

United Nations Development Programme

Country: Bosnia and Herzegovina

Project Document

Support to peaceful resolution of conflicts, reconciliation, respect for diversity and community security in Bosnia & Herzegovina

SIGNATURE PAGE

Project Title	Support to peaceful resolution of conflicts, reconciliation, respect for diversity and community security in Bosnia & Herzegovina
UNDAF Outcome:	UNDAF Outcome 4. By 2014, Government adopts policy, regulatory and institutional frameworks to address human security challenges, including threats posed by communicable diseases and disasters, landmines and small arms and light weapons, armed violence, and also addresses issues of migration and women, peace and security ¹ .
Expected CPAP Outcome(s):	Expected Outcome 4: Relevant Institutions at all levels strengthen equal access to justice and the protection of human rights and gender equality values, and develop institutional mechanisms for dealing with the past. Expected Outcome 5: Strengthened national capacities to prevent crisis and conflict through development and implementation of national Strategies and Action plans for mitigation of risks, threat caused by communicable diseases, improved management of mine action and weapons control, prevention of armed violence and crime and integrated border management.
Expected Output(s):	Strengthen local capacities and improve coordination of national and international stakeholders including the UNCT to address conflict prevention and peacebuilding.
Cooperating partner(s):	BiH authorities and civil society organizations
Implementing Partners	UNDP

¹ Reference is also made to the new UNDAF 2015-19, which is being currently developed and will be signed by local counterparts in the following month. UNDAF 2015-19 Outcome 12: By 2019, B&H consolidates and strengthens mechanisms for peaceful resolution of conflicts, reconciliation, respect for diversity and community security.

Brief Description: Bosnia and Herzegovina faces a growing number of challenges that could exacerbate conflict: governance crisis and political and institutional deadlock, declining economy and social safety net, weak institutions, corruption, lack of rule of law, a stalled EU accession process, the legacy of war crimes and transitional justice, and remnants of war that threaten human security. The intricate network of institutions that the Dayton Peace Agreement (DPA) created in B&H has not managed to resolve the underlying causes of the conflict between the three principal ethnic groups - i.e. divergent visions of how B&H should be structured; the manner by which B&H's ethnic balance should be maintained and the interests of the principal national groups secured; as well as divergent views and narratives with regard to transitional justice and addressing war crimes, amongst others. Therefore, conflict between B&H's three principal ethnic groups Bosniaks, Serbs and Croats, as well as within these groups continues to manifest itself in political, social, economic and cultural terms. Consequently, almost twenty years after the DPA came into force B&H remains a fragmented and divided country, with each national group living in its own political and cultural space, growing further apart. There is a need, therefore, to create space in B&H for dialogue, reconciliation and building of trust.

During the course of developing the 2015-2019 UNDAF in late 2013, the UNCT conducted a comprehensive Common Country Assessment (CCA), which included a Conflict related Development Analysis (CDA), and identified a number of areas where B&H faces significant challenges with regard to its peace and development agenda.

This project will build upon successful initiatives and projects conducted thus far with the UNCT and UNDP. The activities are designed to be catalytic by consolidating existing UNCT and UNDP programmes around peace and development, as well as mobilize additional local and international resources and commitment toward the peacebuilding agenda in B&H.

With a 12 month time frame the project aims to:

- i) Provide updated systematic situational and gap analyses and options that can help integrate conflict sensitivity and conflict analysis into UNCT and UNDP programmes;
- ii) Further develop conflict prevention partnerships and networks, as well as expand the Dialogue Platform supported by the PBF;
- iii) Provide technical assistance for dialogue and peace processes that foster conditions favorable for sustained peace, recovery, reconciliation and improved social cohesion;
- iv) Enable the work of local and national stakeholders, civil society organizations and institutions who can forge consensus around contentious peace and development issues; and
- v) Advocate for and advance the role of women as mediators and facilitators, in providing leadership at local and national levels to develop dialogue and support peacebuilding.

Programme Period: May 2014 –May 2015

Key Result Areas (Strategic Plan) 2014-2017

Outcome 5: Countries are able to reduce likelihood of conflict and lower the risk of natural disaster, including climate change.

Atlas Award ID: 00079091

Management Arrangements

Direct Implementation Modality (DIM)

Budget:

Total resources required US\$ 250 000.00

- From BCPR: 250 000.00

Agreed by UNDP: _____

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Acronyms

AFBiH	Armed Forces of BiH
AWP	Annual Work plan
BCPR	Bureau for Crisis Prevention and Recovery
CDA	Conflict related Development Analysis Assessment
CDP	Country Development Profile
CIDP	Country Integrated Development Plan
CLACs	Members Of The Constitutional And Legal Affairs Committees
CO	Country Office
COP	Community of Practice
CP	Conflict Prevention
CPAP	Country Program Action Plan
CPD	Country Program Document
CPR	Crisis Prevention and Recovery
CS	Conflict Sensitivity
CSO	Civil Society Organizations
DIM	Direct Implementation Modality
DPA	Department of Political Affairs
EU	European Union
EW system	Early Warning System
EXPLODE	Explosive Ordnance and Remnants of War Destruction
FBiH	Federation of Bosnia and Herzegovina
GDP	Gross Domestic Product
IC	International Community
IMF	International Monetary Fund
LOD III	Reinforcement of Local Democracy III
MFA	Ministry of foreign affairs
MOCA	Ministry of Civil Affairs
MOD	Ministry of Defense
MOI	Ministry of Interior
MOS	Ministry of Security
MSU	Mediation Support Unit
MTS	Municipal Training System
NATO	The North Atlantic Treaty Organization
NIM	National Implementation Modality
OSCE	The Organization for Security and Co-operation in Europe
PB	Peacebuilding
PBF	Peacebuilding Fund

PIC	Peace Implementation Council
PPR	Project Progress Report
QPR	Quarter Project Progress
RR	Resident Representative
RS	The Republika Srpska
SAA	Stabilization and Association Agreement
SALW	Small Arms and Light Weapons
SEESAC	The South Eastern and Eastern Europe Clearinghouse for the Control of Small Arms and Light Weapons
SEPCA	Establishing the Southeast Europe Women Police officers Network
UNCO	United Nations Country Office
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNHSTF	United nations Human Security Trust Fund
UNSCR	United Nations Security Council Resolution
USAID	U.S. Agency for International Development
WW 1	World War 1

Background:

With the support of the DPA/BCPR Joint Program, a Peace and Development Advisor (PDA) was deployed to BiH in July 2012 to undertake initiatives that strengthen national, institutional and civil society capacities for consensus-building, leadership, democratic processes and peace consolidation, as well as mainstream conflict prevention in UNCT programming. The PDA has established partnerships and entry points with international and local counterparts from civil society and political authorities, provided coordination and leadership support to a number of joint UNCT programmes, worked to mainstream conflict prevention work into the UNCT's programming, and developed joint conflict prevention programmes for funding. It is important to note that these results were achieved without additional programmatic funding for the PDA capacity.

The purpose of this proposal is to strengthen the PDA's capacity to implement a peace and development program funded by BCPR for twelve months (May 2014 to May 2015). The program will build upon successful initiatives and projects conducted thus far with the UNCT and UNDP, mainstream conflict prevention in UNCT programming, and address priorities and gaps for conflict prevention work. The activities are designed to be catalytic by consolidating existing UNCT and UNDP programmes around peace and development, as well as mobilize additional local and international resources and commitment toward the peacebuilding agenda in B&H. In particular, the project will complement the Presidency Initiative "Dialogue for the Future: Promoting Coexistence and Diversity in Bosnia and Herzegovina".

SECTION I: SITUATION ANALYSIS

1.1 UNDAF CCA:

The UNCT in B&H has developed a new UNDAF for 2015-2019 which provides a solid analytical and operational basis for conflict prevention programming. During the course of developing the 2015-2019 UNDAF in late 2013, the UNCT conducted a comprehensive Common Country Assessment (CCA), which included a Conflict Related Development Analysis Assessment (CDA), and identified a number of areas where B&H faces significant challenges with regard to its peace and development agenda²The CCA, therefore, is the point of departure for the situational and gap analysis for this project proposal, incorporating the most salient aspects relevant for the PDA portfolio to contribute to the UNCT's country programming. (This analysis also incorporates recent events stemming from the unrest in February, as well as findings from the UNDP/BCPR mission to B&H conducted in March 2014.) In addition to conducting dedicated assessments on emerging conflict drivers, this project envisions the organization of mapping and update sessions on conflict prevention and peacebuilding initiatives and issues.

Out of four focus areas of the UNDAF 2015-2019 the first is Rule of Law and Human Security, within which there is a specific UNDAF Outcome which has been dedicated to conflict prevention: ***Outcome 2: By 2019, BiH consolidates and strengthens mechanisms for peaceful resolution of conflicts, reconciliation, respect for diversity and community security.***³ It is

² Reference to draft CCA and UNDAF. Note that the documents will be signed by the UN and B&H authorities by June 2014.

³ Community security encompasses traditional enforcement and prevention activities that contribute to crime reduction as well as actions to help build stronger, more cohesive communities that inspire a sense of confidence and respect.

envisioned, therefore, that the PDA capacity will take a lead coordination role in the roll-out of this focus area, which will provide the operational basis for mainstreaming and implementation of conflict prevention programming of the UNCT.

