

ACTION PLAN I

TO THE STRATEGY FOR PUBLIC ADMINISTRATION REFORM

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Annex A: Timetable of Actions

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Introduction

This Action Plan I is the first of the two Action Plans to accompany the PAR Strategy. Based on the general concept of the PAR Strategy, it contains the agreed actions foreseen for the six core policy areas of public administration in order to enhance the general capacity of public administration.

Action Plan I has been prepared in six inter-governmental Working Groups – one for each horizontal area. The format is a table that specifies the activity that is necessary to achieve the goal, the proposed measures to achieve the goal, the institution(s) and the envisioned timeline for the implementation of the activity.

The implementation of this Action Plan will start immediately. The approach aims to be comprehensive: all governments, relevant projects and donor activities were taken into account and were invited to contribute to the Strategy/Action Plan. The Action Plan will provide a guideline for international donors/community to identify projects that should be funded in the area of PAR.

Since the creation of this Action Plan certain activities might have been developed in parallel or have been accomplished. Therefore it is foreseen that the implementation of the Action Plan will be subject to regular monitoring and evaluation through the Office of the PAR Coordinator. Based on the findings of the monitoring and evaluation, the Action Plan will be updated and adjusted accordingly, taking into account all relevant developments.

PART I POLICY–MAKING AND COORDINATION CAPACITY

The purpose of this part of the Action Plan is to improve the structure, the capacity, and the performance of the government Secretariats as coordinators of the overall policy system, thereby strengthening the policy-making systems on all government levels, and improving coordination across various levels of government.

The SIGMA program (*Support for Improvement in Governance and Management in Central and Eastern European Countries*) has already prepared reviews of the organization and functioning of the government services at the State level, and in the entities. The reviews include specific recommendations for developing policy-making and coordination capacities of the BiH and entity governments, and for better interlinking between the three governments. There will be a need to discuss these recommendations, and agree a common approach to the reform of central policy capacity, to ensure coherence in the various reform initiatives across levels of government, and over time.

The starting point of the *EC Twinning Project to the General Secretariat of the BiH Council of Ministers (CoM)*, focuses on the General Secretariat of the CoM as one of the key central Government institutions to strengthen, basically in three main areas: (i) preparation of the “government work” and councils of ministers sessions, (ii) overall coordination of all BiH institutions –including entities, inter-ministerial coordination, central government bodies placed under the Prime Minister’s cabinet, donors coordination for PAR-related projects, (iii) strategic policy-making and monitoring.

The general objective of the Twinning Project is in line with the European Partnership calls for BiH to:

- Work towards full national responsibility for policy-formulation and decision-making.
- Ensure proper policy-making co-ordination between all levels of government.

The specific objectives of the Twinning Project are:

- To contribute to the overall strengthening of the BiH General Secretariat activities and more generally all Institutions working under the Chair of the BiH Council of Ministers;
- To promote a consistent development of policy-making capacities within the BiH Institutions and the other levels of Government;
- To contribute to an effective work between BiH Institutions and other layers of Governments;
- To promote the setting-up of a proper information system for the work of the BiH Council of Ministers.

Support to the GS of the Council of Ministers will be implemented in 3 main stages:

- (1) Conduct an in-depth assessment of the present situation, review the legal framework, mandates, functions and activities of the Council of Ministers, its organization structure, staffing;
- (2) Propose recommendations for the overall strengthening of the GS for its main 4 mandates (preparation of the councils of ministers work, overall coordination and relations with other institutions and entities, strategic policy making and information system). It includes a comprehensive reform package for the GS, proposals to review mandates and the legal framework, organization, staffing, rules of procedures, training, and exposure to good EU practices;
- (3) Accompany the beneficiaries in implementing the proposed GS improvement in these various fields.

The Twinning Project includes four main components:

- Component 1: Assessment of the work of the BiH Centre of Government and preparation of a reform program for the BiH Secretariat General
- Component 2: Proposal for a consistent approach for policy-making capacities within the BiH Institutions and the other levels of Government
- Component 3: To provide recommendations for an effective work between BiH Institutions and other layers of Governments
- Component 4: To provide recommendations for the setting-up of a proper information system for the work of the BiH Council of Ministers

Besides this Twinning, the EC is also deploying Twinning “lights” with key Ministries such as the Ministry of Civil Affairs, the Ministry of Justice, or the Ministry of Foreign Affairs and the Directorate for European Integration (DEI), to enhance their own EU integration capacities.

Finally, the EC just started a one million Euro CARDS project (Civil Service Training Project, CSTP) assisting the BiH Civil Service Agency in devising proper training modules for civil servants and related curricula.

A UNDP project is focusing on *Strengthening Capacities of BiH Governments Representatives in Policy-Making and Strategy Development*. Within the framework of the project, Steering and Work Groups were established to prepare decisions that would provide a clearer and more binding basis for strategy and policy development in BiH public bodies. The draft decisions cover the following parts:

1. Decision on changes and amendments to the Rules of Procedure of Council of Ministers of BiH;
2. Decision on methodology for strategic planning and preparation of annual work program of CoM;
3. Decision on methodology for preparation, evaluation and selection of policies in the process of preparation of legal acts and other important strategic documents.

Several donor projects support the work of the Economic Policy and Planning Unit (EPPU).

At the level of the two Entities an UK DFID *programme, Phase II of Institutional Support to PAR in BiH, including continuation of support to the RS Government*, will be targeting public administration reform in Republika Srpska in particular. Another UK DFID programme “Access to Justice” is targeting the Ministries of Interior and Justice.

Assistance for the State institutions is also available from the *USAID justice sector development project*, and from OSCE – for the functioning of parliamentary services.

The reform will be linked to all these initiatives.

PM 1. Strengthening central policy capacity

PM.1.1 Strengthening central capacity (State and Entities)

Activity	Proposed steps	Responsible institutions	Timelines
1. Strengthen the role	Establish a joint Working Group to	State and Entity	By end 2006

<p>and capacity of BiH General Secretariat, and government Secretariats on other levels of authority in BiH (hereinafter: government Secretariats), so they develop into central policy coordination units able to:</p> <ul style="list-style-type: none"> • Coordinate the preparation of the government program and priorities; and monitor progress in implementing the work program, and revising it, if necessary; • Prepare the agenda of the government session; • Coordinate relations with parliament on legislation originating from the government; • Coordinate relations with other levels of government; and • Monitor the performance of ministries in meeting deadlines set in government decisions. <p><i>Links to the Twinning Project to the BiH General Secretariat; SIGMA reviews of central policy capacity in BiH</i></p>	<p>discuss recommendations for strengthening government Secretariats' mandates, organizational structure and means, in line with improvement of government policy-making, and agreement on a common approach to the reform.</p>	<p>governments</p> <p>Government Secretariats</p>	
	<p>With expert support, identify options for the reform. Consider in particular proposals for:</p> <ul style="list-style-type: none"> - Consolidation of government services into unified Secretariats serving, respectively, both the Prime Minister and the Council of Ministers (Government). - Arrangements for coordination with other central structures (horizontal coordination) and vertical coordination with line-ministries. - Coordination with other layers of government. - Proposals to strengthen the tasks and responsibilities of government Secretariats, including for granting them authority to: <ul style="list-style-type: none"> • Coordinate the process of setting government strategic priorities, after consultations with other responsible institutions, both within and outside their government structures; • Monitor implementation, to ensure that policy initiatives of ministries are in line with the government strategies (the EU Integration Strategy, the Mid-Term Development Strategy, the PAR Strategy), and the European Partnership; and coordinate with the Ministry of Finance to ensure policy links to the budget; • Review drafts and other submissions received from ministries, and return them for further work, if necessary. The reviews may concern both formal aspects (e.g., whether all required signatures and attachments are included, and all required consultations have taken place), and substantial aspects of the proposal. The latter must ensure: that the issue has been analyzed in sufficient depth; alternative policy options have been taken into consideration and appropriately assessed; inter-ministerial issues have been settled; 	<p>WG members</p>	<p>By mid 2007</p>

	<p>cross-sectoral issues of concern have been addressed appropriately; and the proposal is in line with government priorities and policies, including policy initiatives still under consideration;</p> <ul style="list-style-type: none"> • Monitor the performance of ministries in meeting deadlines set in government decisions; • Coordination with other levels of government, and parliament. <p>- Proposals for changes to the government Rules of Procedure so that they deal adequately with the various aspects of the policy preparation, inter-ministerial consultations, policy review and coordination.</p>		
	Undertake consultations on identified options.	All governments	Mid 2007
	Formulate specific proposals for granting sufficient authority to the Secretariats, in line with the new tasks and responsibilities.	Each government Government Secretariats	By end 2007; ongoing
	<p>Make necessary changes to government Rules of Procedure.</p> <p>Afterwards monitor implementation and introduce further changes to the Rules of Procedure as required.</p>	Each government	By end 2007; ongoing
	<p>Make necessary changes to the Rulebooks on internal organization and job systematization and staffing at each level that reflect the new tasks and responsibilities of government Secretariats, including the responsibility for inter-linking with each other.</p> <p>Periodically review needs afterwards and make necessary adjustments</p>	Each government Government Secretariats	By end 2007; ongoing
	The Government Secretariat in FBiH, to improve capacity (e.g., in terms of staff, organizational structure) to coordinate relations with the cantons.	FBiH Government	By end 2007; ongoing
<p>2. Ensure the proper operation of the central legislative offices</p> <p><i>NB: Links to the reform of government Secretariats as main coordinators of the</i></p>	Strengthen staffing arrangements at the BiH, RS and FBiH level, based on identified needs.	State and Entity Governments, Offices for Legislation	End 2007

<i>overall policy system.</i>			
3. Improve the process of establishing the annual work program.	Amend the Rules of Procedure of governments at all levels to better elaborate the process of establishing the annual work program, setting clear minimum standards of justification for the submission of regulatory projects. Based on those, the Rules of Procedure will require governments to open consultations amongst the different portfolios at the time of establishing their work plan, resulting in a more coordinated, realistic, and prioritized regulatory program.	Governments at each level Government Secretariats; Offices for Legislation at each level	Mid 2008

PM.1.2 Strengthening central capacity (Brčko District)

Activity	Proposed steps	Responsible institutions	Timelines
Strengthen central policy-making and coordination capacity.	Review needs. Formulate proposals for strengthening central capacity. Make necessary changes, e.g. in terms of staffing, procedures, organizational arrangements, etc.	BD Government	Mid 2007; ongoing afterwards
	Reinforce the link between policy responsibility and drafting. Ensure that the Legal Service of the Brčko District Government recruits and trains a sufficient amount of drafting specialists, with a view to either devolving drafting expertise to the Departments, or at least assign drafters to serve specific Departments on a permanent basis.		End 2007

PM.1.3 Strengthening central capacity (Cantons)

Activity	Proposed steps	Responsible institutions	Timelines
Strengthening central capacity (Cantons).	Review needs. Formulate proposals for strengthening central capacity. Make necessary changes, e.g. in terms of staffing, procedures, organizational arrangements, etc.	Cantonal governments (cooperation with the FBiH Government)	End 2007, ongoing afterwards
	Strengthen legislative offices in the Cantons, where their role in assisting institutions with less drafting capacity		End 2007

	is particularly important. All cantonal governments will establish their Offices for Legislation and the number of expert staff employed in those units will be increased.		
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PM 2. Improving capacities in individual ministries

PM.2.1 Strengthening policy capacities in individual institutions

Activity	Proposed steps	Responsible institutions	Timelines
<p>1. Strengthen the procedures for preparing items for the government.</p> <p><i>NB: Links to the reform of central policy capacity above</i></p> <p><i>Links to UNDP's project on Strengthening the capacity of BiH Governments representatives in Policy-making and Strategy Development</i></p>	<p>Revise procedures for preparing items for the government; paying special attention to clarifying and strengthening the procedures for:</p> <ul style="list-style-type: none"> • Responding to strategic documents of the government; • Annual work planning; • Consulting external interest groups; • Inter-ministerial consultations; • Intra-ministerial clearance of legal drafts; • Monitoring, evaluating, and reporting the achievements and shortcomings of policies. 	<p>Individual institutions at all levels</p> <p>State and Entity Governments</p> <p>Government Secretariats</p>	<p>From 2007; ongoing afterwards</p>
	<p>The procedures for responding to strategic documents will ensure that ministries are able to identify, and effectively communicate to, the government priorities within their competence, in response to draft strategic documents.</p>		
	<p>They will also ensure that ministries analyze the approved strategic documents of the government, respond with their own policy initiatives that conform to the strategy, and contribute to its realization.</p>		
	<p>The procedures for annual policy work planning will ensure that inputs to the government's annual work program take sufficient account of government priorities, especially priorities related to harmonization with EU legislation (e.g., BiH NPAA). These processes must ensure that:</p> <ul style="list-style-type: none"> • All sectors/ departments within the 		

	<p>ministry are involved in determining the ministry's priorities for policy and legislative initiatives in the upcoming year;</p> <ul style="list-style-type: none"> • There is an internal coordination process to ensure that the overall submission of the ministry is realistic and balanced; and • The ministry has the capacity to adequately fulfill its work plan. 		
2. Strengthening organizational arrangements and staffing in individual institutions.	<p>The ministries and other administrative bodies will assess their existing organizational and human resource capacity to perform the process of strategic planning, policy analysis and legal drafting; and ensure the most appropriate internal organizational arrangements (depending on the workload and the existing human resource capacities for these functions), allowing these functions to be centrally located within the organizational structure.</p>	<p>Government secretariats</p> <p>Each institution individually</p>	<p>Late 2007, ongoing afterwards</p>
	<p>Based on the assessment, individual institutions may amend their Rulebooks on internal organization and job systematization to establish separate unit or units, or single specialist positions for these functions.</p>		
	<p>Institutions should develop adequate job descriptions for these functions.</p>		
PM.2.2 Establishing a coherent policy on the quality of regulations			
Activity	Proposed steps	Responsible institutions	Timelines
1. Ensure that law drafting across BiH is based on common standards.	<p>Review law drafting rules, and make necessary changes to ensure that law drafting across BiH is based on common standards.</p>	<p>Governments at all levels</p>	<p>Mid 2007</p>
	<p>The F BiH, Brčko District, and Cantonal governments and/or parliaments will consider, in the nearest future, to adopt a drafting code such as the Uniform Drafting Rules in the Institutions of BiH (hereinafter the Uniform Rules) passed by the Parliamentary Assembly of BiH.</p>	<p>Government Secretariats, Offices for Legislation</p> <p>Parliaments (Parliamentary Secretariats)</p>	

	Law drafting rules will be applied both by government and parliament; so to ensure that the draft laws or amendments initiated by members of parliaments do not circumvent and/or, go beyond, the overall legislative drafting system, and vice versa.		
	The government's Office for Legislation and the Secretariats, in cooperation with the parliamentary secretariats, will run several aspects of the implementation (including training, and the periodical revision of the Rules themselves), as common projects between government levels.		End 2007; ongoing afterwards

PM.2.3 Allow the sharing of capacity amongst institutions

Activity	Proposed steps	Responsible institutions	Timelines
Stimulate and regulate the functioning of inter- institutional, and inter- governmental working groups.	Formally establish better defined rules on the role of such WGs, methodology of work and internal decision-making, through the amendments to the Rules of Procedure of governments, or in another appropriate way.	Government Secretariats, Offices for Legislation (all together) BiH DEI (and institutions responsible for European Integration in entities)	Late 2007

PM.2.4 Facilitating the specialization of staff

Activity	Proposed steps	Responsible institutions	Timelines
1. Develop training. <i>Links to UNDP's project on Strengthening the capacity of BiH Governments representatives in Policy-making and Strategy Development</i>	Develop a thorough training program for existing and new strategic planning, policy analysis, and drafting personnel –including initial certification, specialization and periodical upgrading. The program may be developed by the government Secretariats, in cooperation with the Offices for Legislation and the Directorate for European Integration, as well as in cooperation with the Civil Service Agencies. It may include contributions from universities (e.g.	Government Secretariats, Offices for Legislation (all together), and BiH DEI	Late 2007

	faculties of law, economics etc.).		
	The program will be updated each year, with ministries identifying the specific areas in which improving skills will be considered a priority.		Ongoing
2. Envision funding for the employment and training of specialized staff.	Envision funds for the employment and training of specialized staff in institutions undertaking strategic planning, policy analysis, and legal drafting, as well as some funds for activities to be undertaken in the course of policy development, and drafting.	Governments and institutions	Late 2007
3. Use handbooks, manuals and other instruments.	Develop handbooks and other tools to assist staff performing these specialized functions. Promote the use of existing instruments.	Each institution individually	Mid 2007; ongoing afterwards

PM.2.5 Better outsourcing of expert services

Activity	Proposed steps	Responsible institutions	Timelines
1. Envision necessary funding for outsourcing of expert services. There may sometimes be a need to recruit external experts (lawyers and analysts) to support legislative drafting exercises.	Each institution will transparently foresee the need for additional funding and budget for it on the bases of planned normative activities, after a clear analysis of the expertise available in-house and in other institutions.	Institutions; Ministries of Finance	By end 2008
2. Establish transparent criteria and rules for outsourcing of expert services.	The selection of experts will be conducted on the basis of clear criteria according to rules which encourage maximum quality, openness and effectiveness – generally for lists of experts covering possible areas of need. All selected experts will be supervised by civil servants, and made familiar with the basic rules governing the drafting of normative texts in the administration.	Government at all levels Government Secretariats and Legislative Offices	

PM.2.6 IT support to drafting

This action is related to the EC funded e-Government project (1,5 M) that will computerize (2006-2007) BiH CoM including line Ministries and build one platform for the CoM. In 2007-2008 there will be a document management system introduced with workflow (after a business process redesign) for the entire

operation of the CoM.			
Activity	Proposed steps	Responsible institutions	Timelines
1. Design a drafting support software – able to produce standardized legislative texts which could be easily fitted into a workflow system and a database (optional).	Now that the Uniform Drafting Rules are adopted at the State level, it is advised that the Parliamentary Assembly Secretariat and the Office for Legislation of the CoM will cooperate (with donor support), to design a simple drafting support software, as an aid for drafters in the implementation of the new Rules.	BiH Parliamentary Assembly Secretariat BiH CoM Office for Legislation	Mid 2008
	This software will act as a pilot case for other government levels.	Governments on all levels (Offices for legislation)	
2. Starting from the State level, establish a workflow management information system to enable materials to be circulated electronically.	The Rules of Procedure of CoM and the Parliamentary Assembly will be adapted, and an obligation set for materials to be circulated electronically.	CoM General Secretariat Others: Parliamentary Assembly Secretariat	Late 2008
	The pilot experience will be followed up at the other government levels.	Governments on other levels (Secretariats)	Mid 2009
PM 3. Improvement of compliance verifications			
PM.3.1 Improvement of compliance verifications (general)			
Activity	Proposed steps	Responsible institutions	Timelines
Define standard methods and criteria of verification as formal instruments that would provide a uniform approach in the process of considering regulations.	Prepare written guidelines and forms for verification of proposed/draft regulations. This will ensure all drafts/proposals of normative acts are in the future considered in a simple and consistent manner.	Governments at each level	Mid 2008
PM.3.2 Improvement of compliance verifications (nomotechnics and style)			
Activity	Proposed steps	Responsible institutions	Timelines

