

**Relationship between women's NGOs and Government Institutions:
Impact on access to specialized services for survivors of intimate partner violence**

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Abstract

Violence against women as a worldwide phenomenon is one of the burning issues in Bosnia and Herzegovina. Many responses have been developed both by the government structures and women's nongovernmental organizations in order to tackle the issue of intimate partner violence as one of the most common forms of violence against women. This paper specifically examines the relationship between the government institutions and women's NGOs in the field of intimate partner violence in the Federation of Bosnia and Herzegovina. The aim is to better the existing relationship between the government structures and women's NGOs and to produce new critical knowledge on impacts of this relationship on access to specialized services for survivors of intimate partner violence. The existing relationships are examined in terms of cooperation and financial allocations for the issue of intimate partner violence in the Federation of BiH.

Key word: intimate partner violence, government – nonprofit sector relationship, cooperation, specialized services, financing

CHAPTER 1: INTRODUCTION

1.1. Introduction

Looking at the specific context of Bosnia and Herzegovina (BiH) in the past 28 years, where the whole society faced mass destruction, killings, genocide during the war 1992-1995 and the process of rebuilding and transitioning the society after the war, it is evident that gender issues have always been on the margins of the public priority agenda (Mlinarević et al. 2015; Pilegaard & Džumhur, 2015). The estimates say that between 20.000 and 50.000 women and girls were sexually abused and raped during the war in BiH, but the first responses and solidarity to those women were provided by women activists and nongovernmental organizations (NGOs) in BiH (Cockburn, 2013; Husić et al., 2014; Mlinarević et al., 2015). This solidarity and care for women during the conflict was the starting point for the feminist movement in BiH through the establishment and work of the women's NGOs. After the war, women's NGOs continued working up-to-date on the gender issues including issues of intimate partner violence (IPV).

Women's NGOs were the ones who started speaking up and bringing the issue of IPV to the public discourse in the post-conflict BiH. They were providing support and assistance to survivors of IPV even though there was no legislation criminalizing it. At the same time they were advocating for and establishing cooperation with the government institutions for the purpose of criminalizing the act of IPV and enabling adequate protection and service provision to survivors of IPV.

Even today, the women's NGOs are primary providers of specialized services for survivors of IPV. Specialized services, according to the Istanbul convention, are those that are primarily aimed at women and girls survivors of men's violence. Those services include provision of the shelters, psychological and legal counseling, economic empowerment programs etc. (Council of Europe Convention on preventing and combating violence against women and domestic violence, 2011).

Service provision of specialized services by women's NGOs in BiH and the work on the prevention of IPV needs to be done in cooperation with the government structures that ultimately bear the responsibility for providing such services based on the international conventions and

standards ratified and signed. Also, over the past 15 years a legal framework has been adopted by the government structures at the levels of entities in BiH that prescribes responsibilities and actions to be undertaken by the state structures in the field of IPV. Furthermore, the existing legislation and international standards prescribe a multidisciplinary approach IPV and cooperation with nongovernmental organizations.

However, while the relationship between the government structures in BiH and the local NGOs is mutually dependent, it has always been complex and turbulent which impacts access to services for women and girls survivors of IPV. In this study, therefore, I will examine the characteristics of this relationship in terms of the quality of their cooperation and the financing of specialized services to gain a better understanding of how it effects service provision to women and girls.

1.2. Statement of the Problem

Violence against women (VAW) is a widespread issue in BiH. According to the study on prevalence and characteristic of violence against women in BiH conducted in 2013, 1 in 4 women in BiH has experienced some form of violence during her lifetime (Babović et al., 2013). Of those women who had experienced some form of violence during their lifetime, 71.5% had been subjected to intimate partner violence by current or ex-partner. The study also found that the risk of violence for women is higher in intimate and domestic relations than in wider community (Babović et al., 2013). Intimate partner violence is used as a control mechanism for women to be subordinate and obedient in the male-dominated society (Ertürk, 2009) and there is a constant need to tackle and address the issue using multi-disciplinary and intersectional approaches.

In BiH the term used for intimate partner violence is domestic violence and is addressed in the law at the entity levels (Federation of BiH – FBiH - RS, Republika Srpska) and the Brčko district level. In this study I will be using the term “intimate partner violence” with abbreviation IPV, because it points out to socially conditioned dimension of violence based on structural inequalities of women and men. In the FBiH, IPV was criminalized in Article 222 of the Criminal Code in 2003 (Official Gazette of the Federation of Bosnia and Herzegovina no 36/03).

However, the need for special focus on protection of survivors/victims of IPV was recognized as necessary and thus the government passed the specific Law on Protection against Domestic Violence of the Federation of BiH in 2005 (Official Gazette of the Federation of Bosnia and Herzegovina no 22/05). However, after some years of monitoring the implementation of the law, the need for new Law was recognized (Husić & Šiljak, 2015). The problems identified included poor practice in issuing protective orders against perpetrators of violence as well as that the Safe houses/shelter were not recognized as a form of specialized services available to survivors of IPV. Thus, the second Law on Protection against Domestic Violence of the FBiH was adopted, entering in to force in March 2013(Official Gazette of the Federation of Bosnia and Herzegovina no 20/13), replacing the law from 2005.

The new Law prescribed protective measures issued upon perpetrators of violence with a stricter time-framework as well as protection actions for victims of violence such as sheltering into a safe house, other institutions or other families (Law on Protection against Domestic Violence, [LPDV] 2013). This is the first time that the Law recognized NGOs as service providers and safe houses as temporary measures of protection of victims of IPV. Based on the document analysis of the Law conducted within this paper which compared the Law against the obligations of the international conventions such as the Convention on Elimination of All Forms of Discrimination against Women (1979) (hereinafter: CEDAW), the Beijing Declaration and Platform for Action (1995) and the Council of Europe Convention on preventing and combating violence against women and domestic violence (2011) (hereinafter: Istanbul Convention), which BiH, as the state with all its lower levels of the authority adopted and ratified, we can say that by passing the Law on Protection against Domestic Violence, the FBiH has managed to fulfill some but not all of the international obligations.

However, the Law on Protection against Domestic Violence (2013) is not fully compliant with the international standards especially in terms of the Articles 2, 3, 7, 33 and 35 which stipulate the roles of different actors charged with the implementation of the Law, definitions of domestic violence, establishment and funding of the shelters/safe houses. These Articles are of specific importance for the further analysis and understanding of the complex relationship

between the government structures and women's NGOs in the FBiH and how these relationships affect access to specialized services for women and girls survivors of IPV.

NGOs have given a significant contribution in both bringing the issue to the public eye and developing and providing sensitized and beneficiary-oriented services for survivors of various forms of violence and trauma. Despite this fact, the assumption for this paper is that there has always been a power-battle between the women's NGOs and government structures to acknowledge publically and financially value their work. There is very little knowledge about those relationships between government institutions and women's NGOs, and the work of women and activists, because the topic of VAW in peace time including IPV, is usually explored as a substantive part of the research or narratives related to the victimization and suffering of women during the war, while very little has been done to explore the work and activism of women.

Both international and local scholars and researches as well as public discourse contributed that "women as victims" are hyper-visible, while "women as activists" and their work are almost invisible (Aganović, Miftari, Veličković, 2015). Thus, it is evident that the complexity of relations between government institutions and women's NGOs in the field of IPV need to be explored more. There is not sufficient knowledge how the connections, roles and expectations between those actors are managed and what is the influence of those relations on provision of the specialized services for the women and girls survivors of the IPV. By understanding these complex relations new knowledge will be created which can serve as a basis for the improvement of the mutual cooperation between government structures and NGOs with the overall aim to have positive impact on the protection and access to specialized service provision for survivors of IPV.

1.3 Research Questions

1.3.1 Main Research Questions

The main research question is: What are the characteristics of the relationship between government institutions and women's NGOs in the FBiH in the field of intimate partner

violence? How does this relationship impact the implementation of the Law on domestic violence and, in particular, the specialized services?

1.3.2. Sub-questions

- How are the roles, responsibilities and cooperation managed between government structures and women's nongovernmental organizations?
- What strategies are applied by the women's NGOs in their cooperation with government institutions?
- To what extent is provision of specialized services by the women's NGOs valued in terms of financial allocations?
- What are experiences and lessons learned on the so far cooperation between government structures and women's NGOs and what are opportunities for the improvement?

1.4. Research objectives

1.4.1. General Objective

The objective of the assignment is, firstly, to better understand the existing relationship between the government structures and women's NGOs in the FBiH and, secondly, to produce new critical knowledge on impacts of this relationship on access to specialized services for survivors of IPV.

1.4.2. Specific Objectives

The specific objectives of the research are to explore how the roles, responsibilities and cooperation between women's NGOs and government institutions are managed in the field of IPV. Additionally, the specific objectives are to provide better understanding and knowledge on strategies for establishing and maintaining cooperation between these two sectors as well as how the government sector values, in terms of financial allocations, women's work on service provision and what are lessons learned and potentials for enhancing cooperation.

1.5. Hypotheses

Given the fact that IPV in BiH is a burning issue that requires multidisciplinary approach in addressing it the main hypothesis and auxiliary hypothesis of this paper to be argued are:

Main hypothesis: The existing relationship between the government institutions and women's nongovernmental organizations in the field of intimate partner violence hamper the quality of provision of specialized services for survivors of domestic violence/intimate partner violence and implementation of the legislation in the Federation of Bosnia and Herzegovina.

Auxiliary hypothesis:

- The existing provision of funding by the government structures to women's NGOs running safe houses constrains access to specialized service for survivors of intimate partner violence in the Federation of Bosnia and Herzegovina.

1.6. Contribution/Relevance of the Research

The final assignment contributes to gender equality and the field of study in a way to produce additional critical knowledge on the existing relations between women's NGOs and state structures, the role of women's NGOs and impacts of these relations on the implementation of the Law on Domestic Violence in the Federation and specialized service provision for survivors. As a part of the knowledge production the final paper will contribute to filling knowledge gap in this field, because majority of the knowledge production on violence against women in BiH has been explored through the prism of the war sexual violence and rape in BiH. This paper will fill in the gap in terms of understanding the relationship between the state structures and women's NGOs but it will also open new additional space for future scholars and researchers to explore the relationships between international donors and women's NGOs and international donors and government institutions and impacts of those relations on the lives of survivors of intimate partner violence.

1.7. Ethical and Security Considerations

I have been working with the women's nongovernmental organization "Medica" Zenica for the past 10 years. My interest and involvement in researching this topic is, therefore, also of personal significance. However, I believe that by being aware of the possibility that my experiences and work with the NGOs might have subjective impact, I have more responsibility to present the results in the objective manner. Also, my background in the women's NGO sector provides me with the possibility to inform this paper in a sensitive in-depth manner on practical

issues very often faced in the practice, but rarely reported in the researches due to confidentiality issues and sensitivity of the topic.

For the purpose of producing the final assignment I am relying on the the ethical research and privacy principles set in the Code of Ethics (University of Iceland, 2003) and Data Protection Policy of the University of Iceland (2018). All information obtained through the questionnaires with women's NGOs and government institutions is treated as confidential and the responses provided are presented in the research report without mentioning names of the participating organizations or institutions.

1.8. Structure of the Research

The research contains six main chapters.

The first Chapter is Introduction into the topic, statement of the problem as well as research questions followed by the research objectives and hypothesis.

The second Chapter Relevant Literature and Theory Focus provide information on the gender issues in the historical context of BiH including the period of Socialist Yugoslavia, the war after independence of BiH in 1992 up to Dayton Peace Accord and post-conflict period. The Chapter also provides theoretical framework for the work, specifically focusing on the process of NGO-ization and power relations between the state and NGOs.

The third Chapter describes the research design and methods used in the research and limitations and constraints of the study. The fourth Chapter is focused on the Results. Within the fourth chapter I present the Analysis of the Law on Domestic Violence in the FBiH as well as statistical results of the questionnaires conveyed. In the fifth Chapter I critically and thematically examine and discuss obtained results and based on them derive conclusions which are presented in the last, sixth Chapter of this paper.

CHAPTER 2: RELEVANT LITERATURE AND THEORY FOCUS

2.1. Gender issues in the context of BiH

2.1.1. Gender issues in the Socialist Federative Republic of Yugoslavia

Before 1992, BiH was a one out of six federative socialist countries in Yugoslavia. The socialist time of ex-Yugoslavia was characterized by a one-party governing system and a fastest-growing economy (Kukić, 2017.) The women's movement in Yugoslavia started during the Second World War i.e. during the National Liberation War to resist occupation by Axis forces, when women joined the Communist-led Partisans – resistances forces. Women formed Women's Anti-Fascist Front committees during the resistance (Dobos 1983). However, during the 1960s and 1970s the women's rights were not specifically addressed, and then women who were after the war put out from the public life decided to start their activism through the Conferences for the Social Activity of Women (Dobos, 1983). The organization the Conferences for the Social Activity for Women (CSAW), was an advocate of the women's rights in Yugoslavia established at the federal level as an umbrella organization, but had its republic branches (Dobos, 1983). The CSAW was controlled and allowed to exist by the League of the Communist of Yugoslavia, so they (Dobos, 1983). The organization was working within the specific socialist political context, rejecting the concept of the Western feminism, but still managed in 1970s to strengthen women's rights (Dobos, 1983). Some of the achievements were seen in the new Constitution of Yugoslavia which prohibited any sexual discrimination, gender pay gap or limitations to reproductive rights and abortion (Dobos, 1983). However, domestic violence or intimate partner violence that was taking place in Yugoslavia was not recognized as a public issue and thus was not criminalized.

2.1.2. War and gender issues agenda in BiH

The suffering of women during the war, specifically focusing on the sexual violence and rape, created the space for Bosnian women activists to get attention within the international feminist network (Aganović, Miftari, Veličković, 2015). Even though the war was still raging in BiH, two women from Bosnia were delegates on behalf of Bosnia at the Beijing Conference in 1995. Mrs. Jasna Bakšić-Muftić, an eminent university law professor and the head of Bosnian delegation in Beijing, signed the Beijing Declaration on behalf of BiH (Aganović, Miftari, Veličković, 2015). However, the official government structures in BiH gave no significance to it at all. Jasna

Bakšić- Muftić explains that this Declaration had no relevance for the state structures: “In the wider context of war, of the State, survival, constitutional order – this was something that was seen as less important.” (Aganović, Miftari, Veličković, 2015).

The first women’s NGO established in 1993 with the aim to help and support women who experienced conflict-related sexual violence was “Medica” Zenica (Aganović, Miftari, Veličković, 2015). In the next year, several more organizations followed and opened their door for survivors of war sexual violence such as Vive žene in Tuzla, while MAK Bosanka (the Muslim Academic Women’s Club) in the same year started focusing their work on the process of de-stigmatization of women who survived war sexual violence and forced impregnation (Aganović, Miftari, Veličković, 2015). In the same year, MAK Bosanka and “Medica” Zenica made an initiative to connect nongovernmental organizations working in BiH and establish a Union called ŽAR – Union of Women’s Organizations in Bosnia and Herzegovina, which was verbally praised by the then current president of the Republic of Bosnia and Herzegovina (Aganović, Miftari, Veličković, 2015). In his telegram the president Izetbegović referred to Bosnian women taking the burden of the war and suffering (Oslobođenje, 09.10.1994. in Aganović, Miftari, Veličković, 2015), which does not reflect the recognition of the women’s work and initiative but it simply gives an empty acknowledgment, not recognition, of women’s suffering.

In the process of peace negotiations, women and gendered issues were completely left out from this process (Aganović, Miftari, Veličković, 2015; Mlinarević et.all, 2015). Also, this gender blindness during peace negotiations had subsequently lead to the issue of violence against women i.e. intimate partner violence, trafficking in human beings, sexual violence, become recognized as empty spaces of power referring to them as “women’s issues” and leaving those issues to be dealt by women’s NGOs in BiH, because this field portrays women as victims and not as power-holders (Mlinarević et.all, 2015).

