for 2012, February 2013, p. 14, Accessed on September 03, 2019 at: <http://sif.ba/dok/1387806375.pdf>



and in KILs most local organizations stated that they could not operate without donor funding. However, as is the case with the support from the higher levels of government, some local organizations receive considerable funding. Exhibits 5 and 6 present the total amounts distributed to local organizations in general and local organizations working on social protection in particular by selected lower levels of government. The information presented here is based on available public sector audit reports in recent years. It is evident that local organizations working in social protection receive a very small fraction of total funding allocated to local organizations.

Almost all audit reports, some in more and some in less detail, warn about the lack of transparency in the arrangements for allocation of funding to local organizations. For instance, the Audit Report for the Tuzla Canton Ministry of Labor, Social Policy and Returnees noted that this ministry funded 16 local organizations with grants from BAM 3,000 to BAM 250,000 (the local organization “Merhamet” received the largest amount). The Audit Office observed that the funding allocation was based on subjective judgment of the committee members<sup>40</sup>. The audit report also pointed out that the bulk of these funds were spent on salaries (and even on the purchase of a car, even though this was not in the plan)<sup>41</sup> (p. 13). Similarly, the audit report for the Una-Sana Cantonal Ministry of Health, Labor and Social Policy also warned about the distribution of grants to organizations of persons with disabilities without any criteria<sup>42</sup>, and the same problem was highlighted in the audit report for the Central Bosnia Cantonal Ministry of Health and Social Policy<sup>43</sup>. The audit report for the Herzegovina-Neretva Cantonal Ministry of Labor and Social Protection<sup>44</sup> noted that this Ministry did not receive any reports from grantee organizations about the utilization of grants. The audit reports for the Western Herzegovina Cantonal Government<sup>45</sup> did not provide any details about organizations that received funding, but it found that about BAM 0.5 million of funds distributed to local organizations, had not been budgeted.

Exhibit 5 below shows that local governments also channel substantial funding to local organizations, although comparatively little is allocated for organizations in the area of social protection. The audit report for the City of Zenica was the most recently published. In Zenica, most funding is channeled towards sports associations, war veteran associations, and local public institutions with non-profit status. Apart from the funding for social protection organizations listed in Exhibit 6, the City of Zenica also earmarked

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<sup>40</sup> FBiH Office for Audit of Public Institutions, Audit Report on the Ministry of Labor, Social Policy and Return of the Tuzla Canton for 2017 (Izvjescje o finansijskoj reviziji Ministarstva za rad, socijalnu politiku i povratak Tuzlanskog kantona za 2017), Sarajevo, September 2018, p. 12, accessed on July 15, 2019 at: <http://www.vrifbih.ba/javni-izvj/Report.aspx?id=8944&langTag=bs-BA>

<sup>41</sup> Ibid., p. 13.

<sup>42</sup> FBiH Office for Audit of Public Institutions, Audit Report on Ministry of Health, Labor and Social Policy of the Una – Sana Canton for 2017 (Izvjestaj o finansijskoj reviziji Ministarstva zdravstva, rada i socijalne politike Unsko – Sanskog kantona), September 2018, p. 10., accessed on July 15, 2019 at: <http://www.vrifbih.ba/javni-izvj/Report.aspx?id=8953&langTag=bs-BA>

<sup>43</sup> FBiH Office for Audit of Public Institutions, Audit Report on Ministry of Health and Social Policy of the Central Bosnia Canton for 2017 (Izvjestaj o finansijskoj reviziji Ministarstva zdravstva i socijalne politike Srednjobosanskog kantona za 2017. godinu), July 2018, Sarajevo, accessed on July 15, 2019, at: <http://vrifbih.ba/javni-izvj/Report.aspx?id=8895&langTag=bs-BA>

<sup>44</sup> FBiH Office for Audit of Public Institutions, Audit Report on Ministry of Health, Labour and Social Protection of the Herzegovina – Neretva Canton for 2017 (Izvjestaj o finansijskoj reviziji Ministarstva zdravstva, rada i socijalne zastite Hercegovacko – neretvanskog kantona za 2017), July 2018, Sarajevo. Accessed on July 15, 2019, at: <http://www.vrifbih.ba/javni-izvj/Report.aspx?id=8890&langTag=bs-BA>

<sup>45</sup> FBiH Office for Audit of Public Institutions, Audit Report on Western – Herzegovina Canton for 2017 (Izvjestaj o finansijskoj reviziji Zupanije Zapadnohercegovačke for 2017), September 2018. Accessed on July 15, 2019 at: <http://www.vrifbih.ba/javni-izvj/Report.aspx?id=8914&langTag=bs-BA>

BAM 258,169 for the work of public kitchens, but those funds were presented under budget line “grants to individuals”<sup>46</sup>.

The City of Banja Luka 2016 Audit Report<sup>47</sup> stated that Banja Luka had 416 local organizations, with 68 having the status of organizations of special interest for the City. That year, the City of Banja Luka had a regular public call for organizations to apply for this status, with 47 organizations applying. However, from the audit report it was not clear how many and which organizations were funded.<sup>48</sup> Recently, the Mayor of Banja Luka signed contracts with 29 organizations, which will be supported with a total of BAM 122,700<sup>49</sup>. These projects will support persons with disabilities, senior citizens, economic empowerment of women, educational needs of children at risks and social entrepreneurship, while also promoting development of CSOs. According to the Mayor of Banja Luka, this is within the framework of the project entitled “Banja Luka with a Human Face”.

The audit Reports for the Novi Grad Sarajevo Municipality<sup>50</sup> and City of Mostar<sup>51</sup> also warned that grants to citizens’ organizations presented in Exhibit X were distributed without any criteria.

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<sup>46</sup> FBiH Office for Audit of Public Institutions, Audit Report on Zenica City for 2018 (Izvjestaj o finansijskoj reviziji grada Zenica za 2018. godinu), July 2019, Sarajevo, p. 14. Accessed on July 15, 2019, at: <http://www.vrifbih.ba/javni-izvj/Report.aspx?id=9296&langTag=bs-BA>

<sup>47</sup> The Supreme Office for the RS Public Sector, Audit Report for City of Banja Luka for 2016 (Izvjestaj o provedenoj finansijskoj reviziji Grada Banja Luka za period 01.01.2016 – 31.12.2016.), Banja Luka, December 11, 2017. Accessed on July 15, 2019, at: [http://www.gsr-rs.org/static/uploads/report\\_attachments/2017/12/29/RI055-17\\_Lat.pdf](http://www.gsr-rs.org/static/uploads/report_attachments/2017/12/29/RI055-17_Lat.pdf)

<sup>48</sup> The current list of organizations of interest for the City of Banja Luka can be found at the following link below <http://www.banjaluka.rs.ba/wp-content/uploads/2018/05/UDRUŽENJA-OD-INTERESA-ZA-GRAD.pdf>

<sup>49</sup> <https://www.nezavisne.com/novosti/banjaluka/Udruzenjima-gradjana-vise-od-122000-KM-za-29-projekata/552242>

<sup>50</sup> FBiH Office for Audit of Public Institutions, Audit Report on the Novi Grad Sarajevo Municipality for 2015 (Izvjestaj o finansijskoj reviziji Opcine Novi Grad Sarajevo za 2015), June 2016, Sarajevo. Accessed on July 15, 2019 at: <http://www.vrifbih.ba/javni-izvj/Report.aspx?id=7581&langTag=bs-BA>

<sup>51</sup> FBiH Office for Audit of Public Institutions, Audit Report on the City of Mostar for 2015 (Izvjestaj o finansijskoj reviziji Grada Mostara za 2015. godinu), August 2015, Sarajevo. Accessed on July 15, 2019 at: <http://www.vrifbih.ba/javni-izvj/Report.aspx?id=7717&langTag=bs-BA>

**Exhibit 5: Examples of cantonal-level funding for local organizations in recent years, in BAM**

Canton or cantonal ministry	Posavina Canton (2018)	Tuzla Canton/ Ministry of Labor, Social Policy and Returnees (2017)	Sarajevo Canton/ Ministry of Labor, Social Policy, Displaced Persons and Refugees (2017)	Una Sana Canton Ministry of Health, Labor and Social Policy (2017)	Western Herzegovina Canton (2017)	Central Bosnia Canton (2017)	HNK/ Ministry of Health, Labor and Social Protection (2017)
Total amount distributed to local organizations	824,782	703,880	3,008,296	268,000	4,349,080	1,868,501 (canton)	n/a
Organizations working in the field of social protection	90,000	392,000 for MGs 59,880 for Child Week	1,922,596 - public kitchens 735,700 <sup>52</sup> – PWD CSOs	127,500 – PWD 42,000 for the safe house 10,500 for other CSOs	Govt.508,735 (not planned in the budget)	216,155 (ministry)	383,988 <sup>53</sup>

Source: Office for the Audit of Public Institutions, Audit report for the Posavina Canton for 2018; Ministry of Labor, Social Policy and Returnees for 2017; Sarajevo Canton Ministry of Labor, Social Policy, Displaced Persons and Refugees for 2017. Una-Sana Canton Ministry of Health, Labor and Social Policy for 2017; Western Herzegovina Canton for 2017; Central Bosnia Canton for 2017 and Central Bosnia Ministry of Health and Social Policy 2017 and Herzegovina – Neretva Canton Ministry of Health, Labor and Social Protection 2017.

<sup>52</sup> The Association of Blind Persons of the Canton Sarajevo received BAM 64,600; Association of Distrophic Persons of the Canton Sarajevo received BAM 49,000; Associations of Citizens with Multiplex Sclerosis received BAM 46,800; Association of Paraplegics and Polio Patients received BAM 50,600, Association of Deaf and Nearly Deaf Persons received BAM 57,600; Association of Polimylitis Patients, Patients with Brain and Spinal Cord Damage received BAM 49,000; Association of Cerebral and Polio Patients received BAM 47,700; Association “Oaza” received BAM 37,400 and Association of Persons with Disabilities of the Canton Sarajevo received BAM 28,800, while the remaining amount of BAM 195,200 for other organizations and BAM 110,000 for co-funding of projects was kept separately.

<sup>53</sup> “Home for Persons with Disabilities in Stolac” received BAM 159,996; Center for Children “Los Rosales” received BAM 105, 000; Rehabilitation Center “Holy Family” received BAM 96,000, and Cantonal Red Cross received BAM 22,992.

## Exhibit 6: Funding of local organizations by local governments, in BAM

City-Municipality	City of Zenica (2018 budget)	Banja Luka (2016 budget)	Sarajevo Novi Grad (2015 budget)	Mostar (2015 budget)
Total amount of funds distributed to local organizations	2,157,998	4,757,373	1,435,921	5,222,442
Organizations working in social protection	49,157	444,549	100,000 – a CSO project 100,000 - humanitarian org.	421,084 - CSOs

Source: Office for the Audit of Public Institutions, audit report for the cities of Zenica for 2018, Mostar for 2015, Sarajevo Novi Grad for 2015; the Supreme Office for the RS Public Sector Audits, Audit Report for the City of Banja Luka for 2016.

### International donors and organizations

The following section offers an overview of the major international donors and international organizations that work in Bosnia and Herzegovina, in the field of social protection and on the promotion of the rights of marginalized groups. These organizations, either provide grants to local organizations working with marginalized groups directly or subcontract them for the implementation of activities. Overall, in addition to the USAID, most KIs mentioned European Union (EU) and Swedish Embassy as the main donors for organizations working with marginalized populations.

**The European Union** is one of the main international funders in Bosnia and Herzegovina. Since 2008, the European Commission (EC) set up the “Civil Society Facility” to financially support the development of civil society, which is aligned with the EC enlargement strategy that emphasizes the “importance of civil society being able to play its role in participatory democracy”. Around EUR 1.8 million is estimated as direct support for CSO capacity development every year. Most recently during September – November 2018 the EC awarded grants under the call for proposals “Civil Society Facility and Media action for Bosnia and Herzegovina 2016-2017”<sup>54</sup>. The grants were intended to support networking of CSOs in the areas of social inclusion, education, social entrepreneurship, environment and climate change, and youth. Particular attention is paid to gender aspects and inclusion of minorities, as cross-cutting themes in all areas. In the immediate aftermath of catastrophic floods in BiH in 2014, the EU’s special assistance package of EUR 43 million was overwhelmingly focused on marginalized groups.

According to the EC Publication of Award document<sup>55</sup>, the following organizations working on advocacy and the promotion of marginalized groups’ rights were funded:

<sup>54</sup> <https://webgate.ec.europa.eu/europeaid/online-services/index.cfm?ADSSChck=1497601759500&do=publi.detPUB&searchtype=QS&orderby=upd&orderbyad=Desc&nbPubliList=15&page=1&aoref=154836>

<sup>55</sup> Ibid.

- Foundation for Local Democracy and Foundation “Lara” for Development of Social Entrepreneurship by CSOs
- Association of Amputees UDAS and Helsinki Parliament of Banja Luka Citizens and “Nešto više” from the Sarajevo for Communities of Different but Equal Citizens CDEC
- Foundation for Social Inclusion and Initiative for Better and Humane Inclusion (IBHI) for the Buildup for Social Inclusion Advocacy Platform in BiH
- “Prava za sve” and “Budućnost” Modriča for Education Reform to Secure Youth Employment through Enterprise-based Learning

Most grant amounts were between EUR 400,000 and EUR 500,000 and will be implemented over a 32-month period.

The Roma Education Fund (REF) initiated a regional project “Increased Education Opportunities for Roma Students and Roma Youth in Western Balkans and Turkey”. The intervention was supported by the EU with a EUR 3 million grant and an additional EUR 827,000 contribution by the REF<sup>56</sup>. The project commenced in February 2019. Over 320 Roma children and youth and their parents in Bosnia and Herzegovina will be beneficiaries of this three-year educational project aimed at improving the position of the Roma population and increasing their opportunities for completing quality education. While it is difficult to estimate the annual amounts due to the multiannual character of EU programming, our KI estimated that direct annual support for Roma is typically on the order of EUR 1.5-2.5 million.

The EU funds a regional project “Societies”<sup>57</sup>(2016-2019), which is implemented in Bosnia and Herzegovina by Caritas BiH. The project aims to build the capacity of local NGO service providers for persons with disability or provide other types of support. Six organizations from BiH were supported through this project. The project also supports the development of social entrepreneurship as a way to support financial sustainability of local organizations. In Bosnia and Herzegovina, six organizations received funding for social entrepreneurship. Caritas BiH also implements the EUR 459,776 IPA II funded cross-border project with Montenegro to promote employment of persons with disabilities. The envisaged timeframe for implementation is February 2018 through January 2020. The project is implemented in partnership with the FBiH Fund for Professional Rehabilitation of Persons with Disabilities and several local non-governmental organizations that work with people with disabilities.

The Project P.O.W.E.R.<sup>58</sup> is funded through IPA II Cross-Border Cooperation Program of Bosnia and Herzegovina – Montenegro. The total value of the project is EUR 459,776, out of which the European Union provided EUR 390,800. The project is implemented by Caritas BiH, in cooperation with the partners from BiH and Montenegro: Archdiocesan Pastoral Youth Center *John Paul II*, Association of Parents and Children with Special Needs “*Vedri osmijeh*”, Fund for Professional Rehabilitation and Employment of Persons with Disability of the Federation of BiH, Caritas of the Bar Archdiocese, Association of the Paraplegics of Bar, and Business Start-up Centre of Bar. The project will last for two years and it will be implemented on the territory of Bosnia and Herzegovina and Montenegro. The

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<sup>56</sup> <https://europa.ba/?p=61864>

<sup>57</sup> Apart from BiH, the project also covers Serbia, Kosovo, Albania and Montenegro

<sup>58</sup> <https://europa.ba/?p=55769>

POWER project will contribute to creating a better environment for people with disabilities, particularly in the area of education, employment, and raising public awareness.

The three-year (2017-2020) Regional Programme on Local Democracy in the Western Balkans (ReLOaD) is funded by the EU and implemented by the UNDP. As a regional initiative, ReLOaD is implemented in Albania, Bosnia and Herzegovina, North Macedonia, Kosovo, Montenegro and Serbia. The specific objective of the project is to strengthen partnerships between local governments and civil society in the Western Balkans by scaling-up a successful model of transparent and project-based funding of CSOs from local government budgets towards greater civic engagement in decision-making and improvement of local service delivery. The budget for this project is EUR 10 million – with EUR 8.5 million provided by the EU, and EUR 1.5 million is funded by local governments and the UNDP. It is expected that the CSOs will implement around 200 projects and offer improved and diversified services for over 38,000 citizens at the local level in six Western Balkans countries/territories. As this intervention does not focus on organizations working with marginalized groups but on civil society in general, it is not known how many such organizations will be supported.

**The Swedish Embassy** in BiH supports initiatives that increase the capacity and sustainability of civil society, independent media, and other actors for change working for democratic values and human rights. Currently, the Embassy funds and supports 12 projects related to marginalized populations with focus on youth employment and gender equality, and around SEK 173,000,000 (around EUR 16.2 million)<sup>59</sup> is earmarked for these projects.

In partnership with the International Bank for Reconstruction and Development, the Swedish Embassy supports an intervention (pilot project) named “Integrated Private Employment Services”. With the period of implementation from 2017 to 2021 and the budget of SEK 24,600,000 (around EUR 2.31 million), this intervention aims to improve employability of youth, women, and low-skilled workers in BiH. When it comes to youth, the Embassy also supports an initiative implemented by the Institution for Youth Development KULT with SEK 14,071,000 (around EUR 1.32 million). KULT has been working since 2017 on strengthening capacities of young politicians and leaders for more inclusive democratic processes. An intervention implemented by Mozaik since 2018, Collective Impact for Youth (with the SEK 7,300,000 budget (around EUR 686 thousand)), promotes youth participation and entrepreneurship. Swedish Embassy provides support to Mostar Rock School (budget SEK 1,040,000 (around EUR 98 thousand), duration: from 2017 to 2020) to work with youth in Mostar on improving social cohesion and decreasing interethnic tensions. The Embassy also supports the Child Protection Programme implemented by UNICEF with SEK 32,800,000 (around EUR 3.08 million), by providing core support under UNICEF BH Strategic Child Protection Pillar.