Improvement of compliance verifications (nomotechnics and style).	The application of the nomotechnical and stylistic aspects of the “Uniform Rules for the Drafting of Regulations in the Institutions of BiH” and similar law drafting rules on other levels will be regarded as a priority, and actively supported.	BiH Parliamentary Assembly Secretariat, BiH Office for Legislation	Starting immediately
	The use of training materials, such as a practical manual for law drafters, will be encouraged on all levels, to demonstrate in a less prescriptive manner the application of drafting standards in particular circumstances, and how to deal with specific drafting difficulties.	Legislative Offices at other levels and parliaments	Continuous activity

PM.3.3 Improvement of compliance verifications (other legal verifications)

Activity	Proposed steps	Responsible institutions	Timelines
Improvement of other legal verifications, in order to ensure a full analysis of draft legislation from the perspective of its compliance with the present constitutional and legal system.	Amend the Rules of Procedures of the government at all levels to introduce a complete checklist for drafters to follow (with matching opinions by other specialized institutions if possible). This may entail the introduction of new verifications where missing, as in the case of those concerning the introduction of criminal sanctions, the organization of administrative bodies, and elements of administrative procedure.	Governments at each level	Mid 2008

PM.3.4 Improvement of Compliance verifications (EU acquis)

Activity	Proposed steps	Responsible institutions	Timelines
1. Establish formal arrangements for close cooperation with the DEI on all levels. <i>Linked to the Twinning to the Legislative Office (and as secondary beneficiary DEI, Legal Harmonization Unit) starting Sept/Oct 2006</i>	The FBiH, RS, BD and Cantonal institutions will not, beyond any doubt, be able to deal individually with the complexity of the process of approximation of their legislation with the <i>acquis</i> . Therefore, it is of utmost importance to set up formal arrangements for close cooperation among DEI, as central coordinating body, and ministries and other institutions at these levels of authority in BiH, with regard to exercise of	Governments at the FBiH, Cantonal, BD and RS levels DEI	Mid 2007

	approximation of reviewing the compliance of the new and existing domestic legislation with the <i>acquis</i> .		
2. Provide training. <i>Links to: Twinning “lights” with key Ministries; the EU Integration training project that starts end 2006 and aims to train 1000 civil servants in the generalities of EU system.</i>	Design and deliver training in approximation methodology. Design and provide training to responsible personnel within the administration at all levels in the generalities of the EU legal system, and the specificities of substantive <i>acquis</i> in their policy area of specialization.	Institutions DEI	Mid 2008
3. Secure funds for the purpose of translating, editing and proofreading the respective primary and secondary EU legislation	There is an evident need that the State of BiH authorities, and also the Entities and BD, start securing substantial funds in their respective Budgets for the purpose of translating, editing and proofreading the respective primary and secondary EU legislation. Agree with neighboring countries on exchange of translated texts.	Governments at each level DEI	2007, ongoing

PM.3.5 Improvement of compliance verifications (budgetary impact)

Activity	Proposed steps	Responsible institutions	Timelines
Ensure proper evaluation of the budgetary impact of regulations.	The Ministries of Finance (incl. BD) on all levels to set a clear methodology and forms for the required calculations.	Ministries of Finance, BD (sector responsible for finance)	Mid 2008
	Drafting and financial staff in the institutions at all levels of authority, as well as the budget departments in the Finance portfolios, will be also trained in their use.	Ministries of Finance, BD (sector responsible for finance) Institutions (in cooperation with the CSAs)	
	Procedure of governments at all levels will include an obligation for evaluation of the budgetary impact of regulations.	Governments at each level	

PM.3.6 Improvement of effect verifications (consultations)

Activity	Proposed steps	Responsible institutions	Timelines
<p>1. In order to better assess the potential impact of regulations in other policy areas, institutions will develop capacities to coordinate with each other as a matter of routine.</p>	<p>The work Rules of the authorities at all levels will detail commitments. Based on which, the proposing party will distribute the draft regulation for comments in all other ministries and institutions, thus opening the possibility for them to comment within a given date.</p> <p>As a rule, consultation will take place as early as possible in the policy development process so that as many conflicts as possible are resolved before items reach the government.</p>	<p>Governments at each level</p>	<p>Late 2007</p>
<p>2. Consultations across the levels of government.</p> <p>The issue of consultations across the federal system is important and will benefit from some institutionalization.</p>	<p>A consultative group comprising the government secretaries, secretaries of key ministries, the heads of offices for legislation and secretaries of parliaments from the State, and the two Entities and Brčko District, will be convened at the stage of preparing the annual legislative work plan of the BiH CoM.</p> <p>Also, in case of preparation of key pieces of legislation having impact on different levels of government. A similar mechanism will be established within the FBiH.</p>	<p>Governments at each level</p> <p>Government Secretariats and Legislative Offices</p> <p>Parliaments (parliamentary secretariats)</p>	<p>End 2007; ongoing</p>
<p>3. Public consultations.</p>	<p>Implement public consultations during the phase when the text is being drafted.</p> <p>The purpose of such consultations will be aimed at obtaining the views of specific non- governmental organizations or interest groups; rather than “the general public”.</p>	<p>Governments</p>	<p>Late 2007; ongoing</p>
	<p>A minimum requirement will be introduced for the most complex legislative projects to include the formal opinion of at least one (or more) competent non-government organization.</p>	<p>Governments</p>	
<p>4. Comparative work.</p>	<p>Although the legal system at all levels in BiH is specific, comparative work can be a relatively costless way to identify possible mistakes in a</p>	<p>Governments at all levels</p>	<p>Late 2007</p>

	regulation's strategic approach. The practice requires a minimum of reasoned comparative overviews (e.g. 3 EU countries), as part of the explanatory notes that will be introduced in the respective Rules of Procedure of Governments at all levels.		
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PM.3.7 Improvement of effect verifications (impact assessments)

Activity	Proposed steps	Responsible institutions	Timelines
<p>Each layer of government will introduce a methodology for impact assessment of legislation.</p> <p>The methodology will be based on the “principle of proportionality”: the time, resources and efforts to be invested into impact assessment will be proportionally tailored to the magnitude of the problem being addressed by the policy and/or legal act.</p> <p><i>Links to UNDP’s project on Strengthening the capacity of BiH Governments representatives in Policy-making and Strategy Development</i></p>	<p>Introduce impact assessment methodology that proportionally to the significance of the issue under consideration, takes account of the following issues:</p> <ul style="list-style-type: none"> • Budgetary, social, economic, environmental costs and benefits; • Distribution of costs and benefits by different levels of authority in BiH, if such exist; • Distribution of costs and benefits within the population and subgroups; • Possible problems with enforcement, acceptance and compliance; • Possible flaws, contradictions, lack of clarity and gaps in the preliminary draft; and • Undesired side effects. <p>The methodology will reflect the following principles:</p> <ul style="list-style-type: none"> • Policies and acts will relate to government strategic priorities; • Policies and acts will be fiscally achievable; • Policies and acts will be evidence-based; • Policies and acts will be developed through transparent and consultative procedures; • Policies and acts will include implementation plans, to ensure they are efficiently and effectively implemented. <p>The methodology will include a checklist to provide guidelines to institutions on how to carry out impact assessment.</p>	<p>Governments at all levels</p>	<p>Mid 2009, ongoing</p>

	<p>The checklist will be flexible enough to mirror the “proportionality principle” for instance:</p> <ul style="list-style-type: none"> • A standardized/limited impact assessments is carried out for medium and low priority initiatives contained in the Annual Work Program of respective government; • An extended impact assessment is carried out for all high priority initiatives contained in the Annual Work Program of respective government; and • Impact analysis desirable for high priority initiatives that may entail significant and comprehensive changes in the system (e.g. reform of the tax system, reform of the social security and health systems, etc.), and/or those likely to induce significant costs (e.g. construction of a new highway or dam, etc.). In comparison to extended impact assessment, this impact often requires external professional expertise, sophisticated research, longer timelines, and is therefore costly. 		
	<p>The methodology will specify responsibilities for verifying the relevant statement of the proponent ministry through a formal opinion.</p>		
	<p>At each level of government, entrust the overall coordination of impact assessment for important policies and legislation, to a central policy unit of the relevant government. This unit will also be in charge of training arrangements for the staff (including non-legal staff), in individual institutions.</p>		

PM 4. Improving the enactment process

PM.4.1. Information to decision-makers on the content of drafts

Activity	Proposed steps	Responsible institutions	Timelines
Include names of	To secure full information to decision-	Governments at	Late 2007

drafting staff in the explanatory note to each regulation.	makers on the content of the drafts, the Rules of Procedure of each government, or other appropriate act, will set an obligation to include the names of drafters or members of working group in the explanatory note to each regulation.	each level	
PM.4.2 Parliamentary consideration of legislation			
Activity	Proposed steps	Responsible institutions	Timelines
Since Parliament may introduce a bill on its own, it will be ensured that legislation initiated directly by MPs is developed according to the same quality requirements as acts originating from the government.	Develop formal processes to ensure that parliament, in preparing the draft, is made aware of (e.g., financial and operational) constraints on governments which any legislative action will take into account.	Governments and Parliaments of each layer of government	End 2007
	Establish formal arrangements to ensure that drafts introduced in parliament are subjected to impact verifications same/similar to those that were applied by government to the original draft law.	Parliaments on all levels (in cooperation with governments)	Mid 2009, ongoing
	To ensure legislation initiated directly by MPs is developed according to the quality requirements common to the whole legislative drafting system, a unit for legislative affairs in the Secretariat of the BiH Parliamentary Assembly will be established. Other parliaments in BiH will also secure the presence of specialized positions amongst their staff (analysts; drafting personnel).	Parliaments (parliamentary secretariats)	End 2007
	Establish formal procedures that ensure that amendments proposed by MPs to a government's legislative proposal, which relates to the transposition to the <i>acquis</i> , do not infringe upon the respective provision(s) of the <i>acquis</i> with which the government's legislative proposals is being harmonized. This may include establishing a joint body comprised of both government and parliament technical staff to provide advice on and/or alert MPs on potential implication(s) of such	Governments and Parliaments of each layer of government	Beginning of 2008, ongoing

	amendment(s); changes to rule of procedures, etc.		
PM.4.3. Establishment of the Commission for Linguistic Policy			
Activity	Proposed steps	Responsible institutions	Timelines
<p>Due to three-lingual system of BiH legislation, the Parliamentary Assembly of BiH will prioritize the establishment of the Commission for Linguistic Policy to be in charge of and deal with the following issues:</p> <p>a) Decide on complaints relating linguistic accuracy and correctness, and whether terms used in regulations that are in force are identical;</p> <p>b) Compile and update tri-lingual official lexicon of terms used in regulations;</p> <p>c) Determine dictionaries and grammatical rules to be used in the forthcoming year.</p>	<p>The Commission will be comprised of six distinguished linguistic experts, nominated by the House of Peoples of the BiH Parliamentary Assembly of BiH. The Commission will have equal number of members representing three constituent peoples. Meetings of Commission will be convened as necessary, and at least once annually. The Service for Publication of the House of Peoples of the BiH Parliamentary Assembly will serve as secretariat.</p>	<p>Parliamentary Assembly of BiH</p>	<p>Mid 2007</p>
PM.4.4 Preparation of regulations for publication			
Activity	Proposed steps	Responsible institutions	Timelines
<p>Improve preparation of regulations for publication.</p>	<p>The Rulebook on Internal Organization and Job Systematization of the Secretariat of the House of Peoples of the BiH Parliamentary Assembly needs to be amended, in order to provide for at least two additional posts in the Service of the House of Peoples specifically tasked with preparing regulations for publication.</p>	<p>BiH Parliamentary Assembly Secretariat</p> <p>Parliaments on other levels</p>	<p>Mid 2007</p>

	Parliaments on other levels to consider similar changes based on identified needs.		
PM 5. Improving the access to regulations			
PM.5.1 Database of legislation			
Activity	Proposed steps	Responsible institutions	Timelines
Establish and maintain a comprehensive database of legislation accessible from one point and through an integrated Web portal. <i>Link to Legislation Database project (UNDP in partnership with the Council of Ministers and the EC Delegation)</i>	All existing laws (including legislation presently not available in electronic format) will be included in the database,. They will be numbered and classified in accordance to various criteria. These codes find correspondence in the organograms mapping the harmonization of the BiH legislation with the EU <i>acquis</i> . Include English translations of legislation on PAR Coordinator's website.	Governments on all levels Others: Official Gazette of BiH, F BiH, RS Centre for Training of Judges and Prosecutors (hosting institutions); PAR Coordinator's Office	From 2007; ongoing afterwards
PM.5.2 Better access to secondary regulations			
Activity	Proposed steps	Responsible institutions	Timelines
Ensure full access to secondary legislation.	In order to ensure full access to secondary legislation, a legal requirement will be established specifying which types of by-laws need to be published in the official gazette. For all the others, a register of all secondary legislation in force will be maintained by the respective Office for Legislation at each level of government. When established, these registers will be given public access through the on-line legislative database.	Governments on all levels Offices for Legislation at each level	Late 2007
PM.5.3 Consolidated version of laws			
Activity	Proposed steps	Responsible institutions	Timelines
To clarify the status of legislation in force, it is necessary to prepare and publish	It is critically important that all levels of authority in BiH engage more proactively in the creation and publishing of consolidated texts of their	All	Mid 2007, ongoing

consolidated version of laws.	regulations.		
PM.5.4 Collections of primary and secondary legislation			
Activity	Proposed steps	Responsible institutions	Timelines
To provide working access to essential legislation, it is advised that each ministry or institution with important normative functions publishes collections of both primary and secondary legislation, referring to their respective areas of activity.	Each ministry or institution with important normative functions will envisage in its budget sufficient funds for the publication of collections of both primary and secondary legislation.	Individual institutions at each level	2007, ongoing
	The same texts will be made also available online.		

PART II PUBLIC FINANCE

PF 1. Policy dimension of the PF system

PF.1.1 Strengthening of fiscal coordination mechanism

The newly established Fiscal Council currently operates on the basis of the Agreement on Fiscal Council signed by entities, BiH and BD governments. It is considered necessary to strengthen the basis for its existence, and work through a law that will more closely define the work processes of the Fiscal Council, and outline the Fiscal Council bodies and other institutions that will provide it with analytical support.

The activities under this action are directly linked to the *EC Fiscal Policy Support project for BiH*. The World Bank/IMF closely monitor the public expenditures at all government levels, and the overall macroeconomic stability.

Activity	Proposed steps	Responsible institutions	Timelines
1. Create a draft of the law which will elaborate a work mode of the Fiscal Council and establish working bodies and its functioning mode.	Urgently finalize the draft of the Law on Fiscal Council.	WG for drafting the Law on Fiscal Council	Short-term (immediate)
2. Establish Fiscal Council Secretariat.	Create the Rulebook on Procedures. Make a systematization of workplaces.	Fiscal Council/Working Bodies of the FC	Short-term (ASAP)

PF.1.2 Regular preparation of macro-fiscal framework for the whole state

This is one of the basic analytical documents that are necessary for policy decision-making of any government. Until recently, BiH was lacking such a comprehensive analysis, which severely limited its policy makers in any decision-making process, and made them dependent on foreign assistance in this area. It is necessary to develop a coherent, comprehensive and single framework for the whole country.

Activity	Proposed steps	Responsible institutions	Timelines
It is necessary to develop a unique macroeconomic and fiscal framework for the BiH.	The responsibility for preparing the macro-fiscal framework will be clarified by the Fiscal Council (in particular the roles of EPPU and ITA/MAU).	Fiscal Council, ITA/Governing Board	Short-term (start immediately)

PF.1.3 Regular preparation of Consolidated government account

The lack of information on the public sector size and its revenues / expenditures presented a lack of basic statistical data on BiH, its public sector, and its impact on overall economy. There is a need to establish consolidated governmental accounts as the main source of consolidated data on the public sector. A tentative precondition for this task is the harmonization of accounting standards within BiH.

Activity	Proposed steps	Responsible institutions	Timelines
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<p>It is necessary to establish the consolidated government account as the main source of consolidated data on the public sector.</p> <p>This includes better cooperation and data exchange between different government levels.</p>	<p>To put the issue of responsibility for producing the Consolidated government account before the FC.</p> <p>Note: By European Partnership, the responsible institution for this activity is MAU.</p>	<p>Fiscal Council/ITA MAU</p>	<p>Short-term (start immediately)</p>
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PF.1.4 To reduce fiscal imbalance through the implementation of fiscal equalization system in the Entities

The laws introducing fiscal equalization at local government and cantonal level have been adopted in both entities in April 2006. Their implementation will improve the current excessive fiscal imbalances, both horizontally and vertically, across the public administration in both Entities. Efforts will focus on implementation of the new framework.

This activity is linked to the USAID/ Swedish International Development Agency (SIDA) work on local government capacity building (GAP project).

Activity	Proposed steps	Responsible institutions	Timelines
Implement laws introducing fiscal equalization in entities.	Create the bylaws necessary for law implementation.	FBiH MoF, RS MoF	Short-term (end 2006)

PF 2. Raising efficiency and effectiveness of budget management

PF.2.1 Medium-term expenditure framework is a process implemented in the whole of BiH

Medium-Term Expenditure Framework (MTEF) process introduction begun several years ago in both entities, and in 2005 has been expanded to the BIH level. This process has recently included Brčko District in MTEF preparation.

Further improvement of the MTEF requires addition of new elements to the Budget framework paper. BFP needs to have a common macroeconomic and fiscal outlook for all governments (as far as ITA revenue projections are concerned, even through different direct and non tax revenue forecasts will be used at the State and entities), set expenditure limits by budget user, and incorporated common strategic goals of different sectors through line ministries. The BFP drafting process needs to be harmonized; this requires harmonization of budget calendars at all government levels.

The current budget process needs to be strengthened by improving the communication between the MF and budget users, especially during budget preparation. Although program-based budgeting will deliver a strong policy-budget link, it is necessary to have institutions set policy priorities during the budget drafting process, consistent with sector strategies and national strategies, for the budget to reflect the policy priorities of the administration.

Currently, the manual data entry of budget requests takes too much capacity within the MFs budget departments, and minimizes analytical work. Introduction of an IT module for budget preparation (compatible with the treasury system), would streamline this process, and increase efficiency of the Ministries of Finance.

The activities under this action are directly linked to the PKF/DFiD's assistance with the MTEF and budget planning processes across all levels of government in BiH. The assistance links to the implementation of the World Bank's Economic Management Structural Adjustment Credit (EMSAC).