2.1.3. Post-conflict BiH

Dayton Peace Accord brought long wanted peace to BiH and ending of the suffering and killing. When the Dayton Peace Accord was signed in November 1995, BBiH was divided into two entities of FBiH (predominantly populated by Bosniaks and Croats) and Republika Srpska (predominantly inhabited by Serbs). Based on the Dayton Peace Accord – Annex 10, the Office

of the High Representative, as an ad hoc international institution was established in order to monitor the implementation of the peace agreement (The General Framework Agreement for Peace in Bosnia and Herzegovina, 1995). The FBiH was additionally decentralized and divided into ten cantons (Kandeva, 2001). Each canton has its own government and institutions and passes its laws and regulations (Kandeva, 2001). Republika Srpska has centralized government and the Ministry of Local Government which is in charge for sixty-four local communities/municipalities (Kandeva, 2001). Following the Award of the Arbitral Tribunal For Dispute Over Inter-Entity Boundary in Brčko Area, the High Representative in 2000 made a Decision on the establishment of the Brčko District as a separate self-governing (OHR, 2000).

Referring to the IPV it is important to mention once again that in the former Yugoslavia and in BiH as one of six federative republics, IPV was not criminalized or recognized as a violation of human rights. During that period IPV was treated as a misdemeanor offense of disturbing public peace. Even though there was no legal framework for IPV in the post-conflict BiH, women activists and NGOs used the given space to start providing direct support and assistance through shelters and psychological counseling centers. Based on the work experiences and recognized needs through conducted researches by women's NGOs on the prevalence of IPV, they advocated and partnered with female MPs for passing in 2003 the Criminal Codes in both entities of BiH (Federation of BiH and Republika Srpska) and the Brčko District to criminalize for the first time IPV (Mlinarević et.al, 2015; OSCE Mission to Bosnia and Herzegovina, 2011). Subsequently in 2005 and 2006 they advocated for passing the specific Laws on Protection against Domestic violence (Mlinarević et.al, 2015; OSCE Mission to Bosnia and Herzegovina, 2011). Given the complex administrative structure of BiH, the issue of IPV has been regulated at the level of entities (FBiH and Republika Srpska) and the level of the Brčko District which is additional problem in the field of ensuring equal access and rights for all IPV survivors.

2.2. NGO Feminisms, Development and Relationships with Government Structures

2.2.1. Emergence of women's NGOs in Central and East Europe

By the beginning of the 1990s, there was an NGO exponential rise in the Central and East Europe. This expansion of NGO movement is considered to be natural to the process of transitioning from the state socialism to democratic capitalism (Atack, 1999; Sloat, 2005). Sloat (2005) argues that the emergence of the nongovernmental sector is crucial for strengthening the new democracies. Transitioning process and opening of the new sector also referred as the third non-profit sector and civil society, created opportunities for women (Sloat, 2005). Women used this opportunity to come together and identify common problems that they want and can work on together such as prevention of VAW or male violence, economic empowerment and participation of women as well as political participation of women in the public sphere of the life (Sloat, 2005). These groups of women established women's NGOS focusing on specific social issues related to the fields of their interest and needs recognized. Having in mind that the Central and East Europe with socialist governing systems have never had developed philanthropy, newly emerged women's NGOs became dependent on the funding from the international donors and sources (Guenther, 2011). Being dependent on the funding very often results in NGOs complying with the donor requirements in terms of work priorities and becoming "professionalized" followed by the establishment of the hierarchical managerial structures within the NGOs (Guenther, 2011). Guenther (2011) claims that these NGOs or professionalized social service organizations represent and constitute the basis of feminism in Central and South East Europe.

On the other hand, many argue and critique the actual possibility of women's nongovernmental organizations to tackle and impact the social change on a higher scale, as it should be the purpose of the civil society and feminism as a movement, because they are focused on filling the gaps by the state structure in terms of service provision or just seen as "humanitarian" activist (Guenther, 2011; Sloat, 2005). Sloat (2005) recognizes that there are differences between women's NGOs from country to country in Central and East Europe but the common feature characterizing all of them is that they don't lack political influence. She points out that due to limited and scarce funding, women's NGOs focus on the implementation of specific social projects related to delivery of services for the target groups and thus cannot fully

work on political level in terms of engaging the general and influencing policy making (Sloat, 2005). Einhorn (2000 in Sloat, 2005) argues that this filling of the gap and seeing women's involvement as humanitarian is of great danger because it undervalues and diminishes women's political involvement, limiting it just to the stereotypical and "natural" roles of women as being care givers.

However, Cockburn (2013) through presenting an example of evolvement of NGO "Medica" Zenica argues that the role as well as the influence of the organization changes over time. When established during the war, the role of "Medica" Zenica was primarily feminist solidarity response to women survivors of war violence (Cockburn, 2013). Even at the very beginning, Medica Zenica was based on the feminist and antinationalist motivation, clearly emphasizing feminism as the basis of their work, their role and focus was on service provision (Cockburn, 2013). However, over the time, the role of the organization has changed and the present roles reflect a combination of two feminisms in the postwar period (Cockburn, 2013). The combination of two feminisms according to Cockburn (2013) includes feminism inspired by the world's feminism of "zero tolerance towards male violence" and "rights feminism" or "liberal feminism". Additionally, Cockburn (2013) points out the need for further development of the roles of NGOs that fit demands of the new generations and feminist activists.

2.2.2. Development stages of NGOs and relationship with the government structures

Women's NGOs and their role and impact, can be looked through the development prism. Korten (1987) argues that NGOs go through three generations of NGO development program strategies. Korten (1987) calls these generations: "(a) relief and welfare; (b) local self-reliance; and (c) sustainable systems development". The first generation strategy focuses on providing responses and services in crisis and emergency situation such as natural catastrophes or wars (Atack 1999; Korten, 1987). The second generation strategy focuses on capacity building and empowerment of the people and the third generation strategy means political involvement by influencing and participating in policy development together with government structures (Atack 1999; Korten, 1987). Following Korten's development generation strategies, Atack (1999) focuses on the criteria for the legitimacy of NGOs. He develops four legitimacy criteria. The

first criteria is “representativeness” which means that NGOs need to comply with standards of participation, accountability and transparency (Atack,1999). The second criteria is “distinctive values” as regulation principles in comparison to state structures which can be solidarity and voluntarism (Atack,1999). The next criteria is “effectiveness” in terms of efficiency in program and service delivery and reaching development goals, while the fourth criteria is “empowerment” in terms of providing opportunity for their beneficiaries to take control over their lives (Atack,1999). Both Korten (1987) and Atack (1999) emphasize the potential of NGOs to play a catalyst role in achieving development goals.

Due to catalyst potential of the NGOs and due to failures of each sector (government, market, voluntary and political failures), there is a need for building up relationship between the government and non-profit sector (Brinkerhoff & Brinkerhoff, 2002). Over the time, some frameworks were developed to understand and explain relationships between government sector and non-profit or NGO sector (Brinkerhoff & Brinkerhoff, 2002). One of those frameworks is developed by Young (2000). Young (2000) sees this relationship as multilayered and offers three options of the relationship. The first option is that NGOs work independently as supplements to governments, the second option is that NGOs work in partnership with government structures as their complements, while the third option is that NGOs and governments work in hostile or negative relationship (Young, 2000).

CHAPTER 3: METHODOLOGY

3.1. Research design

The proposed methodological approach/design for this research was a feminist research approach based on the feminist stand point theory (Maruska, 2010). The research design required literature review of the primary and secondary sources in order to situate the topic and provide theoretical framework. Furthermore, the design proposed use of semi-structured questionnaires with women's nongovernmental organizations and government institutions in the F BiH in order to obtain their perceptions of their roles, cooperation and expectations in mutual relations and work in the field of IPV. In order to provide a broader perspective and insights for the topic and research questions, a review of other relevant materials (laws and reports) was conducted.

Obtained data through questionnaires was compiled and analyzed through the prism of feminist standpoint theory, informed by additional sources of data and legal document analysis in order to understand mutual relation between women's NGOs and government structures.

3.2. Methods

Methods used for the final assignment include a literature review, document analysis – analysis of the Law and a targeted survey where semi-structured questionnaires were sent to women's NGOs and government institutions.

3.2.1. Literature review

The literature review included extensive exploration and review of the existing primary and secondary sources on the topic in order to position the topic of the IPV into a specific context of the Bosnian society and feminist stand point theory. Through this method I reviewed various academic articles and papers on the topic of IPV, the process of NGO-ization, the role of women's NGOs and relationship between the government institutions and women's NGOs. Subsequently, I consulted international conventions such as the Istanbul Convention, CEDAW Convention and Beijing Declaration and Action Platform, and available reports on the implementation of the international standards in BiH. Furthermore, I analyzed and reviewed available research reports on the prevalence of IPV, gender responsive budgeting proposals and policy papers and other relevant publications and materials in the field of the IPV.

3.2.2. Document analysis

In order to further explore the topic in understanding the interaction and relations of the government structures and women's NGOs I conducted the analysis of the most important Articles of the Law on Protection against Domestic Violence of the FBiH and its implementation. The Law on Domestic Violence of the FBiH represents the basis for formal cooperation and joint multidisciplinary work of the women's NGOs and government institutions working on the issues of IPV in the FBiH. Particular Articles of the Law, stipulating and defining IPV, stakeholders in charge for the implementation of the Law as well as special form of protection of survivors of IPV violence in the safe houses and financing of those services were analyzed against the international standards of the Istanbul Convention, CEDAW Convention and Beijing Declaration and Platform for Action. Apart from the analysis on the alignment of the provisions of the Law with the international standards, the implementation and its implications on service provision and access of survivors to those services were analyzed as well.

3.2.3. Targeted survey

3.2.3.1. Geographical Survey Area

Given the complex administrative structure after the signing of the Dayton Peace Accord and the issue of intimate partner violence being regulated at the entity level (Federation BiH and RS) and the Brčko district, I focus this research on the Federation of BiH. The FBiH covers 51% of the total territory of BiH. The administrative structure of the FBiH is complex by having the federal level government and 10 cantonal governments. The Law on Domestic Violence is passed at the level of entity of the Federation but its practical implementation is transferred to cantons and local communities. Also, according to the Law the responsibilities of financing direct assistance to survivors of IPV, multidisciplinary approach in prevention of IPV are distributed between the federal and cantonal levels. Even though there are ten cantons in the FBiH, through this survey I have tried to target survey participants at the level of the FBiH and Herzegovina and seven cantons. I included the following seven cantons in the FBiH: Zenica Dobož Canton, Tuzla Canton, Una Sana Canton, Sarajevo Canton, Herzegovina Neretva Canton, Bosnia Podrinje Canton and Canton 10.

The main criteria for selection of cantons was that there is a NGO working with survivors of IPV and/or working on prevention programs of IPV.

3.2.3.2. Research participants

Taking into account the research question of the final paper to examine mutual relationship between the women's NGOs and government institutions and the impact this relationship has on the implementation of the Law on Domestic Violence and provision of the specialized services for the final beneficiaries i.e. survivors of IPV, the participants of the survey were the representatives of the women's NGOs and government institutions working on the issue of the IPV in the FBiH.

The main criteria for selection of the women's NGOs was that:

1. They are active and work directly with survivors of IPV and/or work on prevention programs of IPV in the FBiH;
2. That are seated with their headquarters in one of the selected cantons;
3. That have been active in the field for a minimum of 10 years.

The criteria for the selection of the government institutions at the federal and cantonal levels was that they have legal mandate prescribed by the Law to implement the Law, develop prevention programs and activities for IPV in the FBiH.

Survey participants - Women's NGOs

Based on the set criteria for selection, a total of 12 women's NGOs in the FBiH were selected as follows:

- Medica Zenica, Centar ženskih prava Zenica – organizations seated in Zenica Dobojski Canton that provide direct services for survivors of intimate partner violence and implement prevention programs
- Vive žene Tuzla, Snaga žene Tuzla – organizations seated in Tuzla Canton that provide direct services for survivors of intimate partner violence and implement prevention programs
- Žene sa Une Bihać – organization seated in Una Sana Canton that provides direct services for survivors of intimate partner violence and implements prevention programs

- Žena BiH Mostar, Forma F Mostar - organizations seated in Herzegovina Neretva Canton that provide direct services for survivors of intimate partner violence and implement prevention programs
- Foundation of Local Democracy Sarajevo, CURE Sarajevo, Sarajevski otvoreni centar Sarajevo - organizations seated in Sarajevo Canton that provide direct services for survivors of intimate partner violence and implement prevention programs
- SEKA Goražde - organization seated in Bosnia Podrinje Canton that implements prevention programs
- Udruženje građanki Grahova - organization seated in Canton 10 that implements prevention programs

A total of 12 women's NGOs were contacted for the survey. Out of 12 women's NGOs, a total of 8 filled in the semi-structured questionnaire. The following organizations submitted their responses: Medica Zenica, Vive žene Tuzla, Fondacija CURE Sarajevo, Sarajevski otvoreni centar, Forma F Mostar, Udruženje građanki Grahova, Association "Žena BiH" Mostar and Association of women "SEKA" Goražde. The remaining organizations did not reply or they stated that they are currently overwhelmed with the amount of the work and that a lot of research requests have been directed towards them.

Survey participants - Government institutions

Based on the criteria for selection a total of 9 government institutions in charge for the implementation of the Law development of the prevention programs and activities for IPV in the FBiH were selected.

Federal level:

- Federal Ministry of Social Policy
- Gender Center of the Federation of Bosnia and Herzegovina

Cantonal level:

- Ministry of Labor, Social Policy and Refugees of Zenica Dobož Canton,
- Ministry of Labor, Social Policy and Return of Tuzla Canton,
- Ministry of Health and Social Policy of Una Sana Canton,
- Ministry of Health, Labor and Social Protection of Herzegovina-Neretva Canton,
- Ministry of Labor, Social Policy, Displaced Persons and Refugees of Sarajevo Canton

- Ministry of Social Policy, Health, Displaced Persons and Refugees of Bosnia-Podrinje Canton,
- Ministry of Labor, Health, Social Protection and Refugees of Canton 10.

All 9 government institutions were contacted and sent the semi-structured questionnaires. Five government institutions sent their replies: Federal Ministry of Social Policy, Gender Center of the Federation, Ministry of Labor, Social Policy and Refugees of Zenica Dobož Canton, Ministry of Health, Labor and Social Protection of Herzegovina-Neretva Canton and Ministry of Health and Social Policy of Una Sana Canton. The remaining government institutions did not send any reply or explanation for not taking part in the research.

3.2.3.3. Semi-structured questionnaires

For the purpose of conducting the targeted survey the semi-structured questionnaires for women's NGOs and government institutions working in the field of the IPVe were designed. The aim was obtaining quantitative and qualitative data to examine and better understand the relationship between the women's NGOs and government institutions,. The semi-structured questionnaires were designed to gain inputs and perspectives by women's NGOs and government institutions against the set sub-research questions. I developed the questionnaires in English language first and afterwards I translated them into Bosnian language and sent them to the targeted respondents.

All received questionnaires are kept and archived in accordance with the ethical research and privacy principles set in the Code of Ethics (University of Iceland, 2003) and Data Protection Policy of the University of Iceland (2018). All information within the questionnaires was treated as confidential and the responses provided were presented in the research report without mentioning names of the participating organizations.