In terms of LGBTI rights, the Embassy has supported Sarajevo Open Center for their core activities. The organization has received SEK 5,900,000 (around EUR 554 thousand) from 2018 to 2020 to work on improving equality and social inclusion of LGBTI people in BiH.

The Swedish Embassy supports numerous interventions with the objective to improve status of women in BiH:

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<sup>59</sup> Oanda Currency Converter, accessed on September 09, 2019, at: <https://www1.oanda.com/currency/converter/>

- Standards and Engagement for Ending Violence against Women and Domestic Violence in BiH, implemented by the UN Women from 2016 to 2019<sup>60</sup> with the SEK 16,570,000 budget (around EUR 1.56 million); the intervention focuses on strengthening the institutional and social mechanisms to domestic violence in BiH;
- Support UN Women Strategic Note in BiH, implemented by the UN Women, with SEK 25,000,000 overall budget (around EUR 2.35 million), from 2019 to 2022; the intervention supports the implementation of the Gender Action Plan 2018-2021
- Women in Elections, implemented by the UNDP in BiH since 2017 (ends in 2020); this intervention focused on fostering political participation of BiH women at the state level has been supported with the SEK 17,000,000 (around EUR 1.6 million)
- Support to Women’s Civil Society in Improving Institutional Response to Gender-based Violence in BiH implemented by the Swedish organization Kvinna till Kvinna is provided with SEK 9,255,000 (around EUR 870,000) to work on strengthening women’s rights in BiH and ensuring adequate protection and access to justice of victims of gender-based violence; the implementation started in 2018 and ends in 2020
- The Atlantic Initiative has implemented an intervention focused on working with justice sector on addressing issues related to gender-based discrimination and violence against women (2017-2020, SEK 5,900,000 (around EUR 554 thousand))

Though their MATRA program and the Human Rights Fund, the **Netherlands’ Embassy in BiH** supports local organizations in achieving their human right goals. MATRA<sup>61</sup> is a program with an aim to support the transformation of societies and it is part of the Netherlands Fund for Regional Partnership of the Dutch Ministry of Foreign Affairs. The objective of MATRA is to contribute to social transformation by building a sustainable relationship between government and citizens in the areas of democracy, rule of law, and human rights. Over the years, the Embassy has supported interventions aiming to strengthen the rights of different marginalized populations - LGBTI rights, gender equality, media freedom, freedom of expression, non-discrimination, worker’s rights, and minorities’ rights. Since 2014 they have implemented an awareness-raising human rights campaign in Sarajevo, reaching other parts of the country through their online channels. Based on lessons they learned in their cooperation with local organizations, the Embassy now publishes open calls for proposals at the beginning of each year and local organizations are allowed to submit applications throughout the year. The Embassy is allocating funds ranging from BAM 50,000 to 150,000 per year. It is not possible to determine how large a portion of these funds is allocated to organizations supporting marginalized populations.

Good governance and gender equality are cross-cutting themes of the whole cooperation program of **the Embassy of Switzerland in Bosnia and Herzegovina**. The Embassy does not work with the marginalized populations or NGOs that are focused on vulnerable groups directly but through local development projects. The Integrated and Sustainable Local Development Project (ILDLP) funded by the UNDP, the Government of Switzerland and local governments, has been implemented since 2016 and supports the development of local strategic planning systems. The overall budget of this project is

<sup>60</sup> UN Women, Europe and Central Asia, ‘Ending Violence against Women’, accessed on September 03, 2019, at: <https://eca.unwomen.org/en/where-we-are/bosnia-and-herzegovina/ending-violence-against-women>

<sup>61</sup> MATRA stands for “maatschappelijke transformatie”, meaning “social transformation”.

USD 5,465,587. Within the ILDP, 50 municipalities and cities received assistance to carry out integrated and inclusive planning processes and create their comprehensive development strategies. The project supported some marginalized groups (self-employment of women from rural areas, strengthening social protection) by providing direct financial assistance for implementation of local priority projects in accordance with the development strategies of local communities.<sup>62</sup> So far, the project has had three phases, with the current one running until February 2021<sup>63</sup>.

Also, the Embassy of Switzerland in BiH supports the health authorities in BiH to develop a sustainable system of community-based mental health care that provides quality services for persons with mental health problems and takes measures to reduce risks of development of such problems among the population. The Mental Health Project in BiH has been implemented since 2010 and since then the project established 46 Community Mental Health Centers which provide effective and innovative services. The third phase of the project implemented from 2018 to 2022 has the CHF 5,336,000 budget (around EUR 4.9 million)<sup>64</sup>.

Furthermore, the Youth Employment Project (YEP), implemented by GOPA Consultants in partnership with public employment services, NGOs, and employers, focuses on improving the work of the public employment services and increasing access to employment services for disadvantaged youth. The project started in August 2007 and will run until March 2020. The most recent phase from 2016 to 2020 is funded with CHF 4,800,000 (around EUR 4.4 million). In addition, the Embassy of Switzerland in BiH (co-)funds projects implemented by local organizations through small grants. Eligible projects need to be innovative, small-scale, and relevant. Many of these small interventions support marginalized groups. There is also a separate line of small grants intended for women's organizations.

The **GIZ** in Bosnia and Herzegovina, under the Governance and Democracy pillar, implements the regional project "Social rights for vulnerable groups - SoRi", which was commissioned by the German Federal Ministry for Economic Cooperation and Development. It was implemented by the ministries of labor and social affairs and ministries of local self-government in the participating countries from 2015 to 2019 with the EUR 7,95 million budget. The project supports local multi-stakeholder outreach teams that map and provide services to most vulnerable members of their local communities. The teams comprise professionals from various local institutions, such as the centers for social work, NGOs, municipal centers or departments for social services, health workers, etc. The outreach teams' assignment is to improve the status of the most vulnerable groups on a local level and to improve the cooperation among various local institutions and NGO sector. In Bosnia and Herzegovina, this intervention is focused on the north-eastern part of the country (Bijeljina, Tuzla, Brčko).

The **German Embassy** supported the Foundation for Social Inclusion with the implementation of the project "Role of Marginalized Groups in the Reconciliation Process in Bosnia and Herzegovina", which was implemented over a period of eight months<sup>65</sup>. The contract was signed in October 2018, and the budget for the project is EUR 49,795. On January 1<sup>st</sup>, 2019, the German NGO Help started implementation of the project "Support to Socio-economic Stability of the Western Balkans Region 2019-2020" funded by the Government of the Federal Republic of Germany through the Stability Pact for the South Eastern

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<sup>62</sup> <http://www.vladars.net/sr-SP-Cyrl/Vlada/media/vijesti/Pages/Odrzana-23.-sjednica-Vlade-Republike-Srpske.aspx>

<sup>63</sup> [https://www.swissinbih.ba/upload/documents/05\\_Project\\_Factsheet\\_EN.pdf](https://www.swissinbih.ba/upload/documents/05_Project_Factsheet_EN.pdf)

<sup>64</sup> Oanda Currency Converter, accessed on September 09, 2019, at: <https://www1.oanda.com/currency/converter/>

<sup>65</sup> <http://www.sif.ba/dok/1558096639.pdf>



Europe, and co-funded by the municipalities participating in the project. It is implemented in the municipalities of Travnik, Vareš, Ljubinje, and Berkovići. Potential beneficiaries are all unemployed persons from socially vulnerable categories of the population with sound business ideas for starting or developing independent business activities<sup>66</sup>. The project aims to support 200 individuals with an average amount of EUR 2,000.

In 2016, the German NGO **Arbeiter-Samariter-Bund (ASB)**, through the EU Delegation Serbia, funded a regional project<sup>67</sup>, created the regional “IRIS” network of 200 local NGO service providers (20 in Bosnia and Herzegovina) working with marginalized groups in seven countries in the region. Since August 2018, the organization started the Social Dimension Initiative, to advocate for strengthening of the social dimension of the EU accession process in the Western Balkans, and build a platform for development of future projects in this field. The organization was behind the initiative<sup>68</sup> to sign the Declaration on improving social policy in the Western Balkans on 6 November 2018, when all ministers for social policy in the region confirmed the European Pillar of Social Rights as the guide for aligning the region’s labor markets and welfare systems with the EU. Through this initiative, around 200 ready-to-be-funded social project ideas from 65 municipalities and nominated by the line ministries from Western Balkan countries will be developed with the ASB national partners’ mentorship. The regional portfolio will be prepared for fundraising and also as an advocacy tool for enhancing funding opportunities in the social sphere<sup>69</sup>.

**World Vision** in BiH works with local communities to promote the rights of marginalized groups and their inclusion. Their work is mainly focused on children, but also on youth and parents. Children from vulnerable families, children with disabilities, victims of violence and trafficking, and Roma are in the focus of their activities. Their work is concentrated in rural areas where there are few opportunities or donor interventions. They also work on connecting institutions at different government levels to address issues related to human trafficking and migrants. Their core budget is provided by World Vision International, while they also compete for additional donor funding. Their donors in the past included the EU, for Roma projects. Often they work in partnership with the OSCE and the Council of Europe.

The **Council of Europe** implements the regional EU-funded project “ROMACTED”, which started in May 2017 and will last 36 months, with the overall budget of EUR 3,7 million. The project teaches local authorities how to access available funding (i.e. international donor funding, or IPA funding). They also work with Roma communities to build their capacities (i.e., for writing project proposals, carry out advocacy interventions), promote their political participation, and they support Roma NGOs with grants. The current phase of the project ends in April 2020, but it will be funded by the EU and the Council of Europe for another three years. At the next stage, Roma women will be more in focus, probably through a separate project component, and the project should expand territorial coverage (currently the project works in 10 municipalities).

As a part of the EU and CoE Joint Program Framework “Horizontal Facility for the Western Balkans and Turkey” in May 2019 the CoE began the campaign “Strengthening the protection of national minorities in BiH”, with a budget of EUR 418,000. Under this project, the CoE supports local self-governments with

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<sup>66</sup> <http://www.help.org.ba/news/soe03-17-support-to-socio-economic-stability-in-the-western-balkans-region-2019-2020/>

<sup>67</sup> <https://www.asb-see.org/wp-content/uploads/2016/07/Improving-the-provision-of-Social-Service-Delivery-in-South-Eastern-Europe-through-the-empowerment-of-national-and-regional-CSO-networks.pdf>

<sup>68</sup> The conference was hosted by Serbia’s Ministry of Labor, Employment, Veterans and Social Affairs and gathered all ministers in charge of social policy from the Western Balkan region.

<sup>69</sup> <https://asb-see.org/social-dimension-initiative-mentoring-support-training/>

grants, while they are required to work with local NGOs. The aim is to reach out to national minorities (including Roma). In addition, the CoE is currently designing an intervention that would support LGBTI rights in the country.

**Care International in Bosnia and Herzegovina** supports women's rights by supporting women's agricultural cooperatives. Also, Care supports Roma women activists in policy dialogue, accessing their rights, and implementing interventions with Roma and other marginalized women. The organization works on prevention of gender-based violence by working with young men on deconstructing social norms related to masculinity. The Women Economic Empowerment Project aims to foster the economic participation of marginalized and women vulnerable to violence in BiH by enabling them to exercise rights, compete on the labor market and start-up their own businesses through building their skills and capacities and ensuring their economic participation. This includes vocational training, business advisory support, and financial assistance to women. The Care International works in partnership with and builds capacity of the women local organizations Bolja Buducnost, Lara from Bijeljina and Duvanjske from Tomislavgrad women in BiH.<sup>70</sup>

**UNICEF in BiH** focuses on children rights, with a special focus on the most disadvantaged and children from marginalized groups. Their program activities are in the area of healthcare and early childhood development, education, child protection, and social protection and inclusion, and they work in partnership with governments and non-governmental organizations. Currently, the organization works on developing its program for the next five years. Because BiH is a middle income country, UNICEF is more focused on working with institutions and strengthening of the legislative framework and mechanisms<sup>71</sup>. UNICEF is planning to support development of a new action plan for children with the focus on marginalized children and children at risk and on budgeting for children. Their future work will also include youth, with the aim of strengthening their participation in decision-making processes and advocacy<sup>72</sup>. According to KIIs, UNICEF receives 50 percent of the needed funding from the UNICEF HQ, while the rest is secured from donors. UNICEF's main donors in BiH are the embassies of Switzerland, Sweden, and Norway, and the EU.

**The Open Society Fund** currently supports interventions aimed at improving status of Roma and LGBTI. This organization invests considerable sources in Roma resources center, Roma web site UDAR, and scholarships for Roma primary and secondary students, and support for Roma organizations mostly through small grants scheme. When it comes to support for LGBTI, they support Sarajevo Open Center for their core activities. Annually, they invest between EUR 36-45,000 for LGBTI, and about EUR 250,000 for interventions supporting Roma.

Through donations of the governments of Luxembourg and Sweden, the **European Bank for Reconstruction and Development (EBRD)** in Bosnia and Herzegovina implements the regional project "Women in Business in Western Balkans" in partnership with Unicredit Bank Banja Luka<sup>73</sup>. The project works with women-led SMEs to help promote women's participation in business, i.e., from

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<sup>70</sup> Accessed on September 03, 2019 at: <https://www.care.at/projects/bosnia-and-herzegovina-womens-economic-empowerment-bih946/>

<sup>71</sup> In 2018, the RS Ministry of Health and Social Protection Audit Report for 2018 received a grant from UNICEF of BAM 27,630 for Coordination of UNICEF Project Activities (Izvjestaj o provedenoj finansijskoj reviziji Ministarstva zdravlja i socijalne zaštite RS, p. 11, accessed on September 03, 2019 at: [http://www.gsr-rs.org/static/uploads/report\\_attachments/2019/04/17/R1017-19\\_Lat.pdf](http://www.gsr-rs.org/static/uploads/report_attachments/2019/04/17/R1017-19_Lat.pdf)).

<sup>72</sup> Regarding youth, there is an initiative called "Generation Unlimited" at the UN level, which UNICEF is part of.

<sup>73</sup> <http://www.ebrdwomeninbusiness.com/?s=about>

accessing finance to business advice. They also provide access to finance through credit lines to local banks dedicated to women-led SMEs, along with business advice to help businesses become more competitive. Furthermore, the project offers training, mentoring and other support to enable women entrepreneurs to share experiences and learn from each other as peers. The project “Promoting inclusion of People with Disabilities into Society in BiH” is funded by **the Embassy of the Czech Republic in BiH** with a total anticipated budget of CZK 7,368,625 (approximately EUR 285 thousand)<sup>74</sup>. The project was implemented from 2016 to 2018 with an aim to contribute to better integration of disabled persons into BiH society. Also, the Embassy of the Czech Republic works on increasing the capacity of non-profit organizations in the area of access to social rights and social protection from 2018 to 2020. The budget for this project is approximately EUR 700,000 and implementing partner is Care International.

In September 2018, the **Westminster Foundation for Democracy** launched a three-year Western Balkans Democracy Initiative to create an environment where women can participate meaningfully in politics in Bosnia and Herzegovina.

**The OSCE Mission to BiH** also invests considerable efforts to assist marginalized populations in BiH. They do so by facilitating incorporation of gender equality principles in political parties’ policies and programs, gender responsive budgeting in local self-government units’ budgets, supporting BiH authorities in meeting quotas according to law on elections, and facilitating implementation of laws on domestic violence. The Mission is also working with the BiH Roma Advisory Board and Ministry of Human Rights and Refugees on addressing issues facing Roma population in BiH, including housing, health, education, political participation, and discrimination and prejudice. OSCE allocates EUR 10,000 of direct assistance to Roma associations annually. Youth are another marginalized category in their focus, and the Mission is working on prevention of radicalization and violent extremism, hate crimes, hate speech, segregation, and corruption among BiH youth.

Exhibit 7 presents the overview of the main donors that provide support to marginalized categories and of the marginalized groups each of them focuses on. Five of these donors are also working on CSO capacity building (see the “CSO capacity building” column). The exhibit also shows how much funding different donors allocate for marginalized populations (see the column “Funds”). For most donors, these amounts are based on the estimates made by KIs.

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<sup>74</sup> <https://www.i.oanda.com/currency/converter/>

## Exhibit 7: Overview of donor funding for marginalized populations

Donor	Marginalized Groups	CSO Capacity Building	Funds (in EUR)
European Union	Children, women, PWDs, Roma, LGBTI	Yes	For every year of IPA: 1.5-1.8 million for all marginalized groups 1.5 to 2.5 million for Roma
Swedish Embassy	Children, youth, women, LGBTI	No	13.4 million (ongoing interventions)
Dutch Embassy	Roma, women, PWDs	No	25,000-75,000 per year
Swiss Embassy	Youth, people with psychological disorders, women	No	9.3 million (for four-year interventions)
GiZ	Roma - street children	No	7.95 million (for four-year regional interventions)
German Embassy	PWDs, unemployed persons from socially vulnerable categories	Yes	450,000 (2018 and 2019)
Arbeiter-Samariter-Bund (ASB)	Roma, women, mine victims, social assistance users	Yes	6 million for Roma More than 25,000 for women (in the last 5 years)
World Vision	Children, youth, parents, Roma, children with disabilities	No	-
Council of Europe	Roma, national minorities, LGBTI*	No	4,2 million for current interventions (3.7 million for Roma, EU-funded intervention, regional)
Care International	Women, Roma	Yes	-
Unicef	Children, youth*, migrants	No	-
European Bank for Reconstruction and Development	Women	No	-
Czech Republic Embassy	PWDs	Yes	1,020,000 (in the last 5 years)
OSCE Mission to BiH	Women, Roma, Youth	No	10,000 per year (for Roma directly)
Open Society Soros	Roma, LGBTI	No	36-45,000 (for LGBTI) 250,000 (for Roma) per year

Exhibit 8 lists the array of problems facing marginalized populations which are receiving international donor assistance. When analyzing issues facing Roma, it is important to keep in mind that this minority group represents a category of population excluded on multiple grounds – in terms of labor, political and civic participation, education, adequate housing, and access to health care. Moreover, Roma are at higher risk to become victims of human trafficking. At the moment, quite a few international donors provide funding for interventions addressing Roma issues, with education being in the spotlight for most of them (EU, Open Society Fund, OSCE, Swiss Caritas, Unicef). Several donors also work to improve political and civic participation and housing issues of Roma. Besides, some donors work on building capacity of Roma organizations, while a rather smaller portion of assistance is going for strengthening Roma labor participation, access to health care, and anti-human trafficking initiatives.

