



Technical Assistance for
Civil Society Organisations



This project is funded
by the European Union.

Technical Assistance to Civil Society Organisations in the IPA Countries TACSO

EuropeAid/127427/C/SER/Multi/5

BOSNIA & HERZEGOVINA

NEEDS ASSESSMENT REPORT

Sarajevo
4 January 2010

TACSO Bosnia and Herzegovina Office • Višegradska 26 • 71000 Sarajevo
tel: + 387 33 54 63 51 • e-mail: info.ba@tacso.org

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INTRODUCTION

This study is one of eight country assessments of civil society capacities conducted as a preliminary activity within the EC-funded project Technical Assistance to Civil Society Organisations (TACSO) in the IPA Countries (EuropeAid/127427/C/SER/Multi/5), implemented by SIPU International, during the period August 2009 – July 2011. The aim of the study is to provide a comprehensive assessment of civil society in Bosnia and Herzegovina and the environment that it works in, including its strengths and weaknesses, and its impacts to date and the challenges it faces to its further development. The study is based upon a combination of desk research embracing all relevant documentation, including legal and financial legislation applicable to civil society, previous civil society mappings and evaluations, situation analyses, policy documents and country-specific academic literature, and a consultative stakeholder analysis carried out by means of focus groups, interviews and questionnaire surveys with civil society organisations (CSOs), government actors, donor organisations and other institutional players. The study is an integral part of the project inception and it provides the premise for the majority of other project activities by serving as the basis of the development of regional as well as national work plans to be implemented during the project's duration.

In line with the project's Terms of Reference and SIPU's technical proposal, the study understands civil society in the following two complementary ways:

1. All organisational structures whose members have objectives and responsibilities that are of general interest and who also act as mediators between the public authorities and citizens. This definition clearly emphasises the associational character of civil society, while also accentuating its representational role. Civil society would include a variety of organisational types, including, NGOs, mass movements, cooperatives, professional associations, cultural and religious groups, trades unions and grassroots community groups (CBOs), etc.
2. A space for views, policies and action supportive of alternatives to those promoted by government and the private sector. This definition places the emphasis on social inclusion, social and political pluralism and the rights of expression in developing a participatory democracy.

The paper is composed of four sections:

- Section one provides an analysis of the civil society environment, including the legal framework governing CSOs and their work, the current donor opportunities and other sources of civil society funding, the government mechanisms for cooperation with and support of civil society and the policy framework determining government-civil society relations and public perceptions and support for civil society and its activities.
- Section two gives an overview of the main features of civil society: the types of organisation represented and their key organisational characteristics, the types of activity they carry out and their main sectoral interests, their geographical distribution and way they are structured within an overall civil society architecture. CSOs are assessed according to their technical, organisational and institutional capacities, including human resources and technical skills, strategic strengths, analytical capabilities, external relations with other actors including other CSOs, government and the community, and material and financial stability and resilience.

- Section three summarises the main achievements of civil society to date, noting key milestone achievements and broader social impacts, and also identifies shortfalls in civil society performance in need of strengthening and further development.
- Section four sums up the most important institutional and organisational capacity needs of civil society in the country and identifies key strategic issues for the implementation of the project. By way of conclusion, recommendations are made for both the project’s regional work plan and country-specific work plan.

1. THE CIVIL SOCIETY ENVIRONMENT

1.1 Legal framework – an analysis of relevant law and financial regulations

Bosnia and Herzegovina’s (BiH) complex political and administrative structure shapes the legal and financial environment in which civil society operates, considerably complicating an understanding of the whole and sometimes creating a degree of bureaucratic complication for CSOs operating in more than one area of the country or seeking to register in different regions (as is allowed under the law), so that they can operate more widely throughout the country.

Nominally a unitary state, with a single canon of legal and financial regulations established by a central-level Parliament and managed by a modestly sized public administration, BiH is composed of two powerful federal units, or “entities,” (the Federation of BiH - FBiH and the Republika Srpska - RS), which between them hold the lion’s share of political authority and administrative capacity in the country.¹ In addition, a small multi-ethnic area, Brčko, is designated as a special District, with an administrative and legislative apparatus independent from the entities. The Federation is further divided into 10 administrative units or Cantons to which considerable administrative authority and competences are devolved. Consequently, while there is a body of law established at the state level governing civil society, which provides the basic legal framework, separate regulations exist at the level of both entities and Brčko District. By and large, the overall body of law and financial regulations concerning civil society at the state and entity levels is harmonised, but subtle differences between the two sets of regulations within the entities create differing operating conditions for CSOs, depending on where they are registered and where they are working.

The legal framework is broadly encouraging and is in accordance with general international standards and practice. There are however, a number of obstacles to its full implementation, particularly in regard to registration at the state level.

Financial incentives provided by the state, tax exemptions to CSOs and incentives for charitable giving to the non-profit sectors are considered insufficient.

Laws on Associations and Foundations

The current framework was established in 2001, when the state Law on Associations and Foundations² was adopted, which was then followed by the adoption of complementary laws

¹ Annex IV of the Dayton Peace Agreement (1995) comprises BiH’s key constitutional text. Under its terms the State was accorded very few powers, with key areas of national life such as economic development, the rule of law and social policy being devolved to the entities. Over time, the State has begun to play a larger role in all these areas, but *formally* its powers remain restricted to foreign affairs, monetary policy and inter-ethnic relations, with entities and cantons responsible for many key areas of governance, such as social policy, education, culture and the environment.

² The state law received certain amendments in both 2003 and 2008.

within both entities.³ The law effectively defines civil society as a fairly restricted category comprising just citizens associations and foundations, which are, however, free to pursue a wide range of undetermined not-for-profit activities. Formally, trades unions and CSO umbrella organisations are able to register under the three laws on associations and foundations, but at the state level, these two categories are often not recognised. An amendment to the state-level law in 2008 was enacted in order to clarify the situation and ease registration (and also simplify the registration process for all CSOs). However, both national-level trades unions and umbrellas continue to be impeded in trying to gain recognition by the seemingly obscure and arbitrary working of the state-level registration authority, the Ministry of Justice.⁴

Associations. The Law defines an association as a not-for-profit membership organization established by a minimum of 3 natural (citizens or those resident in BiH) or legal persons (in any combination) to further a common interest or public interest.

Foundations. The Law defines a foundation as a not-for-profit organization without members, intended to manage specific property for the public benefit or for charitable purposes. A single person or legal entity is sufficient to establish a foundation, but its governing board must consist of a minimum of three members.

Neither an association nor a foundation may support or fundraise for a political party or candidates, or engage in political electioneering.

Associations and foundations are free to carry out economic activities whose purpose is the pursuit of its stated goals. An association and a foundation may undertake economic activities which are not directly related to the achievement of its goals only by establishing a separate commercial legal entity; in such a case the total profit from unrelated activities must not exceed one third of the organisations total annual *budget*, or 10,000 KM (approx. 5,000 EUR), whichever amount is higher. In addition, profit generated from unrelated economic activities can only be used for furthering the stated purpose of the organisation.

Registration

Any CSO in BiH can choose to register at the state level, which gives it the authority to operate anywhere in the country, regardless of where the registered office of the organisation is located.⁵ Equally, a CSO may register solely within its own entity. Formally, registration at the entity level can hinder activities in the other entity, particularly if the CSO is involved in employing people in the other entity (owing to problems with different tax authorities). A CSO can also register at both the state and entity level.⁶

³ Law of Associations and Foundations of Republika Srpska, October 2001; Law of Associations and Foundations of the Federation of BiH, 2002.

⁴ During 2008 and 2009 there have been two high-profile cases of the Ministry of Justice's unwillingness to register state-level trades unions and CSO umbrellas. 1. In 2008 the Roma Council, a national representative body registered in the FBiH came under informal political pressure to limit its mandate to the Federation only, as there is also a similar body, the Savez Roma RS, representing Roma in the RS. Accordingly, members of both these bodies have formed a state-level umbrella or Savez.Roma BiH to combine the strengths and interests of both entity-level bodies. The state Ministry of Justice has however, made a number of obscure objections to the registration of the new national Roma council and progress is currently blocked, after more than a year (Sterland 2009).

2. The national trades union confederation in BiH (SSSBIH) has been blocked from registering at the state level since 2002. Regardless of the 2008 amendments, the SSSBIH remains unregistered in BiH, leaving it in a position where any formal agreements it might enter into with employers may be challenged as legally not binding.

⁵ It is in theory possible to get this status without registering at the state level, but on occasion the entity administrations in which the CSO is not registered have put up barriers to this kind of thing.

⁶ A CSO can also register in both entities if it has premises in both which can serve as the organisation's registered offices.

Registration carries with it the right to receive public funding from the administration where the CSO registers. State budgets for funding CSOs are much lower than those of the entities, so for this reason, but also because the entities officially do not recognise the state-level registration process, CSOs will generally register only within their own entity.⁷

Registration is conducted in different ways in the two entities, but in both cases it appears a relatively straightforward and quick process. In FBiH, registration of associations takes place in either the cantons at the entity Ministry of Justice, while foundations can register only at the Ministry. In both cases registration takes no more than 30 days. In the RS both associations and foundations register at one the four district courts, depending on where the organisation is located. Here registration is completed within 15 days.

At the state level, however, registration continues to be a frustratingly complicated, drawn-out process, lacking transparency and redress against the occasional negative decision. Officially, registration lasts 30 days, but Ministry of Justice officials admit that 50-60 days is more usual. However, other assessments have noted that in reality the process is much more likely to take from between 6 months and 1 year (USAID 2008). CSOs also encounter similar delays if they have to make minor changes to their statute (such as, registering a change of address, or membership of governing bodies), which appear to be the result of low staff capacity and inefficiency rather than flaws in the administrative procedure itself (USAID 2009).

Institutions

Under the laws on associations and foundations, public-private partnership organisations cannot be registered as CSOs. However, a Law on Institutions (from 1995) allows for the operation of these kinds of organisation, which can in effect operate as CSOs. Few “NGOs” are registered in this way, but a notable example of an institute which is an active member of BiH’s civil society is the human rights institution “Independent” from Zenica.

Public Benefit status

The state Law on Associations and Foundations of BiH provides the opportunity for a registered CSO to gain the status of a Public Benefit organisation if its activities are in the public interest and do not serve only the purposes of its membership. Public benefit relates to activities in a wide range of social fields including, health, education, science, social protection, civil society, human rights and minority rights, assistance to the poor and socially endangered, assistance to the invalids, children and older persons, environmental protection, tolerance, culture, amateur sports, religious freedoms, assistance to the victims of natural disasters and other similar aims. Public benefit status is conferred on a CSO by the ministry most relevant to the organisation’s field of operation, but the process is not carried out according to clear criteria and transparent procedures. In theory, public benefit status qualifies an organisation for certain tax exemptions and financial incentives from the state, but these concessions are not defined in law and in practice it is not clear how the status provides tangible benefits to the organisation.

Voluntarism

In the country as a whole, there is no legal framework defining the respective rights and responsibilities of volunteer and volunteer-involving organisation. In 2007, an initiative to draft and adopt a law on voluntarism at the state level, the result of two years’ negotiations between civil society and government through a working group chaired by the International Centre for Not-

⁷ In 2007 it was observed that there were still only around 200 CSOs registered at the state level from an estimated total of well over 7,000 (USAID 2008)

for-profit Law (Budapest), eventually came to nothing. However, in July 2008, the Assembly of Republika Srpska did adopt a Law on Volunteering, after considerable lobbying from a CSO coalition led by the RS Youth Volunteer Centre, which sets down the basic parameters for regulating voluntary work which will entitle the volunteer to work-related social entitlements.⁸ A similar law for the FBiH has been drafted, but no action has been taken regarding its adoption.