Semi-structured questionnaires for the women's NGOs

The semi-structured questionnaire was comprised out of total of twenty-two (22) questions that were divided into four main sets of questions. The **first set** of questions (questions 1 to 5) covered general information on the women's NGOs in order to gain more information on

the organizations and position them in specific time and geographical framework. This set of questions included the name of the organization, year of the establishment, geographical area where the organizations work, their target groups and specific fields of expertise. The **second set** of questions (questions no 6 to 10) referred to service provision, prevention and advocacy. The purpose of the questions was to explore and identify if the selected women's organizations provide direct specialized services to survivors of IPV, as well as if they work on the prevention of IPV and advocacy programs for adoption of legislation and policies treating the issue of IPV. Subsequently this section of questions provided an insight into the key successes of the women's NGOs in the field of the IPV but also into their perspective on the main challenges they face in their work. The **third set** of questions (questions no 11 to 15) examined the cooperation with government institutions i.e. relevant ministries (federal Ministry of Social Policy and cantonal ministries of social policy) and institutions they directly work with on the field in terms of protection of survivors of IPV. The questions provided information if the women's NGOs cooperate with the government institutions and their perspective on the quality of cooperation if it existed. Also, the questionnaire examined the strategies applied by women's NGOs to establish and maintain the cooperation as well as the key obstacles in cooperation and potentials for enhancement of the cooperation in the future. The fourth set of questions (questions no 16 to 22) covered the topic of funding of the women's NGOs. The questions determined the main sources of funding for women's NGOs specifically focusing on the funding if provided by the government institutions. Additionally, the questions provided inputs by women's NGOs on the amounts and types of activities supported by the government institutions as well as main challenges in obtaining the funding by the government institutions. Furthermore, this set of questions included inquiries about the international donor funding for the work in the field of IPV, key challenges and women's NGOs perspective on how international donors can better support the work of the women's NGOs.

3.2.3.2. Semi-structured questionnaires for the government institutions

The semi-structured questionnaire for the government institutions was designed following the same principle of obtaining the qualitative and quantitative data and perceptions of the government institutions working in field of IPV in the FBiH. The questionnaire contained a total of sixteen (16) questions divided into four main sets of questions. Apart from the name of

the institution/ministry (question no 1), the questions on the geographical areas of work, field of expertise and target groups were omitted from the questionnaire on purpose because this information is clearly defined by the legislation and by-laws in force in the FBiH and they are public record. The **first set** of questions (questions no 2 to 5) related to service provision, prevention and advocacy work of the government institutions in the field of the IPV. The purpose of these questions was to establish knowledge on whether government institutions, directly through their work or indirectly through transfer and delegation of authorities to other institutions working under their authority, provide direct services to survivors of IPV and implement programs aimed at prevention of IPV. Furthermore, this part tried to establish main set of inputs from the government institutions' perspective on their key successes and challenges faced in working on the topic of the intimate partner violence.

The **second set of** questions (questions no 6 to 7) was aimed to provide insight into their level of information on the existence and work of the women's NGOs working with the IPV in the Federation. The **third set** of questions (questions no 8 to 12) covered the topic of cooperation with the women's NGOs. The questions specifically focused on establishing knowledge if the government institutions cooperate with women's NGOs, which areas of cooperation were included and what criteria for selection of women's NGOs were set by the government institutions. Also, the questions examined the government institutions' perception on the quality of the cooperation with women's NGOs, main challenges and potentials for enhancing the cooperation with women's NGOs. The **fourth** and the last set of questions (questions no 13 to 16) focused on the funding of the women's NGOs by the government institutions. The questions examined if the government institutions, directly from their own budgets or indirectly through transfer or delegation of authority to institutions under their authority, provide funding to women's NGOs for service provision for survivors of IPV and/or prevention programs. The questions also pertained to budget allocations and the criteria and time-frameworks which the funding allocated to the women's NGOs is based on.

3.3. Limitations and constraints of the research

The limitations and constraints of the research are primarily focused on the limited capacity to conduct face-to-face interviews with the selected survey participants due to physical distance between Iceland and BiH. Apart from that the time framework for conducting the entire project

was very short which, together with the limited capacity to conduct face-to-face interviews, significantly impacted on selection of questionnaires as the main research method. Even though the questionnaires provide good basis of information and inputs, the level of information provided is exclusively on the respondent, leaving the researcher without any possibility to provide additional explanations to the respondent or asking additional more in-depth questions. Furthermore, this research project examined and provided analysis of and perspectives on the mutual cooperation between the women's NGOs and government institutions, as well as its impact on the service provision for survivors of intimate partner violence. However, this research did not examine and provide answers on power relations between the women's NGOs and international donors, women's NGOs themselves, and power relations between the government institutions and international donors and how all these relationships affect the service provision for and lives of survivors of intimate partner violence. These questions remained open for the future researchers to be answered.

CHAPTER 4: RESULTS

4.1. Analysis of the Law on domestic violence of the Federation of Bosnia and Herzegovina

4.1.1. About the Law on Protection against Domestic Violence

The Law on Protection against Domestic Violence was adopted by the House of Peoples and the House of Representatives of the Parliament of the Federation of Bosnia and Herzegovina, and it officially entered in force in March 2013 (Official Gazette of the Federation of Bosnia and Herzegovina no 20/13). This is the second Law on Protection against Domestic Violence (hereinafter: the Law). The first Law on Protection against Domestic Violence was adopted in 2005 (Official Gazette of the Federation of Bosnia and Herzegovina no 22/05) and was in force until the adoption of the new Law in 2013. The Law is comprised of nine chapters and forty-eight articles. It is aimed at provision of the most efficient protection of victims of domestic violence through the application of the protection principles defined by the Law as well as other regulations and international standards adopted and ratified by Bosnia and Herzegovina (Law on Protection against Domestic Violence, [LPDV] 2013). The Law provides definitions of family, domestic violence, perpetrator, victim, prescribers reporting obligations, protective measures issued upon perpetrators of violence, forms of protection of victims of domestic violence, prevention of domestic violence and application of multidisciplinary approach in responding to domestic violence cases as well as sanctions for not acting in accordance with the provisions of the Law (LPDV, 2013).

In order to achieve the most efficient protection of the victims, the Law prescribes protective measures issued upon perpetrators of violence as well as protection actions for victims of violence such as sheltering into a safe house, other institutions or other families (LPDV, 2013). This is the first time that the Law recognized safe houses as temporary measures of protection of victims of domestic violence.

Taking into account the obligations under the international conventions such as the Convention on Elimination of All Forms of Discrimination against Women (1979) (hereinafter: CEDAW), the Beijing Declaration and Platform for Action (1995) and the Council of Europe Convention on preventing and combating violence against women and domestic violence (2011)

(hereinafter: Istanbul Convention), which BiH, as the state with all its lower levels of the authority adopted and ratified, we can say within this analysis that by passing the Law on Protection against Domestic Violence, the Federation of BiH has managed to fulfill some but not all of the international obligations.

The Law partially complies with the provisions of the Beijing Declaration and Platform for Action (1995) in terms of the Strategic objective D.1. “Take integrated measures to prevent and eliminate violence against women,” action (d) and action (l). The Action (d) prescribes for the governments to adopt and implement legislation aimed at the elimination of violence against women explicitly focusing on prevention, prosecution of perpetrators and protection of victims (Beijing Declaration and Platform for Action, 1995). The Law prescribes protective measures issued upon perpetrators, but they serve as measures of protection for victims of domestic violence (LPDV, 2013). Furthermore, the Law specifies other forms of protection of victims of domestic violence such as ensuring fulfillment of their basic needs, medical and legal assistance and aid as well as sheltering to safe houses/shelter, other institutions, and families (LPDV, 2013). The action (l) focuses on the establishment of the institutional mechanisms for reporting cases of violence against women that ensures the elimination of fear for women (Beijing Declaration and Platform for Action, 1995). In this sense, the Law goes even further than prescribed by the action (l) and stipulates reporting mechanism where each individual, professional or institution are responsible for reporting a case of violence or even suspicion, and if not complying with this provision, the Law prescribes fines for both individuals and professionals.

The Law also complies with the Article 5 of the CEDAW (1979) by prescribing in Article 6 that any member of the family shall refrain from any form of physical or psychological harm to the integrity of other family member or discrimination based on sex or any other form of subordination (LPDV, 2013). The Law is also partially harmonized and aligned with the provisions of the Istanbul Convention, especially in the parts on reporting the cases of violence, statistical data collection, provision of multidisciplinary responses to instances of violence, etc. (Istanbul Convention, 2011).

For this analysis, only Articles 2, 3, 7, 33 and 35 of the Law on Protection against Domestic Violence (2013) were identified as not-fully compliant with the international standards laid out in the Beijing Declaration and Platform for Action, CEDAW and Istanbul Convention, as will be examined below.

4.1.2 Articles 2 and 7

As stated in Article 2 of the Law, the Law uses gender-neutral language in its intent to be inclusive and non-discriminatory. However, gender-neutral language is based on gender binary of female and male, and thus it excludes persons of intersex or gender non-binary persons. Furthermore, Article 2 combined with the Article 7, which defines domestic violence (LPDV, 2013), without reference to the definitions of GBV or VAW can be a considerable risk for shifting the focus from the structural violence against women based on the patriarchal imbalance of the power. The Article 7 defines domestic violence as “acts by which any member of the family implicit physical, psychological or sexual pain or suffering and/or economic damage as well as threats causing fear from physical, psychological or sexual violence and /or economic damage caused to another family member.” (LPDV, 2013). The Article 7, apart from missing reference to GBV or VAW, does not emphasize that VAW is a violation of human rights and form of discrimination (Istanbul Convention, 2011), which disproportionately affects women because of the structural inequality and imbalance of power relations. VAW is a widespread issue in BiH and according to the study on prevalence and characteristic of violence against women in BiH conducted in 2013 (Babović et al., 2013), 1 in 4 women in BiH has experienced some form of violence during her lifetime. The same study pointed out that in 71.5% women have experienced IPV by current or ex-partners and that the risk of violence for women is higher in intimate and domestic relations than in wider community (Babović et al., 2013). This can be looked in relation that IPV is used as a control mechanism for women to be subordinate and obedient in a male-dominated society (Ertürk, 2009).

Therefore, Articles 2 and 7 of the Law create peril for enhancing patriarchal powers by domesticizing violence where the focus is shifted from the structural gender inequalities that affect women and girls being victims of structural violence (Ertürk, 2009; Logar 2005). Instead, the use of gender-neutral language and the terms “domestic violence” lead to the misinterpretation that this phenomenon proportionally affects women and men and that it happens randomly or sporadically (Ertürk, 2009; Logar, 2005), which can cause a series of issues

and obstacles in allocating sufficient financial resources and creating adequate and need-oriented responses for women and girls.

This indicates that the policymakers, before development and adoption of the Law, have not integrated gender mainstreaming perspective into policy development and have not conducted gender analysis examining the effects of the policy on women and men as it is prescribed in paragraph 123. of the Beijing Declaration and Platform for Action (1995). Subsequently the policymakers have not analyzed and addressed the definitions of gender-based violence, VAW as defined in paragraph 113. of the Beijing Declaration and Platform for Action (1995), CEDAW Committee General recommendation No.19 (CEDAW Committee, 1992), and the Articles 3 and 4 of the Istanbul Convention (2011). Therefore, the Law does not utilize an intersectionality approach to address the specific vulnerabilities and the needs of women, minority groups of women, women with disability, migrant women or intersex persons.

4.1.3. Articles 3, 33 and 35

Articles 3, 33 and 35 of the Law for this analysis are examined in relation to each other because all three of them relate to the role of NGOs in the implementation of the Law on domestic violence. Article 3, paragraph 2, says that the municipal courts, the police, guardianship authority (social service centers) and other institutions that are in authorized for social and health protection are in charge for the application and the implementation of the Law (LPDV, 2013). NGOs are mentioned only in paragraph 5 of the same Article as those who can also protect victims of domestic violence if they are registered for the provision of such services (LPDV, 2013).

On the other hand, due to gender blindness and lack of interest of the official government institutions for gender issues in the process of peace negotiations and post-conflict reconstruction, the NGOs in both entities of BiH took the lead in dealing with those issues and problems (Cockburn 2013; Husić & Šiljak, 2015; Mlinarević, Porobić-Isaković, Reees, 2015; Pilegaard & Džumhur, 2015). The NGOs have been the ones who started and have continued since the war up-to-date to provide direct support and assistance to survivors of various forms of

violence, including IPV, through shelters and psychological counseling centers, up to advocacy and partnering with female MPs for passing legislation in both entities of BiH and the Brčko District to criminalize for the first IPV/domestic violence and subsequently passing the specific Laws on Protection against Domestic violence (Mlinarević et al., 2015; OSCE Mission to Bosnia and Herzegovina, 2011). Also, there are no government-led or established safe houses in BiH, and six nongovernmental organizations in the Federation of BiH have been for more than 25 years now running six safe houses/shelters with a total capacity of 131 beds for survivors of domestic violence (Husić & Šiljak, 2015). This shows that the NGOs have been a part of the protection and prevention system for years, but the policy-makers are not entirely ready to translate that practice into legislation.

A partial step in translating a piece of the practice into legislation was the articulation of Article 33, which prescribe for the first time since the criminalization of domestic violence, that a victim of domestic violence can be taken care of and protected in the safe house/shelter, other institution and family (LPDV, 2013). The Law envisages that the police and/or the social service center are obliged, with obtained victim's consent, to refer a victim of domestic violence to a safe house/shelter for physical protection and securing rights and interests of the victim.

Following Article 33, the Article 35 of the Law prescribes that any legal entity or natural person can establish a safe house and that the financing of sheltering of victims into safe houses will be covered by the budget of the Federation in the amount of 70% of the costs and by the cantonal budgets in the amount of 30% of the expenses (LPDV, 2013). Also, the Article prescribes that the Federal Minister of Social Policy, within six months upon the adoption of the Law, will pass the criteria for the establishment of the safe houses in the form of by-law Rulebook (LPDV, 2013). The Article in question does not define the safe house/shelter and additionally prescribes that any entity can establish a safe house. Since the Rulebook on criteria for the establishment of the safe houses/shelters has not been developed up-to-date, there is a reasonable concern related to the future of the safe houses.

4.1.3.1. Definition of a safe house and Austrian model of intervention

Without clear definition what is a safe house, many professionals give their interpretations and minimize the real purpose of empowerment in the safe house by referring to safe houses as houses for relaxation (Kovačević & Alić, 2018). In this context, the physical and psychological consequences of violence to victims and their needs for empowerment are entirely left out of the discussion. As it is defined by the World Health Organization (2009) women's shelters, apart from providing a safe place and food for the beneficiaries, also offer psychological counseling and support, medical and legal services to survivors. The purpose of a safe house is not just to provide physical security but also to restore women's control over her life and decisions and to empower her for the continuation of life after the safe house.

Also, such interpretations lead to a dangerous superficially-informed public narrative by the decision makers such is the case of the federal female MP and member of the federal Gender Equality Commission who said that we need to keep victims in their homes and put perpetrators of violence in safe houses/shelters (Zulić, 2018). The same MP stated in the interview that the costs for the state would be reduced by such actions (Zulić, 2018). The MP in question makes a reference to the Austrian model of intervention in domestic violence cases in Austria, which proved to be an example of good practice (Logar, 2005). However, this narrative neglects several issues. First of all, the Austrian model of intervention does not exclude and shut down safe houses or shelters in Austria (Logar, 2005). There are a total of 26 shelters in Austria that are run and operated by the women's NGOs and the state finances shelters to almost 100% financed (Logar, 2005). The Austrian model of intervention is a response to identified problems on the regional level of implementation in Austria through adoption of the Austrian Protection against Domestic Violence Bill, with an aim to broaden the outreach of protection and prevention of intimate partner violence (Logar, 2005). There are three key components of the Austrian Protection against Domestic Violence Bill. The first component is the eviction and barring orders issued by the police for the period of 10 to 20 days (Logar, 2005). This in practice means that the police in order to prevent actual act of intimate partner violence can immediately issue barring orders and remove a perpetrator of violence from the joint housing for a minimum of 10 days. If the act of violence happened the police are to arrest the perpetrator (Logar, 2005). The second component is long-term protection under civil law in terms of extending duration of the barring

orders for a period of three months or until the process of separation and divorce from the violent partner is completed (Logar, 2005). The third component is establishment of the intervention centers for provision of support to survivors of IPV. So the Austrian model relies on the full and consistent implementation, and monitoring of the implementation of the legal measures prescribed by the Bill.

