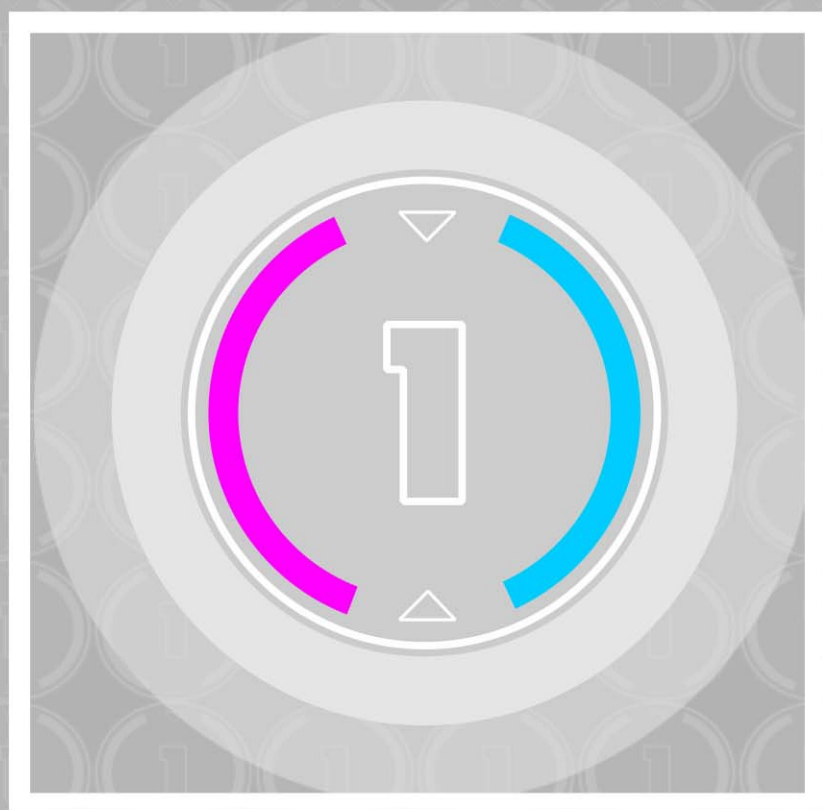




**OPPORTUNITIES AND CHALLENGES
FOR INTRODUCING GENDER
SENSITIVE BUDGETING IN THE
AREA OF DOMESTIC VIOLENCE
ON LOCAL AND ENTITY LEVEL
IN BOSNIA AND HERZEGOVINA**

OPPORTUNITIES AND CHALLENGES FOR INTRODUCING GENDER SENSITIVE BUDGETING IN THE AREA OF DOMESTIC VIOLENCE ON LOCAL AND ENTITY LEVEL IN BOSNIA AND HERZEGOVINA

Prepared by:

Nada Golubović and Minja Damjanović

Researchers:

*Amela Bašić
Lana Jajčević
Gordana Vidović
Radmila Žigić*

Associates:

*Natalija Petrić
Aleksandra Radeta - Stegić*

Translation:

Aleksandra Petrić

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Prepared by: Nada Golubović and Minja Damjanović

Researchers: Amela Bašić, Lana Jajčević, Gordana Vidović, Radmila Žigić

Associates: Natalija Petrić, Aleksandra Radeta - Stegić

Translation: Aleksandra Petrić

Layout and Design: Maja Ilić

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The views represented expressed in this publication are those of the authors and do not necessarily represent the views of UNIFEM, the United Nations or any of its affiliated organizations.

This book represents our contribution to the protection of women and children victims of domestic violence in Republika Srpska.



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FOREWORD

Since our establishment in 1996, association “United Women” Banja Luka works on protection of women’s human rights on local, entity, and state level of Bosnia and Herzegovina. One of the priorities in our work represents protection of women and children victims of domestic violence. Office for free legal and psychosocial assistance and SOS telephone is working as the part of our Association for the past 11 years, and they are financially supported through foreign donations. According to our data, similar experiences are in other parts of Republika Srpska (RS) and Bosnia and Herzegovina.

Until the moment of publishing this brochure, role of the state (entity) official institutions in the area of protection of victims of domestic violence in terms of offering services to the victims is modest.

At the end of 2001, Government of Republika Srpska established the Center for Gender Equity and Equality (Gender Center), as the expert service, with the objective of establishing and strengthening institutional mechanisms for gender equality.

In 2005, Gender Center of RS Government provided assistance in networking of existing four SOS telephones in Republika Srpska, and secured unique short SOS number 1264 for the territory of the whole Republika Srpska.

Since its beginnings, SOS telephone did not change its owners, and it is still under management of nongovernmental organizations. Women volunteers of SOS telephone, office from where the telephone is operating and calls toward the official institutions and women beneficiaries are fully financially supported through the foreign donations.

The last chain that was missing in the network of protection for victims of domestic violence in Banja Luka was the safe house, shelter for women and children victims of domestic violence.

Until 2007, only one shelter was functioning in Modriča, for the entire area of Republika Srpska, thanks to the foreign donations. We believe that government at all levels should take over the responsibility for protection of victims of domestic violence, in accordance with the international and regional conventions, declarations and recommendations. Because of that, we did not want to open the safe house that would be financed through foreign donations. Our attitude impeded the process of lobbying for opening the safe house in Banja Luka, and it lasted for many years. Unfortunately, with the opening of the safe house in 2007 we did not succeed to completely secure the continuity of its work, since the issue of financing of the safe houses in Republika Srpska is not systemically solved.

Thanks to the knowledge we acquired at the seminar about gender budgeting organized by UN Development Fund for Women (UNIFEM), we understood how we can strengthen our advocacy with arguments in recognizing the specific needs of women and men in budgetary processes. Because of that, in the moment when we got the opportunity to ensure this continuity, with financial and expert assistance of UNIFEM, and with using the principles of gender sensitive budgeting, conducted analysis, and identified how the planned funds within the public budget are spent.

We implemented the project **“Initiative for Introducing Gender Sensitive Budgets in the Area of Domestic Violence on Local and Entity Level in B&H”** in cooperation with our colleagues that are working on protection of victims of domestic violence, women representatives of nongovernmental organizations “*Budućnost*” Modriča and “*Lara*” Bijeljina. We were guided with the principal idea and wish to systemically solve the issue of financing of the safe houses in the whole Republika Srpska. We sincerely hope this model will be useful and applicable in the future also in other areas that are equally important for our whole society.

This book represents the results of several months work on analysis of the budgets of four public institutions working on social protection in Republika Srpska. It consists of all data we collected during analysis of the budgets in targeted public institutions.

The book consists of three parts. The first chapter provides general information about situation related to protection of victims of domestic violence in Republika Srpska, need for existence of the safe houses, the basic information about the project and used methodology, as well as gender responsive budgeting. In the concluding part of this chapter, we offer recommendations for improving future work on protection of victims of domestic violence.

The second chapter provides detailed information acquired through analysis of the budgets and work of the Ministry of Health and Social Care of Republika Srpska and Centers for Social Work Banja Luka, Bijeljina and Modriča. This is presented in order to enable better understanding of the context of work of the Ministry and local Centers for Social Work, and position of care for victims of domestic violence within the system of social care, overview of the key information about the Entity, and three targeted local communities, Ministry of Health and Social Care of RS, Centers for Social Work in Banja Luka, Bijeljina and Modriča, and three nongovernmental organizations that conducted the analysis of the budgets and have key role in protection of victims of domestic violence.

The third chapter provides the overview of all analyzed budgets and the questionnaire used for collecting additional information about methodology of development and women and men users of the public budgets of monitored institutions.

At the end of the introductory part, we are using the opportunity to thank all women researchers who participated in this project, women and men employees of the Centers for Social Work Banja Luka, Bijeljina and Modriča, and employees of the Ministry of Health and Social Care of Republika Srpska, on provided data and time.

We are grateful to Professor Miodrag Simović, PhD, judge of the Constitutional Court of Bosnia and Herzegovina on the text which he provided for this paper on the international documents that Bosnia and Herzegovina signed, and provided legal base for financing of the safe houses and way of solving this issue on the state level.

We are also grateful to all employees, and women consultants of UNIFEM on support, advices, and shared knowledge vital for implementation of all activities within this project.

I CHAPTER

1. **Why do we need protection of victims of domestic violence in Republika Srpska? Why the safe houses are important?**

Social situation of women and men citizens of Republika Srpska and Bosnia and Herzegovina is extremely difficult. Majority of women and men citizens are at the edge of poverty, privatization was poorly conducted, and it is still ongoing with irregularities, and there is no sustainable return. In such difficult situation, women are marginalized in all segments of society. Women victims of domestic violence are in twofold difficult position - because of traumas they are experiencing, they are often helpless and incapable to step out from vicious circle of violence without assistance.

The question is why the violence happens at all? The most frequent answers on this question are related to belief that all what happens within a family represents private matter; that violence is learned response in situation of stress and conflict, that man dominates a family, and for him violence represents acceptable behavior. Violence has extremely difficult consequences on children. With growing up in violent environment, children accept the given model of behavior as the only one, and repeat them in the future on the way that girls become victims of domestic violence, and boys become the abusers.

Until the end of the nineties in 20th century, domestic violence was taboo topic in Bosnia and Herzegovina. Since 2000, domestic violence is regulated as criminal act in Criminal Code of Republika Srpska. From that moment, violence against women carried by male partners stops to be "private matters" and becomes the public and social problem.

Cases of domestic violence represent the most pervasive violation of human rights, and must be sanctioned as such. Furthermore, victims of domestic violence must receive adequate protection and ensured access to adequate assistance.

Safe houses enable women to stop suffering from violence, exchange experiences about violence they survived in group work and friendly environment with professional women workers (psychologists, social workers, nurses), and other women, and have the opportunity to overcome their traumas. Stay in the safe house enables a woman to have safe escape in moments of acute violence. Place of her stay is unknown, prevents abuser to find her, and enables her to "meet with herself" and with a help of professional women workers to make decision about her future life. Some women return to the safe house several times, and go back to abuser, until they make final decision and acquire enough self-confidence to continue their life alone with their children. They are receiving experts' assistance and support from the safe house personnel in making these decisions.

First initiatives against violence against women emerged in Europe during the seventies of 20th century, and first shelter for women victims of domestic violence was opened in London in 1972.

Stay of women in the safe houses is mostly limited to the period of three months. Based on experiences of women experts of different profiles worldwide that are working on protection of women victims of domestic violence, period of three months of stay in the safe houses is enough for women to start dealing with acute consequences of domestic violence. It is necessary to continue to work with women also after their exit from the Safe house. This work should be based on group and individual therapies with women psychologists, psychotherapists, and other women professionals that are working on protection of women victims of domestic violence.

Professional team of the safe house is conducting so called "occupational therapies", and working therapies with women beneficiaries that have daily working obligations of preparing food for themselves and their children, cleaning rooms where they are accommodated, and similar activities. Occupational therapy is conducted based on weekly schedule and with supervision and assistance of women members of the professional team.

Individual work is conducted also with children that are staying in the safe house with their mothers. In case that more children are accommodated in the safe house, professional team also organizes group workshops. Work with children is extremely important, since boys that are exposed to violence during childhood are adopting the learned model of behavior and are becoming abusers, while girls are tolerating violence, and becoming future victims.

Beside daily obligations, women beneficiaries have independent supervision with woman psychologist engaged for this purpose. Woman supervisor also conducts separate supervisory sessions with the professional team of the safe house.

Consequences of violence are also extremely important in the economic sense. Traumatized woman is incapable to work and earn income. Support in the safe house enables her rehabilitation and offers possibility to choose.

Victims of violence are receiving comprehensive assistance in the safe house. They receive professional assistance and protection of their physical and mental health, gaining back their self-confidence, and trust in their own capabilities. In cooperation with the public institutions (namely Centers for Social Work), and with using multidisciplinary approach, exit strategies are identified for empowered woman that can begin with her new life as employed and independent. This fact is important from the economic aspect - from a person in the status of social need, we are creating independent employed woman, and this justifies investments of the state in her stay in the safe house. After the rehabilitation process, woman usually does not suffer from violence any more neither she tolerates violence against her children. Normally, boys that passed rehabilitation process do not become abusers, and girls would not suffer violence from their partners.

2. Initiative for Introducing Gender Sensitive Budgets in the Area of Domestic Violence on Local and Entity Level in Bosnia and Herzegovina

Having in mind the presented situation related to need for existence of adequate protection of victims of domestic violence, and importance of the safe houses, United Women Banja Luka decided to strengthen and expand its advocacy capacities, and learn about the principles of gender sensitive budgeting.

In the period from April to December 2007, "United Women" Banja Luka, in cooperation with nongovernmental organizations **"Budućnost" Modriča** and **"Lara" Bijeljina** are implementing the project with title **"Initiative for Introducing Gender Sensitive Budgets in the Area of Domestic Violence on Local and Entity Level in Bosnia and Herzegovina"**.

Main objective of this project is to introduce the item of financing the safe houses for women and children victims of domestic violence in budgets of three local communities in Republika Srpska and budget of the Ministry of Health and Social Care of Republika Srpska.

In this way we would also secure sustainable protection of this category of population in Republika Srpska. The project has been implemented in the territory of Republika Srpska, the entity within Bosnia and Herzegovina¹.

Currently, there are two safe houses in our entity, and they both have work permit from the Ministry of Health and Social Care. Shelter in Modriča is financed through foreign donations. Financing of the shelter in Banja Luka depends solely on donations of the local community and authorized Ministries of Republika Srpska. Until the moment of publishing this book, the only Ministry that donated one-time support for the work of safe houses in Banja Luka and Modriča in 2007 was the Ministry of Family, Youth and Sport in the Government of Republika Srpska. Unfortunately, financing from the local sources has not been systemically solved, as it depends on good will of local communities and authorized Ministries that decide if and how much to contribute every year, which is certainly not adequate solution for majority of the victims of domestic violence.

With signing the numerous international and regional documents on gender equality and women's rights, Bosnia and Herzegovina, therefore also Republika Srpska obliged on protection of women's human rights and providing protection of women and children victims of domestic violence. With activities of this project, we wanted to assure to what extent, and if at all the mentioned documents are implemented in the practice, and if there are budget means allocated for their implementation in the area of domestic violence services, in particular safe houses. Additionally, with respecting the principles of gender responsive budgeting, we wanted to determine, do specific needs of men and women exist, what are those needs, and if they are satisfied in practice and visible in the budget. When conducting the analysis, we focused on examining of the specific needs of women for shelter in a safe house in moments of acute violence.

This approach to the analysis of budgets is completely new, both for United Women Banja Luka and for our partner organizations. We can certainly say this approach of monitoring over implementation of existing commit-

¹ Issue of social protection fits into the authority of entity governments.

ments is also new for the majority of institutions in Bosnia and Herzegovina, from the local to higher levels of governance. It represents control of existing laws and commitments and their implementation in the practice. In our previous activities, we examined level of implementation, namely the Law for Protection from Domestic Violence, but also the international and regional documents through monitoring the work of authorized public institutions. Based on knowledge acquired about gender responsive budgeting, we focused on searching for adequate means that should be allocated in the budget for implementation of legislation related to domestic violence. Until the moment of publishing this book, local laws related to domestic violence do not regulate the issue of financing the safe houses in Republika Srpska.

2.1 Research Methodology

Four women researchers engaged on this project collected all data and analyzed the public budgets - budget of the Ministry of Health and Social Care of Republika Srpska (in further text the Ministry), and the budgets of the Centers for Social Work (in further text CSW) from three local municipalities (Banja Luka, Bijeljina and Modriča) in Republika Srpska.

