

RAP1

Revised Action Plan



Ured koordinatora za reformu javne uprave
Kancelarija koordinatora za reformu javne uprave
Public Administration Reform Coordinator's Office

RAP1

Revised Action Plan 1

Dear readers,

By adopting the Revised Action Plan 1, the governments in BiH reaffirmed their commitment to the fulfilment of one of key requirements of the European Partnership, i.e. the public administration reform in BiH. A promising fact is that the governments in BiH, as well as the responsible institutions listed herein, will include objectives, activities and performance indicators in their annual work programmes and other strategic planning documents.

Revision of the Action Plan 1, which we have done together with the coordinators from the Federation of BiH, the Republic of Srpska and the Brčko District of BiH and involving the Supervisory Teams of the six reform areas, comes at the right time. Long standing challenges remain before us - how best to meet demands of BiH citizens and businesses in our country, who rightfully claim that the administration should be more efficient and faster than it is now, and what is the quickest and most efficient way to meet the criteria of the European Commission, which has been recording a slow process of public administration reform in BiH in its annual reports, repeatedly over years.

After extensive analyses of the six reform areas, and numerous consultations and agreeing on positions, today we can say with certainty that the new measures and activities that the administration institutions must carry out by 2014 will speed up the process of the public administration reform and contribute to faster BiH Administration's fulfilment of the conditions required by the EU accession process.

Trying to catch up with countries in the region, we have devoted a special attention to digitalization of the process of adoption of laws and regulations. The ultimate goal is to provide citizens and businesses with free access to laws and regulations that can be found on the Internet and viewed easily, including the currently consolidated texts. Also, the international practice and experiences of the countries in the region indicate that it is possible to improve the public procurement system by simplifying the process so that bidders are not required to produce documents that are available in public registers, so that transparency is strengthened through publication of tenders electronically, which are additional objectives and activities of the Revised AP1 in the area of Public Finance. The area of Administrative Procedure will be computerized, which will particularly contribute to an obligation of the administration to obtain documentation *ex officio*, without burdening the citizens. For businesses, under the Information Technology area, the new Action Plan 1 envisages development of a "one-stop-shop" system to allow for electronic registration.

Political coordination of the public administration at the level of the Chairman of the Council of Ministers and the Prime Ministers of the Federation of Bosnia and Herzegovina, the Republic of Srpska and the Brčko District of BiH, which has not been in place so far although it was envisaged in the Common Platform and principles and procedures for the implementation of the PAR Strategy Action Plan 1, will be carried out in meetings of the

Coordinating Committee for Economic Development and European Integration. This has been reaffirmed by the members of the Council of Ministers of BiH at one of their meetings this year.

Although we have finished a portion of the job, obligations under the BiH PAR Strategy dictate our making of a good basis for development of sector reforms, as a strategic objective of the public administration reform is also capacity building of the institutions of Bosnia and Herzegovina to effectively transpose the *acquis* and for successful socio-economic development of BiH. Along the way, the European Union Delegation to BiH gives us selfless assistance through its projects in support of the public administration reform in BiH.

In addition, we will continue to work on strengthening the coordination mechanisms and responsibilities of all the actors in the reform process. Only reformed public administration will become a genuine public service and will ensure the effective public affairs handling and meeting the essential everyday needs of citizens in accordance with the public interest and general welfare. The public administration is an undoubtedly a meeting point of the citizens and the State.

Semiha Borovac
Public Administration Reform Coordinator
within the Office of the Chairperson
of the Council of Ministers of Bosnia and Herzegovina

This publication contains the Revised Action Plan 1 for the implementation of the Public administration reform Strategy prepared by the Public administration reform coordinator's office and EUPAR project team.

The revision of the original Action Plan 1 was conducted by the experts of the European Union funded project "Further Support to the PARCO - Capacity building of the PARCO in support of the PAR Strategy implementation and donor coordination" (short EUPAR) and reform area coordinators from the Public administration reform coordinator's office in Sarajevo, which is responsible for the coordination of the administrative reform in Bosnia and Herzegovina.

The revision was prepared in several phases: analyses of the implementation of each particular reform area, updating the measures, reviewing and approving by all supervisory teams and finally approving the revised action plan by the entities and Brčko District Public administration reform coordinators. In March 2011 the Revised Action Plan 1 has been formally proposed to all levels of government in Bosnia and Herzegovina for the approval.

The Revised Action Plan 1 has been adopted by the:

- Council of Ministers on the 14th of June 2011,
- Government of the Federation of Bosnia and Herzegovina on the 24th of August 2011,
- Government of the Republic of Srpska on the 1st of September 2011,
- Government of Brčko District on the 9th of November 2011.

With the finalisation and adoption of the revised Action plan 1 the EUPAR project team has concluded one of its primarily project goals. The EUPAR project team would like to thank all civil servants on each level of government in Bosnia and Herzegovina, who have helped the members of EUPAR project team with the access to information, sharing of experience and kind cooperation. In particular, we would like to thank the European Union Delegation for their constant support during the process.

It is our strong belief that this publication would present an important tool for the further successful administrative reform efforts in Bosnia and Herzegovina.

Samo Godec
EUPAR Project Team Leader



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ACRONYMS

Public Administration Reform

ADS	Civil Service Agency
ADU	Agency for State Administration
AIDRS	Agency for Information Society of the RS
AP 1	Action Plan 1
BDBiH	Brčko District of BiH
BMIS	Budget Management Information System
CAF	Common Assessment Framework
CBBiH	Central Bank of BiH
CERT	Computer Emergency Response Team
CRM	Customer Relation Management
DMS	Document Management System
DOP	Budget Framework Document
EFQM	European Foundation for Quality Management

EIF	European Interoperability Framework
EU	European Union
EUI	European University Institute
EUPAN	European Union Public Administration Network
FBiH	Federation of Bosnia and Herzegovina
FMP	Federal Ministry of Justice
FMUP	Federalno ministarstvo unutrašnjih poslova
HRMIS	Human Resource Management Information System
IDEEA	Agency for Identification Documents, Registers and Data Exchange
IK	Institutional Communication
IKT	Information and Communication Technologies
IPSAS	International Public Sector Accounting Standards



ACRONYMS

Public Administration Reform

ISO	International Organization for Standardization
MCPBiH	Ministry of Civil Affairs of BiH
MKPBiH	Ministry of Communications and Transport of BiH
MMF	International Monetary Fund
MPBiH	Ministry of Justice of BiH
MULSRS	Ministry of Administration and Local Self-governance of the RS
MUPRS	Ministry of Interior of the RS
OMA	Department for Macroeconomic Analysis
PARCO	Public Administration Reform Coordinator's Office
PIFC	Public Internal Financial Control
RAP	Reduction of administrative burdens
RAP 1	Revised Action Plan 1

RESPA	Regional School of Public Administration
RIA	Regulatory Impact Assessment
RJU	Public Administration Reform
RS	Republic of Srpska
SCM	Standard Cost Model
TNA	Training Needs Analysis
TQM	Total Quality Management
ULJP	Human Resources Management
VMBiH	Council of Ministers of BiH
ZOSPI	Freedom of Information Act
ZUP	Law on Administrative Procedures

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Introduction



Ured koordinatora za reformu javne uprave
Канцеларија координатора за реформу јавне управе
Public Administration Reform Coordinator's Office



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Public Administration Reform

1. Public Administration Reform in Bosnia and Herzegovina is aimed at creating public administration which would be more effective, efficient and accountable, serve citizens better at lower cost and work on the basis of transparent and open procedures. At the same time it would be eligible for European integration and become the true driving force of continuous and sustainable social and economic development.

Based on the recommendations of the System Review of the Public Administration Institutions in order to fulfill these commitments, in 2006 the following documents were adopted: the Public Administration Reform Strategy and the Action Plan 1 (AP 1). The Strategy is a comprehensive and universal document providing a strategic framework for reform, while concrete actions, measures, deadlines and responsible institutions are specified in the AP1 for implementation of the Strategy. The second stage of implementation of the strategy and the guidelines from the AP 1 is under way. The AP1 is composed of six areas of administrative capacity building – policy-making and coordination capacities, public finance, human resources management, administrative procedure, information technologies and institutional communication.

The implementing structure for the Action Plan 1 is defined in the Common Platform Document on Principles and Implementation of the Action Plan 1 of the Public Administration Reform in Bosnia and Herzegovina. The document was adopted by the Council of Ministers of BiH, the Entity and the Brčko District of BiH governments and was made official when signed by their

representatives in Sarajevo in July 2007.

In further steps, the Memorandum of Understanding for Establishment of the Fund for Public Administration Reform (PAR Fund) was adopted.

The PAR Fund is intended as a source of funding of technical and expert assistance in implementation of projects defined on the basis of activities envisaged in the Action Plan 1, after approval by the Joint Management Board. The assets of this fund will serve as a supplement to the available budget funds which will finance the reform of public administration. For the purpose of functioning of the PAR Fund, the Memorandum of Understanding for Establishment of the Fund for Public Administration Reform was approved. In late 2009 the Annex to the Memorandum of Understanding establishing the Fund for Public Administration Reform was adopted to extend the validity period of the Fund to the end of 2010.

The Joint Management Board of the Fund for Public Administration Reform has so far approved 14 projects to the amount of BAM 9,369,131.85 (without VAT) of which three have been accomplished.

The total implementation of the Action Plan 1 of Public Administration Reform is now 49.23%. In the period between the beginning of the PAR Action Plan 1 implementation to the end the 2010, the greatest progress in implementing the reform was achieved in the area of institutional communication: 64.57%, the lowest in the area of information technology: 37.70%.



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The reports on implementation of the Action Plan 1 were often criticized over the highly quantitative, i.e. formal approach.

The 2010 progress report of the European Commission for Bosnia and Herzegovina states that some progress was recorded in the area of public administration, which is a key European Partnership priority. However, it states that the administrative structures of Bosnia and Herzegovina are still cumbersome and in some cases fragmented and prone to duplication and unclear division of responsibilities between institutions at the same level and vertically between various levels of government. It is necessary to intensify reform efforts, and further efforts to create effective, professional, stable, accountable and transparent civil service at all levels of government.”

2. Four years after the adoption of the Action Plan 1, a thorough revision of the document was required. At the end of this year, the latest deadlines set in the Action Plan 1 will expire.

The implementation of the Action Plan 1 was primarily focused on preparation and adoption of laws and bylaws. At the legislative level, the public administration reform was implemented to a considerable extent, while measures and actions that would have concrete results for citizens and companies were less extensive. Therefore, in the next four years, the public administration reform must be focused on implementation of particular projects that will have a direct and measurable benefits to citizens, business entities and society as a whole.

Of course, this does not mean that legislative changes are no longer required, but this certainly will not be enough.

In a review of the Action Plan 1, we put an emphasis on specific objectives and, to this end, the way of monitoring and reporting on the implementation will be changed, too. Performance indicators were set in such a way that the production of legislation, strategies, methodology and other documents alone does not mean successful implementation of the goal, but concrete results are rather required for successful implementation (such as improving customer satisfaction, saving time and money for citizens, business entities or Budget).

A general approach to the revision of the Action Plan 1 was to delete all of those objectives and activities which:

- have already been implemented,
- were set in a vague or too abstract way,
- do not give specific added value for citizens, business entities and society as whole
- were set too theoretically or unrealistically or overambitiously, given the situation in Bosnia and Herzegovina and individual entities.

On the other hand, some new required objectives are set in the revised Action Plan 1(hereafter referred to as RAP 1) because they bring specific added value. When setting objectives and specifying the actions, the projects which were already in progress and which were not indicated in the current Action Plan 1, needed to be taken into account.



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In the RAP 1, the objectives are in the forefront instead of activities, while the activities are just means, a way, to achieve the set objectives. The objectives are very clearly and specifically formulated. The references to other objectives from the same or other areas are marked (there are numerous related objectives, for example, the linking of the registry and interoperability in e-government area on one side and "one-stop" principle (all in one place) and data exchange obligations in the field of administrative proceedings on the other side).

The Reform Area Structure of the Action Plan 1 has not been changed. The RAP 1 remains divided into six reform areas. There has been a name change in some reform areas aimed at more precise and more substantial meaning of the area name itself. Area "Administrative Procedure" has been renamed into the "Administrative Procedures and Administrative Services" area of "Information Technology" into "e-Government" and "Policy Making and Coordination Capacities" to "Strategic Planning, Coordination and Policy Making." Some objectives have been added in the Total Quality Management area but for the sake of rationality, it has not been made into a new independent reform area, but these objectives have been included in the area of "Human Resources Management".

Some objectives have been prioritized (from one to four, where one means the highest priority) and deadlines (the final deadline is December 2014 when the period of validity of the RAP 1 ends). It should be stressed that a high priority does not mean a short deadline at the same time because there are goals that are really a high priority and require that the activities start (or continue)

immediately, but their implementation requires more time - for example establishing a system of "one-stop-shop" for business entities.

3. Public administration reform requires a strong coordination of horizontal and vertical levels. Horizontal coordination means coordination between institutions at the same level. Thus, for example, the intensive coordination between numerous institutions at the level of each entity and the Brcko District is required for establishment of a "one-stop shop" for registration and performance of all other administrative procedures necessary to start operation of business entities.

On the other hand, coordination and cooperation between institutions of the Entities / Brcko District as well as coordination and cooperation between these institutions and the institutions of BiH is required and useful for the successful implementation of reforms in BiH. To understand the relationship between the institutions of Entity / Brcko District and the BiH institutions in the area of public administration, it is necessary to note that each level of government has full authority for the regulation of its public administration system and that a great majority of relevant legislation for the reform areas is under jurisdiction of the Entities and the Brcko District. Public administration reform is therefore being implemented primarily at the entity level, while the Council of Ministers of BiH and the institutions at the BiH level are responsible for the public administration reform only at the level of BiH institutions. Although it is essentially a reform of more public administrations, and although the entities have a constitutional



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right to regulate public administration system by themselves, the common strategy of reform has been adopted, as the representatives at all levels of government have agreed that coordination and cooperation in the field of Public Administration Reform will facilitate the implementation of the reform and positively effect the quality of life of citizens and economic competitiveness. With a view of a strict complying with the constitutional division of competences and responsibilities in the RAP 1, we have avoided the concept of "harmonizing" the system because the concept is not necessary for improvement of public administrations or for integration into the European Union.

Goals and standards that make up requirements for good public administration and fulfillment of the so-called Copenhagen and Madrid requirements for membership in the European Union have been determined. These objectives and standards constitute an understanding framework between the Entities, the Brcko District and the BiH institutions. Instead of harmonization that is not an end in itself, the cooperation and coordination, exchange of good practices, and unification of resources to achieve goals have been emphasized, while the final decisions on how to achieve these goals, on the individual organizational and legislative solutions are in the hands of the appropriate government levels. Of course, there is no need to emphasize specially that the common goals and standards indirectly lead to harmonization as "a side effect" of reforms, but it is not something specific to BiH - harmonization, convergence or "Europeanization" of public administrations is a phenomenon that is present throughout the European Union.

Coordination and cooperation are magic words that call for an appropriate organizational framework. This framework was set along with the adoption of the Public Administration Reform Strategy and the original Action Plan 1 and has mainly proved to be adequate. The coordination platform consists of a political level which includes the Chairman of the Council of Ministers of BiH and the Prime Ministers of the Entities / the Brcko District, the level of Public Administration Reform Coordinators, the level of supervisory teams and implementation teams. We have decided to maintain this structure, but to intensify coordination at the political level. To achieve the necessary political support and initiative, the Chairman of the Council of Ministers and the Prime Ministers of the Entities and the Mayor of the Brcko District will be meeting on the subject matter of public administration reform at least twice a year to discuss those issues that will be proposed to them by the coordinators of public administration reform or issues that they themselves will consider to be of importance.

For easier coordination, the Chairman of the Council of Ministers and the Prime Ministers can agree that they themselves or the Council of Ministers and the Governments authorize a Minister for each government level to represent them in the political coordination of public administration reform. Coordination of "Public Administration Reform Coordinators" of all levels of government in BiH as the highest level of professional coordination and coordination at the level of the highest administrative managers responsible for the public administration reform at all levels of government in BiH remains below this political level of coordination. It is up to the levels of government to designate



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coordinators, but it is advisable that they should be the highest state officials responsible for public administration reform. The next level of coordination are the supervising teams of proper reform areas, and the operational level is represented by the implementing teams or working groups.

Such a coordination structure is set up on the model of coordination of EUPAN (European Union Public Administration Network - a public administration network of the European Union), which consists of ministers (highest level), general managers (second level) and working groups (operational level).

Work of monitoring teams will be intensified. The monitoring teams, which play an important role in the decision making process and monitoring of individual projects, will strengthen its coordination role. The monitoring teams will meet at least once a month, and they will discuss the implementation of the RAP 1 (the degree of implementation, barriers and the manner of their removal, formation of mutual individual objectives of the working groups and activities of the Action Plan, preparation of mutual analytical and other documents, exchange of good practices, etc.) at its meetings. In this way, the monitoring teams will operate as an effective mechanism of coordination, rationalization of resources, exchange of information and good practices).

The Federation cantons and the municipalities in the RS and the FBiH are not directly involved in the division of responsibilities and coordination structure of the Public Administration Reform Strategy and the RAP 1. However, it should be noted that without the cooperation of the municipalities and their indirect

involvement, the implementation of public administration reform is unthinkable. Most direct services for citizens and companies are provided at the municipal level, based on laws passed by competent authorities. That is why some parts of the RAP 1 include the role of municipalities, but not as directly accountable institutions. Such is the case of connecting the municipalities in a communication network of public administration, without which many projects (e.g. information exchange between public administration bodies, the idea of a one-stop shop, interoperability, etc.) are not feasible. In such cases, institutions of the FBiH and the RS designated as responsible institutions, which have legislative responsibility (responsibility for preparation of regulations implemented by municipal authorities), issue guidelines and instructions to municipal authorities and supervise their operations.

In the coordination structure, the Coordinator for Public Administration Reform in BiH and the Office of the Coordinator for Public Administration Reform (PARCO) retains current role of a service that provides professional and technical support to the coordination of public administration reform. The PARCO still remains responsible for monitoring and reporting on the achievement of action plan objectives. However, reports will have a modified form because the emphasis will be on the achievement of the objectives ("outcomes") and not on individual activities and documents produced (outputs). The report will be quantitative assessments of the state of play of certain objectives accomplishment. In certain objectives the degree of



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implementation will be marked.

- ① - not implemented
- ② - not implemented but in process of implementation
- ③ - partly implemented
- ④ - implemented.

4. Current situation analyses have showed that there are differences between levels of government with regard to the success of the public administration reform, not only in quantitative but also qualitative terms. The RAP 1 was prepared in a way that it includes those objectives that have been already largely achieved at some level of government (but not all levels). It is essential that all levels of government achieve the set objectives. On the other hand, the RAP 1 includes an upgrade of the objectives that have been already achieved at some levels of government in order to remain ambitious for those levels of government that have made greater progress, too.

Of course, these differences will be taken into account in the reports so that the degree of achievement will be presented for each level of government separately.

5. By adoption of this RAP 1, the Council of Ministers of BiH, the Government of the Republic of Srpska, the Government of the Federation of BiH and the Government of the Brcko District jointly express political support to public administration reform as one of the most important reforms for improvement of competitiveness of economy and the quality of life of citizens and also as one of the most important conditions for full integration into the European Union.

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Part 1 Strategic Planning, Coordination and Policy - Making



Ured koordinatora za reformu javne uprave
Канцеларија координатора за реформу јавне управе
Public Administration Reform Coordinator's Office



PART 1. STRATEGIC PLANNING, COORDINATION AND POLICY-MAKING

Public Administration Reform Area

PART 1.