When it comes to youth, unemployment, emigration, and poor quality education represent the major issues facing this category. Several donors are focused on improving the position of young people on the labor market (EU, Swedish Embassy, Swiss Embassy). In addition, government institutions fund youth employment programs throughout the country. In the following period, EU will be focusing on improving quality of education at all levels. Since emigration is a consequence of other problems facing youth, rather than an isolated problem, interventions focused on improving other issues, such as employment, also address youth emigration.

Our data indicates that there are only three local organizations focusing on LGBTI rights. The largest, Sarajevo Open Center, receives core funding support from multiple donors. According to information we gathered, there are no donors working on building new CSOs that would work in this area. We also found that government institutions do not fund LGBTI organizations.

With regard to women, several donors are focusing on employment of women (Swedish Embassy, Swiss Embassy, Care International, EBRD), political and civic participation (Swedish Embassy, OSCE, CoE), and particularly on gender-based violence (FBiH, Swedish Embassy, Dutch Embassy, Care International, ASB). However, most of these interventions are implemented by international organizations, e.g., UN Women, OSCE, Council of Europe, and not by local organizations. In addition, except the EU, we did not find that any donors focused on supporting local women CSOs. Two KIs expressed a concern that the support for women's organizations considerably dropped in recent years and that, consequently, many women's organizations closed. The Association Zene zenama which, according to a KI, was one of the strongest women associations that had been active for twenty years, is just one such example.

When it comes to persons with disabilities, several donors provide assistance to this category – the EU, Netherlands' Embassy, Czech Embassy, Unicef, and ASB. However, only the Czech Republic supported deinstitutionalization of PWSs. Of all donors, only the Swiss Embassy has an intervention in the field of mental health, but its focus is on expanding institutional capacities rather than working with local organizations active in this field. For their part, the competent entity ministries allocate funds to local organizations working with PWDs, but do not focus on specific issues facing these populations; they prefer to fund their core activities, provide them with free premises and/or pay for their utilities.

## Exhibit 8: Overview of donor funding for marginalized populations by area of intervention

MARGINALIZED CATEGORY	DONORS INVOLVED
YOUTH	<b>Labor market participation:</b> EU, Swedish Embassy, Swiss Embassy <b>Education:</b> EU <b>Political/civic participation:</b> Swedish Embassy, Unicef <b>CSO development:</b> EU
WOMEN	<b>Labor market participation:</b> Swedish Embassy, Swiss Embassy, Care International, EBRD <b>Gender-based violence:</b> FBiH, Swedish Embassy, Dutch Embassy, Care International, ASB <b>Political/civic participation:</b> Swedish Embassy, OSCE, CoE <b>CSO development:</b> EU
PERSONS WITH DISABILITY	<b>Labor market participation:</b> EU, Dutch Embassy <b>Education:</b> EU <b>Deinstitutionalization:</b> Czech Embassy <b>CSO development:</b> EU, Unicef, ASB
ROMA	<b>Labor market participation:</b> Care International <b>Education:</b> EU, Open Society Fund, OSCE, Swiss Caritas, Unicef <b>Political/civic participation:</b> Council of Europe, Care International, EU <b>Housing:</b> EU, OSCE, ASB <b>Access to health care:</b> OSCE <b>Human trafficking:</b> Dutch Embassy <b>CSO development:</b> EU, Council of Europe
LGBTI	<b>Support for core activities:</b> Swedish Embassy, Open Society Fund, European Union

## Conclusions

International donor funds are the main sources of funding for the local NGO sector in BiH. Since donor funds have been decreasing in recent years, BiH has become a highly competitive environment for fund-raising. The fact that many local organizations have low capacities to raise funds in such an environment is combined with the necessity to compete with highly competent international organizations. Most donors tend to partner with a limited number of larger NGOs, leaving small NGOs without opportunities to raise funds for their activities. Moreover, donor funding is often provided for short-term interventions, which leaves local organizations hard pressed for stable revenue sources. It is important to note that local organizations are insufficiently transparent when it comes to financing.

Many local organizations report low fund-raising capacities as their main obstacle when it comes to access to funds, and this may be particularly relevant for smaller organizations serving PWDs. However, another issue is that donors perceive that smaller organizations do not have capacities to implement their interventions and hence they do not give them opportunities to show their capacities.

Local organizations employ different strategies to address the fund-raising issues in the BiH environment. One of the often mentioned strategies is adapting the programs to ever-changing donor strategies. Some organizations are also turning toward attracting support of private companies, and concepts of social entrepreneurship and income diversification have been the focus of few organizations. Local organizations rarely collect funds from membership fees, facilitate corporate or other forms of volunteering, or organize community fund-raising events.

Although the funding for local organizations is provided from all levels of government, BiH does not have a framework for transparent funding of civil society organizations. Transparency is an issue when it comes to CSO financing for government institutions at all government levels. At the state-level, BiH Ministry of Human Rights provides funding to CSOs working with marginalized populations. At the entity level, the RS allocates funding for the organizations of public interest, while about 14 organizations in the FBiH receive regular financing from competent entity ministries. However, governments often disburse funds without clear criteria, and are more likely to finance veterans' or sports organizations than organizations supporting marginalized groups. Also, governments either tend to provide considerable and continuous funding to limited number of local organizations, or they award small and insufficient funds to all organization that apply to public calls. They rarely or evaluation interventions for which they provide funding. Our analysis indicates that local organizations working with marginalized populations receive a small portion of the overall government funding allocated to local organizations.

International donors provide substantial funding to local organizations supporting marginalized groups. European Union, USAID, and Swedish Embassy are the primary donors in this field. International donor support is mainly directed through the UN agencies and other international organizations which implement projects directly. Some of these internationally funded programs provide grants and capacity building support to local organizations, while some local organizations are subcontracted for project implementation activities. In terms of support to marginalized populations, most international donors concentrate on Roma issues, and the base of donor support to LGBTI organizations is significantly narrower. As for the assistance to Roma, the lowest focus is on improving their labor participation. Numerous donors are involved with women's issues, but mainly not through local organizations. Although several donors and government institutions support youth employment initiatives, youth unemployment is an issue facing a large portion of youth population and there is room for additional donor involvement. Similarly, new interventions are necessary to help improve conditions for persons with disabilities, most pertinently their labor market participation, education, and deinstitutionalization. Only a few donors support LGBTI organizations, and there is a need for building broader and stronger LGBTI CSO sector in the country.

## ASSESSMENT QUESTION 2: CHANGES IN STATUS OF MARGINALIZED POPULATIONS

### Has the status of marginalized populations improved over the last five years?

Most KIs agree with the USAID/BIH's definition of marginalized populations which includes youth, women, PWDs, Roma, and LGBTI. However, several KIs noted that some other groups could be added to this list. This include persons from rural areas, children, elderly, and migrants. However, this report focuses solely on five marginalized categories envisaged in the current USAID's program for marginalized groups – Marginalized Populations Support Activity.

### Youth

The entity legislation defines **youth** as the persons aged 15–30. According to the Labor Force Survey (LFS)<sup>75</sup> data (Agency for Statistics, 2018), the youth (15-24) employment rate improved by 6 percentage points between 2016 and 2018, but is still extremely low at 19.7 percent. In the same period, the youth unemployment rate decreased substantially, by 16.6 percentage points, and came down to 38.8 percent in 2018. However, it is necessary to be cautious when interpreting this data. Namely, employment and unemployment rate are calculated in relation to size of the working age population (persons older than 15 years of age in the population) and the labor force (employed and unemployed population members), which could be affected by emigration.

The share of young people not in employment, education or training dropped from 27 percent in 2014 to 24.3 in 2017, but remains very high, indicating that a substantial number of young people are disengaged from both the education system and the labor market. On the other hand, the gender employment gap for young people increased by 4 percentage points since 2016 to 13.5 percent in 2018. As regards the youth who have jobs, recent in-work poverty estimates<sup>76</sup> based on 2015 HBS income data suggest that young people are more exposed to the risk of in-work-poverty than any other age group. For the 18-24 year-olds, the incidence of in-work-poverty is 31.4 percent, and it decreases gradually as the age increases, down to 25 percent for the 55-64 age group. Also, aside from the old-age workers, the youngest workers are most likely to be informally employed<sup>77</sup>. All this suggests that the youth are in a very vulnerable position in the labor market.

The entity youth legislation and youth policies had been enacted earlier and there have been no significant legislative nor general policy changes in the last five years. However, in the meantime three cantonal governments in the FBiH enacted youth strategies. The most recent Youth Strategy was adopted by the Canton Sarajevo for the 2019-2023 period. In addition, in May 2019 the RS Government adopted the Draft Strategy for Improvement and Development of Volunteering in the RS for 2019-2023 period. The strategy emphasizes development of local services for volunteering, promotion of volunteering among

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<sup>75</sup> Agency for Statistics of Bosnia and Herzegovina, Labor Force Survey 2018, Thematic Bulletin 10, 2018a. Accessed on 1 March 2019 at: [http://www.bhas.ba/tematskibilteni/LAB\\_00\\_2018\\_YI\\_0\\_HR.pdf](http://www.bhas.ba/tematskibilteni/LAB_00_2018_YI_0_HR.pdf)

<sup>76</sup> Obradovic, Nikolina, Jusic, Mirna, Oruc, Nermin (2019). ESPN Thematic Report on In-work poverty – Bosnia and Herzegovina, European Social Policy Network (ESPN), Brussels: European Commission

<sup>77</sup> Oruč N. and Bartlett, W., Labour Markets in the Western Balkans: Performance, Causes and Policy Options, Regional Cooperation Council, Sarajevo 2018, p. 14



high school students and facilitating private sector's support to volunteering activities with the aim of fostering intergenerational solidarity and development of entrepreneurship<sup>78</sup>.

Public employment services in both entities continue to support youth through youth employment programs. The RS Public Employment Service (PES) funds salaries for university-educated unemployed youth who need to gain their first work experience ("internships") in order to obtain professional certifications. In 2019, the RS government allocated BAM 5,974,626 to assist 770 university-educated young people in this regard<sup>79</sup>. The Program for employment of children of fallen soldiers, demobilized soldiers, and disabled war veterans "Together Towards Employment" has been funded since 2012. The first component of the program envisages subsidies for self-employment of children of fallen soldiers. In 2019, the RS PES allocated BAM 592,000 for this purpose, or BAM 8,000 per beneficiary<sup>80</sup>. Last year, the RS government commenced launched a program for the development of youth entrepreneurship (up to age 35), which has been implemented by the RS Public Employment Services under the name "Start-up Srpska". The initial financial support of BAM 1 million was provided by the Government of the Republic of Serbia<sup>81</sup>, and which was matched by the equal amount of funding from the RS Government. More recently, the Government of Serbia provided additional support of EUR 1,000,000 within the framework of the Special Parallel Relations between the RS and the Republic of Serbia<sup>82</sup>. The aim of this program is to employ 114 young people<sup>83</sup>.

Similarly, the FBiH government policy towards youth has been primarily focused on support to employment, i.e., "the First Job Experience" and support for entrepreneurship, which is implemented by the FBiH Employment Institute in cooperation with the cantonal public employment services. The First Job Experience envisages subsidies for employers who hire an unemployed young person. Employers are reimbursed BAM 330 for the cost of social insurance contributions and one part of the salary for a period of 6 months (for those with high school), and BAM 360 for 12 months for those with university-level education. Subsidies for unemployed young women are 10 percent higher. According to the FBiH Audit Office<sup>84</sup>, during 2017 the FBiH distributed BAM 1,873,045, of which BAM 1,401,519 was allocated for financing contracts with employers signed that year and BAM 471,526 was earmarked for funding the contracts signed during the previous year. During 2017, PES signed 568 contracts with employers, worth a total of BAM 3,428,400, and 1,010 young people were employed. Still, in 2017, BAM 6,705,259 of the funds the FBiH PES earmarked for this purpose remained unallocated. Young people in the FBiH could also benefit from the "Start-up", a self-employment co-funding program, but the audit report did not provide disaggregated information on the beneficiaries for that year. In 2019, the FBiH planned BAM 3,000,000 for youth start-ups, to support each start-up with KM 420 per month for 12 months if they employed a previously unemployed person, while in cases of individual self-employment, this amount will be increased by 10 percent<sup>85</sup>.

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<sup>78</sup> <http://www.vladars.net/sr-SP-Cyrl/Vlada/media/vijesti/Pages/Odrzana-19.-sjednica-Vlade-Republike-Srpske.aspx>

<sup>79</sup> [http://www.zzzrs.net/index.php/vijest/za\\_zaposljavanje\\_oko\\_6.800\\_lica\\_izdvojeno\\_30\\_miliona\\_km/](http://www.zzzrs.net/index.php/vijest/za_zaposljavanje_oko_6.800_lica_izdvojeno_30_miliona_km/)

<sup>80</sup> [http://www.zzzrs.net/index.php/vijest/za\\_zaposljavanje\\_oko\\_6.800\\_lica\\_izdvojeno\\_30\\_miliona\\_km/](http://www.zzzrs.net/index.php/vijest/za_zaposljavanje_oko_6.800_lica_izdvojeno_30_miliona_km/)

<sup>81</sup> <http://www.vladars.net/sr-SP-Cyrl/Vlada/media/vijesti/Pages/vladapres14319.aspx>

<sup>82</sup> <http://www.vladars.net/sr-SP-Cyrl/Vlada/media/vijesti/Pages/Odrzana-21.-sjednica-Vlade-Republike-Srpske.aspx>

<sup>83</sup> [http://www.zzzrs.net/index.php/vijest/za\\_zaposljavanje\\_oko\\_6.800\\_lica\\_izdvojeno\\_30\\_miliona\\_km/](http://www.zzzrs.net/index.php/vijest/za_zaposljavanje_oko_6.800_lica_izdvojeno_30_miliona_km/)

<sup>84</sup> FBiH Office for Audit of FBiH Institutions, Report on Financial Audit of FBiH Employment Institute for 2017 (Izveštaj o finansijskoj reviziji FBiH zavoda za zapošljavanje za 2017. Godinu), Sarajevo, September 2017. Accessed on July 29, 2019 at: <http://www.vrifbih.ba/javni-izvj/Report.aspx?id=8998&langTag=bs-BA>

<sup>85</sup> FBiH Federal Employment Institute, Programme for Co-financing of Self-Employment „Start Up“ 2019, Sarajevo, December 2018. Accessed on July 28, 2019 at: [http://www.fzzz.ba/portal/ckFinderFiles/files/Projekti/2019/Start%20up%202019\(1\).pdf](http://www.fzzz.ba/portal/ckFinderFiles/files/Projekti/2019/Start%20up%202019(1).pdf)

Some KIIs expressed doubts about effectiveness of self-employment promotion measures. The main cause for reservations is the concern that whether a business started by a young person without any experience in a poor business environment can stand a realistic chance of being effective.

*For example, a young person aged 25, with a law degree, registered as unemployed for three years and without any work experience, all of a sudden needs BAM 5,000 to open a business or to register a self-employment activity... It is insane to model this measure across all PESs and expect young persons without any experience to start a business in a country with such a business environment. Then somebody says that this is excellent and the government decides to provide additional funding... - A representative of a non-grantee organization*

Closely related to the position of youth in the labor market is the issue of the quality of education in the country. Skills mismatches between education and labor market needs exist in VET and higher education and are reflected in high levels of structural unemployment. However, indicators that would provide a better indication of the quality of education in the country are not available<sup>86</sup>.

Representatives of government institutions, international and local organizations and majority of online survey respondents perceive that situation of youth has improved, at least slightly or moderately. Online survey respondents stated that youth situation improved in terms of increased government awareness and understanding of their issues (83 percent perceive improvements), policy development (77 percent), improved citizens' perceptions (79 percent), improved media reporting (86 percent), and increased number of CSOs supporting these groups (90 percent). However, youth who participated in the FGD have not noticed such changes and voice that government does not care about youth.

According to survey data, with regard to the work of PESs, the Youth Survey<sup>87</sup> found that, regardless of youth employment status, 89 percent of young people stated that they did not receive any advice, help, or assistance related to job searches from employment services. In fact, only 4 percent of youth reported receiving job search assistance, while even fewer (3 percent) had the opportunity to participate in job

*"The good thing is that we never had more projects for youth, i.e., education, mentoring, start-up mania, competitions, etc. Every day there is something going on, at least in Sarajevo. Though, there is less choice in smaller towns. But the problem is that newer generations of youth are ever more disinterested. This is because the available projects do not offer labor market skills. In effect, all that training and certification leads to greater marginalization." ... - A representative of a non-grantee organization*

training programs, or receive guidance on education and training opportunities (2 percent). There are indications pointing to a lack of initiative of young people to make use of available services.

According to the National Survey of Citizens' Perceptions, unemployment remains the main issue facing youth in the country. However, in 2018 a lower share of youth reported

unemployment as their primary issue compared to previous survey rounds (see Exhibit 8). One-half of youth respondents stated that they were considering leaving BiH in 2018; this percentage was much lower than in 2015 but slightly higher than in 2016 and 2017, when 45 percent of youth were considering leaving BiH. Not surprisingly, the lack of employment has consistently been the leading reason for the youth to leave. According to the 2018 National Youth Survey in BiH, youth residing in rural areas are particularly vulnerable to unemployment and emigration as they have lower educational attainment, apply to fewer

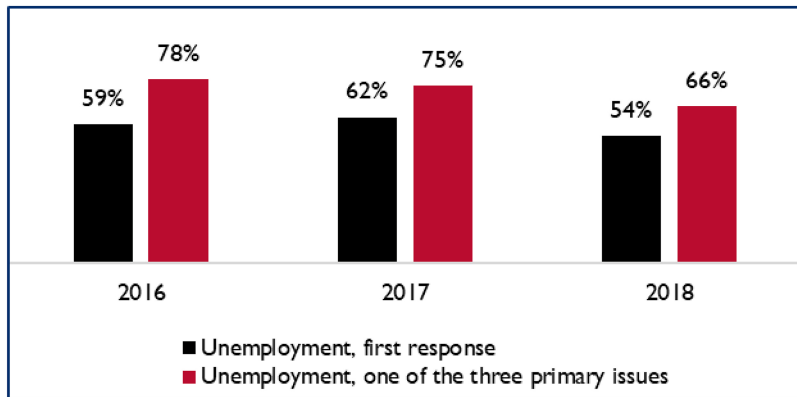
<sup>86</sup> BiH participated in the OECD's Program of International Student Assessment for the first time in 2018, and the results will be available at the end of 2019.