Considering the fact that the Ministry represents the official institutions that issues permits and approves opening of the safe houses in Republika Srpska, and that representatives of this Ministry had an active role in creation of the Law for Protection from Domestic Violence, and Rule Book about Way and Place of Implementation of the Protection Measure of Securing Protection of a Victim of Domestic Violence (in the further text the Rule Book), we focused on examining the budget of this Ministry.

Centers for Social Work and police have the authority to provide care for victims of domestic violence. According to the Rule Book of the Ministry, CSW are the only authorized institutions with authority to accommodate victims of domestic violence in the safe houses. Since there are SOS telephones in three local communities where we are implementing the project, and safe houses exist in two of them, it was expected that budgets of CSW have allocated some budget means for the work of both services. We wanted to identify and analyze the planned amounts/funds within individual budget items, and if these funds are planned only for the work of the safe houses, or also for the offering other services for supporting victims of domestic violence, and if the budget allocations are sufficient. Focus of this research was on the planned amounts/funds for the work of safe houses in Republika Srpska.

Our research was conducted in May 2007. We decided to conduct the analysis of the data only within one month, since the data collected by the targeted public institutions are archived per beneficiary, but not gender disaggregated, and we needed to conduct manual collection and classification. The data about sex and the amount allocated per each beneficiary were examined from accounting documents, and we classified each beneficiary per sex with entering the corresponding amount that was paid to each woman and man beneficiary. After that, we counted all individual amounts and got the total amounts within each budget item that were allocated on men and women. This process was long and exhausting. The methodology of processing information was especially hindering the process of collecting data in larger CSW, such is the one in Banja Luka. The month of May was especially favorable, also in statistical sense, since there are no larger migrations of population as a consequence of summer and winter vacations.

Because of nature of their activities, we could not get the data about gender structure of beneficiaries when examining budget of the Ministry. This is because they are not offering direct services to individual beneficiaries, but to the institutions and organizations, to which they are allocating the budget means to. Also, with analysis of the budgets, we wanted to acquire information if there are budget items or funds from which the budget means are allocating for implementation, namely the Law for Protection from Domestic Violence, and for work of the safe houses in Republika Srpska.

We distributed questionnaires² specially designed for this research to the authorized persons from the Centers for Social Work and the Ministry, in order to collect additional information about ways of developing budgets for these institutions, and level of knowledge among women and men employees about legislation directly or indirectly related to domestic violence. Filling in the questionnaires was done through interviews.

2 The questionnaire is included in Annex on the page 54

All the above-mentioned data about official institutions and nongovernmental organizations were collected with the main objective to show financial and human resource capacities for efficient, continuous, and systemic addressing of the issue of services for domestic violence victims, and accommodation of victims in the safe houses in Republika Srpska, respecting the environment in which we are living and working.

Analysis of the budgets for all public institutions targeted with this project was conducted with respecting the principles and rules of gender responsive budgeting.

2.2 Gender Responsive Budgeting

Gender responsive budgeting has been based on gender analysis of the budgets, namely both revenues and expenditures. Processes of the gender analysis of the budgets can include analysis of collecting revenues, analysis of influence and participation of women in process of budget development, and analysis of the budget expenditures, namely if the way of spending of the budget means corresponds to the principles of gender equality. Therefore, gender budgeting does not mean having different budgets for men and women, but adequate and fair distribution of existing means in the budget, with objective of satisfying specific needs of women/girls and men/boys, and eliminating inequalities in the budget.

Within this project, we specifically focused on examining ways of expenditures.

Gender responsive budgeting places the budget in the center of analysis. For each country, the budget does not represent only economic, but also political statement. Priorities of individual governments are clearly visible through the budgets.

Gender analysis of the budget can show financial connection between economic development of a national economy (economic growth, poverty reduction, savings, and investments), and gender equality (female poverty and access to resources).³

For gender budgeting, it is extremely important also the connection between international and regional documents and laws related to gender equality and women's rights which a country has voted for, signed, or ratified on the one hand, and public budgets on the other hand, which should ensure implementation of these documents and laws.

There are numerous documents in the area of protection of victims of domestic violence, with which our country and its entities obliged to protect victims, namely the Constitution of Bosnia and Herzegovina, the Constitution of Republika Srpska, Gender Equality Law of Bosnia and Herzegovina, Criminal Code of Republika Srpska, the Law for Protection from Domestic Violence of Republika Srpska (as the local laws), Convention on Elimination of All Forms of Discrimination Against Women (CEDAW), Convention on the Rights of Child, and General Recommendation no. 19 of the CEDAW Committee (as the international documents). With these documents, our country is obliged to take over the care about victims of domestic violence and sustained financing of the work of the safe houses is one of the measures needed to live up to this obligations.

In the text that follows, Professor Miodrag Simović, PhD, judge of the Constitutional Court of Bosnia and Herzegovina, provides the overview of the international commitments on BiH related to combating domestic violence and their financial implications.

2.3 Violence Against Women, Safe Houses - International Standards Related to the Financing

Violence against women represents type of discrimination of women that seriously disables them the right to full enjoyment of rights and freedoms on equal basis with men. According to the Recommendation no 19 of the CEDAW Committee, violence against women includes all acts that are causing physical, mental or sexual harm or suffering, threats with such acts, compulsion, and limiting or depriving freedom.

³ Đurić Kuzmanović, Tatjana "Toward the Gender Sensitive Budgeting: A Guide", Women's Studies and Researches and Futura Publications, Novi Sad, 2007, page 10

One of the most hidden forms of violence against women is certainly domestic violence, so this might be a reason why the researches show that this type of violence against women is predominant in all societies. Because of that, elimination of violence against women and especially domestic violence receives the priority on regional level.

Beside CEDAW Convention, and for its more efficient implementation, the United Nations adopted the Recommendation no 19 of the CEDAW Committee, and suggested to the state parties the obligations related to elimination of violence against women. General Recommendation no 19 of the CEDAW Committee (1992) is entirely devoted to this issue. State parties are recommended to secure adequate protection and respect of integrity and dignity of women with adopting laws against domestic violence and other forms of violence against women.

Beside legislative measures, which include criminal law sanctions, civil law protection and compensation of damage, as well as prevention measures, which include informational and educational programs, state parties are also requested to regulate and conduct adequate protection measures. These measures include establishing or support to the services for assistance for victims of domestic violence, rape, sexual assaults, and other types of gender based violence, as well as services for rehabilitation and counseling. Additionally, the state parties should ensure that these services are accessible also to women from rural areas, as well as marginalized groups (for example, women that face double discrimination, such are Roma women, etc.). These services must ensure security and safety of victims of domestic violence.

Therefore, mentioned international standards are regulating several levels of obligations.

The first is legislative level - adoption of adequate laws and regulations, and establishing institutional machinery for implementing obligations from the CEDAW Convention.

Second level relates to the preventive measures that are directed to dissemination of information, education and raising awareness of general public about domestic violence as form of discrimination of women.

Third level relates to the conducting protection measures through establishing or offering support to the services for victims' assistance. None of these obligations and especially not the obligation of conducting protection measures is possible to implement without adequate financial means.

In relation to the implementation of international standards on local level, it is important to say that Bosnia and Herzegovina adopted the Gender Equality Law ("Official Gazette of B&H" no 16/03), and the entities adopted the laws for protection from domestic violence (2005). Additionally, Gender Equality Agency has been established within the Ministry for Human Rights and Refugees of BiH, and there are Gender Centers in both entities. Therefore, it is clear that there is legislative and institutional framework, but having just that is not enough.

For a long time, nongovernmental organizations are emphasizing that official authorities should conduct concrete steps on implementation of the obligations they have been accepted, and especially that economic planning and budgeting is not gender sensitive at all levels of governance (Group of NGOs, Shadow Report to the CEDAW Committee, 2004). Budgets at all levels of governance rarely, if any, include financial means dedicated for implementation of the obligations from the CEDAW Convention and laws, and improving condition of women's human rights in Bosnia and Herzegovina in general. Beside that, nongovernmental organizations are emphasizing the lack of social services for assistance and support for women victims of domestic violence, including also the lack of accommodation for victims, counseling and rehabilitation programs. In relation to that, it should be noted that safe houses for victims of domestic violence exist only within NGOs, and they are financed from donor contribution. However, that is not enough, especially having in mind growing needs for this type of service. Participation in financing of the safe houses from local authorities is insufficient, if exist at all. Similar situation is with other services for victims' assistance, such are SOS telephones, legal services, and psychological therapies. Unfortunately, official authorities do not show serious interests to take over responsibility for financing accommodation and care for victims of domestic violence in existing safe houses, or establishing and financing services needed for efficient actions against domestic violence.

When considering the official CEDAW report of Bosnia and Herzegovina in 2006, CEDAW Committee concluded that adoption of the Law and creation of gender machinery within executive and legislative governance at all levels in Bosnia and Herzegovina is very positive and encouraging. The Committee especially welcomed the activities on adoption of the Action Plan on Gender Equality, but also pointed that, in order to foster efficient implementation of the plan and CEDAW Convention, it is necessary to immediately continue with education of public officials at all levels, allocate financial means needed for implementation of the Action Plan through creation of special budget lines within Ministries, and to work on further collecting of donor contribution.⁴

4 Professor Simović Miodrag, PhD, Public Hearing in the People's Assembly of Republika Srpska, June, 2007

3. Conclusions

Based on the analysis of all gathered data from the Ministry of Health and Social Care of Republika Srpska and Centers for Social Work of Banja Luka, Bijeljina and Modriča, we have come to the following conclusions:

1. **Proportion of the budget allocated for the analyzed institutions in the budget of RS Government and local communities vary from 3% to 4%.** Recommendation of the European Union is that allocations for social care from public budgets should vary from **10 to 12%**⁵. Proportion of the budget of Ministry of Health and Social Care in the budget of RS Government is **3%**. Only **0,4%** of the total amount of the annual budget of Government of Republika Srpska for 2007 has been allocated solely for social protection.
2. **Monitored budgets are not gender sensitive.** Budgets do not recognize specific needs of women for protection from domestic violence and do not provide funds for domestic violence safe houses. To some extent, exception is the budget of Center for Social Work Banja Luka, which has the budget item of “Mobile Team and Accommodation in the Safe House”⁶. However, it is not visible from the funds anticipated within this budget item how much means was planned for functioning of the safe house in Banja Luka, and how much for the functioning of the Mobile Team. Total funds anticipated within this budget item are insufficient for the functioning of the safe house in Banja Luka.
3. Regardless to obligations from the international and regional documents, which Bosnia and Herzegovina is the country member or signatory country, **the Ministry of Health and Social Care of Republika Srpska has no budget items or financial means planned for financing of the safe houses in Republika Srpska.**
4. Planning of the budget is happening within narrow circle of people that are representing the highest level of management within official institutions. **None of the analyzed official institutions includes interested groups of stakeholders in the processes of budget development.** Consequence of this approach in developing of budgets is that planned funds within this document do not follow the needs on the field.
5. **Funds for implementation of the Gender Equality Law of Bosnia and Herzegovina are not planned in any of the analyzed public budgets.**
6. **Victims of domestic violence are excluded, and are not recognized by the existing Law on Social Protection of Republika Srpska,** which is the main legal document that determines the social protection services that are funded from the budgets of the Ministry and Centers for Social Work.

4. Recommendations

1. In accordance with the recommendation of the European Union, **anticipated budget funds dedicated to social care should increase from the entity and local budgets.**
2. **In budget creation process the specific needs of women/girls and men/boys should be taken into account in accordance with the principles of gender responsive budgeting and international and regional conventions and recommendations.**
3. **The state should take over the responsibility for financing of the safe houses in Republika Srpska.** We suggest the following division of responsibility between the entity and local level: the **Ministry of Health and Social Care of Republika Srpska** should cover the **fixed costs** of the safe houses through a separate budget item, while the **local Centers for Social Work** should allocate funds for covering the **variable costs** also within a separate budget item. These funds must be sufficient for full functioning of the safe houses.
4. **Civil society organizations** that are working on protection of victims of domestic violence and other interest groups **should be included in the process of creating annual budgets of the analyzed institutions,** in order to secure adequate response on existing social needs, in accordance with the effective laws, and the international and regional commitments.
5. **In the process of planning of the public budgets** of institutions that are working on social protections at all levels of governance, **the international and regional documents, Gender Equality Law of Bosnia and Herzegovina, and laws related to protection of victims of domestic violence should be respected.**
6. **Victims of domestic violence should be recognized as special social category within the Law on Social Protection of Republika Srpska, and this Law should be changed to meet this need.**

⁵ Source: Center for Social Work Banja Luka

⁶ Mobile Team represents the team for support for victims of domestic violence in the moments of acute violence. Members of this team are representatives of the Center for Social Work Banja Luka and United Women Banja Luka that are assisting to the police in field interventions in moment of acute domestic violence.

5. Epilogue

Having in mind difficult material situation and current financial possibilities of Republika Srpska, it is not realistic to expect the immediate full compliance with the Recommendation of the European Union related to the amounts that the states should allocate for social protection.

Because of that, we are proposing the following:

- *Within the period of next five years, five shelters should be operational in Republika Srpska and fully financially supported through the public budgets of the Entity and municipal authorities. These shelters should function in the regions where Offices of the Public Prosecutors exist, namely Trebinje, East Sarajevo, Bijeljina, Modriča (covering Dobož Region) and Banja Luka. This means that three additional shelters should be opened in Republika Srpska within next five years, namely in Trebinje, East Sarajevo, and Bijeljina. This would ensure that each region (with respect to division of Republika Srpska on geographic regions) should have one shelter that is fully financed from the public budgets at municipal and Entity level.*
- *The responsibility for financing of the shelters should be divided between the Entity and municipal authorities on the following way: fixed costs should be secured through the Entity budget, and variable costs of the safe houses should be secured through the municipal budgets.*

*In the structure of all analyzed budgets, costs are divided into **fixed costs**, which are related to salaries and material costs (electricity, water, heating, telephones, maintenance costs), and **variable costs**, which are related to the means for further allocation to institutions, organizations, women and men beneficiaries of the budgets, meaning the funds planned for offering services and satisfying specific needs. Because of that, we believe that the same principle should be applied in the case of the safe houses, planning the funds for fixed and variable costs from the public budgets.*

In the text below, we have presented the investment plan for the Safe house in Bijeljina and the budgets of the existing Safe houses in Banja Luka and Modriča respecting described costs division⁷.

Justification:

Majority of local communities in RS have modest financial means for satisfying the needs in the social sector in an adequate way. We believe that the proposed model of financing the work of the safe houses from the level of the Entity and local communities would:

- *Enable the Entity to comply with the recommendations of the European Union, CEDAW Committee, as well as the international and regional documents, with providing support and assistance to victims of domestic violence.*
- *Allow local communities to improve the protection of women and children victims of domestic violence, while limiting the additional increase in costs in a situation where the social needs of the population are exceeding available financial means.*

From all the information we collected, it is visible that social sector is marginalized in Republika Srpska, both on the entity and local level. This marginalization manifests through the level of anticipated budget amounts for the social care.

Besides sharing the destiny of other categories of population that are in need for social assistance, victims of domestic violence are not recognized as social category by the Law on Social Protection of RS. Until the moment of book publishing, victims of domestic violence were mostly receiving support and care from the representatives of women's NGOs, thanks to the international donations. Long-term work with victims of domestic violence enabled nongovernmental sector to specialize for offering this type of assistance. Because of that, it is extremely important that official institutions at all levels recognize nongovernmental organizations as equal partners in all segments of protection of victims of domestic violence.

⁷ Budget of the Safe house in Banja Luka is on the page 24, Budget of the Safe house in Modriča is on the page 41, and Investment Plan for the Safe house in Bijeljina is on the page 35

CHAPTER II

6. Republika Srpska

6.1. About Republika Srpska

Bosnia and Herzegovina represents a country with very complicated state organization. It consists of two entities, Republika Srpska and Federation of Bosnia and Herzegovina, and District Brčko.

