

**UN Action against Sexual Violence  
MPTF OFFICE GENERIC FINAL PROGRAMME<sup>1</sup> NARRATIVE REPORT  
REPORTING PERIOD: FROM 11.2010 TO 06.2013**

<p align="center"><b>Programme Title &amp; Project Number</b></p> <ul style="list-style-type: none"> <li>Programme Title: Strengthening Accountability for Crimes of Sexual Violence in the Balkans Developing a BiH Strategy and Strengthening Response to Sexual Violence in the Balkans</li> <li>Programme Number (if applicable): UNA-014</li> <li>MPTF Office Project Reference Number:<sup>3</sup> 00076683</li> </ul>	<p align="center"><b>Country, Locality(s), Priority Area(s) / Strategic Results<sup>2</sup></b></p> <p><i>Bosnia and Herzegovina/Balkans</i></p>
<p align="center"><b>Participating Organization(s)</b></p> <ul style="list-style-type: none"> <li>United Nations Population Fund</li> </ul>	<p align="center"><b>Implementing Partners</b></p> <ul style="list-style-type: none"> <li>National counterparts (government, private, NGOs &amp; others) and other International Organizations</li> </ul>
<p align="center"><b>Programme/Project Cost (US\$)</b></p> <p>Total approved budget as per project document: 245,469 USD MPTF /JP Contribution<sup>4</sup>:</p> <ul style="list-style-type: none"> <li>N/a</li> </ul> <p>Agency Contribution</p> <ul style="list-style-type: none"> <li>N/a</li> </ul> <p>Government Contribution</p> <p>N/a</p> <p>Other Contributions (donors)</p> <p>N/a</p> <p><b>TOTAL:</b></p>	<p align="center"><b>Programme Duration</b></p> <p>Overall Duration (months): 32 months Start Date<sup>5</sup> (dd.mm.yyyy): 11 Nov 2010</p> <p>Original End Date<sup>6</sup> (dd.mm.yyyy): 31 March 2012 Actual End date<sup>7</sup> (dd.mm.yyyy): 30 June 2013</p> <p>Have agency(ies) operationally closed the Programme in its(their) system? <span style="float:right"><b>No</b></span></p> <p>Expected Financial Closure date<sup>8</sup>: 30 June 2014</p>
<p align="center"><b>Programme Assessment/Review/Mid-Term Eval.</b></p> <p>Evaluation Completed</p> <p><input type="checkbox"/> Yes    <input checked="" type="checkbox"/> No    Date: dd.mm.yyyy</p> <p>Evaluation Report - Attached</p> <p><input type="checkbox"/> Yes    <input checked="" type="checkbox"/> No    Date: dd.mm.yyyy</p>	<p align="center"><b>Report Submitted By</b></p> <ul style="list-style-type: none"> <li>Name: Nela Porobic Isakovic, UNFPA GBV Programme Officer</li> <li>Participating Organization (Lead): UNFPA</li> <li>Email address: <a href="mailto:dalijagic@unfpa.ba">dalijagic@unfpa.ba</a> (As Ms Porobic Isakovic is no longer with UNFPA)</li> </ul>

<sup>1</sup> The term “programme” is used for programmes, joint programmes and projects.  
<sup>2</sup> Strategic Results, as formulated in the Strategic UN Planning Framework (e.g. UNDAF) or project document;  
<sup>3</sup> The MPTF Office Project Reference Number is the same number as the one on the Notification message. It is also referred to as “Project ID” on the project’s factsheet page on the [MPTF Office GATEWAY](#).  
<sup>4</sup> The MPTF/JP Contribution is the amount transferred to the Participating UN Organizations – see [MPTF Office GATEWAY](#)  
<sup>5</sup> The start date is the date of the first transfer of the funds from the MPTF Office as Administrative Agent. Transfer date is available on the [MPTF Office GATEWAY](#)  
<sup>6</sup> As per approval of the original project document by the relevant decision-making body/Steering Committee.  
<sup>7</sup> If there has been an extension, then the revised, approved end date should be reflected here. If there has been no extension approved, then the current end date is the same as the original end date. The end date is the same as the operational closure date which is when all activities for which a Participating Organization is responsible under an approved MPTF / JP have been completed. As per the MOU, agencies are to notify the MPTF Office when a programme completes its operational activities. Please see [MPTF Office Closure Guidelines](#).  
<sup>8</sup> Financial Closure requires the return of unspent balances and submission of the [Certified Final Financial Statement and Report](#).