<sup>87</sup> Youth Survey, MEASURE-BiH, 2018, p. 40

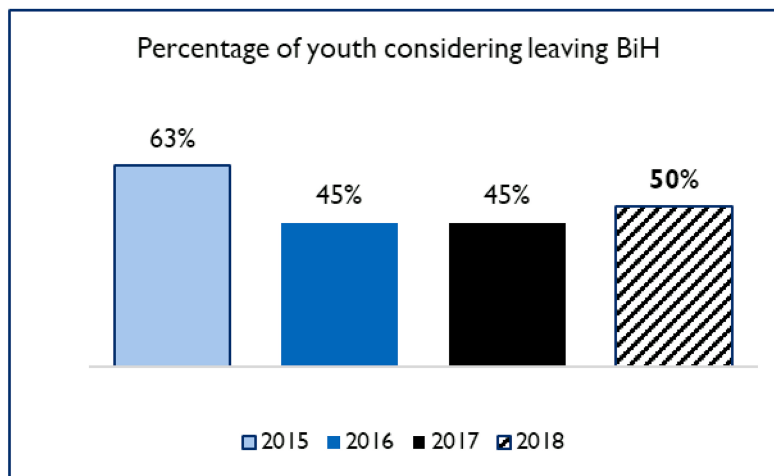
jobs, go to fewer interviews, and are more likely to consider emigrating due to unemployment compared to youth living in urban areas.

According to NSCP-BiH, civic participation among youth has not changed since 2016, and remains about 10 percent. On the other hand, their political participation dropped from 33 percent in 2016 to about 25 percent in 2017 and 2018. NYS 2018 suggests that hopelessness affects youth political and civic participation, as they often feel they cannot change their political situation or influence decisions in their communities.

**Exhibit 9: Percentage of BiH youth identifying unemployment as their primary issue versus percentage of youth identifying unemployment as one of three primary issues**



**Exhibit 10: Percentage of young people considering leaving the country, comparison by NSCP round**



## Women

BiH is a signatory of all important international documents in the realm of **women's** human rights. The gender equality action plan at the state level and corresponding entity action plans were adopted in 2018 and apply to the 2018-2022 period. BiH also adopted a countrywide action plan for the implementation of the United Nations Security Council Resolution 1325 and related documents on women, peace and security. The Council of Europe Convention on Prevention and Combating Violence against Women and Domestic Violence (the Istanbul Convention) was ratified in 2014, and BiH adopted the Framework Strategy for Implementation of the Convention on Prevention and Combating Violence and Domestic Violence 2015–2018<sup>88</sup>, and related entity strategies. However, the implementation of both policy and legislation remains weak. The entity laws on domestic violence are not fully harmonized with the Convention, while the existing legislation is not effectively implemented<sup>89</sup>. Also, the gender impact assessments of policy and legislative processes have not been carried out, despite being required by law.

Women in BiH are underrepresented in politics, public life, and labor market, and gender issues are only partially and imperfectly addressed in BiH education system<sup>90</sup>. Although the most recent LFS data<sup>91</sup> shows that women's employment rate since 2016 has increased by 2.6 percentage points, while the unemployment rate declined by 9.7 percentage points, down to 20.3 percent in 2018, the relative position of women remains rather unchanged. The activity and employment rates of women are significantly lower than for men – the activity rate for women aged 15 and older was only 31.4 percent compared to 53.2 percent for men, while women's employment rate was only 25 percent, compared to 44.1 percent for men in 2018<sup>92</sup>.

The underrepresentation of women in the labor market, within a system of social protection that relies primarily on social insurance, reinforces the male breadwinner model and women's dependent status within the family.<sup>93</sup> This connects not only to pension rights, but also to health insurance, which women can claim on the basis of their dependent status. This also inevitably translates into increased financial pressure on the country's social security system, in which women contribute to the social insurance system at lower rates, while claiming pension survivor benefits in high numbers. On the other hand, many women from the marginalized groups, such as women with disabilities, some women from rural areas, or Roma women, do not have access to basic rights.<sup>94</sup>

From political and labor market underrepresentation to gender stereotyping, the overall situation of women in BiH requires a more systematic approach across all sectors to achieve full equality. So far, only partial policies have been implemented that may have only a limited impact. For instance, the entity public employment services implement measures to promote employment of hard-to-employ categories, including women. Through the RS Public Employment Services, the RS government supports employment and self-employment of hard-to-employ categories, i.e., persons aged 40 and older, women victims of family violence, women victims of war torture, and women from rural regions. Likewise, in the FBiH, the Public Employment Institute supports employment of persons over 40 years of age, as well as of women

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<sup>88</sup> [https://arsbih.gov.ba/wp-content/uploads/2015/10/CAHVIO\\_Strategija.pdf](https://arsbih.gov.ba/wp-content/uploads/2015/10/CAHVIO_Strategija.pdf)

<sup>89</sup> European Commission 2019, p. 51

<sup>90</sup> Gender Assessment Follow-up, MEASURE-BiH 2019, pp. 44-45.

<sup>91</sup> Labor Force Survey 2018, p. 51

<sup>92</sup> Ibid.

<sup>93</sup> Obradović, Nikolina and Jusić, Mirna (2019). ESPN Thematic Report on Financing Social Protection – Bosnia and Herzegovina, European Social Policy Network (ESPN), Brussels: European Commission 2019, p. 19

<sup>94</sup> Petric, A., et. al., Alternative CEDAW Report for BiH 2013-2017 (2018), Sarajevo, p. 70

aged 30 to 40 years who have been unemployed for at least six months. As with other similar measures, the employment of these categories is supported through subsidies paid to employers for a limited period of time. As with other measures implemented by public employment services, none of these measures have been evaluated and their impact is not known. Moreover, in July 2019, the RS Government adopted the Strategy for Development of Entrepreneurship of Women in the RS for 2019–2023, with the aim of increasing the number of SMEs run by women to 30 percent. Although commendable, no wider impact can be expected as measures of this kind target only a small percentage of women population.

Women’s active participation in the labor market is directly linked to governments family policy, which should secure access to family services (i.e., crèches and nurseries, long-term care support, etc.), maternity benefits, and time-off arrangements for employed women, as well as men, to enable them to reconcile work and family obligations. Although the family benefits are better organized in the RS than in the FBiH, neither entity has a holistic approach to family policy. New general labor legislation enacted in the entities in 2016 introduced the option for fathers to take paternal leave. In the FBiH, in accordance with Article 62 of the Labor Law<sup>95</sup>, fathers can use parental leave for 42 days after the birth of the child, if so is agreed between parents, and fathers have a right to work part-time after the parental leave is over in the case of twins, the third or any subsequent child, if the mother works full time. In the RS, as stipulated by Article 107 of the Labor Law<sup>96</sup>, fathers can use parental leave beginning 60 days after the child’s birth. However, very few parents have made use of these provisions so far.

In the FBiH, the use of maternity and parental leave has certainly been impeded by unfavorable provisions for salary compensation during maternity leave in some cantons. Salary compensation during maternity leave is now funded by all cantons from their budgets (the Herzegovina – Neretva Canton was the last to introduce it in 2017). But the amount of salary compensation varies substantially between cantons and some cantons, despite having the legislation in place, do not fund it. On the other hand, women who work for the government or profitable state-owned companies usually receive full salary compensation<sup>97</sup> for the whole duration of maternity leave, which is one year as stipulated by labor legislation.

The RS enacted the new Law on Child Protection in 2017 (<sup>98</sup>the RS Official Gazette, No. 114/17, 122/18), introducing pro-birthrate assistance for the third and fourth child in the family, maternity assistance of BAM 405 for unemployed mothers for duration of one year, while for twins, third and any consecutive child in duration of 18 months.

Benefits for women who are not in employment are envisaged by law in all cantons (the Herzegovina-Neretva Canton was the last to introduce it in 2017). But, as with other child and family benefits, the conditions, benefit levels (between approximately EUR 50 and EUR 150) and the duration of eligibility period vary across cantons. However, in the Una–Sana, Zenica–Doboj and Central Bosnia cantons, it is paid as a one-off benefit. The Tuzla Canton does not fund it, although it is envisaged by law. In the Herzegovina – Neretva Canton, this benefit is conditional upon the means test not exceeding 15 percent of the average salary per household member. The Herzegovina–Neretva, West Herzegovina and Posavina cantons pay this benefit for six months, while the Canton 10 and Canton Sarajevo pay it for one year. Despite the fact that both types of benefits, i.e., the maternity benefit for unemployed mothers and

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<sup>95</sup> FBiH Official Gazette, no. 26/16

<sup>96</sup> RS Official Gazette, no. 1/16

<sup>97</sup> This is usually granted as one of the rights in collective (union) agreements.

<sup>98</sup> RS Official Gazette, no. 114/17, 122/18

so-called salary compensation for employed mothers, are paid from the cantonal budgets, the amounts of maternity benefits for unemployed mothers are substantially lower.

The incidence of reports of domestic violence remained roughly unchanged since 2015, but the percentage of cases taken to prosecution stage declined from 54 percent in 2015 to 47 percent in 2017. There were 1,427 incidents of domestic violence reported to the police in the FBiH in 2015, and 1487 in 2017, while the FBiH police reported 771 cases to prosecutors and the judiciary in 2015, and 697 in 2017.<sup>99</sup> In RS, the number of reported DV incidents declined from 1,178 in 2015 to 1,012 in 2017. This, however, is not a signal of lower incidence, instead, prevalence studies suggest that gender-based, and particularly domestic, violence is still vastly underreported.<sup>100</sup>

In the Framework Strategy for the Implementation of the Convention on Preventing and Combating Violence against Women and Domestic Violence for the 2015-2018 period, gender mainstreaming of teaching curricula and textbook policies was explicitly recognized as a necessary step for achieving the first strategic objective of comprehensive, effective and inclusive prevention of the gender-based violence. However, the gender component has been mainstreamed into only two out of eight common core curricular (CCC) areas: Social Sciences and Humanities and Physical Health. Moreover, even this degree of harmonization was implemented unevenly in various cantons.<sup>101</sup> Consequently, educational textbooks and teaching materials used in the formal education system contain biased and often gender-exclusive content.<sup>102</sup>

Since 2016, new sets of services have been introduced for both survivors of domestic violence and expanded opportunities for psychosocial and addiction treatment of perpetrators. Safe alternative accommodation remains scarce in Herzegovina (RS and FBiH) and a lack of cross-entity cooperation and funding renders it even less accessible in this and other underdeveloped regions. In 2017, BiH had 178 beds available in 8 women's shelters, which meets 49 percent of the estimated needs<sup>103</sup> based on the international standard of one family place (interpreted as one bed per 10,000 inhabitants).<sup>104</sup> But even the existing women's shelters are not used efficiently, considering the lack of cross-entity cooperation in providing safe housing for victims. The obstacle is in the modalities of funding and the lack of understanding among the referral mechanisms.

According to representatives of government institutions, international and local organizations, status of women in BiH has slightly improved in the last five years. Most our online survey respondents also find that situation has either slightly or moderately improved in this regard, when it comes to government understanding of issues facing women (79 percent), policy development (77 percent), improved public perception (87 percent), improved media reporting (90 percent), and increased number of CSOs supporting women (90 percent).

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<sup>99</sup> FBiH Gender Center, "Report on Implementation of the Strategy for Prevention and Countering Domestic Violence (2013-2017)," 2018, FBiH Official Gazette 29/18

<sup>100</sup> 2019 Gender Assessment Follow-up (Draft version of Aug. 19, 2019), p. 53

<sup>101</sup> 2019 Gender Assessment Follow-up (Draft version of Aug. 19, 2019), pp. 45-46

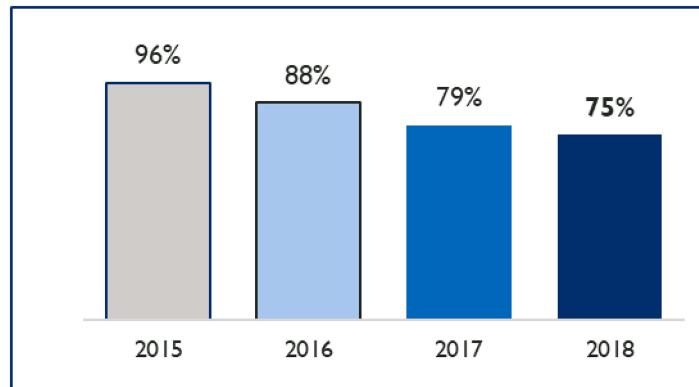
<sup>102</sup> 2019 Gender Assessment Follow-up (Draft version of Aug. 19, 2019), p. 52

<sup>103</sup> WAVE, "WAVE Country Report 2017: The Situation of Women's Specialist Support Services in Europe" (Vienna: WAVE – Women against Violence Europe, 2018), [http://files.wave-network.org/researchreports/WAVE\\_CR\\_2017.pdf](http://files.wave-network.org/researchreports/WAVE_CR_2017.pdf).

<sup>104</sup> CoE, "Explanatory Report to the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence - Council of Europe Treaty Series-No. 210" (Council of Europe, 2011). Accessed on September 03, 2019 at: <https://rm.coe.int/16800d383a>.

However, two KIs raised concerns that most donors stopped providing support to women organizations in BiH and that there are no longer many active women organizations in the country due to this change in donor strategies. In addition, citizens' survey data suggest that support for traditional gender views has been growing. According to the 2018 NSCP-BiH survey, the share of BiH citizens who believe men and women should be equal has been steadily declining. As presented in the Exhibit 10, in 2018, 76 percent of respondents believed women should have equal rights and receive the same treatment as men, compared to 96 percent in 2015, 88 percent in 2016, and 79 percent in 2017<sup>105</sup>.

**Exhibit 11: Percentage of respondents stating that women should have equal rights and treatment as men across the NSCP-BiH survey rounds**



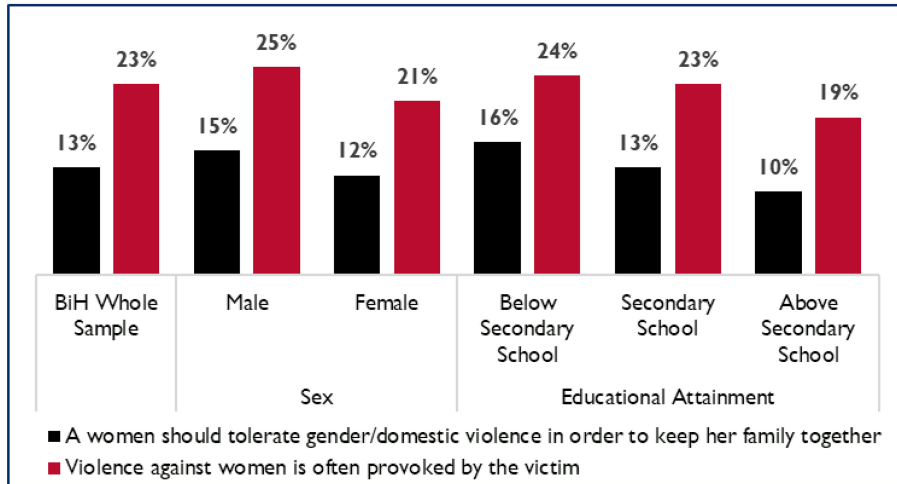
Some segments of the population (15 percent of men and 12 percent of women, country-wide) believe that a woman should tolerate gender-based violence/domestic violence in order to keep her family together, while 28 percent of men and 21 percent of women consider domestic violence to be a private matter and, as such, should be handled within the family.<sup>106</sup> Also, a quarter of male respondents (25 percent) and one-fifth of female respondents (21 percent) in the survey stated that violence against women is often provoked by the victim.<sup>107</sup>

<sup>105</sup> NSCP BiH 2018, MEASURE - BiH, March 2019, p. 57

<sup>106</sup> Ibid., p. 60

<sup>107</sup> Ibid., p. 60

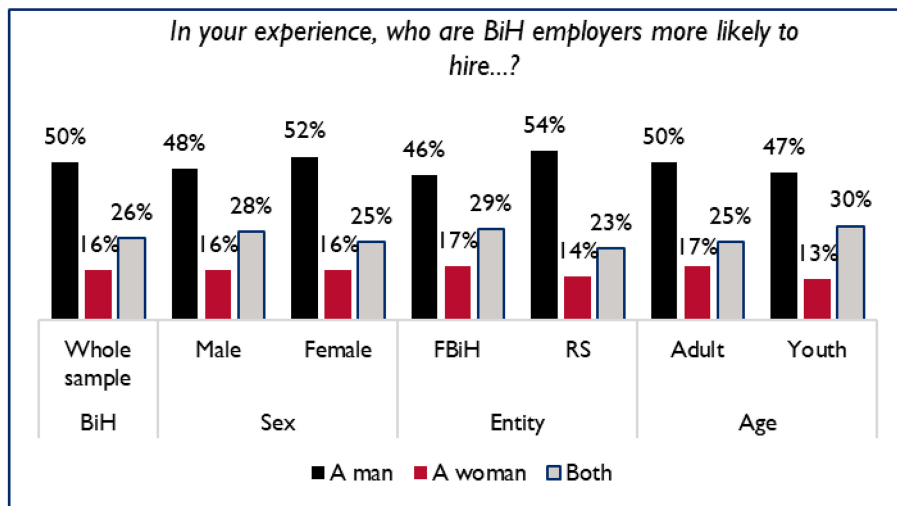
**Exhibit 12: Percentage of respondents who agree with the following statements on gender-bases violence**



The National Survey of Citizens Perceptions findings suggest that BiH employers are more likely to hire a man than a woman. With respect to employment, 50 percent of respondents think that BiH employers are more likely to hire men, compared to 16 percent that believe women are more likely to be hired. This perspective is equally shared by males and females, youth and adults, and in both entities.<sup>108</sup>

*“Probably the most important category of women whom we can classify as marginalized are those with disabilities or with health issues, or those who have children with certain health issues. Also women who experience domestic violence, but there is no reliable data on the number of those women” – A local government representative*

**Exhibit 13. Citizens’ Perceptions of Employers Hiring Preferences**



<sup>108</sup> NSCP BiH 2018, pp. 57-58



## Roma

The Roma population is the most vulnerable and disadvantaged national minority group in BiH, and they face limited access to opportunities in virtually every aspect of human development<sup>109</sup>. Roma women are in a particularly disadvantaged position, facing multiple forms of discrimination. There are different estimates of the size of Roma population in the country. According to the 2013 Census data, the Roma population numbered around 13,5 thousand, while the OSCE estimate is 48 thousand, the Roma NGO sector-s estimate is between 80 to 100 thousand, while the state Ministry of Human Rights and Refugees (MHRR) 2011 estimate was 25 thousand<sup>110</sup>.