The Federation of Bosnia and Herzegovina has ten cantons. All of these units have their own constitutions, governments and ministries.

The functions of the entities, Brčko District and the state are divided and defined with the Dayton Peace Agreement⁸, which represent the essence of the Constitution of Bosnia and Herzegovina. The functions are also defined through subsequent revisions of the Constitution. In general, judging upon their responsibilities, the entities and Brčko District represent states within the state. Exclusive competencies of the entities and District (in Federation of Bosnia and Herzegovina also in some cases the cantons) are health, education, culture, etc. Social protection also represents exclusive authority of the entities.

Since this report focuses on the issue of financing shelters for women and children victims of domestic violence in three local communities in Republika Srpska, and since the social protection fits within the authority of entities, we will focus only on the entity of Republika Srpska.

Here we would like to emphasize that there is no Ministry of Health and Ministry of Social Care on the level of Bosnia and Herzegovina. Non-existence of one Ministry at the state level would not be a large problem in relation to providing assistance to the victims of domestic violence if there is cooperation on this issue between the authorized Ministries on lower levels of governance.

Republika Srpska encompasses northern and eastern part of Bosnia and Herzegovina, precisely 49% of its territory. There are approximately 2.000.000 inhabitants in Republika Srpska. Unfortunately, precise data about current number of inhabitants in Bosnia and Herzegovina does not exist, since the last census of population was conducted in 1984, and in the meantime there was massive migration of population caused, mostly, by war. The population census conducted in 1991 was never officially verified, although some of its data are in use.

War operations took their toll, and the country is slowly recovering. In economic sense, the reconstruction has been based on the international donations and loans from the International Monetary Fund (IMF), International Bank for Reconstruction and Development (IBRD), European Bank for Reconstruction and Development (EBRD), and other international donors. With objective of paying back the debts from loans, representatives of these international organizations are controlling consumption of the means, and any increase of spending for any category of the budget users must be approved by the representative of IMF, located within the Ministry of Finances of Republika Srpska.

After the war, similarly to all other former socialist countries, Bosnia and Herzegovina, including Republika Srpska entered the privatization process of the state owned property. Privatization model that has been used in Republika Srpska was matching the current tendencies of marginalization of social sector and editing social payments. The privatization was complete and quick, therefore, as later showed, full of irregularities. It is extremely important to emphasize the social aspect of privatization. Majority of the state owned companies that entered into privatization process was employing large number of workers, and became uncompetitive in the new system, because of the nature of their business. After completed the process of privatization, majority of employees stayed jobless. Since the state did not respond on the new situation with adequate programs, number of people in need for social assistance rapidly increased. In July 2007, Institute for Employment of Republika Srpska had registered data base of 140.189 people seeking for job. Based on our experience, majority of people register with the Institute for Employment to solve the issue of health insurance. Usually, one woman or man, member of a household registers, and then all other members of the household get health insurance through that member. This implies that number of people seeking for employment might be much larger than currently registered with the Institute.

There is the Ministry of Health and Social Care within the Government of Republika Srpska, with the authority for solving issues in the field of social protection.

8 Dayton Peace Agreement ended the war in Bosnia and Herzegovina.

In 2007, adopted budget of the Government of Republika Srpska was 1.250.000.000⁹ BAM, out of which 37.889.230 BAM, or 3% goes for the Ministry of Health and Social Care.

6.2. Ministry of Health and Social Care of Republika Srpska

Based on the data presented on the official web page of the Government of Republika Srpska¹⁰, namely the Ministry of Health and Social Care of RS, authorities of this official institution are largely related to the health sector. Authorities of the Ministry directly related to the social protection are:

- Functioning of the system of social, family and child protection,
- Monitoring situation of social endanger and social needs of the population,
- Supervision over the work of institutions of social and child protection,
- Work with women and men professionals in the social sector,
- Developing monitoring and evaluation of the social system,
- Cooperation with all relevant partners, including nongovernmental organizations.

The basic laws relevant for the work of the Ministry of Health and Social Care of Republika Srpska are: Law about the Ministries, Law about the Administrative Service and Administration, Law about the General Administrative Procedure, Law about Employment in the State Bodies, Law about Health Insurance, Law about Health Protection, Law about Poisons, Law about Medicines and Law about Ionized Radiation¹¹.

For us, it is important to emphasize that the Law on Social Protection of Republika Srpska is not presented as one of the essential laws for the work of this Ministry. In that situation, it is difficult to expect that the laws related to protection of victims of domestic violence and gender equality will be presented and used in the work of this Ministry.

Marginalization of the social sector within the Ministry of Health and Social Care of Republika Srpska is visible from the activities of the Ministry - larger number of organizational units, sectors and secretariats are working on the health protection. Only Sector for Social and Child Protection within the Ministry is working on the issues of social protection.

When analyzing the budget of this official institution, the project staff focused solely on examining the budget items related to the sector of social protection as a part of this Ministry. It is visible from the planned budget that health system receives larger budget means(89%) and greater attention than the social protection (11%), which is also visible from the description of activities and authorities of the Ministry.

The Ministry of Health and Social Care of Republika Srpska does not provide any direct services to the women and men citizens, contrary to the Centers for Social Work that are providing services in the local communities where they exist.

It is visible from the structure of the budget of the Ministry of Health and Social Care of Republika Srpska that it contains two major parts. First part of the budget contains fixed costs, such are salaries and costs for materials and services of the Ministry itself, and second part relates to the current grants, which was the subject of our analysis.

Here we present the expenditures of this Ministry for social payments during May 2007.

⁹ Annual budget of the Ministry of Health and Social Care for 2007 is provided in Annex, page 48

¹⁰ Source: www.vladars.net

¹¹ Source: www.vladars.net

Chart no. 1

Economic Code	Description	Expenditures in May 2007	Planned Budget Means for 2007
614000	Total current grants		36.552.442
614100	Restricted payments to the Health Insurance Fund		25.826.938
614100	Restricted payments for Child Protection Fund		2.101.224
614100	Restricted Payments for Transfusion Medicine		62.911
614100	Restricted payments for developing National Strategy for Fighting Drug Abuse		52.426
614100	Restricted payment for the Association of People with Amputation "UDAS"	3.368,3	40.420
614200	Funds of the lottery for financing socio-humanitarian activities	53.993	500.400
614300	Program activities of humanitarian character ¹²	43.688,2	524.258
614400	Co-financing the social institutions	36.521	3.460.100
614400	Co-financing the Institute for Health Protection		893.335
614600	Means for improving working conditions in health institutions founded by the Government of Republika Srpska		1.933.252
614700	Co-financing the projects of the Ministry of Health and Social Protection		1.067.179
614800	Grant to the Agency for Accreditation and Improving Quality of Health Protection of Republika Srpska		90.000

It is visible from the chart no. 1 that majority of funds has been allocated for health. From the funds allocated for social sector, beside the funds allocated for NGO "UDAS" it is not visible which other social institutions and which humanitarian activities are financed from the budget funds. Because of that, we conducted further analysis.

Within the budget item no. 614200 - Means of the lottery for financing socio-humanitarian activities, and no. 614400 - Co-financing the social institutions, the budget means are allocated to following institutions and organizations:

¹² Payments for the Red Cross of Republika Srpska. We acquired this information in the direct interview with representatives of the Ministry of Health and Social Protection of RS.

Chart no. 2

614200	Means of the lottery for financing socio-humanitarian activities	57.993
	<i>Union of Blind and Poor Vision People of Republika Srpska</i>	7.570
	<i>Union of People with Dystrophy of Republika Srpska</i>	7.634
	<i>Union of People with Paraplegia, Child Paralysis, and Other Physical Invalids</i>	6.218
	<i>Union of Deaf People of Republika Srpska</i>	5.576
	<i>Association for Support to Mentally Underdeveloped People in Republika Srpska</i>	7.442
	<i>Association of Families of Killed and Disappeared Soldiers of Republika Srpska</i>	1.799
	<i>Union of Invalids of Labor of Republika Srpska</i>	5.027
	<i>War military Invalids of RS (Association of the War Veterans)</i>	4.504
	<i>Civil Victims of War of Republika Srpska</i>	6.424
	<i>Association of Professional Workers in Social Field of Republika Srpska</i>	1.799
614400	Co-financing of social institutions	36.521
	<i>Account of public revenues Derventa</i>	800
	<i>Account of public revenues Doboј</i>	2.400
	<i>Budget of Bijeljina Municipality</i>	400
	<i>Joint account of Kozarska Dubica Municipality</i>	1.509
	<i>Account of public revenues Novi Grad</i>	1.600
	<i>Safe deposit box of Prijedor Municipality</i>	1.428
	<i>Account of public revenues Laktaši</i>	4.000
	<i>Budget of Kotor Varoš Municipality</i>	2.309
	<i>Account of public revenues Šipovo</i>	400
	<i>Budget of Čelinac Municipality</i>	429
	<i>Account of public revenues Banja Luka</i>	1.010
	<i>Account of public revenues Prnjavor</i>	4.603
	<i>Center for Social Work Mrkonjić Grad</i>	575
	<i>Center for Social Work East Ilidža</i>	400
	<i>Center for Social Work Pale</i>	267
	<i>Center for Social Work Gradiška</i>	2.997
	<i>Center for Social Work Modriča</i>	1.600
	<i>Center for Social Work Šamac</i>	3.200
	<i>Center for Social Work Sokolac</i>	400
	<i>Center for Social Work Višegrad</i>	1.326
	<i>Center for Social Work Gacko</i>	1.200
	<i>Budget of Ribnik Municipality</i>	860
	<i>Lanaco Computers and Communications Banja Luka (for system maintenance)</i>	2.808

As it is visible from the lottery funds, collected funds are allocated to some nongovernmental organizations that are working with recognized social categories that are defined in the Law on Social Protection of Republika Srpska. It is also visible that the Ministry participates in the funding of the Centers for Social Work with small funds¹³. From this chart, it is not visible for which purpose these funds are used.

13 Centers for Social Work in Republika Srpska are institutions of local communities, and they are financed from the municipal/city public budgets

The means planned through the budget for funds of health and child protection, and means allocated for the Red Cross and Association of People with Amputation "UDAS" are allocated monthly in amount of 1/12 of the total planned annual amount, while allocation of the means within other planned items depends from dynamic of collecting of revenues. Funds of the lottery of Republika Srpska are distributed for sport and humanitarian activities in the ratio 40% - 60%. Payments from this fund are not regular, but depend on the amount collected in the fund.

6.3. Responses on the Questionnaire

Despite the effort made by the project staff to create a common questionnaire for women and men representatives of the Centers for Social Work and the Ministry of Health and Social Care, we did not succeed to do it completely, due to different authorities of these institutions. Because of that, interviewed representatives of the Ministry could not provide answers on some of the questions.

One of the obstacles we faced in the implementation of the project was limited access in possibilities to conduct interviews with representatives of the Ministry of Health and Social Care of Republika Srpska. The essential reason for that was based in complicated procedure of acquiring permission for access to desired information.

Women representatives of the Sector for Social and Child Protection and Department for Finances of the Ministry provided responses on the questionnaire and further clarifications about the role of the Ministry in offering social protection.

Ministry of Health and Social Care of RS does not provide any type of services since they are not working directly with the beneficiaries, but with official institutions, centers for social work, and other public organizations founded by the government on the entity and local levels.

According to the woman representative of the authorized Sector, the Ministry does not allocate the funds individually for each service, but allocates approximately 3.500.000 BAM for the social care. Out of this amount, 1/3 is allocated to the Centers for Social Work in Republika Srpska, and 2/3 to the institutions of social protection, which is also regulated by the RS Law on Social Protection. This amount did not show a discrepancy in the last three years.

Ministry of Health and Social Care of RS does not keep in track directly with social needs and problems in local communities. Ministry represents the second instance institution, and as such, receives all complaints on decisions of the all Centers for Social Work in Republika Srpska (as the first instance institutions), so it has the insight about situation at the field. Additionally, the Ministry gathers information from the field through expert supervision of the public institutions.

The Ministry does not have the possibility to transfer funds within the budget item allocated for current grants, but this is possible within the budget item related to material costs/salaries. We did not succeed to get the exact or approximate amount of current revenues/expenditures for the period of past three years.

Financial Department of the Ministry has the responsibility for development of the annual budget, while the Minister of Health and Social Care makes the final decision. There is also important role of the Government of Republika Srpska and Ministry of Finances of Republika Srpska, which define total funds available to the Ministry of Health and Social Care within one financial year. The People's Assembly of RS approves the annual budget.

Upper limit of the budget exists, because the Ministry of Finances of RS has limits from the IMF in relation to the amount of the annual public budget.

The Ministry of Health and Social Care does not keep gender disaggregated statistics. The interviewed representatives emphasized that the Ministry does not refer to the statistics when creating the budget, but only on the beneficiaries with legal rights for this type of assistance, as defined in the RS Law on Social Protection.

Representatives of the Ministry of Health and Social Care of Bosnia and Herzegovina heard about the term of gender responsive budgeting.

6.4. Conclusions Based on the Analysis of the Ministry of Health and Social Care of RS

After detailed insight in the budget, structure, relevant laws and activities of the Ministry of Health and Social Care of Republika Srpska, we are concluding that the social sector is marginalized in RS. Having in mind all social problems that women and men citizens of Republika Srpska are facing, there is obvious need for the existence and active role of the Ministry of Social Care. At present, the social protection sector receives 11% of the total budget of the current Ministry, which is in turn 0,4% of the entire RS budget. The official Internet presentation of the RS Government does not mention Law on Social Protection as one of the laws governing the work of the Ministry of Health and Social Care. On the other hand, in direct interviews, representatives of the Ministry informed us that this is the only Law within social care field that the Ministry uses in its work and developing of the budget. The Law on Domestic Violence and the Law of Gender Equality are not considered as relevant, neither are international conventions such as CEDAW taken into account. All of this points to the inadequate position that the sector of social protection occupies within the Ministry, and the lack of attention paid to specific groups in need of social protection, such as victims of domestic violence.

We would like to emphasize that the essential text of the RS Law on Social Protection was adopted in 1993. Until the moment of printing this booklet, it was amended two times, in 1996 and 2003, and these amendments did not result with significant changes in perceiving social problems in Republika Srpska. We believe that this Law does not correspond adequately to social needs of the citizens, and it is not capable to adjust to the new social issues in Republika Srpska.

On frequent occasions, when contacting the representatives of the Ministry of Health and Social Care of Republika Srpska, they emphasized the fact the Ministry can not provide financial support to the nongovernmental organizations, or institutions established by NGOs, as the argument for not providing support for the running costs of the safe houses for victims of domestic violence in Republika Srpska. With simple analysis of the budget of this Ministry (budget item no. 614100 and 614200 from the Chart no. 2, available to the Ministry), it is visible that there is a way to recognize the work and activities of nongovernmental organizations through the public budget.

In the above presented text, in several instances (in the case of amounts planned for current grants, information about which institutions/organizations are financed from the public budget), the data acquired from the representatives of the Ministry differ from the data we reached through the analysis of the official figures.

We are hoping that both the Ministry of Health and Social Care and Government of RS will continuously participate in protection and prevention of domestic violence, and support these activities through creation of a separate budget item within the public budget of Republika Srpska in the future.

Having in mind the difficult position of social sector in Republika Srpska, it is realistic to expect the greater engagement of the authorized Ministry. The first step on the road to solving problems in social sector represents conducting adequate appraisal of the situation, type, and number of people that are in situation of need for social assistance in RS. The next step is also revision of the existing Law on Social Protection in RS, or development of a new, modern, and proactive Law. This Law should recognize also the victims of domestic violence in adequate manner. Finally, Republika Srpska must support the implementation of this, as well as the other laws concerning domestic violence victims protection, with securing adequate financial means.