Activity	Proposed steps	Responsible institutions	Timelines
1. To include Brčko District in the process of the Medium-term Expenditure Framework.	Drafting the Medium-Term Expenditure Framework for the period 2007-2009 and beyond.	BD Government	Short-term (end 2006) Continuously
2. BFP has new elements: common macro-economic and fiscal projections, target surplus/deficit, expenditure limits per individual budget user, and implementation of the common strategic objectives realized through line Ministries	Drafting amendments to the BiH Law on financing. Implementation of the system laws on budget at state and entity level. Organization of seminars and workshops for finance officers in BiH and entities institutions, and BD.	BiH MoFT, FBiH MoF, RS MoF, BD Government (sector responsible for finance)	Short-term (end 2007) Continuously
3. Harmonization of the BFP drafting process at state, entity and BD level.	Include BD in the Coordination Committee. Create a harmonized budget calendar.	Coordination committee (Assistant Ministers for budget, MAU)	Short-term (end 2006) Immediate
	Create amendments to the system laws on budget following Coordination Committee's recommendations.	BiH MoFT, FBiH MoF, RS MoF, BD Government (sector responsible for finance)	Short-term (mid 2007)
4. Drafting the Consolidated BFP for entire BiH.		BiH MoFT, FBiH MoF, RS MoF, BD Government (sector responsible for finance), MAU EPPU	Short-term
5. The budget process has new elements: establishment of institution's priorities, communication between MoF and beneficiaries: and including BFP into information package for Parliament.	Implementation of the system laws on budget at state and entity level. Drafting procedures and unified forms for budget users. Organization of seminars and workshops for finance officers in BiH and entities' institutions.	BiH MoFT, FBiH MoF, RS MoF, BD Government (sector responsible for finance)	Short-term Continuous
6. Develop software for budget drafting compatible with treasury system.	Draft a project plan for the funds request.	BiH MoFT, FBiH MoF, RS MoF, BD Government (sector responsible for finance)	Short-term beginning Long-term implementation

PF.2.2 Transparent expenditure of public funds			
Capital investments are currently budgeted on a yearly basis, making their management and planning more difficult and uncertain. It is necessary to create a new methodology for treatment of capital investment that would address the current weaknesses within the system. Consideration of recurrent expenditure implications of capital investments also needs to be strengthened			
Activity	Proposed steps	Responsible institutions	Timelines
Introducing multi-annual planning of capital investments.	Establish a WG for drafting a joint methodology for treatment of the capital investments.	BiH MoFT, FBiH MoF, RS MoF, BD Government (sector responsible for finance)	Short-term (mid 2007)
PF.2.3 Inclusion of institution's management in the preparation of BFP and the budget			
Weaknesses in communication between the institution management and the finance unit within institutions, undermine the ability to link institution's policy priorities and the budget. This communication needs to be strengthened in the preparation of BFP, through adequate delivery of information, and inclusion of management staff in the work processes. During the process of budget drafting the communication with budget users needs to be conducted at different levels of authority, in order to ensure the budget proposal truly reflects the needs and priorities of any given sector/institution.			
Activity	Proposed steps	Responsible institutions	Timelines
It is necessary to strengthen communication between management of institutions and finance units.	<p>Communication can be improved during the drafting of the Mid-Term Expenditure Framework through informing and inclusion of the management in the work.</p> <p>In case of insufficient explanation of the Mid-Term Expenditure Framework, implement a return of requests and raise the discussion to higher level.</p> <p>Establish discussion levels for the budget request – with the finance unit, at the ministerial level and at government level.</p>	All institutions	Short-term (end 2007)
PF.2.4 Introduction of program-based budgeting in BiH public administration			
Program-based budgeting is a modern budget preparation methodology, which requests institutions to compose their budget on the basis of programs and activities which the institutions plan in the medium-term. This budget methodology will strengthen the linkage between the policy objectives of a sector and its budget (where significant weaknesses have been found). Every budget allocation will ultimately be linked to a policy goal. Program-based budgets are usually linked to national development plans, or similar strategic documents. This objective is long-term, and as a precondition for success, it necessitates capacity building within the Ministries of Finance, and individual institutions.			
Activity	Proposed steps	Responsible institutions	Timelines
It is necessary to implement a new methodology of	Strengthening the department for budget - employment of civil servants who would be responsible to	BiH MoFT, FBiH MoF, RS MoF, BD Government (sector	Short-term activities (start

budget planning – program-based budgeting (PBB).	<p>implement the system.</p> <p>Training of employees.</p> <p>Drafting of a methodology for introduction of PBB - identify law changes if necessary.</p> <p>Strengthening finance units in institutions.</p>	<p>responsible for finance)</p> <p>All public administration institutions</p>	<p>immediately)</p> <p>Long-term objective</p>
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PF.2.5 Timely inclusion of the Parliament in the budget process

The Parliamentary budget adoption process is currently starting quite late in the year for the next fiscal year. There is potential for improvement of budget adoption process through information meetings with relevant Parliamentary Commissions where they would be presented with the information on BFP and with the results of the fiscal coordination process.

Activity	Proposed steps	Responsible institutions	Timelines
Parliamentary bodies must have enough time to review a budget draft.	<p>Implementation of the systemic laws on budgets of BiH and entities.</p> <p>Regular briefings for the members of PA commissions for budget and finance about the expenditure framework and results of the fiscal coordination process.</p>	<p>BiH MoFT, FBiH MoF, RS MoF, BD Government (sector responsible for finance), MF of Cantons</p>	<p>Short-term (end 2007)</p> <p>Continuously</p>

PF.2.6 Introduction of expanded reporting towards the Parliament and public

The reports currently submitted to Parliament for adoption usually contain expenditure data sheets, and very limited analyses or recommendations for corrective actions. These reports are usually not available to general public, as they are not usually published in the Official gazettes or on MFs' web sites. It is necessary to improve the reporting to the Parliament and the public, by including detailed expenditure analysis, explanations on divergences from the original budget, and follow-up activities engaged in accordance with supreme audit office recommendations.

Activity	Proposed steps	Responsible institutions	Timelines
Expanding reports for the Parliament and the public with expenditure analyses, deviations explanations, and reports on activities following audit recommendations.	<p>Create a format of the reports in consultations with auditors, parliamentary commissions and beneficiaries.</p> <p>Revise the Rulebook on reporting.</p> <p>Publish reports on institutions' web-sites.</p>	<p>BiH MoFT, FBiH MoF, RS MoF, BD Government (sector responsible for finance), MF of Cantons</p>	<p>Short-term (mid 2007)</p> <p>Continuous</p>

PF.2.7 All off-budget funds, and funds flows from donations, need to be incorporated into the MTEF and the budget process

Although there is a legal obligation, off-budget funds have not yet been included in the MTEF process. Their inclusion will mean that the MTEF process is rounded up to encompass the whole BiH public sector. Donations are often not recorded in budgets, and any analysis of their impact is impossible. Their inclusion in the budget will provide a possibility for building a database of assistance received, and to enable analysis

of its impact.			
Activity	Proposed steps	Responsible institutions	Timelines
Off-Budget Funds will be involved in the work on the BFP. All donations will be expressed in the budget.	Include donations in the budget. Implement entities' Law on budgets and include the funds in the BFP.	BiH MoF, FBiH MoF, RS MoF, BD Government (sector responsible for finance), MF of Cantons Funds' management	Short-term (end 2007)
PF.2.8 Improvement of the budget process in FBiH			
FBiH has the most complicated administrative structure, with three different levels of government. It is necessary to implement mechanisms of fiscal coordination between the three government levels, and to increase the level of consultations about policy impacts (especially when higher government levels are introducing new policies with financial impacts on lower level governments).			
Activity	Proposed steps	Responsible institutions	Timelines
It is required to introduce adequate mechanisms for cooperation among all three Government levels.	Implementation of the FBiH Law on budgets.	FBiH MF, MF of Cantons	Mid-term 2008
PF 3. Improving the accounting framework and the treasury system operations			
PF.3.1 Introduction of the accrual accounting model in the public sector			
Accrual accounting model is a model which is currently applied in the business community. The introduction of this model in the public sector can increase transparency and accountability of the public administration. This is an ambitious objective; not all EU countries have switched to this accounting model. This goal will require significant investment in capacity (both training and IT), and is therefore considered long-term.			
Activity	Proposed steps	Responsible institutions	Timelines
Introduce modern international accounting standards and accounting model in the BiH public administration.	Drafting the project plan for seeking donors' support. Translation of the standards. Implementation of the legal solutions in the BiH's Law on accounting and audit. (Framework Law). Expand the Action plan (EBRD) to include public sector.	BiH MoFT, FBiH MoF, RS MoF, BD Government (sector responsible for finance) Other: All public administration institutions	Long-term objective

	Include the establishment of public control in the action plan.		
<p>PF.3.2 Harmonization of accounting standards in BiH In BiH, each government uses its own accounting standards. The harmonization of the accounting standards in BiH is a necessary precondition for the production of the Consolidated government account, and will be prioritized in the near term.</p>			
Activity	Proposed steps	Responsible institutions	Timelines
In order to produce the consolidated public sector account, it is necessary to harmonize the accounting standards currently in force in BiH.	<p>Establish a WG for harmonization of the public sector standards.</p> <p>Create changes of the laws/bylaws following the WGs recommendations at all levels.</p>	BiH MoFT, FBiH MoF, RS MoF, BD Government (sector responsible for finance)	Short-term (next six months)
<p>PF.3.3 Establishment of technical coordination of treasuries within different levels of government After the introduction of the Single Treasury Account at BiH, Entity and Cantonal levels, the technical coordination between different users of the same system was non-existent. Introduction of technical coordination will bring a range of benefits to the public administration: more efficient use of scarce IT resources, as the solutions to technical problems will be shared between different governments; and cost efficiency, as the administrations can jointly approach the supplier of the system, and look for cost benefits that are unobtainable alone.</p>			
Activity	Proposed steps	Responsible institutions	Timelines
Technical coordination will generate a number of benefits: easier solving of different technical problems, and a better negotiating position with the provider of the treasury system.	Establishment of a body for technical coordination –constituted from the IT professionals.	BiH MoFT for the establishment, FBiH MoF, RS MoF, BD Government (sector responsible for finance), MF of Cantons	<p>Short-term (mid 2007)</p> <p>Continuous</p>
<p>PF.3.4 Introduction of Treasury operations in the whole public administration When the Treasury single account system was introduced, it did not encompass the local governments level or the off-budget funds. To promote more transparent use of public funds, all general government institutions will introduce a Single Treasury Account for their operations (including local governments and funds).</p>			
Activity	Proposed steps	Responsible institutions	Timelines
Due to a more transparent exploitation of public funds, all government institutions will introduce a Single Treasury Account (STA).	Establishment of the Treasury in the municipalities and Off-Budget Funds.	FBiH MoF, RS MoF, BD Government (sector responsible for finance), MF of Cantons, Municipalities?	Mid-term (2008)

		Mayors, Fund Directors	
<p>PF.3.5 Improved Treasury operations</p> <p>The USAID has recently supported the establishment of the treasury function and the introduction of financial management information systems at entity and sub-entity levels. Although the Treasury system is relatively new, it still requires constant improvement which will lead to increase in its efficiency. The necessary improvements include technical updates of the system, provision of legal basis for some of its operations (e.g. the cash management and liquidity investment function) to service-oriented upgrades – as treasury is essentially a service to the whole administration, and must provide, for example, customer support/help desks.</p>			
Activity	Proposed steps	Responsible institutions	Timelines
1. It is necessary to implement the cash management function (investment of liquidity).	<p>Create changes of the BiH Law on financing and the FBiH Law on public funds investment, in order to make the law implementable.</p> <p>Create amendments to the Law on public procurement in order to harmonize it with Laws which regulate investment.</p> <p>Appointment of investment managers (BiH and FBiH).</p>	BiH MoFT, FBiH MoF, RS MF, BD Government (sector responsible for finance)	Short-term (end 2007)
2. Operations and maintenance of the treasury system require constant investments in IT capacities, including staff and equipment.		BiH MoFT, FBiH MoF, RS MoF, BD Government (sector responsible for finance), Cantons MFs	Short-term (begin immediately) Continuous
3. Develop a Help desk.	Employ staff. Establish a help-desk unit.	BiH MoFT, FBiH MoF, RS MoF, BD Government (sector responsible for finance)	Short-term (end 2007)
4. It is necessary to follow the principle of timely payments.	<p>Ensure compliance with the Instruction on public revenues payment.</p> <p>Introduce sanctions for budget users who create commitments without funds approval in the system.</p> <p>Provide feedback information on executed payment.</p>	BiH MoFT, FBiH MoF, RS MoF, BD Government (sector responsible for finance), Cantons MFs	Short-term (end 2007)
5. Connect all budget users into the treasury system with the direct link.	Integration of small budget beneficiaries into the treasury system.	BiH MoFT, FBiH MoF, RS MoF, MF of Cantons	Mid-term (2008)
6. Electronic link/single treasury account in BD.	Establish an electronic link (on the level of application) between beneficiaries and BD sector	BD Government (sector responsible for finance),	Short-term (ongoing)

	responsible for finance. Simplification of the payment system.		
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PF 4. Introduction of PIFC in full compliance with EU requirements

PF.4.1 Preparation of PIFC introduction strategy

Introduction of the Public Internal Financial Control (PIFC), is a clear EC requirement in the field of public finance. The PIFC system contains both internal control and internal audit. Its aim is to ensure accountable, transparent, efficient and effective delivery of public services to citizens. The elements of internal control include: control environment, risk assessment, assessment of information and communication, control activities and monitoring. The internal audit is functionally independent, and needs a separate legal basis. The third element of the system is the establishment of a Central Harmonization Unit (CHU), which promulgates standards in this area.

The first step in the process of PIFC introduction is to develop a strategy paper that will outline the main elements of the PIFC system, to ensure the implementation of a harmonized PIFC system across all levels of government.

Activity	Proposed steps	Responsible institutions	Timelines
Drafting a Strategy paper that would outline the introduction of the PIFC, its principles and a structure of the system.	<p>Establishing WG for the Strategy development.</p> <p>WG will consult with the Supreme Audit.</p> <p>WG will review responsibilities of present bodies whose functions overlap with the function of internal audit (especially administrative and budget inspection) and will prepare a general overview of the current control environment, systems, methodologies, staff, etc.</p> <p>WG will define the elements of the IA's and IC's systems, a central unit for harmonization, introduction of the international standards and timeframe for the system implementation.</p>	<p>BiH MoFT Activity carrier</p> <p>FBiH MoF, RS MoF, BD (sector responsible for finance)</p>	Short-term (mid 2007)

PF.4.2 Introduction of PIFC in accordance with relevant European standards in BiH

This is the next step following the adopted strategy which defines the parameters of CHU institutionalization, and the modalities for introduction of internal control and audit.

Activity	Proposed steps	Responsible institutions	Timelines
Implementation of Strategy – work on the introduction of the PIFC system in entire BiH.	Drafting the project documentation for seeking of donor's support for this area.	BiH MoFT, FBiH MoF, RS MoF, BD (sector responsible for finance)	Mid-term (up to 2010)

PF.4.3 Introduction of internal audit

This objective requires the formation of a joint working group that will produce harmonized drafts of Internal Audit (IA) legislation for BiH, entities and BD. The law will specify the model of IA to be

introduced - centralized, decentralized, or an appropriate mix of the two approaches. It is necessary to underline that the introduction of internal audit calls for significant investment in education of internal auditors, as this function is not yet fully developed in the BiH private sector. An institution responsible for certification of internal auditors will be designated (in some countries the Central Harmonization Unit play this role).

NB: The authorities have already formed an internal audit working group, consisting of senior finance ministry officials from the state, RS, FBH, and Brčko District governments, other officials and donors. The group is working toward producing synchronized internal audit laws, the adoption of which will be in line with the Economic Management Structural Adjustment Credit (EMSAC) with the World Bank.

Activity	Proposed steps	Responsible institutions	Timelines
Drafting of the Law on Internal Audit.	<p>Employ a person who would be responsible for internal audit at BiH level.</p> <p>Complete the work of WG for drafting the harmonized drafts of the Law with the representatives from RS, BiH, FBiH and BD.</p> <p>The Law on Internal Audit will regulate the issue of IA certification.</p> <p>Begin training of the personnel for the Internal Audit.</p>	BiH MoFT, FBiH MoF, RS MoF, BD (sector responsible for finance)	<p>Short-term (end 2006)</p> <p>Continuous</p>

PF.4.4 Introduction of internal control

Previously, internal control was sporadically introduced in the public administration. At different levels there are different legal provisions as the basis for its introduction, and making the management of any given institution responsible for its introduction. Entities and BiH have produced action plans for its introduction. The institutions will continue introducing internal control systems based on risks assessment, and tailoring internal control systems to address the particular risks faced by each institution. The standards of internal control need to be harmonized across different government levels.

Activity	Proposed steps	Responsible institutions	Timelines
It is suggested that institutions continue working on introduction and upgrading of their Internal Control systems. The approach to be taken here is to be based on Risk Assessment and drafting of Risk Registers for each institution. Internal Controls are to be introduced as measures to be taken for risk mitigation.	Establishment of the Internal Control system through the realization of action plans for improving Internal Controls at state and entity level.	<p>BiH MoFT; FBiH MoF, Cantonal MoFs, RS MoF, BD (sector responsible for finance)</p> <p>Other: Public administration institutions</p>	<p>Short-term</p> <p>Continuous</p>

It is necessary to harmonize standards of the Internal Control.			
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PF.4.5 Strengthening of the control environment

The overall control environment which comprises issues such as overall attitude, awareness, and actions of management and staff, needs to be strengthened. This includes in particular the personal, professional and ethical integrity of management and staff; management’s philosophy and operating style; the organizational structure and the methods for assigning and delegating authority and responsibility; and the human resources policies and practices and the commitment to competent staff. These goals will be accomplished jointly with the reforms included in the Human Resources component.

Activity	Proposed steps	Responsible institutions	Timelines
It is necessary to pass laws that will precisely define the salaries and compensations at the BiH and entity level.	Establish WG with representatives from all levels to agree on harmonized approach to salary reform on all levels. Drafting of the Law on salaries.	MFT, MF RS, MF F BiH, BD (sector responsible for finance) CSAs on all levels and BD HR unit	Short-term (next six months) Short-term (end 2007)

PF 5. Improving the organizational structure and investing in capacity-building

PF.5.1 Improvement of MoF organizing structure

There is a need for a clearly defined organizing structure to eliminate the current overlapping of functions, which will reflect the new and increased responsibilities of different MoF sectors, and the strategic goals of the reform of the public finance management system.

Activity	Proposed steps	Responsible institutions	Timelines
Developing new organizational structure.		BiH MoFT, F BiH MoF, RS MoF, BD (sector responsible for finance), MF of Cantons Institutions' management	Short-term (end 2007)

PF.5.2 Implementation of organizing structure with the capacity building within MoFs

Each of the reforms outlined in the public finance field calls for either new employment, or significant investment in developing the skills of existing employees. Capacity-building within the Ministries of Finance is of utmost importance to ensure the sustainability of past, ongoing, and future reforms currently endangered by the high mobility of labour from the Ministries of Finance. In particular, it has been noted that the budget sectors within all Ministries of Finance need to be substantially strengthened, following international best practices (e.g. hiring analysts to follow individual sectors).