This reform area is divided into sub-areas of "strategic planning" and "policy making, coordination and better legislation." In the area of strategic planning the goal is planning improvement in the ministries and the Council of Ministers / the Governments. The legal framework for planning by the Council of Ministers / the Governments, which standardizes the planning process, is very important. The process of annual planning must be standardized so that the deadlines, the content and responsibilities are known for preparation of work plans / programs. The legal framework must provide adequate horizontal inter-institutional coordination in the process of work program preparation so that the work program would be a coordinated, coherent document, and not just a compilation of "wish list" of some ministries. Central Units (Secretariat General, the Offices of the Prime Minister) must support the leading role of Prime Minister / the Chairman of the Council of Ministers in strategic guiding of work program preparation. Of course, identifying goals and priorities is primarily a task of political leaders in the executive (Chairman / Prime Minister in the first place) and the central government units (offices, General Secretariat) and the officials in charge of strategic planning in ministries professionally and technically supporting the political activity. Public administration cannot plan the goals and priorities instead of political leaders, but it can make a major contribution by its professional approach, the continuity of work and knowledge of standard procedures.

Strategic planning in ministries must be associated with the strategic planning of the Council of Ministers / the Governments. The ministries must start planning their work in next year in a timely fashion and include the part of their plan related to the Council of Ministers / the Government's activities in the draft annual work program of the Council of Ministers / the Governments. When the annual program is agreed on and adopted at the meeting of the Council of Ministers / the Government, the ministries adapt their programs to amendments, if any, that occurred

in the procedure. An annual work planning process must be structured as a logical circle of the activities of the ministries and the Council of Ministers / the Governments where governments provide strategic guidelines for the annual program drafting, ministries develop their "input" for the annual work program of the Council of Ministers / the Governments and, at the end, the government adopts the final document, while the ministries adapt their programs to the work program adopted by the Council of Ministers / the Government.

The internal process of strategic planning in ministries may be governed by a by-law of the particular ministry or by a single act (e.g. regulation / decree) adopted for all institutions by the Government. This second option has its advantages because it ensures a standardized and consistent approach and the linkage between the processes in ministries and processes in the Council of Ministers / the Government.

It is envisaged that, in its Rulebook, each ministry provides for a unit or at least one position responsible for strategic planning. To require every Ministry to set up such a unit would be excessive. The organizational structure should be adapted to the real needs and particular circumstances of individual level of government, and not just a copy of some solutions from other countries that have completely different tradition and other dimensions of public administration.

Special attention in the area of capacity building of the central Government units is focused on capacities in the cantons of the Federation of BiH and the Brcko District. It is necessary to strengthen the capacities of central units at the cantonal level. In the Brcko District the law provides for a position of Secretary General of the Government but it is still vacant, which surely has a negative impact on strength of the



PART 1. STRATEGIC PLANNING, COORDINATION AND POLICY-MAKING

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Secretariat General of the Government.

In policy-making, coordination and better regulation the RAP 1 envisages construction or / and improvement of a system that will ensure the highest possible quality of legislation and other acts containing public policy decisions. The high quality legislation has several elements. It must be horizontally harmonized and coordinated, so that the Government's policy is not just a sum of policies of individual ministries, but a harmonious, coherent unit. Secondly, in drafting legislation a proponent / drafter must consult the public concerned. This means that they must first identify the public stakeholders interested to whom they will send the draft legislation to be considered and they will make their objections, comments and suggestions, if any. He must take these objections, comments and suggestions into account to the greatest extent possible, make maximum effort to reach an understanding on them and, at the end, inform the government on the results of public consultation, especially on issues that have remained unagreed-on. The Council of Ministers / the Government must be notified of the reasons and arguments for not adopting the objections. The involvement of the public concerned in the process of preparation and adoption of legislation significantly affects the quality because it enables the proponent to have a better view on the real consequences of a piece of legislation, and also establishes a partnership between the authorities and the entities to which the legislation will apply, which will make the implementation of legislation easier. The third important element for the quality of legislation is "Regulatory Impact Assessment" in various respects: in respect of impact on public finance, macroeconomic development, enterprises (especially small and medium), environment, social issues and so on. Within the impact assessment, "cleaning" of legislation from the standpoint of

administrative burdens is made - all unnecessary procedural (bureaucratic) burdens are eliminated. A high quality regulation system must be incorporated in the Rules of Procedure of the Council of Ministers / the Governments through requirement defining all elements that must be contained in materials that ministries and other proponents submit in the procedure. The Rules of Procedure must also define the primary responsibility of the proponent and external control as well. What is the role of the Secretariats General ? They primarily perform formal control while the substantive control can be performed either by the secretariats general by themselves or other institutions. In the circumstances when the administration is relatively small, decentralized control is recommended, which means that the control is performed by the institutions that are most competent for a certain issue. The control in regard to the assessment of financial impact is, for example, performed by the Ministry of Finance, the control in regard to the impact on companies is performed by the Ministry of Economy . In that process the responsibility for control of reducing administrative burdens and the consultation with the public concerned should be placed somewhere. These capacities could be built in the Secretariats General or ministries.

Revised Action Plan provides for drafting and adoption of specific methodologies or guidelines that will be mandatory for all proponents while conducting consultations with the public concerned regarding RAP 1 impact assessment. An obligation that a comparative review should be included in the explanation of a draft or proposal law is envisaged to be incorporated in the Rules of Procedure of the Governments and legislative bodies, with exemptions for cases of minor amendments, of course. "A Comparative Review" of legislation of other levels in BiH is envisaged, as well.



PART 1. STRATEGIC PLANNING, COORDINATION AND POLICY-MAKING

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Special attention is paid to computerization of the legislation passing procedure. An upgrade of e-sessions of the government that should provide completely paperless operations of the Council of Ministers / the Governments is envisaged (where it does not exist yet). Proponents submit materials to the Secretariat General electronically, the materials are published in the information system ("the Government's portal"), comments, if any, are also provided electronically, the agenda of meetings of working bodies and the Council of Ministers / the Government itself is generated electronically.

The information system supporting the adoption of legislation will link all stages of preparation and adoption of laws and items of legislation enacted by Government and Ministers. The system must be integrated with document management systems and electronic database of legislation. In this way, the legislation is published in the electronic database of legislation at any stage of procedure (possibly already at the stage of inclusion in the annual work program of the Council of Ministers / the Government). At a certain stage the draft is published on the Internet for participation of the public concerned. At all relevant stages, the legislation is published (free of charge) in publicly available electronic database where all pieces of legislation together with amendments and consolidated texts can be found in a systematic way.

It is important that after adoption of amendments to legislation, official consolidated texts are adopted, as well, and published in the database. An acceptable alternative is that instead of legislative bodies i.e.

Council of Ministers / Governments the consolidated texts are prepared by Legislative Office i.e. Legislative and Legal Commissions. Such is the current practice in the Federation of BiH. Each level of government will decide on its own which solution suits more to their situation.

The final objective is free availability of all legislation to citizens and companies and that all legislation can be found on the Internet in a clear and simple way, including the valid consolidated texts.

When formulating objectives and activities in the area of strategic planning, coordination and policy-making, the fact that one project of wide significance is in progress within the Fund for Public Administration Reform is taken into account; it is "Blueprint of Development of Central Bodies of Governments in Bosnia and Herzegovina" project.

In this reform area, vertical coordination between levels of government is mentioned in several places (for example, in the adoption of strategic plans, drafting of legislation and so on). It should be emphasized that the vertical coordination does not affect the constitutional division of competences in any way and that conclusions coming from such coordination do not obligate the institutions. In any case, coordination between levels of government is very useful for rationalization of resources, exchanging of lessons learned and good practices, avoiding disputes on jurisdiction and for consistent solutions where there is an agreement of appropriate levels of government. Coordination will be especially important and necessary in the process of transposition of *acquis communautaire*.



PART 1. STRATEGIC PLANNING, COORDINATION AND POLICY-MAKING

1. Strategic planning

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
<p>SPCPM 1.1. Improve the process of annual programming of the work of CoM / governments so as to ensure the annual program to:</p> <ul style="list-style-type: none"> reflect and contribute to the realisation of priorities of the CoM/governments, reflect coherence i.e. inter-institutional harmonization (horizontal and vertical), reflect compliance with other strategic documents of the CoM/governments, be realistic and monitor the implementation. 	<p>1.1.1. Establish/improve the legal framework of annual programming of the work of BiH Council of Ministers, FBiH Government, RS Government and BD of BiH Government with the following elements:</p> <ul style="list-style-type: none"> standardisation of the process of annual programming of the work, horizontal (institutions at the same level of government) and vertical coordination in the process of programming of the work active role of government's central units in the process of preparation and harmonisation of programmes, checking the compliance of the annual work programme with other strategic documents of the CoM / governments checking the compliance of the annual work programme of the CoM/governments with budgetary documents (it may be within competences of the Ministry of Finance), standardisation of basic elements of annual programming of the work of ministries and other executive authorities, procedural and substantial relation between annual programmes of the CoM / governments and annual programmes of individual ministries, monitoring and reporting. 	<p>BiH Council of Ministers, Governments f Entities and BD of BiH.</p> <p>General Secretariat of BiH Council of Ministers and BiH Ministry of Justice</p> <p>General Secretariat of Government of the Federation of BiH</p> <p>General Secretariat of Government of the Republika Srpska</p> <p>Secretariat of the Government of the Brčko District of BiH</p>	<p>Annual work programmes of the CoM/governments are in place</p> <p>Degree of horizontal harmonisation / compliance of the work programme</p> <p>Harmonisation of content with:</p> <p>strategic documents (list the documents) and budgetary documents (list the documents) has been checked</p> <p>Intensity of reporting on the implementation at CoM / governments meetings</p> <p>Annual report on the implementation is in place.</p> <p>Degree of implementation of the annual work programme.</p>	1	December 2011



PART 1. STRATEGIC PLANNING, COORDINATION AND POLICY-MAKING

1. Strategic planning

PART 1.

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
SPCPM 1.2. Improve internal procedures of strategic planning in ministries.	1.2.1. Enact an act to define in details the process of annual planning of the work, monitoring and reporting on the implementation (which has been brought in line with the above-mentioned rules of preparation and harmonisation of programmes of the work of the CoM / governments).	General Secretariat of BiH Council of Ministers and BiH Ministry of Justice, General Secretariat of Government of the Federation of BiH and Federation Institute of Development Programming General Secretariat of Government of the Republika Srpska, Secretariat of the Government of Brčko District of BiH	The head of the institution has enacted the act.	2	December 2011
SPCPM 1.3. Strengthen organisational arrangements and staffing for strategic planning in individual institutions.	1.3.1. Rulebooks on internal structure and job descriptions are to ensure support to strategic planning.	All ministries and other public administration bodies at the levels of BiH, Entities and Brčko District of BiH	Strategic planning included in rulebooks on internal structure and job descriptions	2	December 2011



PART 1. STRATEGIC PLANNING, COORDINATION AND POLICY-MAKING

1. Strategic planning

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
SPCPM 1.4. Ensure capacity building of Cantonal governments in FBiH	1.4.1. Perform an analysis and suggest measures for improvement of the valid legislative and legal framework that defines competences and organisation of central capacities of Cantonal governments in FBiH	Government of the Federation of BiH	An analysis has been done, recommendations have been proposed		June 2012
SPCPM 1.5. Strengthen central capacities of BD of BiH	1.5.1. The general secretary position in the BD of BiH Government to be filled	Government of the Brčko District of BiH	The general secretary has been appointed	1	June 2011

PART 1.



PART 1. STRATEGIC PLANNING, COORDINATION AND POLICY-MAKING

2. Policy-making, coordination and better regulation

PART 1.

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
<p>SPCPM 2.1. Set up, in the rulebooks of the CoM / Governments, necessary mechanisms to achieve the standard quality of legislation / policies that includes:</p> <ul style="list-style-type: none"> horizontal and vertical coherency (harmonization with all institutions) consultations with the public concerned impact assessment removal of administrative obstacles legal compliance and nomotechnical correctness 	<p>2.1.1 Analyse and amend, as required, the Rules of Procedure of the CoM / Governments to provide for the following obligations of proponents of legislation to:</p> <ul style="list-style-type: none"> bring the proposal in line with proposals of other institutions at the same level of government and, if it deems it necessary, at other levels of government include the public concerned in drafting and passing of legislation and policies make assessment of impact on budget, economy (micro- and macro-economic impact), environment, social matters, public administration, administrative impact (removal of administrative obstacles) <p>2.1.2 Analyse and amend, as required, the Rules of Procedure of the CoM / Governments to set up a system of substantial and formal control of conformity of proposals with better regulation standards (horizontal and vertical harmonization with institutions, public consultations, impact assessment, legal harmonization)³</p>	<p>General Secretariat of BiH Council of Ministers and BiH Ministry of Justice</p> <p>General Secretariat of Government of the Federation of BiH</p> <p>General Secretariat of Government of the Republika Srpska</p> <p>Secretariat of the Government of the Brčko District of BiH</p>	<p>2.1.1 Appropriate amendments to the Rules of Procedure of the CoM / Governments have been adopted.</p> <p>2.1.2 Substantial control is in place – the number of objections, the number of objections accepted</p>	1	December 2011



PART 1. STRATEGIC PLANNING, COORDINATION AND POLICY-MAKING

2. Policy-making, coordination and better regulation

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
SPCPM 2.2. Standardize the process of legislative drafting	<p>2.2.1 Prepare and adopt (at the levels of government that has failed to do it so far) obligatory Uniform Rules for Legislative Drafting reflecting the listed standard quality of legislation</p> <p>2.2.2 Rules of Procedure of the CoM / Governments are to include reference provisions from the Uniform Rules for Legislative Drafting with a view to additionally oblige proponents of legislation to apply the latter in the process of drafting the legislation that the CoM / Governments enact.</p>	<p>General Secretariat of BiH Council of Ministers and BiH Ministry of Justice</p> <p>General Secretariat of Government of the Federation of BiH</p> <p>General Secretariat of Government of the Republika Srpska</p> <p>Secretariat of the Government of the Brčko District of BiH</p> <p>Legislative Office of BiH CoM,</p> <p>Legislative Office of the FBiH Government,</p> <p>Republic Legislative Secretariat of the RS Government,</p> <p>Legislative Office of the Brčko District of BiH Government,</p>	<p>2.2.1 Uniform Rules for Legislative Drafting have been adopted</p> <p>2.2.2 Rules of Procedure have included an obligation to apply the Uniform Rules for Legislative Drafting</p>	1	December 2011



PART 1. STRATEGIC PLANNING, COORDINATION AND POLICY-MAKING

2. Policy-making, coordination and better regulation

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
SPCPM 2.3. Improve mechanisms of horizontal coordination among ministries	2.3.1. Enhance the Rules of Procedure of the BiH CoM, FBiH Government, RS Government and BD of BiH Government by defining the mechanisms and procedures to resolve any contentious issues and conflicting views between proponents of public policy / legislation and other ministries or administrative authorities in connection with the drafted policy / legislation, prior to the CoM / Governments	General Secretariat of BiH Council of Ministers and BiH Ministry of Justice General Secretariat of Government of the Federation of BiH General Secretariat of Government of the Republika Srpska Secretariat of the Government of the Brčko District of BiH	The Rules of Procedure of the CoM / Governments have been adopted; Number of proposals that have remained not agreed on by the government's meeting (negative indicator)	1	June 2012
SPCPM 2.4. Define the mechanisms of vertical inter-institutional (inter-ministerial) cooperation and consultation	2.4.1. Include solutions from the PAR Fund "Blueprint of the Development of Central Bodies of Governments in Bosnia and Herzegovina" in the Rules of Procedure of the Council of Ministers of BH, the Government of the Federation of BH, the RS Government and the Government of BD of BH with more detailed defining of mechanisms and methods of inter-institutional and intergovernmental cooperation and consultation	BiH Council of Ministers, Governments of Entities and BD of BiH; General Secretariat of BiH Council of Ministers and BiH Ministry of Justice; General Secretariat of Government of the Federation of BiH; General Secretariat of Government of the Republika Srpska; Secretariat of the Government of the Brčko District of BiH	Appropriate solutions have been included in the Rules of Procedure	1	June 2012



PART 1. STRATEGIC PLANNING, COORDINATION AND POLICY-MAKING

2. Policy-making, coordination and better regulation

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
SPCPM 2.5. Improve consultation with the public concerned	<p>2.5.1 Adopt guidelines for consultation with the public concerned</p> <p>2.5.2 Include an obligation to follow the guidelines in the Rules of Procedure of the CoM / Governments</p>	<p>General Secretariat of BiH Council of Ministers and BiH Ministry of Justice;</p> <p>General Secretariat of Government of the Federation of BiH;</p> <p>General Secretariat of Government of the Republika Srpska;</p> <p>Secretariat of the Government of the Brčko District of BiH</p>	<p>2.5.1 The guidelines have been adopted</p> <p>2.5.2 The Rules of Procedure have been amended</p>	2	December 2011
SPCPM 2.6. Ensure an efficient system for impact assessment of public policies /regulations	<p>2.6.1 Make an overview of the past initiatives to introduce impact assessment in BH (IA) with an analysis of their quality, the methodologies used and their effects</p> <p>2.6.2 Develop and adopt IA methodology especially in terms of potential budgetary, social, economic and environmental costs and benefits at various levels of government in BiH, if any; distribution of costs and benefits for citizens and sub-groups; possible difficulties in enforcement, acceptance of and respect for public policies / regulations; possible deficiencies, inconsistency, vagueness and faults in public policies / regulations; adverse side effects.</p> <p>2.6.3 Regularly monitor the implementation of impact assessment methodology and, as required, propose improvement measures</p>	<p>General Secretariat of BiH Council of Ministers and BiH Ministry of Justice</p> <p>General Secretariat of Government of the Federation of BiH</p> <p>General Secretariat of Government of the Republika Srpska</p> <p>Secretariat of the Government of the Brčko District of BiH</p>	<p>An analysis have been made; The methodology has been adopted by CoM / governments in BiH;</p> <p>Degree of harmonisation among the methodologies adopted;</p> <p>The number of IAs; IAs that have been published on the web sites of ministries-responsible bodies;</p> <p>Annual report on effects of the methodology with a proposal of improvement measures (as required) adopted by the CoM / governments in BiH and published on the web sites of the CoM / governments;</p>	1	June 2011



PART 1. STRATEGIC PLANNING, COORDINATION AND POLICY-MAKING

2. Policy-making, coordination and better regulation

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
SPCPM 2.7. Comparative analysis of solutions as an obligatory element of the proposals of legislation/public policies	<p>2.7.1 In the Rules of Procedure of the CoM / Governments of Entities and BD BiH, provide for an obligation to include in the explanation of draft/proposal of a piece of legislation a comparative analysis of solutions from at least two EU member states (taking into account the necessary flexibility in case of minor amendments)</p> <p>2.7.2 In the Rules of Procedure of the CoM / Governments of Entities and BD BiH, provide for an obligation to include an overview of the matter as regulated at other levels of government</p>	<p>General Secretariat of BiH Council of Ministers and BiH Ministry of Justice;</p> <p>General Secretariat of Government of the Federation of BiH;</p> <p>General Secretariat of Government of the Republika Srpska ;</p> <p>Secretariat of the Government of the Brčko District of BiH;</p>	An obligation to include a comparative analysis has been provided for	3	December 2014



PART 1. STRATEGIC PLANNING, COORDINATION AND POLICY-MAKING

2. Policy-making, coordination and better regulation

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
SPCPM 2.8. Set up an information system that supports the process of preparation and adoption of legislation (laws and by-laws), which includes elements of e-Democracy (posting the drafts on Internet, inviting comments) and which is integrated in the document management system, the system of e-Meetings of government and electronic legislation database	2.8.1 Amendments to the Rules of Procedure of the CoM / Governments and legislatures (as required) 2.8.2 Development of information system 2.8.3 Connection to the document management system, e- Database of legislation and the system of e-Meetings of government	General Secretariat of BiH Council of Ministers and BiH Ministry of Justice General Secretariat of Government of the Federation of BiH General Secretariat of Government of the Republika Srpska Secretariat of the Government of the Brčko District of BiH Legislative Office of the FBiH Government, Republic Legislative Secretariat of the RS Government, Legislative Office of the Brčko District of BiH Government Secretariats and Legislative and Legal Commissions of Legislatures	The information system is operational	3	December 2013



PART 1. STRATEGIC PLANNING, COORDINATION AND POLICY-MAKING

2. Policy-making, coordination and better regulation

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Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
SPCPM 2.9. Improve the systems of e-Meetings of the CoM / Governments	2.9.1 Upgrade the system of e-Meetings of the CoM / Governments so that it ensures electronic document exchange at all stages of procedure	General Secretariat of BiH Council of Ministers and BiH Ministry of Justice	The system of e-Meetings of the CoM / Governments has been upgraded	2	The end of 2012
	2.9.2 Upgrade the system of e-Meetings of the CoM / Governments so that it is integrated with the document ⁴ management system ⁴	General Secretariat of Government of the Federation of BiH General Secretariat of Government of the Republika Srpska Secretariat of the Government of the Brčko District of BiH e-Government Center of the BiH CoM Information Society Agency of Republika Srpska, IT Department of the General Secretariat of the Republika Srpska Government, FBiH Government IT Department of BD BiH	It has been integrated with DMS.		