7. Banja Luka

7.1. About City of Banja Luka

Banja Luka is situated in northwestern part of Republika Srpska and Bosnia and Herzegovina. It extends over territory larger than 15.000 hectares, populated with approximately 220.000 inhabitants, out of which 75% lives in the narrow city zone.

For many decades, Banja Luka represents the center of this part of Bosnia and Herzegovina. With establishing of Republika Srpska, Banja Luka became the largest territorial-political unit, and residence for majority of governmental institutions in RS.

Besides being the administrative center of Republika Srpska, Banja Luka is also cultural, economic and educational center of the entity.

Out of total territory of Banja Luka City, 53% represents cultivating soil (65.150 hectares), and 48.300 hectares of the City is under woods. The most important natural resources of the City are water and minerals. Besides reconstruction of the economy, development of the city has been directed toward production of healthy food, development of cattle breeding and farming, and usage of thermo-mineral springs for heating systems of the city, building of steam power plant and using capacities of Vrbas River.

Prior to 1992, Banja Luka was a strong economic center, with 63.000 employed people and developed economic and industrial structure. National income per capita was 2.850 USD, and employment rate was 32,6%. Economic development of the city was based on development of the industry, with domination of secondary sector, with 54% of total employed people. There is no available sex-disaggregated statistics in this field from that period.

Consequences of the four-year long war operations did not pass the economy of Banja Luka City, which was largely stagnating during that period. New generation of technology was missed. Because of stagnation for many years, installed equipment was economically and technologically obsolete. Finally, traditional networks in foreign trade were lost, as well as important buyers and markets.

After 1999, the economy has been operating in complicated condition, with property transformation in a full rise. Broken market links are re-establishing slowly and with difficulties. National revenue is not succeeding to reach 500 USD per capita annually.

Despite the economic crash after the war and difficult economic situation in the whole country, Banja Luka City can be characterized as rich territorial unit with extremely favorable components for further growth and development. This is also supported with the fact that City of Banja Luka has the largest adopted budget in comparison with the other local communities in Republika Srpska.

*Public budget of Banja Luka City for 2007 was adopted by the City Assembly in amount of **144.479.000 BAM**. Center for Social Work Banja Luka has the budget of **5.326.000 BAM**, or **3,7%** of the total City budget.*

7.2. Center for Social Work Banja Luka

Budget of the Center for Social Work Banja Luka for 2007 was approved in amount of 5.326.000BAM, out of which 3.508.850 BAM goes directly for services for beneficiaries.

Out of this amount, 1.747.950 BAM was planned for fulfillment of the basic rights on material payments regulated by the RS Law on Social Protection. This category relates to the following payments: payment for assistance and care of other persons (803.000 BAM), financial assistance (540.000 BAM), health protection of the beneficiaries of the social care (270.00 BAM), one-time assistance (109.000BAM), payment for transport of chil-

dren with special needs involved in schools (18.000BAM), and payment for meals of children with special needs involved in schools (7.000BAM).

The amount of 1.177.500 BAM was planned for accommodation of the beneficiaries in institutions of social protection, out of which 550.000 BAM was planned for adults, while rest of the planned amount goes on accommodation of children.

Within the program of models for community care (accommodating women and men beneficiaries in families and shelter units), planned budget amount of the Center for Social Work Banja Luka is 583.400 BAM. These models relate to the various programs for accommodation of elderly people and children without care or children in risk in families or temporary shelter units. Within this group of programs, since this year the budget item "Mobile Team and Accommodation in the Safe House" was introduced in the amount of 52.400 BAM. The means planned within this budget item are exclusively used for assistance for women and children victims of domestic violence¹⁴.

Having in mind the existence of the last mentioned budget item, we can conclude that the budget of the Center for Social Work Banja Luka has planned some assistance for victims of domestic violence through satisfying the specific need of women/girls for accommodation in the safe house.

However, these funds are insufficient for normal functioning of this institution in its full capacity (20 women and children). We are supporting this statement with providing description of the budget of the Safe house in Banja Luka based on its current operations.

14 Annual budget of the Center for Social Work Banja Luka is provided in Annex, page 49

7.2.1 Proposal of the budget of the Safe house in Banja Luka, based on 20 persons (women and children)

Chart no. 3

Fixed Costs				
	<i>Material Costs of the Management of the House</i>	<i>Monthly</i>	<i>Number of Months</i>	<i>Total in BAM</i>
1.	<i>Costs of the small repairs and management</i>	250	12	3.000
2.	<i>Electricity costs</i>	350	12	4.200
3.	<i>Heating costs</i>	6 tons of oil annually		9.540
4.	<i>Water costs</i>	250	12	3.000
5.	<i>Communal costs</i>	100	12	1.200
6.	<i>Consumable material</i>	50	12	600
7.	<i>Material for cleaning, washing, and space hygiene</i>	200	12	2.400
8.	<i>Office material</i>	250	12	3.000
9.	<i>Telephone/fax</i>	200	12	2.400
10.	<i>Transport costs</i>	500	12	6.000
	Total Fixed Material Costs			35.340
Salaries of the Employed Workers				
1.	<i>Coordinator - full time</i>	900	12	10.800
	<i>52% taxes and contributions</i>	468	12	5.616
2.	<i>Social worker - full time</i>	850	12	10.200
	<i>52% taxes and contributions</i>	442	12	5.304
3.	<i>Secretary - full time</i>	600	12	7.200
	<i>52% taxes and contributions</i>	312	12	3.744
4.	<i>Medical nurse (4 nurses)</i>	(500x4) 2.000	12	24.000
	<i>52% taxes and contributions</i>	1.040	12	12.480
	Total Gross Salaries			79.344
Occasionally Engaged Consultants				
1.	<i>Bookkeeper</i>	330	12	3.960
	Total Fees for Occasionally Engaged Consultants			3.960
	Total Fixed Costs			118.644
	<i>2% Unforeseen costs/Miscellaneous</i>			2.372,9
	<i>1% Bank costs</i>			1.186,4
	TOTAL FIXED COSTS			122.203,3
Variable Costs				
Material Costs of the House Management				
1.	<i>Means for hygiene of women beneficiaries</i>	(12,5x20) 250	12	3.000
2.	<i>Food for cca 20 persons</i>	(150x20) 3.000	12	36.000
3.	<i>Material for occupational therapy</i>	(2,5x20) 50	12	600
4.	<i>Clothing for women and children beneficiaries</i>	(15x20) 300	12	3.600
5.	<i>Costs for medical services</i>	(5x20) 100	12	1.200
	Total Material Variable Costs			44.400
Occasionally Engaged Consultants				
1.	<i>Psychologist/Pedagogue/Psychoterapist</i>	(27,5x20) 550	12	6.600
2.	<i>Lawyer</i>	(27,5x20) 550	12	6.600
	Total Fees for Occasionally Engaged Consultants			13.200
	Total for Material Variable Costs and Fees			57.600
	<i>1% Bank costs</i>			576
	TOTAL VARIABLE COSTS			58.176
	TOTAL THE BUDGET FOR THE SAFE HOUSE			180.379,3

All costs presented in this chart are divided into fixed and variable costs. Opinion of United Women Banja Luka is that fixed costs in amount of 122.203 BAM (approximately 65%) should be financed from the entity public budget, while rest of the costs in amount of 58.176 BAM (approximately 35%) should be provided from the budget of the Center for Social Work Banja Luka. Currently, the safe house operates with a budget of 180.379,3 BAM. The planned funds under category "Mobile Team and Accommodation in Safe House" in amount of 52.400 BAM are insufficient for covering these costs, especially having in mind that this amount includes other costs that are not related to the accommodation of victims of domestic violence in the Safe house in Banja Luka.

Chart no. 4 presents the total funds paid within presented budget items, and number of women and men that received the funds planned within individual budget item, as well as the amount of that fund. Percentages are showing the level of participation of women and men in total number of women and men beneficiaries, and level of participation of women and men in the total amount of funds allocated during May 2007.

Chart no. 4

Account	Title of services	Number of women	Total women	Number of men	Total men	Total for May 2007
A	THE BASIC RIGHTS ON MATERIAL PAYMENTS REGULATED BY THE LAW					
A1	Financial assistance	354 62,7%	23.112,2 62,3%	211 37,3%	13.987,8 37,7%	37.100 100%
A2	One-time assistance	77 58,8%	4.880 58,7%	54 41,2%	3.430 41,3%	8.310 100%
A3	Payments for assistance and care for other person	825 55,5%	35.588 56,4%	660 45,5%	27.511 43,6%	63.099 100%
A4	Payment for school transport of children with special needs	14 51,85%	672 51,85%	13 48,15%	624 48,15%	1.296 100%
A5	Meals in school for children with special needs	25 35,7%	633 34,6%	45 64,3%	1.197 65,4%	1.830 100%
A6	Health protection of beneficiaries of the social protection	514 62,1%	3.686,4 56,4%	314 37,9%	2.853,5 43,6%	6.539,9 100%
B	Accommodation of the beneficiaries in institutions of social care for accommodation of children and youth people					
B1	Children's Home "Rada Vranješević" Banja Luka	2 16,7%	930 16,7%	10 83,3%	4.650 83,3%	5.580 100%
B2	Institute for Protection of Male Children and Youth People Prijedor	0	0	18 100%	8.370 100%	8.370 100%
B3	Center for Education and Rehabilitation of Hearing and Speech, Banja Luka	6 46,15%	2.790 46,15%	7 53,85%	3.255 53,85%	6.045 100%
B4	Institute "Budućnost" Derventa	0	0	0	0	0
B5	Institute for Children "Kiseljak" Zvornik	0	0	1 100%	400 100%	400 100%
B6	Center "Mothers' Village" Međugorje	0	0	0	0	0
B7	Institute for Education of Children and Youth People Belgrade	0	0	0	0	0
B8	Institute for Sheltering of Mentally Invalid Persons Fojnica	1 50%	465 50%	1 50%	465 50%	930 100%
B9	Institute "Bakovići" Fojnica	1 25%	465 25%	3 75%	1.395 75%	1.860 100%
B10	Institute for Female Children and Youth People Višegrad	0	0	1 100%	465 100%	465 100%
B11	Institute for Protection of Children and Youth People Pazarić	1 25%	465 25%	3 75%	1.395	75% 1.860

<i>Account</i>	<i>Title of services</i>	<i>Number of women</i>	<i>Total women</i>	<i>Number of men</i>	<i>Total men</i>	<i>Total for May 2007</i>
V	<i>Sheltering adults and elderly people in the institutions</i>					
V1	<i>Social Geriatric Center Banja Luka</i>	59 60,8%	27.435 60,8%	38 39,2%	17.670 39,2%	45.105 100%
V2	<i>Pensioner's Center Prijedor</i>	1 50%	465 50%	1 50%	465 50%	930 100%
V3	<i>Institute for Treatment, Rehabilitation, and Protection of Psychically Ill People Jakeš - Modriča</i>	5 29,4%	2.325 29,4%	12 70,6%	5.580 70,6%	7.905 100%
G	<i>Models for community care</i>					
G1	<i>Socio-pedagogical life communities</i>	4 40%	1.600 40%	6 60%	2.400 60%	4.000 100%
G2	<i>Children without parental care sheltered with caring family</i>	17 42,5%	4.823,6 44,2%	23 57,5%	6.080,7 55,8%	10.904,3 100%
G3	<i>Elderly people sheltered with families</i>	1 100%	346,5 100%	0	0	346,5 100%
G4	<i>Temporary shelter unit for adult people</i>	3	0	0	<i>Sheltering is paid monthly, regardless of the number of the beneficiaries</i>	450
G5	<i>Shelter unit for children</i>	3		3	<i>Sheltering is paid monthly, regardless of the number of the beneficiaries</i>	335
G7	<i>Program for minors with risk behavior</i>	4 66,7%	656 66,7%	2 33,3%	328 33,3%	984 100%
D	<i>Extended level of services</i>					
D1	<i>Daily center for sheltering mentally underdeveloped persons</i>	10 50%	1.020 50%	10 50%	1.020 50%	2.040 100%
D2	<i>Daily care for elderly people</i>	12 57,1%	144 57,1%	9 42,9%	108 42,9%	252 100%
D3	<i>Daily care for mentally ill people</i>	0	0	0	0	0
D4	<i>Personal assistance</i>	13 28,3%	2.420 62,1%	33 71,7%	1.477 37,9%	3.897 100%
D5	<i>Home care</i>	13 81,25%	764,7 83,4%	3 18,75%	152,3 16,6%	917 100%
D6	<i>Placement with family for persons that have the legal right for placement in the institution</i>	3 27,3%	742,5 27,3%	8 72,7%	1.980 72,7%	2.722,5 100%
D7	<i>Support for employment</i>	0	0	1 100%	300 100%	300 100%
D8	<i>Protective care</i>	-	-	-	-	-
D9	<i>Protected housing</i>	-	-	-	-	-
D10	<i>Mobile team and sheltering in the safe house</i>	3 75%	475 82,6%	1 25%	100 17,4%	575 100%

There is innovative approach in budget development used in Center for Social Work Banja Luka. When reviewing this chart, it is visible which social categories of population (mentally ill persons, women and men with disabilities, children with special needs, etc.) are beneficiaries of the budget. Center for Social Work Banja Luka recognized in their budget the need of women and children victims of domestic violence to be sheltered in the safe house. Funds planned within this budget item are insufficient for financing of the Safe house in Banja Luka, which is visible in the shelter's budget. It should be noted here that funds within this budget item are planned for the mobile team and the Safe house, so it is not clearly visible how much of the funds goes for each of these purposes.

7.3. Center for Social Work Banja Luka- Employees Structure and Overall Responsibilities

Center for Social Work Banja Luka has organized teams authorized for solving the problems of persons in situation of social need, regardless in which local community the beneficiaries are residing. Contrary to that, in other Centers for Social Work, social workers are organized to cover specific local communities.

Within the Center for Social Work Banja Luka, activities are implemented within one of three departments - Department for General Affairs, Department for Old Persons, and Department for Legal and Family Protection.

Chart no. 5 presents data about number of women and men social and other workers in the Center for Social Work Banja Luka. The first column presents optimal number of social work professionals in relation to the number of inhabitants, as regulated by the Rule Book about Norms and Standards for Performing Affairs of the Center for Social Work in Public Authority¹⁵. The second column presents the current number of women and men employed in the Center¹⁶.

Chart no 5

Number of social care professionals in relation to the number of inhabitants	Optimal number in relation to 220.000 - 250.000 inhabitants	Lacking in relation to the optimal number	Currently employed in the CSW	Planned number of employees during 2007
1 social worker on 6.000 - 8.000 inhabitants	30	6	25	26
1 lawyer on 25.000 inhabitants	8	4	4	4
1 psychologist on 30.000 inhabitants	8	6	2	2
1 pedagogue on 40.000 inhabitants	6	5	1	1
1 special education teacher on 40.000 inhabitants	6	5	1	2
1 social pedagogue on 100.000 inhabitants	2	-	2	2
Informational and program activities	2	-	2	2
Chief of accounting	1	-	1	1
General service and department for rights of new mothers and supplement for children (administrators, driver, repairing man)	20	3	17	17
TOTAL	83	28	55	57

Chart no. 5 shows there is inadequate number of employees in the Center for Social Work Banja Luka. Since the Rule Book has been adopted in 1993 in completely different circumstances and situation in social protection, we believe that standards about number of women and men employees per inhabitants are too low.