1.2 Main Conflict Drivers:

The intricate network of institutions that the DPA⁴ created in B&H has not managed to resolve the underlying causes of the conflict between the three principal ethnic groups - i.e. divergent visions of how B&H should be structured; the manner by which B&H's ethnic balance should be maintained and the interests of the principal national groups secured; as well as divergent views and narratives with regard to transitional justice and addressing war crimes, amongst others. Therefore, conflict between B&H's three principal ethnic groups Bosniaks, Serbs and Croats, as well as within these groups continues to manifest itself in political, social, economic and cultural terms. Consequently, almost twenty years after the DPA came into force B&H remains a fragmented and divided country, with each national group living in its own political and cultural space, growing further apart.

Bosnia and Herzegovina is, regrettably, entering its eighth year of a downward spiral and faces a growing number of challenges that could exacerbate conflict and therefore increase instability. Gains made in the early post-war years in stabilizing the country are unraveling on many fronts. These challenges include: governance crisis and political and institutional deadlock at multiple levels, declining economy and social safety net exacerbated by weak institutions, corruption and lack of rule of law, a stalled EU accession process, the legacy of war crimes and transitional justice, and remnants of war that threaten human security.

Governance Crisis

Over the past two years B&H has experienced institutional deadlock, a governance crisis and a democratic deficit that have increased social tensions, which are being exploited by political forces. For example, at the State level the Parliament has not passed more than a handful of laws and the administration remains weak. In the Federation the Parliament has been deadlocked and the Government split because of political battles being fought between former coalition partners. In the city of Mostar, a lynch-pin for Bosniak-Croat relations in the Federation, there is an ongoing political stalemate over election reform and budgets which threaten this key city with financial collapse, thereby increasing tension between communities living there. In the Republika Srpska civil society is under pressure by the authorities in order to stem dissent and criticism of government performance and alleged corruption.

Economic and Social Decline

Political deadlock, corruption, a highly complex and inefficient system of governance, combined with the global and regional economic downturn, have negatively affected the economy. B&H has been in a recession for the past five years. In 2013 its real GDP was lower than in 2008 while the country has one of the highest rates of unemployment in the region at 28% (59% amongst

⁴ The Dayton Peace Agreement signed in 1995 ended the conflict between Serbs, Bosniaks (Muslims) and Croats and established a new constitutional and administrative framework in B&H. B&H is today governed by two entities, Republika Srpska and the Bosniak-Croat Federation, ten cantons within the Federation, the District of Brcko. It has 141 municipalities, thirteen prime ministers, fourteen legislatures, nearly 150 ministers, five presidents, and three constitutional courts.

youth)⁵. The share of B&H's external debt has increased steadily while its social services, pensions, and healthcare systems are under enormous financial strain.⁶ Poverty rates are strikingly high: according to the Household Budget Survey conducted in 2011, 18% of the population was living in relative poverty⁷ and every sixth household in the country was poor.⁸ The failure by Entity governments to agree with the IMF on the conditions for the release the next tranche of the Stand-by Arrangement for May is a worrying development because critical funds for public financing may not be available to support pensions, civil servants' salaries and public services. If social benefits and services are not provided by either, or both, Entity governments this will create additional economic hardships on the population which is already under stress.

EU Accession Process Stalled

B&H's accession to the EU and its associated requirements has provided an additional framework for broad democratization and peacebuilding goals. However, B&H's EU prospects have been set back because of the failure by B&H's political leaders to make progress on constitutional reform in the country, i.e. implementation of the European Court for Human Rights' decision on Sejdic-Finci.⁹ Following months of EU-mediated negotiations with political party leaders without agreement, the EU declared in February that the Stabilization and Association Agreement (SAA) would not be signed in the foreseeable future. As the EU's focus is likely to shift elsewhere (the crisis in Ukraine, senior appointments in EU institutions etc.) there is a risk that B&H will be left behind in the region.

War Crimes and Transitional Justice

B&H also continues to struggle with the legacy of war crimes and transitional justice.¹⁰ There remains frustration amongst victims, media, leaders and the public with regard to the process of war crimes adjudication in B&H and the ICTY, as well as the results.¹¹ In order to ensure long-term peace and reconciliation it is critical that there be an attribution of legal responsibility to individual perpetrators, rather than to national groups through collective guilt. This remains a challenge in B&H.

Human Security: Remnants of War

⁵ World Bank: Bosnia and Herzegovina Challenges and directions for reform – a public expenditure and institutional review, February 2012

⁶ Ibid. The largest portion of this spending goes to three categories: (i) salaries in the public sector (13% of GDP in 2011); (ii) transfers and subsidies (16.5% of GDP in 2011); and (iii) the procurement of goods and services (10.2% of GDP in 2011).

⁷ Common country Assessment (CCA), December 2013, United Nations: The relative poverty threshold was stated as BAM 416 (USD 289) per month per equivalent adult.

⁸ Ibid. Households count largely on pensions and subsidies as unemployment is rampant, almost reaching 30% of the active population. However, the subsidies' distribution in BiH is one of the less fair and efficient in Europe: a World Bank study in 2009 shows that less than 18% of social benefits go to the poorest quintile of the population.

⁹ The Court ruled that the B&H Constitution, which prohibits citizens representing "Others", such as Jews and Roma, from standing in elections for leadership positions in the House of Peoples and the Presidency of B&H, is in violation of the European Convention on Human Rights.

¹⁰ War Crimes and Transitional Justice refers to judicial and non-judicial measures employed to redress the legacies of massive suffering and human rights abuses. These measures include; criminal prosecutions, truth-telling, memorialization, reparations, as well as vetting and institutional reforms.

¹¹ In the past ten years approximately 211 war crimes cases in B&H were completed with 235 convictions. However, despite these achievements, a backlog of over 1,300 war crimes cases remains at the state and local levels.

B&H continues to experience threats to human security by remnants of war, proliferation of illegal weapons and insecure military stockpiles. It is estimated that 2.8% of the territory of BiH remains contaminated with mines. There are 17,000 tons of military weapons and ammunition surpluses, most of which are chemically unstable and are at high risk of accidental explosion, thereby posing a threat to both civilians who live close to storage sites, as well as to soldiers who guard them. There are three quarters of a million Small Arms and Light Weapons (SALWs) remaining in civilian illegal possession, which pose a threat to the general civilian population and law enforcement personnel.

1.3 Citizen Insecurity and Dissatisfaction: Unrest in February 2014

As reported in the CCA, the prolonged political impasse, deterioration of the economic and social situation in BiH, and increased insecurity amongst the population is resulting in a rise in popular dissatisfaction and frustration, primarily targeted against local politicians.¹² In a public opinion poll conducted by the UN in May 2013 showed that members of all ethnic groups still feel threatened in BiH. The findings of the survey were multifaceted. For example, the majority of respondents stated that they were more afraid of possible violence caused by criminal activities rather than ethnic clashes. They also said that a new outbreak of armed conflict in the Balkan region was not likely in the next 5 years. Yet, a significant number of respondents said that further deterioration of the political and economic situation could lead to new violence in BiH in the form of crime or violent social protests. Other findings included more than half of the respondents thought BiH could not break apart peacefully. Although a majority said that they would employ peaceful means to defend their ethnic community some 10%, mostly males between the ages of 16 and 35, said that they would take up arms to defend their community's interests.

The CCA underscored that this volatile combination of social and economic angst with unresponsive leaders and dysfunctional institutions could lead to broader social uprising, increased clashes between political leaders and parties, as well as a radicalization of nationalist rhetoric.¹³ The social unrest and violent public protests that occurred in February 2014, though shocking, were therefore not surprising. Starting in the industrial city of Tuzla in the Federation, several thousand people representing civil society, workers and citizens demanded that the government address socio-economic issues, illegal privatization of socially-owned companies and corruption, while youth anger was in great part driven by lack of opportunities in terms of employability within the country.

The protests, which initially focused on corruption and jobs, started out spontaneously and peacefully but quickly spread to over twenty cities and towns in B&H (primarily in Bosniak-majority areas of the Federation, but also smaller demonstrations in the RS), and in many cases turned violent. In several major cities in the Federation (Zenica, Tuzla, Sarajevo, Mostar) government buildings were set on fire, while police and youth clashed resulting in scores injured and arrested. Consequently, several canton government administrations and security officials resigned. After this eruption of violence, nonviolent demonstrations continued throughout March in several cities, and have developed into "citizen plenums" in larger cities and towns in the Federation. These plenums consist of a mixture of trade unions, civil society organizations, artists, intellectuals and ordinary citizens and are evolving into more organized movements for political and social change, focusing their angst primarily on local leaders for failing to address

¹² Public Opinion Poll results, Prism Research, Bosnia and Herzegovina. Office of the UN Resident Coordinator in B&H. 7-22 May 2013.

¹³ Ibid.

socio-economic issues and corruption.¹⁴ It appears that the plenums, though, are losing steam because lack of a single leadership, or real financial and political backing of opposition parties.