## **FINAL PROGRAMME REPORT FORMAT**

### **EXECUTIVE SUMMARY**

Bosnia and Herzegovina (BiH) witnessed mass rapes, sexual torture, sexual slavery and other forms of sexual violence directed against women, men and children during the war in 1992 – 1995. The war resulted in an estimated 20,000 rape victims from all ethnic groups, and an unknown number of children conceived by violence. Several hundred men were also subjected to sexual violence, including sexual assaults and castrations, primarily in detention settings. The legal framework of Bosnia and Herzegovina has not dealt with the survivors of conflict related sexual violence in an adequate manner nor have any activities aimed at alleviating the trauma for survivors been put in place. This has been pointed out by several UN bodies<sup>9</sup>, as well as a number of UN experts.<sup>10</sup> General public interest, as well as overall social status of the survivors of these crimes is at dissatisfactory level. The phenomenon of conflict related sexual violence is still perceived as a private matter, even though it is formally recognized as a public problem and a human rights issue. Despite the progress BiH has made in terms of advancing human rights and gender equality, the women survivors of conflict related sexual violence are still not sufficiently protected, and some of the rights guaranteed by BiH laws are not fully respected.

In 2010 UNFPA formalized its partnership up with the Ministry of Human Rights and Refugees (MHRR) in order to develop a comprehensive programme for improved access to services to victims of conflict related sexual violence. However, in a political context such as BiH any activities that include victims of the 1992-1995 war demand high political sensitivity and ability to maneuver within the complex and decentralized structure of the state, where competences are divided between central government and two entities, and ten cantons while the international human rights law bestows responsibility for guarantee of rights upon the State which in the case of BiH has little de jure or de facto authority over the entities/cantons in this regard.

Through this project UNFPA supported its implementing partner MHRR in the drafting process of a comprehensive Programme for Victims of Wartime Rape, Sexual Abuse and Torture, and Their Families (henceforth the Programme) in order to create a policy framework for the BiH state, its entities and the cantons for adequate treatment of victims of SV in BiH. This central activity of the project was coupled with strong advocacy activities in order to raise the issue of sexual violence to the attention of both policy makers and the general public. The activities implemented through this project were groundbreaking, as at the time of the commencement of the project sexual violence in conflict was considered a difficult subject to deal with amongst the international community. The Programme is the first document of its kind that comprehensively looks at the problems faced by the many survivors of sexual violence during the war 1992 – 1995 and proposes a set of holistic approaches towards alleviation of them.

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<sup>9</sup> The Committee on the Elimination of Discrimination against Women; the Committee on Economic, Social and Cultural Rights; UN Human Rights Council; UN Committee on the Prevention of Torture.

<sup>10</sup> UN Special Rapporteur on Violence against Women, its Causes and Consequences; Special Representative of the General Secretary for Sexual Violence in Conflict.

## **I. Purpose**

The overall goal of the project was to develop a framework that would on the one hand propose solutions for harmonization of the legal provisions in regards to victims of sexual violence (VSV) and on the other enhance the service provision for the survivors of sexual violence (SV).

### **Compliance with UN Action's Strategic Framework**

This project contributes to the intensification of advocacy efforts but in particular to the achievement of Pillar A, Objective 1: Provide **strategic and catalytic support to at least 5 UN Country Teams and Peacekeeping Operations** to help develop, or advance the implementation of, joint Government-UN Comprehensive Strategies to Combat Sexual Violence (OP23 of SCR1888).

Furthermore, this project supported the achievement of the **UNDAF Agency outcome 4.4: Security Sector** and law enforcement sector agencies integrate gender equality issues and mainstream gender into their policies and protocols, including those on gender-based violence.