In the context of the FBiH, the Article of the Law prescribes protective order of “Removal from the apartment, house or other dwelling and being barred from returning to that apartment, house or other dwelling” (LPDV, 2013). Furthermore, the police is obliged to submit the request to the court for issuing the protective order within 12 hours of registering the case and the court issues the protective, within maximum 12 hours after receipt of the request. The protective order of “Removal from the apartment, house or other dwelling” is issued for the minimum period of one month and for the maximum period of two years.

Therefore, it is evident that the Law of the FBiH already integrates measures similar to the first and second component of the Austrian model but more progressive in writing, However, the issue with the Federation is in the implementation of the provisions of the Law.

Additional issue raised from this dangerous discourse relates to property rights of women in BiH. Men in more than 60% are property owners in BiH while around 33,7 % women are owners or co-owners of the property (Pejdah & Džanić, 2017). Additionally, there are many cases, especially in rural areas, where a house, which a husband and wife have built together during their joint life, is officially registered on the name of the husband’s father so that a woman cannot even request property division in the process of divorce. Furthermore, if the survivor is left in the house which is officially not owned by her or by the husband she will be faced with additional problems with husband’s family and potential violence. Exactly this kind of economic dependence forces women to stay in violent relationships and not report violence. This is the phase where the Austrian model provides better intervention through the establishment of the Intervention centers.

Women's organizations in Austria established the Intervention centers in each province and they are 100% funded from the federal budgets of two ministries (Logar, 2005). The role of the intervention center is diverse in terms of providing comprehensive support to survivors of IPV. The tasks of the intervention centers are: reaching survivors of IPV and offering support, safety planning in terms of assessing risks and referring to shelters if necessary, legal aid, medium and long-term counseling, financial aid and housing in cooperation with state social services, training for violent men and multi-disciplinary cooperation in handling the cases.

In this short examination I will just focus on financial aid and social housing. Social housing opportunities are very limited in the Federation of BiH due to war destructions of the property as well as due to post-Dayton privatization process of publicly-owned housing units (Hilfswerk Austria International, 2015). Furthermore, there is no legal framework for the housing policy and the current social housing concept and practice in BiH is understood and regulated only as a part of the social protection policy in terms of providing responses to urgent situations supporting the process of return of refugees and internally displaced persons and care for extremely vulnerable and socially marginalized groups of people such as Roma, elderly, war veterans, single parents (Hilfswerk Austria International, 2015). Victims of domestic violence are not recognized as a social category at the level of FBiH nor in seven out of ten cantons and therefore victims of violence are not entitled to social housing benefits, which put women survivors of domestic violence in even harder situation due to which they remain in the cycle of violence.

The Austrian model is an example of good practice how existing legislation is implemented, but it is not completely new concept of intervention that the FBiH model does not have at all. However, the main difference between the model of the FBiH and the Austrian model is that the latter ensures the full and consistent implementation of the Law, multidisciplinary approach towards survivors where women's NGOs have central role and provision of adequate financing for the services for survivors (Logar, 2005).

4.1.3.2. Financing of the safe houses in FBiH

Without the Rulebook on criteria for the establishment of safe houses and with the flattering financing plan prescribed by the Article 33, there is a risk to have private companies, hotels or any other institutions, organizations or natural persons to start opening shelters as an excellent business opportunity. The risk is that those business actors do not understand IPV as a gender issue and apply beneficiary-oriented and empowerment approach or do not have knowledge and expertise at all what the safe house is. This could hamper the condition of the existing safe houses which have been struggling with the financing based on this Article. The practice has shown that the governments do not comply with this provision of the Law yet and that there is no gender-responsive budgeting especially in the budget of the FBiH.

In 2008, the FBiH for the first time included in the budget of the Federation the budget code entitled “Implementation of the Law on Protection against Domestic Violence” (Government of the Federation of BiH, 2008). The budget code “Implementation of the Law on Protection against Domestic Violence” is an integral part of the budget line “Transfers to non-profit organizations”. This budget code has been used to finance the work of the safe houses in the FBiH based on yearly public calls for proposals announced by the Federal Ministry of Social Policy. The amount within the budget code was BAM 200,000 for the period 2008, 2009 and 2010 (Government of the Federation of BiH, 2008, 2009, 2010). In 2011, the budget code amount was reduced by BAM 20,000, and in 2012 it was further reduced to BAM 18,000 (Government of the Federation of BiH, 2011, 2012). In 2014, the title of the budget line was slightly changed and incorporated specific reference that these transfers were aimed at non-profit organizations. From 2012 until 2018 the amount for this budget code was the same or BAM 162,000 but in 2019 the amount has been increased to BAM 250,000 (Government of the Federation of BiH, 2012-2019). However, the total budget line “Transfers to non-profit organizations” in 2019 budget of the FBiH amounts to BAM 22,010,200 (EUR 11,005,100) and the amount for the implementation of the Law or financing safe houses represents only 1,13% of the total amount within this budget line. The majority of the funds from this budget line go to political parties, organizations of science and culture, co-financing of the institutions of social protection as well as for the ex-combatant and war-disabled former soldiers organizations.

The Federal Government has never done any costing analysis for sheltering IPV survivors into safe houses to know what the needs are and how to respond to them. On the other hand, women's NGOs started with the implementation of gender-responsive budgeting and in 2009 did costing analysis. Based on the costing analysis convey, women's NGOs made a proposition of the optimal annual budget for the safe house providing 25 beds (Damjanović & Golubović, 2009). The annual budget for one safe house in the FBiH amounts to BAM 314,122 (EUR 157,061) (Damjanović & Golubović, 2009).

By conducting a simple comparison of the costing analysis undertaken by the NGOs and the budget code of the FBiH aimed at financing of the safe houses, one can see a large discrepancy between the funds needed just for one safe house and the planned funds in the budget. The anticipated funds in the Federal budget represent roughly 50% of the funds required just for one safe house, and until 2015 there were six safe houses in FBiH that on a yearly basis applied to the Federal Ministry of Social Policy for financing. In 2015, two safe houses in Mostar closed their doors for victims of domestic violence (Bljesak.info, 2018). One of the Safe houses in Mostar permanently shut down due to lack of funding while the other safe house in Mostar managed with the support by international organizations to re-open the shelter (Bljesak.info, 2018), but its future, as well as the future of the remaining safe houses in the FBiH, remains unsafe.

Even though Articles 3, 33 and 35, on paper, can partially be seen as positive steps forward in terms of alignment with the provisions of the Istanbul Convention i.e. Article 7 – Comprehensive and co-ordinated policies, Article 8 – Financial resources and Article 9 – Non-governmental organizations and civil society (Istanbul Convention, 2011) as well as with the paragraph 125. of the Beijing Declaration and Platform for Action (1995) the practice shows us differently.

4.1.4. Summary of analysis results

The Law on Domestic Violence shows that the decisions makers still do not implement gender mainstreaming in the process of developing and passing legislation especially that legislation which relates to survivors of gender-based violence or VAW. The examined Articles

2,3,7, 33 and 35 of the Law clearly show the lack of gender analysis and intersectionality applied in developing this Law and how the proposed provisions of the Law would have different effects on women IPV survivors.

By using gender-neutral language, the Law excludes intersex or gender non-binary persons. Additionally, the Law fails to provide a connection between domestic violence and GBV or VAW as stated in the international standards and thus creates solid ground for further structural injustices in society. Apart from that the Law by stipulating that safe houses can be established and run by any legal entity or natural person in combination with inadequate financial allocations to the existing safe houses, shows that the issue of VAW has not been approached seriously or from a gender mainstreaming perspective. Subsequently, the needs of survivors for comprehensive support and empowerment are not taken into account.

Therefore the Law urgently needs to be harmonized with the international standards especially the Istanbul Convention and to integrate gender mainstreaming into development and implementation of the Law including financial planning and allocations for the specialized services for survivors of violence.

4.2. Results of the survey with women's NGOs and government institutions in the FBiH

4.2.1. Overview of the research sample

The survey was conducted in April 2019, with women's NGOs and government institutions (federal and cantonal ministries and institutions). A total of 21 potential research participants (12 women's NGOs and 9 government institutions) were selected based on criteria, contacted and sent semi-structured questionnaires. By the passing of deadline for submission and written reminders, a total of 13 research participants (8 women's NGOs and 5 government institutions from the federal and cantonal level) filled in semi-structured questionnaires.

Table 1. Representation of the research sample

Level	Sent questionnaires			Received questionnaires		
	Government institutions (N)	Women's NGOs (N)	Total	Government institutions (N)	Women's NGOs (N)	Total
Federal level	2	-	2	2	-	2
Zenica Dobo Canton	1	2	3	1	1	2
Herzegovina Neretva Canton	1	2	3	1	2	3
Una Sana Canton	1	1	2	1	-	1
Tuzla Canton	1	2	3	-	1	1
Canton 10	1	1	2	-	1	1
Canton Sarajevo	1	3	4	-	2	2
Bosnia Podrinje Canton	1	1	2	-	1	1
Total	9	12	21	5	8	13

4.2.2. Results of the questionnaires – perspective of women's NGOs in the FBiH**4.2.2.1. General information on participating women's NGOs**

A total of eight (N=8) women's NGOs took part in the research and answered the questionnaires. The following organizations submitted their responses: Association "Medica" Zenica, Citizen's Association "Vive žene" Tuzla, Association FORMA F Mostar, Association of women Grahovo (Udruženje građanki Grahovo), Foundation CURE, Sarajevski otvoreni centar, Association "Žena BiH" Mostar and Association of Women "SEKA" Goražde.

Year of the establishment of the organization

All participating NGOs (N=8) have been working for more than ten years. The oldest organization was established in 1993 and the youngest in 2007.

Three women's organizations (N=3) were established during the war in BiH (1992-1995), two women's organizations (N=2) were established in the five-year period after the war (1996-2000), and three organizations (N=3) were established in the period between 2005 and 2010.

Geographical area of the work of women's NGOs

In terms of the geographical area of the work, the results of the questionnaires show that women’s NGOs work on the territory of whole BiH, which includes their targeted canton where their headquarters are as well as the FBiH. Only one NGO works exclusively on the territory of the canton where its headquarters are.

Fields of work/expertise of women's NGOs

According to the responses, the majority of the NGOs have more than one specific field of expertise. Given the fact that the question was an open-ended, the participants (N=8) provided a total of 25 answers within eight categories.

Table 2. Overview of the expertise of women's NGOs (N=8, number of responses = 25)

Field of expertise	Count
Gender equality, promotion and protection of human and women's rights	8
Intimate partner Violence	8
Conflict related sexual violence, torture and trauma	2
Peace-building and reconciliation	3
Trafficking in human beings	1
Promotion and protection of the rights of LGBTI persons	1
Development of inclusive and sustainable women's movement	1
Sustainable development and ecology	1

Taking results into account it is possible to conclude that women's NGOs have gender equality, promotion and protection of human and women's rights and work on IPV as their core and common fields of expertise, but each organization additionally has its specialties in some other fields that are linked to the core ones.

Target groups of women's organizations

Similarly to the fields of the expertise, the NGOs have a wide range of target groups. According to their responses, a total of 7 main categories were identified. In order to obtain a better perspective into diversity of the target groups, 4 subcategories within the main category of “Women and girls survivors of all forms of gender based violence” were identified. Survey participants (N=8) provided a total of 43 answers.

Table 3. Target groups of women’s NGOs
(N=8; number of responses= 43)

Target groups	Count
Women and girls survivors of all forms of GBV and discrimination	8
<i>*Women and girls survivors of all forms of GBV and discrimination in peace-time</i>	8
<i>*Women and girls survivors of conflict related sexual violence, torture and trauma</i>	3
<i>*Women and girls, foreigners and BiH nationals survivors of trafficking in human beings</i>	1
<i>* Migrant women survivors of GBV</i>	1
Representatives of government institutions, civil society, media, women politicians and activists	7
Marginalized groups of women (Roma women, rural women, women returnees, women with disability)	6
Children victims of all forms of violence	5
LGBTQI persons	2
Men (perpetrators of violence and survivors of war related sexual violence)	2

Asterisk () used in the table marks the sub-categories within the main category of the target group*

Based on the analysis of the results, the main target groups of the women’s NGOs are: “Women and girls survivors of all forms of gender based violence and discrimination”. “Representatives of the government institutions, civil society, women politicians and activists” and “Children victims of all forms of violence”. However, each organization apart from the main target groups works with specific target groups relevant for the mission and expertise of their organization.

4.2.2.2. Service provision, prevention and advocacy

Provision of support services for survivors of IPV

In terms of the provision of support services for survivors of IPV, all of the NGOs reported that they provide services for the survivors of IPV. Type of services available to survivors of IPV within the capacities of the women's NGOs in the FBiH, are presented in 10 main categories in the table below.

Table 4. Women’s NGO support services for survivors of IPV
(N=8, number of responses = 32)

Support services	Count
Legal aid and counseling	6
Psychosocial support within psychological counseling centers and outreach work	6
Economic empowerment	4
Educational-supportive work	4
Educational and preventive work through Daily centers and other activities	3
Safe house/Shelter	2
SOS help line	2
Occupational therapy	2
Medical support and assistance	2
Self-help groups/ peer counseling	1

Based on the results shown in the table above, it is evident that women's NGOs, survey participants, provide specialized services for women and girls survivors of violence, as it is defined by the Istanbul Convention (Council of Europe Convention on preventing and combating violence against women and domestic violence, 2011).

Activities/programs aimed at the prevention of IPV

All of the NGOs (N=8) reported that they implement activities and programs aimed at the prevention of IPV. Based on the analysis of the open-ended responses eight main categories of prevention activities and programs were identified.

Table 5. Prevention activities/programs implemented by women’s NGOs
(N=8; number of responses = 42)

Prevention activities/programs	Count
Awareness raising campaigns and marking of international dates	8
Educational trainings for children – primary education	6
Educational trainings for students and youth – secondary education	6
Documentation, knowledge production and publishing – research, policy papers, manuals, educational-promotional brochures and materials	6
Educational trainings for women including marginalized groups of women	6
Educational trainings for professionals (police, judiciary, health services, social protection services, educational institutions, NGOs etc.)	4
Public events – conferences, round tables, debates, forums	5
Economic and psychosocial empowerment of women	1

The table above shows that women’s NGOs implement a variety of prevention activities and programs in the FBiH and the most dominant are awareness raising activities, educational trainings and documenting, knowledge production and publishing activities.

Advocacy activities/programs aimed at development and adoption of legislation (laws and by-laws) and policies treating IPV

When it comes to the advocacy programs and activities that women’s NGOs implement in the FBiH, all research participants reported (N=8) that they implement such programs and activities. Based on the analysis of the provided responses in the open-ended question it is possible to identify 8 main categories of the advocacy programs and activities of the women’s NGOs in the FBiH.