Although the protests were clearly socio-economic in nature, because they had occurred in primarily Bosniak-majority areas nationalist leaders representing Serb and Croat constituencies were quick to interpret the protests as attempts by the Bosniak community to undermine the position of the other two communities. The ease with which socio-economic unrest and other forms of dissent are currently being re-directed towards inciting ethnic conflict is worrying and demonstrates how fragile relations are currently between the major communities in BiH, and are likely to be more so in the upcoming period, which is wrought with uncertainty and additional risks and challenges, such as:

- I. **Publication of the October 2013 census:** the first to have been conducted in B&H since 1991, the census will determine the extent to which ethno-demographic changes have occurred after the war. There is concern is that the results will be highly contentious and exacerbate ethnic conflict by promoting arguments for changes (or not) to the post-Dayton political structure of B&H;
- II. **Upcoming 2014 elections** for canton, entity and state institutions are likely to further increase strain as political parties shift into pre-election mode and engage in nationalist rhetoric to attract votes; and
- III. **Crisis in Ukraine** and separation/annexation of Crimea could fuel already strong separatist tendencies in RS;
- IV. **Non-disbursement of next IMF tranche:** The failure by Entity governments to agree with the IMF on the conditions for the release the next tranche of the Stand-by Arrangement for May is a worrying development because critical funds for public financing may not be available to support pensions, civil servants' salaries and public services. If social benefits and services are not provided by either, or both, Entity governments this will create additional economic hardships on the population which is already under stress.

1.4 Diminishing Space for Civic Dialogue: Challenges and Risks

Lack of progress in BiH is creating increased friction, polarization and mistrust in B&H. This polarization and mistrust is contributing to, and made worse by, the challenges described above (e.g. lack of governance, democratic backsliding, weak rule of law, corruption, increased nationalist rhetoric, economic decline, set-backs in the EU accession process etc.). The current situation is prolonging, and deepening unhealthy relationships between communities, which increases the risk of conflict and violence. There is a need, therefore, to create space in B&H for dialogue, reconciliation and building of trust.

¹⁴ i) The resignation of all Canton and Federation governments and the installation technical administrations until new elections are held; ii) Revision of the privatization of publicly-owned companies and reinstatement of worker's rights, including job security, pensions and salaries; iii) Review of entitlements and salaries of public officials and abolishment of certain privileges; and, iv) Release of protesters arrested and review of security services and police; and v) prosecution of corruption cases and establishment of anti-corruption commissions.

However, there are no national or lower level strategies for peacebuilding that would help to counteract the escalation of negative and increasingly conflict-laden discourse. Although there is some dialogue and reconciliation activity led by CSOs, religious leaders and other citizens occurring at community or lower levels, often with positive though limited impact, the public perception is that not enough progress is being made on reconciliation and dialogue.

In addition, in the current political climate civil society has limited means to develop further national capacities for peaceful resolution of conflict without financial support of the international community, which is diminishing. This has resulted in increased competition amongst CSOs for donor funding, which is focused on needs elsewhere in the world even though the peacebuilding agenda is not yet done in B&H. Moreover, the CSO sector is under enormous political pressure in parts of the country, in particular in the RS, by the authorities who, aware of growing citizen economic and social discontent during a critical election year, are dealing harshly with regime critics¹⁵.

Due to the deteriorating political and social climate in B&H, UNDP/BCPR and the UNCO identified a number of areas that require attention:

First, there is need to increase trust and confidence among key actors, including political leaders and the general population. The current situation requires interventions to improve communication, dialogue and collaboration on critical issues in the country, at all levels.

Second, there is need to consolidate peace and security. Tension between the Entities, political parties and leaders, as well as the population can lead to conflict, and even violence, if not managed. In order for processes like constitutional reform and elections to take place successfully there is need for harmony and consensus building. An enabling environment in the country needs to be harnessed; therefore initiatives for consolidation of peace and security are important and should be supported.

Third, there is need to strengthen resolution of conflicts through dialogue. The culture of solving conflicts through dialogue is not present in BiH. Both national and local dialogue initiatives of civil society and/or local leaders need to be strengthened, so that the citizens regardless of their ethnicity have forums for discussion and consensus building on national issues and are able to resolve conflicts among themselves

Fourth, there is need to strengthen local initiatives that target especially the youth and women for peace. Due to the economic crisis in the country, opportunities for sustaining livelihoods, especially among the youth and women at the local level are scarce. Youth and women are disproportionately impacted by this situation, and are therefore particularly vulnerable, and in the case of youth, more prone to violent outbursts and unrest.

Fifth, there is need to support the UNCT in mainstreaming conflict prevention and peacebuilding in order to have a more coherent approach throughout all UNCT and UNDP programming interventions.

1.5 National and International Responses

¹⁵ The leading political party in the RS government recently issued a publication labeling several CSOs operating in this entity “traitors”, which was criticized by the international human rights community, EU, and bilateral embassies as undemocratic. In addition, there is a proposal for the RS National Assembly to adopt a law on CSOs that is deemed to be highly restrictive and against EU, as well as UN, values of freedom of expression and activity.

For the past twelve months the international community in BiH, notably the EU, Peace Implementation Council (PIC), and bilateral embassies, has been warning capitals of the deteriorating situation in the country is being echoed by representatives of the international community. Namely, if current negative trends are not reversed, or at least mitigated, there is a growing risk that the political, economic and social situation on the ground could undermine peacebuilding efforts, and therefore further destabilize the country. However, none of the main international actors are planning any major initiatives in BiH. The EU focus has shifted to support for economic structural and judicial reforms. A recalibrated EU and IC approach is not expected to be developed until after the October elections and the new EU leadership is in place in Brussels. In the meantime, the IC and local officials will continue to implement a policy of “muddling through” while the socio and economic situation continues to deteriorate.

Prospects for Reconciliation and Peacebuilding:

The CCA/CDA conducted in mid-2013, which included a comprehensive public opinion poll, found that on the one hand, citizens from all ethnic groups and communities were open to increased dialogue and exchange with each other, yet underscored that there were few opportunities to do so.¹⁶ The CCA also found that B&H citizens acknowledged that reconciliation and dialogue were critical in fostering progress in other areas, such as governance and economic development. However, since the early 2000s, reconciliation and dialogue efforts have been neglected by local authorities and the international community in light of a stronger focus on governance, democratization, rule of law and human rights, and supporting B&H path towards integration into EU.

Although some very good work in reconciliation and dialogue is being done by a variety of civil society organizations, including women’s groups, youth groups, and various think tanks and academics, and positive impacts have been noted, they are nonetheless contained through various short term and localized projects.¹⁷ Most donors and local officials are not addressing reconciliation and dialogue explicitly but instead refer to the implicit peacebuilding elements of their programs. For example, it is deemed that programmatic support to transitional justice, human security and protracted displacement will contribute to peacebuilding processes by addressing the needs of targeted populations (i.e. victims of war crimes, socially and economically-vulnerable groups and refugee/internally displaced persons). In cases where international donor funds are targeted explicitly towards peace and trust building initiatives they remain at the local level with limited opportunities for high-level visibility, or connections with senior-level decision makers and leaders in B&H.

The public perception, therefore, is that despite these ongoing activities taking place sporadically throughout the country there is little progress being made with regard to dialogue and trust building. Also, there is an emerging view by the international community and local authorities that more work needs to be done in the field of reconciliation and peacebuilding. For example, recognizing that there critical need for more work in this area in 2011, the BiH Presidency requested United Nations assistance from the Secretary-General to further advance peace and reconciliation in B&H, given the Organization’s long-standing expertise and comparative advantage in this area (see below p.16 on a joint UNCT dialogue project with support of the

¹⁶ CCA B&H, p.26.

¹⁷ One recent example of a successful initiative is the Model United Nations, held in Mostar (MOSTIMUN) and in Banja Luka (BaLMUN, the largest Model United Nations in the Balkans ever) in April 2013. These conferences gathered youth with the aim of supporting their development into more informed citizens and encouraging them voice their own opinions about important and common issues.

PBF). Other local and internationally-sponsored initiatives include a USAID-funded project on reconciliation¹⁸, EU-funded projects for the commemoration of the 100th anniversary of WWI in Sarajevo, and a few smaller projects implemented by the OSCE and bilateral donors. Nevertheless, when taken as a whole, very few donors are currently providing explicit support for conflict prevention and resilience building activities, which are fragmented without a common strategic or operational framework for action.

¹⁸ Trust, Understanding, Responsibility for the Future (PRO Budućnost), implementing partner: Catholic Relief Services (CRS).

1.6 UN Response

The UN is therefore well-positioned to support conflict prevention not only financially but also in political and operational terms. The UN is perceived to be an impartial actor by local actors, as well as by international community partners. Out of four focus areas of the UNDAF 2015-2019 the first is Rule of Law and Human Security, within which there is a specific UNDAF Outcome has been dedicated to conflict prevention:

Outcome 2: By 2019, BiH consolidates and strengthens mechanisms for peaceful resolution of conflicts, reconciliation, respect for diversity and community security¹⁹

In order to achieve this goal, the UNCT (including UNDP) is implementing five joint programmes:

- i) **Supporting the Rule of Law and Transitional Justice in BiH** (funded by UNDP/BCPR)

Transitional justice: provide technical support to the [mixed government/CSO] Expert Working Group on Transitional Justice; Free Legal Aid and support to criminal prosecutions, victim/witness support and, recently, forensic/investigative capacity to assist in the search for missing persons and forensic evidence.