PART 1. STRATEGIC PLANNING, COORDINATION AND POLICY-MAKING

2. Policy-making, coordination and better regulation

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
SPCPM 2.10. Establish and maintain a comprehensive database of laws and by-laws, accessible from one point and through an integrated web portal	2.10.1 Establish a single database that will include all laws and by-laws (including the pieces of legislation unavailable electronically at the time being) that will be designated and classified by various criteria. These designations will correspond to organisational charts that show the approximation of BiH with <i>acquis</i> . The database will be connected with the system that supports the process of adoption of legislation.	Legislative Office of the BiH CoM, Public Relations Office of the FBiH Government in cooperation with the Legislative Office of the FBiH Government, Republic Legislative Secretariat of the RS Governmentm, Legislative Office of the Brčko District of BiH Government	A single database has been developed; The number of downloaded pieces of legislation from the single database;	2	2.10.1 June 2012
	2.10.2 Regularly maintain and update electronic databases of laws and by-laws		Frequency of the single database updating;	3	2.10.2 December 2012 (Ongoing, by the end of 2014)
SPCPM 2.11. Publish all legislation (laws and by-laws) and consolidated versions within competences of the ministry/other administrative authority/administrative agency on their respective Internet pages.	2.11.1 Publish all laws and by-laws within competences of ministries and other administrative authorities on their respective Internet pages.	All ministries and other administrative authorities in BiH	The number of visits to the Internet page; The number of downloaded laws from the Internet page;	2	2.11.1 December 2011
	2.11.2 Regularly maintain and update electronic versions of laws and by-laws within competences of ministries and other administrative authorities		Frequency of the single database updating;	2	2.10.2 December 2012 (Ongoing, by the end of 2014)



PART 1. STRATEGIC PLANNING, COORDINATION AND POLICY-MAKING

2. Policy-making, coordination and better regulation

PART 1.

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
SPCPM 2.12. Prepare and publish consolidated versions of laws and by-laws	<p>2.12.1 Amend the Rules of Procedure of the CoM / Governments (at the level of government where they have not done it yet) to include a provision that, apart from the amendments, a legislature and the CoM / Government shall adopt a consolidated versions of legislation at the same or subsequent meeting. (or, as an equally good alternative, an official consolidated versions shall be prepared by the appropriate authority without adopting it by a legislature or the CoM / Government)</p> <p>2.12.2 The CoM / Government to adopt a decision that the ministries shall prepare and publish consolidated versions of laws and by-laws within their respective competences</p> <p>2.12.3 Prepare and publish consolidated versions</p>	<p>Legislative Office of BiH CoM,</p> <p>Legislative Office of the FBiH Government,</p> <p>Republic Legislative Secretariat of the RS Government,</p> <p>Legislative Office of the Brčko District of BiH Government,</p> <p>Secretariats of Legislatures</p> <p>Other appropriate authorities at all levels of government</p> <p>All institutions</p>	<p>Rules of Procedure have been duly amended</p> <p>The number of prepared and published consolidated versions in official gazettes</p>	2	December 2012 (Ongoing, by the end of 2014)



PART 1. STRATEGIC PLANNING, COORDINATION AND POLICY-MAKING

Endnotes

¹ The organizational structure of the central units is the responsibility of each level of government, and AP1 has no ambition to harmonize the structure. The term "central unit" means the General Secretariat, or secretariats, legislative offices, offices of Prime Minister and Chairman of the CoM and other units that are reporting to Prime Minister / Chairman of the CoM and the Secretary General. It is known that in the EU Member States the structure of so-called "center-of-government" is organized in varying ways.

² Checking can be organized in a decentralized manner so that each ministry makes it in terms of compliance with the documents from its area of activity.

³ Primary responsibility for compliance with standards lies with the proponent but also a system of control is needed. The system of control can be decentralized, so that for each element an institution is designated to make substantial control. For example, the ministry of finance is to assess impact on public finances or the Legislative Office is responsible for legal control.

⁴ Reference to IT 4.4.

RAP 1

Revised
Action
Plan 1

Part 2 | Public Finance



Ured koordinatora za reformu javne uprave
Канцеларија координатора за реформу јавне управе
Public Administration Reform Coordinator's Office



PART 2. PUBLIC FINANCE

Public Administration Reform Area

PART 2.

The revised table of Action Plan 1 (hereafter: AP 1) for implementation of Public Administration Reform Strategy has eight chapters in the area of Public Finance and they are:

- Policy dimension of the public finance (PF) system
- Raising efficiency and effectiveness of budget management
- Improving the accounting framework and the treasury system operations
- Introduction of public internal financial control (PIFC) in full compliance with EU requirements
- Improving the organizational structure and investing in capacity building
- Development of public-private partnership
- Public procurement system
- Effective management of public debt

An addition to this table, compared to the RAP 1, are chapters six, seven and eight, i.e. development of public-private partnerships, public procurement system and effective management of public debt. In addition to this, the main changes compared to the original version of AP1 are: omission of activities and objectives accomplished, integration of objectives that thematically overlap or repeat in original AP1, revision of deadlines and time frames for implementation of partially accomplished objectives, omission of

some measures that are thematically more appropriate to other areas of Public Administration Reform Strategy (such as some activities related to human resources management) and revision of activities for the objectives that in the previous period proved to be particularly important but unfeasible in the originally set time frame.

Each objective in the new table has a clearly defined performance indicator in order to monitor the implementation of activities in the future more easily and to avoid arbitrary assessment of the degree of implementation of each objective.

The first chapter - Policy dimension of the public finance system - refers to regular production of macro-fiscal framework for the whole state, regular production of consolidated public sector account and more effective approach to the allocation of revenues from indirect taxes. The practice has shown that activities for these objectives are not carried out in a timely fashion (such as the adoption of the Budget Framework), that the overall fiscal framework does not always include a table with items of income, expenditure, financial and fiscal objectives for each individual level of government, that better information exchange and cooperation between different levels of government are still needed and that there are obstacles in the vertical distribution of funds from indirect taxes, which slows down the process of drafting the framework budget and fiscal framework, and it is therefore necessary to work continuously to improve the policy dimension of the public finance system. The objectives that have been accomplished under original



PART 2. PUBLIC FINANCE

Public Administration Reform Area

AP1 such as drafting of the Law on Fiscal Council, establishment of the FC secretariat and development of consolidated government accounts have been omitted from this chapter.

The second chapter - Increasing efficiency and effectiveness of budget management - has been reduced to six key objectives: further harmonization of BFP process at all levels of government and their timely production, transparent expenditure of public funds, strengthening communication between institutions' management and finance units, full implementation of the program budgeting in public administration, timely inclusion of parliament in the budget process and inclusion of all off-budget funds in the medium-term expenditure framework and budget planning process in 10 steps.

These objectives were similarly defined as part of AP1, but in the meantime they have turned out to be unfeasible to perform within deadlines set originally due to unrealistically set deadlines or a lack of capacities; certain activities have turned out to be vaguely defined or continuous in nature or to be the matter of constant capacity building and efficiency improvement; and the degree of implementation have proved to be impossible to be fully assessed without a clear performance indicator. In this sense, the new table contains elaborate and reformulated activities for implementation of these goals, for example, what exactly the introduction of program budgeting means and what budget measures users should take in order to achieve this objective, and appropriate indicators in

order to evaluate the success of all activities in the future. Achieved objectives under original AP1 such as inclusion of the Brcko District in the Medium Term Expenditure Framework process, incorporation of new elements of BFP and budget process are eliminated from the new table.

The third chapter deals with improvement of the accounting framework and the treasury system. Practice in this area under AP1 Public Finance has shown that some of the activities proposed in the original version are overambitious given the existing capacities or that the deadlines set for these activities are unrealistic, so that it is necessary to define and reformulate accurate performance indicators. The new table has four key objectives: to determine exact capacity for introduction of modern international accounting standards and computation model of accounting in public administration, introduction of the treasury function in the whole public administration, improvement of the functions of the Treasury and continuous modernization of the Treasury information system. The previous version of the AP1 targets introduction of the IPSAS standards, but it is still unclear what capacities currently exist to implement this objective and is therefore necessary to ascertain the exact situation and define terms of reference with a view to seeking donor assistance. Most municipalities and off-budget funds are still not connected in treasury operations system as other budget users are, while improving functions of the Treasury and modernization of information systems is a continuous activity.



PART 2. PUBLIC FINANCE

Public Administration Reform Area

PART 2.

The fourth chapter discusses introduction of public internal financial control in accordance with relevant EU standards. Activities accomplished such as designing a strategy for introduction of PIFC and the proposed enactment of the Law on Salaries and Allowances that is thematically closer to other areas within AP1 have been omitted from the original version of AP1. The new table has two objectives: implementation of PIFC strategy and introduction of internal audit along with activities related to staff training and adoption of legislation harmonized with EU standards and clearly defined performance indicators.

The fifth chapter – Improving the organizational structure and investing in capacity building - emphasizes the need for a special focus on capacity building in ministries of finance, primarily in strengthening the units responsible for budget and fiscal policy.

The sixth and seventh chapter of the revised table of AP1 Public Finance refers to the development of public-private partnerships and improvement of the public procurement system. Economic trends and international practice indicate the need for access to the development system of public-private partnerships as one of possible financial instruments that could boost or reduce public spending. To make the system transparent and efficient, it is necessary to fully harmonize and modernize the relevant rules and regulation of PPP in Bosnia and Herzegovina and adopt modern legislation at all levels of government. International practice and experience of countries in the region indicate that it is possible to improve access to public procurement system by simplifying the

process so that the bidders are not required to enclose documents that are available in public registers, that transparency is strengthened through publication of tenders electronically, that it is necessary to invest in capacity building through seminars and training of employees, which are additional objectives and activities of the revised AP1 in the area of public finance.

Chapter eight relates to increasing efficiency of public debt management. Within this chapter, it is necessary to develop adequate regulations on the public debt, borrowing and guarantees. Also, it is necessary to develop or obtain software for managing public debt, and to train officials responsible for borrowing and debt management.



PART 2. PUBLIC FINANCE

1. Policy dimension of the PF system

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
PF 1.1. Regular preparation of macro-fiscal framework for whole BiH	<p>1.1.1. Apart from projected indirect taxes, a comprehensive fiscal framework should contain detailed tables and data items of income, expenditures, financing and fiscal objectives for BiH and for each individual level of government.</p> <p>1.1.2. Regular adoption of the Global Framework Fiscal Balance and Policies in BiH.</p>	Fiscal Council and Advisory Group of the BiH Fiscal Council	<p>All necessary data has been delivered to the appropriate institutions within the timeline set in order to prepare the Global Framework Fiscal Balance and Policies in BiH.</p> <p>The Global Framework Fiscal Balance and Policies in BiH has been adopted.</p> <p>The document of framework budget has been adopted in a timely fashion based on the data from the Global Framework.</p>	1	Ongoing
PF 1.2. Regular preparation of macro-fiscal framework for the whole state	1.2.1. Better cooperation and data exchange between different levels of government.	OMA, the Group for the Consolidation of Fiscal Data (Ministry of Finance, OMA and CBBiH).	The Group for the Consolidation of Fiscal Data consolidates fiscal data for entire BiH in accordance with IMF methodology and publish them on the OMA's web site in timely manner.	2	Ongoing
PF 1.3. More efficient access to the distribution of revenues from indirect taxes	1.3.1. Statutory formula for the vertical allocation of resources and distribution of revenues from indirect taxes.	Ministries of Finance, BiH Fiscal Council.	Obstacles to the process of drafting the framework budget and fiscal framework have been removed, harmonized development policies have been linked to financial possibilities.		By the end of 2012



PART 2. PUBLIC FINANCE

2. Increasing efficiency and effectiveness of budget management

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
PF 2.1. Further harmonization of the BFP drafting process at all levels of government and timely drafting of BFP for entire BiH	2.1.1. Further improvement of fiscal coordination and process of budget planning at all levels of government in BiH.	Ministries of finance	The legislation that integrates the 10-step budget planning process so that the deadlines are functional at different levels of government and leave enough time for budget users to effectively plan the allocation of resources has been harmonized and integrated. BMIS (Budget Management Information System) Terms of Reference have been implemented. Budget-related legislation in FBiH harmonized and integrated.	1	By mid-2014
	2.1.2. Develop software for budget planning that will be compatible with the treasury system	PARCO			
	2.1.3. Making the FBiH Fiscal Council operational	Federal Ministry of Finance			
PF 2.2. Transparent expenditure of public funds	2.2.1. Introduction of multi-annual planning of public funds supported by future BMIS	Ministries of finance	Quick and efficient software support to the capital investments planning process.	2	By mid-2012
PF 2.3. Further strengthening of Communication between management of institutions and finance units.	2.3.1. More intensive inclusion of the management in the process of budget preparation and consultation between the Budget Department of MoF and budget users.	Ministries of finance and budget users	The process of decision-making, identification and ranking of policy priorities, objectives and financial needs has been improved. Monitoring of set goals, impact assessments and internal and external reporting have been improved.	2	Ongoing



PART 2. PUBLIC FINANCE

2. Increasing efficiency and effectiveness of budget management

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
PF 2.4. Introduction of program-based budgeting in BiH public administration	<p>2.4.1. Paying attention to strategic planning and program evaluation, budget users at all levels of government should enact internal rulebooks to define details of programming, responsibility, role and deadlines for completion of each relevant activity.</p> <p>2.4.2. Capacity building of budget departments in the ministries of finance and hiring of qualified officers.</p> <p>2.4.3. Provide additional technical support to the ministries of finance.</p>	All public administration bodies	<p>By-laws have been enacted in all ministries.</p> <p>The number of qualified officers has increased.</p> <p>Additional technical support has been provided</p>	1	By the end of 2014
PF 2.5. Timely inclusion of the Parliament in the budget approval process and expanded reporting towards the Parliament and the public	<p>2.5.1. Improve the format of the reports in consultation with the auditors, parliamentary committees and users.</p> <p>2.5.2. Continue the training of budget users in order to improve the quality of the information provided by the budget users.</p>	Ministries of finance	Clearer and more transparent definition of impact indicators and cost justification of the program's budget and activities of user institutions	1	By the end of 2011
PF 2.6. All off-budget financial resources and off-budget Funds must be incorporated into the mid-term expenditure framework and the budget process.	<p>2.6.1. It is necessary therefore to focus on the inclusion of off-budget funds in the budget 10-step planning</p> <p>2.6.2. All donations have to be incorporated in the budget</p>	Ministries of finance	<p>Off-budget funds have been included in the budget 10-step planning.</p> <p>All donations have been incorporated in the budget.</p>	1	By mid-2014



PART 2. PUBLIC FINANCE

3. Improving the accounting framework and the treasury system operations

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
PF 3.1. Find out actually existing capacities for the introduction of modern international accounting standards and accounting model in the BiH public administration and seek donors' support.	3.1.1. Define terms of reference and action plan for introduction of IPSAS and transition onto the accounting basis in accordance with EU standards.	Ministries of finance	A coordinating body composed of representatives of ministries of finance at different levels has been established in order to systematically analyze the feasibility of each standard in the long run. An action plan for the assessment of existing capacities has been adopted.	2	By the end of 2011
PF 3.2. Introduction of the treasury function in the entire public	3.2.1. Setting up the treasury in municipalities and off-budget funds	Ministries of Finance, directors of funds, mayors.	The treasury and off-budget funds have been introduced in municipalities in FBiH within the deadline set (mid-2011.)	2	By the end of 2012
PF 3.3. Improvement of the treasury function.	3.3.1. Digitalize the treasury system in Brčko District 3.3.2. Ongoing investment in IT capacities. 3.3.3. Set up a client service. 3.3.4. Network all budget users with a direct connection to the treasury system.	Finance Directorate of BD PARCO	The treasury system in Brčko District has been digitalized Officers have been hired and IT help desk has been set up Help service has been developed The Federation and Cantons have implemented recommendations of the World Bank and networked smaller budget users in the treasury system.	2	By the end of 2012 Ongoing
PF 3.4. Modernization of the treasury information system.	3.4.1. Make a research paper that will review the existing treasury system and suggest reforms. 3.4.2. Seeking donors' support to modernization of the treasury information system.	Ministries of finance PARCO	The research paper has been completed. Funds have been raised from individual donors.	1	The beginning of 2012



PART 2. PUBLIC FINANCE

4. Introduction of PIFC in full compliance with EU requirements

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
PF 4.1. Implementation of PIFC (Public Internal Financial Control) Strategy.	4.1.1. Work on introduction of PIFC system across BiH 4.1.2. Design a strategy for introduction of PIFC in BD.	Ministries of finance, Finance Directorate of BD	PIFC has been introduced at all levels of government in BiH Strategy has been designed in BD	2	By the end of 2014
PF 4.2. Introduction of internal auditing	4.2.1. Work on training of internal audit officers 4.2.2. Adopt relevant laws at all levels that will be harmonized with EU law	Ministries of finance	Capacity building has been completed (the number of officers and courses of training) The laws have been adopted and harmonized	2	By the end of 2014



PART 2. PUBLIC FINANCE

5. Improving the organizational structure and investing in capacity building

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
PF 5.1. Ongoing training of staff in ministries of finance and hiring of competent officers.	5.1.1. Develop a long-term staffing and training programme	Ministries of finance	Systemically planned capacity building, the number of courses of training, the number of participants, an increased number of employees	2	Ongoing
PF 5.2. 5.2.1. Strengthen the units responsible for the budget and fiscal policy within the entities' ministries of finance. 5.2.2. Hiring sufficient number of IT experts to maintain electronic systems. 5.2.3. Ensure sufficient number of civil servants for reforms of the budget area in MoFs.	5.2.1 Hiring and training of staff and development of a new organizational structure.	Ministries of finance	The number of courses of training and the number of participants.	2	Ongoing



PART 2. PUBLIC FINANCE

6. Public-Private Partnership Development

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
PF 6.1. Proceed with development of the system of public-private partnerships as one of the possible financial instruments that could stimulate or relieve the public expenditure and strengthen the public investment.	6.1.1. Adopt laws on PPP at all levels and harmonize them with EU law.	Ministries of finance, BiH Public Procurement Agency,	Laws have been adopted at all levels of government and harmonized with EU law	2	By the end of 2011
	6.1.2. Training of staff in relevant institutions	PARCO,	Staff in relevant institutions and business community have been trained in PPP		
	6.1.3. Raise awareness of PPP in the business community	Concessions Commissions at all levels			



PART 2. PUBLIC FINANCE

7. Public Procurement System

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
PF 7.1. Improve the system of public procurement in BiH.	<p>7.1.1. Simplify the process of public procurement in a way that the bidders are not asked for documents that are available in public registers.</p> <p>7.1.2. Publish tenders electronically on the website of the BiH Public Procurement Agency.</p> <p>7.1.3. Capacity building through trainings of the staff.</p>	BiH Public Procurement Agency	<p>The process of public procurement has been simplified so that bidders are not asked for documents that are available in public registers.</p> <p>Tenders are published electronically on the website of the BiH Public Procurement Agency.</p>	1	By the end of 2012



PART 2. PUBLIC FINANCE

8. Improvement of public debt management efficiency

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
PF 8.1. More efficient public debt management	8.1.1. Drafting of adequate legislation on debt, borrowing and guaranties.	Ministries of finance	Laws and by-laws on debt, borrowing and guaranties have been adopted.	1	By the end of 2012
	8.1.2. Development / purchase of software for debt management and financial reporting and purchase of hardware		Software for debt management and financial reporting and hardware has been developed / purchased.		
	8.1.3. Training of officers in charge of borrowing and debt management.		Officers in charge of borrowing and debt management at all levels of government have been trained.		