Table 6. Advocacy programs/activities of women’s NGOs
(N=8, number of responses = 28)

Advocacy activities/programs	Count
Advocating for adoption of Laws and by-laws for IPV at the federal level”	5
Organizing press conferences and media appearances on the issue of IPV	5
Making complaint to the Institution of Ombudspersons of Bosnia and Herzegovina on the implementation of the Law on Protection of Domestic Violence	4
Initiating and developing procedures for the functioning of the referral mechanisms and other strategic documents at the local/municipal level (Protocols on mutual cooperation, local Gender action plans)	3
Organizing public discussions, debates and protests”	3
Advocating for amendments and changes in the Laws and by-laws at the cantonal level	3
Initiating and developing strategic documents at the cantonal level (Programs of prevention in accordance with the Law on Protection against Domestic Violence)	3
Other (participation in the work of coordinating bodies, knowledge production)	2

From the table above it is evident that women’s NGOs implement a variety of advocacy activities and programs aimed at the adoption of legislation and policies in the field of the IPV. Also, based on the answers it is possible to conclude that women’s organizations in the Federation implement advocacy programs and activities at all levels of the complex administrative structure of the FBiH. These activities are distributed to the federal level, cantonal level and local or municipal level, which can also be understood as one of the challenges for

diluting the impact of advocacy efforts of the women’s NGOs in the FBiH. However, based on the results it is evident that more than 2/3 of the respondents (N=5) are engaged in advocating for adoption of Laws and by-laws for IPV at the federal level” and organizing press conferences and media appearances on the issue of IPV”. Half of the NGOs (N=4) as a part of the advocacy activities report “making complaint to the Institution of Ombudspersons of Bosnia and Herzegovina on the implementation of the Law on Protection of Domestic Violence”. When it comes to advocacy activities at the lower levels it is evident that almost half of the NGOs (N=3) are engaged in advocacy activities at local/municipal level and almost half of NGOs (N=3) are engaged in advocacy activities at the cantonal level.

Furthermore, the NGOs reported that they also implement advocacy activities in partnership with other women’s NGOs and networks that exist in the country and regionally.

Key successes of the women's nongovernmental organizations in the field of IPV accomplished alone or in partnership

In terms of the key successes of the women’s nongovernmental organizations, the NGOs reported a number of key successes in the field of IPV which they had either accomplished by themselves or in partnership with other women’s NGOs and government institutions.

Table 7. Key success of women’s NGOs in the field of IPV
(N=8, number of responses = 42)

Key successes	Count
Adoption of legislation (laws and by-laws) at all levels of authority in BiH that regulate the issue of IPV	4
<i>*Successful reaction to stop the procedure of adoption of unfavorable Amendments to the Law on Protection against Domestic Violence in FBiH in 2016</i>	3
<i>*Adoption of the Law on Protection against Domestic Violence in FBiH in 2005 and 2013</i>	2
<i>*Advocacy for the adoption of the Law on Gender Equality of BiH</i>	1
<i>*Initiated amendments to the laws on social protection and legal aid at cantonal level to recognize survivors of IPV as beneficiaries of the rights</i>	1
Direct work and provision of specialized support services for survivors of IPV	3
<i>*Provision of specialized services for survivors of IPV (shelter, psychological counseling, SOS telephone line)</i>	2
<i>*Developed model of support and therapy work with survivors</i>	1
<i>*Successful implementation of the economic empowerment program for survivors</i>	2
Institutionalization of cooperation with government institutions	4

<i>*Development and adoption of the procedures and guidelines in form of Protocols for the functioning of referral mechanisms</i>	4
<i>*Obtained co-financing for the Safe house/shelter from various levels of authority</i>	2
<i>*Establishment of the coordinating bodies for IPV at local level</i>	2
<i>*Establishment of institutional networks for support and assistance to survivors of war sexual violence, war crimes, domestic violence and trafficking at cantonal level</i>	1
<i>*Provision of educational trainings on IPV for professionals in government institution working with survivors</i>	2
Public recognition of the work of the organization by government institutions and public	2
<i>*Recognition of the work through strategic documents at cantonal level and public discourse</i>	2
<i>*Appointment of the organization by the Cantonal government into Cantonal coordinating body for combating and prevention of domestic violence</i>	1
Monitoring and watch-dog role of the organization through Alternative reporting to the GREVIO Committee on the implementation of the Istanbul Convention	2
Opening public discourse on domestic violence against LGBTQI persons	1

Asterisk (*) used in the table marks the sub-categories within the main category

Successes that relate to direct support services are achieved alone, while successes related to adoption of legislation are achieved in cooperation with other women's NGOs as well as female parliamentarians. When it comes to monitoring and watch-dog role of the organizations these initiatives and successes are made in cooperation other women's NGOs.

Main challenges for the work of women's NGOs in the field of IPV

In terms of challenges for the work of women's nongovernmental organizations, seven NGOs provided answers to this question, while one did not answer the question.

The NGOs provided multiple responses to this open question but a total of 10 categories were identified which that represent the challenges for the work of women's NGOs.

Table 8. Main challenges in the work of women's NGOs

(N=7, number of responses = 20)

Challenges	Count
Lack of sufficient number of professionals and lack of sensitized professionals for the work with survivors in the government institutions	4
Inadequate implementation of the legislation, procedures and long-term processes in addressing the cases	4

Insufficient funding provided by the government structures for the direct support services	3
Public calls by the government institutions for funding for direct support services on yearly basis	2
International donors do not provide funding for direct support services for survivors”	2
Government’s Ad hoc decisions on making amendments to the Law on Domestic Violence	1
Insufficient sensibility to and awareness of domestic violence against LGBTQI persons	1
Changes in ruling political structures affect continuation of cooperation with government institutions	1
No support provided by the government	1
No social housing opportunities for survivors of IPV	1

Based on the analysis of the results, it is possible to divide challenges identified by women’s NGOs into three groups. The first group of challenges relates to direct work with survivors of IPV. Women’s NGOs reported lack of capacities and sensitized approach of government officials working with survivors of IPV and inadequate implementation of the legislation and long-term procedures, as the main problems in this group. The second group of challenges refers to the insufficient funding of services by the governments that is regulated based on public calls on yearly basis which. This creates insecurity for the continuation of the work for every following year and limits access to specialized services for survivors of IPV. The third group of challenges based on the responses of survey participants is at political level. The political level includes decisions made by the governments on ad hoc basis in terms of changing the laws as well as to stop cooperation with women’s NGOs.

4.2.2.3. Cooperation

Cooperation with government institutions in charge of the issue of IPV

All of the NGOs reported that they cooperate with government institutions in charge of the issue of IPV. They cooperate with various ministries from cantonal to state level, gender mechanisms as well as with institutions and local communities at the local level that work directly with survivors of IPV.

Table 9. Overview of ministries and institutions that women’s NGOs cooperate with in the field of IPV

(N=8; number of responses= 36)

Challenges	Count
Cantonal Ministries of Interior, Social Policy, Health, Education, Justice”	8
Centers for social work	6
Health institutions (primary, secondary and tertiary health protection)	4
Educational institutions – schools and Pedagogical Institutes	3
Cantonal and municipal courts	3
Cantonal Prosecutor’s Offices	3
Municipalities – local community Public Administration	3
Ministries at the federal level (Federal Ministry of Social Policy, Federal Ministry of Education and Federal Ministry of Health)	2
Ministries at the state level (Ministry of Security BiH, Ministry for Human Rights and Refugees BiH)	2
Gender mechanisms from local to state level	2

When it comes to cooperation with the policy makers at various levels, all research participants (N=8) reported that they have cooperation. Having in mind that dealing with the cases of IPV is done at the local level and that cantonal level is in charge for majority of decision making in terms of procedures and strategic documents, it is not surprising that women’s NGOs predominantly cooperate with “Cantonal Ministries of Interior, Social Policy, Health, Education, Justice” as well as with “Centers for Social Work” at local level.

Assessment of the quality of cooperation with government institutions

Given the fact that in the previous question, all research participants (N=8) indicated that they cooperate with government institutions, they made assessment of the quality of the cooperation with government institutions. Within the assessment of the quality of cooperation by using the Likert type scale of five particles, three NGOs (N=3) assessed the cooperation with value 3 - neither good nor bad, two NGOs (N=2) assessed it with value 2 –bad while three NGOs (N=3 or) assessed it with value 4 –good.

Table 10. Assessment of the quality of cooperation with government institutions (N=7)

Value	N
1 - very bad	-
2 – bad	2
3 - neither good nor bad	3
4 – good	3
5 - very good	-
Average	3.37

The average value for the quality of the cooperation with the government institutions is 3.28, classified within the value “Neither good nor bad”. However, it is evident that the average value goes towards 3.4. and thus it can be said that the assessment of the cooperation goes towards higher value, indicating the potential towards achieving the value 4 “good”.

Strategies used by women's nongovernmental organizations to establish and maintain cooperation with the government institutions

Based on the results of the questionnaires, it is evident that all research participants (N=8) apply a wide range of various strategies to establish and maintain cooperation with government institutions.

Table 11. Strategies applied by women’s NGOs to establish and maintain cooperation with government institutions

(N=8, number of responses = 21)

Strategy	Count
Women's NGOs initiate cooperation by inviting government institutions to participate in joint projects	5
Organizing working meetings and round tables with government institutions to improve cooperation	4
Participation of the women's NGO in the working groups for development of strategic documents and policies”	4
Signing of Memorandums of Understanding with clearly defined responsibilities	2
Submitting reports to ministries and institutions	2
Campaigns and media appearances	1
Using examples of best practice and cooperation from other cantons as advocacy tool to establish cooperation	1
Creating a sense of “ownership” over the initiative	1
Distribution of promotional materials to government institutions	1

Based on the analysis of the results strategies for establishing and maintaining campaign can be divided into two groups based on the objectives of the specific cooperation. The first group of strategies is related to the objective of service delivery and project implementation on the ground. The second group of strategies is applied for political impact and this group involves participation in the working groups for development of strategic documents as well as signing Memorandums of Understandings. Even though, strategies are divided into main groups that does not necessarily mean that identified strategies are exclusively used for the purpose of service delivery or political impact. Very often those strategies are used interchangeably and based on the situation on the ground in a given moment.

Obstacles, if any, in cooperating with other government institutions

All research participants (N=8), pointed out a variety of obstacles they face in cooperating with the government institutions. Their answers can be divided into two main groups. The first group of answers relates to decision makers (competent ministries) and the second group of answers relates to institutions working on the ground with survivors of IPV and directly implementing the laws.

Table 12. Identified obstacles by women's NGOs in cooperating with government institutions

(N=8; number of responses = 18)

Obstacles	Count
IPV is not recognized as a priority issue to be dealt with	4
Insufficient financial support provided through public calls for functioning of the safe houses which limits access of survivors of IPV to shelters	3
Lack of information of government professionals on the existing resources in the community and their roles and of other stakeholders in the process of protection of survivors of IPV	3
Un-sensitized approach of the professionals towards survivors of IPV	3
Political situation – changes in the ruling positions, after elections, have effect on the continuation of the cooperation with an NGO despite signed Memorandums of Understanding	2
Political situation – inability to establish government in the canton	1
Tokenistic participation of women’s NGOs in the working groups	1
Lack of implementation of the Law on Domestic Violence – no standards and criteria for establishing and financing of safe houses adopted by the Federal Ministry	1

The most dominant obstacles at the level of cooperation with decision makers, which has impact on all other levels is that “IPV is not recognized as a priority issue to be dealt with”. This obstacle subsequently influences all other obstacles identified by the NGOs including insufficient funding for the safe houses, tokenistic participation of women’s NGOs in the working groups and inconsistent implementation of the Law.

On the other hand, when it comes to cooperating with government institutions on the ground in dealing with the cases of IPV, almost half of the survey participants pointed out “Un-sensitized approach of the professionals towards survivors of IPV” and “Lack of information of government professionals on the existing resources in the community and their roles and of other stakeholders in the process of protection of survivors of IPV” as the main obstacles. These obstacles are also of great importance because they directly influence the implementation of the legislation on IPV in FBiH. The practice shows that women survivors of IPV do not trust government institutions as the ones who can help them. Also, survey participants report that the police officers being the first ones on the scene are the ones who blame survivors, convince them not to report violence etc.

Enhancing cooperation with government institutions

When it comes to women’s NGOs’ perceptions on how to enhance cooperation with government institution, a total of seven survey participants (N=7) provided multiple answers, while one research participant (N=1) stated that they don’t know.

In terms of analysis of the provided recommendations by women’s NGOs on the enhancement of cooperation with government institutions, it is possible to divide those into two main groups. The first group of recommendations is directed to decision makers at higher levels (federal and cantonal ministries) and the second group is directed to government institutions on the ground, working with survivors of IPV.

Table 13. Recommendations by women's NGOs for enhancing cooperation with government institutions
(N=7; number of responses = 12)

Recommendation	Count
Continuous education on the topic for the professionals working with survivors	3

Strengthening institutional cooperation through setting clear and efficient procedures	2
Education and sensitization of decision makers on the issue of IPV	2
Limiting the impact of political changes on the cooperation	1
Making amendments and changes to legislation	1
Adoption of standards and criteria for financing safe houses	1
Introduction of permanent and sufficient budgets line into public budgets for financing of specialized services	1
Making pressure through international reports and information for the public	1

Based on the analysis of the responses it is evident that women’s NGOs recognize the need for training and education at all levels as a possible way for improving the cooperation with the government institutions. The NGOs recognize the lack of sensitization of government institutions at the decision making level and the level of direct work with survivors, and consider that obstacles identified could be alleviated if the government institutions had additional understanding on the topic.

4.2.2.4. Funding

Main funding sources for the work of women's NGOs in the field of IPV

In terms of main funding sources, based on the analysis of the responses, main three categories were identified as shown in the table below,

Table 14. Main funding sources of women’s NGOs
(N=8)

Funding sources	Count
International donors -100% funding	2
International donors –up to 90% of total funding and Public budgets up to 5-10 % of total funding	3
International donors – between 80% and 90% of the total funding, Public budgets – between 5% and 15% of total funding and Other sources –donations, private companies, membership fee – up to 5% of total funding	3

Based on the data it is evident that the largest portion of the funding of the work of all women’s NGOs (N=8) in the field of IPV is covered by the international donors and it ranges from 80% to 100% of the total funding for the work of organizations in the field of IPV.

Obtaining funding the work of women's NGOs from any level of the government budget

Based on the further analysis of the data, it is evident that six survey participants (N=6) obtain from 5 to 15% of their funding for IPV work from the public budgets in BiH, while two NGOs (N=2) do not obtain funding from the public budgets.

When it comes to amounts of funds provided through public budgets, four (N=4) out of six NGOs who stated that they receive funding from the public budgets listed amounts, while two (N=2) did not list the amounts.

Based on the inputs provided by four NGOs (N=4) the funding from the public budgets is received from the local to state level and the amounts significantly vary depending on the type of work being financed.

Out of four (N=4) NGOs who listed amounts obtained from the public budgets, for the prevention programs one NGO (N=1) listed that it receives funding from the cantonal level based on public calls on yearly basis up to BAM 7,000 (EUR 3,500) and from the local level up to BAM 3,000 (EUR 1,500). Other NGO (N=1) listed funding obtained for 2019 from the local level amounting to BAM 2,000 (EUR 1,000). The third NGO listed funding obtained on yearly basis from the cantonal level amounting to BAM 3,120 (EUR 1,560) and from the local level amounting to BAM 2,400 (EUR 1,200). The fourth survey participant did not list any prevention programs supported by the public budgets.

When it comes to specialized service of the safe house, two NGOs listed amounts of funding that they receive from the local up to state level. Amount of funds provided at local level by a number of municipalities on yearly basis ranges up to BAM 40,000 (EUR 20,000), while at the cantonal level funds are provided based on the Protocols signed or by Decision of the Government and the funds range from BAM 20,000 to BAM 55,000 (EUR 10,000 to EUR 22,500). Based on the reported amounts by the survey participants, amount of funds provided by the federal level (Federal Ministry of Social Policy) based on annual public calls on average ranges from BAM 35,000 to BAM 40,000.00 (EUR 17,500 to EUR 20,000) per organization. The funding from the state level for one NGO is provided by two state Ministries dealing with protection of victims of trafficking in the amount up to BAM 23,000 (EUR 11,500) and for the other NGO the funding is provided from the Gender equality Agency for the work with victims of IPV in the amount BAM 20,000.00 (EUR 10,000).