- ii) **Applying the Human Security Concept to Stabilize Communities in Canton 10** (funded by the Human Security Trust Fund)

Human security: address the needs of the population of Canton 10, especially returnees, which are found to be the most at risk in terms of economic, social, health, political security and wellbeing.

- iii) **Dialogue for the Future** (funded by PBF and pending final approval)

Peacebuilding and reconciliation: unblock peacebuilding processes by providing an alternative space for citizens, CSO representatives and local leaders to work jointly on promoting civic and inter-cultural dialogue and reconciliation. Recognizing the need to create space in B&H for dialogue, reconciliation and building of trust, the B&H Presidency in 2011 requested United Nations assistance from the Secretary-General to further advance peace and reconciliation in B&H, given the Organization's long-standing expertise and comparative advantage in this area. A project, entitled Dialogue for the Future: Promoting Coexistence and Diversity in BiH, has been conditionally approved by the Peacebuilding Support Office for funding by the Peace Building Fund. The project focuses on youth, education and inter-cultural understanding, and envisions the establishment of a dialogue platform linking senior decision-makers, citizens and civil society, a small grants facility to fund local initiatives in the arts, education and culture, as well as a communications and outreach component to enhance public perceptions of peace, reconciliation and respect for diversity.

¹⁹ Community security encompasses traditional enforcement and prevention activities that contribute to crime reduction as well as actions to help build stronger, more cohesive communities that inspire a sense of confidence and respect.

iv) Birac Region Advancement and Cooperation (funded by the Dutch Fund)

Birac Region: strengthen inter-municipal and regional cooperation to support bottom-up partnership approach to development and foster territorial cohesion.

v) Seeking Care, Support and Justice for Survivors of Conflict Related Sexual Violence in BiH (pending).

Conflict related sexual violence: enhance the capacities of various institutions and civil society organizations in BiH for provision of services to health, including mental health, reproductive health, social protection, rehabilitation and justice for survivors of conflict related sexual violence.

UNDP individually is working on several projects that are directly or indirectly related to conflict prevention and peacebuilding. The current proposal aims to cooperate with other UNDP projects in order to develop a more coherent response to human security threats and conflict related risks in the country. Through UNCT consultations, the following projects have been identified as relevant for the PDA portfolio:

- **Municipal Training System (MTS):** the project aims to institute an in-service training system for local governments in BiH, establishing training support and providing support to the development and adoption of local government training strategies.
- **Reinforcement of Local Democracy III (LODIII):** the project is designed to strengthen inclusiveness, participation and transparency in municipal funding, to emphasize the importance of the role of civil society in local communities and to create long-lasting partnerships between local governments and CSOs.
- **Human Security Programme:** the Program's goal is to reduce the number of remnants of war both in civilian and military possession, to decrease incidents of armed and other forms of violence as well as to improve community safety and security. The Program also aims to improve the safety and storage conditions of military weapons and ammunitions depots.

1.7 UNDP's Comparative Advantage

The UN's position as a neutral broker presents an opportunity to provide strategic support to BiH to help it respond to the challenges outlined above by furthering peace and security initiatives. The UN is a trusted and well-respected partner, and was found to be the third most influential international actor in BiH behind the EU and the US.²⁰ Reinforced by its neutral stance, this positive perception enables the UN to access a wide network of political actors and decision makers at all levels of government in BiH, to serve as a trusted and impartial interlocutor and to effectively advocate for policy changes in BiH.

According to the UNDP Strategic Plan 2014-2017, outcome 5 recognizes changes in the nature of violent conflict and prevalence of recurring and decentralized violence that call for a shift in how conflict prevention is approached. Crises are more likely to be transformed into opportunities, and recurring tensions and violence addressed sustainably in a manner that enhances inclusion and innovation, in countries and communities equipped with credible and lasting capacities for

²⁰ Public Opinion Poll results, Prism Research, Bosnia and Herzegovina. Office of the UN Resident Coordinator in B&H, 7-22 May 2013.

internal mediation, dialogue and conflict management. With this approach, strengthened conflict prevention capacities at national and local levels should be systematically integrated into institutions and systems of governance, effectively utilized to reduce conflict risks and to ensure community resilience. Such capacities should be designed and implemented with participation from a broad cross-section of sectors and populations, draw on modern and traditional practices, include ‘conflict sensitive’ planning with accompanying resources, and be tied to appropriate incentives. Building inclusive coalitions for reform is also important *inter alia* to counteract situations of ‘negative peace’, where conditions of rapid change overload government machineries – often in divided societies – which can become deadlocked or unable to deliver policy reform to respond to change. Such coalitions, when effective, can accelerate necessary responses or reforms.

In addition to UNDP’s planned programming support to the country through the 2015-2019 UNDAF process, and based on the CCA/CDA analysis and UNDP/BCPR mission visit, it is proposed that UNDP focus on a number of strategic objectives to address conflict-laden challenges:

- i) Continue with providing systematic analyses and options that can help integrate conflict sensitivity and conflict analysis into UNCT and UNDP programmes;
- ii) Further develop conflict prevention partnerships and networks, as well as expand the Dialogue Platform supported by the PBF;
- iii) Provide technical assistance for dialogue and peace processes that foster conditions favorable to sustained peace, recovery, reconciliation and improved social cohesion;
- iv) Enable the work of local and national individuals, civil society organizations and institutions who can forge consensus around contentious peace and development issues; and
- v) Actively advocate for and advance the role of women as mediators and facilitators, in providing leadership at local and national levels to develop dialogue and support peacebuilding.

SECTION 2: PROJECT STRATEGY

Given that conflict prevention related processes are highly dynamic and politically sensitive, project implementation will be guided by a fundamental set of programming principles which seek to ensure that the UN is highly responsive to the context of BiH.

2.1. Ensuring conflict sensitivity

The UN’s support to peacebuilding needs require a “do no harm” approach and must be alert to identifying potential risks that could arise during implementation. In addition, the UN should take advantage of opportunities to support national stakeholders to bridge social and ethnic divides between different political groupings.

2.2. Support Peacebuilding and reconciliation

While ensuring conflict sensitivity in implementation approaches, at the same time the project aims to support Peacebuilding and reconciliation in the country, by directly getting involved in the proposed activities and also by making every effort to support other joint or UNDP-led projects and activities that, either implicitly or explicitly, promote Peacebuilding and reconciliation.

2.3. Maximizing partnerships

The project will leverage existing partnerships and networks with local government bodies (e.g. Presidency, State, Entity, Canton and municipal governments), CSOs, and the international community and donors (EU, USAID, OSCE etc.). The project will in particular ensure synergy with the Presidency Initiative/Dialogue Platform funded by the PBF, which will begin implementation in May 2014, as well as with the EU/UNDP project “Equipping National and Local Actors in Internal Conflict Management Processes with Skills for Dialogue and Constructive Negotiation”, which will support the Joint Programme and is expected to start in September 2014. Linkages and coordination with regional initiatives will be explored to increase impact.

2.4. Building on prior support and CPR achievements

As stated earlier in the proposal, the project will build on existing initiatives i.e. joint UNCT projects (UNHSTF²¹, Birac, PBF etc.) and UNDP-led projects (LOD, Human Security Programme etc.) by fostering political and social dialogue, strengthening the capacity of key actors in conflict analysis, mediation and dialogue, increasing women empowerment in reconciliation process, enhancing early warning and conflict prevention mechanisms. The project will in particular seek to leverage and complement the PBF Presidency Initiative by conducting activities that will expand the scope and impact of the Dialogue platform (see Activity 3 below).

2.5 Promoting women leadership in conflict prevention

This project proposal will be implemented in line with the Country Programme Action Plan (CPAP) 2010-2014 for BiH, which underscores that the “design and implementation of projects will be done together with vulnerable groups” and that gender equality will be mainstreamed throughout the programming activities²². According to UNCT assessment and analysis presented in the Fourth and Fifth Periodic CEDAW Report (2011), women in BiH are excluded from political and decision making processes and have limited access to employment and equal pay. Political empowerment and representation are very low which is especially true when it comes to the security sector²³ where women play a very limited role and their contribution is not valued as their male counterparts.

The CCA of 2013 recognizes gender equality and women’s empowerment as important issues where it outlines *how* “gaps in policy development and slow implementation of adopted

²¹ Title of the project: Applying the Human Security Concept to Stabilize Communities in Canton 10

²² Country Programme Action plan (CPAP), Sarajevo, 2010-2014, United Nations Development Programme, pp. 10.

²³ E.g. today, women represent 3.85% of the army in BiH - 2014 UNDP report on “The position of women in the armed forces in the Western Balkans” and 2009 research on Establishing Women Police Officers Network in South–East Europe (SEESAC).

*legislation constitute important structural obstacles to achieving gender equality*²⁴. For example, in the security sector, specifically police work and the army²⁵, it was found that gender equality training encourages male officers to accept women as their colleagues. Capacity building measures taken emphasize how the security needs of men and women can differ.²⁶ This will be done through implementation of gender sensitive activities, which is one of the objectives of this project proposal in order to mainstream gender equality into the peace-building and human security agendas.