Activity	Proposed steps	Responsible institutions	Timelines
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<p>It is necessary to hire and train personnel within the Ministries of Finance.</p> <p>Strengthen the units responsible for the budget and fiscal policy within the Ministries of Finance in BiH, entities and cantons.</p> <p>Ensure sufficient number of IT experts to maintain electronic systems.</p> <p>Ensure sufficient number of civil servants for reforms within fiscal, budget, treasury and PIFC areas.</p>	<p>Drafting of a long-term employment programme defining training and salary ranges.</p> <p>Changes of the Rulebook.</p> <p>Civil servants' employment.</p>	<p>BiH MoFT, FBiH MoF, RS MoF, BD (sector responsible for finance), MF of Cantons</p>	<p>Begin immediately</p> <p>Continuously</p>
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PF.5.3 Strengthening of capacities in Public Finance Units within institutions

Initially, a clear position of the PFUs is necessary within the organizational structure of each institution. The reforms call for significant investment in the capacity of PFU within institutions.

Activity	Proposed steps	Responsible institutions	Timelines
<p>Develop an organizational structure that will clearly define the position of the unit for public finance within the institutions.</p> <p>Hiring (if required) and training for the personnel.</p>	<p>Drafting the changes of the Rulebook.</p> <p>Employment and civil servant's training.</p>	<p>Institutions' management</p> <p>BiH MoFT, FBiH MoF, RS MoF, BD (sector responsible for finance), MF of Cantons</p>	<p>Short-term (end 2007)</p> <p>Continuous</p>

PART III HUMAN RESOURCES MANAGEMENT

Several donor assistance projects will support the BiH administrations in implementing the Action Plan. This includes, for instance, the EC support for a civil service training program, and the support to the State-level CSA. The DFID-funded project on “*State and Entity Public Administration reform, BiH*”, being implemented by the UK National School for Government, provides support to both the Republika Srpska and across BiH to assist in developing a modern and harmonized approach to HRM.

The UNDP aids harmonizing and modernizing human resources practices in institutions focusing *inter alia* on recruitment practices, including performance appraisal together with relevant training. UNDP also provides assistance to the FBiH CSA.

HR 1. Common approach to modern HRM policies

HR.1.1 Harmonization and direction of HRM polices and required legal provisions

Activity	Proposed steps	Responsible institutions	Timelines
Confirm policy areas for harmonization and continuing development for both the immediate and longer term.	Agree and adopt a program setting out the areas for immediate harmonization.	CSAs HR Unit in Brčko District Ministries of Justice, and Min of Administration & LSG	By end 2006
	Draft and adopt new legislation/regulations as required to harmonize procedures agreed above.		Mid 2007
	Agree working arrangements for joint development of modern HRM policy/legislative requirements, including on-going consultation arrangements between the levels of administration (working groups etc).		By end 2006
	Agree policy areas requiring ongoing development and finalize timetable for agreement and implementation to 2010 (taking into account the PAR Strategy and action plan).		By mid 2007
	Draft and adopt new legislation/regulations as required to achieve ongoing development as agreed above.		By 2010

HR.1.2 To agree definition and scope of Civil Service

Activity	Proposed steps	Responsible institutions	Timelines
Define the range and scope of ‘civil service’ to meet the needs of the differing levels of Administration in BiH.	Establish cross BiH WG to review existing definitions of “civil servant”.	CSAs, HR Unit in Brčko District	Early 2007
	Identify all possible options to include for example: <ul style="list-style-type: none"> All Public Servants 		By mid 2007
		All Governments	

	<ul style="list-style-type: none"> • Central, cantonal and municipal level public servants • Only public servants working in central Government institutions • All employees in Government Institutions • All employees in Government Institutions vs only employees with a specified level of education. 	Parliaments	
	Prepare and circulate a discussion paper exploring the advantages and disadvantages of each explored option.		End 2007
	Undertake cross Civil Service Consultation on options identified.		End 2007
	Agree the most appropriate model for all BiH and prepare draft amendments to appropriate laws/regulations.		By mid 2008
	Adopt appropriate changes to CS legislation.		Mid 2008

HR 2. Organizational set-up

HR.2.1 Role of Central Units

Activity	Proposed steps	Responsible institutions	Timelines
<p>Strengthen the policy role of the CSAs and Brčko HR Unit to create effective bodies that are responsible for HRM policy-making, defining general objectives and priorities in HR development, including:</p> <ul style="list-style-type: none"> • Development and oversight of HR policies and principles; • Standard setting, and monitoring; • Issuing guidelines and advice; • Orchestrating, sharing and communicating good practice, including across BiH; 	Agree ongoing development of the status and role of the Civil Service Agencies/HR Unit Brčko as the future lead bodies for the introduction and oversight of good HR practice across the administrations.	CSAs HR Unit in Brčko District	Mid 2007
	Require CSA and HR unit in Brčko to support and develop HRM capacity in individual institutions through delivery of policies, advice and guidance, and training.		Mid 2007; ongoing
	Amend legislation and rulebooks as necessary to reflect this developed role.		End 2007
	Develop capacities of the staff and experts in the CSAs (and HR Unit in Brčko) to ensure they are centers of excellence and modern HRM knowledge who are able to provide managers and peripheral HR staff with appropriate advice and guidance.	Governments	2006 – 2008

<ul style="list-style-type: none"> • Holding ministries to account for effective implementation; • Reporting to Government/Parliament. 			
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HR.2.2 Enhance the coordination and cooperation between the CSAs and Brčko HR Unit

The Agencies are the most appropriate level for seeking greater harmonization for members of the civil service - in both helping to develop the law and practice across BiH - if they continue to work together, share experiences, and learn from each other.

Activity	Proposed steps	Responsible institutions	Timelines
<p>Building on the existing good practice, it is necessary to enhance the cooperation between the CSAs and Brčko HR Unit to ensure, for instance:</p> <ul style="list-style-type: none"> • Harmonization of regulations and procedures; • Enabling mobility of civil servants; • Clarifying the definition and the scope of the civil service; • Unification of planning methodology; • Building-up of compatible information systems for HRM; • Improving the performance appraisal and promotion; • Reorganization of the salary and awarding system; • Strengthening the HRM capacities in individual institutions (ministries, directorates, agencies and alike); 	<p>Civil Service Agencies to adopt a formal set of joint working arrangements for on-going cooperation and coordination of policy development and shared operational delivery. To include:</p> <ul style="list-style-type: none"> • Joint annual planning; • Timetable of regular (1/4ly) meetings, with • Rotating responsibilities for meetings, agendas, etc.; • Arrangements for ad hoc meetings between specialist staff as required; • Joint communication plans, for sharing of information across and within the different levels of administration. <p>This may be achieved by signing a formal Memorandum of Understanding or Protocol for Cooperation, or in another appropriate way.</p>	<p>CSAs HR Unit in Brčko District</p> <p>Office of the PAR Coordinator</p>	<p>By mid 2007, ongoing</p>

<ul style="list-style-type: none"> Nomination of joint projects, which will be implemented in all government levels. 			
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HR.2.3 Role of Peripheral Capacity

Activity	Proposed steps	Responsible institutions	Timelines
Secure specialized HRM capacity in administrative organizations, and develop understanding of managers of modern HRM polices so that they are more actively involved in the development and motivation of staff.	Establish cross BiH Working Group of representatives from the Civil Service Agencies/HR Unit Brčko and other individual Institutions to work on HR capacity development for individual institutions.	CSAs HR Unit in Brčko District Individual Institutions	By mid 2007
	Individual institutions to review existing organizational arrangements, and introduce necessary changes, in order to develop HRM as a strategic function in each institution.	Individual Institutions with support from CSAs and HR Unit in Brčko District	By end 2007
	Establish cooperation arrangements between CSA and peripheral HRM specialists/managers in the area of personnel planning, training, introduction of information systems for HRM, improvement in implementation of current HRM functions, etc.	CSAs and HR Unit in Brčko District and Individual Institutions	By end 2007; ongoing
	Examine skills/knowledge needs for HR Management in institutions and develop training program to develop capacity of both HR specialists and line management.	CSAs and HR Unit in Brčko District	By end 2007
	Procure/deliver specialist training to HRM specialists (individual institutions and CSA staff) as required.	CSAs and HR Unit in Brčko District	From end 2007 and ongoing as required
	Identify and develop cadre of trainers from across the civil service (HRM specialists) to deliver ongoing training requirements to line management.	CSAs and HR Unit in Brčko District	By end 2007, and ongoing thereafter
	Deliver training to line managers to ensure effective management of personnel at all levels of the public service.	Trainers via the CSAs and HR Unit in Brčko District	2007 – 2009 (and ongoing for new managers thereafter)

HR 3. Information Management

HR.3.1 Human resources data

Activity	Proposed steps	Responsible institutions	Timelines
<p>Develop and implement a common software solution which allows each individual institution to update and have access to the data about its own civil servants and other employees. At the same time, each CSA will have access to the data from all institutions, at their respective level. This way, the database will be regularly updated locally, and the Agencies will be able to create more realistic reports on personnel engaged in the civil service.</p> <p>Ideally, the unique software solution will be used at all levels.</p>	<p>Prepare technical specifications, identify resources for the development of a common software solution, and implement it.</p>	<p>CSAs and HR Unit in Brčko District</p>	<p>By end of 2006; ongoing afterwards</p>

HR 4. Human resources planning

HR.4.1 Ensure proper HRM planning in central and peripheral personnel units

Activity	Proposed steps	Responsible institutions	Timelines
<p>Introduce and implement procedures for effective HR planning in and across institutions to enable efficient delivery of institutional and Government priorities.</p>	<p>Agree on a common methodology for job evaluation that the CSAs and the HR unit in Brčko can adopt and promote.</p>	<p>CSAs</p>	<p>By end 2006</p>
	<p>Develop and deliver training in methodology to identified individuals in both CSAs and individual institutions to establish local evaluation teams.</p>	<p>CSAs Individual institutions</p>	<p>End 2006 – mid 2007</p>
	<p>Agree timetable of priority Ministries/institutions with Government.</p>	<p>Governments</p>	<p>By mid 2007</p>
	<p>Complete job analysis in all institutions at all levels in order to assess the current situation and</p>	<p>CSAs oversight of job evaluation teams</p>	<p>By end 2007</p>

	requirements; this may help institutions to understand whether the current staffing matches the workload required.	Individual institutions	
	Introduce annual workforce planning in all institutions in line with strategic and budget planning timetables.	CSAs HR Unit in Brčko District	2007 – 2008
	Ensure regular and on-going human resource planning, in order that the institutions can continue to deliver effectively and efficiently in the future.	CSAs HR Unit in Brčko District Institutions	From 2008 onwards

HR.4.2 Common job classification/grading arrangements introduced cross BiH

Activity	Proposed steps	Responsible institutions	Timelines
Common job classification/grading arrangements introduced cross BiH. NB: Links to Job Evaluation actions below.	Establish cross BiH working group to discuss and review current job classification arrangements, including skills, knowledge, qualifications etc requirements for differing levels of responsibility and activity.	CSAs	By mid 2007
	With expert support identify options for common grading structures.	CSAs	By end 2007
	Undertake cross Civil Service Consultation on options identified.	CSAs, relevant ministries	By mid 2008
	Amend and adopt new classification legislation/regulations and structures.	CSAs, relevant ministries	By end 2008

HR.4.3 Introduction of common competency profiles for each grade/sector specific positions

Activity	Proposed steps	Responsible institutions	Timelines
Introduction of common competency profiles for each grade/sector specific positions.	Establish working parties from different grades across the Civil Service to develop competency frameworks.	CSAs	Mid 2007
	Establish pilot Frameworks in specified institutions and revise as required.	CSAs, identified pilot institutions	Mid-end 2007
	Develop and deliver communications and training strategy for all staff.	CSAs	By end 2007
	Adopt and introduce competency frameworks into all job descriptions, recruitment processes and performance management arrangements.	All	From 2008

HR 5. Recruitment and Selection

In recent years progress has been made in BiH in introducing more competitive recruitment procedures. Simply filling positions is one issue, but to optimize recruitment results – to attract and identify “the best and the brightest” – requires a more coordinated and proactive approach.

HR.5.1 Identification of need in conjunction with Job Evaluation and Job Classification activities above

Activity	Proposed steps	Responsible institutions	Timelines
1. Ensure only appropriate positions are filled to meet the changing demands of public service delivery and government priorities.	Agree and adopt robust procedures for identifying need for recruitment in line with workforce planning documents.	CSAs, Mins of Justice and Admin & LSG, Ministries of Finance	By start 2008
2. Robust and explicit job and person specifications are available to attract and evaluate appropriate candidates.	In line with developing Competency Frameworks, review and revise specific and general requirements to allow for flexibility in recruitment. Develop agreed format for job and person specifications to include qualification and experience requirements, skills, attributes and competencies in line with competency frameworks developed (above).	CSAs, individual institutions	By mid 2007
	Prepare and disseminate guidance to institutions and managers.	CSAs	By end 2007
3. Appropriate Announcement of Vacancies across BiH.	Through joint CSA activity agree common format for job announcements. All Civil Service Vacancies to be announced through CSA websites (to include links between websites), and in cross BiH newspapers. Review current requirement to publish in Official Gazettes. Introduce service to notify serving civil servants of available opportunities (electronically where possible).	CSAs	By end 2006
	Implement ‘customer friendly’ procedures to inform all candidates of the progress of their applications.		From end 2006
	Amend legislation/regulations as required.		Mid 2007

HR.5.2 More time-efficient and cost-friendly application process

The objective is to make the application process more inviting. There is a trend to require additional

qualifications- higher academic degrees – even if they are not needed for the job. It is necessary to move the focus away from the current emphasis on paper qualifications and length of work experience; to more consideration of skills, motivation, capability, attitude and potential.

Activity	Proposed steps	Responsible institutions	Timelines
To develop more time-efficient and cost-friendly process for applicants and the administration.	Reduce current burden on applicants by agreeing and adopting common application requirements across BiH administrations.	CSAs	By mid 2007
	Jointly design and adopt common application form (to reflect new competency and skills set requirements).		Mid 2007
	Identify unnecessary documentation requirements and amend regulations to reflect new arrangements.		Mid 2007
	Introduce on-line application process.	CSAs and Brčko HR Unit	End 2008

HR.5.3 Efficient screening of applications

Activity	Proposed steps	Responsible institutions	Timelines
Central Personnel Units given responsibility to screen applications and forward to the Selection Panel only those that meet the minimum criteria.	Identify burden and risks to CSAs and introduce procedures to mitigate against these, including appropriate training of CSA staff. Agree common methodology and adopt changes to regulations.	CSAs and Brčko HR Unit Governments	By mid 2007

HR.5.4 Selection Process

Activity	Proposed steps	Responsible institutions	Timelines
1. Create more efficient screening of applicants based on new person/job specifications, competency framework and job evaluation activity.	Establish Working Group to consider alternatives methods of evaluation of candidates – including for example: <ul style="list-style-type: none"> Improved application forms to allow for paper evaluation; Assessment centers; Structured interviews; and Establishment of a Civil Service Commission to recruit and appoint to senior positions. 	CSAs and HR Unit Brčko Governments	From mid 2006
	Agree most appropriate methods for BiH Civil Service recruitment and pilot at all levels.		Mid 2007

	Review and revise methodologies based on experience from pilots.		End 2007
	Using job/person specifications and competency evidence evaluate applicants prior to interview.		During pilot phase
	Agree and implement maximum interview to vacancy ratio.		Mid 2007
	Amend necessary legislation/regulations to reflect new procedures and implement changes.		End 2007
2. Ensure all selection committee members are fully competent in the skills required for the objective interviewing and evaluation of candidates.	Design and deliver (or commission) a common training program for those involved in the evaluation of applicants. Using developed selection methodology prepare guidance and deliver training on establishing criteria for candidate evaluation, interviewing skills and objective scoring techniques, final selection and record keeping.	CSAs and HR Unit Brčko	From mid 2007 - ongoing

HR.5.5 Standardization and mutual recognition of professional exams among different levels of government

Activity	Proposed steps	Responsible institutions	Timelines
1. All levels to ensure standardization and mutual recognition of professional exams among different levels of government.	Establish a WG to agree on common BiH examination policy, and introduce the proposals on each level.	CSAs and HR Unit Brčko	By mid 2008
	Commission experts to develop large pool of common examination questions for each area of public administration to be utilized at all levels of Government.		
	Review and revise examination questions annually to reflect changing circumstances.		Mid 2008
1. All levels to ensure standardization and mutual recognition of professional exams among different levels of government.	Include improved and alternative methods for evaluation of candidates to encourage a wide range of applicants, including young people to the service, for instance: -performance based tests; -assessment centers for higher level employees; -unassembled exams (the objective review of a application or CV, followed by an interview).	CSAs and HR Unit Brčko	Mid 2008
	2. To introduce cost-		

friendly examination process	examination to all candidates. Re-examination to be at cost of candidate.	Brčko	
HR.5.6 Appointments			
Activity	Proposed steps	Responsible institutions	Timelines
Increase the level of independence of CSAs and Brčko HR Unit in the area of appointments.	<p>Cross BiH working group to consider benefits and risks associated with CSAs and Brčko HR Unit having responsibility for all CS appointments.</p> <p>Prepare options paper for consideration by Governments.</p> <p>Adopt necessary changes to legislation.</p>	<p>CSAs and Brčko HR Unit</p> <p>Governments</p>	By end of 2007
HR.5.7 Cross Government/Institution Mobility			
Activity	Proposed steps	Responsible institutions	Timelines
1. Creation of a fair and open system of transfers between Government levels.	Revise current laws and regulations to allow transfers between all levels of Government.	CSAs and Brčko HR Unit/ Mins of Justice and Admin & LSG	Mid 2007
2. Ensure fair and efficient redundancy provisions.	<p>Review, revise as appropriate, and implement common redundancy policies across BiH.</p> <p>Provide written guidance available to individuals and managers to ensure correct procedures are followed.</p>	CSAs and Brčko HR Unit, CSABs	End 2007
3. To allow for inter-entity/inter-institutional mobility for job seekers.	<p>Consider the development of a common policy to allow for the growth of an internal market across BiH to be introduced.</p> <p>Create and implement database of individuals interested in voluntary moves between institutions/cross levels.</p> <p>Consider the implementation of simplified (but open) internal recruitment process for existing Civil Servants to be considered for vacancies at all levels.</p>	CSAs and Brčko HR Unit	2007-2008

HR.5.8 Career prospects in the civil service			
Activity	Proposed steps	Responsible institutions	Timelines
1. Development of Strategies to attract under represented groups and young people into the Civil Service.	Develop and implement outreach strategies to provide awareness of CS careers.	CSAs and Brčko HR Unit, institutions	Early 2007
	Ensure Civil Service is fully represented at job fairs, university and school career days and local community events.		From Spring 2007 – then ongoing
	Place job announcements in alternative media to attract applications from under – represented groups.		From Spring 2007
	Introduce procedures to disseminate all CS position announcements across the levels of BiH and to be made accessible via each others CSA websites.		From end 2006
2. Create a working environment that allows for development of high potential employees.	Further develop concept of internship program to traineeship for future managers.	CSAs and Brčko HR Unit, institutions	By end 2007
	Prepare handbooks for individuals and managers of trainees to enable ongoing development opportunities.		By end 2007
	Implement first year of traineeship scheme.		2008
	Remove requirement of minimum period of prior work experience for entry level or traineeship positions.		By mid 2007
	Identify positions (using job analysis exercise) that do NOT require university degree for new applicants and amend regulations as appropriate.		By end 2007
	Further develop competency and skills frameworks to allow for internal promotion for high performing individuals.		2008
3. To use promotions for career development and staff retention (especially for high achieving young employees).	Alter the existing regulations that govern the practice of promotions.	CSAs and Brčko HR Unit	2007
HR 6. Performance Management			
HR.6.1 Performance Management (general)			