On the other hand, in terms of reasons why the work of NGOs is not supported through public budgets, two survey participants (N=2) who stated that they do not receive funding from the public budgets, pointed out the following reasons: “Public calls announced by the government institutions do not specifically target LGBTI persons”; “Organization is focused on criticizing the politics of the government institutions”, “Cultural and religious organizations are classified as civil society organizations and the priority for funding is given to those organizations”; “Existence of so called “government organizations” that receive the funding in order to be extended hand of the governments”

Based on the analysis of the data, it is possible to conclude that the amounts of funding provided by the government institutions are very small. When analyzing these data it is necessary to take into account the size of the organization and the scope of their work, because there are significant differences between women’s NGOs. However, amounts reported seem insufficient and the question which naturally arises is how strategic and long-term changes can be expected to be achieved through NGOs interventions and projects if the funding is scarce and “symbolic”.

Challenges, if any, in obtaining funding from government institutions for the work in the field of IPV

Regarding the challenges in obtaining funding from the government institutions for the work in the field of IPV, seven survey participants (N=7) listed a variety of obstacles, while one research participant (N=1) did not respond. Based on the analysis of the responses it is possible to summarize response into 6 main categories as presented in the table below:

Table 15. Challenges in obtaining funding from government institutions
(N=7, number of responses = 15)

Challenges	Count
Funding is insufficient and based on the public calls that do not target identified needs on the ground and specific needs of women survivors	4
Lack of transparency and criteria in allocating funding based on public calls	4
Funds approved by the public calls are allocated with delays (by the mid or end of year)	2
Eligible costs for funding of safe house do not include costs of the professional staff	2
Priority in funding is given to Sport clubs registered as NGOs and Association of ex-soldiers during the war	2
No gender-responsive budgeting due to lack of sensitivity and awareness of cantonal	1

and local MPs for the issue of domestic violence	
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Based on the results shown in the table, it is evident that for more than half of research participants (N =4) the challenge is “Funding is insufficient and based on the public calls that do not target identified needs on the ground and specific needs of women survivors”. Also, one of the leading challenges based on the results is “Lack of transparency and criteria in allocating funding based on public calls” (N=4).

How government institutions can better support NGOs working in the field of IPV

Regarding the potentials of how government institutions can better support NGOs working in the field of IPV, all research participants (N=8) provided answers. Based on the analysis of the responses, 4 main categories were formulated as shown in the table below.

Table 16. Recommendations by women’s NGOs for better support by government institutions

(N=8, number of responses = 14)

Recommendation	Count
Allocate sufficient funds for the programs of prevention and combating IPV in accordance with the international conventions and domestic legislation	5
Make and apply clear and transparent criteria for allocation of funding based on public calls	3
Plan and announce public calls by the beginning of the year	2
Develop and adopt standards for establishment and financing of safe houses	2
Harmonize existing legislation with the standards of Istanbul Convention	1
Gender mechanisms that allocate funding through Financial Instrument for the Implementation of the Gender Action Plan –FIGAP – to change selection criteria and make them transparent	1

Based on the results, it is evident that more than half of survey participants (N=5) consider that the governments should “Allocate sufficient funds for the programs of prevention and combating IPV in accordance with the international conventions and domestic legislation” as well as three survey participants (N=3) consider that the government institutions should “Make and apply clear and transparent criteria for allocation of funding based on public calls”.

Challenges, if any, in obtaining funding from international donors for work in the field of IPV

A total of seven survey participants (N=7) provided responses on the challenges in obtaining funding from international donors, while one survey participant (N=1) did not provide any answer.

Based on the analysis, the responses are summarized in six main categories as shown in the table below.

Table 17. Challenges in obtaining funding from international donors
(N=7, number of responses = 11)

Challenges	Count
International donors do not support direct work with survivors of IPV (service provision)	3
International donors neglect some parts of BiH within their funding opportunities	2
Public calls and donor requirements are too complex for less capacitated organizations	2
Imposed priority issues and areas of work by donors – do not reflect the needs of direct work with survivors of IPV	2
International organizations, located in Bosnia, become competitors against local NGOs for EU funding	1
Violence against LGBTQI persons and specific advocacy work, monitoring and data collection are not recognized as important activities for funding	1

Based on the analysis of the responses it is evident that the major challenge for women's NGOs in the FBiH is that there is no financial opportunities for direct services. This challenge is directly linked with the priority agenda of the international donors showing that very often their agenda does not follow the needs on the ground.

How international donors can better support NGOs working in the field of IPV

In terms of recommendations and NGOs perspectives on how international donors can better support NGOs, all survey participants (N=8) responded. Responses were grouped in seven main categories.

Table 18. Recommendations by women’s NGOs for better support by international donors
(N=8, number of responses =14)

Recommendations for international donors	Count
International donors should not impose “current” and priority topics that leave out issues of violence and women’s rights	3
Develop a system of long term financing for the organizations providing direct services for survivors (safe houses)	3
Acknowledge the needs of NGOs through public calls	3
Make applications more simple and enable transparency in allocating funding	2
Limit participation of international organizations to compete for funding together with local NGOs	1
Support economic empowerment of women	1
Support educational trainings of professionals and networking of women’s NGOs in the country and regionally	1

Taking into account limited financial resources provided by the government structures, based on the responses provided, the priority agenda of the international organizations and donors, that have significant impact on the government structures, should be aimed at providing financial means for direct services and should reflect the bottom up approach (needs from the ground).

4.2.3. Results of the questionnaires – perspective of the government institutions in the FBiH

A total of five (N=5) government institutions (4 ministries of labor and social policy at federal level and cantonal level, and the Gender Center) took part in the survey as follows: Federal Ministry of Social Policy, Ministry of Labor, Social Policy and Refugees of Zenica Dobož Canton, Ministry of Health, Labor and Social Protection of Herzegovina-Neretva Canton, Ministry of Health and Social Policy of Una Sana Canton and Gender Center of the Federation of Bosnia and Herzegovina. Four cantonal ministries from Tuzla Canton, Bosnia Podrinje Canton, Canton 10 and Sarajevo Canton did not respond. Therefore, obtained and presented results in the next section are partial in terms of geographical coverage. However, based on the data provided it is possible to draw conclusions, because the federal legislation applies to all cantons in the same way.

4.2.3.1. Service provision and prevention

Direct or indirect provision of support services for survivors IPV

A total of four survey participants (N=4) reported that they directly or indirectly provide support services for survivors of IPV, while one survey participant (N=1) responded that they do not provide services.

When it comes to types of services they provide directly or indirectly for the survivors of IPV, the multiple responses were summarized in six main categories.

Table 19. Support services provided directly or indirectly by the government institutions
(N =4, number of responses= 7)

Services	Count
Co-financing of the temporary accommodation of victims of IPV into Safe houses in accordance with the Law	2
Work on second-instance cases (appeal) upon request of beneficiaries	1
Provision of support to establishment of the coordinating bodies in accordance with the Law on Domestic Violence	1
Provision of support to institutions and NGOs through projects to implement strategic documents	1
Provision of specialized foster care for children and adults survivors of violence	1
Provision of specialized education for providers of specialized foster care for children and adults survivors of violence	1

Based on the analysis of the results from the table above, it is evident that the government institutions at the cantonal and federal level, provide support services indirectly through “Co-financing of the temporary accommodation of victims of IPV into Safe houses in accordance with the Law”, while other services listed by the government institutions can be understood as indirect effects of their work on the support service provision on the ground.

Majority of the survey participants (N=3) consider “Development, adoption and implementation of the procedures, strategic and action plans in the field of IPV” as an indirect provision of support services. The same conclusion as above on the indirect effect of their work on service provision can be drawn in this case.

Implementation of activities/programs aimed at the prevention of IPV

When it comes to the implementation of the activities/programs aimed at the prevention of IPV, all survey participants (N=5) responded that they implement such activities.

Survey participants provided multiple responses on the prevention activities/programs that they implement and those were summed up in seven main categories.

Table 20. Prevention activities/programs implemented directly or indirectly by the government institutions

(N =5, number of responses= 12)

Services	Count
Development, coordination and implementation of the strategic documents and procedures aimed at prevention of IPV	4
Implementation of projects aimed at awareness raising, education of professionals, strengthening of the multidisciplinary work with IPV	2
Make and submit reports on the implementation of the strategic documents	2
Developing training programs for professionals on the topic of IPV	1
Allocation of the funds, obtained through taxes for lottery, to nongovernmental organizations including those organizations that provide service of the safe house	1
Co-financing of the violence prevention video materials	1
Co-financing of the temporary accommodation of victims of IPV into Safe houses in accordance with the Law – annually through public calls	1

Based on the analysis of the aforementioned data, majority of the survey participants (N=4) focus their prevention activities on “Development, coordination and implementation of the strategic documents and procedures aimed at prevention of IPV”. These activities are mandated to government institutions through the provisions of the Law on Protection against Domestic Violence.

Key successes accomplished by the government institutions, alone or in partnership, in the IPV

In terms of the key success of the government institutions achieved in the field of IPV, four survey participants (N=4) provided responses, while one survey participant (N=1) did not provide any response.

Based on the multiple answers provided by the government institutions, the responses were summarized in main categories as presented in the table below.

Table 21. Key success accomplished by the government institutions in the field of IPV
(N=4, number of responses=10)

Key successes	Count
Protocol on mutual cooperation signed and cooperation with the Association “Medica” Zenica established	2
Development of the training programs on violence for professionals working in the government institutions	2
Established cooperation with the Association “Žene sa Une” which run safe house	1
The right for survivors of IPV to temporary accommodation in the safe house introduced into cantonal Law on Social Protection	1
The right to health insurance of survivors of IPV regulated through the cantonal Law on Social Protection	1
Establishment of the mechanisms for coordinate and comprehensive work of all professionals working in the field of IPV	1
Development, adoption of the 2-year Program of Prevention and Protection against Domestic Violence at cantonal level as well as adoption of the Report on the implementation of the Program	1
Establishment of the SOS telephone line – 1265 for the territory of FBiH	1

Based on the analysis of the data presented in the table above, it is evident that government institutions have accomplished a variety of successes in the field law and policy making and establishment of the specialized services of the SOS help line. Also, for some survey participants cooperation with women’s NGOs is important and considered as success because this cooperation results in direct provision of the specialized services of the safe house. In terms of the SOS help-line for the FBiH, the line has been established by the government institution but the operation of the SOS help-line is transferred through Memorandum of Understanding to five women’s NGOs and one social service center in the FBiH.

Main challenges for the work of government institutions in the field of IPV

When it comes to challenges for the work of the government institutions, three survey participants (N=3) provided responses, while two participants (N=2) did not provide any answer.

The main challenges provided by the three research participants are as follows:

- Complex administrative structure of the state
- Requirement to have horizontal and vertical connection among stakeholder and to agree upon certain issues in order to ensure

- Limited funding and insufficient accountability of competent institutions and other actors for their responsibilities
- Insufficient funds for the work of safe house
- Insufficient work on prevention and work with perpetrators of violence
- Lack of properly trained staff in the centres for social work
- Survivors of IPV are not recognized as a social category within the Law on Social Protection
- Conflicting attitudes by women’s NGOs that their system of work is the oldest and the best system which additionally complicates the work on standardization
- Insufficient commitment of media and certain number of NGOs in awareness raising work

4.2.3.2. Women’s nongovernmental organizations

Familiarity of government institutions with any of women’s NGOs that provide direct services or implement prevention programs in the field of IPV

When it comes to the government institutions being familiar with the work of any women’s NGOs that provide direct services or implement prevention programs, four survey participants (N=4) responded that they are familiar with women’s NGOs while one research participant (N=1) did not provide any response.

Research participants listed the names of women's NGOs that they are familiar as presented in the table below.

Table 22. Overview of listed women’s NGOs by the government institutions
(N=4, number of responses=18)

Listed women’s NGOs	Count
Medica Zenica	4
Vive žene	4
Žena BiH Mostar	2
Žene sa Une BiH	2
Fondacija lokalne demokratije	1
Seka Goražde	1
Network of Policewomen	1

Centar ženskih prava Zenica	1
Žene žrtve rata (Women victims of war)	1
Žene ženama Sarajevo (Women to women)	1

Familiarity of the government institutions with key accomplishments of women's nongovernmental organizations working in the field of IPV

In terms of government institutions being familiar with the key accomplishments of women's NGOs working in the field of IPV, three survey participants (N=3) are familiar with some accomplishments, while one participant (N=1) responded that they are not familiar with any accomplishments and one (N=1) did not provide any answer.

Table 23. Key accomplishments of women's NGOs recognized by government institutions (N=3, number of responses=18)

Key accomplishments by women's NGOs	Count
Initiating development and actively participating in drafting the Law on Protection against Domestic Violence	3
Bringing the issue of IPV to public discourse and taking actions in order prevention and protection against IPV to be included in the legislation	2
Awareness raising activities and campaigns on prevention and reporting IPV	2
Ensuring funding for the work of safe houses	1

Based on the analysis of the answers provided, it is evident that all research participants (N=3) recognize and acknowledge the role of women's NGOs in the field of their work at political level and advocacy.

4.2.3.3. Cooperation

Direct or indirect cooperation of government institutions with women's non-governmental organizations that work on issues of IPV

When it comes to direct or indirect cooperation with women's NGOs that work on issues of IPV, four government institutions (N=4) reported that they cooperate with women's NGOs, while one (N=1) stated that they do not cooperate with women's NGOs.

The government institution which stated that they do not cooperate with women's NGOs, explained that they as the institution do not make distinction between women's NGOs or any other NGOs. They further explained that the government institution will cooperate with any NGO in the field of IPV as long as that the NGO fulfills general and specific criteria set by the institution within public call. However, the general and specific criteria do not request women's

centred and beneficiary-oriented approach in the work of the NGO, which again proves that the issue of IPV is not seen and tackled as gender-caused issue that needs to be a priority.

On the other hand, the government institutions (N=3) listed the following organizations they cooperate with: Association „Medica” Zenica, Centar ženskih prava Zenica Association „Žene sa Une” Bihać, Vive žene Tuzla and Žene ženama Sarajevo.

Selection criteria applied by the government institutions to select women’s NGOs

All research participants (N=5) responded the question and provided multiple responses. Based on the analysis, the responses were summarized in the main categories shown in the table below.

Table 24. Criteria set by government institutions for selection of women’s NGOs
(N=5, number of responses=18)

Selection criteria	Count
Based on general and specific criteria set for participation in certain activities, projects or public calls announced by the Ministry in accordance with the Law and authorities	3
Based on the field of expertise of the women’s NGO	1
Based on the implemented activities and shown commitment in working in this field	1
Based on initiative for cooperation expressed by NGO	1
If cooperation is to take place in the local community, then the government organization cooperates with local NGOs	1

Based on the answers provided it is evident that majority of government (N=3) institutions rely on criteria set for public calls and public calls serve as a means for selection of the women’s nongovernmental organizations for cooperation.

Assessment of the quality of cooperation with women's NGOs

Given the fact that four out of five survey participants (N=4) indicated that they cooperate with women's NGOs, they made assessment of the quality of the given cooperation. Within the assessment of the quality of cooperation by using the Likert type scale of five particles, one survey participant (N=1) assessed the cooperation with value 3 - neither good nor bad, two (N=2) assessed it with value 2 –good, while one survey participant (N=1 or 25%) assessed it with value 5 –very good.

Table 25. Assessment of the quality of cooperation with women’s NGOs
(N=4)

Value	N
1 - very bad	-
2 - bad	-
3 - neither good nor bad	1
4 - good	2
5 - very good	1
Average	4

The average value for the quality of the cooperation with the women’s NGOs is 4, classified within the value “good”.

Challenges, if any in cooperating with women’s NGOs working on the issues of IPV

When it comes to identifying challenges in cooperating with women’s NGOs working on the issues of IPV, only two (N=2) survey participants responded, while the other three (N=3) did not respond.