This project proposal aims to call attention to women's and girls' oppression, marginalization, and threats to their security in order to reduce or prevent escalation of violence. Program activities (specifically in activity 4, *"to build local and regional capacities for and awareness of dialogue and peace"*) will focus on working collaboratively with grassroots, NGOs, governmental, and intergovernmental stakeholders through trainings and workshops in conflict prevention, conflict sensitivity and peacebuilding. The UNDP Strategic plan on gender equality 2014-2017 encompasses outcomes (1-7)²⁷ of the UNDP strategic plan, 2014-2017. The entry points for advancing gender equality and women's empowerment in each outcome of the strategic plan demonstrate UNDP commitment to *"substantially increase the investment in and focus on outcomes and outputs relating to gender equality and the empowerment of women in United Nations development framework programmes"*²⁸. Subsequently, the project will, in line with the UNDP Strategic Plan 2014-2017 allocate at least 15 % of the total project budget for gender equality and women's empowerment related activities.

2.6. Adopting a holistic approach

Conflict prevention and peacebuilding will require a holistic approach at state, Entity, canton and local levels (i.e. building local capacities for peaceful management of social frustrations, economic exclusion grievances, which lay at the heart of local conflicts dynamics). It requires a large spectrum of interventions including promotion of dialogue and inclusiveness, as well as

²⁴ Common country Assessment (CCA), December 2013, United Nations, pp. 18: Section H 1&2 Gender equality and women's empowerment.

²⁵ Proportion of women in multinational peace support operations is 3.5% (2012). In contrast, the same numbers in Serbia go up to 9% for the same year.

²⁶ For instance, the police services must improve awareness (and the capacity of its officers to efficiently respond) to cases of gender based violence. Police work can only be effective if these differences are acknowledged and responded to.

²⁷ Outcome 1 recognizes that future growth and development depends on inclusiveness, equitability and sustainability i.e. equal participation of women is a prerequisite for achieving sustainable development. Outcome 2 emphasizes the importance of establishing or strengthening the framework for democratic governance and building resilience into the principles, rules of engagement, systems and core institutions of governance. Outcome 3 focuses on the capacity of institutions to lead the development process and deliver justice, security and other basic services to all women and men, including the most marginalized; Outcome 4 reinforces and complements the integration of gender equality and women's empowerment throughout the rest of the outcomes. Outcome 5 focuses on UNDP activities to help countries to rapidly and effectively recover from conflict-induced crises in cases where prevention has fallen short, and to deal with the consequences of natural disasters, especially as they are exacerbated by climate change. Outcome 6 outlines how early recovery interventions that build social cohesion and address structural inequalities between men and women can provide the foundation for full recovery and chart a path for sustainable development. Outcome 7 focuses on ensuring the centrality of sustainable human development principles in key development debates and actions, through the prioritization of poverty, inequality and exclusion (UNDP Strategic plan on gender equality 2014-2017, UNDP 2014, sec. 3)

²⁸ General Assembly resolution 67/226, paragraph 81 (21 December 2012).

strengthening the capacity of a critical mass of public servants, police, and citizens for mediation, dialogue and reconciliation. Additionally, it is also crucial to engage with civil society and the media for inclusive governance and sustainable peace. This holistic approach will also build on the influence of women's organizations, which play a great part in the sensitizing of women, particularly in rural communities and within women associations.

2.7. Promoting local ownership

The challenge of conflict prevention work is that it requires the use of a participatory approach and programming processes conducive for an appropriation of the concepts, tools and capacities of prevention and conflict transformation by all stakeholders (civil society leaders, youth, and women promotion associations, national, international and local institutions). In this process, UNDP is committed to support building local and national capacities and ownership. The importance of local ownership has and will continue to underpin successful UNDP interventions. While the current legal, institutional and administrative frameworks have successfully consolidated peaceful coexistence and the statehood of BiH, further progress depends on achieving higher standards of governance effectiveness. In terms of providing support to the governance structures, the main problems which need to be overcome are the weak center of government, and a lack of coordination.²⁹ Therefore, involvement of relevant stakeholders the national and local levels through forums, networks, local/municipal citizens committees and relevant national instances is critical. Political parties, civil society organizations, community based-organizations, local collectivities and parliaments are important actors in a transition to democracy and play a pivotal role in the prevention of conflict. They play a particularly critical role in rebuilding trust and reconnecting citizen - state society relationships in such environments, supporting political settlements and reducing the potential for renewed conflict.

SECTION 3: PROPOSED ACTIONS, ACTIVITIES AND EXPECTED RESULTS

By supporting local and national stakeholders in conflict prevention and dialogue UNDP CO intends to further engage in the development of strategic endogenous capacities for constructive communication, negotiation and leadership, which are essential for ensuring a stable environment for basic service delivery and economic development. Efforts will be made to ensure greater empowerment of previously marginalized groups and communities through dialogue, and to transform relationships leading to their inclusion. Empowering citizens, in particularly women, to proactively transform BiH's political culture to incorporate dialogue approaches should lead to greater social cohesion and a resilient nation. What is expected is a transformation of naturally occurring differences into peaceful change.

OUTPUT: Strengthen local capacities and improve coordination of national and international stakeholders including the UNCT to address conflict prevention and peacebuilding. The output includes four activities and related actions (sub activities).

Activity 1: Mainstream conflict prevention and sensitivity into UNCT programming.

As stated above, the UNCT in B&H has developed a new UNDAF for 2015-2019 which provides a solid analytical and operational basis for conflict prevention programming.³⁰ The application of

²⁹ Country Programme Action plan (CPAP), Sarajevo, 2010-2014, United Nations Development Programme, pp. 7.

³⁰ Major contribution of the UN in the Focus area 1. Rule of Law and human security is multifold and includes approaches to address current and potential weaknesses in BiH in a more coherent and holistic

conflict prevention analysis and programming will be coordinated by the PDA through the roll-out of the UNDAF focus area dealing with Rule and Law and Human Security, which has a dedicated outcome addressing conflict prevention and peace building. This will therefore require ongoing engagement with the UNCT by conducting the following actions:

ACTION 1.1 Conduct and share a dedicated assessment on specific issues relevant for CP/CS/PB to update the situational and gap analysis and to inform and shape UNCT programming.

- Organize mapping and update sessions with local stakeholders (CSOs, authorities at State, Entity, Canton and municipal levels, international partners the EU, OSCE etc) and the UNCT on conflict prevention and peacebuilding initiatives, including mapping women peacebuilding initiatives.
- Draft the UNCT Conflict Prevention Strategy as part of the roll-out of UNDAF focus area dealing with Rule of Law and Human Security.

ACTION 1.2 Incorporate conflict prevention activities and conflict sensitive approaches into existing and future planned joint UNCT and UNDP programmes (e.g. UNHSTF, Protracted Displacement programmes etc)

- Conduct trainings, workshops, and lectures on conflict prevention and peacebuilding themes and approaches.
- Provide and share guidelines on conflict prevention, conflict sensitivity and peacebuilding mainstreaming in future UNCT programmes.
- Organize and facilitate UNCO participation and engagement in BiH and regional initiatives on conflict prevention and peacebuilding conducted by local authorities, civil society, international and regional organizations, think tanks, academia and/or .

ACTION 1.3 Develop and organize CP/CS/PB training modules for use in existing training programmes of LOD and MTS in targeted municipalities (e.g. Prijedor/Sanski Most, Mostar/Neretva region, Birac/Eastern RS):

- Conduct Citizens Security Forums in targeted municipalities (in cooperation with the Human Security Programme);
- Train Community Security Forum members in CP/CS/PB approaches in their line of work.
- Integrate conflict prevention into LOD and MTS training curricula

ACTION 1.4 Conduct regional exchanges of experience, knowledge, and expertise on mainstreaming conflict sensitivity in country programming with UNCTs in Belgrade and Pristina.

ACTION 1.5 Conduct mid-point monitoring exercise and end of project evaluation.

approach i.e. close cooperation with national partners and the civil society sector (One United Nations Programme Bosnia and Herzegovina 2015-2019)

Main expected results of the above listed activities are:

- i) UNCT staff's capacities for conflict sensitive programming are developed, and;
- ii) Local communities' capacities for conflict prevention are strengthened.
- iii) UNCT Conflict prevention strategy drafted.

Activity 2: Contribute to ongoing inclusive political and development processes.

This project will seek to build upon previous activities and initiatives, as well as take advantage of emerging opportunities, relevant for issues for conflict prevention that are critical for B&H. It is important to stress that the PDA capacity, in cooperation with Department of Political Affairs, has been engaged in these processes since 2012. As per the analysis, the UN is in a unique position to leverage its role as an impartial global actor and thus contribute strategically to the post-conflict agenda in B&H. As BiH is highly fragmented with low levels of cooperation on key peacebuilding and governance issues, the project will therefore address this challenge by contributing to State, Entity, canton and local level governments, as well as other key actors from civil society, in developing collaborative leadership, negotiation and dialogue skills, with a goal to improve those capacities at all levels. The proposed activities will build upon existing and ongoing initiatives constitutional reform³¹) as well as provide space for taking advantage of present and emerging opportunities and entry points (e.g. enhancing B&H's contribution to UN peace missions³²). The importance of this activity is to ensure that the Peace and Development capacity is equipped to be flexible in responding to opportunities and challenges with a view to enhancing the UN's political and security role in B&H. This is important given that B&H will face a number of issues in 2014 and 2015 that will impact it in political, security and social terms (e.g. elections, publication of census results, non-disbursement of IMF tranche, impact of the crisis in Ukraine on regional dynamics in the Western Balkans etc.)