Tax incentives

CSOs are exempt from paying tax on donations, grants, membership fees and also any profits from economic activities directly related to the achievement of the organisations goals. For all other economic activities, CSOs are treated the same as any profit-making enterprise and revenue from all activities not related to the organisation's goals or not, are liable to tax on profits at the standard rate.

Deductibility of Charitable Contributions

Concessions available for charitable giving are different in the two entities, with the Law on Income in the RS offering individuals and businesses considerably more encouragement to support charitable and non-profit organisations, including CSOs. In FBiH charitable donations from both individuals and registered businesses may be deducted against tax up to a limit of only 0.5% of individual earnings and corporate profit. In the case of the RS, the limit is raised to 2% of earnings and profit. CSOs complain these concessions are too low to stimulate a culture of giving in BiH, and also that, as far as individual giving is concerned, as the scheme is only available to individuals who submit annual tax returns (in effect the self-employed), it is far too restricted in scope to generate significant revenues for CSOs.

Value added tax

CSOs are exempt from charging VAT (payable at the standard rate of 17%) on goods and services directly related to the achievement of their statutory objectives which they offer to their members as a means of paying membership, so long as the exemption does not cause unfair advantage within the wider market. In effect, this allows CSOs to provide its core services free of VAT to the general public.

Otherwise, CSOs pay VAT on goods and services they themselves receive. The threshold for registering for VAT is an annual turnover of 50,000 KM (approx 25,000 EUR). As the majority of CSOs have revenues lower than this amount, they are not in the VAT system and are therefore not able to claim VAT refunds.

1.2 Donors and funding opportunities (local and international) today and as predicted in the future

Notionally, there are considerable sums of money available to fund CSO activities in Bosnia and Herzegovina from the public purse, including financial resources of the municipalities, cantons, the entities and the state. In 2008, total government support for CSOs amounted to 118 million KM (approx. 59 million EUR) (IBHI 2009). However, a large proportion of the CSO community and a broad range of civil society activities are in effect excluded from meaningful support from public funds in BiH, on account of extremely selective funding preferences of the various governments, which privilege sporting activities and services to disabled veterans of the Bosnian war over and

⁸ Article 4 of the RS Law on Volunteer stipulates that the organizer of volunteering, amongst others, can be any legally registered organisation in accordance to the Law on Associations and Foundations, which is working in RS. According to this law, long-term volunteering means volunteer activities which last for at least 20 hours per week for a continuous period of at least three months.

above all other interests, and a failure on the part of government generally to recognise the importance of civil society for the public good. This determines that governments tend to disburse very small amounts of funding to the greater majority of CSOs, more as means of regulating the distribution of public funds and relieving pressure from CSOs for governmental funding (Žeravčić 2008).

While official development aid (ODA) from abroad continues to grow, grant support is generally decreasing, as many bilateral donors phase out their involvement in the country in favour of the EC playing a bigger role.⁹ In addition, all donors have cut their civil society budgets, markedly reducing funding for a range of rights-based and governance-related CSO activities which rarely attract support from government budgets (such as, promotion of minority and human rights, government monitoring and watchdog activities, and advocacy and policy dialogue).

According to the Ministry of Finance, which is responsible for coordinating foreign aid, allocations of foreign aid to civil society in both 2008 and 2009, under the sector for Good Governance and Institution Building, amounted to approximately 5 million EUR, while spending on support for human rights (which would also include support for public institutions such as the Ombudsman) has dropped from approximately 2.5 million EUR in 2008 to 0.5 million in 2009. The Ministry points out, however, that donors are increasingly incorporating civil society and human rights-related issues into other projects. In addition to this, civil society often benefits from internationally-funded projects for Health, Education, Youth and Gender (Min. of Finance and Treasury 2009).

Municipalities and cantons

Municipalities represent the single largest source of civil society funding in BiH. In 2007, a total of around 65 million KM (approx. 32.5 million EUR) was disbursed by the country's 142 local administrations.¹⁰ In general, these funds are provided to support the delivery of services in the community and activities carried out by and for CSO members. In 2007, 41% of municipal support went to sports clubs, 15% to veterans associations,¹¹ a little more than 9% to CSOs providing social protection services and 9% for art and cultural activities. The least funds were allocated to human rights organisations (0.02%) and those promoting environmental protection (0.28%).

Municipalities adopt three ways of supporting CSOs, all of which are inadequate in terms of transparency, providing equal and fair competition and ensuring that funding is appropriate and sufficient to carry out a real agenda of work. The most common model, accounting for 89% of all municipal support to CSOs, is the inclusion of favoured local CSOs in the annual budget, on the basis of the CSO acquiring public benefit status from the municipality. However, in the absence of any clear criteria as to what constitutes the public interest, gaining public benefit status is in all cases an arbitrary process which depends upon cronyism or resort to tradition established by previous administrations.

6% of municipal funds are awarded to CSOs submitting a request for support for an annual programme of work. In this case support is usually in the range of 5,000 – 15,000 EUR. The vast majority of municipalities have established no criteria for awarding funds for annual programmes.

⁹ Canada/CIDA, the Netherlands, Spain/AECID and UK/DfID are all in the process of leaving Bosnia, while others, such as Sweden / SIDA has announced their intention to go in the foreseeable future.

¹⁰ The following sections on government funding rely heavily on data provided by Žeravčić 2009

¹¹ Veterans associations provide services and welfare support to ex-combatants of the Bosnian conflict with disability as a result of their wounds. They are organised according to ethno-national identity and in invariably pursue exclusionary nationalist agendas.

The final 5% of municipal funds are awarded on the basis of calls for proposal. However, once again, the process is invariably flawed, as only 5 or 6 of all municipalities have fully developed criteria and procedures that can be considered as satisfactory and meeting EU standards for awarding grants to NGO projects. The usual practice is to award some kind of support on an equal basis to all CSOs which submit proposals, regardless of the number of applications or the municipality's budgetary limitations, or the quality or size of the proposals. This means that project funding from municipalities is often insufficient to support project implementation.¹²

Funding from the cantons in the FBiH is provided in much the same haphazard and obscure way as in the municipalities. It is only available to CSOs registered in the canton. In 2007, total CSO support from the 10 cantons amounted to a almost 21 million KM (approx. 10.5 million EUR), of which 42% was allocated to sports clubs and 18% to associations of war veterans.

Entities

In 2007 the entities and Brčko district provided a total of a little over 22.5 million KM (approx. 11.25 million EUR). There is no standardised methodology applied in allocating funds at the entity level. In the RS¹³ each ministry has the power of discretion to choose which CSOs to support and by what means. There are no figures available concerning which types of CSO receive support beyond the usual preference for sports associations (25%) and veterans associations (11%). All other support is classified as "other."

State government

Centrally allocated funds are the smallest source of CSO funding by way, amounting to just over 2% of the total government support for civil society in 2007. Once again, sporting activities are the main beneficiary of government assistance (35.5%). However, in contrast to the other levels of public administration, central line ministries, in the main the Ministry for Civil Affairs (covering most areas of social policy, sport and culture) and the Ministry for Human Rights and Refugees, tend to support CSOs through properly organised project grants with clear, objective-oriented application procedures. The two ministries regularly publish calls for proposals to which CSO may apply, covering a range fields, including sport, culture, support to displaced persons, minority rights (particularly Roma), and gender issues.

During 2009 the Ministry of Civil Affairs has distributed a total of 1,372,200 KM (approx 690,000 EUR) to CSOs and individuals, and a total of 258 CSOs have been supported by central government from all relevant ministries and departments (Ministry of Civil Affairs)

EU IPA and other funds

BiH signed a Stabilisation and Association Agreement (SAA) with the EU in June 2008, committing the country to a path institutional and economic reform on the path to eventual European integration. The EC considers civil society organisations (CSOs) as key partners, vital as multipliers in disseminating information about EU policies, but also in terms of advocacy for reforms that constitute the core of the SAA. For the EC delegation in BiH, a strong civil society is priority for building democracy from the grassroots level, to eradicate discrimination, reconcile ethnic tensions and improve human and civil rights. In the current BiH EC Multi-annual Indicative Planning Document (MIPD) high importance is placed on providing financial and capacity-building assistance to civil society to assist with the creation of a genuine partnership between authorities

¹² It is common for municipalities to award only around 1,000 EUR as project funding. 21 municipalities have a maximum amount allowed for each project of 5,000 EUR (Žeravčić).

¹³ There is no information available about how the FBiH supports CSOs

and civil society in the democratic stabilisation and the economic and social development of the country.

EU support to civil society in BiH is primarily administered through the country IPA programme and the EIDHR. Current EU funding opportunities include:

1. **IPA 2007 BiH – “Capacity building of Civil Society to take part in policy dialogue”** 2-year technical assistance project, launched 15 December 2009, to strengthen NGO networks, build NGO capacities for advocacy, policy and watchdog activities, and to establish an institutional mechanisms for government-civil society dialogue (national office for cooperation with CSOs). 1,500,000 EUR.
2. **IPA 2007 BiH – “Reinforcement of Local Democracy (LOD) Implementing Agency”** 2-year project launched 18 December 2009, implemented by UNDP to to facilitate permanent partnerships between CSOs and local authorities, to generate unified and transparent mechanisms for disbursing municipal funds for CSO project-based activities, and to encourage CSOs to specialize activities and adopt a longer-term planning perspective more responsive to local needs. 1,500,000 EUR.
3. **IPA 2008 BiH – “Support to NGOs active in the field of the fight against corruption.”** Currently tendering, project grants of between 100,000 – 150,000 EUR to a maximum 475,000 EUR, under the general IPA 2008 programme, see below 4.
4. **IPA 2008 BiH – Part 1** - 3,000,000 EUR total support forecast for TA assistance to support civil society.
5. **IPA 2008 BiH - Environment and Natural resources.** Encouragement of the partnership between governmental and non-governmental sectors with the aim of effective implementation of EU standards in environment. Grants to CSOs of between 50,000 – 100,000 to a maximum of 1 million EUR, for “watch-dog” activities and monitoring of implementation of strategies and laws, public participation in the decision-making process, and networking of NGOs and formation of regional initiatives. Funding is from IPA allocation to the Environment, not civil society.
6. **IPA 2009 BiH** – 3,000,000 EUR planned for projects to strengthen civil society dialogue
7. **EIDHR** - Current call for proposals with objective, **“strengthening the role of civil society in promoting human rights and democratic reform, in supporting conflict prevention and in consolidating political participation and representation,** for grants of between 50,000 and 150,000 to a maximum 1,200,000 EUR.
8. **Cross-Border Cooperation (IPA 2)** Small grants to CSOs and municipalities for a range of socio-economic two-country partnership projects, with all EU and potential EU member countries. Tenders in 2009: Croatia (2-country total 3,600,000 EUR), Montenegro (total 1,980,000 EUR), Serbia (3,240,000 EUR)
9. **Other EU-funded programs.** CSOs may apply to EU Community programmes: Youth in Action and 7th Research Framework Programme.

Other international donors

USAID has reduced its support to civil society, but is still the most important bi-lateral donor.

1. **Civic Advocacy Partnership Program (CAPP) II**, August 2008 – August 2013. Managed by national NGO, CCI, the programme provides direct sub-grants to local NGOs to conduct advocacy campaigns, watch-dog activities on key political and socio-economic professions essential to EU

integration; training and TA to local CSO partners and monitoring performance of government. 5,700,000 EUR.

2. Sustainable Development of the Non-Profit Sector in BiH (CCSP). Running since 2004, the Centre for the Promotion of Civil Society (CCSP) is supported to create an enabling framework for the development of civil society – creation of an institutional and legal framework, and promotion of civil society strategy. Due to end August 2011. 320,000 EUR

The US Embassy has a fund for small grants to CSOs and civic education activities.