Challenges which the government institutions (N=2) identified are as follows:

- To establish better cooperation with all local communities, educational institutions, health institutions, police, centers for social work and especially with nongovernmental organizations and media.
- There is a certain imbalance among NGOs that is directly reflected on cooperation. Very often, NGOs do not have common and joint stand point, while on the other hand they expect harmonization of standards and that the work of every organization represents the basis for standardization.

Enhancing cooperation with women’s NGOs

In terms of enhancing cooperation with women’s NGOs, three survey participants (N=3) provided their responses, while two participants (N=2) did not answer.

Identified ways for enhancing cooperation with women’s NGOs

- Equal participation of all nongovernmental organizations, dealing with the issue of IPV, in activities implemented by the ministry
- Enhancement is possible through cooperation with all sectors on implementing responsibilities prescribed by the law as well as on implementing prevention activities
- It is necessary to separate the interests of individual organizations from program activities in the field of harmonizing the approach towards prevention, protection and treatment in cases of IPV.

Based on the results, it is evident that government institutions recognize the need for improvement of the cooperation with all sectors in the field of IPV, not only with women’s NGOs. However, it is important to take closer look at the recommendation which is directed to separation of the individual interest for the purpose of achieving the common good.

4.2.3.4. Funding

Provision of funding for women’s NGOs to carry out service provision for survivors of IPV; and/or and prevention activities on IPV

A total of three (N=3) survey participants reported that they provide directly or indirectly funding for women’s NGOs, while one participant (N=1) responded that they don’t provide funding. Also, one survey participant (N=1) did not respond the question.

When it comes to types of programs or activities and amounts of funding that government institutions provide, survey participants provided various answers.

The responses were summarized in the categories as shown in the table below.

Table 26. Types of activities by women's NGOs funded by government institutions (N=3)

Types of activities/programs	N
Co-financing of the project activities with an aim of implementation of strategic activities	3
Co-financing of the work of the safe house	2
Participation in development of protocols and action plans for IPV and peer violence	1

Based on the responses provided, it is evident that all government institutions (N=3) provide funding for the project activities aimed at implementation of the strategic objectives and activities. Only one research participant (N=1) stated that they support projects in amounts from BAM 5,000 (EUR 2,500.00) to BAM 40,000 (EUR 20,000.00) through the FIGAP – Financial Mechanism for the Implementation of the Gender Action Plan.

Provision of funding for safe houses for survivors of IPV

When it comes to direct or indirect provision of funding by the government institutions for safe houses for survivors of IPV, three participants (N=3) responded that they provide funding, while two participants (N=2) stated that they do not provide funding for the safe houses.

One of the research participants, who answered that they do not provide funding for the safe houses, explained that there is no legal basis for them to provide funding even though they, , supported through some projects activities related to safe houses.

In terms of the survey participants who provide funding for the safe houses and their procedures for allocations, all (N=3) stated different procedures and amounts.

At the cantonal level, in one canton the funds for the safe house are allocated based on the Protocol on mutual cooperation and Work Program of the Ministry. The Ministry makes a proposal to the Government of the canton to make a Decision based on which funds amounting to BAM 4,560 (EUR 2,280) per month or in annual amount of BAM 54,720 (27,360) are approved for the safe house. In other case at the cantonal level, the government institution listed only a total amount of BAM 42,500 (EUR 21,250.00) without referencing to the procedure for allocation of the funds to the safe house.

Since 2008 at the federal level, the survey participant reported that the funds for safe houses are planned in the Budget of the Federation in accordance with the Law on Protection against Domestic Violence. In 2019, a total of BAM 250,000 (EUR 125,000) are planned to be distributed based on the public call for operating safe houses. Apart from that, based on general and specific criteria within the public call for distribution of one part of income obtained based on taxes for organizing lottery, the federal level supports NGOs including NGOs that run safe houses.

As it was stated in the previous analysis, these amounts are insufficient and scarce for the safe houses.

Provision of funding for SOS help-line for survivors of IPV

In terms of direct or indirect provision of funding by the government institutions for SOS help-line for survivors of IPV, only one survey participant (N=1) reported that they provide funding, while four participants (N=4) responded that they don't provide any funding.

The institution which responded that they provide funding for the SOS help-line stated that they pay on yearly basis a total of 1,500 BAM (EUR 750) to Regulatory Agency for Communications BiH for the short code which enables that SOS calls are free of charge.

Based on the explanations provided by the government institutions on reasons why they don't fund the SOS help-line, it is possible to summarize them in two categories as follows:

- There are no planned funds in the Budget of FBiH
- The SOS help-line is already financed by the NGOs which run this line

For the purpose of better understanding, it is important to mention that the government institution at the Federal level, has established the SOS help-line for survivors of IPV which is active 24/7 . Based on the Memorandum of Understanding among the institution, five women's NGOs and social service center, the operation over the line has been transferred to five NGOs and one social service center in the FBiH.

Based on the answers it is evident that government institutions do not recognize importance of funding the specialized service of SOS help-line. There are no funds planned or distributed for women's NGOs and center for social work running the SOS help-line, even though the line was established and is within the authority of the government institutions.

Also, government institutions consider that the direct services for survivors such as SOS help-line are financed through NGOs by the international donors.

CHAPTER 5: DISUCSSION OF RESULTS

5.1. Roles, responsibilities and cooperation between government institutions and women's nongovernmental organizations

Women's NGOs in the FBiH play an important role in combating and preventing IPV. Based on the results of the study, they have two key roles, which are largely interlinked, in the field of IPV. Their first role is to provide specialized services for women survivors of various forms of VAW and their second role is prevention, advocacy and bringing women's issues to the public discourse and agenda. As it was shown by the study results, all eight of the women's NGOs that took part in the survey both provide specialized services and IPV prevention and advocacy work in targeted locations in FBiH, and seven of them work nationwide.

Ever since the beginning of the war in BiH, based on the feminist principles of solidarity and care, women's NGOs provided some kind of response and showed solidarity with women and girls who suffered from severe forms of war-related violence (Husić et al., 2014; Mlinarević et al., 2015). Over the years and with support from international donors and feminist groups from the West, they developed their models of work for provision of direct services and empowerment and healing programs. As the results of the survey show, women's NGOs have developed and provide specialized services. Six of them provide legal aid and counseling, five organizations provide psychosocial support within psychological counseling centers and outreach work. Additionally four women's NGOs reported to provide economic empowerment and educational-supportive work. Two women's NGOs in FBiH, survey participants, stated that they have developed and run specific specialized services of safe houses /shelter and SOS help line, followed with occupational therapy and medical assistance.

These results also show that women's NGOs in FBiH as specialized service providers step in and fill in the gap within the state's official system. This is also one of the reasons why women's NGOs not only in BiH, but even wider in the Central and South Eastern Europe are criticized for. The critique assumes that women's organizations by taking a role of service providers become at one point "humanitarian" and on the other point "professionalized" organizations with strong hierarchical governing structures that oppose feminist organization forms (Guenther, 2011; Sloat, 2005). The critique argues that this brings women's NGOs at risk

of losing their political impact and focus from advocacy work for social change (Guenther, 2011;Sloat, 2005).

Contrary to the critique, the results of the survey indicate that all eight NGOs take their role of acting for social change seriously while also implementing a variety of IPV prevention and advocacy programs. With an aim to raise awareness and change social norms and attitudes towards women in a very patriarchal society, all research participants implement awareness raising campaigns and marking of international dates. Apart from awareness raising, five of them are actively engaged in educational trainings for children – primary education, educational trainings for students and youth – secondary education and documentation, knowledge production and publishing – research, policy papers, manuals, educational-promotional brochures and materials. Furthermore, in the field of advocacy, five women’s NGOs primarily focus their attention on advocating for adoption of laws and by-laws for IPV at the federal level as well as on bringing the issue of IPV in public discourse through organizing press conferences and media appearances on the issue of intimate partner violence. Also, more than half survey participants as a part of their advocacy activities reported making complaint to the Institution of Ombudspersons of Bosnia and Herzegovina on the implementation of the Law on Protection of Domestic Violence. These results show that women’s NGOs in FBiH outgrew their role of being a crisis response during the war and by being committed to their both their roles they reflect a combination of two feminisms in the postwar period. The combination of two feminisms according to Cockburn (2013) includes feminism inspired by the world’s feminism of “zero tolerance towards male violence” and “rights feminism” or “liberal feminism”. Also, these results confirm that the women’s NGOs in FBiH, have gone through three generations of NGO development program strategies from being emergency responders in crisis at first up to strategy of sustainable systems development through their involvement on policy level (Korten, 1987; Atack 1999).

Government institutions in FBiH also give credit for the efforts and accomplishments of women’s NGOs. Based on the results of the survey with the government institutions in FBiH, four survey participants reported that they were familiar with the work of women’s NGOs. Three participants stated that the key accomplishments of NGOs were initiating development and

actively participating in drafting the Law on Protection against Domestic Violence and bringing the issue of IPV to public discourse and taking actions for measures of prevention and protection against IPV to be included in the legislation.

In terms of the legislation of FBiH, the Law on Protection against Domestic Violence stipulates the roles and cooperation of the government institutions and women's NGOs (LPDV, 2013). Article 3, paragraph 2 of the Law, identifies municipal courts, police, centers for social work and other institutions that are in charge for social and health protection as the ones responsible for the application and the implementation of the Law (LPDV, 2013). Nongovernmental organizations are mentioned in paragraph 5 of the same Article as those who can also protect victims of IPV if they are registered for the provision of such services (LPDV, 2013). Inclusion of the NGOs as potential service providers in the legislation is a form of recognition that governments cannot solve societal problems by acting alone and that the resources of the non-profit sector should be utilized (Atack, 1999).

Based on the results of the survey conducted with the government institutions and women's NGOs, cooperation exists between women's NGOs and government institutions. All of eight women's NGOs, survey participants, reported that they cooperate with government institutions at various levels of authority in FBiH. When it comes to cooperation with the policy makers at various levels, all research participants indicated that they cooperate with Cantonal Ministries of Interior, Social Policy, Health, Education, Justice. In terms of specific cooperation with the institutions at the local levels that work directly with IPV survivors, six women's NGOs reported that they cooperate with centers for social work; four NGOs mentioned cooperation with health institutions (primary, secondary and tertiary health protection). Three survey participants reported that they cooperate with educational institutions, courts, Prosecutors' offices and Municipal administrations. Two women's NGOs reported to be cooperating with the Ministries at the federal level and Ministries at state level. Also, two NGOs mentioned cooperation with gender mechanisms from local to state level.

Also, four out of five government institutions which participated in the survey reported that they cooperate with women's NGOs. The explanation provided for not having cooperation

with women's NGOs was that the ministry does not make any distinction between women's NGOs and any other NGOs. Every organization if fulfills general and specific criteria of the public call can work on the issues of IPV. This explanation from the feminist perspective can be interpreted in the following way. The government institution in question considers IPV as a gender neutral problem in the society, which does not require special attention to women survivors' specific needs as well as multidisciplinary and intersectional tackling of structural inequalities as the cause of the problem (Ertürk, 2009). Therefore, not taking into account specialized approach of women's NGOs as a basis for dealing with IPV and indicating, the fulfillment of the general and specific criteria, that do not follow gender mainstreaming perspective, as the only prerequisite for cooperation negatively impacts and limits access of IPV survivors to specialized services. Also, a tokenistic approach towards gender mainstreaming in policy-making by the government institutions shows that gender issues including IPV are still on the margins of the government structures' priority agenda (Mlinarević, Porobić-Isaković, Rees, 2015; Pilegaard & Džumhur, 2015).

5.2. Strategies applied by women's nongovernmental organizations in cooperating with government institutions

The results of the study show that women's NGOs are the ones to make the first step in establishing cooperation with government institution. Five women's NGOs, survey participants, reported that women's NGOs initiate cooperation by inviting government institutions to participate in joint projects. Also, in the responses provided by the government institutions on the selection criteria, one of them stated that the organizations are selected for cooperation based on initiative expressed by NGO, while the others use public calls and criteria as a platform for establishing cooperation on specific projects.

The other two strategies used by half of the survey participants are organizing working meetings and round tables with government institutions to improve cooperation and participation of the women's NGO in the working groups for development of strategic documents and policies. Furthermore, two NGOs reported that they apply signing of Memorandums of Understanding with clearly defined responsibilities as a strategy to establish and maintain cooperation, and two

NGOs indicated submitting reports to ministries and institutions. Strategies of signing Memorandums of Understanding and submitting reports to ministries and institutions can be understood as one of the ways for NGOs to fulfill “legitimacy” criteria of transparency and accountability in cooperating with government structures (Atack, 1999).

Additional strategies used by the women’s nongovernmental organizations are campaigns and media appearances; using examples of best practice and cooperation from other cantons as advocacy tool to establish cooperation; creating a sense of “ownership” over the initiative and distribution of promotional materials to government institutions.

Based on these results it is evident that the strategies applied by women’s NGOs fall under the third generation of sustainable systems development strategies as defined by Korten (1987). This means that through establishing cooperation with government institutions there is an intent to work on a higher level through “partnership” or “contracting” (Warin in Brinkerhoff & Brinkerhoff, 2002) for achieving sustainable results and change.

5.3. Cooperation: Experiences, lessons learned and opportunities for the improvement

Based on the analysis of the Law on Domestic Violence, it is evident that the policy makers still do not apply gender mainstreaming perspective into policy development and do not take specific needs of women and men as it is prescribed by the international standards that BiH ratified. The Law does not take into account the intersectionality to address the specific vulnerabilities and the needs of women, minority groups of women, women with disability, migrant women or intersex persons. Therefore, when it comes to perceptions of the quality of cooperation, it is evident that government institutions and women’s NGOs do not have the same stand point on it. Government institutions assessed cooperation with women’s NGOs with average value 4 –good, while women's NGOs assessed cooperation with government institutions with average value 3.4 – neither good or bad.

This discrepancy in perception of the quality of cooperation can be further analyzed through the prism of obstacles identified by women's NGOs and government institutions in mutual cooperation.

The lack of focus or sensibility for the specific needs of women and women's issues are some of the challenges in cooperating with government institutions, identified by women's NGOs in the survey. Half of women's NGOs, survey participants report that intimate partner violence is not recognized as a priority issue to be dealt with and three of them indicate a problem of insufficient financial support for functioning of the safe houses which limits access to survivors of intimate partner violence to shelters".

In terms of cooperation with decision making government institutions, survey participants identified political situation as an obstacle that has different impacts on the cooperation. The first obstacle in terms of the political situation identified by two NGOs is that changes in the ruling positions, after elections, have effect on the continuation of the cooperation with an NGO despite signed Memorandums of Understanding. The second obstacle in terms of political situation identified by an NGO is inability to establish government in the canton. Exercising power over women's NGOs and stopping the processes of cooperation has a direct impact on the survivors of IPV who use specialized services provided by the NGOs. Also, such attitude by the government institutions in exercising the power without any grounds is in direct collision with the Laws including the Law on Protection against Domestic Violence. In this case, the critique of NGOization or NGO feminism can be confirmed in relation that the NGOs by being service providers depend on the funding by the international donors or government structures, and thus are in subordinate position to funding structures (Lang 1997; Einhorn and Sever 2003; Einhorn 2005 quoted in Guenther, 2011). Additionally, when it comes to specialized service provision for IPV survivors, women's NGOs are completely dependent on the government funding, because, as three survey participants pointed out, international donors do not provide funding for direct support services for survivors.

As additional obstacles, one women's NGO pointed out tokenistic participation of women's NGOs in the working groups and one NGO mentioned lack of implementation of the

Law on Domestic Violence – no standards and criteria for establishing and financing of safe houses adopted by the Federal Ministry. In terms of the tokenistic participation, women’s NGOs feel as if they do not have real power in bringing their suggestions and approaches into strategic document formulation, because they are outnumbered in the working groups. Survey participants and the practice show, that usually one women’s NGO is appointed on behalf of all women’s NGOs in a Working group of a minimum five members. Based on the principle of democratic voting system of 2/3 majority, their suggestions are very often declined.