Proposed Actions:

ACTION 2.1 Organize meetings with military (MOD, AFB&H), police/security (MOS, MOIs) and civilian institutions (MFA, MOCA) on enhancing B&H knowledge of and contribution to UN peace missions.

- Thematic focus area of Action 2.1. to include the gender aspect i.e. BiH participation in UN peace missions, specifically female participation in UN Peacekeeping operations and application of UNSCRs 1820 and 1325.

³¹ As per the analysis, constitutional reform is critical for B&H's EU accession aspirations. However, the issue is currently blocked at the political level, while the international community has ceased to be directly engaged in the issue. The UN, nevertheless, has maintained a low-level engagement at the political level with the Parliament of B&H by organizing safe spaces (workshops) for dialogue on constitutional reform involving parliamentarians and civil society with international and regional experts.

³² This is an important entry point with the B&H Government. The Ministry of Defence and the Armed Forces of B&H are one of the few institutions in B&H that are multi-ethnic and for which there is emerging consensus amongst political leaders from the three principal communities that these institutions should enhance their engagement in UN and other peace operations. In addition, this is also an important issue for regional cooperation, which would contribute to regional cooperation and dialogue amongst states of the region of the Western Balkans.

ACTION 2.2 Conduct capacity building support activities with DPA/MSU for support staff of the Constitution and Legal Affairs Committees (CLACs), B&H Parliament.

ACTION 2.3 Support to emerging *ad hoc* opportunities for the peace and development agenda in B&H.

Expected results are:

- i) Inter-community cooperation in key BiH institutions is enhanced;
- ii) Knowledge of BiH's contribution to the UN's role in the maintenance of international peace and security (e.g. peacekeeping operations, special political missions etc.) among key program stakeholders is enhanced and awareness of the importance of including gender concerns is strengthened;
- iii) Capacities of the support staff of the Constitutional-Legal Commissions of the State Parliament are enhanced.

Activity3: Develop and expand partnerships in conflict prevention and dialogue

This project will work to build upon and expand partnerships with civil society organizations, local authorities, think tanks and academia, as well as with international and regional organizations and donors. In particular, this project will complement the Presidency initiative³³, which includes a Dialogue Platform in the areas of culture, education and youth. This will be done by identifying additional entry points and opportunities and expanding the number and type of issues for dialogue through the Presidency initiative; as well as engage with partners (donors, international community, CSOs etc.) through an inter-organizational coordination group that supports the Dialogue Platform (see footnote 30 on pp. 21). As the total amount for the Presidency Initiative has been reduced from 3.75 million USD to 2 million USD, some of the activities that were originally budgeted were scaled back. Therefore, this project which is seeking BCPR funding will fill in gaps, as well as exploit emerging opportunities during the course of implementation.

In addition, a number of local level dialogues forums will be organized in targeted municipalities that have been most affected by citizen unrest. Linkages with regional initiatives will be explored. The project will feed into the Presidency Initiative forums that aim to carry on the work of the Dialogue Platform at the local level, thus preparing the ground and proposing topics for the three high level conferences. Furthermore the project will implement Local security forums in cooperation with the Human Security Programme (UNDP).

Proposed actions:

ACTION 3.1. Convene an inter-organizational coordination group as part of IC support to the PBF Presidency Dialogue Platform.

³³ Dialogue for the Future: Promoting Coexistence and Diversity in Bosnia and Herzegovina: Key outputs will include the establishment of: i) a Dialogue Platform for B&H that will link senior decision-makers (i.e. the B&H Presidency), citizens and civil society; ii) a Grants Facility to fund local initiatives that promote coexistence and respect for diversity; and iii) a communications and outreach component to enhance public perceptions of peace, reconciliation and respect for diversity.

- Organize at least 2 thematic meetings to strategically plan IC coordinated response for conflict prevention within 3.1.
- Organize ad hoc meetings with representatives of the IC, CSOs and authorities in response to emerging opportunities, challenges and threats in B&H and in the region.
- Conduct a dedicated assessment on CP/CS/PB issues/themes to enhance IC coordination of conflict prevention activities in B&H within the work of the IC coordination group (1.3).

ACTION 3.2 Develop long-term sustainability of the Dialogue Platform beyond PBF funding.

- Link the Dialogue Platform to other regional reconciliation and dialogue initiatives.
- Expand the number of themes and issues covered by the Dialogue Platform (i.e. go beyond youth, education and culture).

ACTION 3.3 Conduct local regional Dialogue Forums in targeted municipalities (e.g. Mostar) on current challenges (e.g. service delivery, security, ethnic relations etc.)

Expected result is:

- i. Enhanced cooperation and coordination of activities among state authorities, the international community and the civil society in areas of conflict prevention and dialogue.

Activity 4: Build local and regional capacities for and awareness of dialogue and peace.

UNDP seeks to strengthen capacities of the public sector, e.g. strategic planning, human resources management and e-governance, as well as local governance and institutional capacity development. This activity builds on UNDP's proven strengths and past successful programmes, adding more emphasis on integrated approaches that aim at leveraging systemic change while delivering tangible benefits to stakeholders³⁴.

The approach to implement these activities will be to leverage existing UNDP programs to enhance their conflict prevention impact. Ongoing UNDP programs, such as the Municipal Training System (MTS), Reinforcement of Local Democracy III (LODIII), and Human Security Programme, as well as other UNDP programmes, both ongoing and planned, will be targeted. The outlined program actions will aim to build capacities at the community level. Gender and the role of women in conflict prevention will be a priority.

Proposed actions:

4.1. Organize exchanges on Science, Technology, and Peacebuilding in BiH i.e. the use of new technologies in PB and CP for CSOs (e.g. focus on how to use technologies to hold officials accountable, institutional transparency etc.).

³⁴ Country Programme Action plan (CPAP), Sarajevo, 2010-2014, United Nations Development Programme. pp.9

- Conduct round tables and workshops on the role of women in technology and peacebuilding at various administrative levels (municipal, canton, entity and state).

4.2 Organize exchanges on conflict prevention for CSOs, local authorities and other beneficiaries in neglected areas targeting women leaders.

- Disseminate information on women, peace and security (e.g. studies and lessons learned/identified) and training materials (e.g. publications).
- Provide advanced training to women leaders in peacebuilding and training materials.
- Support to women leadership in developing conflict prevention networks in BiH.

4.3 Conduct media and outreach events to provide visibility to project activities.

Expected result is:

- i. Existing UNDP projects (MTS, LOD, Human Security Programme) are leveraged and their conflict prevention impact is enhanced.
- ii. Strengthened women leadership in conflict prevention and peacebuilding.

SECTION 4: LOGFRAME

UNDP Strategic Plan 2014 -2017			
SP Outcome 5: Countries are able to reduce likelihood of conflict and lower the risk of natural disaster, including climate change			
SP Output 5.5: Policy Frameworks and institutional mechanisms enabled at the national and sub-national level s for peaceful management of emerging and recurring conflicts and tension			
SP Output 5.6: Mechanisms are enabled for consensus building around contested priorities, and address specific tensions, through inclusive and peaceful processes			
2010-2014 UNDAF Outcome³⁵:			
UNDAF Outcome 4: By 2014, Government adopts policy, regulatory and institutional frameworks to address human security challenges, including threats posed by communicable diseases and disasters, landmines and small arms and light weapons, armed violence, and also addresses issues of migration and women, peace and security.			
Intended Outcome as stated in the Country Programme Results and Resource Framework:			
Expected Outcome 4: Relevant Institutions at all levels strengthen equal access to justice and the protection of human rights and gender equality values, and develop institutional mechanisms for dealing with the past.			
Expected Outcome 5: Strengthened national capacities to prevent crisis and conflict through development and implementation of national Strategies and Action plans for mitigation of risks, threat caused by communicable diseases, improved management of mine action and weapons control, prevention of armed violence and crime and integrated border management.			
Outcome indicators as stated in the Country Programme Results and Resources Framework, including baseline and targets:			
Outcome 4:			
<i>Indicator 1:</i> Justice Sector Reform Strategy (JSRS) pillar 3 (A2J related) implemented and national Transitional Justice Strategy developed as JSRS sub-strategy; B: 0 T: 3			
Outcome 5:			
<i>Indicator 1:</i> The national strategy for Disaster Risk Reduction developed and implemented including the number of plans for improved community resilience to natural disasters; B: 0 T:3			
<i>Indicator 2:</i> Extent to which national and community plans for mine action, and small arms and light weapons control developed and approved including the national plan for elimination of risks and threats posed by the unstable and surplus weapons and ammunition in the country; B: 0; T: 4			
<i>Indicator 3:</i> The national and community strategies plans developed and implemented for armed violence and crime prevention and the civilian oversight of defence and security sectors in line with the SAA and Directives; B: 0M; T: 3			
<i>Indicator 4:</i> Extent to which B&H responds to the requirements of SAA in regards to the Integrated Border Management B: 3; T: 5			
INTENDED OUTPUTS	INDICATIVE ACTIVITIES (May 2014-May 2015)	RESPONSIBLE PARTIES	INPUTS
OUTPUT: Strengthen local capacities and improve coordination of national and international stakeholders including the UNCT to address conflict prevention and peacebuilding. Indicator: IC coordination	<u>ACTIVITY 1: DEVELOP AND PROVIDE CONFLICT PREVENTION, CONFLICT SENSITIVITY AND PEACEBUILDING MAINSTREAMING PROGRAMS FOR THE UNCO.</u> Indicator: Number of incorporated conflict prevention activities and conflict sensitive approaches into joint UN and UNDP programmes; B2914: No CP/CS/PB mainstreaming activities and approaches incorporated in UNCO programming; T2015: At least 3 activities aiming at developing CP/CS/PB approaches conducted; Means of verification: Survey undertaken among UNDP staff on success of the activities and approaches, records and reports from the organized programmes. ACTION 1.1 Conduct and share a dedicated assessment on specific issues relevant for CP/CS/PB to update the situational and	UNDP – BiH and Peace and Development RCO	TOTAL: \$109,000