Activity	Proposed steps	Responsible institutions	Timelines
1. Ensure current laws and regulations for performance appraisal are consistently implemented across all BiH public institutions.	CSAs and Brčko HR Unit to undertake evaluation of performance appraisal implementation for 2006.	CSAs and Brčko HR Unit, institutions	By end 2006
	Deadlines set for all performance appraisal reports to be completed and returned to CSAs and Brčko HR Unit for year ending December 2006.		By end 2006
	Communications strategies implemented to raise awareness of current regulations and procedures – to managers and individuals.		By end 2006
	Develop and deliver training for managers in performance appraisal interviewing and reporting (under existing arrangements).		By end 2006
	Develop and disseminate guidance handbooks.		By end 2006
	CSAs and Brčko HR Unit to undertake second evaluation of performance appraisal implementation for 2007.		Mid 2007
	2. To ensure that the performance management exercise has motivational value for employees and that it is used for employee development.		Develop cross BiH performance cycle and procedures to reflect developing competency frameworks and incorporating individual objective setting, annual appraisal interviews and forward planning.
Pilot new performance management system in selected institutions.		2008	
Review and revise policy and procedures based on pilot experience.		2008	
Amend legislation and regulations as appropriate to reflect new arrangements.		By end 2008	
Develop and disseminate updated handbooks and training workshops for managers and individuals.		By end 2008	
Launch new performance management system across all institutions.		2009	
HR.6.2 Probationary Work and Induction			
Activity	Proposed steps	Responsible institutions	Timelines
1. Creation of common standards and time periods for probation period.	Agree common maximum duration of the probationary period for all public administration structures in BiH.	CSAs and relevant Ministries	By end 2007

	<p>Develop and implement performance management system specific for probationers, to include agreed programme of activities and progress expected during probation period.</p> <p>Provide guidance/training for managers on identifying and improving poor performance during probation period.</p> <p>Agree and implement cross BiH policies for terminating employment/extending probation period, ie if an employee fails to meet the expectations of his/her supervisor during probation, an extension of another 3 months should be given with clear targets for improvement agreed. If performance is not improved, the Head of the Institution can dismiss the employee.</p> <p>Ensure probation expectations are clearly understood by individuals and managers – include in induction pack.</p>		
2. To develop procedure for induction of new employees.	Establish working party of experienced and new Civil Servants to develop 'generic' (minimum) induction procedures and new employees induction packs.	CSAs and Brčko HR Unit	End 2006
	Disseminate (electronically and hard copy as appropriate) induction packs to all institutions.	Individual institutions	From mid 2007
	Provide all new employees with induction pack on appointment.		From mid 2007
	Individual institutions/teams to add appropriate and specific induction requirements.	Institutions	Ongoing
	Evaluate implementation and effectiveness of new induction arrangements.	CSAs and Brčko HR Unit Individual institutions	End 2008
<i>HR 7. Training and Development</i>			
HR.7.1 Training to be based on personal, organizational and performance needs			

Activity	Proposed steps	Responsible institutions	Timelines
Training to be based on personal, organizational and performance needs. This requires to train managers in the identification of training needs.	Design and deliver (commission) training for managers on identification of training needs so as to enable them to provide CSAs and Brčko HR Unit and potential individual donors with the right information on the type of training needed.	CSAs, Brčko HR Unit	From early 2007
	All institutions to undertake a training needs analysis of all current staff.	Institutions	End 2008
	New employees training and develop requirements are identified during probation period.	Line Managers	From 2007 and ongoing
	Individuals training and development needs are discussed and identified as part of the performance management cycle.	Line Managers	From 2007 and ongoing
HR.7.2 Agencies to develop and implement a training strategy and programme of activities, based common personnel and skills development needs identified across all institutions			
Activity	Proposed steps	Responsible institutions	Timelines
1. Agencies to develop and implement a training strategy and programme of activities, based common personnel and skills development needs identified across all institutions.	Individual CSAs and Brčko HR Unit to develop three year training plans, revised annually to reflect new identified needs.	CSAs and Brčko HR Unit	From 2006
	Governments to provide annual raining budgets (3% of salary budgets) in order that training and development plans can e implemented.	Governments	From 2007
	Cadres of civil servants to be developed as 'in house' trainers to deliver across civil service.	CSAs lead (and Brčko HR Unit)	End 2006 – end 2007, and ongoing as required
	Annual joint planning of activities between CSAs and Brčko HR Unit to maximize resources and sharing of good practice.	CSAs and Brčko HR Unit	From Start 2007 and ongoing
2. Establish an Institute for Public Administration. <i>Links to EC TA</i>	Establish an Institute for Public Administration (for the whole BiH) that will work as a training provider/curriculum designer for the Civil Service.	Governments CSAs and Brčko HR Unit	By end 2007
	Make the Institute fully operational.		By end 2008
HR.7.3 Specific technical or professional training requirements			

Activity	Proposed steps	Responsible institutions	Timelines
Specific technical or professional training requirements for individual institutions to be managed and coordinated.	Individual Institutions to prepare annual training plans and submit to CSAs and Brčko HR Unit	Individual institutions	From 2007
	CSAs and Brčko HR Unit to coordinate common development needs/activity (within and across the levels of Administration) to ensure efficient use of available resource.	CSAs and Brčko HR Unit	Ongoing

HR 8. Compensation

Salary levels are a common problem to all levels. This is exacerbated by competition from the private sector for the best and the brightest; and budget limitations. The opportunity to compete for salary supplements/bonuses (i.e., performance-related pay components) is likely to appeal to today's job seekers far more than the seniority system that still dominates compensation. Similarly, more senior staff may derive greater satisfaction when salary levels/classifications correspond to the complexity of tasks.

The need for revision of the pay and grading system was agreed between the BiH government and the World Bank as part of the commitments under EMSAC. These commitments include the need to introduce pay and grading structure harmonized with the job categories established by the civil service laws and other relevant legislation.

There have been several reviews by donors (World Bank, DFiD) that have made specific recommendations. There are already drafts for new salary legislation, in RS and at the level of BiH.

Activity	Proposed steps	Responsible institutions	Timelines
Reform the salary structure so as to make it more attractive for existing and prospective staff and develop a common basic salary scheme and a common approach across BiH to both enabling transfers and harmonization of salary. These principles could be then further elaborated at all levels, as to take into account different costs of living and different possibilities in terms of budget.	Establish a WG including HR Professionals and MoFs, to undertake an analysis of current salary/grading issues and based on job analysis, and new job descriptions/ specifications while taking account of the general labour market, explore future requirements and needs.	CSAs and Brčko HR Unit, Governments, responsible ministries	From 2006
	Working Group to consider relevant reports, and prepare proposals for change.		
	Working Group to report on findings to all levels of Government.	Governments to respond to WG report in order to advise next steps.	
	WG to propose a new salary/grading scheme that is acceptable at all levels of Government, to include: <ul style="list-style-type: none"> • Consideration to unify basic salary coupled with differentiations in cost of living allowances; 	Governments	End 2007

	<ul style="list-style-type: none"> • Consideration of performance based pay awards; • The possibility of consolidating allowances and other increments into the basic salary; • Reconsider the number of salary grades with the aim of abolishing unnecessary levels; • Arrangements for attracting suitable employees for ‘hard to fill’ vacancies; • Specific proposals to make an appropriate pay differentials. 		
	Ministries of Finance to undertake cost/benefit analysis of proposals and prepare advice for Government.	Ministries of Finance	Early 2008
	Cross Government Commission to consult, debate and agree future pay systems based on proposals of the Working Group.		By mid 2008
	New pay and grading structures agreed, legislation adopted, budgets amended and changes rolled out.	Governments	2009/2010

HR 9. Discipline

HR.9.1 To deal with disciplinary problems in a managerial rather than a legalistic manner

Activity	Proposed steps	Responsible institutions	Timelines
To deal with disciplinary problems in a managerial rather than a legalistic manner.	<p>Develop HRM capacity in individual managers.</p> <p>Prepare and disseminate disciplinary guidance, rules and procedures, to include levels of authority and guidance on appeals procedures.</p>	CSAs and Brčko HR Unit	2007

HR.9.2 To ensure that Appeal Panel members are aware of the basic HRM concepts

Activity	Proposed steps	Responsible institutions	Timelines
To ensure that Appeal Panel members are aware of the basic HRM concepts.	Appeal Panel members trained in the basics of Human Resources Management.	CSAs and Brčko HR Unit	2007

HR.9.3 Civil Service Appeals Boards to communicate good practice advice based on experience, and to work with CSAs and Brčko HR Unit to continuously develop procedures and training for

managers			
Activity	Proposed steps	Responsible institutions	Timelines
Civil Service Appeals Boards to communicate good practice advice based on experience, and to work with CSAs and Brčko HR Unit to continuously develop procedures and training for managers.	CSAB board members to deliver awareness and development workshops within and across institutions.	CSABs	From end 2006
	Clarification in law of role and responsibilities for CSABs and Managers in respect of disciplinary procedures.	CSABs, Ministries of Justice and Admin & LSG	Mid 2007
	CSABs to prepare annual review of cases considered, including recommendations for managers to develop managerial capacity.	CSABs	End 2006 and ongoing

HR 10. Staff support

Activity	Proposed steps	Responsible institutions	Timelines
To ensure that employees in every institution are fully aware of their rights and duties.	Develop staff handbooks in each institution incorporating details of HR and other (e.g. health and safety) policies, processes and procedures.	CSAs and Brčko HR Unit	By early 2008
	Staff Handbooks and reviewed and updated at least annually to ensure all staff are aware of new developments.	CSAs and Brčko HR Unit	From 2008
	CSAs and Brčko HR Unit provide regular information notices to staff to advise on changes to HRM policies, and/or to encourage consultation and involvement in the ongoing modernization of practice.	CSAs and Brčko HR Unit	From 2006 and ongoing

HR 11. Diversity management

Different countries have different interpretations of the concept of diversity and different approaches to the priorities for action. The EU acquis includes directives on anti-discrimination and equal opportunities, including in the area of employment.

HR.11.1 Develop a policy on meeting the requirements in regards to national representation

Activity	Proposed steps	Responsible institutions	Timelines
Develop a policy on meeting the requirements in regards to national representation.	Establish a team of HR professionals (cross country) to propose a common policy geared towards enhancing national representation in Civil	Governments CSAs and Brčko HR Unit	Mid- 2008

	Services across BiH: The team should review available analysis and reports. Formulate specific proposals, activities, timelines.		
	Continuously monitor the levels of representation to ensure meeting the obligations as agreed above, as well as to be able to adjust the policy to changing circumstances.	CSAs and Brčko HR Unit Institutions	Mid-2008; ongoing afterwards
HR.11.2 Adopt and implement the EU acquis on anti-discrimination and equal opportunities			
Activity	Proposed steps	Responsible institutions	Timelines
Adopt and implement the EU <i>acquis</i> on anti-discrimination and equal opportunities.	Draft legislation in line with the EU <i>acquis communautaire</i> requirements.	Governments Relevant ministries DEI	By end 2008

PART IV ADMINISTRATIVE PROCEDURE

AP.1. Administrative simplification

AP.1.1 Countrywide Administrative simplification program

Administrative procedures are at the core of the relations between the administration and the public that it serves. The Laws on Administrative Procedures (LAPs) originate within a strong legal tradition. However, the quality of administrative decision-making is often undermined by inadequate organization and resources, and an excessively complex administrative decision-making system, which results in undue burdens to the parties. The primary challenge is to develop the administrative decision-making practices to be more client-oriented. For example, in other countries, programs for improving public service delivery foresee: increased application of IT within the administration; introduction of electronic communications between the administration and the parties; registration of special administrative procedures to reduce and rationalize implementation processes; systematic application of simplification measures to key procedures (e.g. one-stop shops for businesses and citizens); certification and professional training of staff involved in administrative-decision making; and application of quality management models.

Activity	Proposed measures	Responsible institutions	Timelines
Adopt a program for improving the quality of administrative decision-making. The main features of such a program will be shared and agreed upon across the different government levels. Additional measures may be taken by each of them individually.	Establish cross-BiH Commission of representatives from the: <ul style="list-style-type: none"> • MoJ BiH; • MoJ FBiH; • MALG RS; • BD Government; and other individual experts, as appropriate, to work on development of a program for improving the quality of administrative decision-making.		By mid 2007
	Identify possible measures to include in the program, including legislative, organizational, IT and capacity-building measures. For instance, consider: <ul style="list-style-type: none"> - application of quality management models (e.g., ISO, CAF), to the internal process and the relations with the third parties; and - “one-stop shops” or legal and organizational arrangements allowing the party to complete all formalities leading to a certain service at a single location, even if different administrative bodies are involved. Select measures based on this Strategy and Action Plan, and include additional measures as appropriate.	BiH MoJ, FBiH MoJ, RS MALG, BD Government All governments	End 2007

	Prepare and circulate a draft program.		
	Carry out consultations with main actors in the administrative decision-making process, and with business communities, civil society, and citizens.		From end 2007
	Submit the program to governments for approval, and start implementation.		By mid-2008; ongoing thereafter

AP.2. Administrative simplification – procedural law

AP.2.1 Harmonization and improvement of procedural laws

Harmonization is required to overcome the current variations in the standard of legal protection afforded to the parties at different government levels.

Activity	Proposed steps	Responsible institutions	Timelines
Harmonization of the existing procedural laws regulating administrative decisions-making.	Establish a cross-BiH WG to review existing LAPs.	BiH MoJ F BiH MoJ, RS MALSG, BD Government Others: Governments, Parliaments	By mid 2007
	<p>The WG to identify all possible solutions for harmonizing the approach to administrative decision-making, to include:</p> <ul style="list-style-type: none"> • Enacting a single state-level Law based on an improved version of the current texts. Within this option, each system could maintain its implementation mechanisms (including separate inspectorates); • The state-level LAP to determine the conditions of its application by the administrations of the Entities and their subdivisions. <p>The WG will formulate specific proposals for improving and unifying the current texts regulating administrative procedures (on the basis of this Strategy and Action Plan).</p> <p>The WG will also consider changes to administrative dispute legislation and formulate proposals to align it with</p>		By end 2007

	standards in EU Member States which call for full judicial review of administrative cases.		
	Prepare and circulate a discussion paper exploring the advantages and disadvantages of explored options.		End 2007
	Undertake cross country consultation on options identified.		From end 2007
	Agree on the most appropriate solution for harmonizing and improving general administrative procedure in BiH, and prepare draft legislation.		By mid 2008.
	Adopt appropriate changes to legislation.		By end 2008

AP.2.2 General principles of administrative action

Matters that are not classic administrative cases, such as the rights of clients in relation to service providers, remain potentially uncovered by LAPs. In these cases, a number of institutions selectively apply individual aspects of the respective LAP by analogy. To avoid this selective application based on disputable comparisons, some minimal procedural requirements (applicable to a broader range of subjects, such as service providers etc.), need to be identified, and included in the general administrative law.

Activity	Proposed steps	Responsible institutions	Timelines
Formulation of general principles of administrative action applicable to the exercise of any public power.	WG for harmonization of LAPs will analyze provisions of the separate LAPs; and prepare proposals for amendments in order to broaden the scope of their application to different groups of service providers (schools, hospitals, etc.). These proposals will include minimum procedural requirements, in the form of general principles of administrative action applicable to the exercise of any public power.	BiH MoJ F BiH MoJ, RS MALSG, BD Government Others: Governments, Parliaments	By end 2007

AP. 2.3 Delegation of decision-making power

All administrative decisions in BiH tend to be formally determined by the head of an institution, who retains responsibility for the entire decision-making process. A portion of relevant responsibilities can be delegated to subordinates, but the extent this is possible varies under each LAP. Usually, only preparatory activities prior to the final decision are delegated, while in practice the assumption still prevails that all decisions are formally taken by the head of the organization. The practice of delegation will be introduced at all levels, allowing transfer of responsibility for administrative decisions to the level of senior officials, who are the only officials with the time and competence to weigh individual cases. Practice in the EU Member States has also proceeded in this direction.

Activity	Proposed steps	Responsible institutions	Timelines
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LAPs at all levels will explicitly allow for delegation of responsibility for administrative decisions from the head of the institution to subordinate staff.	WG for Harmonization of LAPs will analyze and suggest concrete solutions to regulate delegation of jurisdiction over preparation and signing of legal acts.	BiH MoJ F BiH MoJ, RS MALSG, BD Government Others: Governments, Parliaments	End 2007
	In implementing the relevant provisions, the delegations to senior officials (e.g. heads of sectors), will be actively encouraged.	All institutions with administrative decision-making powers	Ongoing

AP.2.4 Obligation of the first instance decision maker to take the decision

One of the most frequent problems with respect to administrative decision-making is timeliness of decisions, i.e., the procedure is very lengthy, and deadlines for administrative decision-making set in LAPs and material legislation are not honored. This is exacerbated by lengthy process of appeals and referrals.

In cases where administration fails to provide a formal decision, as a general rule, LAPs recognize non-decision as a "negative decision"; triggering the right of the party to file an appeal to the second instance body. Such appeals usually result in a referral to the first instance decision-maker. This process indicates that the party can eventually compel the administration to provide a formal decision, but not in the most time-effective manner.

Problems of the sort described above, require re-examination of the classic approach that considers administrative silence as a negative response. In other countries, "silent assent" in administrative procedure is increasingly being introduced. It is being used either as a technique to exercise greater pressure on the deciding administration, or as an administrative simplification measure, decreasing the bureaucratic burden on citizens and businesses, especially in cases concerning authorization requests to the administration, which are unlikely to affect the rights and interests of third parties. In Italy, for example, LAP introduced a presumption that silence signifies consent, unless otherwise specifically stated in material legislation. In other cases, the party may be authorized to respond to administrative silence through direct judicial recourse.

Activity	Proposed steps	Responsible institutions	Timelines
1. Inaugurate procedural guaranties for reaching a first-instance decision by including a provision that would specifically require the first instance decision-maker to pass the decision.	The WG for Harmonization to formulate proposals for changes to LAPs.	BiH MoJ F BiH MoJ, RS MAL and BD Government	By end 2007
2. For certain types of decisions, re-examine the classic approach of always considering administrative silence as a negative response from the administration.	The WG for Harmonization to: <ul style="list-style-type: none"> Consider good practice from other countries in regards to administrative silence; Identify cases where it is possible to reverse the terms of the presumption, allowing that for certain types of decisions, silence 	Others: Governments, Parliaments	

	<p>on the part of the public authorities indicates assent;</p> <ul style="list-style-type: none"> • Assess the advantages and disadvantages of such option; and • Based on the assessment, formulate specific proposals for legislative changes. 		
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AP.2.5 Bringing second instance decisions on merits

Appellate bodies very frequently fail to decide the cases based on their merits. These bodies limit their intervention to invalidating the original decision on procedural grounds, returning the case to the first instance body for further determination. LAPs do not set any limit to the possibility for the appellate authority to return the case to the first instance body, which can result in the case being sent back and forth several times. Also, there appears to be a normative gap, since the appellate authority is not mandated to decide a case on merits, if the appeal authority has already noted problems with the first instance decision at an earlier stage. In Austria, a second instance authority decides the matter directly on the basis of the file, and when the gathering of evidence is completed, it can either remit the case to a lower instance for a new hearing, or it can hold the hearing directly.