Netherlands Embassy is scaling down its investments to BiH, so that by 2011/12 there will be no more support to civil society. At present it provides the following:

- 1. Civil society fund**, for support to small-scale initiatives, managed by local NGO CCI. Sub-grants target issues relating to the Environment, health, youth and education. CCI also received support to lobby for introducing tax benefits for NGOs in relevant legal acts.
- 2. Matra** support direct from the Netherlands. “Matchmaking” funds for Dutch-Bosnian NGO partnerships for activities to strengthen pre-accession and good governance
- 3. Matra – KAP** – small grants for development cooperation. Local fund very restricted now.

Swiss Agency for Development and Cooperation (SDC)

1. Contribution to Constitutional Reform in Bosnia and Herzegovina. 2-year project due to end in July 2010. Work with CSOs and citizens directly to strengthen their strengthened role in policy dialogue and the decision-making generally as at the local level. 850,000 EUR.

Sweden/SIDA continues to support Bosnian CSOs through its national NGO implementing partners, Kvinna till Kvinna (institutional and programme funding to 11 long-term women’s NGOs), Olof Palme (which works with a range of human rights-oriented CSOs, trades unions and also political parties), Forum Syd (youth) and the Swedish Helsinki Committee.

Open Society Fund Bosnia and Herzegovina

1. East-East: Partnership Beyond Borders Programme (EE:PBBP) is a regional program supporting international collaboration within civil society and between CSOs with the aim of exchanging experience, expertise, knowledge on how to advance the principles of an open society.

World Bank. CSOs can apply to the World Bank Small Grants Program through the local country office for support to activities related to civic engagement that empower and enable citizens to take initiatives to influence development outcomes.

Community support and business contributions

Voluntary contributions from both the community and the business sector are relatively insignificant sources of CSO funding. Around 17% of CSO report receiving some support from the local community, in the main those working on the protection of women and rural development and cultural and hobby associations. There are no figures indicating the size of community contributions, but almost certainly the sums are insignificant.

Just over 12% of associations receive support from the business sector. In the main this is support from local businesses to sports activities, youth and children’s issues. Corporate philanthropy from large commercial enterprises is still the exception. The Raffeisen Bank and Telecom RS appear to be the only large companies supporting CSOs through limited calls for proposals

1.3 Government mechanisms for civil society – government cooperation and the policy framework determining government – civil society relations

State-level cooperation

BiH lacks formal institutions and a legal framework for mediating relations between government and civil society, both in terms of providing support to civic initiatives and for providing the means of effective dialogue. In April 2007, the Council of Ministers of Bosnia and Herzegovina adopted an **'Agreement on Cooperation between the Council of Ministers of BiH and the Non-Governmental Sector in Bosnia and Herzegovina'**. This was arrived at by rare concerted pressure applied by the CSO community through a country-wide CSO coalition, "To Work and Succeed Together," coordinated by the Sarajevo-based NGO, the Civil Society Promotion Centre (CSPC). The Agreement provides a potential framework for civil society-government dialogue and proposes the establishment of a permanent **Office for Cooperation with the Non-governmental Sector** as a means to institutionalise these relations with the addition of a **Civil Society Council**, composed of government and civil society representatives to act as a steering committee. A **Civil Society Board**, composed of 31 NGOs representatives from corresponding sub-sectors was also stipulated as an NGO consultative body and means of coordination with wider civil society.

In addition to the above, the Agreement expresses the intention to work with government at other levels – Entity, canton and municipal – to establish other forms of cooperation between government and civil society on policy. It also sets out an agenda of work, including the preparation and adoption of a **'Strategy for the Creation of an Enabling Environment for the Development of Civil Society and an Operation Plan to implement the Strategy'**, as well as the **adoption of Standards** for maintaining the quality of governmental-civil society cooperation and also a **Code of Conduct and Good Practice**.

Little progress has been made towards implementing the Agreement, except for the formation by the CSO community of the Civil Society Board of 31 CSO representatives. The Board, however, last met on 25 September 2009 and in practice is still in its inception phase during which it continues to shape its structure and function, including exploring its role of lobbying for the implementation of the 2007 Agreement. In place of an Office for NGO Cooperation within the Council of Ministers, from where it could play a cross-ministry coordinating role, the government has established a one-person "Department" for Cooperation with Civil Society in the Ministry of Justice (MoJ). With an administrative and legal agenda totalling 11 extensive tasks in the fields of strategy, policy making, monitoring, proposal development, civil society consultation, and preparation and implementation of laws, the civil servant charged with relations with CSOs is clearly unable to provide civil society with adequate support and coordination.

In March 2009, the Civil Society Board, CSPC, the NGO council, and other NGO participants, with the MoJ representative for Civil Society and other government and donor represents and supported by USAID, held a conference on "Strengthening the Culture of Dialogue and Partnership between the Government and Civil Society." At the conference the government confirmed its stated commitment to involving civil society further in the decision-making process and implementing the 2007 Agreement.

Entity-level cooperation

Neither entity government has entered into an agreement with civil society which regulates and provides for cooperation between the two sectors. There are no institutional mechanisms in either entity for coordinating this cooperation in practice.

Municipal-level cooperation

In parallel to the process which led to signing of the Agreement with the state government, the CSPC also ran a campaign to establish countrywide cooperation between municipalities and CSOs. Mainly as a result of this campaign 67 municipalities have so far signed protocols to establish cooperation with local civil society. Research conducted by a Bosnian consulting house in 2008 (Žeravčić 2008) suggests that these agreements are viewed by the participating parties as relating primarily to the system of regulating the distribution of public funds to CSOs.

However, 31 municipalities (of the total 142) have also established joint bodies consisting of governmental and non-governmental representatives intended with identifying priorities for local CSOs to be supported by local government funds.

1.4 Government (local and national) institutional capacities for engaging civil society

A framework document setting out minimum standards for ensuring citizens' participation in drafting legislation at the state level, the **Rules on Consultations in Legislative Drafting Processes**, was adopted by the government in 2006. However, by and large, its provisions have been applied only on rare occasions, in most cases as a result of the need to fulfil conditions of funding for an internationally supported initiative.

The Rules establish three practical measures to be carried out by all ministries and state institutions:

- Designate a civil servant with responsibility for consultation with the public and also for coordinating that consultation;
- Compile and update a list of interested parties with which the ministry will communicate regularly about proposed legislation;
- Carry out basis steps to inform the public about legislative proposals. This is to include posting draft laws on ministry websites and invite comments and suggestions from the public and the list of interested parties.

A recent assessment of the implementation of the Rules by the non-governmental think-tank, ACIPS (Association Alumni of the Centre for Interdisciplinary Postgraduate Studies) observed that these measures are being carried out in only one of the state's 9 ministries, the Ministry of Justice.¹⁴ In conclusion, ACIPS asserts that the Rule on Consultations are no more than "a dead letter on paper."

Within the government sector generally at all levels in BiH there is no clear understanding of the importance of participatory democracy and civil society's role in facilitating it. Statist attitudes inherited from the times of the socialist one-party ex-Yugoslavia determine that there is still an overwhelming belief that the proper role of the state is to govern in the interests of the political elite and not to serve the people. Accordingly, social policy is not viewed as a area for public debate, but as the preserve of public administrators undertaking the bidding of their political masters.

¹⁴ The MoJ is the only ministry to have appointed a Coordinator for consultation and to have a database of CSOs and experts. The database was only recently constructed an NGO with funding from USAID as part of its project for the Development of the Justice Sector.

Government tends not to recognise civil society as a set of independent and alternative non-government organisations, but more as a continuation its own domain, which is there to be controlled and captured (NDI 2009)

The space for CSOs and all other civic actors to engage in policy dialogue is further constrained by the continued primacy of ethno-national identity in Bosnian politics within a set of political structures, which are predicated upon and reinforce the national divisions which emanated from the Bosnian war in 1995. In such an environment, all questions raised within government and the institutions of democracy of social and economic reform, legislation or policy are reduced to concerns to defend the respective rights of the country's three main national communities, to the exclusion of all else.

In the main, there is an absence of systems for government cooperation with CSOs in drafting laws, strategy or policy statements at all levels, and public participation in the decision-making process, even on an *ad hoc* basis, is rare. However, as a result of robust encouragement from international donors and development agencies by means of capacity-building and funding initiatives, positive government-civil society cooperation has been achieved in selected policy areas:

- **Mid-term development strategy 2004-2007.** Sponsored by the World Bank, DfID and other bilateral donors, this was the first example of systematic participation of civil society in government strategy. Consultations were held all over the country during 2003 and a CSO working group of international NGOs and a majority of national CSOs coordinated findings and recommendations to the strategy-development team. A new **Development Strategy 2008-2013** is currently being developed, in parallel with a **Strategy of Social Inclusion 2008-2013**. Civil society has again been active in consultations, with work coordinated by working groups selected by the NGO Council¹⁵ and the Network of Elderly People.
- **Gender policy.** Considerable progress has been made in establishing an institutional framework for creating gender policy in cooperation with civil society. Women's CSOs have been involved in all major legislative and policy making processes in the country. These include: such as:
 - A National Gender Action Plan (2006);
 - Strategy for monitoring the implementation of UNSCR 1325;
 - Changes and amendments to the Gender Equality Law;
 - Development of the Strategy on Preventing and Combating Domestic Violence 2009-2011;
 - Preparation of CEDAW reports for BiH.

A Gender Equality Agency in the Ministry for Human Rights and Refugees (MHRR) is responsible for implementation of policy at the State level, and Gender Offices for implementation at the entity level. Gender commissions with significant civil society representation have been established at all levels (state, entity, canton and municipality) for the creation of relevant policy.

- **Youth policy.** Institutional arrangements for youth policy are also relatively well advanced in BiH. A State Commission for Youth Policy, with significant youth NGO representation, has been in operation since 2006. So too has a small Department for Youth in the Ministry of Civil Affairs. As with gender affairs, laws provide for commissions at all lower levels of government.

¹⁵ See Annex 6

However, a Youth Action Plan has never been developed at state level and youth policy is poorly funded.

In the RS a special Law on Youth Organising in the RS has been in operation since 2004. This law created an entity-level Youth Council which acts as a youth umbrella organisation and a partner to government in creating and implementing youth policy. In addition, the law establishes an institutional means of support – financial and in terms of infrastructure – to youth organisations and council as the local and RS entity level.

- **National Roma Action Plans** were developed in 2008 by the MHRR in the areas of housing, health and employment using a participatory process which included significant participation from members of the Roma Network (of CSOs) and representatives from Roma community organisations. The process was facilitated by national NGO Bospo, as part of an EC-funded project (EIDHR) implemented by World Vision. These plans have been adopted by governments at all levels and facilitated the entry of BiH into the Decade for Roma Inclusion 2005-15.

1.5 Public perceptions and support of civil society and its various segments

Civil society and CSOs are generally held in low regard by the public in BiH. The term “civil society,” remains relatively new to people and its meaning is not fully understood. The inability of CSOs to organise successfully as a sector, to publicise a unity of purpose and inform people of the role of civil society, is a contributory factor to civil society’s low public recognition in BiH. In addition, CSOs lay themselves open to criticism for not appearing sufficiently open and transparent, and are often perceived as existing more for personal benefit of staff and their leaders than members of the community. The fact is that only 18% of organizations undertake financial audits, and less than 5% publicize their yearly accounts (Kronauer 2009).