## **II. Assessment of Programme Results**

### **Output 1.1: Provide catalytic support at the country level to develop a BiH Strategy to address sexual violence in post-conflict Bosnia and Herzegovina.**

The Ministry of Human Rights and Refugees (MHRR), with financial and technical support from UNFPA, formed an inter-agency Expert Team (ET) for development of the Programme. Throughout 2010-2012 the ET worked on finalization of the draft Programme using a carefully designed methodology in order to ensure an inclusive and transparent process and participation from all key actors – representatives of the legislative and executive powers from all the levels and all administrative entities, health sector, the justice sector, victim associations and the civil society. During the development of the Programme twelve consultative meetings and two focus group meetings were organized throughout Bosnia and Herzegovina in order to properly inform the ET about the problems and issues faced by the survivors. The final draft of the Programme was finalized by the end of 2012 and contains four key segments for improvement of the status of survivors of conflict related sexual violence: 1) ensuring legal and psychological support to victims that are now witnesses in war crime cases; 2) strengthening capacities of service providers; 3) sensitizing the general public; and 4) building partnership between the governmental and non-governmental sector (please see annex I). The Programme was unanimously endorsed by the final round table organized as part of the public discussion procedure in December 2012. In addition to the Programme the ET worked on a draft generic Protocol for Cooperation whose main purpose is to operationalize the service-provision aspects of the Programme. The intention is to have key service providers and government institutions at the local level sign the Protocols and thus create referral mechanisms. Through referral mechanisms different local level institutions and organization would fulfill their obligation to protect and promote human rights of victims of violence by ensuring that the right service is provided on time and by the adequate institution, in accordance to the specific need of a particular victim.

The draft Programme needs to be adopted by the state-level government. However, before such adoption can take place the entity level governments need to endorse the draft. The “political” endorsement of the draft document is however slowed down by the recent government crises taking place in both entities (at the time of the submission of the Programme to the entity governments, both entity governments resigned and new governments were formed delaying the review process – to this date that has not been finalized yet).

The work on the Programme was complemented by our advocacy efforts. In 2010 UNFPA launched an informative campaign called *S.O.S. Sound of Silence* that targeted public awareness on the status of the women victims of sexual violence during the war. The campaign included a production of a UN

documentary *21st Century Bosnia: Legacy of Rape in 2010*.<sup>11</sup> The documentary was broadcasted on CNN and BBC and was seen by an audience of closely 6 million people around the world. It was screened on several festivals and received nominations for numerous awards. The campaign also included putting up a photo exhibition in Sarajevo, Istanbul, New York, Munich and Brussels capturing the lives and the plight of the women survivors in their quest to attain their human rights. These and many other photos will be presented through a monograph, first of its kind, both internationally and locally. While the funding for the photographer and the photos came from UN Action, additional funding for design and printing of the photo monograph was ensured from the Norwegian Embassy. The purpose of the monograph is two-fold. It will provide (visual) insight into the realities of the survivors of conflict related sexual violence as well as reinforces the advocacy efforts in eliminating stigma based on lack of information and understanding, and assist in mobilizing political and financial support in strengthening institutional response to this issue. The finalization of the monograph is expected in September 2013.

UNFPA also supported a representative of women survivors of SV, Ms. Enisa Salcinovic, to participate at three high profile events:

- At the side event of 55th Session of the Commission on the Status of Women in New York on 2nd of March 2011. The event was organized by the UN Secretary General's Campaign UNiTE to End Violence against Women with sponsorship of the Permanent Mission of Bosnia and Herzegovina to the United Nations, which served also as a non-permanent member on the UN Security Council.
- At a conference "Gender and Security, Case of Bosnia and Herzegovina" in Brussels on commemorating the 10th anniversary of SCR 1325, organised by the Hungarian Mission to the EU. The conference took place on June 1st, 2011 and gathering approximately 60 participants including representatives of EUFOR, NATO, EUPM, UN Women, UNFPA, BiH Government representatives, CSOs, Representative of the Office of the UN SRSG for conflict related sexual violence, the Hungarian Presidency to the CoEU etc.
- At the conference "No to Domestic Violence" in Istanbul organized by UNFPA in Turkey and Hürriyet Newspaper at Bahçeşehir Üniversitesi on 25 November 2011.