In the context of the EU Framework for National Roma Integration Strategies until 2020 and the Project of the Decade of Roma Inclusion 2005-2015, in 2005 Bosnia and Herzegovina adopted the Strategy for Resolving the Problems of Roma. This strategy is currently implemented through the BiH Action Plan for Addressing Roma Issues in Employment, Housing and Health Care 2017-2020 and the 2018-2022 Action Plan on Roma Education Needs. The MHRR allocates BAM 2,100,000 each year for Roma-related activities. The role of Roma NGOs has been indispensable in implementation of these activities. According to KIIs, the Roma NGOs, through an IPA-funded project, and in agreement with the state MHRR, assists municipalities in developing municipal action plans, which qualify municipalities for state assistance. According to KIIs, local organizations working on Roma issues often employ a Roma person to work as a mediator. The Roma mediators are often more effective in communicating with the Roma population and in representing their interests with the authorities. In this way, language and cultural barriers that usually stand between the Roma population and representatives of government authorities are more easily overcome. However, this might not be sufficient for realization of Roma rights and the same barriers based on stigma and prejudice can be encountered by Roma mediators as well.

According to KIIs and available data, the most significant improvement has been achieved in the provision of affordable housing. According to the KIIs, during the last five years, with the assistance of the state government funds, 974 housing units were built or reconstructed. Considering that an average Roma family has 5 members, it is estimated that this intervention assisted some 5000 persons<sup>111</sup>. However, in the words of a key informant, house ownership imposes additional expenses on Roma families.

*“Once you have housing, you must pay bills for electricity, water, etc., which for many of them is a burden not earlier encountered. Hence if you provide them housing without anything else you make them truly socially marginalized.”*  
– A representative of a government institution

Employment rates of both marginalized Roma and non-Roma<sup>112</sup> neighbors in Bosnia and Herzegovina were among the lowest in the Western Balkans in 2011, and in 2017 these figures further declined<sup>113</sup>. The very low employment rate of marginalized Roma women is particularly worth noting. In 2017 only 4 percent were employed, compared with 19 percent of non-Roma women. Likewise, in 2017 only 11 percent of

<sup>109</sup> UNDP, the World Bank and European Commission, 2017, Regional Roma Survey 2017, Country Fact Sheet, Bosnia and Herzegovina, 2018. Accessed on July 7, 2019 at <http://www.eurasia.undp.org/content/rbec/en/home/library/roma/regional-roma-survey-2017-country-fact-sheets.html>

<sup>110</sup> Key informant interview held 2 July 2019.

<sup>111</sup> Key informant interview held on 2 July 2019.

<sup>112</sup> The “non-Roma” refer to non-Roma population living in close vicinity to the marginalized Roma and are not representative of the total population in the country.

<sup>113</sup> UNDP, the World Bank and European Commission, 2017

Roma men were employed compared with 27 percent of non-Roma men or 40 percent of the general population.

The entity public employment services support employment of Roma with the funds received from the state MHRR. According to the Supreme Office for the RS Public Sector Audit<sup>114</sup>, in 2018 the RS PES received BAM 203,710 for this purpose. The same amount has been planned for 2019, which should result in the employment of 33 unemployed Roma<sup>115</sup>. In the FBiH, the Employment of Roma Program is financed by the FBiH PES through the funds received from the MHRR and FBiH Ministry of Labor and Social Policy. According to the FBiH Office for the Audit of FBiH Institutions<sup>116</sup> (2017), in 2017 the FBiH PES disbursed BAM 445,766, which is only 41 percent of funds earmarked for of the implementation of this Program in 2015 and 2016. During 2017, the FBiH PES signed contracts with 32 employers, resulting in employment of 66 Roma persons (at the total cost of BAM 396,000). In addition, 14 Roma persons were supported in self-employment (at the total cost of BAM 70,000). The report noted the lack of oversight of contractors' meeting their contractual obligations on behalf of the FBiH PES<sup>117</sup>. According to a KII, by the end of 2018, a total of 774 Roma persons in the country took part in the government employment projects targeting Roma. A recent evaluation showed that only 30 percent of those employed through government employment subsidies stayed with the employer upon the expiry of the one-year period<sup>118</sup>.

*“The state ministry realizes the employment plan by utilizing all the funds. Everyone is employed for one year and gets its salary and taxes paid.... Our plan wasn't to employ these people permanently. Hence, our activities envisaged by the Action Plan were realized in full.” – A representative of a government institution*

The Roma Declaration's education target is set at 90 percent of Roma children covered by the education system. However, recent data point to a striking degree of exclusion of Roma from education in BiH. According to the 2017 UNDP, World Bank and European Commission Roma Survey<sup>119</sup>, the increase in compulsory education enrollment between 2011 and 2017 did not translate into higher levels of completion: the education completion rate of marginalized Roma remained the same as in 2011. A significant gender gap persists among marginalized Roma: in 2017 only 37 percent of young marginalized Roma women aged 18-21 had completed compulsory education compared to 50 percent of young marginalized Roma men. The compulsory education completion rate of the Roma aged 18-21 was only 43 percent as opposed to 94 percent among an equivalent population of youth from non-Roma communities<sup>120</sup>. The upper secondary education completion rate among the Roma aged 22-25 was only 21 percent, as opposed to 86 percent among persons from non-Roma communities. In addition, the university-education completion rate among the Roma aged 26 to 29 was 0 percent, as opposed to

*“The Roma claim that elementary education is not free of charge, they must eat, buy a school bag, shoes, books, etc. I reply by asking them if any of them paid to enroll a child in school, they should pass me the bill... They do not use what the state offers them.” – A local government representative*

<sup>114</sup> The Supreme Office for the RS Public Sector Audit, Audit Report for the RS Public Employment Service 1.1.2018 – 31.12.2018 (Izveštaj o provedenoj finansijskoj reviziji Javne ustanove Zavod za zapošljavanje Republike Srpske za period 1.1.2018 – 31.12.2018.), Banja Luka 21.06.2019, p. 15. Accessed on July 30 2019 at: [http://www.gsr-rs.org/static/uploads/report\\_attachments/2019/07/09/R1031-19\\_Cyr.pdf](http://www.gsr-rs.org/static/uploads/report_attachments/2019/07/09/R1031-19_Cyr.pdf)

<sup>115</sup> [http://www.zzzrs.net/index.php/vijest/za\\_zaposljavanje\\_oko\\_6.800\\_lica\\_izdvojeno\\_30\\_miliona\\_km/](http://www.zzzrs.net/index.php/vijest/za_zaposljavanje_oko_6.800_lica_izdvojeno_30_miliona_km/)

<sup>116</sup> 2017 FBiH Employment Bureau Audit

<sup>117</sup> Ibid., p. 22

<sup>118</sup> Ibid.

<sup>119</sup> 2017 UNDP, World Bank and European Commission Roma Survey

<sup>120</sup> Ibid.

21 percent for persons from non-Roma communities<sup>121</sup>. Therefore, it is clear that the Roma face many obstacles in their access to education. It also appears that governments do not have much understanding for their problems.

Access to health care is another challenging area for Roma individuals. According to KIIs from government institutions, it is very difficult to identify indicators and monitor the progress for this area, because health insurance funds do not record ethnicity of insured persons. The most recent UNDP, World Bank and European Commission findings suggest that access to health insurance among marginalized Roma is relatively low, and the gap vis-à-vis non-Roma remained large between 2011 and 2017<sup>122</sup>. More than one-quarter (28 percent) of marginalized Roma did not have health insurance in 2017, a proportion similar as in 2011 (30 percent). This is in contrast with nearly universal coverage among neighboring non-Roma. With regard to improving health care, government activities are focused on public health issues, such as hygiene, housing conditions, as well as medical check-ups, vaccinations, etc., which are implemented by the entity public health institutes. In this case, the competent ministries measure the success of these activities by the number of Roma who attended these lectures, or had targeted medical check-ups, vaccinations, or similar services<sup>123</sup>.

The Roma in BiH are reluctant to declare themselves as Roma. They are more likely to declare themselves as members of a “constituent people”, i.e. Bosniaks, Croats or Serbs<sup>124</sup>, which makes them ineligible for assistance that targets the Roma population. They still report discrimination.

*“A Roma girl who wanted to enroll at the Medical Secondary School was rejected by the school principal only because of her ethnicity; most parents still have a difficulty to accept Roma children sitting next to their children in classrooms; Roma have difficulties in finding employment because of prejudice that they will steal things.” – A state-level government representative*

Roma women and girls are more vulnerable to gender-based violence, but this has not been in focus even of those international organizations working with Roma. As victims, Roma women and girls often encounter institutional discrimination, which undermines their trust in institutions and discourages reporting of cases of gender-based violence.<sup>125</sup>

KIs from local organizations working with Roma perceive that situation of Roma in BiH has considerably improved in all areas, especially when it comes to policy development, political participation, and housing. They note that many Roma organizations exist in BiH society, but that few of them receive all larger grants. There are still many small Roma organizations that need a substantial capacity building. One of the obstacles toward achieving more improvements in issues facing Roma is Roma tradition that the elders in the community, in vast majority of cases men, are the main decision makers. Women and youth are less represented in Roma organizations and government structures. Online survey respondents also find that position of Roma improved in the last five years (at least slightly or moderately) when it comes to government understanding of their issues (88 percent), policy development (92 percent), citizens’ perceptions (88 percent), media reporting (88 percent), and number of Roma CSOs (92 percent).

<sup>121</sup> Ibid.

<sup>122</sup> Ibid.

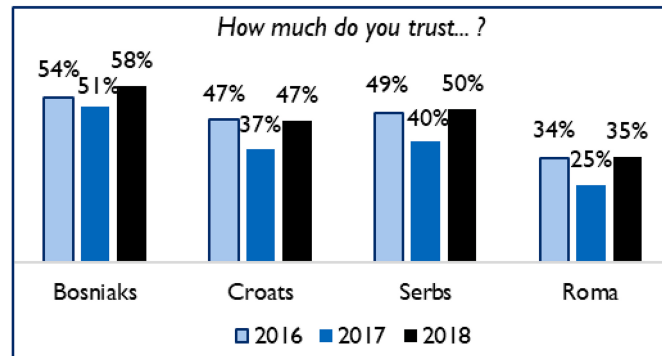
<sup>123</sup> KIIs held on 2 July 2019.

<sup>124</sup> De Verneuil M, Romani Migration Resulting in Statelessness: the Case of Bosnia and Herzegovina, Roma Rights: Journal of the European Roma Rights Centre 1/2014, pp. 27-33, accessed on: July 26, 2019 Available at: [http://www.errc.org/uploads/upload\\_en/file/roma-rights-1-2014-going-nowhere-western-balkan-roma-and-eu-visa-liberalisation.pdf](http://www.errc.org/uploads/upload_en/file/roma-rights-1-2014-going-nowhere-western-balkan-roma-and-eu-visa-liberalisation.pdf)

<sup>125</sup> Gender Assessment Follow-up, (Draft version of Aug. 19, 2019) p. 41.

However, when it comes to public perceptions, NSCP-BiH 2016-2018 data indicates that general population in BiH trust all other ethnicities more than Roma, and that no improvements have been made in the last three years when it comes to trust for Roma (see Exhibit 13).

**Exhibit 14: Percentage of survey respondents who state they trust different ethnic group**



## Persons with disabilities

Persons with disabilities are among the most vulnerable groups in BiH. Although the country has state policies in the area of disability<sup>126</sup>, and it ratified the Convention on the Rights of Persons with Disabilities (CRPD) and its optional protocol in 2010, the entity legislation on persons with disabilities still generates discrimination towards these persons, as it differentiates between them in terms of eligibility and levels of benefits, depending on their status and the origin of their disability. Namely, both entities have four status-based categories of persons with disabilities: disabled war veterans, civilian victims of war, persons with a disability under the general social protection legislation and persons with work-related disabilities (regulated by the entity laws on pensions and disability).

In 2018, the RS government introduced the personal disability benefit for persons with most severe degree of disabilities (those not covered by the legislation on war veterans, civilian victims of war and work-related disability), which was funded on the basis of a government decree. The basis for this was the previously adopted RS Strategy for Improvement of Social Status of Persons with Disabilities in the Republic of Srpska 2017–2026. At the same time, the RS government initiated amendments to the Law on Social Protection<sup>127</sup>, which the RS Assembly adopted on 25 April 2019. These amendments stipulated the introduction of a personal disability benefit for persons with the most severe degree of disability (80 percent to 100 percent, persons with hearing disability of at least 70 percent, and persons with mental disability of at least 70 percent) who are not institutionalized or in foster care, which will guarantee a minimum level of financial security to these categories. The stipulated level of benefit is 12 percent of the average salary in the previous year.

The FBiH government adopted the Strategy for Improvement of Rights and Situation of Persons with Disability for 2016-2021. Although this is the second FBiH strategy in this area, very little has been achieved at the policy level in the FBiH since 2009, when the last amendments to the general FBiH law on social protection for persons with disabilities were enacted. The most important legislative proposal drafted by

<sup>126</sup> Disability Policy in Bosnia and Herzegovina, BiH Official Gazette, no. 76/08

<sup>127</sup> RS Official Gazette, no. 37/12 and 90/16

the FBiH Ministry of Labor and Social Policy was the FBiH Law on Basic Principles and Financial Protection Framework for Persons with Disabilities, which stipulated that the levels of financial assistance for persons with disabilities of different status must be equalized. In 2014, the draft law was adopted by the FBiH House of Representatives, but it was never presented for adoption at the FBiH House of Peoples.

The UN Committee for the Rights of Persons with Disabilities in its Concluding Observations on the Initial Report of Bosnia and Herzegovina<sup>128</sup>, expressed concerns over different legal entitlements for persons with disabilities - the ongoing practices of different assessments of the same disability based on the causes and/or origin of the disability. The recommendations stated that the country should develop and apply harmonized criteria, assessment procedures and entitlements for assessing the degree of impairment for all persons with disabilities regardless of the causes of the impairment.

Institutional care is still prevalent and services within the community that allow independent living for PWDs (i.e., tailored services catering for the needs of different types of persons with disabilities) are not adequately supported. The FBiH government has adopted the Strategy of Deinstitutionalization and Transformation of Social Protection Institutions (2014-2020), but its implementation has been very limited. The main progress in this area has been achieved by local organizations. A model employed by a local NGO envisages that persons with intellectual and physical disabilities are relocated from the institutions into special local housing communities with a maximum of five persons, where they are provided with training and rehabilitation support, enabling them to develop a degree of independence and participation in the society. Although the deinstitutionalization process is implemented on the basis of agreements with competent government institutions, the government's role in the process has been very limited. A UN Committee<sup>129</sup> noted that the resources continued to be invested in renovating or extending institutions, while the initiatives of – and opportunities provided for – organizations of persons with disabilities to develop services within the community that enable independent living are not adequately supported.

Community services for persons with disabilities remain underdeveloped and are often delivered by international or local non-governmental organizations. For example, USAID PPMG supports the work of service centers established in three cantons in the FBiH, as well as in the City of Banja Luka and Foča Municipality in the RS. These service centers provide holistic services to families of persons with disabilities (the day center for PWDs, psychological and legal health care for families of PWDs, emergency assistance, transport services and activity workshops). Similar or partial services of this kind for persons with disabilities are provided by other local organizations, but in most cases this assistance is project-based and not adequately funded from local governments' budgets.

Despite a considerable number of people with disabilities, as well as of older persons in need a 24-hour care, BiH still lacks a system of long-term care. A recent initiative to recognize the status of parents caring for children with disabilities in the FBiH initiated by the local grantee organization “Dajte nam šansu” from Sarajevo, highlights the enormity of needs in this area. For most persons in need of long-term care, apart from care provided within a family, the only alternative is institutional care provided by the institutions for care of the disabled and specialized institutions for children and adults with disabilities. In 2017, 92 percent of residents in institutions for physically and mentally disabled children, adolescents and adults

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<sup>128</sup> Convention on the Rights of Persons with Disabilities, Concluding observations on the initial report of Bosnia and Herzegovina, accessed on July 18, 2019 at: <http://docstore.ohchr.org/SelfServices/FilesHandler.ashx?enc=6QkGld%2FPPRiCAqhKb7yhsuoqSQFzP2VOfwcTjgSjouy2kfOh0RkamoqJjhH3NXjsG%2F1IZw5gT%2Bf1IZGZRn0DnYxy9H9HAA0vjnkV449Sux7WJl8WIVlkbZeaJHtAI5ER>

<sup>129</sup> Concluding observations, pt. 32(c).

had their stays fully covered from public budgets, while the remaining residents had to pay full or partial cost<sup>130</sup>. Recipients of the care allowance are not eligible for institutional care at the government's expense. In some parts of BiH, persons also need to choose between home care services and an allowance. As beneficiaries frequently live in poverty, many opt for the latter<sup>131</sup>.