While active mistrust of CSOs exists in some quarters, the predominant attitude to civil society in BiH, however, is one of indifference and disengagement. The key factor behind this is the low level of trust within BiH. A major study of social attitudes undertaken in 2007 (Oxford Research International) concluded that not only is trust in institutions; that is, trust in political organisations and government is very low (with mistrust more common than trust), but that social trust, or trust between people in society is “virtually non-existent.” Low levels of trust are perhaps to be expected in a country with a history of recent conflict, but the survey concluded that trust in BiH has been eroded to an exaggerated extent. A corollary of low trust is low social capital or the total mass of horizontal ties between people in society. Social capital usually finds expression in group behaviours, such as participation in clubs and associations and all forms of CSOs. While there are plenty of CSOs in BiH, the majority of which are indeed membership-based, real participation and active membership in civil society is in fact very low. CSOs in BiH are poorly supported by their constituencies and enjoy little legitimacy in the community.

In the Media, civil society enjoys relatively frequent and positive coverage, particularly in the larger urban areas, although there is a tendency for the Press to sensationalise CSO activities (USAID 2009). A positive sign, possibly owing to media interest in civil society, is that recognition of leading NGOs is increasing. However, recently in the RS many media outlets have come under

the control of the ruling political party and they are succeeding in eroding public approval of those CSOs which criticise the government and otherwise try to bring it to account.¹⁶

2. CSO ORGANISATIONAL CAPACITIES

2.1 Overview of civil society community in Bosnia and Herzegovina

Structure of civil society

At the end of 2008, there were a little over 12,000 registered CSOs in Bosnia and Herzegovina. Owing to the lack of a single register coordinating registrations from the entities, cantons and the state, this figure almost certainly includes a number of double registrations (for example, of CSOs registering at both the canton and entity levels), although the error in the total figure is probably no more than 1%. More importantly, the total figure does not take account of those organisations which are moribund or otherwise inactive. The Law on Associations and Foundations at the state level provides for the elimination from the register of those organisations which have not been pursuing their stated objectives for a period of two years or more (that is, inactive organisations). However, so far, this law has never been applied. On the basis of responses to questionnaires by CSOs in a recent mapping of civil society in BiH (HTSPE / Kronauer 2009¹⁷), it is estimated that approximately only 55% of registered CSOs (around 6,600) are currently active.¹⁸

The fragmented politico-administrative system in BiH determines that few CSOs operate at either the state level or operate across the whole country. Only 6.4% of all CSOs are registered at the state level, the majority of which are unions of various membership-based organisations operating at the grassroots including, federations of non-registered informal community-based organisations. These include CSOs promoting the sustainable return of those displaced in the war, federations of CSOs representing those with specific disabilities, parent-teacher associations, or practitioners of civic education (Civitas), and the scouts etc. In most cases these representative organisations are formed from two entity-level unions, and it is at this level rather than the national level that grassroots activity is effectively coordinated.

Civil society activity is reasonably well distributed across the country, with over half all registered CSOs (51.1%) operating from smaller towns in more-or-less rural municipalities. Only a little fewer than one in six CSOs work in the capital, Sarajevo, and a further 23% are located in the larger towns (Banja Luka, Mostar and Tuzla). As might be expected, CSOs operating only in rural parts, away from areas of significant population density are few in number (7.7%).

The majority of associations in BiH have registered since the end of the war in 1995, and while humanitarian activities during the war (1992-95) established the basis for a sizeable group of today's CSOs, only 9.4% of all CSOs operating now were registered prior to the democratic changes that took place in 1991. Predominant among these "older" CSOs are hunting and

¹⁶ USAID (2009) gives the example of Transparency International in Banja Luka, which was subjected to systematic harassment by the local media and government and accused of bribing companies to make fabricated accusations of corruption, after TI had accused the RS government for lack of transparency.

¹⁷ This section (2) covering CSO Organisational Capacities makes extensive use of the data provided by this study: HTSPE / Kronauer Consulting (2009) Civil Society: Contributions to the Development of the Strategy for Establishing an Enabling Environment of Civil Society in Bosnia and Herzegovina; Sarajevo

¹⁸ There are a number of online databases of CSOs in BiH, but the largest covers only around 1,200 organisations. See Annex 3.

mountaineering clubs, volunteer fire departments, cultural and artistic societies and Red Cross organisations.

CSOs in BiH may be classified according to two broad categories: Mutual or member benefit organisations (MBOs) which are established to work exclusively in the interests of their members, and so-called public benefit organisations (PBOs); that is, those associations whose purpose is to act in the general public interest.

MBOs comprise a large majority (71.8%) of all the CSOs in BiH and cover a wide range of activities and organisational types, such as sports, hobbies and other recreational interests, culture, veterans' associations, refugee returnees, and women's and youth clubs, etc. Typically, MBOs are small, semi-voluntary organisations, with, at most, a handful of part-time paid employees, providing services or opportunities for participation in activities to their members. Over 85% of CSOs have less than 10 staff members and /or under 100 members.

Most MBOs are poorly financed and dependent on local authorities for what little funding they can access. An assessment of CSO budgets in 2008 made by the HTSPE / Kronauer mapping exercise concluded that in BiH almost 60% of all CSOs had annual budgets of under 15,000 EUR, while 19% of the total subsisted on less than 1,500 EUR a year. Only around 10% of all CSOs had budgets in excess of 250,000 EUR.

Table 1. Annual revenues of surveyed CSOs, 2008

Annual budget – Euro	% of NGOs
under 1,500	19.0
1,500 – 15,000	39.3
15,000 – 50,000	13.5
50,000 – 250,000	19.02
250,000 – 500,000	6.12
over 500,000	3.06
TOTAL	100

Source: HTSPE / Kronauer Consulting (2009)

Within the broad, diverse MBO category there are two identifiable sub-groups of organisations. Firstly, there are those CSOs which trace their roots to the ex-communist era. These “traditional” organisations (even when they have registered as completely new entities in the post-war period) represent a continuity with previous state-controlled and collectivist forms of social organisation in that units of local self-government, the municipalities, retain a high level of influence in their organisation, funding and networking. These CSOs include sports societies, local cultural and art societies, local radio amateur associations, scouts and local humanitarian organisations. They are highly dependent on government sources of finance, and they receive up to 60% of all CSO funding supplied by municipal administrations. Despite this, “traditional” CSOs are usually resource-poor and do not possess the technical and organisational capacities to undertake effective fundraising and appropriate project and programme development. In accordance with the tradition in the ex-communist state of incorporating social and political structures at the community level into higher-level structures through pyramidal federations, these CSOs are well organised within unions and networks corresponding to the governments structures within the state (from municipal, cantonal and entity to the state-level).

A second type of grassroots MBO are those which have emerged in direct response to newly perceived social challenges. These organisations cover a wide range of issues and cater to a variety of memberships; they include returnee and refugee associations, associations gathering persons with disabilities or special needs, to local youth initiatives, agricultural cooperatives and associations established for the purpose of promotion of agriculture and rural development, and different local and community development initiatives. Although these organisations concentrate on providing services to members, they are rarely able to gain wholehearted political support from local institutions of government, most usually because their social agendas are an implicit challenge to the continuing obscurity and lack of responsiveness of local governments in BiH. These CSOs are poorly funded by local authorities and they are usually low on technical and organisational capacities.

CSOs which are oriented towards the interests of the general public (PBOs) are in most cases devoted to providing specialist forms of non-institutionalised service delivery, such as social protection (children, vulnerable women and victims of domestic violence, unemployed etc), psycho-social assistance or education and assistance to assist citizens generally or specific social groups participate more fully in society (“empowerment”). These organisations comprise fewer than 30% of all CSOs in BiH. In general they are oriented towards international donors and promote rights-based agendas, in place of an emphasis on specific needs or interests. Many of these CSOs have been established by international NGOs as instruments for project delivery, or later as means of leaving something behind when facilitating their exit. While these CSOs are administered and managed along more-or-less professional lines, they have little or no membership base and often poorly functioning governing boards; decision-making powers are very often concentrated in one or two key staff members upon whom the organisation is over-dependent for leadership, technical skills and the ability to attract adequate project funding.

Among the larger number of PBOs is an identifiable “elite” of well developed, sophisticated, fully professional NGOs predominantly located in the country’s four or five main towns. Numbering from possibly as few as 50 or 60 organisations up to around 200 (HTSPE / Kronauer 2009), these NGOs count among their numbers specialists in human rights advocacy groups, but most often they remain service providers that are only engaged in advocacy, lobbying and policy development as a secondary activity.

Field of operation / activities

Of the 998 CSOs included in the HTSPE / Kronauer study, the greatest number (18.45%) indicated sport as their primary scope of activity, followed by “interest organisations” (12.02%) covering a range of recreational and special economic interests, such as beekeeping. Women’s organisations (7.3%) and associations dealing with the problems of children and youth (6.01%) are also common fields of CSO operation. Among those least represented are workers’ rights or unions (1.29%), human rights (2.58%), animal rights (0.86%) and peace initiatives.¹⁹

The most frequent activities undertaken by CSOs in BiH are education, activities in local communities, providing advice and information, as well as lobbying for members’ interests, while the least represented activities are oversight of public policies and work of state institutions and mediation. There is an almost total absence of CSOs dealing with issue of corruption and transitional justice.

Despite the member-based character of civil society in BiH, on average almost 50% of all organisations state that their main target group, or final direct beneficiaries, is the general public

¹⁹ See Annex 4 for a full classification of CSOs according to their primary field of work

(and almost 49% of MBOs identified the general public as the end user of their projects). Youth are targeted by a large proportion of CSOs (15.9%), followed by children (6.4%) and women (5.6%).²⁰

2.2 Human resources and technical skills

Funding limitations determine that CSOs in BiH can rarely employ suitably qualified staff on a permanent professional basis. It is estimated that around 50% of active CSOs do not have a single paid employee, being dependent almost entirely on the voluntary services of key founder members and part-time voluntary contributions of members, friends and family. Only around 20% of all CSOs have paid staff with more than five members.²¹ In these, and indeed all organisations, many employees work part-time or on a temporary basis dependent on short-term project funding. Permanent full-time employment in the sector is the exception. Overall, the sector is highly reliant on volunteer labour, with three of every four organisations engaging volunteers. Although volunteers are rarely employed within a formal framework setting out conditions of work and regulating the relationship between volunteer and volunteer-involving organisation, the use of volunteer labour is a key element of the funding strategies of many Bosnian CSOs.

CSOs report that even when they are in a position to employ staff, they face considerable challenges in recruiting suitable people and then retaining their services. Very often employees terminate their contracts early or at short notice, owing to dissatisfaction with low wages or the prospect of better or more stable employment elsewhere. Lack of experience and low qualifications of those applying to work in the civil sector is a common complaint of CSOs. It is noticeable that overall, only around 30% of those with paid employment in civil society have some form of tertiary education. CSOs very often have insufficient management capacity to employ a full-time staff.

The CSO workforce in BiH is predominantly female, with only one in three workers being male. Regarding those who are in a position of authority or power in CSOs the reverse is the case, with three men in the position of director to every single woman. However, among professional NGOs of all sorts, women still maintain their dominance in positions of authority and it is only in the less capacitated “traditional” grassroots organisations, in particular the numerous sports clubs, where it can still be said that civil society is a man’s world.

Smaller organisations, especially those working at the grassroots and those located in smaller towns and rural areas are often lacking in many of the basic technical skills necessary for running an efficient CSO, including all areas of PCM, general management and financial administration. Among the CSOs participating in the HTSPE / Kronauer study, 25.1% of associations had never had any trainings organised for their staff. Of those which had organised staff training or been included in capacity-building projects, around half indicated that trainings had been organised for all their members of staff, but 41.8% of organisations said that trainings had been for leaders and key staff members. A key finding of the study is that the greater majority of trainings CSOs have received (68.5%) have been restricted to the subjects of writing project proposals and/or fundraising, as well as strategic planning.

CSO representatives consulted for this needs assessment identified the following as priorities for organisational capacity building:

- Community needs assessments and stakeholder analysis
- PCM – and in particular, EC application procedures and identification of project partners

²⁰ See Annex 5 for a complete list of final beneficiaries of CSO projects.