³⁵ Reference is also made to the new UNDAF 2015-19, which is being currently developed and will be signed by local counterparts in the following month. UNDAF 2015-19 Outcome 12: By 2019, B&H consolidates and strengthens mechanisms for peaceful resolution of conflicts, reconciliation, respect for diversity and community security.

<p>group established and functioning, number of projects complemented by CP/CS/PB activities</p> <p>Baseline 2014: NO IC coordination group, and no CP/CS/PB approaches incorporated.</p> <p>Means of verification: Reports, records, evaluation forms, research and analysis</p>	<p>gap analysis and to inform and shape UNCT programming.</p> <ul style="list-style-type: none"> ➤ Organize mapping and update sessions with local stakeholders (CSOs, authorities at State, Entity, Canton and municipal levels, international partners the EU, OSCE etc) and the UNCT on conflict prevention and peacebuilding initiatives, including mapping women peacebuilding initiatives. ➤ Draft the UNCT Conflict Prevention Strategy as part of the roll-out of UNDAF focus area dealing with Rule of Law and Human Security <p>ACTION 1.2 Incorporate conflict prevention activities and conflict sensitive approaches into existing and future planned joint UNCT and UNDP programmes (e.g. UNHSTF, Protracted Displacement programmes etc)</p> <ul style="list-style-type: none"> ➤ Conduct trainings, workshops, and lectures on conflict prevention and peacebuilding themes and approaches. ➤ Provide and share guidelines on conflict prevention, conflict sensitivity and peacebuilding mainstreaming in future UNCT programmes. ➤ Organize and facilitate UNCO participation and engagement in BiH and regional initiatives on conflict prevention and peacebuilding conducted by local authorities, civil society, international and regional organizations, think tanks, academia and other UN bodies . <p>ACTION 1.3 Develop and organize CP/CS/PB training modules for use in existing training programmes of LOD and MTS in targeted municipalities (e.g. Prijedor/Sanski Most, Mostar/Neretva region, Birac/Eastern RS):</p> <ul style="list-style-type: none"> ➤ Conduct Citizens Security Forums in targeted municipalities (in cooperation with the Human Security Programme); ➤ Train Community Security Forum members in CP/CS/PB approaches in their line of work. ➤ Integrate conflict prevention into LOD and MTS training curricula <p>ACTION 1.4 Conduct regional exchanges of experience, knowledge, and expertise on mainstreaming conflict sensitivity in country programming with UNCTs in Belgrade and Pristina.</p> <p>ACTION 1.5 Conduct mid-point monitoring exercise and end of project evaluation.</p> <p><u>ACTIVITY 2: CONTRIBUTE TO ONGOING INCLUSIVE POLITICAL AND GOVERNANCE PROCESSES.</u></p> <p>Indicator 1: Number of activities that support Inter-institutional cooperation among key stakeholders implemented; B2014: 0 meetings on B&H contribution to UN peace missions; 2 workshop/seminars with CLACs T2015: 1 meeting on B&H contribution to UN peace missions; 3 workshop/seminars with CLACs Means of verification: Meeting records and reports</p> <p>ACTION 2.1 Organize meetings with military (MOD, AFB&H), police/security (MOS, MOIs) and civilian institutions (MFA, MOCA) on enhancing B&H knowledge of and contribution to UN peace missions.</p> <ul style="list-style-type: none"> ➤ Thematic focus area of Action 2.1. to include gender aspect i.e. BiH participation in UN peace missions, specifically female participation in UN Peacekeeping operations and application of UNSCRs 1820 and 1325. 	<p style="text-align: center;"><i>UNDP – BiH and Peace and Development RCO</i></p>	<p>\$6,000</p> <p>\$36,000</p> <p>\$44,600</p> <p>\$20,000</p> <p>\$3,000</p> <p>TOTAL:\$50,000</p> <p>\$20,000</p>
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	<p>ACTION 2.2 Conduct capacity building support activities with DPA/MSU for support staff of the Constitution and Legal Affairs Committees (CLACs), B&H Parliament.</p> <p>ACTION 2.3 Support to emerging <i>ad hoc</i> opportunities for the peace and development agenda in B&H.</p> <p><u>ACTIVITY 3: DEVELOP AND EXPAND PARTNERSHIPS IN CONFLICT PREVENTION AND DIALOGUE</u> Indicator: Number of activities in support to PBF project implemented B2014: 0 T2014: 3 (2 IC coordination group meetings, 1 local forum conducted) Means of Verification: Records, reports, dedicated analysis final product</p> <p>ACTION 3.1. Convene an inter-organizational coordination group as part of IC support to the PBF Presidency Dialogue Platform.</p> <ul style="list-style-type: none"> ➤ Organize at least 2 thematic meetings to strategically plan IC coordinated response for conflict prevention within 3.1. ➤ Organize <i>ad hoc</i> meetings with representatives of the IC, CSOs and authorities in response to emerging opportunities, challenges and threats in B&H and in the region. ➤ Conduct a dedicated assessment on CP/CS/PB issues/themes to enhance IC coordination of conflict prevention activities in B&H within the work of the IC coordination group (1.3). <p>ACTION 3.2 Develop long-term sustainability of the Dialogue Platform beyond PBF funding.</p> <ul style="list-style-type: none"> ➤ Link the Dialogue Platform to other regional reconciliation and dialogue initiatives. ➤ Expand the number of themes and issues covered by the Dialogue Platform (i.e. go beyond youth, education and culture). <p>ACTION 3.3 Conduct local regional Dialogue Forums in targeted municipalities (e.g. Mostar) on current challenges (e.g. service delivery, security, ethnic relations etc.)</p> <p><u>ACTIVITY 4: BUILD LOCAL AND REGIONAL CAPACITIES FOR AND AWARENESS OF DIALOGUE AND PEACE.</u> Indicator: Number of capacity-building and awareness raising actions implemented B2014: 0 T2015: 2 (1 roundtable on Science, Technology, and Peacebuilding in BiH and 1 exchange on conflict prevention) Means of verification: Records, reports, media reports and event records.</p> <p>ACTION 4.1 Organize exchanges on Science, Technology, and Peacebuilding in BiH i.e. the use of new technologies in PB and CP for CSOs (e.g. focus on how to use technologies to hold officials accountable, institutional transparency etc.).</p> <ul style="list-style-type: none"> ➤ Conduct round tables and workshops on the role of women in technology and peacebuilding at various administrative levels (municipal, canton, entity and state). <p>ACTION 4.2 Organize exchanges on conflict prevention for CSOs, local authorities and other beneficiaries in neglected areas</p>	<p>UNDP – BiH and Peace and Development RCO</p>	<p>\$20,000</p> <p>\$10,000</p> <p>TOTAL:\$50,000</p> <p>\$10,000</p> <p>\$30,000</p> <p>\$10,000</p> <p>UNDP – BiH and Peace and Development RCO</p> <p>TOTAL:\$41,000</p> <p>\$25,000</p> <p>\$10,000</p>
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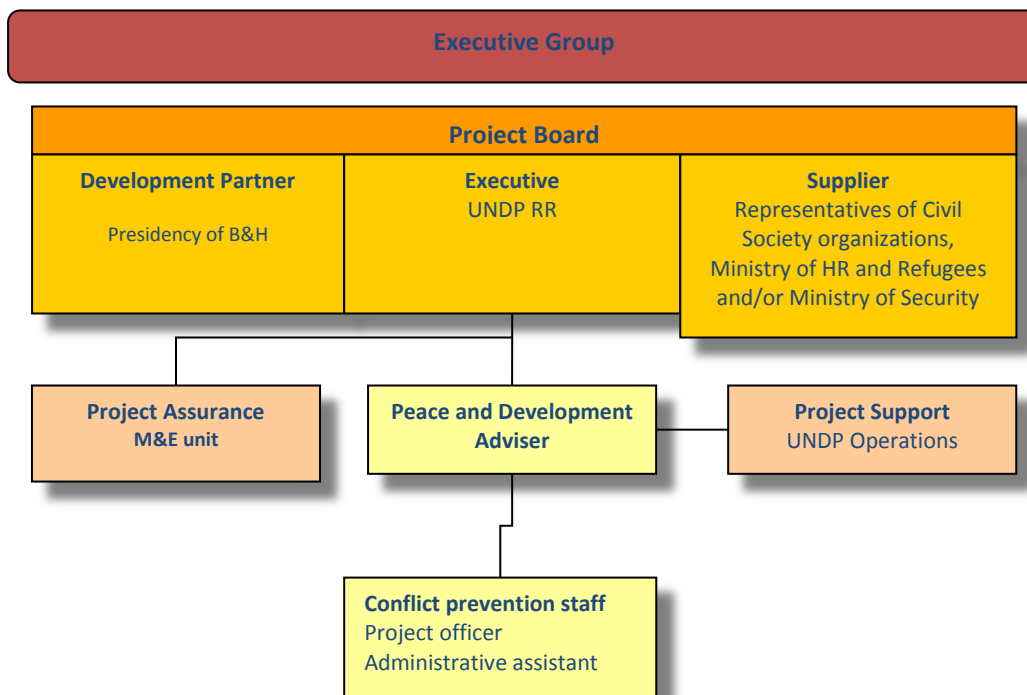
	<p>targeting women leaders.</p> <ul style="list-style-type: none"> ➤ Disseminate information on women, peace and security (e.g. studies and lessons learned/identified) and training materials (e.g. publications). ➤ Provide advanced training to women leaders in peacebuilding and training materials. ➤ Support to women leadership in developing conflict prevention networks in BiH. <p>ACTION 4.3 Conduct media and outreach events to provide visibility to project activities.</p>		<p><i>\$6,000</i></p>
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BUDGET