Both entity systems devolved considerable competencies for service provisions to the centers for social work (CSW) but their capacities are very limited in most local communities. This was reported by a considerable number of key informants, who highlighted CSWs' lack of capacity, and their failure to coordinate with other service providers. Most CSWs are insufficiently staffed and funded, while their competencies with regard to the realization of social rights of the marginalized population in general and persons with a disability in particular are considerable. It has been suggested that CSWs are the government's weakest link. Ideally, service oriented NGOs should play a part in an integrated system of social services that should be coordinated and funded by CSWs.

Realization of rights for persons with disabilities also depends on the level of information that persons with disabilities have. As a KI commented, many PWDs do not understand their rights. For instance, there are examples when they are afraid to get a job, because they are afraid to lose benefits.

For children with disabilities, existing legislation envisages a wide range of rights ensuring that children are provided with the education according to their individual needs and adapted to their abilities and skills<sup>132</sup>. However, the access to education for children with disabilities remains a challenge, as the governments provide only very few of the elements necessary to meet all educational needs of children with disabilities. Schools with the facilities for disabled access, teaching assistants, access to specialists, tailored teaching materials and individualized programs are rare.<sup>133</sup>

Representatives of government institutions, international and local organizations perceive that government understanding of issues facing PWDs has improved in the last five years, as well as citizens' perceptions of these categories. The online survey respondents share the same perceptions: 89 percent of respondents believe that government stance toward PWDs improved, 84 percent perceive that policies have improved, and 94 percent find that citizens' perceptions about PWDs have become more favorable. In addition, more than 90 percent of online survey respondents find that media reporting and CSO engagement improved when it comes to PWDs. However, FGD participants voice ongoing problems facing PWDs and their families, including but not limited to no possibility to work for neither PWD nor the care-giver, low social assistance, lack of and/or poor government services, various issues with orthopedic aids, and poor understanding and treatment by public officials and citizens.

According to the NSCP-BiH, a substantial minority of BiH population holds discriminatory views of social inclusion of PWDs. A quarter of respondents believe that people with physical disabilities should not work, but it is more worrying that this view has steadily spread in recent years (from 14 percent, 21 percent and 23 percent in 2015, 2016 and 2017, respectively). While 51 percent of respondents agree

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<sup>130</sup> Labor Force Survey 2018, p. 60

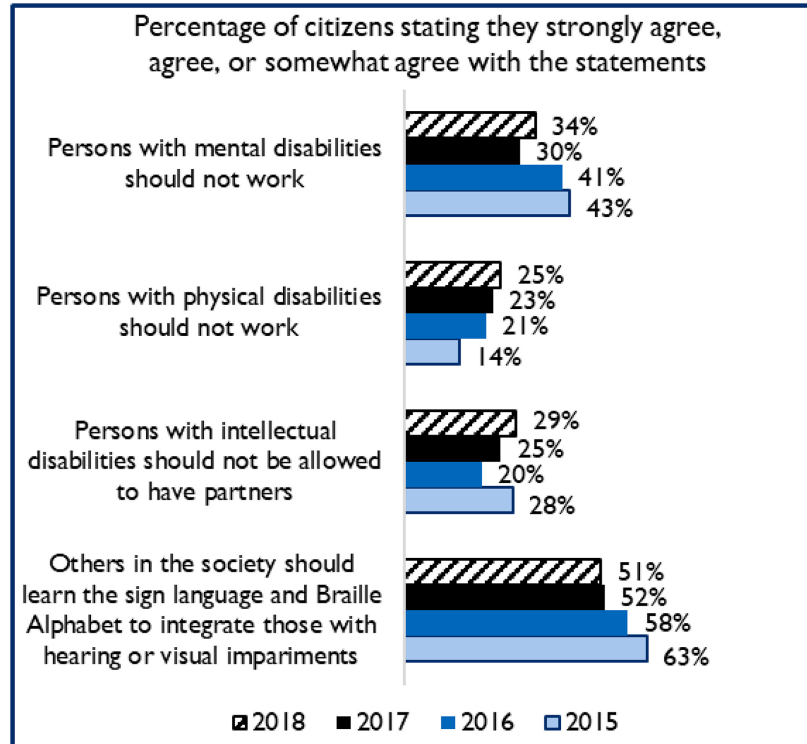
<sup>131</sup> Malkić, A. and Numanović, A. (2016), *Caring for Carers: An Analysis of Informal Care Policies in Bosnia and Herzegovina*, Policy Brief, Center for Social Research Analitika, Sarajevo, p. 6

<sup>132</sup> Overview of Main Challenges in Primary and Secondary Education in BiH, MEASURE-BiH, 2017, p. 21

<sup>133</sup> Somun-Krupalija, L, *Djeca sa invaliditetom u Bosni i Hercegovini: Ja ne mislim da sam drugačija* [Children with Disabilities in BiH: I do not believe I am different], World Vision, Sarajevo, 2017. Accessed on 30 July 2019 at: [https://www.wvi.org/sites/default/files/WV%20BiH%20istrazivanje\\_Djeca%20sa%20invaliditetom\\_%20ja%20ne%20mislim%20da%20sam%20drugacija\\_bhs.pdf](https://www.wvi.org/sites/default/files/WV%20BiH%20istrazivanje_Djeca%20sa%20invaliditetom_%20ja%20ne%20mislim%20da%20sam%20drugacija_bhs.pdf), pp. 28 – 29

that others in society should learn the sign language and Braille Alphabet to better integrate PWDs, this opinion was noticeably more widespread three years ago (when it was expressed by 63 percent of respondents). The attitudes towards letting people with mental disabilities work improved slightly (from 43 percent of those who thought people with mental disabilities should not work in 2015 to 34 percent in 2018), but this percentage remains considerable, as is the case with those who believe that persons with intellectual disabilities should not be allowed to have partners (28 percent in 2015, and 29 percent in 2018).<sup>134</sup>

**Exhibit 15: Social Inclusion of PWDs**



<sup>134</sup> NSCP 2018, p. 62

## LGBTI

Recognition of LGBTI rights remains one of the most challenging areas. In KIIs, most government representatives did not have much to say about LGBTI rights. In the last five years, LGBTI associations

*“LGBT population is underrepresented on the policy agenda, and we are trying to change it. We developed the action plan in this area, but we have not had support from the entities, which is necessary for the action plan to be put on the agenda of the Council of Ministers. The role of NGOs supported by donor funding is indispensable since their activities to some extent compensate for the lack of activities from the government.” – A state-level government representative*

reported difficulties in obtaining permits for public events. For instance, in May 2017, an LGBTI march could not take place because public authorities failed to issue the required permits on time. Same-sex couples are continuously discriminated against, as the legal system fails to recognize their social and economic rights, including the rights to family life. According to KIIs, the obstacle to equal treatment is not in the regulatory framework, but

in institutional practices, which discriminate against same-sex couples.<sup>135</sup>

Both our KIIs with LGBTI organizations, as well as the online survey respondents, felt that the media reporting on LGBTI rights has increased. The Pink Report 2019 points out that most media actually report on the activities of civil society organizations (although often not using proper terminology, especially when referring to the gender of a person they write about) rather than reporting on real life issues of LGBTI persons. It should be noted that an important change occurred during the 2018 pre-election campaign, when for the first time some politicians publicly expressed their approval and respect for some LGBTI rights<sup>136</sup>. KIIs also confirmed that the overall visibility of issues facing the LGBTI population have increased in the past 5 years. Increased visibility likely contributed to the institutions taking some small steps in addressing the issues faced by LGBTI persons, but the progress is slow and happened only in large urban areas, such as Sarajevo and Tuzla.

*The institutions are starting to include the needs of LGBTI persons in policies and laws, which is something they did not do five years ago. – A representative of a local organization*

With regard to government activities, the state Ministry of Human Rights and Refugees has been the most active in advocating for LGBTI rights. They drafted the state action plan for equality of LGBTI persons, which was, according to the Pink Report<sup>137</sup> submitted to the entity governments for comments and approval. In 2018, the FBiH expressed its support for this document, with a request that certain corrections should be made regarding funding, while the Republic of Srpska reacted negatively to the document, stating that they were not consulted in the process of the drafting of the action plan. The Brcko District government has not yet responded to the draft. Furthermore, with the amendments to the 2016 Law on Anti-discrimination<sup>138</sup>, discrimination on the grounds of sexual orientation, gender identity, and sexual characteristics is prohibited.

<sup>135</sup> Gender Assessment Follow-up (draft Version of Aug 19), p. 58.

<sup>136</sup> The Pink Report 2019, p. 44

<sup>137</sup> Ibid., p. 6

<sup>138</sup> BiH Official Gazette, no. 66/16



In July 2017, the RS National Assembly adopted the RS Criminal Code<sup>139</sup>, which criminalized public provocation and incitement to violence and hatred on the grounds of sexual orientation and gender identity. Hence, the RS became the first administrative unit in BiH to penalize incitement to violence and hatred based on “national, racial, religious or ethnic background, skin color, sex, sexual orientation, disability, gender identity, origin or other characteristics” (Article 359). Provisions that sanction incitement to hatred, hate speech and violence have also been incorporated into the criminal codes of the FBiH and Brcko District, but the proscription applies to the provocation of hatred and incitement to violence on national, ethnic and religious grounds only<sup>140</sup>.

According to the Pink Report<sup>141</sup> (2019), the Sarajevo Open Center documented an increasing trend in domestic violence rates, expressions of homophobia and transphobia, and bullying in educational institutions (p. 24), while two-thirds of transgender respondents in the survey they conducted experienced violence<sup>142</sup>. One should keep in mind that most violence committed against LGBTI persons goes unreported because of a very weak system of protection against violence and victims fearing the consequences. However, the recent appointment by the Canton Sarajevo of a prosecutor as a contact person for hate crimes on the grounds of sexual orientation and gender identity was a positive development.

During the writing of this report, on September 08, 2019, the first Pride Parade was held in the BiH capital. No incidents were reported during this event, although two public protests were organized the same weekend by civic groups that were against this event. Moreover, many politicians expressed unfavorable views about this event in the media.

Representatives of international and local organizations perceive that situation of the LGBTI slightly improved in the past years. For example, five years ago LGBTI activists have not been thinking about organizing the Pride. Online survey respondents confirm positive changes in status of the LGBTI population when it comes to government understanding of their issues (77 percent), policy development (62 percent), citizens’ perceptions (85 percent), media reporting (100 percent), and number of CSOs working on LGBTI issues (77 percent). However, one of the main issues when it comes this population is that, according to a KI, there are only three CSOs in the country focusing on this area, and LGBTI activists often operate through youth organizations or as informal groups.

The NSCP-BiH survey results<sup>143</sup> regarding citizens’ perception of inclusion of same-sex couples, have not changed substantially since 2015 (see Exhibit 15). The results for 2018 show that 80 to 90 percent of respondents reject specific rights of same-sex couples in society, including the right to get married, have the same rights as married couples when not married, etc. However, throughout the survey rounds, youth tend to be slightly less discriminatory toward same-sex couples than adults.<sup>144</sup>

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<sup>139</sup> RS Official Gazette no. 64/17

<sup>140</sup> The Pink Report 2019, p. 23

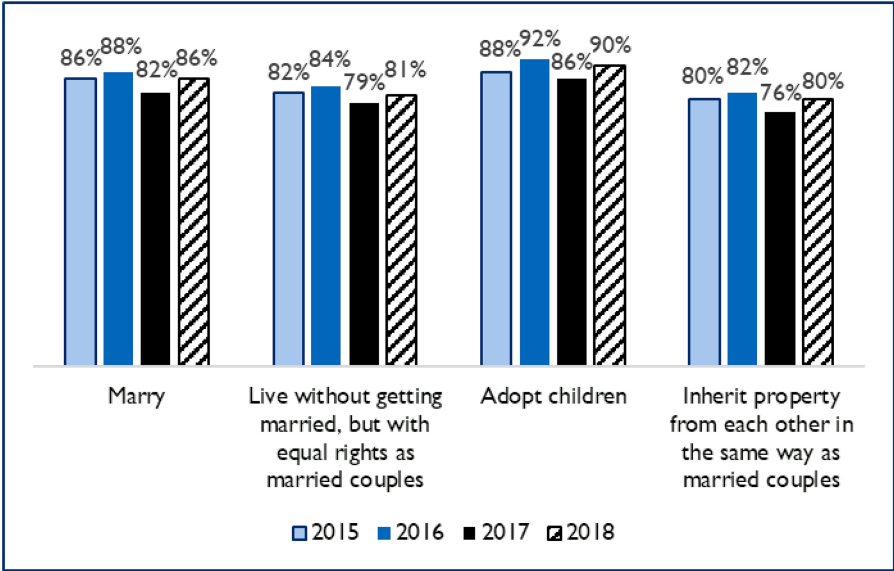
<sup>141</sup> Ibid., p. 24

<sup>142</sup> Ibid., p. 45

<sup>143</sup> NSCP 2018, pp. 62-63

<sup>144</sup> NSCP 2018, p. 62

**Exhibit 16: Percentage of respondents stating that same-sex couples should not have the following rights**



## Conclusions

KIs agree that youth position in BiH has somewhat improved in the last five years. However, there have been no significant changes in legislation or policies at the state or entity level when it comes to youth rights. Unemployment remains the main issue facing youth in the country. Although the official statistical data suggests that some progress has been achieved in the area of youth employment, the youth unemployment rate still remains very high and many people are leaving the country, so it is not clear whether status of youth has improved or the statistics have improved due to emigration of the unemployed young persons. A substantial number of youth is still excluded both from education and labor market and, compared to adults, they are more likely to experience in-work poverty and be informally employed. Public employment services invest significant amounts in youth employment programs, by subsidizing first employment of youth with higher education, employment of children of fallen soldiers and war veterans, and supporting young entrepreneurs. However, long-term effects of these employment programs are not known. Another notable obstacle facing BiH youth is poor quality education and mismatch between education and labor market needs. Our data also shows that youth civic participation has been low and stable since 2015, and that their political participation dropped in the past three years.

Although most key informants perceive that situation of women has improved in recent years, other sources of data show that women are still marginalized in BiH society. The country has in place all important legislation in the sphere of women's and gender rights, but the implementation of both policy and legislation remains weak. Despite some positive legislative developments, the overall system of social protection in both entities is outdated and does not stimulate employment of women. In addition, budgetary transfers for families with children in the FBiH are meager. Women in BiH are significantly underrepresented in the labor market, as well as in politics and public life. Activity and employment rates of women are still considerably lower than for men. Public employment services subsidize women employment through short-term programs but it is inconclusive how much such programs contribute to long-term employment of women. Gender mainstreaming has been incorporated into two out of eight common core curricular areas (social science and humanities, and physical health) and unevenly across the country. Women belonging to other marginalized groups, i.e. women with disabilities or Roma women, lack access to basic rights. Survey data suggests that gender stereotypes are still common in BiH society, that many citizens' lack awareness about women's rights, and that there have been no significant improvements with regard to the position of women in the society.

Roma in BiH are the most marginalized ethnic minority. This group faces limited access to opportunities in terms of housing, education, employment, and health care. The total number of Roma in the country is unknown, which limits the assistance aimed at improving position of this group. Various international donors have been very involved in improving position of Roma and government institutions have improved their understanding of and support for this group. However, most improvement has been made in terms of housing. Despite some progress in policy and Roma inclusion in political and civic spheres, realization of basic political, civic and social rights for many Roma people remains a challenge. Recently published data highlight a striking degree of exclusion of Roma from the employment, education and health systems in BiH. Public employment services implement projects with the objective to improve Roma employment, but the evaluation of one of these interventions indicated that only one-third of Roma kept the jobs after the program. Education completion rate for Roma are considerably lower than for general population. Survey data indicates that prejudice against Roma still exists in BiH society, that they are even stronger

than prejudice against other ethnicities, and that in general there are no improvements in public perception of Roma.

Aside from the introduction of a new personal disability benefit for persons with most severe degree of disabilities by the RS government in 2018, there has been no significant progress at the policy level when it comes to rights of PWDs. The government still discriminates against persons with disabilities by treating them differently in terms of rights and levels of benefits, depending of their status and the cause of their disability. Community services for persons with disabilities remain underdeveloped. Institutional care is still predominant type of care relative to independent living. The main achievements in terms of deinstitutionalization have been led by local non-governmental organizations and international donors, although government institutions also provide some funding. There are no long-term services for PWDs or their families. There are also indications that PWDs are insufficiently aware of their rights. There are still issues when it comes to education of children with disabilities. Data on public perception about PWDs indicate that many citizens hold discriminatory views of social inclusion of PWDs.

Rights of LGBTI persons are far from being recognized and negative citizens' perception of inclusion of same-sex couples, have not changed substantially since 2015. Moreover, many government institutions and officials still lack understanding about rights and issues facing this population. However, there has been some progress, i.e. by changes with the amendments to the 2016 Law on anti-discrimination - from 2016 discrimination on the grounds of sexual orientation, gender identity and sex characteristics is prohibited; the new RS Criminal Code of the RS from 2017 regards public provocation and incitement to violence and hatred on the grounds of sexual orientation and gender identity as a criminal offence; the Sarajevo Canton appointed a prosecutor as designated contact person for hate crimes on the grounds of sexual orientation and gender identity; the first Pride was organized in Sarajevo. While the RS changed their legislation to prohibit violence and hatred based on, amongst other characteristics, sexual orientation and gender identity, similar changes have not been introduced in to FBiH or District legislation.

Finally, it is important to note that centers for social work play a considerable role in assisting marginalized populations. However, their capacities have been assessed as very limited and they have been identified as one of the weakest links in the whole social protection system.

## RECOMMENDATIONS

According to the assessment findings and conclusions, the USAID/BiH should consider the following recommendations for their future interventions aimed to improve position of marginalized populations and local organizations supporting these organizations in BiH.