²¹ In BiH no CSO has a workforce of over 40, and staff numbers of more than 10 indicate a “large” organisation.

- Human resource management, including staff development
- Networking at all levels – local, cantonal, entity, state, regional and EU
- Public advocacy and lobbying
- Involvement of CSOs in implementation of EC instruments for pre-accession²²
- Human rights protection
- Public-private partnerships.

2.3 Strategic strengths of CSOs in Bosnia and Herzegovina

Very few CSOs in BiH are strategically oriented. Half of the CSOs consulted for this study confirmed that they had a strategic plan in place, but most of them went on to say that they did not use it as a tool to guide their long-term programming and organisational development, as well as shorter-term project identification. Most of them also said that they did not update their strategic plans periodically. Interestingly, these answers from this study's very limited sample are similar to those of the HTSPE / Kronauer survey, which found that 42% of all types of CSO have strategic plans. The study posed similar doubts as to whether strategic planning represented much more than a formal exercise for the greater majority of organisations. In support of this suggestion was the finding that "almost half of the associations in BiH were ready to admit that their chief orientation and scope of work are rather or entirely dependent on desires and interests of their donors." Only 22.70% of those participating in survey thought that donors do not influence their purpose (mission) and their overall strategic direction.

The key strategic issue for civil society is how to address itself to the ongoing process of European integration and the political, institutional and economic reforms demanded of the country by the SAA. At the centre, a number of leading NGOs have declared a strong commitment to the integration process and are actively advocating for civil society to become a partner of government in this process, particularly in the field of IPA programming and the planning of other EC investments, in order that they may play a role in shaping the course of reform. On the other hand, however, the vast majority of CSOs in BiH have scant knowledge and understanding of the EU, the process of European integration and its significance for their work. In general, civil society in BiH is poorly positioned strategically to participate in the ongoing reform process and to take full advantage of the institutional and financial support available from the EC for the process.

2.4 Analytical capacities

Analytical capacities within Bosnian civil society are generally poorly developed. The low level of social and economic research undertaken by CSOs of all sorts is a key factor in the paucity of civil society advocacy and the low level of policy dialogue between CSOs and government bodies.

At the sharp end of specialist policy research, there are only a handful of clearly recognisable NGO think tanks, including IBHI (International Bureau for Humanitarian Issues) for general social policy and gender issues and the CSPC, dealing with civil society development. In addition, a number of women's organisations, often by way of effective networking, are able to play a substantive role in policy dialogue on the basis of research and gender analysis. However, in general, the capacity of civil society in BiH to analyze and contribute of the definition of public policy is almost negligible

²² The HTSPE / Kronauer study also identified a need for general training of and information to CSOs on the theme of European Integration. In addition, CSOs asked for assistance in Policy dialogue, undertaking watchdog activities and, rather surprisingly, developing mission statements.

(HTSPE / Kronauer). In addition, there are no CSOs capable of undertaking permanent monitoring and analysis of the effects of public policy.

At the centre, there are a number of effective CSO human rights advocates, which also monitor the implementation of human rights in the country (e.g. Helsinki Committee for Human Rights FBiH and also in the RS), but there is an almost total absence of CSO watchdog activities, with the possible exception of the local chapter of Transparency International.

2.5 Relationships with other actors – networking and partnerships

CSO networks

There are many formal and informal NGO networks in BiH, organised on the basis of sub-sector interest (e.g. Environment, youth, and women) or geographical location. Many of these have been in existence for a number of years. Earlier research has shown that a large majority of Bosnian NGOs are members of one or more networks and that this experience is seen by NGOs to be beneficial.²³ According to the HTSPE / Kronauer study, 52% of CSOs are members of a local Bosnian network, while 27% participate in at least one international network.²⁴

Despite this, the sector is poorly coordinated; there are many instances of duplication of activities, or of organisations struggling in isolation. Exchange of information between NGOs is regarded as being poor, and there is a high level of mutual mistrust among NGOs surrounding competition for resources. Some CSOs complain that networks are mostly led by CSO leaders who use the structure as a means for promoting their own, or their organisation's aims. In sum, low levels of experience in policy dialogue as well as advocacy, coupled with poor communication and planning skills, leaves networks and coalitions without agreed-on objectives, a clear agenda of work and the requisite capacities to interact with government effectively.

A very recent development (on 15 December 2009) has been the signing of an agreement by over 370 leading NGOs from all parts of BiH to create the **Mreža Sporazum Plus** (Network Agreement Plus). The purpose of Sporazum Plus is to promote and advocate solutions to key questions important for the future development of the civil society, inter-sector cooperation and good governance in BiH. Its main focus will be to pursue the full implementation of the 2007 Agreement on Cooperation between the Council of Ministers of BiH and the Non-Governmental Sector in Bosnia and Herzegovina via topical public forums, advocacy campaigns and other forms of coordinated democratic lobbying.

The Civil Society Board, established as an institutional representative of civil society and counterpart to government on the basis of the 2007 Agreement on Cooperation, comprises 31 CSO representatives from 31 sectors. As its main role is following up on the Agreement, its potential for leading and integrating civil society at the moment in the absence of the full envisaged institutional framework is limited. However, the board is the only regular forum for gathering the diversity of CSO voices together in a structured and systematic way.

CSO – state and government relationships

Relationships between government and civil society have to a large extent been dealt with in detail above under sections 1.2, 1.3 and 1.4.

²³ Barnes, et al (2004), Civil Society Assessment in Bosnia and Herzegovina, USAID

²⁴ See Annex 6 for a list of the main CSO coalitions and networks in BiH

An interesting observation regarding CSOs working at the grassroots is that frequently CSOs claim to have excellent relations with their local authorities. In many cases this is rather a description of the extent to which they have access to the local mayor, as a potential facilitator of financial or material support to the CSO. In reality, CSO relations with municipalities, or other levels of government, have rarely developed into more substantive forms of cooperation or partnership, whether for policy dialogue, the provision of services or the implementation of some form of joint activity (such as mutual education or capacity building).

While local governments may still consider CSOs as competitors, or perhaps even as politically irrelevant, CSOs themselves are invariably lacking in the capacities necessary to engage local authorities and establish lasting relationships of mutual benefit. A serious shortfall in CSOs' approach to working with potential government partners, but applying equally to their target groups (beneficiaries) and wider constituencies in the community, is the absence of stakeholder analysis for identifying areas of mutual interest and practical measures around which to develop cooperation.

CSO – business relationships

Civil society's cooperation with business is vestigial, and in most cases CSOs approach business from a purely instrumental standpoint, understanding it solely as a potential source of revenue. For its part, business is generally indifferent to civil society, restricting its support usually to sporting clubs and cultural associations. However, that being said, the HTPSE / Kronauer study suggests that contacts between the two sectors are perhaps increasing. 61% of CSOs surveyed reported having cooperated with business on at least one occasion.

2.6 Material and financial stability and resilience

Achieving financial viability is the biggest single challenge for CSOs in Bosnia. A majority of CSOs do not have sufficient annual revenues to undertake a meaningful programme of work. Over 50% of organisations assess that their financial situation is quite bad or very bad (HTSPE / Kronauer 2009) and a majority of organisations at any one time have not secured funds for the coming twelve months.

Financial security has probably only been attained by the most efficient of the fully professional NGOs which may still enjoy long-term institutional support from bilateral donors or international NGO partners, and which have the technical abilities to develop a large quantity of high-quality project proposals each year and also have sufficient financial reserves to contribute co-financing when competing for EC tenders. At the grassroots some of the larger sports associations will also have achieved financial security as they can pretty much count on generous support from the local authorities and / or the canton and entity administrations.

The single most important factor in the financial weakness of Bosnian CSOs is their almost uniform dependency on opportunities for project funding which inevitably militates against long-term planning and renders them unstable financially. At the grassroots, project funding is provided by local government, which, as already shown (above in section 1.2) is allocated in an inequitable and non-transparent way, very often according to narrow politically partisan interests. The majority of PBOs including civil initiatives, human rights organisations, those providing social services and many women's and youth groups, are dependent on dwindling international donor funds. Poorly developed project development skills and low absorption capacity reduces the ability of many CSOs to compete effectively for these foreign funds. The HTSPE / Kronauer survey found that

31.14% of associations applying for project funding in 2008 had not had a single proposal approved.

Most CSOs do receive some funding from other sources. Over 40% collect membership fees, and over one quarter (26.2%) receive voluntary support from members of the community. A similar number engage in self-financing activities, usually by charging for services provided. These sources provide a CSO an element of financial stability, but in most cases the revenue accrued in this manner is insufficient to fund activities or pay wages, and is no more than a marginal top-up to the annual budget. CSOs are extremely reluctant to charge more than nominal fees for CSO membership, and tend to feel they have a social or moral duty to keep charges for services to a minimum, as their members and their wider constituencies, particularly those in smaller towns and rural areas, are very often from among the poorer or more disadvantaged social categories.

Nearly a quarter of all organisations surveyed have received funding at some time or other from an EC grant scheme, but the vast majority of these organisations are PBOs (80%), most often those dealing with women's and gender issues, youth and children, human rights and the Environment.

The practice among CSOs of long-term financial planning and creating coherent fundraising strategy in order to secure predictable revenue from a diversity of funding sources is exceptional. 76% of all CSOs in 2008 reported that they did not have a donor strategy in place and in effect react to project opportunities when and if they appear (HTSPE / Kronauer 2009).

3. CIVIL SOCIETY MILESTONE ACHIEVEMENT, IMPACTS AND CHALLENGES

3.1 Milestone achievements and impacts in the country

Progress towards government-civil society cooperation

- The **“Agreement on Cooperation between the Council of Ministers of BiH and the Non-Governmental Sector in Bosnia and Herzegovina,”** is an important milestone for civil society in BiH. The Agreement, ratified by all three parliaments (state and entity), not only established a basis for a future institutional framework for coordinating government-civil society relations, it generated formal political acceptance for the first time of the legitimate role of civil society in the democratic policy-making process. This acceptance was reaffirmed at the follow-up conference organised by CSPC in March 2009.

The Agreement is also marks an important achievement in terms of rare civil society coordination in BiH. It was brought about as a result of sustained advocacy and lobbying by the NGO coalition **“To Work and Succeed Together”** under the leadership of CSPC. The Coalition was formed as early as 2001 and numbered over 300 member organisations which were structured according to 14 regional Reference Groups, based on the successful model of local networking, the Tuzla Reference Group.

Momentum and civil society unity has been maintained with the establishment of To Work and Succeed Together's successor network, **Sporazum Plus**.

- In 2008, twenty-five municipal mayors committed to long-term cooperation with civil society by signing agreements with NGOs, and over 160 NGOs and municipal officials expressed determination to implement these agreements.

Monitoring of government performance

- Since 2006 state, entity and cantonal government ministries have adopted over 70 recommendations and started over 40 initiatives providing concrete measures to improve service provision in the spheres of poverty reduction, employment, and pension and health systems, in response to advocacy conducted by the largest NGO in BiH, the Centres for Civic Initiatives (CCI). Advocacy has been based on ongoing monitoring by CCI of the efficiency and effectiveness of the 13 state, entity and cantonal governments and parliaments.
- In the period September 2005 – September 2006, ICVA (Initiatives and Civil Action) established a model for the monitoring of the Mid-term Development Strategy (PRSP) by leading a coalition of 42 NGOs, supported by SDC, in observing and reporting on the implementation over the whole country. This represented an innovative experience for the NGO sector, as well as for the authorities in BiH and provides the basis for the further development of the process, as well as a further point of entry of civil society actors into the decision-making process.