CATEGORIES	Amount UNDP
1. Staff and other personnel	\$25,000
2. Equipment, rentals, commodities, and materials	\$50,000
3. Contractual services	\$60,000
4.Travel	\$35,000
6. M&E	\$3,000
7. General Operating and other Direct Costs	\$47,000
Miscellaneous	\$30,000
Subtotal for Gender-Related Actions*	\$51,000
TOTAL	\$250,000

* Budget for gender-related actions (actions 1.3, 2.1, 4.1 and 4.2) corresponds to 20% of the total budget.

SECTION 5: MANAGEMENT ARRANGEMENTS



The project will be Directly Implemented by UNDP (DIM). The state, entities and non-governmental institutions that are the main beneficiaries of the project will be at the forefront of the implementation. Civil society organizations, media and women and youth groups will also be closely involved throughout the project cycle.

Given the highly sensitive nature of project activities, the Resident Coordinator/UNDP Resident Representative and his office, PDA in particular, will spearhead the implementation. The RR will also liaise with high-level officials of the diplomatic community and the government for good offices and advocacy towards the successful implementation of the project.

The Executive group defines the overall strategic direction and oversees the implementation of project activities. It is comprised of the B&H Presidency, the UNDP Resident Representative, and representatives of civil society organizations, and Ministry of Human Rights and Refugees and/or Ministry of Security. The PDA will be responsible for overall project coordination and implementation, consolidation of work plans and project papers, preparation of quarterly progress reports, reporting to the project supervisory bodies, and supervising the work of the project experts and other project staff. He will be supported by a national officer and an administrative assistant.

SECTION 6: MONITORING AND EVALUATION

The M&E system will focus on the monitoring of planned activities and achievements. Monitoring and evaluation of the project will be in line with regular PDA reporting.

Within the project cycle:

- A review participatory workshop shall be organized by the Peace and Development Adviser and results shared with the Project Board.
- The Peace and Development Adviser will report regularly in his PDA reports on the project's progress.

SECTION 7: KNOWLEDGE MANAGEMENT

Resources will be specifically allocated to tracking and collecting best practices and lessons learnt throughout the project cycle. As BiH moves towards the holding of elections in October 2014, knowledge sharing will come to the fore of project activities. The knowledge management system will cut across the various social and political groups with a view to enhancing dialogue among the stakeholders. As part of project activities support to the Presidency of BiH Dialogue Platform is planned and lessons learned from this experiences will serve as an additional source of information for a PBF WEB platform exchanges of lessons learned.

SECTION 8: PARTNERSHIPS

UNDP will work closely with existing partnerships and networks with local government bodies (e.g. Presidency, State, Entity, Canton and municipal governments), CSOs, and the international community and donors (EU, USAID, OSCE etc.). The project will in particular ensure synergy with the Presidency Initiative/Dialogue Platform funded by the PBF, which will begin implementation in May 2014, as well as with the EU/UNDP project "Equipping National and Local Actors in Internal Conflict Management Processes with Skills for Dialogue and Constructive Negotiation", which will support the Joint Programme and is expected to start in September 2014.

SECTION 9: LEGAL CONTEXT

This document together with the CPAP signed by the Government and UNDP which is incorporated by reference constitute together a Project Document as referred to in the Standard Basic Assistance Agreement (SBAA) between the Government of BiH and the United Nations Development Programme, signed by both parties on 20 May 2010, and all CPAP provisions apply to this document. All references in the SBAA to the "Executing Agency" shall be deemed to refer to the "Implementing Partner"; as such a term is defined and used in the CPAP and this document.

This document together with the CPAP signed by the Government and UNDP which is incorporated herein by reference, constitute together a Project Document as referred to in the Standard Basic Assistance Agreement (SBAA) , signed by the parties on 7 December 1995; as such all provisions of the CPAP apply to this document.

Consistent with the Article III of the Standard Basic Assistance Agreement (SBAA), the responsibility for the safety and security of the Implementing Partner and its personnel and

property, and of UNDP's property in the Implementing Partner's custody, rests with the Implementing Partner. To this end, the Implementing Partner shall:

- a) Put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;
- b) Assume all risks and liabilities related to the implementing partner's security, and the full implementation of the security plan.

UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of the Implementing Partner's obligations under this Project Document [and relevant Agreements between UNDP and the Implementing Partner].

The implementing partner agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Project Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via <http://www.un.org/Docs/sc/committees/1267/1267ListEng.htm>. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document".

UNDP, in the function of provision of Support services for the implementation of the project shall comply with the policies, procedures and practices of the United Nations safety and security management system.

UNDP will undertake all reasonable efforts to ensure that none of the project funds, UNDP funds received pursuant to the Project Document, are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via http://www.un.org/sc/committees/1267/aq_sanctions_list.shtml. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.

The following types of revisions may be made to this project document with the signature of the UNDP Resident Representative only, provided s/he is assured that the other signatories of the project document have no objections to the proposed changes:

- c) Revisions in, or addition of, any of the annexes of the project document;
- d) Revisions which do not involve significant changes in the immediate objectives, outputs, or activities of a project, but are caused by the rearrangement of inputs already agreed to or by cost increases due to inflation; and
- e) Mandatory annual revisions which re-phase the delivery of agreed project inputs or increased expert or other costs due to inflation or take into account agency expenditure flexibility.

SECTION 10: PROJECT BUDGET

Please see Budget in Section 4.

ANNEX I: Risk Log/analysis

#	Description	Date Identified	Type	Impact & Probability	Countermeasures / Management response	Owner	Submitted updated by	Last Update	Status
1.	October 2014 elections and change in power structure	End of the Project	Political	The occurrence of the risk will delay implementation of the project I=5 P=3	The seed funding from UNDP TRAC resources and BCPR will permit to quick-start project activities	UNDP			
2.	State and /or entity partners not committed to implement institutional and policy changes proposed during the implementation of the project	Initiation of the Project	Political	The occurrence of the risk will undermine the impact of the project I=3 P=2	National institutions will be continuously engaged in order to advocate for necessary measures which will facilitate project implementation.	UNDP			
3.	Social unrest increases	Initiation of the Project	Political Social Security	The occurrence of the risk will delay implementation of the project I=3 P=3	The project will encourage parties to implement the activities unless the security risk is too high				
4.	High frustration among the population may fuel political polarization	Initiation of the Project	Social	The occurrence of the risk will undermine the impact of the project I=2 P=2	Measures of confidence building are included in the project				
5.	Possibility of restrictions for the CSO work in RS	Initiation of the Project	Social	The Occurrence of the risk will undermine the impact of the Project in the RS I=3 P- 3	Project activities adjustment will be redesigned to lower the risk for the CSO in the RS				
6.	Publication of Census results could exacerbate ethnic conflict	End of the project	Political	The occurrence of the risk will undermine the impact of the project I=3	Facilitate a dedicated discussion with stakeholders working on peacebuilding projects to adjust programme response to the changed situation				

#	Description	Date Identified	Type	Impact & Probability	Countermeasures / Management response	Owner	Submitted updated by	Last Update	Status
				P=2					
7.	Non-disbursement of next IMF tranches	Initiation of the Project	Political and social	The occurrence of the risk will undermine the impact of the project I=2 P=2	Facilitate a dedicated discussion with stakeholders working on peacebuilding projects to adjust programme response to the changed situation				