- Consider building capacities of local organizations working with marginalized groups, particularly in the fund-raising domain. Local organizations should be better acquainted with concepts of social entrepreneurship and income diversification, and sources of funding other than international donors and government institutions (i.e. membership fees, volunteering, community fund-raising events). Facilitate improvement of financial transparency among local organizations. Combine capacity building with longer-term funding of interventions that are in line with organizations' strategic plans. Pay particular attention to smaller organizations motivated to grow. Provide long-term support to a small number of CSOs rather than short-term support to more organizations.
- Consider focusing assistance on local organizations supporting PWDs, women, and/or LGBTI as these organizations received least support from other donors. If planning to expand support on other marginalized groups, consider including elderly people.
- Consider working with government institutions to improve their awareness and performance in the following areas: their understanding of issues and problems facing marginalized populations; necessity and advantages of monitoring and evaluation of interventions for which they provide funds; improvement of legislation and implementation of the existing legislation in social protection, particularly when it comes to PWDs and LGBTI, and taxes in the social entrepreneurship domain. Inform government institutions about new interventions and look for a room for collaboration and common interest to ensure government participation and sustainability.
- Consider including large-scale awareness raising component into all interventions focusing on marginalized groups, aimed to fight negative stereotypes and prejudice against marginalized populations among citizens and employers. Use mainstream media to promote positive examples of social inclusion.
- Consider designing/supporting initiatives aimed to improve job skills and/or labor market participation of youth and women. When supporting youth and women, ensure that the assistance is provided to the most excluded individuals by supporting interventions targeting individuals who belong to multiple marginalized categories. For example, support interventions aimed to improve the position of young/female PWDs, young Roma/Roma women, single mothers, young parents/mothers of children with disabilities.
- When it comes to women, consider supporting CSOs focusing on women's rights. Also, include awareness-raising component into all interventions supporting women to raise women's awareness about issues like gender equality, gender-based violence, gender discrimination, and other problems facing women in BiH society.

- If supporting initiatives aimed at improving position of Roma, focus on improving Roma job skills/employability and labor market participation, and civic and political participation of Roma women and youth. Other possible areas of focus that need more donor attention include access to health care and child begging. Include a component aimed to reduce citizens' prejudice against Roma.
- Work on improving legislative framework for PWDs and fighting discrimination based on the status and cause of disability. Strengthen institutional capacities to assess remaining functions of PWDs and ways to improve their social inclusion. Support interventions aimed at deinstitutionalization and independent living of PWDs, as well as community services for this population. This may include improving physical access of PWDs to public institutions, i.e. health care and education institutions. Work on raising awareness of PWDs about their own rights.
- Support interventions aimed to improve understanding of the LGBTI and their rights among government officials and the public. Support further development of the existing organizations focusing on LGBTI rights. Support informal groups working on LGBTI issues and build their capacities to formalize their organizational structures and initiatives.
- Coordinate with other donors providing assistance to local organizations supporting marginalized groups, particularly when it comes to providing technical assistance to these organizations which is incorporated in multiple donor interventions.

## ANNEXES

### ANNEX I: EVALUATION AND ASSESSMENT STATEMENT OF WORK

#### INTRODUCTION AND BACKGROUND INFORMATION

##### INTRODUCTION

The Marginalized Populations Support Activity (PPMG) is a USAID/BiH-funded Activity implemented by the Institute for Youth Development KULT. This Activity contributes to Project Purpose 1.2 – Increased citizen participation in governance – under Development Objective 1: “more functional and accountable institutions and actors that meet citizens’ needs.” IMPAQ International (IMPAQ) has been commissioned by USAID/BiH within the Monitoring and Evaluation Support Activity (MEASURE-BiH) to conduct the performance evaluation of the PPMG Activity and a brief assessment of the status of marginalized populations in BiH. The performance evaluation component will analyze the Activity’s design, progress toward expected results, and implementation. The brief assessment will focus on the effectiveness of local organizations assisting marginalized populations at raising funds from different stakeholders and potential changes in status of marginalized populations in the last five years. The evaluation and assessment will employ rigorous methods and design to capture high-quality data and produce credible findings, conclusions, and recommendations. Exhibit A presents the Activity details.

##### Exhibit A. Basic Information on Marginalized Population Support Activity

Activity Name	Marginalized Populations Support Activity (PPMG)
Contractor	Institute for Youth Development KULT
Contract #	AID-168-I-15-00001
Total Estimated Cost	\$4,999,000.00
Life of Activity	February 22, 2015 to February 22, 2022
Target Groups	Youth, women, Roma, people with disabilities, sexual minorities
CDCS Intermediate Result	IR 1.2 Increased citizen participation in governance

## **BACKGROUND INFORMATION ABOUT MARGINALIZED POPULATIONS SUPPORT ACTIVITY**

According to the PPMG Statement of Work, the primary objective of the Activity is “to rapidly respond to the changing socio-political situation of marginalized populations and tense political situation in BiH.” The Activity design envisaged assistance to youth, women, people with disabilities, the Roma, and LGBT individuals. PPMG aims to increase underrepresented citizens’ participation in governance by providing technical, material, and financial assistance to organizations and institutions that work with these marginalized groups.

PPMG’s tasks are organized under three components:

- I. Grants award and management
- II. Human and organizational capacity development
- III. In-kind logistical support

### **Component I: Grants Award and Management**

Component I aims to provide funding opportunities to local organizations that advocate for the rights of underrepresented groups. On behalf of USAID/BiH, PPMG awards and manages three types of grants to such local organizations: unsolicited grants (awarded based on review of unsolicited proposals received by USAID/BiH), directed grants (allocated through USAID’s internal selection process), and annual program statements (awards for initiatives related to specific areas connected to USAID/BiH Development Objectives).

PPMG is responsible for conducting pre-award surveys with all grantees and for developing a grants manual. In addition, PPMG is obligated to ensure that all grant management procedures comply with USAID rules and regulations, and must obtain Contracting Officer Representative’s (COR) approval for all grant awards.

### **Component 2: Human and Organizational Capacity Development**

The second component aims to build the capacity of PPMG grantees through technical assistance in program and financial management. This includes trainings, mentorship, and one-on-one coaching. Non-governmental organizations (NGOs), associations, civic society organizations (CSOs), BiH institutions, and small and medium enterprises (SMEs) are eligible for technical assistance.

PPMG is expected to achieve the following results:

- Allocate grants to at least 40 organizations, associations, institutions, or SMEs (approximately 8 per year)
- Provide capacity building technical assistance to at least 40 organizations, associations, institutions, or SMEs (approximately 8 per year)



- Provide capacity building technical assistance to 75 current USAID local partners to improve their performance and management capacity (approximately 15 per year)
- Build expertise of at least 75 (approximately 15 per year) BiH government leaders working in collaboration with USAID

### Component 3: In-kind Logistical Support

The third component is focused on providing humanitarian and/or material assistance (e.g. food items, clothing, vehicles, etc.) to improve the well-being of marginalized groups in cases of unanticipated events. PPMG is also responsible for providing logistical support in such cases.

### PLANNED AND ACHIEVED RESULTS

USAID/BiH issued 10 task orders (TOs) to PPMG implementers. Under TO #1, the Activity aimed to build the capacity of PPMG grantees, USAID local partners, and government leaders, and assist USAID/BiH in reviewing unsolicited proposals. The remaining TOs cover specific grants awards, management, and monitoring. Exhibit B presents a summary of tasks under each TO (TOs highlighted in grey have been completed).

**Exhibit B. Summarized Tasks by Each TO**

Task Order	Tasks
#1	<ul style="list-style-type: none"> <li>▪ Conduct organizational capacity assessments of eight sub-grantees, develop Capacity Development Plans for each organization, and support their implementation through one-on-one trainings, coaching and mentoring (deliver 5 trainings for each sub-grantee - 15 training days each; 15 coaching and mentoring sessions; establish support line for sub-grantees; organize three study visits; establish online education platform, develop 8 M&amp;E Plans), and hold roundtable events dedicated to monitoring and evaluation</li> <li>▪ Build capacity of at least 15 USAID local partners and government leaders through eight 3-day trainings</li> <li>▪ Implement 13 gender equality and female empowerment training sessions and 10 networking meetings</li> <li>▪ Finalize the Grants Manual</li> <li>▪ Review USAID/BiH unsolicited proposals (8 to 10 per week, 450 per year; canceled in 2017 after TO modification)</li> <li>▪ Visibility activities</li> </ul>
#2	<ul style="list-style-type: none"> <li>▪ Award small grants to seven local organizations (this list was modified, some organizations were replaced with new ones, in total there are now eight organizations after the modification)</li> <li>▪ Manage and monitor grant implementation</li> </ul>
#3	<ul style="list-style-type: none"> <li>▪ Award small grants to four local organizations to establish service centers for families of persons with disabilities in four local communities (modified to open additional two service centers)</li> <li>▪ Manage and monitor grant implementation</li> </ul>
#4	<ul style="list-style-type: none"> <li>▪ Administer two RFAs related to deinstitutionalization of persons with disabilities and human trafficking, review proposals, and provide recommendations to USAID</li> <li>▪ Award a small grant to Local Democracy Foundation to provide equipment, training, and scholarships to 20 to 30 female victims of violence (modified: grants reallocated for entrepreneurship assistance to women victims of violence)</li> <li>▪ Manage and monitor grant implementation</li> </ul>
#5	<ul style="list-style-type: none"> <li>▪ Award grants to organizations for interventions related to deinstitutionalization of persons with disabilities and human trafficking</li> <li>▪ Modified to reallocate unspent grants to other organizations that support marginalized populations</li> <li>▪ Manage and monitor grant implementation</li> </ul>
#6	<ul style="list-style-type: none"> <li>▪ Acquisition of first aid equipment for 12 schools in BiH</li> <li>▪ Deliver equipment to U.S. Embassy in BiH</li> </ul>
#7	<ul style="list-style-type: none"> <li>▪ Grant award to Mostar Rock School for their core activities; expected to organize 120 session bands (including students belonging to different ethnicities), 12 program concerts, and 3 major concerts.</li> <li>▪ Manage and monitor grant implementation</li> </ul>

Task Order	Tasks
#8	<ul style="list-style-type: none"> <li>▪ Grant award to Association EDUS to 1) develop methodology for early detection and intervention for children with developmental disorders, 2) develop a protocol for autism diagnosis; 3) verify the effectiveness of the early intervention system for children with developmental disorders; three studies conducted</li> <li>▪ Manage and monitor grant implementation</li> </ul>
#9	<ul style="list-style-type: none"> <li>▪ Grant award to Sarajevo Open Center to assist LGBTI population in BiH by organizing information sessions with influencers and public figures, strengthening local groups working with LGBTI rights in Tuzla and Prijedor (sub-grants), and organizing an internship program for volunteers to raise a new generation of LGBTI activists</li> <li>▪ Manage and monitor grant implementation</li> </ul>
#10	<ul style="list-style-type: none"> <li>▪ Grant award for Entrepreneurship Assistance to Unemployed Marginalized Women</li> <li>▪ Award two research grants to an organization to design methodology for and conduct survey on prevalence of violence against children in BiH</li> <li>▪ In-kind grant to “Education and Rehabilitation center for Children, Youth, and Adults with Developmental Disabilities” in Ljubuski for methodical and didactic equipment for rehabilitation exercises</li> <li>▪ Manage and monitor grant implementation</li> </ul>

As envisaged in the contract, PPMG has awarded and managed three different types of grants to local organizations on behalf of USAID/BiH: unsolicited grants, directed grants, and annual program statements. During the first year of implementation, PPMG developed a grants manual and guidelines for financial reporting for grantees. The grants manual included questionnaires to guide pre-award assessment procedures. Throughout Activity implementation, PPMG has reviewed unsolicited proposals received by USAID/BiH and continued to award and manage other grant types in close cooperation with the Mission. For each grantee, PPMG has conducted organizational capacity assessments, helped develop a capacity building plan, and supported its implementation. One-on-one capacity building support has been provided to grantees through working meetings, phone calls, emails, and monitoring visits. From May 9, 2017, due to a TO I modification, PPMG discontinued unsolicited grant reviews, but continued other duties related to grant management and monitoring.

According to available documentation, PPMG has awarded and managed more than 50 grants to 34 local organizations and 18 local communities, with a particular emphasis on supporting persons with disabilities. The Activity has supported the opening of six service centers for families of persons with disabilities in BiH to-date. These centers provide a range of services to persons with disabilities, including short-term stay, creative and occupational workshops, outdoor activities, individual and group treatment, and psychological support and legal services to their family members. Within the annual program statements grants, PPMG supported initiatives in deinstitutionalization of persons with disabilities. Finally, PPMG supported the development of a methodology for early detection and intervention for children with developmental disorders.

PPMG also supported initiatives related to anti-trafficking in persons with the objective of reducing the incidence of human trafficking through preventative measures, such as educational activities and improved access to social assistance for potential victims. PPMG also supports the LGBTI population in BiH by strengthening the capacities of CSOs and informal groups that work on LGBTI issues. The Activity motivates these groups to design and implement local initiatives, thereby building an institutional support network for LGBTI people. PPMG also allocated funds to 18 local communities within the Fund for Supporting Development of Businesses Owned by Marginalized Women. With regard to youth, PPMG supports activities of Mostar Rock School. They also supported several small-scale interventions like the National Geographic Photo Camp and awarded in-kind grants to youth organizations and schools.

PPMG awarded several in-kind grants, including the donation of sports equipment to sports clubs, therapeutic and sports equipment to persons with disabilities, didactic and sports equipment to schools, and purchasing first aid equipment for 12 schools in BiH.

During Activity implementation, PPMG held various trainings aimed at building the capacity of local organizations, government institutions, and USAID partner organizations that promote the rights of marginalized populations. As envisaged in the Activity design, the trainings covered: legal and organizational structures; administration and human resources; financial management; public advocacy; project cycle management and writing project proposals; strategic planning; monitoring and evaluation, youth entrepreneurship; administrative procedures in municipalities and governments; and teamwork and leadership in youth. PPMG was required to hold 15 sessions on gender equality, which were incorporated in the aforementioned trainings. After each training, PPMG surveyed the participants to assess their knowledge of the topic and perceptions of the training. The results continuously showed that the trainings improved participants' understanding of the topics and that the trainings were positively received by the participants.

PPMG is tracking five indicators to measure progress in meeting Life of Activity targets (see Exhibit C). To date, PPMG has not entered their actuals for the fourth year of implementation (FY2018). Moreover, PPMG has not submitted two quarterly reports for FY 2016, or the last quarterly report for Q2 FY 2018 to the BiHPERFORM system.

**Exhibit C. Activity Indicators, with Targets and Actuals for FY 2015, 2016, and 2017, and Life of Activity Targets**

Level of result	Narrative Summary	Indicators	Actuals (Targets)				Life of Activity Targets
			FY 2015	FY 2016	FY 2017	FY 2018	
Activity Purpose	1.2.3 Individuals and CSOs representing underrepresented groups are constructively engaged in civic/political issues	Number of underrepresented people assisted by a USG-funded intervention providing services to beneficiaries	495 (300)	5,245 (600)	4,580 (3,000)	3,818 (3000)	8,900
Activity Sub-purpose I	Activities of groups of local organizations that advocate for the rights and dignity of underrepresented groups are supported (Corresponds to USAID 1.2.3.1 CSOs representing and led by underrepresented groups advocate for policy changes)	Number of advocacy initiatives focused on improving the status of youth, women, the Roma, the disabled, or LGBTI in the public and political life in BiH	0 (0)	4 (5)	98 (60)	99 (60)	185
Activity Outcome/ Output I.1.	The capacity of local NGOs, BiH institutions and USAID implementing partners is built.	Number of human rights organizations trained and supported	27 (6)	166 (30)	107 (100)	126 (80)	296
		Number of organizations representing marginalized populations that receive minimum 12 hours of training and counseling on OCA tool	0 (0)	14 (8)	6 (8)	5 (8)	32
		Number of representatives of government institutions in BiH trained to increase their organizational capacities	12 (15)	0 (25)	30 (25)	0 (25)	115

## EVALUATION AND ASSESSMENT: PURPOSE, QUESTIONS, DESIGN AND LIMITATIONS

The main purpose of this performance evaluation and brief assessment is to measure the Activity's progress to-date and to help USAID/BiH improve design and the efficiency of future interventions.

This performance evaluation and brief assessment will examine attitudes and experiences from various stakeholder groups to inform the evaluation and assessment findings, conclusions, and recommendations. This includes USAID/BiH officials who designed the intervention; international organizations and government institutions working with marginalized groups; NGOs/CSOs focused on assisting marginalized groups, including PPMG grantees and non-grantees; and representatives of marginalized populations receiving PPMG assistance.

The evaluation and assessment findings, conclusions, and recommendations will help the Mission inform future programming that targets assistance to marginalized groups. In addition, the results will assist the Activity Implementing Partner (IP) improve capacity building practices. Finally, relevant government institutions, civil society, and other stakeholders can leverage the evaluation and assessment findings to design their own interventions to assist marginalized populations in BiH.

### EVALUATION AND ASSESSMENT QUESTIONS

The PPMG performance evaluation will answer the following questions and a sub-question:

1. What progress has PPMG achieved to date in reaching contract targets?
2. To what extent has the organizational capacity of PPMG-supported organizations (both grantees and trainees) been improved? What is some of the evidence that this has happened?
3. To what extent has the representation in civic and political issues of PPMG-supported organizations been improved?
  - 3.1. *Are there indications showing that supported local organizations are interacting more often and more effectively with public authorities and/or the public at large?*

The brief assessment will answer the following questions:

1. How effective are local organizations working on marginalized populations issues at raising funds? Which government entities, international donors, or other philanthropic organizations have provided funding to those organizations?
2. Has the status of marginalized populations improved over the last five years?