During 2012 an Advocacy Strategy for conflict related sexual violence was developed for a three year period proposing a set of activities that can be further developed and implemented when funding is available, or can be used for development of a follow up project (please see annex II).

### **Output 1.2: Review of the obstacles within BiH justice sector and services that are currently being provided (to better inform the BiH strategy) and support the development of Municipal Action Plans.**

In May 2012 a state-wide needs assessment of key service providers and policy makers relevant for conflict related sexual violence was conducted and analysis and recommendations were used to further inform the drafting of the Programme. For the survey, 112 local level institutions and 26 NGOs throughout BiH were surveyed.

While waiting for the state and entity level governments to endorse the Programme UNFPA worked closely with the representatives of the Ministry of Human Rights and Refugees to identify pilot locations for development of Local Municipal Action Plans. It was impossible to finalize the process of development of Local Municipal Action Plans as they are dependent on adoption of the Programme. This forced the MHRR and UNFPA from development of Local Municipal Action Plans to identifying key stakeholders in selected pilot locations, holding initial meetings with them, and planning for a needs assessment exercise to be conducted once the buy-in from the state government was ensured, as a first step towards development of Local Municipal Action Plans. By the time of the closer of the project the buy in from the state government has not yet been ensured.

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<sup>11</sup> The documentary can be watch at <http://www.youtube.com/watch?v=hclz6LAZSsI>

### **Strategy Output 1.3 Revive and support regional women's networking and global advocacy for implementation of SC1820/1888/1960**

A conference titled *Ensuring justice, reparations and rehabilitation for victims of conflict related sexual violence* was held on 5-6 September in Sarajevo with over 100 participants coming from Bosnia and Herzegovina, Croatia, Kosovo and Serbia. The evaluation of the conference show that it was highly successful and several recommendations that emerged at the conference provide a good basis for UNFPAs and MHRRs further work:

- The number of war crime cases involving sexual violence that have been prosecuted remain extremely low – at the same time fight against impunity remains on top of the priority list for the victims;
- The victims of conflict related sexual violence remain socially and economically marginalized –none of the countries in the region (Croatia, Kosova, Serbia, BiH) have comprehensive reparations programmes, housing politics, educational support or alike;
- Complicated legal frameworks, or complete absence of rights for victims of wartime rape, impede access to affordable health and mental care – at the same time unhealed war traumas are intensifying leading to deterioration of survivors' health and general wellbeing;
- State services for survivors of conflict related sexual violence have thus far remained mostly absent – in the meantime NGOs have stepped in and played an important role in assisting the victims

*For full report from the conference please see annex III.*

The conference resulted in two follow up events. Ms. Emine Bozkurt, MP at the European Parliament who attended the conference invited UNFPA and the MHRR to hold a briefing for the informal group of MPs at the European Parliament called Friends of Bosnia. Subsequently, in December 2012 UNFPA and MHRR representatives co-organized a meeting with the Chair of the informal group *Friends of Bosnia and Herzegovina* at European Parliament in Brussels, Ms. Emine Bozkurt. The group gathered different Members of the Parliament and other relevant stakeholders around issues relevant for accession of Bosnia into the European Union. The purpose of the meeting was to present to the members of the Friends of Bosnia and other EU institutions and independent organizations working with EU institutions the issues and problems faced by the survivors of conflict related sexual violence; to present the draft Programme and mobilize political support for its adoption and implementation; and to advocate at the EU level for the need to resolve this matter in such a way that the human rights of the survivors are fulfilled in line with international obligations of BiH.

The second event emerging from the conference was a meeting between women organizations and the UN SR on Violence against Women, Ms, Rashida Manjoo. Ms. Manjoo was one of the key note speakers at the conference and since her official visit to the country was coming up it was agreed that a side event to her visit could be beneficial for the women activist. The meeting was organized in cooperation with UN Women with the aim of looking at the BiH experiences and prospects in terms of working on women empowerment from divers set of angels (political, economical, social etc.) against different global experiences.