RAP 1

Revised
Action
Plan 1

Part 3 Human Resources Management



Ured koordinatora za reformu javne uprave
Канцеларија координатора за реформу јавне управе
Public Administration Reform Coordinator's Office



PART 3. HUMAN RESOURCES MANAGEMENT

Public Administration Reform Area

It is known that human resources are the greatest assets of each organization and performance of the organization depends on competencies of employees and their motivation to work. Therefore, the area of human resources management in public administration reform is of great importance.

The RAP 1 begins by defining the policy of human resource development in the structures of public administration in BiH. Policy development as a key strategic document and a framework will be adopted by governments of Entities and Brcko District of BiH and the Council of Ministers. In the first subsection of the reform area of "Human Resources Management" under title "General Approach to HRM", attention is paid to the issues of ethics in public administration, as well. What is needed is affirmation of codes of ethics for civil servants and special attention should be paid to eliminating the risk of conflict of interest (the situation when an officer is personally involved and has interests in the case he is deciding on in his official capacity and therefore a suspicion about his objectivity and impartiality is raised).

The second sub-section refers to the organizational set-up of human resources management. Human Resources Management is responsibility of heads of all administrative agencies and organizations as well as all managers of organizational units. Duties and powers at every managerial position include human resources management. Human resources are, by definition, an integral part of managerial responsibility, but in each administrative institution a specific HRM function must be organized in support of

management. Action Plan envisages independence of HRM units and a status comparable to a finance unit. Of course, this is applicable to larger institutions of public administration, while in smaller institutions there will be no special units because it would not be cost-effective. Instead, for example, one position can be provided for in functional structure of the management for the area of human resources management.

Each level of government (the Council of Ministers / Governments) must have a central institution for human resource management which is responsible for designing general policies (legislation, implementing regulations, collective agreements), the policy of human resources management coordination and performing of horizontal implementing activities. "Policy-making" in this area can be organized in a central government institution or within a ministry (the ministry responsible for public administration), and the implementing central institution may be organized as relatively independent civil service agencies. All these institutions already exist and therefore the revised RAP 1 provides for their further capacity building through training, strengthening their powers and creating a network for coordination of HRM managers. In such a network, best practices can be presented, common problems can be solved and common standards can be defined.

The third sub-section ("Information Management") is intended for information system for managing human resources. This system (HRMIS) has already been somewhat established and is about to begin its operational application. The information system will serve



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to support the processes of human resources management (recruitment, performance appraisal, promotion, training, wages and labour rights, annual interviews etc.) as well as database to support managerial decision making. An indicator of successful achievement of this goal is *inter alia* the ability to find, through the HRMIS, potential candidates for vacant positions by various criteria (knowledge, skills, experience, education ...).

The fourth sub-section discusses planning of human resources (HRM Planning). Planning must be introduced at every level of government and of the Council of Ministers for the entire civil service at the particular level of government, as well as in each institution. Central ("key") institutions are responsible for preparation and coordination of HRM plan for the entire civil service and they will prepare a common methodology for planning in each individual institution.

The fifth sub-section discusses recruitment and selection of staff. The first objective relates to the quality and objectivity of the selection. Namely, establishment of uniform criteria for candidate selection and affirmation of the concept of selection on the basis of "competence" is envisaged. Competence is a notion on which modern human resources management is based. The point is that every job requires a definition of knowledge, skills, abilities, personal characteristics of staff, motives and values that are needed to efficiently and effectively perform the job (competence).

Also, it is necessary to develop methods for identifying competencies of individual candidates in order to select a candidate for each position that fits the "competence profile" of the position best. Development of competence model is not important only for selection of candidates, but also for the management of performance and career development of civil servants. In this subsection a need for civil service promotion is underlined so that public administration can attract high quality candidates. Of course, promotion is just one of the measures for raising the quality of public services, accompanied by other measures, particularly in the area of pay system.

With regard to performance management, the performance appraisal is envisaged to be tied to the degree of fulfilment of agreed job objectives. These objectives must be agreed upon (or manager must present them to the incumbent) in advance. Therefore, the introduction of obligatory "annual interviews" is envisaged as an important tool of human resources management. The number and percentage of annual interviews conducted is set as a performance indicator. The ultimate goal must be that every year, every manager conducts such an interview with each incumbent.

The performance appraisal must be derived from pre-agreed targets and standards and the manager must explain it to the incumbent in a separate interview. The subsection on performance



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management provides for another important measure: the introduction of routine measurement of job satisfaction. Through the measurement, the leadership of the institution receives feedback on the situation and on this basis may adopt measures to improve job satisfaction and job satisfaction is one of the important performance indicators of an organization and, at the same time, a significant factor of its effectiveness.

In the area of training for civil servants, a need for improving the system of training needs identification (Training Needs Analysis) is identified. This process must be linked with the process of conducting interviews and the annual appraisal process in organizations. The need for improving coordination of preparation and implementation of training plans in the so-called "horizontal" areas of public administration is also emphasized. These are the areas of training that are generally required by all institutions (EU integration, administrative procedures, human resources management, procurement etc.).

The eighth subsection envisages an analysis of all the jobs in order to adopt a standard classification of jobs that includes a standardized description of recruitment requirements in the workplace, and standardized job descriptions in the workplace. The classification will serve as the basis for evaluating jobs. High quality classification and job descriptions are a prerequisite for a regulated pay system.

The classification of jobs is linked to the goal of establishing a model

of competence - to identify key competencies for specific job categories and for individual civil servants' jobs. To repeat: competences are knowledge, skills, abilities, personal characteristics, motives and values of staff needed to effectively and efficiently perform the job. The competence model is very important for development of human resources management. Revised Action Plan 1 plans to establish a model of competence for the management at the first stage and for other civil servants at later stages.

The ninth subsection discusses the pay system in the public administration. The ambitious goal is to evaluate all jobs in civil services (each separately). Of course, the basis for this activity is the classification of jobs (see above) which includes a description and assessment of demands and responsibilities. On this basis, evaluation in terms of establishing uniform coefficients for jobs of the same type / the same demands and responsibilities need to be prepared. The pay system has established a goal to facilitate promotion (in pay terms as well) of officials who perform above average (highly graded performance). Such promotion means motivating of staff and brings a higher degree of fairness in the system.

The last, tenth subsection is somewhat unbalanced with respect to the other subsections. This is a new area that is associated with all areas of public administration reform and could be placed in



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another reform area or even a separate area could be established. Total Quality Management – TQM represents a modern approach to monitoring and improving the organization's performance. These are models that were developed in the private sector and are usable in public sector organizations.

These models are based on a series of benchmarks and indicators by which the organization's performance is evaluated. Such benchmarks are, for example, job satisfaction, customer satisfaction and partner satisfaction, negotiating the process, key results and so on. Models and systems, known in the private sector, such as ISO and EFQM, are largely used in public administration. Specifically, for the needs of public administration and broader public sector, with the assistance of the European Institute of Public Administration within the European Network of Public Administration (EUPAN), CAF (Common Assessment Framework - assessing public administration organisation) model was developed based on the EFQM model. CAF is used by a large number of administrative institutions in EU Member States. The use of full quality management system requires sincere motives of the leadership of the organization, and using these models can achieve great benefits. Using TQM models, in principle, should not be mandatory but only recommended and encouraged, so that the task of the PARCO (which is designated responsible institution) is to promote the use of TQM tools, develop necessary training, provide necessary information and functions as the central point of this initiative.



PART 3. HUMAN RESOURCES MANAGEMENT

1. General approach to HRM

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
HRM 1.1 Defining HRM development policy in the structure of public administration in BiH based on agreed principles.	1.1.1. Prepare a proposal of 2011-2014 HRM development policy and adopt it.	Key HRM institutions ¹	Acceptance of the HRM development policy by the Council of Ministers / Entity Governments and BD BiH.	2	By the end of 2011
HRM 1.2 Reduce risks of conflict of interests and enhance the code of conduct in public administration	<p>1.2.1. Define in details competences of authorities in charge of conflict of interests issues in civil service</p> <p>1.2.2. Affirm implementation of the code of ethics/conduct in practice</p> <p>1.2.3. Introduce special / standardized training programmes into anti-corruption and prevention of conflict of interests in civil service</p>	<p>Key HRM institutions</p> <p>Agency for the Prevention of Corruption and Anti-Corruption Coordination</p>	<p>Competences of responsible authorities have been statutorily defined.</p> <p>The number and outcome of cases of conflict of interests are found in reports of responsible institutions.</p> <p>The annual number of courses of training and precipitants and evaluation.</p>	1	By the end of 2013



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2. Organizational set-up

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
<p>HRM 2.1 Central institution level²</p> <p>Build capacities of the central HRM institutions in parallel with the following segments: strategy or / and policy making, legislation drafting, instruction provision and advisory support to individuals and institutions.</p>	<p>2.1.1. Organize training of the central HRM institutions</p> <p>2.1.2. Amend the relevant legislation (where necessary) in order to place strategy or / and policy making within competence of the central HRM institutions.</p> <p>2.1.3. Establish a network of HRM managers to be coordinated by the central HRM institutions.</p>	Key HRM institutions ¹	<p>The number of organized courses of training; the number of training participants</p> <p>Valid provisions that explicitly provide for the mandate of the central HRM institutions to design strategy documents.</p> <p>A network of HRM managers; frequency of meetings; the number of outcomes (recommendations, opinions, suggestions for possible solutions).</p>	2	By mid-2012
<p>HRM 2.2 Individual institution level</p> <p>Make the HRM function independent as a separate organisational unit (where the size of institution calls for it) detached from administrative and legal affairs and having a status and place in the hierarchy similar to a finance unit.</p>	<p>2.2.1. Create legal and procedural conditions and establish HRM organizational units and/or positions.</p> <p>2.2.2. Ensure detailed specifications of standardized job descriptions and profiles of HRM staff and change the organizational structure.</p> <p>2.2.3. Define a standardized training program for HRM staff and carry out the training.</p>	Key HRM institutions + individual institutions at all levels	<p>The number of institutions with an independent HRM function.</p> <p>An annual report of the central HRM institutions with information about assessment of cooperation with individual institutions.</p> <p>The annual number of courses of training and participants and evaluation.</p>	2	By mid-2012



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3. Information management

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
HRM 3.1. Make the HRMIS ³ operational as a tool for managerial planning and decision-making (link to IT 4.4.)	<p>3.1.1. Create conditions for long-term sustainability and further development of ITS (financial resources, capacities in central HRM institutions, legislative amending – where necessary).</p> <p>3.1.2. Ensure that institutions have fully functional ITS and its use in practice of HRM affairs through HRM units / staff</p> <p>3.1.3. Enable the use of HRMIS for transfer of information and regular reports relevant to HRM to the management and CSA.</p>	Key HRM institutions + individual institutions at all levels	<p>The number of institutions that have a fully operational HRMIS</p> <p>Labelling the HRMIS as an obligatory system / tool for the central personal records.</p> <p>The type and number of reports generated by HRMIS.</p> <p>The number and type of individual HRM procedures / processes using the HRMIS, the number of functions in the system in practice.</p> <p>An option to use HRMIS to identify potential candidates for vacancies by various criteria</p> <p>Contract for long-term maintenance and funds appropriated for ITS.</p>	1	By the end of 2012



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4. Planning

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
HRM 4.1. Introduction of modern HRM planning within the annual Government's planning in all structures of civil service and at the individual institution level.	4.1.1. Designation of an institution to be responsible for HRM planning for the entire civil service (for each structure separately).	Key HRM institutions + individual institutions at all levels	A particular institution has been designated for HRM planning (at each level).	3	4.1.1. By the end of 2011
	4.1.2. Designing and adoption of personnel planning methodology at each individual level (Government's decision or legislative amending).		Personnel planning. methodology is in place		4.1.2. By the end of 2013
	4.1.3. Link the HRM planning system with current and mid-term budgetary plans, program budgeting system and framework HRM policy documents.		Annual staffing / personnel plans at the level of CoM / governments in BiH and individual institutions are in place (4.1.3. and 4.1.4.).		4.1.3. By the end of 2014
	4.1.4. Make the system operational and review its efficiency.				4.1.4. By the end of 2014



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5. Recruiting and selection of staff

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
HRM 5.1. Introduction of uniform criteria for assessing candidates in the recruitment process ⁴ .	<p>5.1.1. Develop uniform criteria that the recruitment panel would take as a basis for selection of candidates in any job interview.</p> <p>5.1.2. Identify more efficient concepts and the content of written tests for candidates (where the testing of candidates is organized).</p> <p>5.1.3. Consider an option to introduce the institute of references into the civil service selection.</p>	Key HRM institutions + individual institutions at all levels	<p>The uniform assessment criteria have been set and procedures for selection of candidates in any job interview have been improved.</p> <p>Criteria in vacancy procedures have been introduced (public and internal publication of vacancies).</p>	2	5.1.1. By mid-2012
HRM 5.2. Introduce (and affirm) the use of competencies (knowledge, skills, competencies, personal characteristics etc.) into the candidate selection procedure.	<p>5.2.1. Amend relevant legislation (where necessary) in order to introduce competency-based assessment into job interviews in practice.</p> <p>5.2.2. Prepare standardized training programmes for central HRM institution staff and members of recruitment panel. Training programmes to be carried out on a yearly basis as part of regular training programmes.</p>		<p>The use of competencies has been introduced.</p> <p>The number of courses of training.</p>	3	<p>5.2.1. By mid-2013</p> <p>5.2.2. The first deadline: by the end of 2013, afterwards, ongoing</p>
HRM 5.3. Promote values of civil service and attract special groups of employees	5.3.1. Implement activities aimed at recruiting professional, young and promising people in the civil service (promotions at universities, contracts for scholarship) with the aim of creating a wider range of potential applicants.	Key HRM institutions + individual institutions at all levels	The number of promotional activities, the number of contracts for scholarship.	2	Ongoing



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6. Performance management

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
HRM 6.1. Link performance assessment with achievement of working objectives (in terms of quantity and quality).	<p>6.1.1. Amend relevant legislation (where necessary) in order to introduce obligatory setting of working objectives (within annual Performance Assessment interviews) and assessment of the objective achievement.</p> <p>6.1.2. Establish a standardized training program for performance management (annual interviews, setting objectives, evaluating performance ...) for managers / training programs implemented annually as part of regular training programs.</p>	Key HRM institutions + individual institutions at all levels	<p>Obligatory annual PA interviews and setting of working objectives have been introduced;</p> <p>The number and percentage of annual PA interviews conducted;</p> <p>The number and percentage of PA interviews related to the performance assessment;</p> <p>Reports on cycles of assessment at the level of individual institutions and collectively at the level of central HRM institutions;</p> <p>The number of courses of training and participants.</p>	1	By mid-2013
HRM 6.2. Improve motivation, improve communication between the management and employees and build a positive working environment.	<p>6.2.1. Develop mechanisms for measuring job satisfaction by staff polls that will be introduced into practice.</p> <p>6.2.2. Introduce the practice of publishing a staff handbook (for new and existing employees) with basic information about the institution, mission and objectives, work processes, HRM system and the like.</p>	Key HRM institutions + individual institutions at all levels	<p>The number of institutions that carry out regular polls, the number and percentage of respondents, survey results.</p> <p>The number of institutions that have introduced a staff handbook.</p>	1	By mid-2013



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7. Training and development

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
HRM 7.1. Link Training Needs Analysis (TNA) with the performance assessment and annual interviews	<p>7.1.1. Organize training for senior civil servants in training needs identification through a review of results of performance assessment and records of annual interviews</p> <p>7.1.2. Establish a common framework methodology for TNA (HRM central institutions) that individual institutions will implement.</p>	Key HRM institutions + individual institutions at all levels	<p>The number of courses of training and participants, evaluation</p> <p>A common methodology is in place.</p>	4	By the end of 2014
HRM 7.2. Improve coordination of preparation and implementation of training plans and development of common interests of all civil service structures (training in EUI, RESPA etc.)	<p>7.2.1. Ensure regular supply of information about the need for horizontal training.</p> <p>7.2.2. Establish sustainable mechanisms of cooperation between the HRM central unit and HRM units in the individual institutions in terms of training in matters of common interest.</p>	Key HRM institutions + individual institutions at all levels	Assessment by central institutions and HRM units in the respective institutions of the level of cooperation	3	Ongoing
HRM 7.3 Ensure continuity in the preparation and implementation of medium-term plans for training and development of the civil service at all levels	<p>7.3.1. Revise and prepare a new medium-term strategy for training and development of the civil service by levels.</p> <p>7.3.2. Provide funding to implement a training strategy in the budgets of central HRM institutions.</p> <p>7.3.3. Identify the method of carrying out the training, bearing in mind the availability of internal capacities (internal trainers in the structures of the civil service in BiH).</p>	Key HRM institutions	<p>Three-year strategies and operational plans for their implementation have been updated.</p> <p>Training budget has been approved in accordance with the strategies.</p> <p>Number of internal trainers and courses of training that have been carried out.</p>	2	Ongoing



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8. Analysis and classification of jobs in civil service

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
HRM 8.1. Conduct a job classification in each individual structure of the civil service in BiH.	<p>8.1.1. Conduct a comprehensive job analysis and prescribe the classification of jobs (in different structures of the civil service in BiH).</p> <p>8.1.2. Standardize job descriptions in terms of content and requirements for certain categories and types of jobs.</p> <p>8.1.3. Bring organizational structure of jobs in line with the job classification and standard descriptions.</p>	Key HRM institutions + individual institutions at all levels	<p>A regulation by the Council of Ministers / Government defines the job classification with standard job descriptions.</p> <p>The organizational structures comply with regulations</p>	1	<p>8.1.1. By the end of 2013</p> <p>8.1.2. By the end of 2014</p>
HRM 8.2. Identify and determine core competencies for specific categories and positions of civil servants.	Develop general frameworks of managerial competencies for other civil servants at subsequent stages.	Key HRM institutions	The general frameworks of competences have been established.	3	By the end of 2014



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9. Pay

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
HRM 9.1. Conduct evaluation of jobs in public administration institutions.	Modification or improvement of legislation on which payment system coefficients are based.	Key HRM institutions ¹	<p>Officers with high performance mark average are eligible for promotion (both horizontally and vertically).</p> <p>The number of promotions that are based on the scores.</p> <p>Annual Performance Reports of institutions contain information on staff and promotions.</p>	1	By the end of 2013
HRM 9.2. Create conditions for a pay system that enables promotion of individuals	Develop or modify regulations (where necessary) that would regulate horizontal (within the same level positions) and vertical promotion (to higher positions) primarily based on performance appraisals.	Key HRM institutions	<p>Officers with high performance mark average are eligible for promotion (both horizontally and vertically).</p> <p>The number of promotions that are based on the scores.</p> <p>Annual Performance Reports of institutions contain information on staff and promotions.</p>	1	By the end of 2013



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10. Total quality management-TQM

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
HRM 10. 1. Enable institutions to use a model of total quality management -TQM (CAF, EFQM etc.) if they wish so.	10.1.1. Translation and implementation of the selected TQM model	Office of the Coordinator for Public Administration Reform. (PARCO)	Selected TQM model has been translated and implemented	4	10.1.1. By the end of 2013
	10.1.2. Development of training on TQM general issues and systems		Training has been developed The number of courses of training and participants, evaluation		10.1.2 and 10.1.3. By the end of 2014
	10.1.3. Development of training manual for the selected TQM model		10.1.2. and 10.1.3. The number of institutions using the selected TQM model		
	10.1.4. Establishment of the information center in the field of TQM, the database		The Center has been established, offering basic information (10.1.4.).		10.1.4. By the end of 2014
HRM 10. 2. Model promotion.	Distribution of translated TQM models and basic information to the institutions.	Office of the Coordinator for Public Administration Reform. (PARCO)	The number of institutions which were sent a translated version of the selected TQM model and basic information about the model.	4	By mid-2014



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Endnotes

¹ Civil Service Agencies of BiH and FBiH, Civil Service Agency of RS, Ministry of Justice of BiH and FBiH, Ministry of Administration and Local Self-Government of RS, the competent authority for human resources of the Brcko District of BiH.