Activity	Proposed steps	Responsible institutions	Timelines
1. Obligation of the second instance decision-maker to decide a case on the merits.	The WG for Harmonization of LAPs will make proposals for amendments to LAPs on all levels to ensure inclusion of provisions strictly binding a second-instance authority to decide the case on merits, especially in cases of persistent violations by the first-instance authority.	BiH MoJ FBiH MoJ, RS MALSG and BD Government Others: Governments, Parliaments	By end 2007
2. The occurrence of a remittance of a case to the first-instance decision-maker will be specifically monitored.	Monitor remittance of a case to the first-instance body and note the case in periodic reports on decision-making practices to be prepared as part of internal control mechanisms.	All institutions BiH MoJ FBiH MoJ, RS MALSG and BD Government	Mid 2007; ongoing

AP.2.6 Brčko District Appellate Commission

The BD Appellate Commission is the single central body which makes decisions in the second-instance administrative procedure. It has a fixed composition, and this makes its competence to decide on a wide range of administrative matters doubtful.

Activity	Proposed steps	Responsible institutions	Timelines
The BD Appellate Commission will be mandated a variable composition, to ensure that its members will have substantial knowledge of the subject matters decided upon.	The BD Government to propose necessary changes to ensure that members of the Commission deciding specific case have the relevant expertise and experience.	BD Government Others: Appellate commission, Legal Service	End 2006

AP.2.7 Extraordinary legal remedies

Some of these extraordinary legal remedies significantly complicate the text of the LAPs; they have been found unnecessary, since they are rarely used in practice.

Activity	Proposed steps	Responsible institutions	Timelines
Simplify the appeal system under LAPs, by eliminating or modifying existing extraordinary legal remedies.	The WG for Harmonization of the LAPs will examine the existing extraordinary legal remedies on all levels, such as “cancellation and amendment upon request or consent of the party” and “appeal in protection of legality”, and make specific proposals for abrogation or modification.	BiH MoJ FBiH MoJ, RS MAL and BD Government Others: Governments, Parliaments	End 2007

AP.2.8 Sanctions

Different LAPs considerably differ on the issue of sanctions; some (BiH, FBiH), stipulate sanctions for their own execution, and others (RS, BD), do not allow administrative inspection to activate such sanctions; thus considerably undermining the decisiveness of their actions. This matter will be expressly regulated in LAPs.

Activity	Proposed steps	Responsible institutions	Timelines
LAPs will expressly stipulate monetary and other sanctions that may be imposed for the violation of its key provisions by responsible officials (i.e., officials conducting the procedure, officials undertaking activities prior to taking the decision, and the head of the administrative authority).	The WG for Harmonization of LAPs will make specific proposals for legislative changes on all levels in regarding the inclusion of provisions stipulating sanctions for responsible officials.	BiH MoJ FBiH MoJ, RS MAL and BD Government Others: Governments, Parliaments	End 2007.

AP.3. Administrative simplification – material law**AP.3.1 Central registries of procedures**

The specific authority of an administrative body to make different types of decisions (e.g., decisions conferring certain benefits), is always prescribed in material legislation, regulating the subject matter that the institution decides upon. Maintaining registers of the various procedures in the administration can be particularly helpful for obtaining insights into existing arrangements, deciding on the optimal allocation of new responsibilities, and rationalization of existing ones. A central registry of procedures was created in Slovenia, and today it is an important tool for fostering administrative simplification.

Activity	Proposed steps	Responsible institutions	Timelines
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<p>1. At each level of government, the central institution responsible for AP matters (BiH MoJ, FBiH MoJ, RS MALSG, and relevant BD Government sectors responsible for AP), will require all institutions to produce a list of all relevant powers (authorizations to engage in administrative decision-making), that have been granted to them by substantive laws, in order to set up a registry.</p>	<p>BiH MoJ, FBiH MoJ, RS MALSG, BD Government will initiate a process to amend relevant laws/regulations regulating jurisdiction of the ministries, to authorize ministries responsible for AP matters on each level, to be able to request from all institutions involved in administrative decision-making (e.g. administrative authorities, administrative organizations, and organizations entrusted with public powers), to prepare and submit a list of all their decision-making powers in administrative matters granted to them by substantive laws.</p> <p>The central authority responsible for administrative decision-making will provide instructions on the content of such list (e.g., to include the relevant issues decided upon, and specific articles of the law conferring such empowerments to administrative authority).</p>	<p>BiH MoJ, FBiH MoJ, RS MALSG, BD Government (sectors responsible for AP)</p> <p>All institutions with decision-making authorities in administrative matters</p>	<p>By end 2007</p>
<p>2. An updated copy of this list will be periodically provided to the central institution responsible for AP matters on each level, which will keep a complete and accurate registry of procedures.</p>	<p>The central institution responsible for AP matters on each level to set up and maintain a registry of procedures.</p>		<p>From end 2007; ongoing</p>

AP.3.2 Verification of the need for special procedures

There are numerous examples of "special procedures" - where material legislation introduces exceptions to the general procedural rules. The number of such exceptions will be controlled, and diminished, in order to increase legal certainty for the parties.

Activity	Proposed steps	Responsible institutions	Timelines
<p>1. Upon constitution of the registry of procedures, each competent central institution (BiH MoJ, FBiH MoJ, RS MALSG, relevant BD Government's sectors) will review existent</p>	<p>BiH MoJ, FBiH MoJ, RS MALSG, BD Government (sectors responsible for AP), to carry out a review of existing procedures, and propose amendments to material legislation noting that the special procedure is an exception that may occur under justified circumstances.</p>	<p>BiH MoJ, FBiH MoJ, RS MALSG, BD Government (sectors responsible for AP)</p>	<p>By end 2007</p>

arrangements (powers), to determine whether any element of specialty is justified.	Set up a cross-BiH WG to consider the proposals.	Governments	By end 2007
	Draft and adopt necessary changes to legislation/regulations.	BiH MoJ, F BiH MoJ, RS MALSG, BD Government (sectors responsible for AP) Governments, Parliaments	By mid 2008 (with adoption process possible by end 2008)
2. Carry out a standard drafting check by the central institution, expressing an opinion on elements of specialty, and possible simplification measures within new legislation, to be considered by the government.	Regulate carrying out a standard drafting check by the central institution responsible for administrative decision-making.	Governments	By end 2007
	The central institution to express an opinion on: - elements of specialty; - possible simplification measures within new legislation.	BiH MoJ, F BiH MoJ, RS MALSG, BD Government (sectors responsible for AP)	From end 2007, ongoing

AP.4. Administrative simplification (process re-engineering)

AP.4.1 Improved information sharing

Administrations in BiH are gradually entering a process of integration of basic registries (the essential databases whose constitution is in the potential interest of all institutions); such as the country-wide registry of residents produced in the framework of CIPS project. However, it appears that the advantages of these registries are not shared with other administrations, which usually have no direct access to this country-wide data.

Activity	Proposed steps	Responsible institutions	Timelines
The benefits resulting from integration of basic registries will be made available to all interested administrations at all levels, as well as horizontally within each level, in order to facilitate communication with the parties and decrease reliance on notification through public announcement.	Integration of basic registries. Sharing of information (direct access of other interested administrations to this county-wide data, including data on personal identification and changes of address).	BiH MoJ, F BiH MoJ, RS MALSG, BD Government (sectors responsible for AP) AIS and government centers for IT at other levels	2008-2010

AP.4.2 Electronic communication with parties

The four LAPs are based on outdated concepts where communication between administration and various

parties can only take place via the postal system, or face-to-face interaction. Electronic communication with the parties can be an advantage given the physical and administrative fragmentation of BiH, and LAPs will be amended regarding this point. In Estonia, LAP provides for documents to be sent to an e-mail address indicated in the application, with a digital signature. In Slovenia, parties can submit electronic requests to a central information system, which confirms receipt and passes the file to the responsible organ. The Austrian LAP allows written materials to be communicated by e-mail or in any other technical device, if the party consented to this mode of communication.

Activity	Proposed steps	Responsible institutions	Timelines
Allow electronic communication with parties.	A cross-BiH WG to consider the experience in electronic communication, of new and established EU Member States, and propose necessary changes to LAPs to allow communication with parties by electronic means.	BiH MoJ, FBiH MoJ, RS MALSG, BD Government (sectors responsible for AP)	From 2008 to 2010
	The central institutions responsible for AP matters to coordinate the selection and implementation of at least one pilot project each (e.g. in a municipality, or in an institution that fulfils the criteria), keeping in mind IT capacity within the administration and the level of Internet access amongst potential users.	AIS and government centers for IT at other levels Specific institutions selected for pilot project	

AP.5. Organization and resources

AP.5.1 Organizational measures

Apart from actual decision-making in its various instances, the current legislation covers other administrative functions to a very limited extent. Achieving real improvements in administrative decision-making requires more than the precise application of existing legislation. In order to deliver better results, the system needs to develop capacity for own analysis and constant improvement. This requires new organizational arrangements, and investment in staff.

Activity	Proposed steps	Responsible institutions	Timelines
Improve the organization of administrative decision-making; paying particular attention to increasing the capacity for systematic analysis to identify and remove problems in the design of administrative procedures, and the abilities of responsible staff members.	Establish cross BiH Working Group of representatives from each competent central institution (BiH MoJ, FBiH MoJ, RS MALSG, relevant BD Government's sectors) to work on administrative decision-making capacity development for individual institutions	BiH MoJ, FBiH MoJ, RS MALSG, relevant BD Government's sectors	By mid 2007
	Individual institutions to review existing organizational arrangements, and introduce necessary changes, in order to establish at least one specialist in administrative procedure and	Individual institutions with administrative decision-making responsibilities	By end 2007

	<p>decision-making; the specialist will focus on monitoring and analysis, and reporting on administrative decision-making practices within the institution, including ongoing assistance to involved units and sectors.</p> <p>This position will be placed centrally, and close to the institution's top management.</p> <p>Analysis and reports from individual institutions will be submitted to analytical units in the central portfolio, responsible for coordination of administrative decision-making matters within the specific government level.</p>		
	<p>Competent central institutions on each level (BiH MoJ, FBiH MoJ, RS MALSG, etc.), will develop analytical capacity for overall analysis of administrative decision-making practices.</p>	<p>BiH MoJ, FBiH MoJ, RS MALSG, relevant BD Government sectors</p>	<p>By end 2007</p>
	<p>Establish coordination arrangements between competent central institutions to manage common initiatives dealing with standard-setting (e.g., guidelines for administrative inspection, standards of behavior for front office officials, etc.), related training initiatives, and exchange of experiences etc.</p>	<p>BiH MoJ, FBiH MoJ, RS MALSG, relevant BD Government sectors</p> <p>Others: Governments on all levels</p>	<p>By end 2007</p>

AP.5.2 Professional qualifications of staff

The approach to professional competence guaranteed in LAPs is not sufficient to ensure a high level of service. Specialist knowledge considerably varies from institution to institution, with an uneven understanding of key aspects of administrative decision-making. Each LAP mentions adequate performance on special exams as one of the key requirements for officials dealing with tasks related to administrative decision-making. This system could be developed into a proper system of certification for all key staff involved in AP matters. Furthermore, it would be necessary to deploy specific in-service training, considering that officials responsible for conducting the procedure or executing individual activities within it are primarily non-lawyers. Slovenia has taken a serious approach to ensuring professionalism in administrative decision-making, through professional habilitations, which consist of attending courses and passing an exam. This approach is applied to administrative inspectors and officials deciding administrative cases. In addition, there are professional upgrading courses for AP specialists carrying out analytical tasks on decision-making practices within their institutions, and practical training for front desk employees.

Activity	Proposed steps	Responsible institutions	Timelines
1. Central institutions	Identify needs for training.	BiH MoJ, FBiH	Beginning of

responsible for AP matters at each level, with the assistance of the CSAs or equivalent bodies, will agree upon a common scheme for the training of officials responsible for administrative decision-making (specialists in administrative procedure in institutions, officials responsible for conducting the procedure, and training of administrative inspectors).	<p>Agree a training curriculum in accordance with the needs.</p> <p>Design and deliver training on each level, based on modules of practical content, including case studies related to specific decision-making areas.</p>	<p>MoJ, RS MALSG, BD Government (sectors responsible for AP)</p> <p>CSAs</p> <p>Individual institutions</p>	2008; onwards
2. Ensure high professionalism in administrative decision-making.	The competent central institutions (in cooperation with the CSAs), will assess options for establishing an appropriate system of certification for the key roles in administrative decision-making, including certification of officials responsible for conducting an AP, and administrative inspectors.	<p>BiH MoJ, FBiH MoJ, RS MALSG, BD Government (sectors responsible for AP)</p> <p>CSAs</p>	By end 2008

AP.6. Internal Control

AP.6.1 Regular monitoring of administrative decision-making practices

Monitoring administrative decision-making practices is undeveloped, or in many cases missing. Internal audits and/or analysis of decision-making practice are conducted in less than half of the institutions across all government levels. Therefore, follow-up systems related to quality of decision-making will be better developed and applied throughout BiH. This regular monitoring will also be of great interest for the central unit watch in charge of analyzing and improving the overall system of administrative procedure. Uniform standards for reporting will be agreed upon at each government level.

Activity	Proposed steps	Responsible institutions	Timelines
To advise the management on the constant improvement of decision-making practices, each institution with such powers will establish an internal system for monitoring work quality.	<p>Administrative institutions will ensure regular monitoring, analysis and reporting in regards to:</p> <ul style="list-style-type: none"> • The institution's own decision-making practices (decisions issued by topic, their outcome, type of procedures applied, respect of deadlines, etc.); • In respect to second instance decisions, this will include analysis of recurrent problems in first instance decision-making 	<p>All institutions with administrative decision-making powers</p> <p>Others: BiH MoJ, FBiH MoJ, RS MALSG, BD Government (sectors responsible for AP)</p>	From 2007 onwards

	<ul style="list-style-type: none"> Monitoring of the institution of the follow-up to its decisions in terms of execution – if the decision is positive – or otherwise in terms of second-instance decision-making (how often decisions were appealed, with what outcome, reasons for appeal etc); Monitoring of court disputes (how often decisions were challenged, outcomes, reasons etc.); Monitoring responses to the recommendations of the respective Ombudsman institution. 		
	Individual institutions (especially those with complex and multiple decision-making powers), to review their organizational arrangements. Establish appropriate arrangements for the exercise of these duties (including a specialist position close to the institution’s management, to be in charge of gathering data, and analyzing the work of different sectors and units).	All institutions with administrative decision-making powers	By end 2007
	Agree uniform standards for reporting at each level.	BiH MoJ, FBiH MoJ, RS MALSG, BD Government (sectors responsible for AP)	By end 2007
	Monitoring reports will be produced on an annual or six-monthly basis. Reports will be submitted to the institution's management, and to the central portfolio responsible for administrative procedure issues.	All institutions with administrative decision-making powers BiH MoJ, FBiH MoJ, RS MALSG, BD Government (sectors responsible for AP)	

AP.6.2 Disciplinary responsibility

Across all government levels, very few disciplinary actions, or actions for material responsibility are conducted against officials for misuse of position, or for serious mistakes committed during the procedure. On the other hand, there are a number of complaints addressed to administrative inspectors and ombudsman institutions; and the large number of procedures indicates that there was a need for disciplinary sanctions. Therefore, each relevant institution will specifically report on disciplinary measures undertaken for breach of procedures; this will be included in regular reports on decision-making practices.

Activity	Proposed steps	Responsible institutions	Timelines
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Ensure necessary disciplinary actions or actions for material responsibility, against officials for misuse of position, or for serious irregularities during the course of the procedure.	Specifically report on disciplinary measures undertaken for breach of procedures (on individual initiative, or following indication by administrative inspection or ombudsman), in the regular reports on decision-making practices. Reports will be submitted to the responsible central institutions.	All institutions with powers administrative decision-making powers	By end 2007; ongoing
	The WG for Harmonization of LAPs to consider amendments to LAP specifying obligations on reporting on adopted disciplinary measures.	Others: BiH MoJ, FBiH MoJ, RS MALSG, BD Government (sectors responsible for AP)	

AP.7. Administrative Inspection

AP.7.1 Develop the role of administrative inspection

Developing the role of administrative inspection will be treated as a priority. Currently, no Rulebook or standard procedure determines the inspection methodology. Recorded rules would be an advantage to both inspectors and inspected parties: to better understand what the inspection implies.

There is a strong need to employ additional numbers of administrative inspectors, particularly at the State level, since State-level legislation is theoretically where the range of powers provided to inspectors is widest and strongest. Additionally in FBiH, the Administrative Inspectorate is organized in a centralized manner, which considerably reduces the likelihood of frequent and efficient inspections of headquarters. It makes coordination with the separate Cantonal-level administrative inspectors very difficult. In the BD, the role of administrative inspector is limited to one employee from the Public Safety Department. This is a highly unusual solution, and will be revised.