Center for Social Work Banja Luka is the only institution of that kind in Republika Srpska that introduced the system of managing quality per standards DIN EN ISO 9001:2000. This system includes following services:

¹⁵ Official Gazette of Republika Srpska, No. 20/93

¹⁶ Source: Center for Social Work Banja Luka

- Services of the offering support in employment process,
- Services of home care for elderly people,
- Services of personal assistance and home assistance,
- Daily care for mentally underdeveloped people,
- Daily care center for elderly people,
- Daily center for people with problems in mental health.

ISO standard does not recognize protection of women and children victims of domestic violence.

It is important to emphasize that Banja Luka City is the only town in Bosnia and Herzegovina with "BIKON" status¹⁷, thanks to the cooperation of the City Administration and Center for Social Work Banja Luka with non-governmental organizations that are actively working in Banja Luka.

7.4 Responses on the Questionnaire

In order to find out more information about the budget of this public institution, we requested additional clarification from the authorized persons in the Center. For that purpose, we interviewed the Director of the Center, Coordinator for Development of Activities, and Chief of Finances.

The questions at the beginning of the questionnaire are focusing on the number and type of services, following the beneficiaries of services offered by the public institutions. There are approximately 200 services and rights provided by the Center for Social Work Banja Luka, and these services and rights are defined by the RS Law on Social Protection and decisions of the City Assembly Banja Luka. Beneficiaries are citizens in situation of a social need. Beneficiaries are constantly changing, since the Social Charter as the international document regulates that all citizens can be in situation of a social protection need, depending from the situation they find themselves. Based on this international document, citizens can become beneficiaries of the Centers for Social Work regardless of their place of residence. As example, representatives of the Center for Social Work Banja Luka mentioned the case of a female student from Republic of Serbia that lost her documents in Banja Luka. As the authorized guardian institution, Center for Social work Banja Luka is obliged to pay the transportation costs to her place of residence.

In relation to the funds planned within the current budget, representatives of the Center stated that for the basic rights on material payments (A - chart no. 3) is planned an amount of 1.747.950 BAM, for sheltering the beneficiaries in institutions of social protection (B - chart no. 3) an amount of 1.177.500 BAM, and for the models of community care (G - chart no. 3) an amount of 583.400BAM.

These amounts differ from year to year, based on changes in prices of services, as well as the need for introducing new services. Social needs and problems in the local community are supervised through continuous work with beneficiaries, feedback information received directly from the beneficiaries, as well as through monitoring and revision. New services are currently examined through field research, and collected information are being forwarded to the City Administration Banja Luka.

Center for Social Work Banja Luka succeeds to adjust if some changes and issues emerge during the budget year. The biggest issue represents impossibility of making influence on adoption of individual political decisions, and because of that, it is difficult to foresee the plan for eventual budget increase. As example, the service of "Assistance and Care of Other People" was closed in 2002, and transferred from the entity level on the Center for Social Work, although it is not regulated by the RS Law on Social Protection. Also, this year, the Ministry for Refugees and Displaced Persons of RS closed the payment of alternative accommodation for persons that satisfy legal criteria, and Center for Social Work can expect that this authority will be transferred to them.

In relation to the question about possibilities for transferring funds within individual budget items in already approved budget, representatives of the Center stated that funds can be transferred for individual beneficiaries when the reallocation request is sent to the public safe deposit box. Funds planned for service providers and material costs cannot be transferred. However, there was no need for that in the past, at least in Banja Luka.

¹⁷ The Project "BIKON Scheme BiH" is in the implementation process in Bosnia and Herzegovina, with the main objective of increasing standards of the municipal authorities.

During the past three years, Center for Social Work Banja Luka introduced changes in the way for securing funds for social needs and problems. The budget plan has been developed based on the research of needs and monitoring implementation of the services in previous years. These needs were financed from the own contribution of the Center, and their amount is approximately 150.000 BAM.

When we talk about development of the annual budget of the Center for Social Work Banja Luka, the most important roles are given to the management team and finances, based on the reports of professional workers of the Center. Budget of the Center for Social Work Banja Luka is approved by the City Assembly Banja Luka. During the process of budget development, Center for Social Work faces some limitations, due to the recommendation of the financial department that annual budget cannot be higher than 10% in relation to the budget from the previous year. Upper limit for the annual budget exist, and it is set by the City Administration Banja Luka. Representatives of Center for Social Work point to the recommendation of the European Union that 10 - 12% of the total city budget should go on social protection. According to the statement of the Director of Center for Social Work Banja Luka, only 7% of the total city budget goes for social protection. Upper limit for individual services also exist, and it is regulated by the law and decisions about extended social services.

According to the Center, interested civil society groups can influence development of the budget through advocacy and political lobbying for needs for creation of new services. All employees of the Center for Social Work, nongovernmental organizations, City Assembly delegates, as well as individual citizens can influence the budget development through public discussions about total budget.

On the question about procedure for creation of a new budget item, the representatives of the Center for Social Work Banja Luka said they conduct research of needs, develop plan, and submit a proposal to the City Assembly, for the final decision.

The annual budget differs each year, and especially for special services. In 2007, the largest funds are allocated for providing shelter in institutions, assistance and care of other people, financial assistance, one-time assistance, and extended services.

In the process of developing the budget, Center for Social Work Banja Luka pays attention on specific needs of men and women, and justifies it with the example of sheltering women and children in the safe house.

Statistic information is used in the budget development only in the sense of implementation of the plan and researching of needs. Center for Social Work Banja Luka is just now introducing gender disaggregated statistics, and this is not systematized yet. This statistics are not a part of official statistical reports.

Following answers are providing example of how much the Center relies in its work on the Gender Equality Law of Bosnia and Herzegovina and the Law for Protection from Domestic Violence of Republika Srpska. Gender Equality Law in Bosnia and Herzegovina is not considered in the process of budget development, because the budget is established solely based on services. Centers for Social Work have to pay attention on the international documents related to protection of human rights and victims of domestic violence, which are signed and ratified by Bosnia and Herzegovina, although there is no specific legal obligation related to this. The international documents relevant for the work of the Centers for Social Work are Convention about Rights of a Child, Social Charter, The Hague Convention, and Convention on Elimination of All Forms of Discrimination Against Women (CEDAW).

Employees of the Center for Social Work Banja Luka are familiar with the Law for Protection from Domestic Violence, and their authority is related to supervision of the implementation of protection measures. Implementation of the Law for Protection from Domestic Violence is visible in the budget, within the budget item related to extended services, 53 BAM, 400 BAM, and 25 BAM per day. These budget items are related to the accommodation in caring families, one-time financial assistance, and shelter in the safe house.

According to the representatives of the Center for Social Work Banja Luka, gender responsive budgeting relates to the budget structure disaggregated by sex, where specific needs of men and women are examined separately. However, budget development according to sex, and not according to needs representatives of the Center for Social Work Banja Luka see as discriminatory, so they will continue with the current practice.

7.5. United Women Banja Luka

Association United Women Banja Luka is nongovernmental organization founded in 1996 in Banja Luka. Through its activities and projects Association is advocating for improving social position of a woman, and realizing her right on life without violence in private and public life.

Association's vision is: "Woman aware of her power, equal, respected, employed, and happy."

Association's mission is: "Strengthening and affirmation of women through advocacy and work on real respect and implementation of women's human rights."

Since the early beginnings, United Women Banja Luka started to work on prevention and offering assistance to victims of domestic violence by focusing its activities on advocacy campaigns and direct support for victims. This support is offered through free legal and psychosocial counseling for victims of domestic violence, SOS telephone for women and children victims of domestic violence, and lobbying for opening of the safe house/shelter for women and children victims of domestic violence.

In the beginning of the 2007, "United Women" Banja Luka opened such shelter, after long period of lobbying.

The process of lobbying for opening of a safe house in the largest city of Republika Srpska lasted many years because of our determination not to make the safe house dependant on financial support from international donors. The Association's members were committed to "reminding" official authorities at local, entity and state levels in Bosnia and Herzegovina that they should take over the responsibility for all of their women and men citizens, including those who are experiencing violence.

Unfortunately, although the Safe house in Banja Luka receives financial support from the public institutions¹⁸, the way of financing as well as the amount of allocated public funds is inadequate. All funds are allocated in the form of donations, except the funds for this purpose allocated by the City Administration Banja Luka through the Center for Social Work Banja Luka, which are solely for women victims of domestic violence who are Banja Luka citizens.

Beside activities in the field of protection from domestic violence, United Women Banja Luka is also working in other fields where violations of women's human rights are occurring. United Women Banja Luka is implementing the activities on prevention of trafficking of people in Bosnia and Herzegovina, gender equality in media, public advocacy for improving position of women in political, economic, and social field, as well as the activities aimed for strengthening cooperation with other nongovernmental organizations and official institutions in Banja Luka, Republika Srpska and Bosnia and Herzegovina.

7.6. Conclusions Based on the Analysis of Center for Social Work Banja Luka

Banja Luka is the richest and largest local community in Republika Srpska. This reflects through the planned funds of the public budget in 2007, total sum of funds allocated for social care and the budget of the Center for Social Work Banja Luka.

These funds are not big in relation to the number of women and men beneficiaries and persons in need for social assistance and care. Number of social workers is only two thirds of the number regulated by the Law about

¹⁸ City Administration Banja Luka - from the funds of international donations in amount of 70.000 BAM, and the Ministry for Family, Youth and Sport of Republika Srpska in amount of 10.000 BAM.

Social Protection of Republika Srpska, and the magnitude of the gap is even bigger considering that the standards set by the Law have not been revised in the past 14 years. Regardless to that, Center for Social Work Banja Luka has extended levels of services, and funds are not planned only for those services regulated by the Law about Social Care.

The planned budget transparently shows all social categories that are receiving assistance. However, there is no statistic information about gender structure of the beneficiaries of the Center and this information can be collected only by manual counting of beneficiaries based on accounting documents.

The budget of the CSW Banja Luka includes funds for satisfying specific social needs of women for safe house¹⁹, although these funds are insufficient, and are not specifically planned for this purpose (the budget item - Mobile Team and Accommodation in the Safe House).

The CSW Banja Luka uses different methods for analysis of the situation of social needs on the field. There is no adequate and systematic analysis of the situation in this local community, which is also visible through the budget.²⁰ As a result, we can identify funds within individual budget items that are not allocated (B4, B6, B7, D3 - chart no. 4), while some of the planned funds within other budget items are insufficient (D10 - chart no. 4).

Center for Social Work Banja Luka is open for cooperation with all other partners, which is visible from the answers on the questionnaire provided by women and men representatives of the Center. Despite that, women and men beneficiaries are not involved in development of CSW's budget, as well as majority of it's employees. Additionally, the representatives of the Center stated that it receives 7% of the annual City budget, while project staff simply calculated that the Center receives only 3,7% of the budget.

It is praiseworthy that the CSW Banja Luka uses the international conventions signed by Bosnia and Herzegovina in its work, but also disturbing that they are not using the Gender Equality Law of Bosnia and Herzegovina. Based on justification why they do not use it, it is clear that women and men employees of the Center are not familiar with this Law and obligations for all official institutions, especially in relation to gender disaggregated statistics.

Since the Center partially recognized the need for existence of the safe house for women and children victims of domestic violence in Banja Luka through the budget, use innovative approach in development of the budget and that interested civil society groups can influence development of the budget, but also the capacities of United Women Banja Luka, we can expect that funds for supporting the safe house in Banja Luka will be included in the planning of the budget for next year.

¹⁹ Budget of the Safe house shelter for women and children victims of domestic violence in Banja Luka is provided on the page 24

²⁰ In the period from 1 June 2007 until 31 December 2007, United Women Banja Luka, in cooperation with the Center for Social Work Banja Luka are implementing the project of making social chart of City of Banja Luka

8. Bijeljina

8.1. About Bijeljina Municipality

Bijeljina is settled in northeastern part of Republika Srpska, close to the border with Serbia. The town represents economic and cultural center of the plain region of Semberija, one of the more developed regions in Bosnia and Herzegovina.

Bijeljina has the headquarter of the District Court and District Public Prosecutor's Office, the Basic Registration Court of the Economic Subjects, Center of Public Security as the part of the Ministry of Interior Affairs, as well as several departments of the ministries of the Government of Republika Srpska.

The city is also the center for at least ten media - three TV stations, two periodical magazines and five radio stations.

There are approximately 130.000 - 150.000 inhabitants living in the area of Bijeljina Municipality. Large increase of the population in relation to the population census from 1991 (approximately 90.000 inhabitants) represents the consequence of war operations, when Bijeljina was the final destination for 50.000 refugees and displaced persons, mostly from central Bosnia during the war and first post war period.

War period also influenced changes in the economic structure of Bijeljina Municipality. Majority of the production capacities and plants ceased to exist either because of lack of resources or during the privatization processes. Because of closeness of the border with Serbia, population of Bijeljina was involved in legal or illegal trade activities, to secure income for living. Nowadays, Bijeljina represents the city with several trade centers that attract shoppers from the surrounding cities.

Closeness of the border with Serbia made Bijeljina region the important road for trafficking of different supplies and people. For many years, Bijeljina was the transport zone for trafficking of women from the Eastern Europe to Bosnia and Herzegovina. Analysts of the criminality movements in the area of Bosnia and Herzegovina are recognizing Bijeljina as the city with developed criminal underground.

At the end of 2006, according to data base of the Pension Insurance Fund, Bijeljina had registered 20.379 beneficiaries, and out of this number 42% of beneficiaries were women. Out of this number of insured persons, 5.890 people were employees in the public sector (municipal administration, public institutions, etc.), 3.251 people were employees in stock companies, mostly the former state owned companies, such are Telecom, Water Supply, Communal Service, etc. Private companies (companies with limited liability) are employing 7.149 ensured persons, while private entrepreneurs are employing 4.092 women and men workers.

Rest of the population is working on the black market, grey economy, or lives from farming, which productivity significantly decreased in the postwar period due to lack of control over import of agricultural products.

At the end of 2006, Institute for Employment Bijeljina had registered 12.606 persons, out of this number 50,7% were women. Disturbing data is that almost 50% of registered unemployed persons in Bijeljina are over 35 years of age, for which is very difficult to find a job on labor market.

Salaries of employed people range from 3.000 BAM per month in public services and companies to 250 BAM, which is the common salary in private sector. Employees of the public services, public companies and banks have stable, regular, and high above the average salaries, while average salaries in private companies are between 350 BAM and 400 BAM per month.

In 2007, municipality authorities of Bijeljina adopted the Strategy of Development until 2015, which reflect more general objectives and less real analysis of the city development based on political, economic, and market concept.

Public budget of Bijeljina Municipality for 2007 was planned in amount of **50.200.000 BAM**. Out of this amount, only **1.300.155 BAM** is allocated for direct social protection of persons in situation of a social need, in other words for the Center for Social Work Bijeljina.

8.2. Center for Social Work Bijeljina

Plan of the budget of Center for Social Work Bijeljina for 2007 is **1.300.155 BAM²¹** or **2,6%** the total Municipality budget.

Budget of the Center for Social Work Bijeljina for 2007 includes planned funds for **current assistance** in amount of **796.000 BAM**. Within this budget item, payments are made in a form of supplement for assistance and care of other people (206.640 BAM), payments for shelter for people in situation of social need (179.830 BAM), financial assistance for 200 beneficiaries (148.800 BAM), allocated funds for the public kitchen (100.000 BAM), one-time assistance (83.000 BAM), financial assistance for heating wood and clothing for persons in situation of a social need (26.000 BAM). Funds in amount of 11.730 BAM are planned for postage costs of delivering orders, while 9.600 BAM was planned for the costs of management of the objects, sheltering of dislodged beneficiaries, 8.800 BAM is planned for accommodation in a family for 6 persons, 8.000 BAM for home assistance for five beneficiaries, 5.000 BAM for purchasing books for children in social needs and transport costs for children in foster homes, as well as 3.600 BAM for fees of the health commission for determining capability for work. Part of the budget allocated for the public kitchen is managed directly by the Administrative Service of the Municipality, and Center for Social Work Bijeljina submits only the list of women and men beneficiaries of the public kitchen to the Municipal Administration.