² The notion of central HRM institutions means CSAs at the BiH and FBiH levels, then the Agency for State Administration of RS, as well as Human Resources Sub-Department of Brcko District (including the Employment Committee).

³ Bearing in mind the actual content of AP1 concerning this segment, as well as previous results in implementation of the HRMIS, a recommendation is made that efforts should be put to make the HRMIS fully operational where end users finds it the most appropriate solution.

⁴ Uniform criteria include finding a more effective structure and organization of the testing criteria for assessment, including a written test (where applicable) and interview. This involves inter alia finding an efficient solution in terms of point award criteria for written and oral examination (if the exam consists of two parts).

RAP 1

Revised
Action
Plan 1

Part 4 Administrative Proceedings and Administrative Services



Ured koordinatora za reformu javne uprave
Канцеларија координатора за реформу јавне управе
Public Administration Reform Coordinator's Office



PART 4. ADMINISTRATIVE PROCEEDINGS AND ADMINISTRATIVE SERVICES

Public Administration Reform Area

In the Action Plan 1 (hereafter: AP1) for implementation of the Public Administration Reform Strategy, this reform area was entitled "Administrative procedure". In the RAP 1, it was renamed into "Administrative Proceedings and Administrative Services" to emphasize the following:

- the reform area includes all administrative procedures (general and specific) and not only the general administrative procedure and
- in this reform area in the RAP 1 the orientation towards the users of administrative services is mostly emphasized.

The content of the RAP 1 is not aimed at legal-theoretical questions of administrative procedure, but at very practical issues that are important for every citizen and every business entity in BiH. In this way, the objectives and measures in the field of "Administrative Proceedings and Administrative Services" gain weight and become the most representative part of the Ap1.

A red thread in this area is improvement of the quality of services for citizens and business entities. Objectives are set in such a way to bring about specific added value in greater satisfaction of users (citizens and business entities) with public administration services, in simplifying and shortening procedures and real savings for citizens, business entities and budgets at all levels of government. Performance indicators were set in such a way that concrete results or effects of the implemented measures are required.

The table is divided into four subsections: simplification of procedures, improvement of service quality, monitoring and capacity building.

The first subsection relates to simplification (optimization) of the administrative procedures, or elimination or reduction of "administrative barriers". This process takes place in all EU member states, and at the level of the institutions of EU itself. The point is to reduce the administrative burdens, or to "refine" procedures and to eliminate all those steps or elements in procedures that create unnecessary complications and costs. Amendments to laws or implementing regulations are usually required to this end. These processes are extremely important for reducing costs and thereby for improvement of competitiveness of economy. Regarding the procedures for citizens, simplifications positively affect the quality of life and reduce the costs charging the citizens. These projects are made under different names, for example anti-bureaucratic program, reduction of administrative burdens, the guillotine ... For the purposes of the RAP 1, we used the term "reduction of administrative barriers" (RAB).

At the beginning of the first chapter two general approaches to elimination or reduction of administrative barriers are stated: preventive approach and elimination or reduction of the existing administrative barriers on the basis of a proposal.

A preventive approach is connected to activities of the reform area of strategic planning, coordination and policy making which includes *inter alia* activities in the so-called "Regulatory Impact Assessment" (RIA) area. Within the impact assessment, each proponent of legislation will be obligated to prepare a statement on reduction of administrative barriers in which they will guarantee by their signature that the new legislation does not burden citizens and business entities with some new administrative burdens or,



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otherwise, prove that those burdens are necessary for achievement of public goals and in proportion to those goals. The proponents of legislation will primarily be responsible for not introducing new unnecessary bureaucracy.

Secondly, the responsibility will be placed upon the institution that will implement a control of the statement on reduction of administrative barriers and control of the content of the proposed draft legislation from a viewpoint of administrative barriers "cleansing". In this way, at all levels of government a "filter" that will prevent the emergence of new unnecessary and bureaucracy barriers will be established and stop the trend of bureaucratization.

The second approach involves the administrative barriers "cleansing" in the existing legislation and it will be focused on collecting proposals of citizens, business entities, associations, civil servants and so on to simplify procedures. Based on the gathered proposals, an appropriate institution, in cooperation with the ministries, will prepare an action plan of particular simplifications (amendments to the regulations) which will be adopted by the Council of Ministers / Governments to be binding on all Ministries. In the continuation of the first chapter, simplifications of procedures that will be given priority (without waiting for specific proposals) are enumerated. These points are connected with the reform area of e-Government. Optimization of the process that is built up by computerization is intended primarily for the procedures that have a major impact on citizens. A simplification in the area of vehicle registration could be related to the frequency of obligatory technical examinations (in European countries the first

technical examination after the registration of a new vehicle is mandatory only after three or four years). All the processes on the list of priorities for optimization (simplification) will have the same sequence of activities: first, an analysis of the process, then a draft of a new, simplified process, then necessary amendments to the regulations, computerization of processes and necessary training. In the first subsection, some more simplifications related to LAP itself / general provisions are enumerated.

The most important of these simplifications is introduction of the principle of collecting information from official registers, *ex officio*, i.e. prohibition of public administration bodies' requiring the parties to prove the facts of which official records are kept. The LAP would have to define this requirement in such a way that this rule would be valid regardless of any contrary provisions in specific (special) legislation. Implementing regulations would determine the manners of information collecting (a direct view into the register, the request of a body to other body for submission of information and the deadline for submission). The abolition of territorial jurisdiction in certain proceedings is significant as it allows citizens to apply for some services (e.g. identification documents) in any municipal administration regardless of where they have a permanent residence registered. The objectives related to deciding in administrative cases within reasonable or statutory deadlines are also important.

Our assessment is that the area of simplification (optimization) of procedures affords most room for savings and improvement of customers' satisfaction. Such assessments have actuated the



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European Commission and governments of EU member states to proceed with similar activities that are still going on and make up a process of constant improvement. Besides simplification of the procedures in the RAP 1, there are some other objectives aimed at improving service quality and citizens and businesses' satisfaction with these services. We are talking about a citizen satisfaction poll giving feedback and showing the quality of public administration institutions performance. It also includes the improvement of office hours for clients.

The third chapter is about monitoring of implementation of administrative procedure. Establishment of internal control in institutions and strengthening the administrative inspection are envisaged. In this subchapter we have placed a measure that could also be a part of a project of simplification or optimization of procedures – it is envisaged that the LAPs should be amended in a way that an appellate body would be obligated to issue a valid decision in case of finding errors in the original decision instead of just cancelling a decision and remanding the administrative case to the body of first instance for decision-making. This would expedite the final resolution of administrative cases.

The fourth chapter refers to improvement of administrative execution while the fifth chapter refers to capacity building needed for achievement of substantial goals of the RAP 1 in the area of administrative proceedings and administrative services. It is here that the need for establishing facilities for new businesses in the area of simplification of procedures, i.e. for achievement of goals under the first subchapter ("the team for reduction of

administrative barriers") is emphasized. This team will be responsible for control of the statements on reduction of administrative barriers or review of legislation in the procedure from the point of view of "cleansing" of bureaucratic barriers, for collection and processing of proposals for simplification and for preparation of an action plan for reduction of administrative barriers. This team can be organized in a ministry or the General Secretariat - the proposal for an institutional solution will be provided by the Ministries of Justice or the Ministry of Administration and Local Self-Government of RS.

In the fourth chapter new training programs in the area of Customer Relations Management are envisaged.

The reason for the relatively significant changes in the reform area of "Administrative Proceedings and Administrative Services" is orientation of goals towards customers/citizens and business entities, which is one of the great advantages of the revised RAP1.



PART 4. ADMINISTRATIVE PROCEEDINGS AND ADMINISTRATIVE SERVICES

1. Administrative simplification

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
AP 1.1. Adopt the Programme for the Quality of Administrative Decision-Making Improvement.	<p>1.1.1.. Implementing structures for adoption of the Programs for the Quality of Administrative Decision-Making Improvement will consist of representatives of the following:</p> <ul style="list-style-type: none"> • BiH MoJ; • FBiH MoJ; • RS MoALSG; • BD BiH Government. <p>1.1.2 Identify measures which be possibly included in the program, including legislative, organizational, IT and capacity building measures.</p> <p>1.1.3. Select measures based on this Strategy and Action Plan, and include additional measures as appropriate.</p> <p>1.1.4. Prepare and circulate a draft program.</p> <p>1.1.5. Carry out consultations with main actors in the administrative decision-making process, and with business communities, civil society and citizens.</p> <p>1.1.6. Submit the program to governments for approval and start implementation.</p>	<p>BiH Ministry of Justice,</p> <p>FBiH Ministry of Justice,</p> <p>RS Ministry of Administration and Local Self-Government,</p> <p>BD BiH Government</p>	The Program and the degree of implementation adopted	1	The end of 2011



PART 4. ADMINISTRATIVE PROCEEDINGS AND ADMINISTRATIVE SERVICES

1. Administrative simplification

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
AP 1.2. Set up the system of Reduction of Administrative Obstacles (RAO ¹) in proposed legislation through the mechanism of Regulatory Impact Assessment (RIA ²)	<p>1.2.1. Amend the Rules of Procedure of the CoM / Governments in order to provide for an obligation of a proponent to prepare and sign a declaration on Reduction of Administrative Obstacles. Preparation and adoption of obligatory methodology and a form of the declaration of RAO.</p> <p>1.2.2. Amend the Rules of Procedure of the CoM / Governments to define institutions in charge of RIA control with regard to reduction/elimination of administrative obstacles.</p> <p>1.2.3. Include a training program for this matter into the better regulation program.</p>	<p>General Secretariat of BiH Council of Ministers, BiH Ministry of Justice, General Secretariat of Government of the Federation of BiH, FBiH Ministry of Justice,</p> <p>General Secretariat of Government of the Republika Srpska, RS Ministry of Administration and Local Self-Government, Secretariat of the Government of the Brčko District of BiH, Government of the Brčko District of BiH (department in charge)</p>	<p>The Rules of Procedure have been amended. The methodology has been adopted</p> <p>The Rules of Procedure have been amended; EAO units/positions have been introduced and staffed/filled.</p> <p>Training program has been designed, the number of courses of training and the number of participants</p>	1	The end of 2012
AP 1.3. Set up a system of Reduction of Administrative Obstacles in valid legislation	<p>1.3.1. Introduce and promote an option for citizens, civil servants, business operators, chambers of commerce etc. to propose simplification of particular procedures in hard copies or electronic submissions.</p> <p>1.3.2. Processing of proposals in cooperation with appropriate institutions.</p> <p>1.3.3. Annual preparation of Action Plan for Reduction of Administrative Obstacles (RAO).</p> <p>1.3.4. Monitoring of RAO Action Plan implementation.</p>	Units in charge of RAO, see AP 5.1	<p>The number of received and processed proposals.</p> <p>RAO Action Plan has been adopted, the number of measures in the RAO Action Plan</p> <p>The number of cases of simplification made, possibly, including time and money savings by the <i>Standard Cost Model</i> (SCM)³ methodology</p>	1	The end of 2011. (establishment of mechanisms) Mid-2012. (2013 RAO Action Plan)



PART 4. ADMINISTRATIVE PROCEEDINGS AND ADMINISTRATIVE SERVICES

1. Administrative simplification

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
<p>AP 1.4. Making high priority administrative services – processes optimal for business operators⁴ in the following:</p> <ul style="list-style-type: none"> • electronic public procurement; • starting a business in the system of “one-stop shop”; • services for already running business (VAT, publishing vacancies, registering and de-registering of employees, filing statistical and/or other reports to appropriate state authorities) 	<p>1.4.1. Analysis and optimization of processes (simplification); Amendments to legislation;</p> <p>1.4.2. Development of IS⁵;</p> <p>1.4.3. Training;</p> <p>1.4.4. Implementation;</p> <p>1.4.5. Evaluation and a constant improvement process</p>	<p>Tax administrations, ministries of justice, registering courts, statistics institutes, employment institutes, health and pension insurance funds</p> <p>CoM Centre for e-Government, RS AIS, IT Department of GS of RS Government, FBIH Government, IT Department of BD BIH</p> <p>Units in charge of RAO</p>	<p>e-Public procurement</p> <ul style="list-style-type: none"> • The number of institutions that use the IS operationally; • Electronic invitation to tender in public procurement proceedings is available; • Electronic tender documentation is available to bidders; • Electronic application; • The number of electronic applications • An option of electronic processing of applications, tenders and the like; • Electronic procurement catalogue has been set up <p>One stop shop</p> <ul style="list-style-type: none"> • IS that enables transactional services is in place; • The number of users and transactions; • Time and money savings for citizens, companies and the State 	1	The end of 2014



PART 4. ADMINISTRATIVE PROCEEDINGS AND ADMINISTRATIVE SERVICES

1. Administrative simplification

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
<p>AP 1.5. Making high priority administrative services / processes optimal for citizens⁵ and they are:</p> <ul style="list-style-type: none"> Vehicle registration Residence registration 	<p>1.5.1. Analysis of and making the process optimal (simplification);</p> <p>1.5.2. Amending of legislation;</p> <p>1.5.3. IS development;</p> <p>1.5.4. Training;</p> <p>1.5.5. Implementation;</p> <p>1.5.6. Evaluation and ongoing improvement process.</p>	<p>Motor vehicle registration</p> <p>IDDEEA BiH MoCA FBIH Mol, RS Mol, Cantonal Mols CoM Centre for e-Government, RS AIS, IT Department of GS of RS Government, FBIH Government, BD BIH Units in charge of RAO</p> <p>Residence registration</p> <p>IDDEEA, FBIH Mol, RS Mol, BiH MoCA, Cantonal Mols</p> <p>CoM Centre for e-Government, RS AIS, IT Department of GS of RS Government, FBIH Government, BD BIH Units in charge of RAO</p>	<ul style="list-style-type: none"> IS that enables transactional services is in place; The number of users and transactions; Time and money savings for citizens 	1	The end of 2014



PART 4. ADMINISTRATIVE PROCEEDINGS AND ADMINISTRATIVE SERVICES

1. Administrative simplification

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
<p>AP 1.6. Making high priority administrative processes within the public administration⁶ optimal (G2G⁷) and they are:</p> <ul style="list-style-type: none"> Document Management Meetings of the CoM / Government 	<p>1.6.1. Analysis of and making the process optimal (simplification);</p> <p>1.6.2. Amending of legislation;</p> <p>1.6.3. IS development;</p> <p>1.6.4. Training;</p> <p>1.6.5. Implementation;</p> <p>1.6.6. Evaluation and ongoing improvement process.</p>	<p>Document Management System (DMS)</p> <p>Ministries of justice RS MoALSG CoM Centre for e-Government, RS AIS, IT Department of GS of RS Government, FBIH Government, IT Department of BD BIH Units in charge of RAO</p> <p>Upgrading of the system of e-Meetings of Governments and integration with DMS</p> <p>General Secretariat of BiH CoM, RS Government and FBIH Government CoM Centre for e-Government, RS AIS, IT Department of GS of RS Government, FBIH Government, IT Department of BD BIH Units in charge of RAO</p>	<p>1.6.1. Document Management</p> <ul style="list-style-type: none"> The number of institutions that use the DMS operationally; The number of different DMSs used (negative indicator); The number of interoperable DMSs; IS that enables transactional services is in place; The number of users and transactions; Time and money savings for citizens, companies and the State IS that enables transactional services is in place; The number of users and transactions; Time and money savings for citizens and the State <p>1.6.2. Meetings of the CoM / Government</p> <ul style="list-style-type: none"> The operational system of e-Meetings of the CoM / Governments in place The percentage of proposals submitted electronically for adoption 	1	2014



PART 4. ADMINISTRATIVE PROCEEDINGS AND ADMINISTRATIVE SERVICES

1. Administrative simplification

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
AP 1.7. LAPs at all levels will explicitly provide for delegating the decision-making powers in the administrative procedure by the head of administrative body to another designated person (subordinate staff).	1.7.1 Amend LAPs	BiH Ministry of Justice, FBiH Ministry of Justice, RS Ministry of Administration and Local Self-Government, BD BiH Government, BiH CoM and governments, Parliaments All institutions having decision-making powers in the administrative procedure	LAPs have been amended. The number of instances of delegated powers	2	Mid-2012
AP 1.8. Ensure that all public administration authorities obtain necessary information required in procedures from public record ex officio.	1.8.1. Amend valid LAPs by introducing provisions which oblige the authorities, regardless of special regulations, to obtain information themselves. 1.8.2. A by-law should regulate the procedure of data exchange. 1.8.3. Implement the measure in selected areas. 1.8.4. Intensify controls by administrative inspectors in this area.	BiH MoJ, FBiH MoJ, RS MoALSG, BD BiH Government All institutions having decision-making powers in the administrative procedure	Adequate legal provisions have been adopted The by-law has been adopted. The number of transactions (data exchange) The number of inspections and findings The number of reports on non-compliance filed with the inspectors (negative indicators).	1	1.8.1 Mid-2012. 1.8.2 The end of 2012 1.8.3 The end of 2013 1.8.4 The end of 2013