Social policy

In May 2009, the BiH Council of Ministers (state government) adopted a Policy of Disability, as a direct result of a policy study undertaken by NGO, IBHI.

3.2 Shortfalls in CSO performance

Programme approach to development

Civil society has yet to adopt a programme approach as a means to achieving sustainable systemic social and economic development objectives. Project-orientation, determined to a large extent by donor funding policies, low levels of long-term strategic thinking, competition between CSOs and inadequate networking and cooperation between CSOs – within and across specific fields of operation –, an unstable political environment and an inadequate institutional framework for cooperation with government, are all factors encouraging the continuing trend for short-term, discrete and uncoordinated CSO-led development initiatives. Social change has been at best partial and very often superficial and short-lived. Impact in the community is rare, but low standards of monitoring and project evaluation mean that positive results and lessons learnt cannot be verified.

Holding government to account

Very few CSOs are active in overseeing government performance, in particular in providing a means for the public to scrutinise standards of democratic governance and to ensure the open and proper use of public funds. CSOs are conspicuous by their absence in anti-corruption activities and in monitoring the implementation of the national plan for the fight against corruption. There is virtually no watchdog expertise among Bosnian CSOs.

Policy Dialogue

Regardless of limited opportunities provided CSOs for engaging governments owing to low government capacities and the rudimentary institutional framework, CSOs are doing insufficient in researching social policy, promoting new solutions to policy problems, acting as a bridge between the grassroots and government agencies and representing the interests of their constituencies to government and, in general, in introducing a participative, inclusive rights-based approach to

governance and policy dialogue. In particular, little is being attempted in this field by CSOs at the entity level.

4. CONCLUSIONS

4.1 Summary of strategic issues of relevance to the project

- Cooperation between government and civil society remains largely declarative and the institutional measures agreed upon by the Council of Ministers in the 2007 Agreement on Cooperation have not been implemented. However, the government reaffirmed its commitment to the Agreement at the multi-stakeholder conference in March 2009 and civil society is newly organised into a nationwide network, Sporazum Plus, with the purpose of promoting the establishment of an institutional framework for government-civil society relations. The project is well positioned to provide assistance to this process, as Sporazum Plus is led by project partner and SIPU consortium member, CSPC, with support from USAID towards creating an enabling environment for the development of civil society generally.

At the same time, the establishment of an Office for Cooperation with the NGO Sector, as agreed upon in the Agreement on Cooperation, is also the subject of a separate EC-funded TA project, which will last two years from December 2009. It will be important for the project to coordinate closely with this TA initiative. With the presence of two projects whose aim is to further the implementation of the 2007 Agreement on Cooperation, the possibility arises of confusion and duplication of efforts between the two. TACSO potentially occupies a “middle ground” between the two and is well positioned to mediate and ensure integration of activities.

- The complex division of political and administrative powers between the state, entities and cantons in BiH creates a number of arenas for civil society to operate in, which present considerable challenges for CSOs in finding a suitable focus for reform-oriented advocacy or policy dialogue. It will be important that support extended by the project to government-civil society relations is directed to all levels of public administration. In particular the project should take care to complement and integrate initiatives at the state level with that those within the entities. The prospect of working at multiple levels will necessitate careful targeting of project activities involving government-civil society coordination (according to priority issues or sector, or on the basis of existing civil society and government capacity) in order not to overstretch limited project resources (time, money and personnel).
- CSOs have limited understanding of the EU and the process of European Integration. The BiH Directorate for European Integration (DEI) in the state government has developed a Communication Strategy for Informing Public about Accession of BiH to the European Integration (January 2009). The DEI plans to raise awareness of European integration through a “multiplier approach,” working through “grass-roots” networks of communication contacts working in cooperation with local political representatives and government bodies at canton and municipal level, as well as through the Media and a range of CSOs (including NGOs, local associations, and trades unions). A key concern for the project should be to address the gap in CSOs’ understanding of European integration while providing facilitation of the DEI’s Communication Strategy.
- The low sustainability, as well as inadequate financial and organisational capacities of the greater majority of CSOs, allied to the generally low level of CSO networking, and the short-term, project-oriented outlook of the sector generally, raises issues about where best to target

the project's capacity building support. Does the project concentrate inputs on a smaller number of relatively well developed CSOs with the aim of increasing sustainable capacities for advocacy, policy dialogue and watchdog activities within a restricted portion of civil society, or does it target a greater mass of less mature CSOs with the aim of broadening the range and number of viable, but technically less sophisticated CSOs working at the grassroots?

Following priorities set out in the DEI's Communication Strategy, a middle way is proposed: identifying a smaller range of smaller CSOs operating at the grassroots and in rural areas, which are working at the local level on specific social and rights-based issues, and which strive to combine advocacy at the local level to efforts to influence social policy through the development of national issue-based networks.²⁵

4.2 Needs assessment conclusions

Civil society environment

- BiH's complex political and administrative structure impedes the development of a fully integrated, national civil society.
- The legal framework governing civil society is broadly encouraging and is in accordance with international standards and practice.
- CSOs are discouraged for registering at the state level owing largely to delays in the process owing to inefficiency and low staff capacity in the registration body, the Ministry of Justice.
- Tax incentives provided to companies and individuals to support CSOs are different in the two entities. Those in the FBiH are considerably lower than those in the RS.
- Municipalities are the single largest source of civil society funding in BiH. However, the greater part of this support goes to sports clubs and veterans associations with nationalistic agendas. Municipalities do not provide CSOs with a transparent and fair means of competing for financial support; the bulk of municipal support is allocated according to narrow partisan political interests.
- State government is the least significant source of public funds, amounting to only 2% of the whole, but its monies are allocated according to properly managed, clear objective-oriented calls for proposals.
- International funding sources continue to reduce in scale, leaving the EC as the most important international supporter of civil society.
- BiH lacks formal institutions and a legal framework for mediating relations between government and civil society. An "Agreement on Cooperation" with civil society, signed by the state government in April 2007, establishes a plan for the development of a set of state-level mechanisms for mediating relations and developing a national strategy for developing civil

²⁵ Examples of possible candidates for project assistance include: 1. Union for Sustainable Return and Integration in BH (ex SIRL) -members of Union, 2. An informal network of 16 small women's organisations dedicated to the fight against breast cancer, gathered around the Sarajevo voluntary group, Renesansa. During 2009 they have been campaigning nationally for improved medical care for women with breast cancer under the slogan "Say No to Waiting Lists." 3. CSO UG PROI, a small professional service provider and advocacy organisation working to combat drug abuse, established by a group of former addicts, their families, and health care professionals who had participated in their treatment. Apart from local activities, such as education in schools, advocating for a coordinated and coherent national response to drug abuse, HIV/AIDs and tuberculosis is a key part of their programme.

society. Political commitment to eventual implementation of the Agreement was reaffirmed by the government in 2009.

- Cooperation between civil society and government on specific policy issues and sector strategy is at a very low level of development and carried out infrequently in a haphazard manner. Within the government sector generally, at all levels, there is no clear understanding of the importance of participatory democracy and civil society's role in it. Government tends not to recognise civil society as a representative of legitimate, alternative and independent voices.
- The space for civil society to engage in policy dialogue is constrained by the continued dominance of nationalist politics in the country which reduces all policy issues to concerns for ensuring the "national interests" of the country's three main national communities.
- Social trust in BiH is "virtually non-existent." This is a key factor in low levels of public participation in CSOs and a general lack of public interest civil society.

CSO organisational capacities

- Civil society in BiH is largely composed of a wide range of membership-based organisations working at the grassroots, dedicated to providing services for the exclusive benefit of their members. Typically, these MBOs are small, semi-voluntary organisations, with very limited technical and organisational capacities. A majority of them are financially unstable and do not receive sufficient financial support to undertake a significant programme of work.
- Approximately one third of CSOs have missions provide benefits to the general public. In most cases these public benefit organisations are devoted to providing specialist forms of non-institutionalised service delivery. Organisations promoting human rights and rights-based development agendas are under represented. These interests are largely restricted to a small elite of well-developed professional NGOs, working across the country in the four or five main urban centres, which undertake a range of advocacy and capacity building activities for citizens' empowerment, although rarely engaging in policy dialogue.
- The sector is highly reliant on voluntary labour, and most organisations are insufficiently funded to maintain an full-time professional staff.
- CSOs, and civil society generally, are strategically weak. Project dependency and low organisational capacities determine that long-term planning rarely takes place. CSO missions are routinely adapted to prevailing donor priorities.
- Although there are many informal CSOs networks based on geographical or sector interests, the sector is poorly coordinated. Networks rarely function effectively and most are established without agreed-on objectives and a clear agenda of work. Generally, there is a high level of mutual mistrust among CSOs concerning competition for resources, and exchange of information between CSOs is poor.
- Despite the high proportion of membership-based organisations among CSOs, those working at the community level are often poorly supported by their constituencies. An absence of stakeholder analysis, participatory methodologies and public suspicion of civil society all militate against effective CSO-community relations.
- Overcoming financial weakness is the biggest single challenge facing CSOs in BiH. Fundraising skills are poorly developed, and CSOs pay insufficient attention to exploring non-project-based forms of income generation. Only a small proportion of more developed CSOs have the financial capacity and the technical know-how to make serious applications for IPA and other EC funds.

- Awareness and understanding within civil society of the EU and the process of European integration remains at a very low level.

4.3 Recommendations for the regional project work plan

- Cooperate with and coordinate the project activities with the Balkan Civil Society Development Network²⁶ for CSO Development and other regional CSO initiatives and networks. Publicise these networks among local CSOs in the project countries, and facilitate contacts with them.
- Promote further regional networking and collaboration between CSOs in the project countries; facilitate partnerships among like-minded CSOs.
- Facilitate the exchange of experience, lessons learnt and good practice between CSOs on projects for cross-border cooperation between neighbouring countries.
- Facilitate an exchange of information between CSOs and relevant government agencies from the project countries on anti-corruption measures and programmes. Project partner and SIPU consortium member, FPDL, has pioneered an innovative approach, PAP (Program for Anti-Corruption Practitioners) in Romania. FPDL should be encouraged to share the lessons learnt from this programme and to develop materials and tools for application in other settings.
- Organise regional conferences on the subject of policy dialogue – best practice and developing effective methodology.
- Establish a publicly accessible database of sectoral CSO networks working in the region.

4.4 Recommendations for country specific work plan

Civil society environment

- Work with government and CSOs towards developing a strategy for creating an enabling and sustainable environment for civil society in BiH. CSOs should play a leading role in the strategy-making process in order to ensure ownership, and they should also be included in development of action plans and their implementation.
- Provide an open information resource and disseminate information to CSOs on the EU, EU legislation and standards, the process of European integration, BiH's progress towards fulfilling the conditions of the SAA, the proposed role of civil society and opportunities for inclusion in policy dialogue, as well as EC funding opportunities.
- Development of a comprehensive and updated database of CSOs in the country, collecting together all existing databases and building upon their combined resources.
- Creation of a database of CSOs interested in being consulted by government on the legislative and policy dialogue process (in accordance with the Rules on Consultations), ordered according to sector interest (line ministry) for use by state government ministries.
- Establish close cooperation with the two current IPA-funded projects which concerning 1. the establishment of transparent procedures of municipal fund allocation and 2. strengthening

²⁶ The Balkan Civil Society Development Network includes 12 leading NGOs from 9 Balkan countries, including SIPU consortium member CSPC. Its mission is the empowerment of civil society in the Balkans through sharing and developing local practices, concepts and strengthening civil society actors.

civil society to become an effective partner to the Government in the reform processes, and to performing watchdog role over government performance.