## DESIGN AND METHODOLOGY

This performance evaluation and brief assessment will adopt a mixed method approach. The evaluation/assessment team (hereinafter, the research team) will use the following data sources:

1. Activity documentation, including the award, task orders and modifications, work plans, quarterly reports, MEL documentation, Activity records and databases, and other PPMG documents and deliverables.
2. Secondary data sources on marginalized groups, including policy documents, research papers, and other documents developed by government institutions, international and donor organizations, local organizations, and other organizations or institutions, including documents and data produced by MEASURE-BiH (e.g. National Survey of Citizens Perceptions, National Youth Survey).
3. Key informant interviews with USAID/BiH and PPMG implementing partner (IP), other USAID's IPs, relevant international and donor organizations, government institutions, PPMG grantees and their beneficiaries, and other local organizations. The full list of key informants will be presented in the Evaluation and Assessment Work Plan and subject to USAID/BiH comments.
4. Focus groups with PPMG beneficiaries (representatives of marginalized populations who received the assistance provided by PPMG grantees). Draft focus group guide will be included in the Evaluation and Assessment Work Plan and subject to USAID/BiH's comments.
5. Online survey of PPMG grantees and, if possible, mini survey of non-grantees (representatives of relevant local non-government and civil society organizations that work with marginalized populations who either received or did not receive PPMG assistance). A draft survey questionnaire will be included in the Evaluation and Assessment Work Plan and subject to USAID/BiH comments.
6. An online survey of PPMG beneficiaries (representatives of marginalized populations who received the assistance provided by PPMG grantees). A draft survey questionnaire will be included in the Evaluation and Assessment Work Plan and subject to USAID/BiH comments.

The research team will have access to relevant PPMG documentation, including award documentation, work plans, quarterly reports, annual reports, MEL documentation, databases, and other relevant documents and deliverables.

Exhibit D presents the Evaluation Matrix, which details the methodological approach used to answer each evaluation question. Specifically, under the Evaluation Question 1, the research team will review PPMG's progress toward the following: number of underrepresented people assisted by a USG-funded intervention providing services to beneficiaries; number of advocacy initiatives focused on improving the status of youth, women, Roma, disabled, or LGBTI in the public and political life in BiH; number of human rights organizations trained and supported; number of organizations representing marginalized populations that received a minimum of 12 hours of training and counseling on OCA tool; number of representatives of government institutions in BiH trained to increase their organizational capacities; and other contractual obligations. The research team will assess PPMG's performance when it comes to grants award and

management and organizational capacity building. The research team will use Activity documentation, key informant interviews, and online survey data to answer this question.

The research team will explore the extent to which the organizational capacity of PPMG grantees and trainees has improved because of PPMG capacity building interventions (Evaluation Question 2). The research team will assess perceptions of different stakeholders (USAID, IP, grantees, trainees) about quality, relevance, and usefulness of PPMG interventions, resultant changes in grantees’ and trainees’ capacities, and evidence of such changes (i.e. new organizational policies and procedures, management practices, monitoring and evaluation systems, etc.). The findings will be formulated based on review of the Activity and grantees’ documentation, key informant interviews, and online survey data.

#### Exhibit D: Evaluation Matrix

EVALUATION QUESTIONS	DATA SOURCES AND DATA COLLECTION METHODS	RESEARCH DESIGN
What progress has PPMG achieved to date in reaching contract targets?	Activity documentation (MEL Plan and progress reports)/ Documents review Key informants/Key informant interviews, online survey	Mixed methods
To what extent has the organizational capacity of PPMG-supported organizations (both grantees and trainees) been improved? What is some of the evidence that this has happened?	Activity documentation (MEL Plan and progress reports) and secondary data sources/Documents review Key informants/Key informant interviews and/or focus groups, online survey	Mixed methods
To what extent has the representation in civic and political issues of PPMG-supported organizations been improved? <i>Are there indications showing that supported local organizations are interacting more often and more effectively with public authorities and/or the public at large?</i>	Activity documentation (MEL Plan and progress reports) and secondary data sources/Documents review Key informants/Key informant interviews and/or focus groups, online survey	Mixed methods

The research team will explore the results achieved by PPMG in terms of improving local organizations’ representation in civic and political issues (Evaluation Question 3) by investigating perceptions of wide range of stakeholders (including grantees, trainees, beneficiaries, non-grantees, and government and international stakeholders) about improvements in this area in the last five years. The team will review potential changes in local organizations’ interactions with government authorities, participation in policy development and advocacy for the rights of marginalized populations. The findings will be formulated based on the Activity documentation, key informant interviews, online survey data, and secondary data.

To answer the assessment questions, the research team will assess the effectiveness of local organizations focused on marginalized groups at raising funds by investigating perceptions of different stakeholders about experiences and challenges facing these organizations’ fund raising activities and by exploring their major

providers of funding (Assessment Question 1). Moreover, the team will assess improvements in the status of marginalized populations over the last five years in terms of new policies, facilitated implementation of formerly adopted policies, new services, and other developments leading to improvement of their status (Assessment Question 2). The assessment findings will be formulated based on desk review of secondary data, key informant interviews, focus groups, and online surveys.

**Exhibit E: Assessment Matrix**

ASSESSMENT QUESTIONS	DATA SOURCES AND DATA COLLECTION METHODS	RESEARCH DESIGN
How effective are local organizations working on marginalized populations issues at raising funds? Which government entities, international donors, or other philanthropic organizations have provided funding to those organizations?	Secondary data/Desk review Key informants/Key informant interviews, focus groups, online survey	Mixed methods
Has the status of marginalized populations improved over the last five years?	Secondary data/Desk review Key informants/Key informant interviews, focus groups, online survey	Mixed methods

The evaluation and assessment findings, conclusions, and recommendations will be triangulated across multiple data sources. The research team will review the Activity’s documentation; record, transcribe, and code the key informant interviews; analyze and (whenever possible) compare the survey data of grantees and their beneficiaries, as well as for non-grantees; review the secondary data and compare them against the primary data.

## EVALUATION AND ASSESSMENT LIMITATIONS

Potential limitations of this evaluation and assessment include:

- **Social desirability bias**, including overstatement of positive effects by beneficiaries and of negative effects by non-beneficiaries: the research team will triangulate data across multiple data sources to formulate credible results.
- **Limitations related to the online survey methodology.**
  - Low response rates for online surveys: the research team will send regular reminders to potential survey respondents.
  - Limited contact data on grantees' beneficiaries (grantees may resist sharing contact information of their beneficiaries to protect their privacy): if such cases occur, the research team will ask the grantees to distribute the survey link to their beneficiaries.

## EVALUATION AND ASSESSMENT IMPLEMENTATION

### DELIVERABLES AND SCHEDULE

All deliverables will be submitted electronically and in English. The deliverables will include:

#### 1. Detailed evaluation and assessment work plan and data collection instrument(s)

The evaluation and assessment work plan will include: (1) a detailed evaluation and assessment design matrix (including the key questions, methods, and data sources used to address each question and the data analysis plan for each question); (2) draft data collection instruments (interview guides and questionnaires) (3) the list of potential interviewees and sites to be visited; (4) known limitations to the evaluation/assessment design; (5) a dissemination plan; (6) the anticipated schedule and logistical arrangements; and (7) a list of the members of the evaluation/assessment team, delineated by roles and responsibilities.

#### 2. Presentation of preliminary findings

A presentation of preliminary findings to USAID/BiH will include a summary of preliminary findings and recommendations to USAID/BiH.

#### 3. Draft evaluation and assessment report

The draft evaluation and assessment report will be consistent with the USAID Evaluation Report Requirements provided in ADS REFERENCE 201MAH

(<https://www.usaid.gov/ads/policy/200/201mah>) and take into account criteria to ensure the quality of the evaluation report specified in ADS REFERENCE 201MAA

(<https://www.usaid.gov/ads/policy/200/201maa>). Once the initial draft report is submitted, USAID/BiH will have 15 working days to review and comment on the initial draft and submit the consolidated comments to the research team. The research team will address the consolidated comments and submit a revised final draft report within 10 days of receiving USAID/BiH comments.



#### 4. Final evaluation and assessment report

The research team will take no more than 10 calendar days to respond/incorporate the final comments from USAID/BiH. The research team lead will then submit the final report. The final evaluation and assessment report will be between 50 and 75 pages, excluding any annexes.

The tentative schedule is as follows:

Tentative Dates	Tasks and Deliverables
June 14, 2019	Submit draft Work Plan to USAID/BiH
June 17 to June 21, 2019	Logistical preparation, scheduling KIIs interviews, online survey preparation, piloting data collection instruments
June 21 to July 18, 2019	Data collection through KIIs and online survey Interview transcription Initial data analysis Review of Activity documentation Review of secondary data
July 18, 2019	Recommendations' discussion workshop with USAID/BiH
July 18 to August 6, 2019	Continue and finalize transcribing interviews Continue and finalize data analysis Report drafting
August 6, 2019	Presentation to USAID/BiH to discuss the preliminary findings and recommendations
August 9, 2019	Submit Draft Evaluation Report to USAID

#### TENTATIVE TEAM COMPOSITION AND KEY QUALIFICATIONS

It is expected that the evaluation and assessment team will include four team members. The tentative team composition and team members' key qualifications are as follows:

Position	Key Qualifications
Team Lead	Team and project management skills; technical expertise in evaluation methodologies
Subject Matter Experts (two experts)	Subject matter expertise in human rights, social inclusion, and grants management
Research Analyst (RA)	Data collection and data analysis skills
Research Assistant	Organizational skills and ability to ensure smooth process of data collection and processing

The team composition and level of effort will be finalized in the Evaluation and Assessment Work Plan.

# ANNEX II: DATA COLLECTION INSTRUMENTS

## INTERVIEW GUIDES

### Interview Guide for Government Institutions and International Organizations

#### What are the major problems facing marginalized populations in BiH today?

- Which social groups are the most marginalized in BiH society, particularly youth, women, Roma, persons with disabilities, and LGBTI?
- Has the status of these groups changed in the last five years? If yes, how?
- Where do these marginalized populations stand as a priority for the government?
- What is the public perception of these marginalized groups?

#### Please describe any interventions your institution/organization implemented to improve conditions for marginalized populations:

- Marginalized groups involved
- Implementation mechanisms used to improve their status

#### Are you aware of any other government or donor interventions related to providing assistance to marginalized groups?

- How do different donors and implementers coordinate their interventions?
- What challenges do local organizations assisting marginalized groups face in terms of fund raising? What are their main sources of funding?

#### In your opinion, what is required for the marginalized populations to prosper in BiH? What are your recommendations for future interventions aiming to increase underrepresented persons' participation in political and civic activities?

### Interview Guide for Local Organizations

#### On which marginalized population has your organization focused? What was the position of this group five year ago?

#### What are the major problems facing marginalized populations in BiH today?

- Where do marginalized populations, particularly youth, women, Roma, LGBTI, and persons with disabilities, stand as a priority for the governments? Are some of these groups more marginalized than others?
- What is the public perception of these marginalized groups?
- Has their situation changed in the last 5 years?

#### Are you aware of any other government or donor interventions related to providing assistance to marginalized groups?

- Have you received funds or any other support from another donor, or from a government institution?
- What are your organization's sources of funds? What is the share of donor versus government funding?
- What challenges does your organization face in terms of fund raising?

**Describe the interventions you implemented to improve the situation of marginalized populations.**

- developmental hypothesis/theory of change and expected results
- methodology

**If you had an opportunity to participate in the design and implementation of a future Activity aimed at assisting marginalized groups, what would you have done (differently)?** In your opinion, what is required for the marginalized populations to prosper in BiH?

### **Focus Group/Interview Guide for Marginalized Populations**

**Please describe the situation and problems facing** (name the marginalized category) **in BiH?**

- Where does this group stand as a priority for the government?
- What is your opinion about NGOs and CSOs providing assistance to this group?
- How does the public perceive this group?

**Have there been any changes in the status of this group in the last five years?**

- To your knowledge, have any new policies been developed and/or implemented in this period related to the status of this group?
- Has the government support for your group improved in the last five years?
- Has the public perception of your group improved in the last five years?
- Has the CSO support for your group improved in the last five years?
- Overall, has the situation of your group improved in the last five years?

**If you had an opportunity to participate in the design and/or implementation of an intervention aimed at providing assistance to this group, what would you have done differently?** What is required so that this group can advance in BiH?

## ONLINE SURVEY QUESTIONNAIRE

Which of the following groups does your organization focus on in its work?

1. Do you focus on promoting YOUTH status?

- Yes
- No

2. QC4. In your opinion, has the status of youth improved over the last 5 years in terms of...?

	Not at all	Slightly	Moderately	Considerably
1. Increased the awareness and understanding of the authorities about the problems facing this group	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. New government policies that protect the rights of this group	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. Increased awareness and understanding among citizens	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. Increased media coverage of the problems this group is facing	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. Increased number of civil society organizations supporting these groups or increased quality of support from civil society organizations	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

3. Do you focus on advancing women's status?

- Yes
- No

4. QC5. In your opinion, has the status of women improved in relation to the past 5 years in terms of...?

	Not at all	Slightly	Moderately	Considerably
1. Increased the awareness and understanding of the authorities about the problems faced by this group	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. New government policies that protect the rights of this group	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. Increased awareness and understanding among citizens	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. Increased media coverage of the problems this group is facing	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. Increased number of civil society organizations supporting these groups or increased quality of support from civil society organizations	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

5. Do you focus on enhancing the status of PEOPLE WITH DIFFICULTIES AND THEIR FAMILIES?

Yes

No

	Not at all	Slightly	Moderately	Considerably
1. Increased the awareness and understanding of the authorities about the problems faced by this group	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. New government policies that protect the rights of this group	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. Increased awareness and understanding among citizens	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. Increased media coverage of the problems this group is facing	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. Increased number of civil society organizations supporting these groups or increased quality of support from civil society organizations	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

6. QC6. In your opinion, has the status of persons with disabilities improved OVER THE PAST 5 YEARS IN TERMS OF...?

	Not at all	Slightly	Moderately	Considerably
1. Increased the awareness and understanding of the authorities about the problems faced by this group	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. New government policies that protect the rights of this group	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. Increased awareness and understanding among citizens	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. Increased media coverage of the problems this group is facing	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. Increased number of civil society organizations supporting these groups or increased quality of support from civil society organizations	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

7. Do you focus on improving the status of the Roma?

- Yes
- No

8. QC7. In your opinion, has the status of Roma improved in the last 5 years in terms of...?

	Not at all	Slightly	Moderately	Considerably
1. Increased the awareness and understanding of the authorities about the problems faced by this group	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. New government policies that protect the rights of this group	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. Increased awareness and understanding among citizens	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. Increased media coverage of the problems this group is facing	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. Increased number of civil society organizations supporting these groups or increased quality of support from civil society organizations	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>



9. Do you focus on improving the status of the LGBTI population (lesbian, gay, bisexual, transgender and intersex)?

- Yes
- No

10. QC8. In your opinion, has the status of lesbian, gay, bisexual, transgender and intersex persons improved over the past 5 years in terms of...?

	Not at all	Slightly	Moderately	Considerably
1. Increased the awareness and understanding of the authorities about the problems faced by this group	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. New government policies that protect the rights of this group	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. Increased awareness and understanding among citizens	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. Increased media coverage of the problems this group is facing	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. Increased number of civil society organizations supporting these groups or increased quality of support from civil society organizations	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

11. QG3. What are the main problems these groups face?

12. QC8a. Apart from young people, women, people with disabilities, Roma and members of the LGBTI population, are there other marginalized groups that need special support?

13. QF9. Have you received funding from the following sources over the past five years?

- |   |   |
|---|---|
| <input type="checkbox"/> USAID/BiH              | <input type="checkbox"/> Unicef   |
| <input type="checkbox"/> European Delegation    | <input type="checkbox"/> German Embassy   |
| <input type="checkbox"/> European Council       | <input type="checkbox"/> Care International   |
| <input type="checkbox"/> World Vision           | <input type="checkbox"/> Caritas  |
| <input type="checkbox"/> OSCE Mission to BiH    | <input type="checkbox"/> Czech Embassy  |
| <input type="checkbox"/> Embassy of Sweden      | <input type="checkbox"/> Funds of ministries and/or government institutions in BiH at any level |
| <input type="checkbox"/> UNDP                   |   |
| <input type="checkbox"/> Other, please specify: |   |

14. QG10. The year your organization was registered?

15. QG11. Number of persons in paid employment?

16. QF12. What are the primary challenges facing civil society organizations in BiH when it comes to fundraising?

17. QF13. What funding sources does your organization use?

- |  |  |
|--|--|
| <input type="checkbox"/> Funds from local, cantonal, entity or state level | <input type="checkbox"/> Membership fees                             |
| <input type="checkbox"/> International donor funding                       | <input type="checkbox"/> Donations from private companies            |
| <input type="checkbox"/> Private donations                                 | <input type="checkbox"/> Company revenue achieved by my organization |
| <input type="checkbox"/> Revenue from services                             |  |
| <input type="checkbox"/> Other sources, please specify:                    |  |
| <input type="text"/>   |  |

18. QF14. What proportion of the funds does your organization have from each of these sources? (The sum of these percentages should be 100 %.)

Government funds	<input type="text"/>
International donor funding	<input type="text"/>
Other sources of financing	<input type="text"/>

19. To what extent do you agree with the following statements?

	Strongly disagree	Disagree	Neither agree nor disagree	Agree	Strongly agree
1. Local organizations that are forced to adjust their programs to donor strategies to obtain funding	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. Most local organizations do not have enough resources to hire the optimal number of workers	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

	Strongly disagree	Disagree	Neither agree nor disagree	Agree	Strongly agree
3. Many organizations that used to be donors are now applying for donor funding and as a result local organizations have reduced access to funding	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. Donors who are funding local organizations are demanding high requirements for the funds they donate	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. Donor organizations often finance short-term projects that cannot achieve the desired results	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6. Long-term programs need to be implemented to achieve changes in the status of marginalized groups	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7. Local authorities finance local organizations but invest minimal resources	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
8. Local authorities mostly support veterans and/or sports associations	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Strongly disagree      Disagree      Neither agree nor disagree      Agree      Strongly agree

9. Constant changes of politicians in positions in governmental institutions slow down changes in the status of marginalized groups	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
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## ANNEX III: LIST OF DOCUMENTS REVIEWED

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