PART 4. ADMINISTRATIVE PROCEEDINGS AND ADMINISTRATIVE SERVICES

1. Administrative simplification

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
AP 1.9. Enable the payment for administrative services on the spot where the service is requested / provided. Enable payment by modern means of payment (card, electronic payment etc.)	1.9.1. Amend the legislation as required.	BiH MoJ, FBiH MoJ, RS MoALSG, BD BiH Government, CoM Centre for e-Government, AIS RS, FBiH Government, BD BiH Government	The legislation has been amended	4	The end of 2014
	1.9.2. Fulfil technical requirements for payment by cards.		The number of authorities where fees can be paid by modern means of payment		
	1.9.3. Give an option of e-Payment ⁸ .		An option of e-Payment established		
AP 1.10. Abolish the territorial jurisdiction in cases where this is possible (within the constitutional jurisdiction)	<p>1.10.1. Amend the valid LAPs introducing the provision that allows a by-law to define the specific procedures terminating the classic territorial jurisdiction (e.g., vehicle registration, passport, identity card, residence registration, driver's license etc.).</p> <p>1.10.2. Define the specific procedures terminating the classic territorial jurisdiction.</p>	BiH MoJ, FBiH MoJ, RS MoALSG, BD BiH Government	<p>LAPs have been amended.</p> <p>The by-laws have been adopted Types of procedures that territorial jurisdiction does not apply to If possible, savings (according to the <i>SCM</i> methodology)</p>	3	Mid-2012



PART 4. ADMINISTRATIVE PROCEEDINGS AND ADMINISTRATIVE SERVICES

1. Administrative simplification

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
AP 1.11. Ensure processing of cases within statutory time lines	<p>1.11.1. Preparation and adoption of monitoring methodology for cases processed within statutory time lines by the CoM / Governments in BiH.</p> <p>1.11.2. Ensuring an adequate information system.</p> <p>1.11.3. Preparation of reports on time lines for processing the cases and adoption of reports by the CoM / Governments in BiH.</p> <p>1.11.4. Preparation of programme for processing the cases within statutory time lines and adoption by the CoM / Governments in BiH.</p> <p>1.11.5. Implementation of programmes and implementation monitoring</p>	<p>MoJ BiH, MoJ FBiH, MoALSG RS, BD BiH Government</p> <p>All institutions having decision-making powers in the administrative procedure</p>	<p>Methodology has been adopted</p> <p>IS is operational</p> <p>The report has been adopted</p> <p>The programme has been adopted</p> <p>The program has been implemented</p> <p>The number and percent of cases processed within statutory time lines</p>	2	<p>Methodology has been adopted The end of 2011</p> <p>The report has been adopted The end of 2012</p> <p>Program has been adopted Mid-2013</p> <p>Subsequently: ongoing</p>
AP 1.12 Set up registers of procedures at all levels of government in BiH.	<p>A register of procedures will have at least the following elements:</p> <ul style="list-style-type: none"> • Type of procedure (matter that is decided on), • Competent authority; • Legal grounds, • If there are elements of specific procedures. <p>Upgrade the register regularly.</p>	<p>BiH MoJ, FBiH MoJ, RS MoALSG, BD BiH Government (departments in charge of administrative procedure)</p> <p>All institutions having decision-making powers in the administrative procedure</p>	<p>The register of procedures has been set up.</p> <p>An updating system has been set up.</p>	2	The end of 2011



PART 4. ADMINISTRATIVE PROCEEDINGS AND ADMINISTRATIVE SERVICES

1. Administrative simplification

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
AP 1.13 Enable electronic form of communication between clients and authorities	<p>Amend the LAPs (at the level of government where they have not been amended yet) in order to:</p> <ul style="list-style-type: none"> • equalise the validity of electronic and paper documents, • equalise the validity of electronic and handwritten signatures, • legally regulate electronic submissions, • legally regulate electronic delivery of documents. 	<p>MoJ BiH,</p> <p>MoJ FBiH,</p> <p>MoALSG RS,</p> <p>BD BiH Government (departments in charge of administrative procedure)</p>	LAPs have been amended.	3	The end of 2013



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2. Improvement of service users' satisfaction

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
AP 2.1. Adapt office hours to service users (clients) and their needs.	2.1.1. Conduct a survey among users of administrative services in order to identify their needs.	BiH MoJ, FBiH MoJ, RS MoALSG, BD BiH Government (departments in charge of administrative procedure)	A survey has been conducted and information has been gathered.	3	2.1.1 A survey has been conducted The end of 2012 Informat. has been gathered The end of 2012
	2.1.2. Based on the survey results and other information gathered, amend the valid regulations and practices in order to adapt office hours to the needs of service users	All institutions having decision-making powers in the administrative procedure	Regulations have been amended and practices have been improved.		2.1.2 Regulations have been amended and practices have been improved The end of 2013
AP 2.2. Introduce regular measuring of customer satisfaction (a poll of administrative services users) in the location (site) where the services are provided.	2.2.1. Amend the regulations or adopt new legislation which will prescribe regular measuring of customer satisfaction and disclosure. 2.2.2. Prepare and adopt by the CoM / governments a methodology for measuring customer satisfaction. 2.2.3. Introduce regular measuring in practice. 2.2.4. Provide an information system. 2.2.5. Publish results for all administrative institutions (the "quality barometer") on the website of the responsible institution on a monthly basis.	BiH MoJ, FBiH MoJ, RS MoALSG, BD BiH Government (departments in charge of administrative procedure) All institutions having decision-making powers in the administrative procedure	An obligation to measure and disclose has been provided for The methodology has been adopted The number of institutions publishing results of measuring regularly IS has been provided The number of results published An average grade for all institutions	4	2.2.1 Regulations – The end of 2012 2.2.2 Method. – mid-2013 2.2.3 First measuring and publishing – The end of 2013



PART 4. ADMINISTRATIVE PROCEEDINGS AND ADMINISTRATIVE SERVICES

2. Improvement of service users' satisfaction

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
AP 2.3. Improve the system for collecting comments, proposals and suggestions from users of administrative services	2.3.1. Amend the regulations (as required), providing for an obligation of all administrative institutions to: <ul style="list-style-type: none"> enable visibility of comments and proposals regarding the work of institutions in different ways (the book of comments / proposals / suggestions, boxes, e-Proposals) at the level of managerial staff, regularly discuss comments, proposals and suggestions and introduce appropriate measures, within 5 days, respond to comments and suggestions which were not given anonymously 	BiH MoJ, FBiH MoJ, RS MoALSG, BD BiH Government (departments in charge of administrative procedure) All institutions having decision-making powers in the administrative procedure	Regulations have been amended	4	The end of 2013
	2.3.2. Bring the practice in line with regulations		<p>The practice has been brought in line with regulations</p> <p>The number of comments, proposals and suggestions and the number of replies</p>		



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3. Supervision/ control

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
AP 3.1 Establish an internal system of performance quality monitoring in the field of management and administrative procedures and provision of administrative services	3.1.1. Prepare a methodology of quality monitoring 3.1.2. Regularly (annually) monitoring following the methodology and submitting reports to the appropriate institution 3.1.3. Regularly (annually) analyze findings of monitoring and adopt measures for improvement – at the levels of institutions and the CoM / Governments	BiH MoJ, FBiH MoJ, RS MoALSG, BD BiH Government (departments in charge of administrative procedure) All institutions having decision-making powers in the administrative procedure	The methodology has been prepared A report has been approved by the CoM / Governments The number of measures for improvement Findings of monitoring	4	The end of 2013
AP 3.2. Strengthen the role of administrative inspection	3.2.1. Direct administrative inspection activities more to the area of administrative decision-making and ensuring the quality of administrative services (provision of data ex officio, office hours for clients, satisfaction measuring, responses to comments, suggestions etc.) 3.2.2. If necessary, amend laws and by-laws	MoJ BiH, MoJ FBiH, MoALSG RS, BD BiH Government (departments in charge of administrative procedure)	The number of inspections The number of shortcomings removed Findings (satisfaction measuring) of users' polls	3	The end of 2013
AP 3.3. Ensure processing of appeals and other legal remedies within statutory time lines	See AP 1.11.	See AP 1.11.	See AP 1.11.	2	See AP 1.11.
AP 3.4. Introduce an obligation of any authority of second instance to decide on merits	3.4.1. Amend the valid LAPs, introducing provisions which require that any authority of second instance has to decide on merits, especially in cases where the first instance authority frequently has violated / incorrectly applied the law (the level of government that have not implemented this). 3.4.2. Special monitoring of cases remanded to the authorities of first instance and decisions.	BiH MoJ, FBiH MoJ, RS MoALSG, BD BiH Government All authorities of second instance	Adequate legal provisions have been adopted The number of cases remanded to the authorities of first instance (negative indicator)	2	The end of 2011



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4. Enforcement

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
AP 4.1 Improve the system of enforcement in administrative procedure	<p>4.1.1. Amend the valid LAPs and other regulations, as required</p> <p>4.1.2. Strengthen the institutions that are in charge of enforcement (training, adequate selection of staff etc.)</p>	<p>BiH MoJ,</p> <p>FBiH MoJ,</p> <p>RS MoALSG,</p> <p>BD BiH Government (departments in charge of administrative procedure)</p> <p>All institutions having decision-making powers in the administrative procedure</p>	The number and percent of enforcement completed	3	The end of 2013



PART 4. ADMINISTRATIVE PROCEEDINGS AND ADMINISTRATIVE SERVICES

5. Capacity building

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
AP 5.1. Establish and / or strengthen capacities of institutions responsible for the control of administrative obstacles in regulations, collecting of proposals for the RAO, preparation of a RAO action plan and control of compliance with the system of administrative procedures and public administration in general	5.1.1. The CoM / governments to adopt a decision designating an institution that will be responsible for the control of administrative obstacles in regulations, collecting of proposals for the RAO, preparation of a RAO action plan and control of compliance with the system of administrative procedures and public administration in general (it can be only one institution or more institutions – for example, ministries of economic relations at all levels of government for administrative obstacles for businesses and ministries of justice for administrative obstacles for citizens and for control of compliance with the system of administrative procedures and public administration in general)	BiH MoJ, FBiH MoJ, RS MoALSG, BD BiH Government (departments in charge of administrative procedure) All institutions having decision-making powers in the administrative procedure	Decision has been adopted	1	Mid-2011
	5.1.2. Make an organizational structure with job descriptions (define requirements and competencies) and fill the positions		Organizational structure with job descriptions has been adopted		The end of 2011
	5.1.3. Prepare a training programme in this matter for all civil servants in charge of legislative drafting and hold the training regularly		The training programme has been adopted, the number of courses of training and participants		Mid-2012
AP 5.2. Define requirements (qualifications and working experience) that the staff conducting the administrative procedure and deciding on administrative matters should meet ⁹	5.2.1. Amend the valid laws and by-laws	Key HRM institutions in cooperation with BiH MoJ, FBiH MoJ, RS MoALSG, BD BiH Government (departments in charge of administrative procedure)	Requirements (qualifications and working experience) have been defined	2	Mid-2012



PART 4. ADMINISTRATIVE PROCEEDINGS AND ADMINISTRATIVE SERVICES

5. Capacity building

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
AP5.3. Define the required competencies of staff conducting the administrative procedure ¹⁰ and deciding on administrative matters, including inspectors	5.3.1. Amend the valid laws and by-laws	Key HRM institutions in cooperation with BiH MoJ, FBiH MoJ, RS MoALSG, BD BiH Government (departments in charge of administrative procedure)	Competencies required for particular positions defined	4	The end of 2012
AP 5.4. Further develop training programs in administrative proceedings under the horizontal system of training of civil servants ¹¹	5.4.1. Organize professional development of staff, i.e. civil servants	Key HRM institutions in cooperation with BiH MoJ, FBiH MoJ, RS MoALSG, BD BiH Government (departments in charge of administrative procedure)	The trainings have been held The number of courses of training	3	The end of 2012
AP 5.5. Develop a training program in CRM ¹² – <i>Costumers Relations Management</i>	5.5.1. Take actions for designing the programme	Key HRM institutions in cooperation with BiH MoJ, FBiH MoJ, RS MoALSG, BD BiH Government (departments in charge of administrative procedure)	The program has been developed	1	Mid-2013



PART 4. ADMINISTRATIVE PROCEEDINGS AND ADMINISTRATIVE SERVICES

5. Capacity building

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
AP 5.6. Strengthen the role of central capacities in the field of administrative proceedings	5.6.1. Ensure that the central capacities (responsible institution) promptly provide all governmental authorities with powers to decide in administrative proceedings with the following (in the field of administrative proceedings): <ul style="list-style-type: none"> • legal opinions and other expert advice, • instructions on issues causing problems in practice, • Information about judicial practice, • a framework for coordination of units and officers with powers to decide in administrative procedure (for information exchange and good practice purposes). 	BiH MoJ, FBiH MoJ, RS MoALSG, BD BiH Government (departments in charge of administrative procedure)	The number of legal opinions, replies, advice, instructions and other information published (on web-sites) The number of coordinating meetings, conclusions, good practices shared and the like.	2	The end of 2013
AP 5.7. Set up a community of practitioners in the field of administrative procedure	5.7.1. Take actions in order to set up the community	BiH MoJ, FBiH MoJ, RS MoALSG, BD BiH Government (departments in charge of administrative procedure)	The community has been established	3	The end of 2012



PART 4. ADMINISTRATIVE PROCEEDINGS AND ADMINISTRATIVE SERVICES

Endnotes

¹RAO – Reduction of Administrative Obstacles. An administrative (or "bureaucratic") obstacle is any element of administrative proceedings or other process in public administration that burdens the institution or a client and does not represent a real added value for the public interest. The elimination of administrative obstacles improves the quality of life for citizens and reduces operating costs of businesses and thereby improves their competitiveness.

² R.I.A. – Regulatory Impact Assessment is a mechanism developed at EU level through which higher quality of regulations is achieved. The point is, in preparation of regulations, and before its adoption, the accurately analyze all the impacts of regulations on public finance, economy (macro and micro aspects), social issues and the environment. In a broader sense, R.I.A. includes consultations with the public concerned, which also contributes to higher quality of legislation and regulations. This goal was included in the "*Strategic Planning and Policy-Making*" reform area, SPCPM 2.6

³ SCM - Standard Cost Model is a methodology for measuring administrative burden and administrative costs. Through this methodology, the total cost of an administrative procedure for businesses or citizens and also reduction of the cost after the simplification process can be determined. The cost includes direct financial assistance and time spent converted into cash. SCM is a great tool for presenting the results of reduction of administrative obstacles.

⁴ Ref: IT 4.9

⁵ IS – Information System

⁶ Ref: IT 4.8

⁶ Ref: IT 4.4

⁷ G2G (Government to Government) is a slangy term for e-business within the public administration as opposed to business with clients: businesses (G2B – Government to Businesses) and citizens (G2C – Government to Citizens).

⁸ DMS – Document Management System is a information system for document management.

⁹ Ref: IT 4.7.

¹⁰ Ref: HRM 8.1

¹¹ Ref: HRM 8.2

¹² Ref: HRM 7.1, 7.2 i 7.3

¹³ CRM- Customers (or Client) Relations Management - management of relationships with service users. This area is often neglected in public administrations, but its importance is getting stronger with the changes in the value system of public administration which should be client-oriented.

RAP 1

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Part 5 Institutional Communication



United coordinator for reform of public administration
Канцеларија координатора за реформу јавне управе
Public Administration Reform Coordinator's Office



PART 5. INSTITUTIONAL COMMUNICATION

Public Administration Reform Area

PART 5.

Good communication with the public facilitates implementation of government policy because it provides the public with a clear picture of activities by the government and individual institutions and enables support to be given to projects. This reform area is divided into 12 subsections. The first subsection refers to the strategic approach to institutional communication. It is envisaged that the Council of Ministers / Governments at all levels of government adopt a communication strategy and that each institution has its annual communication plans. Planning of institutional communication must be linked to overall strategic planning by the Council of Ministers/Governments and individual institutions. In terms of organizational structure, respecting the principle of flexible organization, the RAP 1 does not impose on all institutions an obligation to organize a special organizational unit for Public Relations (PR). It is important that in each institution the RP function is structured, but whether this will be a separate organizational unit depends on the size of the particular institution.

In this reform area as in other reform areas, revised RAP 1 emphasizes the need for horizontal coordination of PR units at each individual level of government. Vertical coordination between levels of government is also envisaged, especially through the existing mechanism of the supervisory team, and possibly through other mechanisms (working groups etc.).

In the area of human resources, designing of standardized descriptions and requirements for positions in PR units is envisaged. The second objective is to develop and implement training for PR officers in strategic communication and public relations, as well as in other areas relevant to their work.

The fifth chapter of the reform area of the revised RAP 1 deals with substantive matters. Activities to improve communication with the media (guide books, handbooks, lists of journalists, regular events) and media monitoring (the sixth chapter) are also planned.

The seventh chapter deals with direct communication with the public - implementation of the Freedom of Information Act (FOIA). All levels of government have passed the laws, and in the coming period their consistent implementation is required. Each institution must designate an officer responsible for public information and all institutions must regularly report on implementation of FOIA. A performance indicator in public information is the number and percentage of requests for information decided in favour of applicants. Direct communication with the public includes the institutions' web pages on which public information is published. Publishing a wide range of public information on the web site ensures a higher degree of access to information and reduces the "pressure" on the institutions or their officers responsible for implementation of FOIA. The web sites must be regularly updated, rich in content and attractive. Here, an indicator is set as the the number of visits / clicks per page. Conducting a survey on user satisfaction with web pages visited and collecting useful suggestions to improve the content of web pages are envisaged.

The ninth subsection mentions the "open door days" and similar events in the institutions, information materials, forums and so on as another form of direct provision of information to citizens. The



PART 5. INSTITUTIONAL COMMUNICATION

Public Administration Reform Area

use of ICT, such as social networks (Facebook, twitter) is significant in this segment. At this point it is necessary to mention the connection with three other reform areas. The reform area of "Strategic planning, coordination and policy making" contains objectives and activities relating to consultation with the public concerned in the process of drafting and adopting regulations where the basic assumption for such consultation is effective informing the public on draft regulations and other public policies. In the reform area of "Administrative Procedures and Administrative Services" attention is paid to providing information on administrative services. A significant portion of the reform area of "e-Government" is the web-portal through which citizens and other users are provided with information on administrative services over the Internet.

The tenth subsection sets public campaigns as an objective aiming to raise public awareness about certain issues. The last, eleventh chapter is dedicated to monitoring and measuring the results (output and outcome) in the area of strategic communication. Regular measuring of public attitudes and the degree of knowledge of key policy areas is underlined. Each institution will propose at least one question for the "omnibus survey" carried out by the government's central unit for PR.