CSO organisational capacities

- Provide capacity building workshops for CSOs interested in contributing to the consultation process for the drafting of laws and other legal regulations – policy research, drafting process, negotiation, etc.
- Facilitate CSOs to take an active part in the implementation of the DEI's Communication Strategy for Informing the Public of the Accession of BiH to the European Union.
- Supply technical assistance to existing active networks to assist them develop a programme of work, with action plans, based on strategic planning by the networks
- Assist the creation of sector-based CSO resource centres, using existing CSO structures and capacity, to provide information, capacity support, contacts, research tools etc, for advocacy and policy-oriented networks. Sectors should correspond to those represented in government institutions and in the EU Strategy for BiH
- Organise and facilitate sector policy forums, using the successful model pioneered by IBHI for its work on social inclusion (also environmental CSOs), in order to facilitate issue-based coalition building, as well as strengthen CSO capacities for cross-border cooperation with similar sectoral networks in the region
- Provide training and consultancy to CSOs in the priority areas identified in the consultations carried out for this study: PCM - in particular, EC application procedures -, community needs assessment and stakeholder analysis, human resource management, partnerships and networking, public advocacy and lobbying, involvement of CSOs in the implementation of EC instruments for pre-accession, human rights protection, & public-private partnerships.

Annex 1 Acronyms and abbreviations used in the text

ACIPS	Association Alumni of the Centre for Interdisciplinary Postgraduate Studies
BiH	Bosnia and Herzegovina
CAPP	Civic Advocacy Partnership Program
CCI	Centres for Civic Initiatives
CCSP	Sustainable Development of the Non-Profit Sector in BiH
CEDAW	Convention to Eliminate Discrimination against Women
CSPC	Civil Society Promotion Centre
CSO	Civil Society Organisation
DEI	Directorate for European Integration
DfID	Department for International Development
EC	European Commission
EE:PBBP	East-East: Partnership Beyond Borders Programme
EIDHR	European Instrument for Democracy and Human Rights
EU	European Union
FBiH	Federation of Bosnia and Herzegovina
FPDL	Partners Foundation for Local Development
IBHI	International Bureau for Humanitarian Issues
ICVA	Initiatives and Civil Action
IPA	Instrument for Pre-accession Assistance
LOD	Reinforcement of Local Democracy
MBO	Mutual / Member Benefit Organisation
MHRR	Ministry for Human Rights and Refugees
MoJ	Ministry of Justice
NGO	Non-Governmental Organisation
ODA	Official Development Aid
PAP	Program for Anti-Corruption Practitioners
PSO	Public Benefit Organisation
RS	Republika Srpska
SAA	Stabilisation and Association Agreement
SDC	Swiss Agency for Development and Cooperation
SIPU	Swedish Institute for Public Administration
SSSBIH	National Trades Union Confederation in BiH
TA	Technical Assistance
TACSO	Technical Assistance to Civil Society Organisations
TI	Transparency International
UNSCR	United Nations Security Council Resolution
USAID	United States Agency for International Development

Annex 2 Research methodology

The Needs Assessment for Bosnia and Herzegovina started with a comprehensive desk research of all the relevant legislation, legal and financial, defining the environment in which civil society works, as well as all available recent civil society assessments and mappings, backed up with reference to relevant governmental and CSO websites.

The main research data was provided by a series of focus group discussions with a representative sample of CSOs from all parts of the country which were also members of the most active CSO networks, including the BiH NGO Council, the Civil Society Board, the Reference Group Tuzla, and Network Agreement Plus.

The organizations for these meetings were selected with the assistance of the CSPC Resource Centre's data base according to the following criteria: geographic representation, diversity of mission / field of work, a representative mix of mature and younger organisations and membership of active and important CSO networks. Owing to time pressures and logistical constraints, focus group meetings took place in the capital, Sarajevo, with participating CSOs travelling to take part. Discussions facilitated at focus group meetings were both exploratory, in order to establish new information and elicit fresh perspectives and opinions, but also confirmatory to corroborate data already analysed during the desk research. Both structured discussion and open question techniques (semi-structured interviewing) were used during focus group meetings, and also any other meetings with two or more representatives of organisations and institutions.

Interviews were also conducted with donor representatives, civil society experts and project partners. In addition, meetings were arranged with representatives of the state Council of Ministers (central government), the Directorate for European Integration, the Regional Coordination Council, EC Delegation Task Managers and various international organizations.

Meetings were also arranged with informal groups of CSOs assembled as issue-based organizations.

A specially tailored questionnaire (created by senior resident advisor) was sent to approximately 60 CSOs to which 30 organisations responded. This was an extremely satisfactory response, as time limitations dictated that surveyed CSOs were allowed only four days in which to reply. The collated results of the questionnaire are attached below in Annex 8.

These results were used to support the recommendations of this needs assessment regarding CSO capacity building and the identification of areas in which the TACSO project could usefully intervene.

In some cases, clarification of findings, as well as discussion of questions not covered during focus groups, was carried out through informal one-to-one meetings and telephone interviews.

Annex 3 CSOs databases in BiH

There are several active online CSOs databases in BiH providing information on selected organisations.

CSPC Resource Centre hosts the largest database of CSOs active in BiH, currently containing 1222 entries. The database is relatively sophisticated, allowing searching by a number of fields and also enables CSOs to enlist in the database online. It is updated a few times every year.
<http://www.civilnodrustvo.ba/index.php?opcija=nvo>

In addition, the CSPC Resource Center is a valuable online web resource for CSOs, providing a variety of information on CSO registration, legal matters, donors, capacity building publications, addresses and web links etc.

NDI Bosnia office holds a small, simple to use CSO database of just 290 organisations and 120 projects, which allows the export of data in word or excel documents. Data searching is very simple, by entering the name of organization, sector, contact persons, address, phone, fax, e-mail etc.)
<http://ngobase.ndi.ba/>.

OIA (Youth Information Agency) has database of youth organisations in BiH on its "youth web portal." The database lists 329 organisations, but it is considerably out-of-date.

In addition to a number of other sector-based databases, there are a number of CSO online lists or directories, including those held by the NGO Council - <http://www.bihngocouncil.ba> - and ICVA - <http://www.icva-bh.org/>.

Annex 4 Classification of CSOs according to field of work

Table 2. Percentage of CSOs according to their primary field of work

Associations	%
Sport associations	18.45
Interest associations	12.02
Associations for protection of women	7.30
Cultural associations	6.87
Associations dealing with problems of children and youth	6.01
Other activities	5.15
Associations arising from the last war	4.72
Associations dealing with environmental protection	4.29
Associations for psychosocial help and social protection	3.86
Educational associations	3.43
Associations for rural and agricultural development	3.43
Hobbyist associations	3.00
Associations for local economic development	3.00
Civil initiatives	2.58
Humanitarian associations	2.58
Associations for human rights protection	2.58
Associations for civil society promotion and development	1.72
Vocational associations	1.72
Associations for ethnic minorities	1.29
Unions	1.29
Associations for technological advancement	1.29
Spiritual associations	0.86
Returnee and refugee	0.86
Associations for animal protection	0.86
Association for protection of tourism and catering	0.86
TOTAL	100

Source: HTSPE / Kronauer Consulting (2009)

Annex 5 Final beneficiaries of CSO projects

Table 3. Final / direct beneficiaries of CSO projects

Beneficiary / target group	%
All citizens / general public	49.40
Children	2.60
Youth	15.90
Elderly persons	3.40
Women	5.60
Unemployed	2.10
Refugees and displaced persons	3.00
People with disability	6.40
Members of minority groups	0.90
People with substance dependency	1.50
Victims of domestic violence	0.90
Decision makers	1.70
Institutions	0.90
Business sector	2.60
Particular groups of professionals	2.10
TOTAL	99

Source: HTSPE / Kronauer Consulting (2009)

Annex 6 NGO Coalitions and networks

The **BiH NGO Council** is the oldest network (established in 1996) of international and national NGOs working to support the stabilisation and development of BiH. The Council's main function over the years has been as a body for coordination of international projects and as a means of information exchange of all matters concerning humanitarian and development assistance in BiH. It has 60 members and 18 observers (including the EC), including many multi-mandated (international) NGOs and does not have a specific programmatic or sector focus.

Youth Network in Bosnia and Herzegovina is an informal group of organisations, groups and individuals that fulfil the needs of young people in both entities, actively involving them in building democratic values and strengthening of civil society. Today the network has **115** member-organisations and **37** individuals from **65** cities in BiH.

Agreement Plus (Sporazum plus) – recently formed nationwide network of over 370 CSOs, under the leadership of the Civil Society Promotion Centre, with a mission to promote and advocate solutions for key questions policies important for the future development of the civil society, inter-sector cooperation and good governance in BiH.

The **Civil Society Board** was established as a direct result of the work of the (now disbanded) Coalition To Work and Succeed Together in October 2007, with 31 representatives from 31 sectors (based on Civicus index). Its main role is to follow up the "Agreement on Cooperation" with the State by working with the Council of Ministers to establish a Civil Society Council at the Council of Ministers, developing documents of importance for the civil society in BiH, and creating cooperation with local and international actors, especially in areas of EU integration and IPA funding.

The **Reference Group Tuzla** (RGT) was established in 1996, and is a network of ninety-nine associations from the Tuzla canton. The RGT is based on information, knowledge and experience interchange and joint presentation of the organisations to promote the third sector.

Coalition Responsibility was created at the beginning of 2008 as a result of civic protests organised in Sarajevo, and gathers 15 organisations, mainly working in the field of human rights.

Annex 7 List of participants and organisations consulted

Focus group meeting 1, September 23, 2009, Sarajevo

Name	Organization/Institution	City
Nedim Pripoljac	Center for Youth Education	Travnik
Adis Arnautović	Center for Youth Education	Travnik
Dijana Softić	Union for Sustainable Return and Integration in BiH	Sarajevo
Azra Novkinić	NHO OC "Hambarine"	Prijedor
Damir Redžić	NHO OC "Hambarine"	Prijedor
Goran Bubalo	Terca	Sarajevo
Mersiha Tufekčić	Education builds BiH	Sarajevo
Vildan Hadžihasanović	BiH Ministry of Justice, Sector for Civil Society	Sarajevo
Snježana Ivandić	ADI	Sarajevo
Edita Pršić	Local Democracy Foundation	Sarajevo
Jadranka Miličević	CURE Foundation	Sarajevo
Gordana Čičak	Independent Zenica	Zenica

Focus group Meeting 2, September 24, 2009, Sarajevo

Name	Organization/Institution	City
Adnan Gavranović	Youth Center	Gornji Vakuf
Željka Katanić	Leptir	Srebrenica
Vesna Stjepanović	Leptir	Srebrenica
Melika Ibrahimbegović	Bospo	Tuzla
Jasna Jugo	Open Hear House	Mostar
Abida Pehlić	La Strada BiH	Mostar
Džemal Šunje	CUPIDO	Mostar
Milena Savić	Center for informative-legal aid	Zvornik
Vasilije Lažetić	Center for developing initiatives	Gacko
Goran Rakić	Assoc.n of Municipalities and Cities of RS	Bijeljina
Indira Osmanagić	Associations of NGOs -LSG	Bugojno
Amerisa Abidović	European Culture Centre	Zavidovići
Predrag Praštalo	European movement in BiH	Zenica
Aida Daguda	Centre for Promotion Civil Society	Sarajevo

**Meeting with The Civil Society Board
September 25, 2009, Sarajevo**

Name	Organization/Institution	City
Lidija Zurovac	Association of BiH Journalists	Sarajevo
Goran Bubalo	NGO Council	Sarajevo
Milena Savić	CIPP Zvornik	Zvornik
Biserka Sabljakovic	Asocijacija informacijskih stručnjaka - bibliotekara, arhivista i muzeologa (BAM)	Sarajevo
Aida Daguda	Centre for Promotion Civil Society	Sarajevo
Igor Stojanovic	Centar civilnih inicijativa	Banja Luka
Hajrudin Sahic	Merhamet	
Vildana Ganija	SIRL	Sarajevo
Aida Vezic	BHRN	Sarajevo