On the other hand, when it comes to cooperating with government institutions on the ground in dealing with the cases of intimate partner violence, almost half of the research participants pointed out lack of information by government professionals on the existing resources in the community and their roles and the roles of other stakeholders in the process of protection of survivors of IPV and un-sensitized approach of the professionals towards survivors of IPV. Therefore, based on the results it is evident that the government institutions do not consistently comply with the provisions of the Law on protection against Domestic Violence.

The representatives of the government institutions, survey participants, reported that women’s NGOs among themselves very often do not have the same stand points and approaches towards their certain expectations and expectations for the harmonization of standards, which directly reflects on the cooperation with government institutions.

When it comes to women’s NGOs’ perceptions on how to enhance cooperation with government institution, recommendations by women’s NGOs can be classified into two main groups. The first group of recommendations is directed to decision makers at higher levels (federal and cantonal ministries), with intentions to improve both “contracting cooperation” for service delivery and “partnership” for policy formulation (Warin in Brinkerhoff & Brinkerhoff, 2002).

Recommendations include a variety of activities in order to sensitize decision makers for the issue of IPV, make amendments to the legislation and introduce permanent and sufficient budgets lines into public budgets for financing of specialized services. Also, the recommendations of the women’s NGOs go in direction of enabling better representation of women’s NGOs in the working groups so that they can influence on policy making.

When it comes to government institutions on the ground, working with IPV survivors, half of the women's NGOs indicated continuous education on the topic for the professionals working with survivors as well as two survey participants pointed out the need for strengthening institutional cooperation through setting clear and efficient procedures.

On the other hand, government institutions pointed out that it is necessary to strengthen cooperation with all sectors, especially with nongovernmental organizations and media and to enable equal participation possibilities for all NGOs working in the field of IPV. Also, they reported that individual interests of individual organizations need to be separated from the overall policy agenda from the common good in harmonizing the approach towards prevention, protection and treatment.

Taking insights and recommendations of both sector, the possibilities for the improvement of the mutual cooperation are seen in enabling common understanding of IPV as gender related issue that requires intersectional approach and measures. Additionally, the potential for improvement of cooperation is an open and constructive dialogue on the identified obstacles in the cooperation and finding the best transitional solutions at both local service delivery level and policy and decision-making level.

5. 4. Valuing service provision by women's NGOs in terms of financial allocations

Based on the survey results, women's NGOs are primarily if not exclusively financed by the international donors. Very small portion of several women's NGOs total budgets for IPV (from 5% up to maximum 15%) comes from the public budgets. The financing from the public budgets is regulated by public calls announced on yearly basis by the government institutions. The public calls refer to service delivery and prevention activities.

In terms of service delivery, the Law on Protection against Domestic Violence in FBiH stipulates that survivors of IPV can be temporarily taken care of in the safe houses. Bearing in mind that all five safe houses in FBiH are run by women's NGOs and that the Law recognizes NGOs as possible service providers, we can say that this type of cooperation between government institutions and NGOs is "contracting" for service delivery (Brinkerhoff &

Brinkerhoff, 2002). The government institutions of F BiH became aware that they do not have the capacity to deliver services aimed at specific target groups and therefore this form of “cooperation” was legally recognized. However, when it comes to the implementation of the Law i.e. financing of the service provision it is evident that the government institutions do not consistently comply with the provisions of the Law on Protection against Domestic Violence. As it was shown in the previous chapter, the government institutions have not yet developed the Rulebook on criteria for the establishment of safe houses and do not plan funds for the safe houses based on the needs and actual costing analysis. By conducting a simple comparison of the costing analysis undertaken by the NGOs and the budget code of the F BiH aimed at financing of the safe houses, one can see a massive discrepancy between the funds needed just for one safe house and the planned funds in the budget. The anticipated funds in the Federal budget represent roughly 50% of the funds required just for one safe house, and until 2015 there were six safe houses in F BiH that on a yearly basis applied to the Federal Ministry of Social Policy for financing.

Also, two women’s NGOs who participated in the survey reported on amount of funds provided for the safe house at local level by a number of municipalities. This amount on yearly basis ranges up to BAM 40,000 (EUR 20,000), while at the cantonal level funds are provided based on the Protocols signed or by Decision of the Government. The funds range from BAM 20,000 to BAM 55,000 (EUR 10,000 to EUR 22,500). Amount of funds provided by the federal level (Federal Ministry of Social Policy) based on annual public calls on average ranges from BAM 35,000 to BAM 40,000 (EUR 17,500 to EUR 20,000) per organization. Also, for half of the NGO survey participants the challenge is that the funding is insufficient and based on the public calls that do not target identified needs on the ground and specific needs of women survivors. Also, one of the leading challenges for half of the survey participants is a lack of transparency and criteria in allocating funding based on public calls. Especially worrying factor for women’s NGOs who run shelters is that eligible costs for funding of safe house do not include costs of the professional staff.

On a larger scale, the amount planned for the financing of the safe houses within the federal budget code represents just little bit over 1% of the amount of the budget line called

“Transfers to non-profit organization”. However, the majority of the funds from this budget line go to political parties, organizations of science and culture, co-financing of the institutions of social protection as well as for the ex-combatant and war-disabled former soldiers organizations.

The inconsistent implementation of the Law on Domestic Violence by the government institutions in relation to women’s NGOs has a negative impact on survivors of IPV. Survivors of IPV lack access to specialized services. In 2015, two safe houses in Mostar closed their doors for survivors of IPV (Bljesak.info, 2018). One of the Safe houses in Mostar permanently shut down due to lack of funding while the other safe house in Mostar managed with the support by international organizations to re-open the shelter (Bljesak.info, 2018), but its future, as well as the future of the remaining safe houses in the FBiH, remains unsafe.

Also, when it comes to SOS help-line as another specialized service for survivors of IPV it is important to mention that the government institution at the Federal level, has established the SOS help-line which is active 24/7. Based on the Memorandum of Understanding among the institution, five women’s NGOs and social service center, the operation over the line has been transferred to five NGOs and one social service center in the FBiH.

However, based on the answers provided by the government institutions, it is evident that government institutions do not fund women’s NGOs running SOS helpline. Government institutions reported that there are no funds planned or distributed for women’s NGOs and center for social work running the SOS help-line, even though the line was established and is within the authority of the government institutions. Also, government institutions consider that the direct services for survivors such as SOS help-line are financed through women’s NGOs by the international donors.

Gender issues and IPV are not on the priority list of the government institutions which is proved by no existence of costing analysis and insufficient allocations of funds for the specialized services.

CHAPTER 6: CONCLUSION

The objective of the assignment was, firstly, to better understand the existing relationship between the government structures and women's NGOs in the FBiH and, secondly, to produce new knowledge on impacts of this relationship on access to specialized services for survivors of IPV.

Relying on the results and analysis of the study I conclude that the main hypothesis of this study is confirmed. The relationship between the government institutions and women's NGOs in the field of IPV hamper the quality of provision of specialized services for survivors of IPV and implementation of the legislation in the FBiH.

The study showed that the existing relationship of those sectors in the field of IPV in the FBiH is complex, multilayered and continuously changing, and evolving. Absence of the IPV prioritization by the government institutions negatively influences the relationship between women's NGOs and government institutions. The existing relationship is primarily based on "contracting" for service delivery. The government institutions acting as contractors who do not have the capacity to deliver specific services to IPV survivors and women's NGOs acting as suppliers providing specialized services developed for IPV survivors. However, the study shows that there is still need for enhancement of cooperation in terms of "partnership" in working jointly to achieve common social change. Tokenistic gender mainstreaming and domesticizing IPV in the legal framework is still the main obstacle for achieving social change and provision of specialized services that respond the need of survivors of IPV in FBiH.

Due to tokenistic gender mainstreaming and full absence of political prioritization of the IPV issue by the government institutions, I also confirm the auxiliary hypothesis of the study. The existing provision of funding by the government structures to women's NGOs running safe houses constrains access to specialized service for survivors of IPV in the FBiH. The current funding of the women's safe houses is insufficient and not based on the "real" needs. Also, the funding is based on public calls on yearly basis which are announced by the middle of the fiscal year, which leaves the women's NGOs running the safe houses without secured funding at the

beginning of the year. Insufficient and uncertain funding leads to risk of shutting down safe houses, as it already happened in Herzegovina Neretva Canton and it directly results in constraining access to specialized services for survivors of IPV.

Therefore, both government institutions and women's NGOs in the FBiH need to invest additional efforts in enhancing their relationship and cooperation. They need to develop partnership which leads to active implementation of the gender mainstreaming and responding and tackling root causes of IPV through passing and implementing legislation as well as through provision of specialized services.

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Appendices

Appendix A – Questionnaire for women’s nongovernmental organizations

I am conducting a small-scale research within my final paper assignment at the UNU – GEST program in Iceland. The research is aimed at exploring and understanding the relationship between women’s non-governmental organizations and government institutions dealing with the issue of intimate partner violence/domestic violence in order to better understand how to improve service provision and implementation of policies in the field of intimate partner violence.

Therefore, I kindly ask you to answer this questionnaire which has been sent to women’s non-governmental organizations in BiH. Data from the questionnaires will be analyzed both statistically and thematically. All received questionnaires will be kept and archived in accordance with the ethical research and privacy principles set in the [Code of Ethics](#) and [Data Protection Policy](#) of the University of Iceland. All information will be treated as confidential and the responses you provide will be presented in the research report without mentioning names of the participating organizations.

QUESTIONNAIRE

1. Name of your organization: _____

2. Year of the establishment of your organization: _____

3. Geographical area of the work of your organization: _____

4. What are the areas of work/expertise of your organization?

5. Which target groups does the organization works with?

SERVICE PROVISION, PREVENTION AND ADVOCACY

6. Do you provide support services for survivors of intimate partner violence?

YES NO

If yes, please list all the services your organization provides to survivors of intimate partner violence:

7. Do you implement activities/programs aimed at the prevention of intimate partner violence?

YES NO

If yes, please list all the activities/programs your organization implements for the prevention of intimate partner violence:

8. Do you implement advocacy activities/programs aimed at development and adoption of legislation (laws and by-laws) and policies treating intimate partner violence?

YES NO

If yes, please list all the advocacy activities/programs your organization implemented/implements for development and adoption of legislation (laws and by-laws) and policies treating intimate partner violence:

9. What are the key successes in the field of intimate partner violence that your organization accomplished alone or in partnership? (please detail partnership if applicable)

10. What are the main challenges for the work of your organization in the field of intimate partner violence? (please be as detailed as possible and exemplify)

COOPERATION

11. Do you cooperate with government institutions in charge of the issue of intimate partner violence?

YES NO

If no, please explain why you do not cooperate with government institutions:

If yes, please list government institutions you cooperate with and describe the main areas of the cooperation:

12. If you answered the previous question with yes, how would you assess the quality of cooperation with government institutions (please circle one of the values on the scale from 1 to 5. The scale values are as follows: 1 - very bad, 2 - bad, 3 - neither good nor bad, 4 - good and 5 - very good)

1 2 3 4 5

13. Which strategies do you use to establish and maintain cooperation with the government institutions?

14. What are the obstacles, if any, in cooperating with other government institutions?

15. How can cooperation with these government institutions be enhanced?

FUNDING

16. What are the main funding sources for your activities/programs for intimate partner violence? If more than one funding source, please provide on average percentage per source.

17. Do you receive funding for your activities/work from any level of the government budget?

YES NO

If yes, please indicate activities/programs that are supported; by which government level(s); and the amount and time frequency of the support provided:

If no, please explain why your activities are not funded by the government:

18. What are the challenges, if any, in obtaining funding from government institutions for the work in the field of intimate partner violence?

19. How can government institutions better support NGOs working in the field of intimate partner violence?

20. What are the challenges, if any, in obtaining funding from international donors for work in the field of intimate partner violence?

21. How can international donors better support NGOs working in the field of intimate partner violence?

22. Something else that you would like to share which is not covered by the questions above?

Thank you very much.

Appendix B – Questionnaire for government institutions

I am conducting a small-scale research within my final paper assignment at the UNU – GEST program in Iceland. The research is aimed at exploring and understanding the relationship between women’s non-governmental organizations and government institutions dealing with the issue of intimate partner violence/domestic violence in order to better understand how to improve service provision and implementation of policies in the field of intimate partner violence.

Therefore, I kindly ask you to answer this questionnaire which has been sent to government institutions in BiH. Data from the questionnaires will be analyzed both statistically and thematically. All received questionnaires will be kept and archived in accordance with the ethical research and privacy principles set in the [Code of Ethics](#) and [Data Protection Policy](#) of the University of Iceland. All information will be treated as confidential and the responses you provide will be presented in the research report without mentioning names of the participating organizations.

QUESTIONNAIRE

23. Name of the Ministry/ institution: _____

SERVICE PROVISION AND PREVENTION

24. Does your Ministry/institution directly or indirectly provide support services for survivors of intimate partner violence?

YES NO

If yes, please list all the services your Ministry/institution provides, directly or indirectly, to survivors of intimate partner violence:

25. Does your Ministry/institution directly or indirectly implement activities/programs aimed at the prevention of intimate partner violence?

YES NO

If yes, please list all the activities/programs your Ministry/institution implements for the prevention of intimate partner violence:

26. What are the key successes in the field of intimate partner violence that your Ministry/institution accomplished alone or in partnership? (please detail partnership if applicable)

27. What are the main challenges for the work of your Ministry/institution in the field of intimate partner violence? (please be as detailed as possible and exemplify)

WOMEN'S NGO'S

28. Are you familiar with any of women's nongovernmental organizations that provide direct services or implement prevention programs in the field of intimate partner violence?

YES NO

If yes, please list the names of the organizations that you are familiar with:

29. Are you familiar with key accomplishments of women's nongovernmental organizations working in the field of intimate partner violence?

YES NO

If yes, please list the accomplishments you are familiar with:

COOPERATION

30. Does your Ministry/institution cooperate, directly or indirectly, with women's non-governmental organizations that work on issues of intimate partner violence?

YES NO

If no, please explain why not:

If yes, please list the NGOs you cooperate with and describe the main areas of the cooperation:

31. How does your Ministry/institution select which nongovernmental organizations to work with? What are the criteria?

32. If you answered yes to question no 8, how would you assess the quality of cooperation with women's nongovernmental organizations (please circle one of the values on the scale from 1 to 5. The scale values are as follows: 1 - very bad, 2 - bad, 3 - neither good nor bad, 4 - good and 5 - very good):

1 2 3 4 5

33. What are the challenges, if any in cooperating with women's nongovernmental organizations working on the issues of intimate partner violence?

34. How can cooperation with the women's nongovernmental organizations be enhanced? If so in what way?

FUNDING

35. Does your Ministry/institution provide, directly or indirectly, funding for women’s nongovernmental organisations to carry out service provision for survivors of intimate partner violence; and/or and prevention activities on intimate partner violence?

YES NO

If yes, please list services and/or activities/programs that your Ministry/institution supports and in which amount?

If no, please explain reasons for that:

36. Does your Ministry/institution provide, directly or indirectly, funding for safe houses for survivors of intimate partner violence?

YES NO

If yes, please state the annual amount and explain the procedure and criteria for the allocation of funding:

If no, please explain reasons for that:

37. Does your competent Ministry/institution provide, directly or indirectly, funding for SOS help-line(s) for survivors of intimate partner violence?

YES NO

If yes, please state the annual amount and explain the procedure and criteria for the allocation of funding:

If no, please explain reasons for that:

38. Something else that you would like to share and that is not covered by the questions above?

Thank you very much.