PART 5. INSTITUTIONAL COMMUNICATION

1. Communication planning

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
IC 1.1. Setting up a communication strategic framework	<p>1.1.1. Adoption of communication strategies by Council of Ministers / Government. These strategies will confirm the CoM / Governments and related institutions' commitment for strategic and planned approach to communication.</p> <p>1.1.2. Prepare and adopt annual action plans of communication that will include all relevant activities and institutions.</p>	BiH CoM, Government s of FBiH, RS, BD	<p>The strategy has been adopted by BiH CoM, FBiH, RS, BD and harmonization with AP1;</p> <p>Annual action plans have been adopted. The number and percent of these APs;</p> <p>Action plans include all relevant institutions</p>	1	<p>1.1.1. By mid-2011</p> <p>1.1.2. Ongoing -annual</p>
IC 1.2. Improve communication planning within institutions.	1.2.1. Preparation and adoption of annual communication plans of individual institutions. These plans will include individual measures under AP1 delegated to particular institutions.	Institutions at all levels	Annual communication plans have been adopted in individual institutions (the number and percent of institutions)	2	By he end of 2012
IC 1. 3. Include communication planning in overall planning and distribution of budgetary funds of the institution.	1.3.1. Communication plans and strategies are part of overall process of planning and distribution of budgetary funds of the institution.	BiH CoM, Governments of FBiH, RS, BD, IC Central Units and other institutions.	The amount of funds for strategic communication is seen from the budget structure. Four central units have separate funds available for communication planning.	2	By he end of 2011



PART 5. INSTITUTIONAL COMMUNICATION

2. Organizational Issues

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
IC 2.1. Maintain and build capacities in the institutions	<p>2.1.1. Every ministry and major institution will have at least one full-time employed person, in charge of PR. PR Units will be established as required.</p> <p>2.1.2. Smaller institutions may use resources of other institutions.</p>	All, especially ministries at all levels of government and institutions that have a role in European integration	The number and percent of institutions with an organized Public Relations function.	1	By the end of 2011



PART 5. INSTITUTIONAL COMMUNICATION

3. Co-ordination and standard-setting

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
IC 3. 1. Improve co-ordination between PR officers/offices at each level of government.	3.1.1. Each government's / CoM central information office (central unit) to convene regular meetings (at least monthly); 3.1.2. PR officers from all main institutions to share information and plans, develop joint strategies and activities and discuss common problems.	IC Central Units and other institutions	The number and frequency of such meetings and functional mechanisms for information dissemination.	1	Ongoing
IC 3. 2. Improve co-ordination in strategic communication between different levels of government.	3.2.1. Use the existing mechanisms of coordination (Supervisory Team etc.) for setting up channels for exchange of information, experience and practice and joint activities.	IC Central Units and ST	The number and frequency of such meetings and functional mechanisms for information dissemination.	2	Ongoing
IC 3.3. Ensure modern and efficient development of IC sector in future.	3.3.1. After several years, make another functional review of IC capacities, coordinated by governmental central information offices	IC Central Units	Functional review of IC capacities and recommendations for future revising.	4	By mid-2014



PART 5. INSTITUTIONAL COMMUNICATION

4. Human resources

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
IC 4.1. Standardized requirements and job descriptions for PR officers	Direct link to activities under HRM 8.1 (Standards for entry in PR and information positions will be equal to those in other professional areas of the Civil Service)	IC Central Units with key HRM institutions	See HRM, 8.1	1	Ongoing
IC 4.2. Provide training to PR officers in public relations and strategic communication.	4.2.1. Based on training needs assessment (Ref: HRM 7.1, 7.2. and 7.3) the central units will prepare training programs in PR, which are proposed to the respective civil service agencies.	Individual institutions coordinated by IC Central Units in cooperation with institutions and CSA / SAA	The number and percent of (of the total number of PR officers) participants, the number of courses of training organized by ADS / SAA.	2	Ongoing
IC 4.3. Provide training to PR officers in other areas relevant to their work	4.3.1. Based on training needs assessment, the institutions organize training of PR officers in other areas (IT, management, strategic planning, project management, the line of work of the institution, soft skills etc.)	Individual institutions coordinated by IC Central Units in cooperation with institutions and CSA / SAA.	The number of various courses of training, the number and percent of participants (of the total number of PR officers), the number of courses of training organized by ADS / SAA.	2	Ongoing



PART 5. INSTITUTIONAL COMMUNICATION

4. Human resources

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
IC 4.4. Provide PR officers / managers with best European practices	4.4.1. Based on available funds (donors' grants, partner and other institutions etc., one own's funds), ensure direct access to best European practices from other countries through occasional study trips and bilateral "twinning" of PR officers and appropriate actors from EU countries (possibly in short-term officers exchange) or long-term and detailed sharing of lessons learned.	IC Central Units and other institutions	The number of study trips and other types of training, the number of participants.	3	By the end 2012
IC 4.5. Ensure that senior management understands and support work of PR offices / officers	4.5.1. Any training program of senior civil servants should include strategic communication and public relations and the place and importance of public relations for the work of institutions.	CSA / SAA in cooperation with IC Central Units	Strategic communication and public relations have been included in the program; the number of courses of training following such a program that have been held. The number of senior civil servants who have undergone such training.	3	By the end 2012



PART 5. INSTITUTIONAL COMMUNICATION

5. Media related activities

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
IC 5. 1. Clarify and simplify communication with the media.	5.1.1. Prepare and revise guides / manuals for media relations, compatible with government documents on IC.	IC Central Units	Guides for public relations and relations with the media have been prepared and updated	2	By mid-2011; Ongoing
	5.1.2. Prepare lists / registers of journalists who cover the area of interest of the institution, share information, and meet regularly.	All institutions	Results of media monitoring, the number of accredited journalists; The number of press releases, press conferences and other media-oriented activities.		By mid-2011; Ongoing



PART 5. INSTITUTIONAL COMMUNICATION

6. Media monitoring

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
IC 6.1. Improve efficiency of media monitoring.	<p>6.1.1. Prepare specific (topic oriented) daily, weekly and monthly press clippings/media monitoring reports.</p> <p>6.1.2. Provide and carry out electronic dissemination of reports on media monitoring</p> <p>6.1.3. Improvement, development and increase in the efficient media monitoring. (Outsourcing, introduction of electronic systems and applications, intranet applications, newsletters etc.)</p>	IC Central Units	<p>The number of prepared press clippings, the number of service users and the number and type of media monitored.</p> <p>The number of distributed press clippings, the number of service users.</p> <p>The number of innovative solutions – improvements in comparison with the current situation</p>	1	Ongoing



PART 5. INSTITUTIONAL COMMUNICATION

7. Direct communication with the public – Freedom of Information Act (FOIA)

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
IC 7.1. Monitor the implementation of Freedom of Information Act (FOIA) and ensure regular reporting in accordance with law.	7.1.1. Regular reporting in accordance with law.	IC Central Units and all institutions	Regular reporting in accordance with law.	2	Ongoing
IC 7.2. Ensure that all institutions fulfil their responsibilities under the Freedom of Information Act (FOIA).	<p>7.2.1. Hire appropriate staff (information officers under FOIA) that will process citizens' request for access to information.</p> <p>7.2.2. Standardize and precisely define requirements for and descriptions of this position (direct link to activities 8.1.2. and 8.1.3. of HRM)</p> <p>7.2.3. Efficiently enforce FOIA.</p>	IC Central Units and all institutions	<p>The percentage of institutions that have a person in charge of procedures under FOIA.</p> <p>The number of requests for access to information that have been processed.</p> <p>The ratio of requests taken and processed under FOIA.</p>	1	Ongoing



PART 5. INSTITUTIONAL COMMUNICATION

8. Web sites

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
IC 8.1. Ensure high quality and consistency of web sites.	8.1.1. Conducting a survey of user satisfaction with web sites and gathering useful proposals for improvement.	IC Central Units	The number and percent of institutions regularly conducting the surveys and gathering useful proposals and information about user satisfaction	3	By the end of 2011, subsequently: ongoing
	8.1.2. Regular updating of the content of web sites with a view to enhancing timely and quality information	All institutions (except for the ones that use web page of another institution)	The number of visits / clicks on page		
	8.1.3. Development of intranet systems jointly and individually with a view to improving communication	IC Central Units and all institutions	Operational intranet systems have been developed in institutions.		



PART 5. INSTITUTIONAL COMMUNICATION

9. Direct communication with citizens

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
IC 9.1. Provide citizens with information without any intermediary. Make the administration closer to the citizens.	9.1.1. Organize doors open days or similar events in institutions, which include citizens' visits and the like.	All institutions	The number and percent of institutions organizing doors open days and the number of doors open days and similar events	3	At least twice a year, ongoing
	9.1.2. Prepare and publish promotional materials and brochures / publications about the work of governments and institutions, their activities etc. On the basis of public opinion surveys, the publications should be designed so that they cover the areas of major interest for citizens. The mechanism such as info shelf, electronic portals etc. are to be used.	IC Central Units and other institutions (individually)	The number of published brochures, promotion materials, publications.	2	
	9.1.3. Enable electronic interaction with the media through web sites portals and forums, blogs, „questions..”, social networks etc.	IC Central Units and other institutions (individually)	These mechanisms (number, frequency of visits etc.).		



PART 5. INSTITUTIONAL COMMUNICATION

10. Public campaigns

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
IC 10. 1. Continuously inform the public and raise awareness about particular themes through the public campaign mechanism	10.1.1. Include public campaigns in communication strategy and plans and carry out public campaigns	All institutions coordinated by central units	The number of campaigns carried out	3	Ongoing and as required



PART 5. INSTITUTIONAL COMMUNICATION

11. Outcome measuring

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
IC 11.1. Measure efficiency of strategic communication.	<p>11.1.1. Prepare a general monitoring and evaluation framework for activities of PR officers / offices – both in terms of outcomes (number of press releases, interviews, publications etc.) and in terms of efficiency (public opinion and feedback, presence in the media etc).</p> <p>11.1.2. Communication strategies and operational plans will include the methods and outcome indicators</p> <p>11.1.3. All institutions will carry out one measuring event of feedback during a government's term of office using a simple questionnaire for a group of users in accordance with funds available in the budget.</p>	IC Central Units and all institutions	<p>A monitoring and evaluation system has been set up.</p> <p>Measuring of feedback has been carried out in an analysis or research.</p>	3	Ongoing
IC 11.2. Measure public opinion and the degree of awareness of key policy areas.	Include the topics proposed by authorities in the Research Omnibus implemented by the governments' central information offices if funds are appropriated in the budgets.	<p>CoM / Governments</p> <p>IC Central Units</p> <p>All institutions</p>	<p>Research in public perception of individual public policies at all levels of government has been carried out.</p> <p>Each institution suggests at least one topic to the government's central information offices</p>		At least once in one government's term, preferably once a year



PART 5. INSTITUTIONAL COMMUNICATION

12. Cooperation with civil sector

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
IC 12.1. Improve communication with civil society	12.1.1. Raise awareness of activities of the Council of Minister, Entity and Brčko District's governments through conferences, round tables and thematic presentations given specifically to members of civil societies.	IC Central Units	The number of informative activities organized	2	By the end of 2011, subsequently: ongoing
	12.1.2. Consultations with members of civil societies about strategic decisions with organizations of civil society concerned.	All institutions	The number of meetings with civil sector		
	12.1.3. Inclusion of members of civil societies as partners or potential project, campaign or other activities implementers.	Relevant institutions	The number and scope of this type of consultations		

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Part 6 | e - Government



Ured koordinatora za reformu javne uprave
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Public Administration Reform Coordinator's Office



PART 6. e-GOVERNMENT

Public Administration Reform Area

The reform area of e-Government (it was named »information technologies« in the original Action Plan) is virtually intertwined with all other areas of public administration reform. IT projects are found in the human resources management section (IT systems for HRM), administrative procedure (proceedings and services digitalization), strategic planning and policy designing (e-Meeting of Government, IT systems to support the process of legislation adoption) and so forth.

Action Plan for the Reform Area of e-Government was designed on the basis of comprehension that e-Government is not only an issue of information technologies but rather a wider-encompassing approach to an analysis of business processes, their simplification and optimising, standardization that usually calls for various amendments to laws and by-laws in public administration. Digitalization should follow the completion of all these activities. Of course, the possibilities offered by information and communication technologies open other opportunities to develop the process and recoils upon the definition of the processes.

In the first chapter - »General policies, regulations and standards« a special focus was placed on the accreditation and supervision system of digital certificates verifiers as a basic requirement for e-Business development. Institutions (agencies) that will supervise the verifiers and issue accreditations should be established. Regardless of whether this will be one or more agencies for the entire territory of BiH, it is important that accreditation issued at any level of government is valid in the entire territory of BiH. This means that there must be a system of mutual recognition of digital certificates.

Digital certificates are used for verification of electronic signature so that it could be equal to handwritten signature in legal traffic, as well as for identification of entities and authentication of documents in electronic business. Action Plan includes an objective that all accredited certificates and not only those issued by accredited verifiers can be used by citizens and companies in e-Business with public administration. This is very important for spreading of electronic business because ordinary e-Business with public administration is used by those users who have already, before that, used electronic business with banks.

Where there are legal obstacles to electronic commerce, Action Plan provides for their removal so that electronic documents (e.g. motions/submissions in administrative proceedings) have equal validity to hard copies.

This general chapter defines activities in the field of IT security policy and risk management - setting up a continuous process of risk analysis in all authorities and designation of CERT (Computer Emergency Response Team) - and determines that IT procurement standards (e.g. establishing standard workstation configuration for different types of positions) that would facilitate rationalization of IT equipment procurement (hardware and software) and services.

The second chapter of the reform area of "e-Government" is about human resources capacity building in this area. It is necessary to establish a strong central unit for e-government at all levels of government (in practice it has not been established yet at the level of the Council of Ministers). Where units already exist, their



PART 6. e-GOVERNMENT

Public Administration Reform Area

capacities should be constantly built through training, study visits, exchange of good practices, and, if necessary, by increasing the number of employees, of course, according to Governments' staffing plans and within budget constraints. It is very important to raise awareness that e-Government is not only a question of information technology, but the information technology is a tool for improvement and rationalization of the process, greater openness and transparency and higher quality of administrative services.

The third chapter is about information and communication infrastructure that is essential for development of e-Government. Without the infrastructure (network, servers, data centres etc.) it is not possible to develop e-Business.

The fourth chapter is intended for development of information systems and e-Services. Centres for e-Government as the key authority in charge of this area will define a common framework and standards for information architecture as well as a framework for interoperability. For development of e-Government it is necessary to ensure a systematic approach to avoid common mistakes - not to develop solutions that will not be able to integrate with each other, not to develop independently in parallel in different institutions information systems with the same or similar functions and to develop priority systems of horizontal and generic significance.

It makes no sense that, for example, each institution develops or procures its system to support document management or submission of electronic forms.

E-Government is not just electronically doing business at public

administration with citizens and businesses (which in theory is called "government to citizens" business and "government to businesses" or "G2C" and "G2B"), but also electronic business within the public administration itself ("government to government" or "G2G"). E-Business in the "hinterland" is a fundamental requirement for ensuring high-quality services in the physical world and electronic services. Firstly, to develop e-Government requires high-quality databases that bodies of public administration need to perform their functions. Without a high-quality population register, vital records register, register of business entities, property register, vehicles register, tax register, register of social rights and benefits now it is impossible to imagine well-functioning public administration. Development of registers is therefore set as a goal of high priority. Unfortunately, no proper analysis of the register situation has been made and therefore Action Plan envisages making such an analysis first and then on the basis of the analysis adoption of an electronic register development programme.

Still in the "hinterland", development of some information systems that support key horizontal functions of public administration is scheduled as a high priority. They are systems that are linked to other reform areas: document management system (associated with the area of "administrative procedures and administrative services"), public procurement system (associated with the area of "public finance"), e-Meetings of government (associated with the area of »strategic planning, coordination and policy-making") and a system for human resources management (associated with the



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connection between the area of e-Government and other reform areas is evident. The connection is evident also from the description of activities for achievement of a defined goal. Namely, it is not only about computerization of processes and procurement of information system (software), but is an analysis, improvement (simplification) and standardization of the process (which usually includes amendments to the legislation), while computerization comes eventually.

These "horizontal" processes (they are horizontal because they run in all institutions) were selected because of their importance for functioning of public administration and e-Meetings of government were selected because they are largely operational at some levels of government and also because of their demonstrative effect.

The list of goals in the reform area of e-Government ends with "a cherry on the cake" - the electronic information and services for citizens and businesses. Information and services on portals significantly enhance availability of services to users, shorten the time required for carrying out administrative procedures and, in addition, standardize processes. Action Plan defines e-Government portals as a basis for offering information and services. In this way electronic information and services will be available as "one-stop-shop". Four portals (BiH portal, portals of Entities and Brcko District portal) that must be substantially connected to each other are envisaged. The content of each portal (information on services and the services themselves) must be organized in such a way that it covers all areas of administrative services and offers information on

all these services in a uniform way, providing answers to key questions (who is entitled to the service, under which conditions, where a service can be provided, what documents are required, what is the charge, how to pay tax, how the form looks like ...). Portal management must be organized in such a way to include central coordination, a common methodology and clear division of responsibilities (decentralized approach with central coordination). All ministries and some other institutions in all the governments in BiH are responsible for "filling" the portals. The portals are linked to some generic services that would be pointless to develop by each institution individually and to develop for each type of electronic services in particular. These are services that are in principle a prerequisite for any electronic service: generation of electronic forms, identification of entities and authentication of documents sent via e-Portals, electronic payment of services etc. The central units of e-Government have to see to development of these services.

Further, at the very end of the table, the priority services that will be developed within the "G2C" and "G2B" businesses have been carefully selected. They have been developed specifically for citizens and for businesses. In this segment a direct connection to the area of administrative procedure and administrative services has been made - all procedures that have been selected as a priority involves not only computerization but also simplification. For citizens, the following have been selected as priority services: services in the area of taxes on total income of natural persons (which is connected with the idea that this tax return is not filed with the tax administration but the tax administration informs



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citizens about the tax obligations), registration of motor vehicles (in this case different simplifications are possible, for example technical inspection for a new vehicle only after four years following registration) and registration of permanent residence. These are services that have relatively large effects (they are provided in large numbers) and it is quite realistic to offer them over Internet (as opposed to, let us say, personal documents where photos and identification of people still need the physical presence of the parties).

For businesses, development of the system of "one-stop-shop" has been envisaged in three phases: the first phase would enable the electronic business registration (including an application to be filed with tax administration and statistics office). In the second phase registration with institutions for employment, pension and health insurance will be possible, and in the third phase, all services for operational businesses acting will be provided. The ultimate goal is to get all operational business entities to perform all interactions with public administration institutions electronically.