Budget of the Center for Social Work Bijeljina does not anticipate victims of domestic violence as beneficiaries of the social care payments.

The above presented funds of the Center for Social Work Bijeljina are planned for 2007. We can not give positive opinion about this budget, since the main objective of this project is to determine if and how the budget funds satisfy specific needs of women/girls, and especially their need to be protected as victims of domestic violence.

In order to make conclusions based on more information, we asked women and men representatives of the Center to provide us the data about structure of women and men beneficiaries, and payments that were made during May 2007. Here we should mention that a woman field researcher on this project did not have any problems to collect information, and representatives of the Center for Social Work Bijeljina were very cooperative.

Chart no. 6 presents the total funds allocated within presented budget items, number of women and men beneficiaries of the planned funds within each budget item, and the sum of allocated funds. Percentages are showing the level of participation of women and men in total number of beneficiaries, and the level of participation of women and men in total number of funds allocated during May 2007.

²¹ Annual budget of the Center for Social Work Bijeljina is presented in the Annex, page 52

Chart no. 6

Economic Code	The Basic and Related Purpose	No. of Women	Total Spent on Women	No. of Men	Total Spent on Men	Total Spent during May 2007
614200	Supplement for assistance and care of other persons	215 49,4%	8.815 49,4%	220 50,6%	9.020 50,6%	17.835 100%
614200	One-time assistance	39 51,3%	3.687,8 51,3%	37 48,7%	3.498,7 48,7%	7.186,5 100%
614 200	Funds for school books for children in social need	Funds are not allocated yet				
614200	Accommodation in a family for six persons	1 25%	202,75 25%	3 75%	608,25 75%	811 100%
614200	Public kitchen	110		90		Funds are not available to the Center
614200	Financial assistance for heating wood and clothing for persons in social need	Funds are not allocated yet				
614200	Home assistance for five beneficiaries	3 75%	446,3 75%	1 25%	148,8 25%	595,1 100%
614200	Financial assistance for 200 beneficiaries	134 65,05%	6.700 65,05%	72 34,95%	3.600 34,95%	10.300 100%
614200	Fees for the health commission for determining capability for work	0	0	0	0	0
614200	Costs for management of the objects, sheltering of dislodged beneficiaries	12 70,6%	1.817,4 70,6%	5 29,4%	757,3 29,4%	2.574,7 100%
614300	Costs for accommodation of people in social need	26 65%	12.090 65%	14 35%	6.510 35%	18.600 100%
614200	Transport costs for children in foster homes	0	0	0	0	0

It is not visible from the chart which social institutions are recipients of the allocated funds, and what type of services they are offering to women and men beneficiaries from the allocated budget funds. There is no budget item that would show recognizing of the specific needs of women for protection from domestic violence. Planned funds are mostly related to services recognized by the Law on Social Protection of Republika Srpska, and the Center for Social Work is obliged to plan them within the budget. Each service covered by this budget has unique price, and the price stays the same regardless the sex of a beneficiary.

8.3. Center for Social Work - Structure of Employees and Overall Responsibilities

There are 22 employees working in the Center for Social Work Bijeljina. 15 of them are working on the activities related to social protection. Organization of work in the Center for Social Work Bijeljina and other CSWs in Republika Srpska differs from the system used in the CSW Banja Luka. Social workers are territorially organized, contrary to Banja Luka's Center, where they are organized in teams that are solving the problems of a person that is in a social need, regardless of the local community they live in.

CSW Bijeljina employs **6 women and men social workers**. Having in mind the optimal number of women and men social workers²² in relation to number of women and men inhabitants of this Municipality (18), the Center

²² Optimal number of women and men employees in the Centers for Social Work of Republika Srpska has been defined in the Rule Book About Norms and Standards for Performing Affairs of the Centers for Social Work in Public Authority

is lacking additional 12 women and men social workers or two thirds of the needed number. Each social worker covers the needs of 6 local communities in average, meaning approximately 25.000 inhabitants. The Center employs 2 psychologists (optimal number is 4, and the gap is 2), 2 graduated lawyers (optimal number is 6, the gap is 4), 1 pedagogue (optimal number is 3, and the gap is 2), and 1 special pedagogue (which matches with optimal number), which also performs the duty of the Director of the Center. Beside that, 4 women and men employees are working on affairs of the child protection, while 6 women and men employees are administrative and technical personnel.

Based on needs, each social worker is a member of unit or special team, if social problem is related to the woman or man citizen that lives on his/her territory (social unit).

There are the following special units and teams within the Centar: Unit for Guardianship, Unit for Categorization of Children, Unit for Delinquency of Minors, Unit for One-time Assistance and Care, then Team for Divorces and Team for Prevention of Domestic Violence (team members are lawyer, psychologist, and social worker responsible for the social unit where a victim of violence resides).

The CSW Bijeljina does not run a shelter for any type of beneficiaries.

There is no Safe house for women and children victims of domestic violence in Bijeljina regardless the need for existence of this institution in North East of Republika Srpska. Based on that, Women's Association "Lara" Bijeljina developed investment budget for the Safe house. All costs and description of needs are presented in charts no. 7 and 8.

8.3.1. Framework Investment Budget of Safe House in Bijeljina based on 20 persons (women and children)

Description of Needs

Size of the object: approximately 280 square meters

Size of the yard: 3000 square meters

Chart no. 7

Object consists of a room for work of professional workers and volunteers on shifts, playground for children and room for occupational therapy	
Necessary interior rooms	Size (in square meters)
Dinning room	20 m ²
Kitchen	16 m ²
Living room (place for occupational therapy)	30 m ²
Office space	(2x12) 24 m ²
Medicial room	16 m ²
Playground	20 m ²
Bathroom	(2x8) 16 m ²
Toilet	(2x4) 8 m ²
Pantry	(2x 6) 12 m ²
Sleeping rooms	(6x16) 96 m ²

Costs

Chart no. 8

Costs description	Amount (in BAM)
Land plot (with transfer of property and registering)	22.000
Project	2.000
Administrative permissions (Urban approval, construction approval, usage approval)	15.000
Construction (key in hands)	(280m2x550) 154.000
Building of fence and security system	18.000
House equipment:	
Kitchen with necessary equipment to accommodate 25 persons (clients and personnel)	9.000
Playground for children	1.500
Dining room	3.000
Living room	3.000
Sleeping rooms	15.000
Equipment for occupational therapy (TV set, DVD, sewing machines, painting workshops, embroidery)	5.000
Offices	2.000
Other costs	5.000
TOTAL	236.500

Explanation:

The calculation has been based on the market prices of real estate and prices of construction services and material in the area of Bijeljina Municipality.

A targeted location is suburb, up to 6 kilometers distanced from the City.

If the targeted location would be city zone, the price would be 30% higher, because the renting prices, construction approval, and price of the construction land.

8.4. Responses on the Questionnaire

Interview in the Center for Social Work Bijeljina, was conducted with the Director of the Center, Chief of Finances and Lawyer; with the objective of acquiring of the additional information about the budget.

According to the interviewees, CSW Bijeljina provides services of social, family and child protection regulated by the RS Law on Social Protection, RS Family Law, and RS Law about Child's Protection, as well as decisions of the municipality from the area of social protection. Women and men beneficiaries of the Center are following: juvenile persons - children without parental care, children with difficulties in psychical and psychological development, children endangered with family situation, neglected children, and adult beneficiaries - elderly people without family care, persons without income and incapable for work, invalid persons, people with socially deviant behavior, and persons in need for social protection because of special circumstances.

The amounts allocated for the individual budget items of the Center are visible from the budget.

However, the respondents stated that the amounts of money allocated for the above presented social services offered by the Center are currently growing. Increase in these funds is not satisfactory, having in mind all existing needs for social protection, and the fact that number of people in social need increases, and new types of social needs are emerging, as well as that prices for services are rising.

Women and men employees of the Center for Social Work Bijeljina are monitoring the social needs and problems in their municipality through the field work, cooperation with local communities, personal contacts with citizens, and through the public institutions and nongovernmental organizations, and media reports and stories. Representatives of the CSW Bijeljina emphasized that they are only partially capable to adjust to the new emerging social needs during one budget year, with sending the request to the municipal services for reallocation of the budget funds. The reason for limited possibility for adjustment to new emerged needs is based on pre-defined amount for the budget items, switching to the safe deposit box²³ type of work, and lack of women and men employees.

Employees of the Center recorded transferring of funds from one budget item to another, according to the expressed needs. There were also cases of submitting requests to the municipality services for allocating funds for extended social protection. In the period of past three years, there were no significant changes in securing funds for social needs and problems. These needs were financed from the funds approved in the budget, and humanitarian assistance, which was small and mostly granted in goods.

When it comes to budget development process, team of experts from Center for Social Work Bijeljina develops the budget proposal, and submits it to the Municipal Assembly of Bijeljina for the final approval. Budget of the Center for Social Work is limited with the amount allocated for social protection by the Municipal Assembly. The amounts of social payments are defined by the laws in this field, and in some cases, the Municipality can make decision for social protection funds to be higher than regulated, which is the case with one-time financial assistance. As regulated by the RS Law on Social Protection, minimal amount of this payment is 41,00 BAM while this type of social assistance in Bijeljina is 50,00 BAM. This legally limited amount can be increased only with pre-approval of the Administrative Service of Bijeljina Municipality.

Interested civil society groups can influence the budget development within terms regulated by the laws and statutory provisions of Bijeljina Municipality. Until now, the Center for Social Work Bijeljina did not receive any request from local civil society groups to participate in the budget development.

Center for Social Work, citizens, civil society organizations, and delegates in the Municipal Assembly can propose extension of the social needs beyond of those currently regulated by the Law on Social Protection. If identified need is not regulated by the metion Law, the Municipal Assembly can adopt the decision to extend the right on social protection.

Authorized persons do not pay attention on gender structure of the beneficiaries when developing the budget for the Center.

There is no gender disaggregated statistic in the Center, except for financial payments, which is the part of the official statistical reports. There are no preconditions for keeping gender disaggregated data for other types of services. CSW Bijeljina uses official statistic reports in the process of developing budget for the Center.

Structure of the women and men users of the budget of Center did not change for the past three years, beside steady increase of women and men beneficiaries every year.

In relation to the implementation of existing laws, Gender Equality Law of Bosnia and Herzegovina is not applied directly in the CSW Bijeljina, if it is not integrated in the laws that this Center is already using in its work. However, all women and men employees of the Center passed education about the European Convention on Protection of Human Rights and Freedoms, and other international documents. Although they are not implementing these documents directly, employees of the Center emphasize they accepted and sheltered the victims of violence, victims of human trafficking, as well as victims of sexual violence, although the victims were not covered by their working plans and budget. International documents relevant for the work of the CSW Bijeljina are European Convention on Rights of a Child, European Convention on Protection of Human Rights and Freedoms, and Convention on Elimination of All Forms of Discrimination Against Women (CEDAW). These documents are not explicitly visible in the working plan and program of the Center, and there is no obligation for their implementation.

23 Switching to the safe deposit box system influenced a new way of management in the Centers for Social Work, as it resulted with increased financial control, and spending the planned funds within each budget item solely for the planned purpose.

As their authorities in implementation of the Law about Protection from Domestic Violence of Republika Srpska, representatives of the Center say they intervened and offered assistance to the victims of violence in several cases, acting as custody institution and social service. Some of the persons that approached to the Center for assistance in cases of domestic violence were referred to the safe house in Modriča, and some victims were accommodated with families or in some other way. Representatives of the Center emphasize that victims of violence were receiving financial assistance, medical assistance, and psychosocial protection. Implementation of this Law is not explicitly visible in the budget of the Center, but it is incorporated in other budget items.

Representatives of the Center that participated in the interview are familiar with the term of gender responsive budgeting, and defined it as allocation of the budget funds according to the specific needs of women and men. Additionally, representatives of the Center emphasized they are not familiar with methodology on how gender responsive budgeting would function in the practice.

8.5. Association of Women "Lara"

Lara is women's nongovernmental organization with the main office in Bijeljina, founded in 1998.

Mission of the Association is improving position of women in a society, and **vision** - woman protected from violence, economically independent, and involved in decision making processes in the society.

Lara is working on local, regional, entity, and the state level.

For more than five years, Lara is implementing following programs:

- Prevention of domestic violence
- Prevention of trafficking of women
- Increasing visibility of women in media
- Empowering women for participation in the public life.

As the part of program for prevention and fighting against domestic violence, the Association developed service of SOS telephone with contribution of 10 women volunteers. For the past eight years, Lara provides free legal assistance for victims of violence, and conducts continuous campaign for increasing public awareness about domestic violence on local and regional level.

Together with the Association of Women Citizens "Women to Women" from Sarajevo and "Helsinki Citizens' Assembly Banja Luka", women activists of Lara Bijeljina participated in development of the study about domestic violence in Bosnia and Herzegovina, as the unique comprehensive document on this topic in the country.

Since beginning of the free legal assistance for women, Lara received approximately 700 requests for help from the victims of domestic violence. This number was progressively increasing during the years of our work on this activity, and it still increases. Certain number of women and children was directed to the safe houses in Modriča and Tuzla, with the assistance of the Center for Social Work.

Since 1999, women activists of Lara Bijeljina are continuously active on prevention of trafficking of women in Bosnia and Herzegovina. Beside campaigns for increasing public awareness about this issue, engagement on creation of institutional mechanisms for fighting against trafficking of people, since 2000, Association of Women Lara Bijeljina runs the only shelter for victims of trafficking of people in Republika Srpska. Until today, approximately 200 victims found shelter with Lara, and majority of them were women citizens of the countries in Eastern European Region, but also women residents of Bosnia and Herzegovina and neighboring countries.

Association of Women "Lara" Bijeljina currently does not have the safe house for women and children victims of domestic violence.

Work on prevention of domestic violence during the past 10 years showed the obvious need for this object and service also on the territory of Bijeljina Municipality, in order to meet the needs of women in this part of Republika Srpska and Bosnia and Herzegovina.

8.6. Conclusion Based on Analysis of the Center for Social Work Bijeljina

Based on all analysis conducted in the Center for Social Work Bijeljina by the project staff, we developed following conclusions.

Bijeljina falls into more developed and larger municipalities in Republika Srpska. Women and men citizens of this municipality are facing numerous problems. Some of the problems are related to difficult situation in Republika Srpska and Bosnia and Herzegovina in general, but some of the problems are specific for border municipalities, such is Bijeljina.

The only safe house for victims of human trafficking in Republika Srpska exists in Bijeljina, and it is managed by the nongovernmental organization "Lara" Bijeljina. Bijeljina is also the only local community involved in this project without a safe house. However, from the responses provided by the representatives of the CSW, it is visible that they recognized the need for establishing of such institution in Bijeljina. Additionally, we are concluding that this local community recognizes the issue of domestic violence because of existence of the team for prevention of this type of violence. Unfortunately, there is lack of sufficient personnel in the Center for Social Work in relation to the number of inhabitants in this municipality, and women and men citizens with social needs. Based on that, it is visible that the planned budget for social sector in Bijeljina is insufficient to meet the identified and growing social needs. Women and men social workers employees of the Center are continuously receiving education, and are being sensitized for the issues that are still not recognized by the laws that are key regulations for the work of the Center (such are problems of the victims of domestic violence that are still not recognized by the Law on Social Protection of Republika Srpska).