Activity	Proposed steps	Responsible institutions	Timelines
1. Focus the role of administrative inspection more strongly on administrative decision-making (the application of LAPs), and quality of services to the public.	If necessary, make necessary changes to the mandate of administrative inspection.	Competent ministries on all levels	By mid 2008
	Inspectors to act not only on the basis of individual complaints, but also on the basis of planned checks on all aspects of the procedure, including standards of service to the parties (bos. <i>šalterska praksa</i>).		
2. Improve capacities for administrative inspection.	Review and establish effective organizational arrangements for the work of administrative inspection, including necessary decentralization arrangements (especially at the FBiH level).	All, especially FBiH and cantonal governments	By mid 2008
	The competent ministries to review the needs and take necessary measures to employ additional number of administrative inspectors at all government levels (particularly BiH	All, especially the BiH MoJ (in cooperation with the BiH CSA)	By mid 2007

	level).		
	Improve the technical conditions for inspections (additional equipment, vehicles, etc.).	Relevant ministries on all levels	From 2007; ongoing
	Inspectors will attend trainings emphasizing their increasing role in administrative decision-making.	Relevant ministries on all levels CSAs	Ongoing
3. Introduce standard operating procedures for administrative inspection to be able to follow a single procedure while conducting inspections.	Establish a cross-BiH WG to agree on the main aspects of a Standard Operating Procedure for administrative inspection, to then implement on each level.	BiH MoJ, FBiH MoJ, RS MALSG, BD Government (sectors responsible for AP) Others: Institutions applying administrative procedures in their work	By end 2007
4. The function of the administrative inspector in the District of Brčko will be recognized to become more relevant for overall management of administrative decision-making in BD.	BD Government will propose a solution and prepare necessary changes to regulations (e.g., the administrative inspector to be located within the Administrative Support Department).	BD government. Administrative inspector	End 2006

PART V INSTITUTIONAL COMMUNICATION

PART I: SETTING UP OF THE SYSTEM

IC. 1. Key Regulations

Activity	Proposed steps	Responsible institutions	Timelines
<p>Regulate the work of PR officers/units (hereinafter called “PR offices”).</p> <p><i>Links: The DFiD funded project on “State and Entity Public administration reform, BiH“, implemented by the UK National School for Government, is working with the RS Government to further strengthen the role and function of the Government public relations and internal communications. Similar support, with a view to harmonizing activities, is being discussed with the State level, F BiH and Brčko Public Relation Bureaus.</i></p>	<p>All governments to adopt document/s on institutional communication (Decision/Protocol on Public Relations Officers, a Guide on Standard Working Practices for Public Relations Officers or other similar documents), outlining the guiding principles in the work of PR offices/officers in all public institutions.</p>	<p>BiH CoM, F BiH, BD Governments</p> <p>Government’s central information offices</p>	<p>Start 2007</p> <p>Government documents in place by end 2007; ongoing afterwards</p>
	<p>Set up a cross BiH Working Group to agree basic guiding principles for such documents.</p>	<p>BiH CoM, RS, F BiH, BD Governments</p> <p>Government’s central information offices</p>	
	<p>Governments that have already adopted such documents to update them in accordance with the agreed principles and this Action Plan.</p>	<p>All governments</p>	
	<p>Develop or update manuals on the content of such documents and operating procedures of importance to the work of PR officers.</p>	<p>Government’s central information offices on all levels</p>	
	<p>Periodic updating and revision of the content of such documents</p>	<p>Government’s central information offices on all levels</p>	

IC. 2. Communication planning

IC.2.1 Improve strategic communication

Activity	Proposed steps	Responsible institutions	Timelines
1. Government's communication strategy and action plan	Each Government to develop and adopt its own communication strategy and action plan.	All governments (in particular BiH CoM, FBiH, and BD Government)	End 2007
	Carry out research at the beginning of the process – before implementation of the communication strategy starts - to establish, for instance, what the general public thinks about the Government.		
	Regular evaluation of implementation to establish whether the public's knowledge and views of Government have changed.		Continual
2. Improve communications planning within institutions.	The government's documents regulating the work of PR officers, to require each institution to produce and adopt a medium-term communications strategy by a specific deadline, and submit these to their Government.	BiH CoM, RS and FBiH Governments Government's central information offices	End 2007
	Governments that have already adopted documents on IC, need to update them in accordance with this Action Plan.		
	In line with these documents, institutions to define (or update) communication goals, target groups, communication channels, core messages, and organize public hearings or promotion events of communication strategies.	Institutions on all levels	
	In addition, each institution to complete and adopt annual operational plans for communication activities, with evaluation and monitoring procedures and budget.	Institutions on all levels	End 2007; ongoing afterwards
IC.2.2 Integrate communication planning and budgeting			
Activity	Proposed steps	Responsible institutions	Timelines
Integrate communication planning with the institutions' overall planning and budgeting processes.	Communication strategies and plans are part of an overall planning and budgeting process undertaken by all departments within institutions: not as an isolated activity.	Institutions on all levels BiH CoM, RS and FBiH, BD` Governments	Continual
	Experience of such planning is limited;		

	substantial technical assistance and training is required, to senior management and PR officers among others.		
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IC 3. Institutional relation/relations with management

IC.3.1 Ensure PR participation in the decision-making process and support by senior management

Activity	Proposed steps	Responsible institutions	Timelines
1. Ensure senior management understand and support the work of PR officers.	Design an intense programme of training for senior management of all institutions, in the purpose and requirements of government documents on Institutional Communication (IC).	All governments Government's central information offices	Start 2007 (the programme will be in place by end 2007)
	Stress the need for availability of top decision-makers to inquiries by the public (ensure this is highlighted in the government documents on IC).	Institutions	Ongoing
2. Improve PR participation in the decision-making process and the access to information of PR officers.	Include PR officers in the decision-making process in their institutions (attend collegiums, regular meetings of management, etc.).	All institutions	By end of 2007; ongoing afterwards
	Review and revise internal procedures to ensure that PR officers have proper access to information within their institution.		

IC.3.2 Ensure PR officers with adequate status

Activity	Proposed steps	Responsible institutions	Timelines
Improve the status of PR officers.	Define the positions of PR officers as civil servants, and ensure correct level of expertise and seniority (not lower than "expert associate").	All governments	Mid 2007
	Subordinate PR officers directly to the top management.	All institutions	Ongoing
	Put in place regular reporting mechanisms of PR officers to their management. Improve such mechanisms if they already exist.		

IC.3.3 Separate institutional from the political communication

Activity	Proposed steps	Responsible institutions	Timelines
Separate institutional from political communications.	Allocation of tasks to PR persons and political spokespersons must be clearly defined. Specify in government documents on IC that PR persons in the institutions are responsible for institutional, not political, information (to the extent this is already not clearly specified in such documents)	All	By mid 2007

IC.4. Organizational issues

Activity	Proposed steps	Responsible institutions	Timelines
Improve capacity in institutions.	Every Ministry and major institution will have at least one full-time, dedicated PR officer.	All, but particularly ministries (all levels) and institutions that play major role in EU integration processes	By mid 2007
	Smaller institutions and others may use the resources of central government offices.		
	The government of Brčko District (BD) to formally establish a central information service.	BD government	

IC.5. Co-ordination and standard-setting

Activity	Proposed steps	Responsible institutions	Timelines
1. Improve co-ordination between PR officers/offices at each government level.	Each government's central information office to convene regular meetings (at least monthly); PR officers from all main institutions to share information and plans, develop joint strategies and activities and discuss common problems.	BiH CoM, RS and FBiH Governments, BD government Government's central information offices	By mid 2007; afterwards ongoing
	The information services of DEI and CoM to organize regular meetings of all relevant PR officers/ offices in relation to EU integration processes.	Institutions BiH DEI	
2. Improve networking with other information officers, governmental	Establish cooperation and have occasional joint activities with PR associations and information officers	All	By mid 2007; ongoing

and non-governmental.	from international organizations, NGOs, etc.		
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IC.6. Service provision/Central pools of resources

Activity	Proposed steps	Responsible institutions	Timelines
1. Ensure PR offices in institutions as well as central government's information office receive modern equipment essential for their work.	As part of the planning and budgeting process inherent in the adoption of a communications strategy and annual operational plans, each PR office to identify and request equipment which is required most urgently for purchase or renewal to improve work effectiveness.	All governments and institutions	Beginning of 2008; ongoing
	All central governmental offices in particular to be strengthened with modern equipment essential for their work.		
2. Establish governmental common "resources pools".	Equipment which is used less frequently and/or is expensive, will be provided under a "resources pool" arrangement; available at central government' information office to all PR offices.	BiH CoM, RS, F BiH and BD Governments	Mid 2008
3. Carry out a feasibility study on the proposed BiH Information Centre to serve all governments, the media and the public.	The BiH Government, in cooperation with the RS and F BiH Governments, to conduct a feasibility study into the proposed BiH Information Centre (preferably with international assistance). The study to determine the exact purpose and cost of such a centre; and define the relations of all governments towards the Centre, on which basis, governments on all levels to provide final confirmation of their support.	BiH CoM RS, F BiH, BD Governments	Mid 2008
4. Ensure modern and efficient developments of the IC sector in the future.	Conduct another functional review on the issue of public administration's IC capacities in several years, coordinated by the government's central information offices (with the help of the BiH Information Centre, if established).	All governments	2010

IC.7. Human Resources

IC.7.1 Concentrate new resources at critical points in system

Activity	Proposed steps	Responsible institutions	Timelines
Concentrate new resources at critical points in the system.	All PR positions to be filled as soon as possible through civil service procedures.	All governments and institutions CSAs on all levels	End 2007
	Since major increases in staffing are unrealistic, any additional resources to be concentrated at critical points - primarily the government's central information offices (and the proposed BiH Information Centre, if established).		Ongoing

IC.7.2 Improve utilization and effectiveness of existing human resources

Activity	Proposed steps	Responsible institutions	Timelines
Improve utilization and effectiveness of existing human resources.	Each institution to clearly define the functions and position of PR officers, with proper job descriptions, including the required job qualifications.	All institutions	Mid 2007

IC.7.3 Ensure professional skills of PR staff are appropriate for the job

Activity	Proposed steps	Responsible institutions	Timelines
Ensure the professional skills of PR staff are appropriate for the job.	Standards for entry for PR positions will be at least as rigorous as those in other highly skilled areas of the Civil Service: a combination of skills will be required.	BiH CoM, BD, RS and F BiH Governments and institutions	Ongoing
		Government's central information offices; CSAs on all levels	Mid 2008

IC 8. Training

Activity	Proposed steps	Responsible institutions	Timelines
1. Provide training to PR officers on public relations.	All PR officers to undergo training on public relations. All PR officers will have the PR manual (and should have knowledge of it).	BiH CoM, BD, RS and F BiH Governments	Ongoing
	Training could be run as a joint project on all levels of government (under the coordination of the government's	Government's central information	

	central information offices, in cooperation with the CSAs).	offices; CSAs on all levels	
2. Provide training to PR officers in other required areas.	Design and deliver other types of training, e.g. to improve PR officers' IT skills, knowledge of foreign languages, ability to manage staff, and plan and budget.	Institutions	
3. Provide experience of European best practices to PR officers.	Provide direct experience of best European practice in comparative countries, through occasional study tours and bilateral "twinning" of PR officers with counterparts in EU countries (possibly involving short-term job exchanges), or for a longer-term and more in-depth exchange of experience.	BiH CoM, BD, RS and FBiH Governments and institutions	Ongoing

IC.9. Budget allocations

Activity	Proposed steps	Responsible institutions	Timelines
Improve transparency and management of funds for PR activities.	Budgetary requirements to be part of PR offices/officers annual plans, and taken into consideration by management.	All governments and institutions	Ongoing
	PR offices/officers to be consulted on content issues in selection between procurement offers relating to their work.		

PART II: OUTPUT OF THE SYSTEM/ACTIVITIES

IC. 10. Media related activities

Activity	Proposed steps	Responsible institutions	Timelines
Clarify and simplify media communications.	Individual institutions to clearly define the process of communications with the media: defining the role of PR officers, authority to give media interviews, the type of information which may and may not be made public, and ensure a speedy process for preparing and approving statements to the media.	All institutions Government's central information offices; CSAs on all levels	By mid 2007; ongoing
	Prepare guides/manuals for media relations, compatible with government documents on IC.		
	Prepare and maintain lists of media		

	representatives (national, regional and local), with their names and contacts.		
	Prepare lists of journalists that cover the area of interest to the institution, share information, and meet regularly.		

IC. 11. Media Monitoring

Activity	Proposed steps	Responsible institutions	Timelines
Improve efficiency of media monitoring.	While basic media monitoring is one of the key functions for all PR offices, each central government office to provide basic media monitoring products for its level of government, and share it throughout institutions. The proposed BiH Information Centre, if approved, can provide media monitoring service to all institutions.	All central government information offices (BiH Information Centre, if approved) Institutions	By mid 2007; ongoing
	Prepare specific (topic oriented) daily, weekly and monthly press clippings/ media monitoring reports.		
	Organize electronic distribution of media monitoring reports to interested parties.		

IC. 12. Direct Communication with the Public - FOIA

Activity	Proposed steps	Responsible institutions	Timelines
Ensure all institutions fulfill their responsibilities under the Freedom of Information Act (FoIA).	Appoint staff (an information officer under FoIA) to deal with citizens requests to have access to information.	All	Start immediately; ongoing
	Prepare and publish guides and other information on free access to public information with clear instructions to citizens in accordance with the law.		
	Display and promote such guides and information at the institution's web site, notice boards, etc.		
	Distribute the guide to interested citizens and NGOs.		

IC. 13. Web pages

Activity	Proposed steps	Responsible institutions	Timelines
1. Ensure all institutions have a web page.	All institutions must either:	Institutions	By mid 2007

	<ul style="list-style-type: none"> • Establish their own website, allocate resources to maintain it on a regular basis, and provide links to their government and other sites; or • Provide information on a regular basis to the government's central website. 		
	PR offices to control web page content, and have close cooperation with IT staff who handle technical aspects (technical aspects can be outsourced).		
	Institutions to organize promotion of their websites.		
2. Ensure quality and consistency of websites.	A template for the website design, minimum contents and features required to be set out in the Website Guidelines produced by individual governments (and/or by the BiH Information Centre, if approved).	BiH CoM, RS, FBiH and BD Governments	By mid 2007; ongoing
	Government documents on IC to provide an obligation to regularly update websites by all institutions and encourage a more service-oriented approach.	All central government information offices (BiH Information Centre, if approved) Institutions	

IC. 14. Direct communication with citizens

Activity	Proposed steps	Responsible institutions	Timelines
To inform citizens without mediators.	Increase activities directly with citizens and do not focus only on media relations (roundtables and other public events of interest to the general public).	All	Ongoing
	Ensure this is highlighted in the government documents on IC	BiH Council of Ministers, RS, FBiH and BD Governments All central government information offices	By end 2007
	Issue and distribute leaflets, brochures, and other public information.	All	Ongoing
	Organize and maintain boxes for		

	suggestions, complaints, comments.		
	Organize open days or visits to institutions by citizens, schools, etc.		

IC. 15. Country branding and promotion

Activity	Proposed steps	Responsible institutions	Timelines
1. Initiate country branding and promotion abroad.	Establish decision and agreement on country branding and promotion abroad, allocate necessary funds, and initiate such activities.	BiH CoM (with PR agencies), in cooperation with RS, FBiH and BD Governments	By the end of 2007; ongoing
2. Usage of BH diplomatic network in external promotion.	Diplomatic representatives to have a more active approach to BiH promotion. Coordination by MFA is crucial in this regard.	BiH CoM and MFA BiH Diplomatic and Consular offices	Ongoing
3. All institutional representatives are to engage in external promotion.	Every institutional representative, particularly top leaders and those in frequent contact with foreign environments, will use every opportunity for promotion of BiH and provision of relevant information.	Governments	Ongoing
	Develop promotional briefing material – available to all institutional representatives to use for their foreign contacts (such material is to be updated on a regular basis)	All institutions	

IC. 16. Measure of results

Activity	Proposed steps	Responsible institutions	Timelines
1. Measure the effectiveness of institutional communications.	Communications strategies and operational plans to include measurement of the results of activities of PR officers/offices (on the basis of data from previous research) - both in terms of outputs (numbers of press statements, media interviews, publications etc), and also regarding effectiveness (public attitudes and feedback, media coverage etc).	All governments and institutions Government's central information office	Ongoing
	Each institution to undertake at least one exercise in measuring feedback during the term of a government - e.g. through a simple questionnaire to key		

	customer groups.		
	The government's central information office to measure the overall effectiveness of government communications.		
2. Measure public attitudes and knowledge on key policies.	Institutions to submit topics for inclusion in regular public surveys undertaken by the government's central information office (and/or the proposed BiH Information Centre, if approved later).	All governments and institutions Government's central information office	Ongoing

IC. 17. Internal Communications

Good internal communications raises awareness and understanding among staff; keeps them informed and engaged through a two-way information flow. Information cascades from senior management down through the organisation and a return channel allows staff comments, opinions and importantly, suggestions, to travel up through the organisation back to senior management. This encourages staff engagement, commitment and motivation so ensuring improved delivery for customers.

Activity	Proposed steps	Responsible institutions	Timelines
1. Develop programs for improving internal communication.	Establish cross BiH working group to review current internal communication arrangements, discuss needs and agree common standards that governments on all levels can adopt and promote.	BiH CoM, RS, F BiH and BD Governments	By end 2007; implementation ongoing afterwards
2. Ensure PR officers/offices involvement in internal communications.	PR officers/offices to be able to distribute external information internally and receive all relevant internal information.	All institutions	Ongoing
	In addition, establish regular briefings, sessions or meetings with the top management.		
	Establish information stands, bulletin places, and an advertisements board.		
3. Improve electronic communication and information-sharing.	Introduce uniform Intranet systems and information policies, allowing all staff access to appropriate types of information, as quickly as resources allow.	All governments and institutions	By mid 2008; ongoing
	Develop e-mail networking for faster and easier communication.		

PART VI INFORMATION TECHNOLOGY

IT 1. General policies, regulations and standards

IT.1.1 Bring legal framework in line with the *acquis communautaire* requirements in the area of IT
Despite significant progress made in the field of IT legislation, the existing IT legislation remains haphazard and piecemeal, distancing BiH from *acquis communautaire* requirements, and the needs of a modern information society. An urgent need for a coherent and comprehensive regulatory environment for the utilization of IT has been identified; the IT legal framework needs to be in line with the *acquis communautaire* requirements.

Activity	Proposed steps	Responsible institutions	Timelines
1. Define necessary laws and other regulations in the area of IT at state and entity levels.	Engage legal IT expert. Coordinate the activities with the UNDP e-legislation project.	CoM BiH, Governments of RS, FBiH and BD; Ministries of Justice; Secretariats in charge of legislation	Mid 2007
2. Adopt relevant laws and other necessary regulations in line with the <i>acquis communautaire</i> requirements for the utilization of IT.	Adopt the Law on Electronic Signature, the Law on E-business, the Law on Electronic Document and their supporting documents. Prepare and adopt other laws and legislation in line with the <i>acquis communautaire</i> requirements.		Mid 2007 End 2008
3. Harmonize existing legislation in the area of IT with the <i>acquis communautaire</i> requirements.	Sign and ratify the European Convention on Cybercrime. Harmonize existing laws and legislation with the <i>acquis communautaire</i> requirements.		End 2007 Ongoing

Links to E-government Action Plan: 2

IT.1.2 Implement E-government Action Plan

The E-government Strategy and accompanied Action Plan, adopted by the BiH Council of Ministers in November 2004, provide strategic directions and guidelines for activities needed during the implementation of e-government, at all governmental levels. These documents offer a comprehensive catalogue of potential actions, and explore a wide range of technologies that could be deployed and actions that could be taken; depending on political willingness, technical capacity, and available funds. The proposed IT projects need to be prioritized based on: a realistic view of the existing capacity and performance; strong political will regarding their implementation; and sustainable project cost models – so necessary resources can be secured for their implementation.