PART 6. e-GOVERNMENT

1. Policies, regulation and standards

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
IT 1.1. Establish the system of supervision and accreditation of verifies.	1.1.1. Analyze, adopt and / or amend relevant regulations as required; 1.1.2. Establish institutional capacities required for accreditation in the territory of BiH.	BiH MoCT ² CoM Centre for e-Government ³ RS AIS ⁴ IT Department of RS Government GS ⁵ FBiH Government IT Department of BD BiH ⁶	The system of supervision and accreditation of verifies has been established.	1	Mid-2011
IT 1.2. Ensure interoperability and recognition of all accredited verifies in the territory of BiH.	1.2.1. Analyze, adopt and / or amend relevant regulations as required.	BiH MoCT CoM Centre for e-Government RS AIS IT Department of RS Government GS FBiH Government IT Department of BD BiH	Interoperability and recognition of all accredited verifies in the territory of BiH have been ensured.	1	The end of 2011



PART 6. e-GOVERNMENT

1. Policies, regulation and standards

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
IT 1.3. Equalize the validity of electronic and traditional (hard copy) submissions and documents.	1.3.1. Analyze, adopt and / or amend relevant regulations as required ⁷ .	CoM Centre for e-Government RS AIS IT Department of RS Government GS FBiH Government IT Department of BD BiH Ministries of Justice RS MoALSG ⁸	The validity of electronic and traditional submissions and documents has been equalized.	1	The end of 2011
IT 1.4. Enable the use of all accredited secure electronic signatures for operations with public administration.	1.4.1. Analyze, adopt and / or amend relevant regulations as required.	BIH MoCT CoM Centre for e-Government RS AIS IT Department of RS Government GS FBiH Government IT Department of BD BiH Ministries of Justice of BiH and FBiH, RS MoALSG.	The use of all accredited secure electronic signatures for operations with public administration has been enabled.	1	The end of 2011



PART 6. e-GOVERNMENT

1. Policies, regulation and standards

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
IT 1.5. Define commitments and / or principles and standards for IT procurement (goods, supplies, services) including the mode of IT project management, standards, justification and criteria of procurement.	<p>1.5.1. Prepare the mode of planning, development and implementation of IT projects and publish them on the Internet;</p> <p>1.5.2. Define standards for the specification of IT equipment and components (establish a standard workstation with appropriate specifications for software and minimum standard hardware and maintain an updated and consolidated database for configuration management in all user institutions) for software solutions, for contract forms for IT services and supplies, for the content of project documentation, instructions for operation and maintenance etc. and publish them on the Internet;</p> <p>1.5.3. Develop strategic guidelines for outsourcing: decide which functions do not have to be performed in-house based on the nature of the very functions, current assistance, cost-benefit analysis, positive experiences of other countries etc.;</p> <p>1.5.4. Develop criteria for selecting the best bidder, taking into account the total cost price and publish them on the Internet;</p> <p>1.5.5. Establish a system of control and / or consultative mechanisms.</p>	<p>CoM Centre for e-Government</p> <p>RS AIS</p> <p>IT Department of RS</p> <p>Government GS</p> <p>FBiH Government</p> <p>IT Department of BD BiH</p> <p>Public Procurement Agency of BiH</p>	<p>A comprehensive set of standards in IT procurement has been defined and published;</p> <p>A system of control and/or an advisory mechanism;</p> <p>The percentage of IT procurement that is brought in line with the defined set of standards`, in the total number of IT procurement.</p>	4	Mid-2012, for initial activities that need annual updating



PART 6. e-GOVERNMENT

1. Policies, regulation and standards

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
IT 1.6. Draft the legislation on IT security.	<p>1.6.1 Define technical recommendations, regulations, technical and administrative security procedures, conditions and referent standards for secure transactions and secure exchange of data and documents within the administration and externally, based on risk assessment.</p> <p>1.6.2 Define official, acceptable, unacceptable and illegal access to electronic networks and Internet of the institutions, other electronic networks and Internet;</p> <p>1.6.3 Update security documents on a yearly basis.</p>	CoM Centre for e-Government RS AIS IT Department of RS Government GS FBiH Government IT Department of BD BiH	IT security policy designed and adopted.	2	The end of 2011, for initial activities that need annual updating
IT 1.7. Develop a continuous process of risk assessment at all levels of government.	<p>1.7.1 Produce a list of sensitive issues and risks, which will serve as an introduction to a continuous process of risk assessment.</p> <p>1.7.2 Conduct security assessment and carry out continuous inspection of security measures, which will be the basis for continuous updating of security policy based on risk management.</p>	CoM Centre for e-Government RS AIS IT Department of RS Government GS FBiH Government IT Department of BD BiH	Process of risk assessment has been established.	2	The end of 2012, for initial activities that need annual updating
IT 1.8. Establish CERT (Computer Emergency Response Team) of the institution.	1.8.1. Establish CERT and fill the positions.	CoM Centre for e-Government RS AIS IT Department of RS Government GS FBiH Government IT Department of BD BiH	CERT has been established.	2	The end of 2012



PART 6. e-GOVERNMENT

2. Capacity building

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
IT 2.1. Establish a strong central unit, at the levels of government where it has not been established yet, which will be responsible for coordination of and support to e-Administration development.	<p>2.1.1 Formally designate roles, responsibilities and functions of central units responsible for coordination of and support to e-Administration development, and staff them adequately at the levels of government that has not established them and/or made them operational and/or staffed them adequately.</p> <p>2.1.2 Adopt a joint methodology approach in order to facilitate coordination between central and peripheral units: promote the use of standard framework for IT service management (ITIL): plan joint processes for all peripheral units; define roles and activities with appropriate references and communication lines between them.</p>	CoM Centre for e-Government RS AIS IT Department of RS Government GS FBiH Government IT Department of BD BiH	<p>Strong central units in charge of coordination and support to e-Administration at all levels of government have been established, made operational and adequately staffed;</p> <p>A joint methodology approach in order to facilitate coordination between central and peripheral units has been defined.</p>	1	The end of 2011
IT 2.2. Continuously strengthen all the established central units in charge of coordination and support to e-Administration, especially build strategic capacities for e-Administration coordination, policy-making/strategy designing, legislation drafting and provision of instructions and advice to individuals and authorities, either through new recruitments or additional training of staff already recruited.	<p>2.2.1 Amend relevant legislation (where required) in order to place coordination of e-Administration and policy-making/strategy designing within competence of central units;</p> <p>2.2.2 Organize training of staff of central units in the area of strategic planning and policy making;</p> <p>2.2.3 Set up a network of IT manager coordinated by central units.</p>	CoM Centre for e-Government RS AIS IT Department of RS Government GS FBiH Government IT Department of BD BiH	<p>Provisions that explicitly mandate the central units to work on the coordination of e-Administration development and to draw up strategic documents are in place;</p> <p>The number of organized courses of training and the number of participants;</p> <p>Network of IT managers is in place, the frequency of meetings, the number of outcomes (recommendations, opinions, suggestions about possible solutions).</p>	1	Mid-2012, for initial activities that need annual updating



PART 6. e-GOVERNMENT

2. Capacity building

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
IT 2.3. Hire professional IT staff in public administration.	<p>2.3.1 Ensure funds in the budget for continuous professional education of IT staff.</p> <p>2.3.2 Make training needs assessment, so that training offered is based on actual needs;</p> <p>2.3.3 Additional training for IT managerial staff in skills needed for project management; such as cost and benefit analysis and risk assessments regarding IT projects etc.</p>	<p>CoM Centre for e-Government RS AIS</p> <p>IT Department of RS Government GS FBiH Government IT Department of BD BiH</p>	<p>The number of courses of training;</p> <p>The number of participants in courses of training</p> <p>Participants' satisfaction with the methods and substance of professional development programmes.</p>	2	Ongoing, the degree of the implementation being measured on a yearly basis, i.e. at the end of each year.
IT 2.4. Increase support from the management at the highest levels to development of e-Administration.	<p>2.4.1 Design training programmes for the management in the importance of e- Administration;</p> <p>2.4.2 Strengthen cooperation and communication between IT staff and management;</p> <p>2.4.3 Present new IT project through cost and benefit analysis;</p> <p>2.4.4 Initiate pilot projects in priority areas with short-term outcomes;</p> <p>2.4.5 Constantly present advantages and achievements of projects implemented in e-Administration.</p>	<p>CoM Centre for e-Government RS AIS</p> <p>IT Department of RS Government GS FBiH Government IT Department of BD BiH</p>	<p>The number of courses of training;</p> <p>The number of participants in courses of training</p> <p>The number of permanently involved non-IT managerial staff in e- Administration projects.</p>	2	Ongoing, the degree of the implementation being measured on a yearly basis, i.e. at the end of each year.



PART 6. e-GOVERNMENT

3. ICT infrastructure

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
IT 3.1. Make arrangements for the use and improvement of potentials that will guarantee cheap, reliable and secure access to information and enable information exchange both within the public sector, including information exchange between different levels of government, including municipalities, and externally between the public sector and public services users.	3.1.1. Make an analysis of the existing network in order to find out an optimal solution for networking, avoid irrational expenditures and have easier maintenance (including single access to the Internet with joint basic communication and collaboration services and security solutions wherever possible);	CoM Centre for e-Government RS AIS IT Department of RS Government GS	An analysis with recommendations has been made;	2	3.1.1. The end of 2011, for the analysis
	3.1.2. On the basis of the analysis, implement the optimal solution for networking of all organizational units of administration, including municipalities, which will enable efficient data exchange.	FBiH Government IT Department of BD BiH	ICT infrastructure as a basis for efficient data exchange between all organizational units of administration, including municipalities, has been set up; The number of information systems in place, which use the ICT infrastructure set up.		3.1.2. The end of 2014, for the project implementation



PART 6. e-GOVERNMENT

4. Information systems, e-Portals and e-Services

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
IT 4.1. Define a common framework and standards for information system architecture and the development of applications.	<p>4.1.1. Analyse the existing architecture and prepare a proposal for future architecture in accordance with the needs of public administration and introduce systems for application support to enterprise architecture development and business process management.</p> <p>4.1.2. Adopt a common approach, methodology and a set of instruments for architecture and development of systems and applications: prepare a methodology that defines a set of activities in the procedure of development of systems and applications, including the content of project requirements, responsible implementers, conditions for developing systems and applications, testing, product acceptance, maintenance and upgrade, and reference standards.</p>	CoM Centre for e-Government RS AIS IT Department of RS Government GS FBiH Government IT Department of BD BiH	<p>A comprehensive information architecture methodology has been designed;</p> <p>Architecture and information system and application development methodology has been designed</p>	1	The end of 2011
IT 4.2. Establish an e-Government interoperability framework with a view to ensuring compatibility of information systems and processes and providing comprehensive and client-oriented services of public administration.	<p>4.2.1. Define implementers;</p> <p>4.2.2. Develop the interoperability framework (operational, semantic and technical interoperability), harmonized with the European Interoperability Framework (EIF).</p> <p>4.2.3. Create common, open standards for data exchange and metadata definitions (XMLbased), for sharing and exchange of data among government departments and externally.</p> <p>4.2.4. Implement a project for verification and realization of the interoperability concept.</p>	CoM Centre for e-Government RS AIS IT Department of RS Government GS FBiH Government IT Department of BD BiH	<p>Interoperability framework has been established;</p> <p>Common standards for data exchange and metadata definitions are available;</p> <p>Mechanisms for the implementation of frameworks and standards have been set up.</p>	1	The end of 2011



PART 6. e-GOVERNMENT

4. Information systems, e-Portals and e-Services

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
IT 4.3. Establish basic public registers (of population, vital records, personal identifications, economic operators, the electronic cadastres and land book, taxpayers' book, social entitlements etc.).	4.3.1 Make an analysis of existing basic registers, including an analysis of laws governing the establishment and keeping the public registers;	CoM Centre for e-Government RS AIS IT Department of RS	An analysis with recommendations has been made; A detailed programme of optimization and interoperability of basic public registers has been developed; The number of completed electronic basic public registers; The number of transactions on a yearly basis.	1	4.3.1 The end of 2011, for the analysis
	4.3.2 Based on the analysis, develop a detailed programme of optimization and interoperability of basic public registers;	Government GS FBiH Government IT Department of BD BiH			4.3.2 Mid-2012, for the programme



PART 6. e-GOVERNMENT

4. Information systems, e-Portals and e-Services

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
IT 4.4. Establish and implement information systems supporting key horizontal functions: HRMIS, electronic public procurement, document management system (DMS), e-Meetings of CoM / Governments ⁹	For each individual horizontal function: 4.4.1 Analyse and optimise the processes; 4.4.2 Amend the legislation as required; 4.4.3 Develop IS; 4.4.4 Train users; 4.4.5 Continuously monitor and evaluate the implementation.	HRMIS Civil Service Agencies CoM Centre for e-Government RS AIS IT Department of RS Government GS FBiH Government BD BiH Government	The number of institutions that operationally use the IS; The number and type of reports generated by HRMIS; An option to use the HRMIS to identify potential candidates for vacancies by various criteria.	2	The end of 2011
		e-Public Procurement Public Procurement Agency of BiH Ministries of Finance CoM Centre for e-Government RS AIS IT Department of RS Government GS FBiH Government BD BiH Government	The number of institutions that use the IS operationally; Electronic invitations to tender in public procurement proceedings; Electronic tender documentation is available to bidders; An electronic application is in place; The number of electronic applications; An option to electronically process applications, tenders and the like is available; Electronic catalogue of procurement has been established	2	The end of 2014



PART 6. e-GOVERNMENT

4. Information systems, e-Portals and e-Services

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
IT 4.4. (extension)		Document Management System (DMS) Ministries of Justice RS MoALSG CoM Centre for e-Government RS AIS IT Department of RS Government GS FBiH Government BD BiH Government	The number of institutions that use the DMS operationally; The number of different DMSs in use (negative indicator); The number of interoperable DMSs;	1	The end of 2013
		Upgrading of the system of e-Meeting of governments and integration with DMS General Secretariats of CoM, RS Government and FBiH Government CoM Centre for e-Government RS AIS IT Department of RS Government GS FBiH Government IT Department of BD BiH	The system of e-Meeting of governments has been upgraded; It has been integrated with DMS.	2	The end of 2012



PART 6. e-GOVERNMENT

4. Information systems, e-Portals and e-Services

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
IT 4.5. Create a BiH portal that will be organized around life events and cover services provided by authorities. A link should be posted on this portal to the portals of Entities and BDBiH.	4.5.1 Appointment of Editorial Board (working group) from among staff members of institutions, coordinated by PARCO; 4.5.2 Designing a framework structure of the portal and methodology for administrative service offering, coordinated with activity 4.6.; 4.5.3 Posting the content of portal; 4.5.4 Users' satisfaction measuring; 4.5.5 Maintenance of portal.	PARCO CoM Centre for e-Government	A portal is in place; The structure and methodology have been designed; The number of services about which information are available in accordance with methodology; The number of visits to the portal and users' satisfaction.	1	The end of 2011, for creating the portal and methodology, for the implementation of life events, see e-Services
IT 4.6. Setting up portals of Entities and BDBiH organized around life events and covering services provided within competences of authorities of Entities and BDBiH.	4.6.1 Appointment of Editorial Board (working group) from among staff members of institutions, coordinated by the central appropriate institutions; 4.6.2 Designing a framework structure of the portal and methodology for administrative service offering, coordinated with activity 4.5.; 4.6.3 Posting the content of portal; 4.6.4 Users' satisfaction measuring; 4.6.5 Maintenance of portal.	CoM Centre for e-Government RS AIS IT Department of RS Government GS FBiH Government BD BiH Government	A portal is in place; The structure and methodology have been designed; The number of services about which information are available in accordance with methodology; The number of visits to the portal and users' satisfaction.	1	The end of 2011, for creating the portal and methodology, for the implementation of life events, see e-Services



PART 6. e-GOVERNMENT

4. Information systems, e-Portals and e-Services

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
IT 4.7. Implement joint services for e-Services	4.7.1 Implement the following joint services: Authentication and identification; Payment for services ¹¹ Electronic forms; Integration with registers; Electronic processes; Electronic delivery to clients.	CoM Centre for e-Government RS AIS IT Department of RS Government GS FBiH Government BD BiH Government	IS that enables generic development of e-Forms; e-Payment for services; Authentication of applicants; The total number of transactions annually	1	The end of 2012
IT 4.8. Implement the following high priority transactional e-Services for citizens: e-Tax on income imposed on citizens, registration of motor vehicles, certificate of movement (change of domicile and address) ¹² .	4.8.1 Analysis and optimization of processes (simplification); 4.8.2 Amendments to legislation (including in accordance with EUSD ¹⁴); 4.8.3 Development of IS and posting e-Service on the appropriate web portal; 4.8.4 Training; 4.8.5 Implementation; 4.8.6 Evaluation and a constant improvement process.	e-Tax CoM Centre for e-Government RS AIS IT Department of RS Government GS FBiH Government BD BiH Government FBiH Taxation Authority RS Taxation Authority	IS that enables transactional services through an appropriate web portal is in place; Filing of income tax returns is available to citizens; Safe electronic communication with citizens and officers in the authorities is available; The number of users and transactions; Time and money savings both for the State and citizens	2	The end of 2014



PART 6. e-GOVERNMENT

4. Information systems, e-Portals and e-Services

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
IT 4.8. (extension)		Registration of motor vehicles CoM Centre for e-Government RS AIS IT Department of RS Government GS RS Government FBiH Government BD BiH Government BiH MoCT ¹⁵ FBiH Mol RS Mol Cantonal Mols	IS that enables transactional services is in place; Registration of motor vehicles electronically is available; Safe electronic communication with citizens and officers in the authorities is available; The number of users and the number of transactions; Time and money savings both for the State and citizens;	2	The end of 2013
		Certificate of movement (change of domicile and address) CoM Centre for e-Government RS AIS IT Department of RS Government GS FBiH Government BD BiH Government IDDEEA FBiH Mol RS Mol BiH MoCT Cantonal Mols		2	The end of 2013



PART 6. e-GOVERNMENT

4. Information systems, e-Portals and e-Services

Objectives	Activity	Responsible institutions	Measurable indicator	Rank	Time line
<p>IT 4.9. Implement the following high priority transactional e-Services for economic operators¹⁸ :</p> <p>STAGE 1 - Starting up a business in the system of „one-stop-shop“ (registration at court, registration with tax authority, registration with statistics agency)</p> <p>STAGE 2 - Starting up a business in the system of „one-stop-shop“ - continuation (registration with employment offices, pension and health insurance)</p> <p>STAGE 3 - Services for existing economic operators (VAT, publication of vacancies, registration and deregistration of employees, statistical and other reporting to authorities).</p>	<p>4.9.1 Analysis and optimization of processes (simplification);</p> <p>4.9.2 Amendments to legislation;</p> <p>4.9.3 Development of IS;</p> <p>4.9.4 Training;</p> <p>4.9.5 Implementation;</p> <p>4.9.6 Evaluation and a constant improvement process.</p>	<p>CoM Centre for e-Government RS AIS IT Department of RS Government GS FBiH Government BD BiH Government Taxation Authority Ministries of Justice Registering Courts Statistics Institutes Employment Institutes Health insurance /Pension insurance Funds Institutions in charge of RAO²⁰</p>	<p>IS that enables transactional services is in place;</p> <p>The number of users and the number of transactions;</p> <p>Time and money savings both for the State and citizens;</p>	1	<p>The end of 2013, for STAGE 1</p> <p>The end of 2014, for STAGE 2</p> <p>The end of 2014, for STAGE 3</p>
<p>IT 4.10. Establish a system of collecting objections and proposals from e-Government users²¹</p>	<p>4.10.1 Enable e-Objections on and e-Proposals for the existing e-Services to be submitted;</p> <p>4.10.2 Establish a system that will ensure regular, adequate and timely consideration of all objections and proposals received from identified e-Services users, introducing adequate measures as required.</p>	<p>PARCO CoM Centre for e-Government RS AIS FBiH Government BD Government Institutions playing the central role in the implementation of appropriate e-Services at all levels of government</p>	<p>The number of proposals and objections;</p> <p>The number of responses.</p>	3	The end of 2013



PART 6. e-GOVERNMENT

Endnotes

¹ Priorities are placed on a scale from 1 – 4, number “1” indicating the major objectives. Timelines for achievement of objectives are set in accordance with the priorities and complexity of each individual objective. Thus, in some cases the deadline for achievement of an objective ranked as priority “2” may be set before an objective ranked as priority “1” (because the degrees of complexity are different).

² Ministry of Communications and Transport of BiH

³ Centres for e-Government of the Council of Ministers

⁴ Information Society Agency of the Republika Srpska

⁵ Information Technology Department of the General Secretariat of the Republika Srpska Government

⁶ Information Technology Department of the Brčko District of BiH

⁷ Reference to the area of Administrative Procedures and Services, U.P.1.13.

⁸ Ministry of Administration and Local Self-Government of the Republika Srpska

⁹ Reference to the area of Administrative Procedures and Services, U.P. 1.6.

¹¹ Reference to the area of Administrative Procedures and Services, U.P. 1.9.

¹² Reference to the area of Administrative Procedures and Services, U.P. 1.5.

¹⁴ EU Service Directive (Directive 2006/123/EG).

¹⁵ Ministry of Civil Affairs of BiH

¹⁶ Further discussion with the supervisory team

¹⁷ Ministry of Foreign Affairs of BiH

¹⁸ Reference to the area of Administrative Procedures and Services, U.P. 1.4.

¹⁹ Reduction of Administrative Obstacles, see the area of Administrative Procedures and Services

²¹ Reference to the area of Administrative Procedures and Services, U.P. 2.3.

Impresum

Publishers

PARCO - Public Administration Reform Coordinator's Office

EUPAR project

Design and Prepress

T&T Concept d.o.o Sarajevo

Circulation

100 pieces

Print

ComyProf d.o.o. Sarajevo



This publication is published with support of the European Union. The contents of this publication are the sole responsibility of the Public Administration Reform Coordinator's Office and can in no way be taken to reflect the views of the European Union.



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This project is funded by European Union