From the interview with the representatives of the CSW Bijeljina one can get the impression that this institution adjusts to the new needs based on the way how they monitor the social needs. This statement is impossible to confirm by looking at the budget of the Center. Almost all planned budget items are those regulated by the Law on Social Protection of Republika Srpska, and it is difficult to say that this Law is innovative and flexible to meet daily changes in the social sector. The budget does not reveal anything explicit about gender, and it is difficult to identify what types of social needs are covered by it.

It is promising that nongovernmental organizations can influence development of the budget, and can use this opportunity to advocate for the need for continuous participation of local authorities in financing of the part of the costs for work of the safe house for victims of domestic violence.

In this way, officials authorized for development of the public budget will improve the way to keep in track with social needs of the population in their own municipality.

In case of protection of victims of domestic violence, it is extremely important to have good cooperation between nongovernmental organization "Lara" Bijeljina and the Center for Social Work, in order to ensure new services for protection of this category of population (such as opening of the safe house in Bijeljina).

9. Modriča

9.1. Modriča Municipality

Modriča Municipality is settled in Doboj Region, in northern part of Republika Srpska and Bosnia and Herzegovina. The town is distanced fifty (50) kilometers from the center of this region, Doboj Municipality which is one of the larger municipalities and centers in Republika Srpska. Modriča Municipality extends on the area of 297 square miles, and has very favorable geo-traffic position. It is very rich in fertile soil and small water currents.

Nowadays, there are estimated 28.402 inhabitants in the municipality area, and 13.300 people live in urban settlements. There is developed crafts tradition, which led to strong chemical, mechanical, footwear and food industry. The majority of industrial capacity has been settled in the border area of the municipality.

Modriča Municipality represents the smallest local community monitored within this project. Before the civil war in Bosnia and Herzegovina, (1992 - 1995) Modriča was one of the most developed municipalities in the territory of Bosnia and Herzegovina and entire Yugoslavia. Agriculture and industry were among developed economic branches.

War affected situation in Modriča, and all economic activities needed to be rebuilt from the beginning. It is illusionary to speak about developed agriculture in the entire Bosnia and Herzegovina, and this also relates to Modriča, namely because of destroyed mechanization, which led to drastic fall of productivity. Oil Refinery Modriča represents backbone of the economy in this municipality and the whole region. The production in this factory was rising every year. This rise was accompanied with gradual expansion of the market, firstly only within borderlines of Republika Srpska, and then the entire Bosnia and Herzegovina. In 2007, this Company has good position, both on Market of Valuable Papers of RS and Stock Exchange of Banja Luka. In 2007, the RS Government decided to privatize this Company. Privatization is currently in the final phase, and it is expected that fresh capital and investments will bring new working places and higher revenues to the municipality and the RS, based on taxes.

Modriča is also the city of sports, namely football, which is flourishing in past couple of years.

Regardless of future expectations, today life in Modriča does not differ much from the life in other local communities in our country. Because of inadequate privatization process of the state owned companies, high number of people stayed unemployed. Therefore, living standard of the inhabitants is very low.

In all Doboj region, only 40% of inhabitants have health and social insurance, and more than half of them have insurance through some of the family members. This is why, the role of the local Center for Social Work is very important.

Planned budget of the Modriča municipality for the year 2007 is **7.450.000 BAM**, out of which **330.000 BAM** is planned for the work of the local Center for Social Work.

9.2. Center for Social Work Modriča

In 2007, budget of Modriča Municipality was anticipated in amount of **7.450.000²⁴ BAM**, while budget of the Center for Social Work was anticipated in amount of **330.000 BAM**, or **4,4%** of the total municipal budget.

Budget of the Center for Social Work in 2007 anticipates current expenses - "funds for social protection" in amount of 206.132 BAM. As a part of funds for social protection, payments are made for accommodation of children and adults in institutions of a social protection (71.500 BAM), allowance for assistance and care (63.507 BAM), and payments of continuous financial assistance (55.100 BAM). Funds for payments of one-time financial support are anticipated in amount of 3.500 BAM, for health protection of users 3.400 BAM, for accommodation of children in guardian families 3.000 BAM, for working costs of the health commission 2.500 BAM, and for working costs of the commission for ranking and categorization 1.500 BAM. There are three additional items in the budget of the Center for Social Work Modriča - transportation costs for children (1.000 BAM), fire-wood for beneficiaries (765 BAM), and for funerals of beneficiaries (450 BAM).

At this phase, the analysis of the budget reveals that there are no budget items reflecting the specific needs of women and girls with the respect of protection against domestic violence.

Similarity to the budget of the Center for Social Work Bijeljina, here there are no funds for direct payments for

24 Annual budget of Center for Social Work Modriča for 2007 is provided in Annex, page 53

women and children victims of domestic violence, and no funds for their accommodation in the safe house. This fact is especially disturbing in the case of Modriča Municipality, since a safe house for women and children victims of violence opened in this city in 2000. The safe house is operated by the Citizens' Association Budućnost and has been financed by foreign donations since its establishment.

Chart no. 9 presents the overview of current costs for the Safe house in Modriča.

9.2.1 Proposal of the budget plan of the Safe house in Modriča, based on 12 persons (women and children)

Chart no. 9

Costs	Description	Monthly	Number of Months	Total in BAM
	Material Costs of the Management of the House			
1.	Costs of the small repairs and management	250	12	3.000
2.	Electricity costs	350	12	4.200
3.	Heating costs	6 tons of oil annually		3.000
4.	Water costs	250	12	3.000
5.	Communal costs	100	12	1.200
6.	Consumable material	50	12	600
7.	Material for cleaning, washing, and space hygiene	200	12	2.400
8.	Means for hygiene of women beneficiaries	250	12	3.000
9.	Food for cca 12 persons	1.800	12	21.600
10.	Office material and Material for occupational therapy	300	12	3.000
11.	Telephone/fax	200	12	2.400
12.	Clothing for women and children beneficiaries	180	12	2.160
13.	Costs for medical services	100	12	1.200
14.	Transport costs	500	12	6.000
	Material Costs			63.900
	4% Unforeseen costs/Miscellaneous			2.556
	Total Material Costs			66.456
	Salaries of the Employed Workers			
1.	Coordinator - full time	900	12	10.800
	52% taxes and contributions	468	12	5.616
2.	Social worker - full time	850	12	10.200
	52% taxes and contributions	442	12	5.304
3.	Administrator - full time	600	12	7.200
	52% taxes and contributions	312	12	3.744
4.	Graduated Psychologist/Therapist - full time	850	12	10.200
	52% taxes and contributions	442	12	5.304
5.	Medical Nurse - full time	600	12	7.200
	52% taxes and contributions	312	12	3.744
	Total Gross Salaries			94.848
	Occasionally Engaged Consultants			
1.	Pedagogue/Psychoterapist	550	12	6.600
2.	Lawyer	550	12	6.600
3.	Bookkeeper	330	12	3.960
4.	Volunteers in the night shift and during weekends	800	12	9.600
	Total Gross Fees			26.760
	Total Salaries and Fees			121.608
	TOTAL THE BUDGET OF THE SAFE HOUSE			188.064

In line with our recommendations for division of funding responsibilities for the safe house between entity and local government, we propose that part of the responsibility for financing of the Safe house should come from the local Center for Social Work in the amount of 66.456 BAM. Rest of the costs should be covered through the Entity budget.

Chart no. 10 shows the total funds allocated within presented individual budget items, number of women and men beneficiaries of the planned funds within each budget item, and the sum of allocated funds. Percentages are showing the level of participation of women and men in total number of beneficiaries and total allocated funds during May 2007.

Chart no. 10

No.	Basic and Related Purpose	Women	Total spent for women (in BAM)	Men	Total spent for men (in BAM)	Total spent in May 2007 (in BAM)
1.	Financial assistance	136 54,8%	2.883 67,8%	112 45,2%	1.367 32,2%	4.250 100%
2.	One-time financial assistance	5 45,5%	310 41,6%	6 54,5%	435 58,4%	745 100%
3.	Accommodation of children and adults	8 53,3%	3.320 51,2%	7 46,7%	3.159 48,8%	6.479 100%
4.	Assistance in home	1 100%	100 100%	0 0%	0 0%	100 100%
5.	Other people's care and assistance	136 54,8%	2.419 45,7%	112 45,2%	2.870 54,3%	5.289 100%
6.	Monthly transport pass for children from families in social need	3 75%	155 83,8%	1 25%	30 16,2%	185 100%
7.	Sustainer families	4 80%	200 80%	1 20%	50 20%	250 100%

Within the budget of the Center for Social Work Modriča, funds are primarily allocated for services regulated by the Law on Social Protection of Republika Srpska. Here we emphasize again that it is not visible from the budget if the funds for the Safe house exist or not, although the safe house in this municipality operates since 2000.

9.3. Center for Social Work Modriča - Structure of Employees and Overall Responsibilities

There are 8 women and men employees of the Center for Social Work - one pedagogue, one special pedagogue, 4 women and men social workers, one economist, and one administrative technical worker. According to the current Rule Book About Norms and Standards for Performing Affairs of the Centers for Social Work in Public Authority (1993) "Center should have secured the professional team of lawyer and social work, as a minimum"²⁵ Additionally, in municipalities with less than 30.000 inhabitants, professional team of the CSW should consist of two or three social workers, one lawyer, one psychologist, and one pedagogue. Although, CSW Modriča meets the standards set by the Rule Book concerning the number of optimal social workers, the lack of lawyer can influence the quality of work in this institution.

This CSW Modriča also has organized women and men social workers per territorial principle of local communities, not per professional teams, as it is in the CSW Banja Luka.

²⁵ Source: Rule Book about Norms and Standards for Performing Affairs of the Center for Social Work in Public Authority, Official Gazette of Republika Srpska, No. 20/93.

9.4. Responses on the Questionnaire

The Director of the Center and Chief of Finances were interviewed as the representatives of the Center for Social Work Modriča, and they provided additional information about the budget.

The respondents provided precise information about the Center's services and beneficiaries. Services provided are: social protection, legal family protection, children's protection, and criminal law protection of minors, while beneficiaries of these services are minors, persons without income, persons incapable for work, persons with socially negative behavior, and persons in need for social protection because of special circumstances.

60 % of total budget goes for services of social protection (placement in foster home of children up to 6 years of age was covered in amount of 495 BAM, and children over 6 years of age up to end of education was covered with 435 BAM; placement of children in sustainer' families was covered with 50 BAM per child - minimal compensation, and one-time financial support was covered with 10 to 200 BAM, depending on need).

The amount of money that is allocated for the services varies from year to year, due to the changes in price of services, as well as the need for introducing new services. The representatives from the Center emphasized that reason for this variation represent payments for the service of other's people care and assistance, which is still part of the budget of Center and soon should be transferred to the budget of the authorized Ministry.

CSW Modriča provided information about the amounts allocated for services in the last three years, as follows:

YEAR	PLANNED IN BAM	APPROVED IN BAM (MUNICIPALITY BUDGET)
2004.	210.000	164.480
2005.	320.500	260.000
2006.	350.000	290.000

The work of the Center is financed from the municipality budget, but during 2007 it also received a donation from the Ministry of Health and Social Care. The CSW Modriča succeeds to adjust to all new changes and issues that appear during the budget year, because they must respect all decision/request they receive from their beneficiaries. Without mentioning the exact amount, the respondents also emphasized that changes are covered from their own sources. The Center has no possibilities to transfer the means between budget lines within already approved budget.

Social needs and problems in Modriča are monitored with conducting regular annual analysis of situation and problems through existing data base of the Center for Social Work.

Next chart contains the exact amounts of planned revenues and expenditures for the period of the past three years:

YEAR	AMOUNT IN BAM
2004.	90.291
2005.	154.564
2006.	152.556

Variance that appears between 2005 and 2006 in amount for services represents the means spent for health insurance, meaning that contribution for the health insurance of beneficiaries has been reduced.

The representatives of the Center emphasized the role of Director, accounting department and Management Board in developing of the annual budget. Management Board also represents the body that approves the annual budget.

The respondents also stated that the upper limit for the individual services exists, and it is regulated by the Law and decisions about extended services. All services that do not have prices regulated by the Law can change with rebalance of the municipal budget. Interested civil society groups can influence creation of the budget in Modriča through sending their proposals to the Center.

Specific needs of men and women do not represent criteria for developing of the budget in Modriča, but only social structure of men and women beneficiaries.

Center for Social Work Modriča keeps gender-disaggregated statistics, and submits the collected data to the Statistic Institute of Republika Srpska.

As in the case of other two Centers, Gender Equality Law is not considered in the process of developing budget, because the budget is developed solely based on services.

Employees of the CSW Modriča are informed about the Law for Protection from Domestic Violence, and see their role in implementation of this Law through providing one-time financial assistance, health insurance, and placement of victims of violence in the safe houses.

Employees of the Center are not informed about gender responsive budgeting.

9.5. Citizens' Association "Budućnost"

Citizens' Association Budućnost is non-governmental organization with the permanent main office in Modriča, founded in December 1996. The organization started its work in a form of free legal center for women, with objective of providing contribution in building of democratic civil society. Slowly it developed into multi-disciplinary institution, recognizable throughout Bosnia and Herzegovina by its work on prevention of domestic violence and providing protection to survivors of violence, mostly women and children. Nowadays, Citizens' Association Budućnost works in three different fields, as follows: counseling, work in a community, and safe house for women and children victims of domestic violence.

In its ten years of work, Citizens Association Budućnost implemented large number of projects, all of them directed to respect of human rights, with special emphasis on women's human rights. The Association is actively involved in the process of strengthening women survivors of domestic violence since 1998, when it founded SOS telephone for women and children victims of violence and discrimination in their close environment.

At the beginning of its work on violence against women, Citizens' Association Budućnost identified necessity of multi-dimensional approach to solving this issue.

Together with other women's associations, Citizens' Association Budućnost participated in the process of lobbying and advocacy for adoption of the Gender Equality Law in Bosnia and Herzegovina, the Law for Protection from Domestic Violence in Republika Srpska, and currently the Law about Changes and Amendments of the Law for Protection from Domestic Violence in Republika Srpska.

Struggle for adoption of adequate legislation is still ongoing process, and especially the implementation of these laws in the practice. In its daily activities, Citizens' Association Budućnost pays high attention to cooperation with relevant official institutions that are active in the chain of prevention of violence. In process of transition and various reforms in society of Bosnia and Herzegovina, violence against women unreasonably happened to be out of the list of priority issues. Level of sensitivity of professionals and employees in the relevant institutions for the issues of violence and discrimination against women is still very low, even frustrating. Since establishing of the safe house for victims of domestic violence in 2000, Citizens' Association Budućnost organized numerous trainings, seminars, round tables, workshops, conferences, and similar activities, aimed for increasing sensitivity of the official institutions for the issue of violence, and developing one successful model of solving the cases of violence and discrimination of women.

In 2003, the UN Mission in Bosnia and Herzegovina recognized Citizens' Association Budućnost as professional and responsible organization working on prevention of domestic violence, and approved the financial support for building of the safe house, which now represents the property of the Association. Until February 2007, when another safe house was opened in Banja Luka by United Women, the Safe house in Modriča was the only house and place of support and protection of women and children survivors of violence in Republika Srpska.

Current situation and position of women in our society is still unsatisfactory, because women still face different forms of violence and discrimination, both in private and public sphere.

9.6. Conclusion Based on Analysis of Center for Social Work Modriča

With 30.000 inhabitants, Modriča Municipality is the smallest municipality involved in this project. However, this does not mean that situation in this municipality differs from the general situation in our entity and whole Bosnia and Herzegovina. Although Modriča was widely known in B&H before the war (1992-1995) by its industry, oil refinery, and agricultural production, and was amongst the richest municipalities in socialist Bosnia and Herzegovina, nowadays this is not the case.