In terms of regional networking and global advocacy UNFPA, together with UN Women, Women's International League for Peace and Freedom, TRIAL, and other international organizations have been discussing the need for establishment of a resource centre with focus on political, economic, and social rights of women. As envisioned the resource centre would be an independent, specialist body to monitor and advocate for strengthening the rights of women, be a regional knowledge and resource centre, provide expertise in this field both to decision makers and NGOs and act as facilitator of a regional women's network. Throughout 2012 two joint round tables were organized in order to discuss how to proceed with establishment of the resource centre, what should be the main focus of its work, and what are the

expectations of the CSOs working on the implementation of UN SCR 1325. In cooperation with UNFPA and with our financial support WILPF also conducted an in-depth research among NGOs by canvassing input from BiH civil society organizations (particularly women's organizations), academic community, legal professional and governmental institutions on the formation of the institute.

**ii) Indicator Based Performance Assessment:**

	<b><u>Achieved</u> Indicator Targets</b>	<b>Reasons for Variance with Planned Target (if any)</b>	<b>Source of Verification</b>
<b>GOAL - Develop a BiH strategy to enhance services for survivors of sexual violence in post-conflict Balkans.</b>			
<p><b>Output 1.1</b> Provide catalytic support at the country level to develop a BiH Strategy to address sexual violence in post-conflict Balkans</p> <p><b>Indicator 1.1.1</b> Strategy for improving the status of women victims of sexual violence during the war time finalized and submitted for adoption</p> <p><b>Baseline:</b> No strategy for victims of s sexual violence exists</p> <p><b>Planned Target:</b> Programme completed by September 2012 and submitted to the BiH Council of Ministers for adoption;</p> <p>Identification of current capacities and gaps in the country by March 2012;</p> <p>Provision of technical support to the Ministry of Human Rights and Refugees will be provided by UNFPA (throughout project life cycle)</p>	<p>Programme completed in December 2012 and submitted to the entity governments for endorsement;</p> <p>Identification of current capacities and gaps in the country by March 2012 finalized;</p> <p>The MHRR supported financial and technically throughout the project</p>	<p>The draft Programme is still in the phase of endorsement. The submission to the Council of Ministers can not happen before entity government endorse it, and this has not happened yet.</p>	<p>The draft Programme for the Victims of Wartime Rape, Sexual Abuse and Torture in BiH;</p> <p>MHRR monthly, quarterly and final reports;</p> <p>Minutes from the consultation meetings.</p>

<p><b>Output 1.2</b> Review of obstacles justice and services (to better inform the BiH strategy) and support the development of Municipal Action Plans</p> <p><b>Indicator 1.2.1:</b> Local Action plans developed and adopted</p> <p><b>Baseline:</b> No local Action plans exist</p> <p><b>Planned Target:</b> At least 8 local action plans drafted by September 2012</p>	<p>0 local action plans drafted by September 2012</p>	<p>While waiting for the state and entity level governments to endorse the Programme UNFPA worked closely with the representatives of the Ministry of Human Rights and Refugees to identify pilot locations for development of Local Municipal Action Plans. It was impossible to finalize the process of development of Local Municipal Action Plans as they are dependent on adoption of the Programme. This forced the MHRR and UNFPA from development of Local Municipal Action Plans to identifying key stakeholders in selected pilot locations, holding initial meetings with them, and planning for a needs assessment exercise to be conducted once the buy-in from the state government was ensured, as a first step towards development of Local Municipal Action Plans. By the time of the closer of the project the buy in from the state government has not yet been ensured.</p>	<p>MHRR reports</p>
<p><b>Output 1.3</b> Revive and support regional women’s networking and global advocacy for implementation of SC1820/1888/1960</p> <p><b>Indicator 1.3.1:</b> Clearly identified recommendations on way forward in regards to regional networking and advocacy</p> <p><b>Baseline:</b> No regional network exists but the visit of the SRSG on SV in 2010 to Bosnia has rekindled bonds and opportunities for collaboration</p> <p><b>Planned Target:</b> Advocacy plan for improvement of the status of women and men survivors of sexual and gender based violence completed by the end of February</p>	<p>Advocacy plan completed.</p> <p>Regional conference organized.</p>	<p>No variations.</p>	<p>Advocacy plan</p> <p>Conference report</p>