**Meeting with BHNGO Council
September 30, 2009, Sarajevo**

Name	Organization/Institution	City
Sue Birchmore	World vision	Sarajevo
Claudia Bade	World vision	Sarajevo
Amira Kavagic	IPM	Sarajevo
Tory Tovis	Musicians without borders	Sarajevo
Alma Taslidzan	Handicap International	Sarajevo
Edita Prsic	FLD	Sarajevo
Zarko Ardzelan	UIZBiH/AEOBIH	Sarajevo
Marijana Dinek	BHWI Foundation	Sarajevo
Gordana Cicak	Independent Zenica	Sarajevo
Milan Minic	ICVA	Sarajevo
Gjoko Snegar	CORNO	Doboj
Hadzihasanovic Vildan	BiH Ministry of Justice, Civil society sector	Sarajevo
Babic Sejla	Narko ne	Sarajevo
Enisa Alibegic	Save the children	Sarajevo
Meheljc Belina	CURE Foundation	Sarajevo
Hasanovic Sevala	SHL	Sarajevo

Vehabovic Aida	SHL	Sarajevo
Haris Causevic	NVO Altruist	Sarajevo
Eldina Mehic	Biser int.	Sarajevo
Danko Malesevic	HHU Hleb zivota	Prijedor
Elvedina Hadzialagic	Association Udruzenje Zene zenama	Sarajevo
Dijana Softic	Association Unija za održivi povratak	Sarajevo
Indira Ceco	NVO Coridor	Sarajevo
Salih Rasovac	NVO Coridor	Sarajevo
Adis Arnautovic	CEM Travnik	Sarajevo
Sabina Moric	Association RIN Family	Sarajevo
Amra Arnautovic	Hope and Homes for children	Sarajevo
Goran Bubalo	TERCA	Sarajevo
Zlatan Salihbegovic	CARITAS	Sarajevo

Consultative Meeting

October 8, 2009, Place: Sarajevo

Name	Organization/Institution	City
Goran Bubalo	NGO Council	Sarajevo
Jan Z Kulenovic	Youth Information Agency	Sarajevo
Vildan Hadžihasanović	BiH Ministry of Justice, Sector for Civil Society	Sarajevo
Džemal Hodžić	Delegation of the European Commission to BiH	Sarajevo
Gordana Suvalija	Delegation of the European Commission to BiH	Sarajevo
Vlado Pandurević	Delegation of the European Commission to BiH	Sarajevo
Edita Redžepagić	Delegation of the European Commission to BiH	Sarajevo
Siniša Ignjatić	UNDP BiH	Sarajevo
Momir Savić	CIP Zvornik	Zvornik
Aida Daguda	CPCD	Sarajevo
Vesna Vukmanovic	ICVA	Sarajevo
Lindija Popović	IDC	Sarajevo
Predrag Praštalo	European movement in BiH	Zavidovici
Amerisa Abidović	European cultural center	Zavidovići
Edita Pršić	Foundation for local democracy	Sarajevo
Berina Meheljic	Foundation CURE	Sarajevo
Mirela Selmanović	Association for Democratic Initiatives (ADI)	Sarajevo

Armina Čerkić	DFID	Sarajevo
Dijana Softić	Unija za održivi povratak u BiH	Sarajevo
Selma Sijerčić	USAID BiH	Sarajevo
Ljiljana Zurovac	Vijeće za štampu u BiH	Sarajevo

List of Interviews

Institution/organization	Name of the person	Date/place
NGO Council	Goran Bubalo	Sept. 10, 2009, Sarajevo
BiH Min. of Justice, Dept. Sector Sector for Administration for the State	Slavka Alagic	Sept. 25, 2009, Sarajevo
Youth Information Agency	Jan Zlatan Kulenovic	Sept. 25, 2009, Sarajevo
Directorate for Economic Planning of BiH, Council of Ministers of BiH	Mirela Ibrahimagic	Oct. 1, 2009, Sarajevo
ACIPS	Zehra Kacapor	Oct. 1, 2009, Sarajevo
Youth Council of RS	Lucijano Kaluza	Oct. 1, 2009, Sarajevo
BiH Ministry of Justice	Hadžihasanović Vildan	Sept. 28, 2009, Sarajevo
ADI Sarajevo	Snježana Ivandić, Aida Vezic	Sept. 15, 2009, Sarajevo
Delegation of the European Commission to BiH	Džemal Hodžić	Sept. 25, 2009, Sarajevo
Delegation of the European Commission in BiH	Vladimir Pandurevic	Sept. 25, 2009, Sarajevo
Directorate for the European Integration	Zuhra Talović	Sept. 28, 2009, Sarajevo
Directorate for the European Integration	Zara Halilovic	Sept. 28, 2009, Sarajevo
Directorate for the European Integration	Masleša Nedeljko	Sept. 22, 2009, Sarajevo
Directorate for the European Integration	Jasenska Hadžajlija	Sept. 22, 2009, Sarajevo
ICVA	Milan Mirić	Oct. 02, 2009, Sarajevo
Civil Society Promotion Centre	Aida Daguda , Milan Mrđa, Slavisa Prorok, Sefko Bajic, Mirjana Sirco	Sept., 11-30, 2009, Sarajevo
Regional Cooperation Council	Mladen Dragasevic	Sept. 21, 2009, Sarajevo
Open Society Foundation OSF/BH	Mervan Miraščija	Sept., 28, 2009, Sarajevo
OSCE	Stefanija Koskova & Ladislav Kremenjaks	Sept. 30, 2009, Sarajevo
USAID	Mirjana Popović Valjevac	Sept. 28, 2009, Sarajevo
Council of Ministers of BiH	Vojin Mijatović	Oct. 02, 2009, Sarajevo

Association "BH Journalists"	Borka Rudić,	Sept. 18, 2009, Sarajevo
Independent	Gordana Cicak	Sept. 30, 2009, Sarajevo
Reference Group of Tuzla	Melika Ibrahimagović	Sept. 24, 2009, Sarajevo
DON Prijedor	Murisa Maric	Sept. 8, 2009, Sarajevo
CGS	Sonja Garic	Sept. 8, 2009, Sarajevo
World Bank	Jasmina Hadzic	Oct. 01, 2009, Sarajevo
Municipality East Sarajevo	Ljubica Novakovic	Oct. 01, 2009, Sarajevo
Renesansa Sarajevo	Snjezana Rupcic	Sept. 17, 2009, Sarajevo
VESTA	Amra Seleskovic	Sept. 29, 2009, Sarajevo
UNDP BiH	Samir Omerefendic	Sept., 29, 2009, Sarajevo

Annex 8 Results of research questionnaire

Characteristic and capacities of CSOs selected according to organisational mission

Organizations determined by field of work	European integration	Democracy and Human Rights	Youth	Women	Consumers associations	Media
Type of organizations	NGOs and non-profit	NGOs and non-profit and of public benefit	NGOs and non-profit and of public benefit	NGOs	NGOs and non-profit	NGOs and non-profit
Size • Employees • Long term consultants • Short term consultants	none or 1 3 to 4 2 and less	none to 16 0 to 3 0 to 10	none to 3 none to 2 none to 6	none to 1 none none to 2	1 10 8	4 2 18 per year
Presence on the ground	all over the country municipal level local level	region wide country wide local level Sarajevo Canton	local level rural level	local level municipal level	country wide	country wide municipal level
Type of activities	<ul style="list-style-type: none"> ▪ Advocacy 	<ul style="list-style-type: none"> ▪ Advocacy ▪ Service providing 	<ul style="list-style-type: none"> ▪ Advocacy ▪ Service providing 	<ul style="list-style-type: none"> ▪ Advocacy ▪ Service providing 	<ul style="list-style-type: none"> ▪ Advocacy ▪ Service providing 	<ul style="list-style-type: none"> ▪ Advocacy ▪ Service providing
Sector of operation	<ul style="list-style-type: none"> ▪ European Integration Process 	<ul style="list-style-type: none"> ▪ Good government ▪ Transparent service delivery ▪ Financial management ▪ Environment protection ▪ Human rights ▪ Culture diversity 	<ul style="list-style-type: none"> ▪ Human rights ▪ Environment protection ▪ Culture diversity education 	<ul style="list-style-type: none"> ▪ Good governance ▪ Service delivery ▪ Financial management ▪ Human rights ▪ Reconciliation ▪ Gender equality ▪ Free access to information ▪ Protection 	<ul style="list-style-type: none"> ▪ Consumers protection ▪ Gender equality ▪ Free access to information ▪ Fight against corruption ▪ Social care services 	<ul style="list-style-type: none"> ▪ Human rights ▪ Free access to information ▪ Freedom of speech education

		<ul style="list-style-type: none"> ▪ Social care protection ▪ Education ▪ Youth employment and return ▪ Tolerance and reconciliation ▪ Rights empowerment ▪ Election process ▪ Fight against corruption 		<ul style="list-style-type: none"> ▪ Culture diversity ▪ Non-formal education 	<ul style="list-style-type: none"> ▪ Health education 	
Long-term plan/Future activities	<ul style="list-style-type: none"> ▪ EU integration ▪ Ecology ▪ Human rights ▪ Culture ▪ Diversity ▪ Reconciliation ▪ Good governance 	<ul style="list-style-type: none"> ▪ Good governance at local level ▪ Services providing ▪ Environment protection ▪ Education ▪ Human rights ▪ Gender equality ▪ Free access to information ▪ Culture diversity ▪ Health protection ▪ Youth education ▪ Advocacy ▪ Ethnic tolerance ▪ Election process ▪ Fight against corruption 	<ul style="list-style-type: none"> ▪ Human rights ▪ Gender equality ▪ Culture diversity ▪ Environment protection ▪ Education ▪ Good governance 	<ul style="list-style-type: none"> ▪ Women's human rights ▪ Gender equality ▪ Ethnic tolerance ▪ Good governance 	<ul style="list-style-type: none"> ▪ Consumers' protection 	<ul style="list-style-type: none"> ▪ Media independence ▪ Education of journalist related to their rights ▪ Legal assistance ▪ Education on various issues ▪ Journalist Club forming ▪ Media legislative advancement ▪ Solidarity fund
Material and	N/A	<ul style="list-style-type: none"> ▪ project - based 	<ul style="list-style-type: none"> ▪ volunteerism 	<ul style="list-style-type: none"> ▪ project - based 	<ul style="list-style-type: none"> ▪ financing by EU 	<ul style="list-style-type: none"> ▪ EU funds,

financial stability and resilience		financing <ul style="list-style-type: none"> ▪ IPA financing ▪ networking ▪ global networking support ▪ capacity building through SIQ standards ▪ foreign funds and donations ▪ Income generation projects ▪ authority level granting ▪ membership fee ▪ rent 	<ul style="list-style-type: none"> ▪ self support ▪ authority level financing ▪ project management ▪ service charging 	activities	Agencies <ul style="list-style-type: none"> ▪ EU funds ▪ state –level financing 	USAID, various different donors supporting independent journalism
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Useful Web sites

- BiH Ministry of justice: <http://www.mpr.gov.ba/en/>
- International Centre for Non-for-Profit-Law (ICNL) www.icnl.org
- RS government web site: <http://www.vladars.net>
- Youth association Kult project: www.zakon.mladi.org
- NGO Council: www.bihngocouncil.ba
- Youth Information Agency: <http://mladi.info/>
- CSPC Resource centre: <http://www.civilnodrustvo.ba/>
- Transparency international: www.ti-bih.org
- USAID BiH: www.usaid.gov/ba
- Delegation of European Union to BiH: www.europa.ba