Unemployment and poverty caused extremely difficult position of all citizens, and especially women citizens of Modriča. It is striking information that only 40% of inhabitants of Dobož region have covered health and social insurance.

It is clearly visible how important is the role of the Center for Social Work is in this situation, as this is the only municipal public institution that provides assistance and social protection to the population. However, the Center has questionable capacity and possibilities for providing assistance to all persons in need. Additionally, it is unclear what type of beneficiaries has priority in receiving social assistance. From all the information we collected during this field research, it is clear that women and children victims of domestic violence are not fitting into priority. This data is especially disturbing because of the fact that since 2000 Modriča has the safe house for women and children victims of domestic violence.

Beside that, when responding to our questionnaire, representatives of the Center for Social Work stated that their authorities within implementation of the Law for Protection from Domestic Violence are providing one-time financial assistance, health insurance, and accommodation of the victims in the safe house. Gathered information is leading to conclusion that with payment of one-time financial assistance and accommodation in the safe house ends the financial care for women beneficiaries of the safe house.

Anticipated items in the budget of the Center for Social Work are largely matching those regulated by the Law on Social Protection of Republika Srpska, and the Center does not pay attention on specific needs of men and women. This fact represents also the largest problem since the budget does not transparently show for which social needs the budget means are allocated.

We see the space for change in possibility of nongovernmental organizations to influence development of the budget of the Center for Social Work. Also, since the employees of the Center are not familiar with gender responsive budgeting, education about this can contribute to the change of a way of seeing and protecting specific needs of men/boys and women/girls.

Having in mind the obvious need for existence of the safe house in Modriča, and its previous work, we have no doubts in existence of readiness of local and entity authorities for identifying suitable solution for including the safe house in Modriča in appropriate local or entity budget.

CHAPTER III (ANNEXES)

The Budget of the Ministry of Health and Social Care of Republika Srpska for 2007

Economic Code	Description	Budget of Republika Srpska for 2007
610000	Current Costs	37.849.230
611000	Salaries and Reimbursement of Costs for Employees	884.675
	Net salaries	420.000
	Taxes and contribution on salaries	218.400
611100	Gross salaries	638.400
611200	Reimbursement of costs for employees	246.275
612000	Taxes and Contributions on other Personal Income	25.584
612100	Taxes and contributions on other personal income	25.584
613000	Costs for Materials and Services	386.529
613100	Travel costs	68.153
613200	Electricity costs	35.000
613300	Costs of communal services	62.911
613400	Purchasing materials	30.058
613500	Costs for transport services and fuel	50.000
613600	Rent of property and equipment	5.243
613700	Costs of current management	30.000
613800	Insurance costs and bank services	25.164
613900	Contracted services	80.000
614000	Current Grants	36.552.442
614100	Restricted payments to the Health Insurance Fund	25.826.938
614100	Restricted payments for Child Protection Fund	2.101.224
614100	Restricted payments for transfusion medicine	62.911
614100	Restricted funds for developing national strategy for fighting against drug abuse	52.426
614100	Restricted payments for Association of People with Amputation	40.420
614200	Funds from lottery for financing of the socio-humanitarian activities	500.400
614300	Program activities of humanitarian character	524.258
614400	Co-financing of social care institutions	3.460.100
614400	Co-financing of the Institute for Protection of Health	893.335
614600	Funds for improving working conditions in health institutions established by the Government of Republika Srpska	1.933.252
614700	Co-financing of the projects - Ministry of Health and Social Care	1.067.179
614800	Grant to the Agency for Accreditation and Improving Quality of Health Protection of Republika Srpska	90.000
820000	Capital Expenditures	40.000
821000	Costs for Purchasing Permanent Means	40.000
821300	Purchasing equipment	40.000
821600	Reconstruction and investment management	0
	TOTAL EXPENDITURES:	37.889.230,00

OVERVIEW OF THE BUDGET STRUCTURE OF THE CENTER FOR SOCIAL WORK BANJA LUKA FOR 2007²⁶

Plan of needed funds for the Center for Social Work Banja Luka in the period from 1 January 2007 until 31 December 2007

Business incomes from the City Budget of Banja Luka for the period from 1 January until 31 December 2007

N°	Description	Plan for 2006	Plan for 2007	Index
	Income from the City Budget of Banja Luka for needs of social work	3.100.000	3.580.000	115
	Income from the City Budget of Banja Luka for needs of conducting work in authority of the Center	1.450.000	1.576.000	108
	Income from the payments of pensions for persons accommodated in social care institutions, and participation of relatives	149.900	150.000	100
	Payment of incomes from providing public services of child supplemented, based on the agreement	20.000	20.000	100
	TOTAL INCOMES:	4.719.900	5.326.000	113

Planned Funds for Implementation of the Basic Activities of the Center for Social Work Banja Luka

Acc.	Description	Planned for 2007
610000	Current costs	
611000	Salaries and Reimbursement of Costs of Employees	
611100	Gross salaries	1.065.300
611200	Reimbursement of costs for employees	232.200
612000	Taxes and Contributions on Other Personal Incomes	100.500
612100	Taxes and contributions on other personal incomes	112.700
613000	Costs of Material and Services	217.900
613100	Travel costs	10.400
613200	Electricity and heating costs	38.150
613300	Costs for communal services	50.500
613400	Purchasing material	22.650
613500	Transport and fuel costs	9.800
613600	Rent of property and equipment	0
613700	Costs of current management	12.300
613800	Insurance costs and bank services costs	12.000
613900	Contracted services	22.200
614000	Current Grants	3.580.000
614200	Assistance for individuals	3.461.850
A	LEGALLY REGULATED BASIC LAWS ON MATERIAL ASSISTANCE	
	Financial assistance	540.000
	One-time assistance	109.950
	Payment for assistance and care from other person	803.000
	Payment for transport costs of children with special needs involved in schooling system	18.000
	Meals for children with special needs involved in schooling system	7.000
	Health protection of beneficiaries of social protection	270.000

<i>Acc.</i>	<i>Description</i>	<i>Planned for 2007</i>
B	ACCOMMODATION OF BENEFICIARIES IN INSTITUTIONS OF SOCIAL PROTECTION FOR CHILDREN AND YOUTH PEOPLE	
	<i>Children's Home "Rada Vranješević" Banja Luka</i>	90.000
	<i>Institute for Protection of Male Children and Youth People Prijedor</i>	170.000
	<i>Center for Education and Rehabilitation of Hearing and Speech Banja Luka</i>	14.500
	<i>Institute "Budućnost" Derventa</i>	18.000
	<i>Children's Home "Kiseljak" Zvornik</i>	28.000
	<i>Center "Mother's Village" Međugorje</i>	13.000
	<i>Institute for Education of Children and Youth People Belgrade</i>	13.000
	<i>Institute for Sheltering of Mentally Invalid Persons Fojnica Drin</i>	40.000
	<i>Institute "Bakovići" Fojnica</i>	24.000
	<i>Institute for Female Children and Youth People Višegrad</i>	180.000
	<i>Institute for Protection of Children and Youth People Pazarić</i>	37.000
V	ACCOMMODATION OF ADULTS AND ELDERLY PEOPLE IN INSTITUTIONS OF SOCIAL CARE	
	<i>Social and Geriatric Center Banja Luka</i>	500.000
	<i>Pensioner's Home Prijedor</i>	30.000
	<i>Institute for Treatment, Rehabilitation, and Protection of Mentally Ill Persons, Jakeš - Modriča</i>	20.000
G	MODELS OF CARE IN COMMUNITY	
	<i>Social and pedagogic living communities</i>	72.000
	<i>Children without parental care sheltered in sustainers' families</i>	260.000
	<i>Elderly people sheltered in families</i>	38.500
	<i>Costs for funerals for users of social protection</i>	7.900
	<i>Sheltering Unit for Elderly People</i>	10.000
	<i>Sheltering Unit for Children</i>	10.000
	<i>Program for Children and Juveniles with Risk Behavior</i>	35 000,00
	EXTENDED LEVEL OF SERVICES	150.000
	<i>Daily care for mentally underdeveloped persons</i>	10.000
	<i>Daily care for elderly people</i>	3.600
	<i>Daily care for mentally ill people</i>	-
	<i>Personal assistance</i>	17.000
	<i>Home care</i>	10.000
	<i>Accommodation in family for persons with legal rights for accommodation in institution of social care</i>	45.000
	<i>Support in employment</i>	6.000
	<i>Protection care</i>	3.000
	<i>Protected housing</i>	3.000
	<i>Mobile Team and Sheltering in the Safe House</i>	52.400
D	FEES FOR WORK OF THE COMMISSIONS FOR EVALUATING CAPABILITIES	
	<i>Fees for physicians for evaluating capability for work of invalid persons</i>	20.000
	<i>Fees for physicians for categorization of children and youth people with difficulties in physical and psychological development</i>	8.000

<i>Acc.</i>	<i>Description</i>	<i>Planned for 2007</i>
E	POSTAL AND BANK SERVICES	
	<i>Postage costs for money orders for beneficiaries of social protection</i>	<i>65.000</i>
	<i>Costs of bank services</i>	<i>10.000</i>
614300	<i>Assistance to the nonprofit organizations</i>	<i>118.150</i>
820000	Capital Expenditures	23.000
821000	Costs for Purchasing Permanent Means	0
821300	<i>Purchasing equipment</i>	<i>20.000</i>
821400	<i>Purchasing other permanent means</i>	
821600	<i>Reconstruction and investment management</i>	
	TOTAL EXPENDITURES	5.326.000

Budget of the Center for Social Work Bijeljina for 2007²⁷

Economic Code	The Basic and Related Purpose	Plan of the Budget for 2006	Estimation of the Budget Implementation for 2006	Plan of the Budget for 2007	Index 5/3
610000	Running Costs	438.144	438.144	474.155	108%
611000	Gross salaries and fees and Supervisory Board	438.144	438.144	421.675	96%
613000	Costs of Materials and Services			52.480	
613100	Travel costs			3.500	
613200	Electricity costs			8.500	
613300	Costs for communal services			9.500	
613400	Purchasing material			8.500	
613500	Fuel costs			6.000	
613700	Costs for current management			4.200	
613800	Insurance costs, bank services costs			6.280	
613900	Contracted services and other payments			6.000	
820000	Capital Expenditures	30.000	0	30.000	100%
	Reconstruction and investment management	30.000	0	30.000	100%
	TOTAL EXPENDITURES	468.144	438.144	504.155	108%
614000	Current Social Care Services	641.856	611.856	796.000	124%
614200	Supplement for assistance and care of other persons			206.640	
614200	One-time assistance			83.000	
614200	Funds for purchasing school books for children in situation of social need			5.000	
614200	Accommodation in a family for six beneficiaries			8.800	
614200	Public kitchen			100.000	
614200	Transport costs for children in foster homes			5.000	
614200	Financial assistance for fire wood and clothes for persons in situation of social need			26.000	
614200	Home assistance for five beneficiaries			8.000	
614200	Financial assistance for 200 beneficiaries			148.800	
614200	Postage costs and sending money orders			11.730	
614200	Fees for medical commission for determining capability for work			3.600	
614200	Costs of management of objects, and sheltering of dislodged beneficiaries			9.600	
614300	Costs for accommodation of persons in need for this type of social assistance			179.830	
	TOTAL EXPENDITURES	641.856	611.856	796.000	124%

Budget of the Center for Social Work Modriča for 2007²⁸

	Revenues:	
	Contribution from the Municipal Budget	330.000
	Expenditures:	
A	Payments for Social Protection	
1.	Permanent financial assistance	55.100
2.	Supplement for assistance and care	63.507
3.	Accommodation of children and adults in institutions of social care	71.500
4.	Health protection of beneficiaries	3.400
5.	One-time financial assistance	3.500
6.	Accommodation of children in sustainers' families	3.000
7.	Funeral costs for beneficiaries	450
8.	Transport costs for children	1.000
9.	Fees of the commission for categorization	1.500
10.	Fees of the medical commission	2.500
11.	Fire wood for beneficiaries	765
	TOTAL:	206.132
B	Running Costs	
1.	Electricity costs	1.000
2.	Postal service costs	4.500
3.	Transport costs for employees	1.500
4.	Office material	500
5.	Costs for payments and bank fees	1.400
6.	Costs of cleaning and managing hygiene of space	200
7.	Contracted temporary works, and costs for representation	1.273
8.	Costs for professional development	300
9.	Costs for communal services (water - garbage)	450
	TOTAL:	11.123
C	Personal incomes and salaries	
1.	Gross salaries of employees	97.132
2.	Meals	11.965
3.	Reimbursement for Holidays	3.648
	TOTAL:	112.745
	TOTAL EXPENDITURES:	330.000

QUESTIONNAIRE

Association "United Women" Banja Luka in cooperation with Citizen's Association "Budućnost" Modriča and Women's Association "Lara" Bijeljina is implementing a project "Gender budget initiative in the area of domestic violence at local and entity level in Bosnia and Herzegovina" supported by UNIFEM. The aim of this project is to include an adequate budget line for financing of the shelters in Republic of Srpska in local/entity budget. This is why we need the information about the budget structure of the following institutions Centre for Social Work Banja Luka, Modriča, Bijeljina and Ministry of Health and Social Care RS. Project activities are conducted in Banja Luka, Modriča and Bijeljina.

1. *What services and benefits does your institution provide?*

2. *Who are the beneficiaries of your institution?*

3. *How much is allocate for each service and each type of benefit?*

4. *Does this vary over the years?*

5. *If so, what caused these variations?*

6. *Could you give us the exact numbers of the allocations for these services over the period of three years?*

7. *How do you keep track of the social needs and problems in your community?*

8. *Are you able to adjust to the new social needs and problems during the budget year?*

9. *If so, how?*

10. *Are you able to shift money between budget lines?*

11. *If this is possible, have you ever done this and with what budget lines?*

12. *Have you made any changes in how you provide for social needs and problems over the last three years?*

13. *How have you financed the changes?*

14. *What have they cost?*

15. *Can you, please, give us the exact budget amounts (planned expenditures and revenues) for the period of the past three years?*

16. *Who is responsible in drawing the annual budget?*

17. *Who approves the annual budget?*

18. *Do you have a budget ceiling?*

19. *Does each department have a budget ceiling?*

20. *If so, can this ceiling be increased and how?*

21. *Can civil society groups influence the budget in any way?*

22. *If so, how?*

23. *Who can suggest that a certain specific need becomes a part of the budget?*

24. *What is the process for creating a new line in the budget?*

Now we are going to talk about beneficiaries and further on about legislation.

25. *To what extent do annual budgets differ in each year by the beneficiary structure?*

26. *Do you take into consideration specific needs of men and women in the process of budget creation?*

27. *If yes, in what way?*

28. *Is there a statistics divided by gender on beneficiaries of different services and benefits?*

29. *Is it a part of official statistics and/or budget reports?*

30. *If so, which reports? (And ask for copies of these reports)*

31. *To what extent do you take into consideration statistic in the process of budget creation?*

32. *In what way do you take into consideration Gender Equality Law B&H in the process of budget creation?*

33. *Do you take into consideration international documents on the protection of human rights and victims of domestic violence that B&H signed?*

34. *Are you obligated to do so?*

35. *Please, state some of these international documents!*

36. *Do you know about the Domestic Violence Protection Law of RS?*

37. *What are the duties of your institutions in the Law's implementation?*

38. *Are these duties visible in the budget? If so, where?*

39. *Have you heard about gender responsive budgeting?*

40. *If yes, what does it represent?*

Thank you for your time!

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