2012

Regional Conference and/or workshops  
organized by May 2012;

### iii) Evaluation, Best Practices and Lessons Learned

#### Evaluation

No project evaluation has been conducted, nor planned in the project document. The reasoning for it is that this project is focused on development of the Programme, which provides a framework for provision of services to VSV. However, it does not foresee the actual provision of services, nor provides funding for the implementation of the Programme. The Programme and the subsequent service provision, as suggested in the Programme itself, create a whole, and it would be advisable to conduct an evaluation once the service provision takes place.

#### Operational constraints

This project started in November 2010, but the employment of the Project Officer was finalized only in November 2011 which severely pushed back all the expected deadlines and resulted in two requests for a no-cost extension. The first one was submitted in December 2011, in order to be able to finalized the set targets, and the second one in December 2012.

The international human rights law bestows responsibility for guarantee of rights upon States but in the case of BiH central authority has little *de jure* or *de facto* authority over the entities/cantons. So, while on the one hand the MHRR was a natural partner for this endeavor realistically the division of competencies in the country, and politicization of the issue, demanded ability to maneuver within the complex and decentralized structure of the state. Undoubtedly this has influenced the project throughout the implementation period, many times slowing down or delaying planned activities. From the beginning it was intended that the drafting and adoption of the Programme would spark the second phase of the project, namely development of municipal action plans for implementation of the Programme. However, due to different political crises in the country which delayed the drafting of the Programme, and unwillingness on the part of the executive political power to review and adopt the Programme the strategy used for implementation of this project was revised, and the MHRR (the main drafter) in coordination with UNFPA started looking into possibilities of drafting and adopting local municipal action plans without having the Programme formally adopted by the state level. While waiting for the state and entity level governments to endorse the Programme UNFPA, in accordance to the changed strategy started working closely with the representatives of the Ministry of Human Rights and Refugees to identify pilot locations for signing of the pilot Protocols for Cooperation and development of Local Municipal Action Plans. This process was slowed down by the lack of state and entity level political endorsement of the Programme forcing the UNFPA and the MHRR to shift the focus from pushing for signing and implementation of the Programme and Protocol to identifying key stakeholders in selected pilot locations, holding initial meetings with them, and planning for a needs assessment exercise to be conducted once the buy-in from the state level was ensured. This process has shown the difficulty in working on such a sensitive issue and the need for a more lengthy consultation process with policy makers (from all levels) in order to be obtain their endorsement. The issue of SV is also part of larger transitional justice processes that have been lengthy and thus far, unfruitful.

#### Lessons learned

- Complex political environment and the decentralized character of the state tend to slow down the processes in terms of developing state level programmes, so careful approach towards entity level governments needs to be adopted as their support is crucial in terms of adoption and implementation of the Programme; The mandate of the implementing partner in this project, the Ministry of Human Rights and Refugees, is based on coordination with entity level ministries and promotion of human

rights standards which means the policy frameworks developed by this Ministry are not mandatory and require involvement of broad spectra of other government authorities;

- Due to the high level of stigma attached upon the survivors of conflict related sexual crimes constant advocacy efforts towards policy makers and the general public are required in order to ensure full understanding of severity of the problems as well as international obligations of the state to deal with these issues. In addition, advocacy efforts need also to be targeting the victims themselves in order to ensure that the activities that are being implemented reach the indented beneficiaries; the use of consultation at the local level, with local level actors, proved to be a good practice in terms of anchoring the solution proposed in the programme with the local level institution but also for reaching out to intended beneficiaries.

## **ABBREVIATIONS**

BiH	Bosnia and Herzegovina
MHRR	Ministry of Human Rights and Refugees
SV	Sexual Violence
VSV	Victims of Sexual Violence
ET	Expert Team
MP	Member of the Parliament
UN SR	United Nations Special Rapportour
TRIAL	Track Impunity Always