Activity	Proposed steps	Responsible institutions	Timelines
1. Update e-government action plan clearly defining priorities among proposed	Define priorities among proposed IT projects based on realistic assessment of needs and outcomes, available political support, available human and financial resources, technical capacity,	CoM BiH, Governments of RS, FBiH and BD, AIS, IT Center of	Annually

projects.	cost-benefit analysis, and requests for other activities to be implemented first. According to defined priorities, make annual projections of IT projects.	the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection, finance experts from the institutions	
2. Ensure political support throughout the country for the implementation of the updated e-government action plan.		CoM BiH, Governments of RS, FBiH and BD, AIS, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection, finance experts from the institutions	Ongoing
3. Secure adequate financial and human resources throughout the country for the implementation of the updated e-government action plan.			Ongoing
4. Implement the updated action plan according to defined priorities.			Interim results by end 2010

Links to E-government Action Plan: 1

IT.1.3 Develop software strategy applicable to the whole public sector

To maintain competition in the software market, and ensure that the authorities can choose optimal software in regard with both, quality and price – regardless whether the software is open source or proprietary – it is necessary to develop and adopt a software strategy for public administration as whole. Regarding proprietary software, commenced negotiations must continue for the whole public sector country-wide (regardless of the governmental level), to achieve a considerable reduction in the cost of licenses on the basis of enterprise agreement licenses. In parallel, following the practices of developed countries, the possibilities of migration to open source software and the use of so called mixed models will be seriously considered.

Activity	Proposed steps	Responsible institutions	Timelines
1. Learn about cost structures and related values, benefits and user satisfaction of different types of software. Based on the previous activity, develop and adopt a software strategy for the whole public administration, ensuring that the authorities can	Commission for Negotiations with Strategic Partners and Commission for Software Policy will include in their work representatives from all levels of government (professionals in the IT sector), to develop a software strategy applicable to the whole public administration.	AIS, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection, Commission for Negotiations with	End 2007

choose optimal software in regard with both, quality and price, regardless of whether the software is an open source or proprietary.		Strategic Partners, Commission for Software Policy	
2. Negotiate a common software licensing for the public sector countrywide and achieve a considerable cost reduction for licenses on the basis of the enterprise license agreement.		CoM BiH, Governments of RS, FBiH and BD, Agency for public procurement, AIS, Commission for Negotiations with Strategic Partners, Commission for Software Policy	Mid 2007
3. Analyze the possibility of using Open Source Software (OSS) in the public administration.	Analyze experiences, practices and trends in other countries. Analyze advantages and disadvantages in comparison with the proprietary software. Evaluate available support for OSS in BiH. Produce a report on the limitations and possibilities of using open source software in the BiH public administration, including recommendations for the use of specific products together with specified conditions. Following the positive experience of using open-office in Brčko, make a feasibility study and migrate new institutions.	An independent body (i.e. Association of IT users) AIS, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection, donors, Commission for Software Policy	Mid 2007

Links to E-government Action Plan: 8

IT.1.4 Establish standards for IT procurement

Although the new legal framework on procurement harmonized the procurement procedures at all governmental levels, it is necessary to establish additional standards that regulate procurements of IT goods, supplies and services in order to contribute toward standardization and harmonization of procurement.

Activity	Proposed steps	Responsible institutions	Timelines
1. Define common standards for IT procurement (goods, supplies, services).	Define standards for specification of IT equipment and components (network, hardware and software). Define standards for contract forms used for IT services and deliveries. Define standards for contents of project documentation, work and maintenance instructions.	AIS, Agency for public procurement, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT	End 2007

	Introduce three categories of positions including corresponding requests for IT equipment and software.	Subsection	
2. Define methodology for managing IT projects.		AIS, Agency for public procurement, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection	End 2007
3. Define criteria in selecting the best bidder.	Optional: Check the specifications of bids, create lists of bidders, monitor current market prices, market trends and new market products.	AIS, Agency for public procurement, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection	End 2007

Links to E-government Action Plan: 10

IT.1.5 Develop IT security policy and set up a continuous process of risk analysis

The most important precondition for secure electronic data exchange and the electronic delivery of government services is security. There is a need to have a security and privacy policy in place, and a method of monitoring staff adherence to this policy. Security policy will encompass defined technical recommendations, conditions and referent standards, to ensure secure data and information exchange within and between government and users of public services. A continuous process of risk analysis will be established at all levels.

Activity	Proposed steps	Responsible institutions	Timelines
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.	Carry out a comprehensive and thorough IT security inspection at all levels of government with the aim to lay foundations for the future IT security policy, and to reallocate functions related to security. Security issues will be dealt with at the central level separate from those to be dealt with at the entity or local levels. Possible conflict between the two will be identified. Implement current BAS (BiH national standard) for data security in all institutions.	AIS, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection	End 2007
2. Develop a continuous process of risk analysis	Produce a list of sensitive issues and risks, which will serve as an	AIS, IT Center of the RS	End 2008

at all levels of government.	introduction into a continuous process of risk analysis. An independent body will be engaged to conduct adequate 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.	Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection, Central Security Unit, an independent body	
3. Establish Computer Emergency Response Team (CERT).	Establish a team to coordinate responses to breaches of security or other computer emergencies, such as breakdowns and disasters.	AIS, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection	End 2008

Links to E-government Action Plan: 29

IT 2. Organization and Human Resources

IT.2.1 Establish Central IT Units for information society

Unlike other horizontal systems in public administration, a dedicated central institution in charge of IT coordination is still absent at most government levels, and country-wide. The future Agency for Information Society (AIS) is supposed to be the main initiator and implementer of proposed ICT activities. Therefore, it is of utmost importance to compromise and agree on roles, responsibilities and functions of the future AIS; and make it operational in the shortest period possible. Centers of IT competence will be established and/or formally recognized at other levels, and will create close formal links of cooperation with the state-level AIS as soon as it is established.

Activity	Proposed steps	Responsible institutions	Timelines
1. Establish independent IT agency for information society.	Agree on roles, responsibilities and functions of the future State Agency for Information Society (AIS) and adopt the Law on AIS accordingly. Make AIS operational.	CoM BiH, Governments of RS, FBiH and BD and Cantons, OHR, UNDP, EC	ASAP , a matter of the utmost urgency
2. Strengthen the established centers of IT competence in the entities and Brčko District, and set up corresponding ones in regions or cantons that will maintain close formal links with the State AIS.	Formally decide on roles, responsibilities and functions of central units in entities and regions/cantons.	CoM BiH, Governments of RS, FBiH and BD and Cantons, AIS	End of 2007

Links to E-government Action Plan: 5

IT.2.2 Optimize the allocation and use of the limited staffing resources

Once the AIS is established, the allocation and use of the limited staffing resources must be optimized. A clear division between centralized and decentralized IT functions, and IT functions that could be outsourced

to private companies, will be done. At the same time, individual institutions will do their best to keep at least minimal in-house IT capacity. A common methodological approach to ease coordination and cooperation between central and periphery units will be adopted.

Activity	Proposed steps	Responsible institutions	Timelines
1. Make a clear division between centralized and decentralized IT functions, and IT functions that could be outsourced to private companies.	Centralize IT services such as mail, Internet access, security and other functions determined as centrally run. Develop a strategy for using external services: decide which functions do not have to be performed within the administration due to the nature of function, existing support, detailed cost-benefit analyses, positive experiences of other countries etc.	CoM BiH, Governments of RS, FBiH, BD and Cantons, AIS, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection, all other institutions, private companies	End 2007
2. Based on the above division, conduct structural staff reallocation ensuring that individual institutions have the minimum of the necessary IT capacities, either through central units or by having their own IT staff.	Make analyses of current IT functions to serve as a basis for making decisions on transfers from individual institutions to central IT units. Based on such analyses reallocate all positions in charge of centralized functions from individual institutions to central units. Introduce annual planning of necessary IT staffing resources.	CoM BiH, Governments of RS, FBiH, BD and Cantons, AIS, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection, all other institutions	End 2008
3. Adopt a common methodological approach to ease coordination between central and periphery units.	Promote the use of a standardized IT service management framework (ITIL): <ul style="list-style-type: none"> • Plan common processes for all peripheral units; • Define roles and activities with appropriate references and communication lines between them. 	AIS, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection	End 2008
4. Enhance cooperation among IT staff.	Set up mechanisms such as internal IT public administration forums in order to solve common problems, exchange positive practices and experiences, and set common standards.	AIS, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection, all other institutions	Forum: End 2007 Cooperation: Ongoing

Links to E-government Action Plan: 6

IT.2.3 Establish e-government forum

To engage government representatives, private sector, universities, IT professionals and all other interested parties to make contributions toward e-government, an e-government forum will be established. This e-government forum will cooperate closely with the recently established Forum of Association of e-municipalities.

Activity	Proposed steps	Responsible institutions	Timelines
Establish e-government forum to engage government representatives, private sector, universities, IT professionals and other interested parties to make contributions towards e-government.	At the forum discuss problems of development and implementation of e-government, plans and directions of realization. Coordinate the forum's activities with the Association of e-municipalities.	AIS, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection, private sector, universities, NGOs, Association of e-municipalities	Establish the Forum: Mid 2007 Activities of the Forum: Ongoing

IT.2.4 Increase support from top level management for IT development and utilization

Fast development of web technology can help BiH to position itself as an effective and citizen-oriented government – if there is strong political commitment. High-level seminars will be organized to ensure a common understanding of the IT's potential in the reform of the administration, and to secure the active commitment of senior management to support the introduction of IT. In addition, cooperation between IT staff and managerial staff will be strengthened, new IT projects will be presented through analyses of cost and benefits, pilot projects will be introduced in priority areas with short-term results, and all implemented projects and positive results achieved will be presented.

Activity	Proposed steps	Responsible institutions	Timelines
Raise awareness about the importance and potential of IT in the reform of public administration.	Promote e-government among government employees and among users of government services. Organize high-level seminars focused on IT's potential in the reform of the administration. Strengthen cooperation and communication between IT staff and managerial staff. Present new IT projects through cost benefit analyses. Introduce pilot projects in priority areas with short-term results. Present the benefits of implemented IT projects and positive results achieved.	AIS, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection, civil service agencies, donors	Ongoing

IT.2.5 Introduce a valid classification of IT posts

Contrary to the current "everyone does everything" approach, a valid classification of IT jobs, and thorough job analysis defining the exact qualitative and quantitative requirements of each position will be introduced.

Activity	Proposed steps	Responsible institutions	Timelines
Make adequate job analysis, defining the exact qualitative and quantitative requirements for each position.	Introduce a code list of posts (for IT, for example: IT help desk, system analyst, system administrator, database administrator, application developer, IT architect, web designer, etc.).	CoM BiH, Governments of RS, FBiH and BD, AIS, individual institutions	Mid 2008
IT.2.6 Retain scarce IT staff To make the public administration more attractive to highly demanded IT staff, a strategy for retaining scarce IT staff will be developed. The general strategy of the human resources management component for retaining scarce staff will be supported, and ways of providing incentives for highly demanded IT staff will be formalized.			
Activity	Proposed steps	Responsible institutions	Timelines
Support the strategy of the human resources management component for retaining scarce staff, and formalize ways of providing incentives for highly demanded IT staff.	Offer salary bonuses. Provide better career opportunities. Provide continuous IT training.	CSAs, AIS, individual institutions	End 2008
IT.2.7 Professional IT staff In order to have professional IT staff, an adequate budget for continued professional education of IT staff will be secured. An analysis of training needs will be introduced, so training offers are based on actual needs.			
Activity	Proposed steps	Responsible institutions	Timelines
1. Secure adequate funds in the budget for continuous professional education of IT staff.	Analyze training needs, so training offers are based on actual needs. Provide 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.	CSAs, individual institutions, AIS, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection, donors	Ongoing
2. Improve cooperation between IT staff working in various institutions with the aim to solve common problems, exchange experiences, establish uniform standards etc. This will contribute to individual knowledge		Individual institutions, AIS, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection	Ongoing

acquisition.			
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IT.2.8 Increase computer literacy of civil servants

It is obvious that increased levels of computer literacy of civil servants reduces the need for IT help desk support: having computer literate civil servants is a precondition toward the overall goal of enhancing efficiency. At each level, computer literacy testing of all existing employees will be performed, and one institution will be responsible for continuous work on IT literacy, organizing a standardized training programme (such as the ECDL programme), introducing e-Learning, performing IT literacy benchmarking, and raising awareness of the importance of self-training. To reduce the high costs of IT training, all newly-employed staff will be required to have basic computer skills, and CSAs will introduce rules on the minimum computer literacy required for civil servants. Cooperation with the faculties and students of e-Gov laboratories will be maintained.

Activity	Proposed steps	Responsible institutions	Timelines
1. Introduce the rules requiring basic computer skills for newly employed staff.		CSAs, AIS, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection	End 2007
2. Carry out computer literacy testing for existing staff.		CSAs, AIS, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection	End 2008
3. Provide continuous IT training aimed at those who are at risk of having their knowledge outdated by rapid changes.	Select an institution at each level that will act as an education coordinator, tasked with organizing standardized training programmes (such as the ECDL programme), performing IT literacy benchmarking, introducing e-Learning, raising awareness of the importance of self-training etc. Improve cooperation with faculties and students of e-government laboratories.	CSAs, AIS, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection, individual institutions, donors	Ongoing
4. Establish the state authority for ECDL certification.		CSAs, AIS, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection	End 2007

Links to E-government Action Plan: 12

IT 3. Infrastructure

IT.3.1 Establish a national backbone for the use of public administrations

Coherent communication and information infrastructure that will provide cheap, reliable and safe access to information and allow information exchange; both within the public sector (including across government levels), and externally, between the public sector and the users of public services; is a major precondition, without which the potential of e-governance cannot be achieved. Correct infrastructure is critical for the development and implementation of information systems and specialized applications, in all areas of the administration. To achieve this, governments at all levels must prioritize the development of this infrastructure, and sufficient budget resources will be secured for this purpose. Initially, early coordination of all involved stakeholders, in order to avoid any duplication of efforts will be established. Further, analysis of current networks will be performed to optimize the use of existing networks, and avoid irrational spending.

Activity	Proposed steps	Responsible institutions	Timelines
Make arrangements for the use and improvement of existing resources to ensure reliable information exchange between institutions across government levels, as well as between government institutions and users of public services.	<p>Establish early coordination of all involved stakeholders and avoid any duplication of efforts.</p> <p>Make an analysis of existing networks with the aim to optimize their use and avoid irrational spending of funds.</p> <p>Carry out a project of connecting all organizational units of administration to enable efficient information exchange.</p>	<p>AIS, IT Center of the RS</p> <p>Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection, Telecom operators, power distribution and railway companies, donors</p>	Interim results by end 2010

Links to E-government Action Plan: 13, 14

IT.3.2 Improve horizontal and vertical networking within the administration

In parallel with the development of a national backbone for the use of public administrations, individual LANs will be completed, and the infrastructure for single and ubiquitous access to the Internet (with joint services and security solutions), will be ensured wherever possible. Easier maintenance, standardization of domains and e-mail addresses are also outcomes of this solution, capable of delivering higher efficiency at considerably lower cost.

Activity	Proposed steps	Responsible institutions	Timelines
1. Complete LANs in individual institutions where necessary.		<p>AIS, IT Center of the RS</p> <p>Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection, individual institutions, donors</p>	End 2008

2. Develop infrastructure to enable single access to the Internet with joint services (Internet access, mail service etc.), and security solutions wherever possible with the aim of achieving cost reduction and easier maintenance.		AIS, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection, individual institutions, donors	End 2009
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Links to E-government Action Plan: 34

IT.3.3 Establish a unique access point for information exchange within the administration

To ensure a unique access point for information exchange within the administration, a government gateway, performing authentication, authorization, transaction, redirecting, and other centralized services needed to facilitate access to common data and services, will be built and hosted.

Activity	Proposed steps	Responsible institutions	Timelines
Build government gateway performing authentication, transaction, redirecting and other centralized services needed to facilitate access to common data and services.		AIS, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection	End 2010

Links to E-government Action Plan: 30,19

IT.3.4 Establish standard workstation configuration

Well-organized and standardized infrastructure is much easier for maintenance; the standardization of configurations is an obvious measure to save scarce funds and improve user satisfaction. Therefore, standard-setting for common workstation configuration, at each level of government (or at a minimum at the level of individual institution), will be established and implemented.

Activity	Proposed steps	Responsible institutions	Timelines
1. Establish and implement optimal standards for common workstation configuration at each level of government, or at the level of individual institution as a minimum.	Introduce three categories of positions (e.g. generic office environment), with corresponding requests for IT equipment and software (roughly estimated, 90% of computers will be in the light category).	All, AIS, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection	End 2008
2. Maintain the updated and consolidated database for configuration management in each user institution.		All, AIS, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko	End 2008

		District IT Subsection	
IT.3.5 Implement Public Key Infrastructure (PKI) PKI is the most common technology used to implement electronic signatures. It will be implemented as soon as the appropriate legislation, such as Law on Electronic Commerce and Electronic Signatures, Law on the Certification Authority etc., is in place.			
Activity	Proposed steps	Responsible institutions	Timelines
Implement PKI project for the public sector.	Analyze experiences, practices and trends in other countries. Define the concept and prepare the pilot project. Implement the pilot project. Implement PKI.	All, AIS, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection	End 2009
Links to E-government Action Plan: 31/32			
IT 4. Information systems and e-services			
IT.4.1 Develop standards for system architecture and development of applications The current EU trend is that IS architecture will be at least 3-tiers, and will be on loosely coupling, and not on the previously tight integration. To maintain this, a common architectural framework and common standards for system architecture and development of applications will be defined. Standards for technical interoperability between applications will be prepared.			
Activity	Proposed steps	Responsible institutions	Timelines
1. Prepare the future models for interoperability.	Prepare the vision followed by strategic documentation, and then comprehensive enterprise architecture methodology.	AIS, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection	Mid 2008
2. Elaborate the common approach, methodology and set of tools for system architecture and the development of applications.	Prepare methodology that defines set of activities in the procedure of developing systems and applications, including the content of project requirements, responsible implementers, conditions for developing systems and applications, testing, product acceptance, maintenance and upgrade, and referent standards.	AIS, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection	Mid 2008
Links to E-government Action Plan: 9			
IT.4.2 Establish e-government interoperability framework Current EC trends regarding the interconnectivity, data exchange and service delivery of public sector IT systems are based on interoperability, rather than integration of IT systems. Therefore, the work on the IT interoperability framework for the BiH public sector, harmonized with the recently published European			

Interoperability Framework (EIF), will become a long-term priority. Common, open standards for data exchange and technical interoperability between applications (most likely XML-based), will also be produced as soon as possible by the future AIS.

Activity	Proposed steps	Responsible institutions	Timelines
1. Develop the interoperability framework (operational, semantic and technical interoperability), harmonized with the European Interoperability Framework (EIF).	Analyze experiences, practices and trends in other countries. Define the stakeholders. Define the concept, rules and standards.	AIS, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection	Mid 2008
2. Create common, open standards for data exchange and metadata definitions (XML-based), for sharing and exchange of data among government departments and externally.	Define the basic databases of metadata and ways of their usage in the process of data exchange.	AIS, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection	Mid 2008
3. Implement the project for verification and realization of the interoperability concept.		AIS, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection	End 2010

Links to E-government Action Plan: 15,16

IT.4.3 Develop a strategy on public registers and implement it

This strategy, supported by the analyses of the existing partial electronic registers, will be developed enclosing the solutions for harmonization and interoperability of public registers. The priority list will be created, and for each public register, unified software solutions will be implemented if possible. Following the strategy, integration and interconnection of registers and other important data collections will continue to provide better quality data to support public administrative functions, and simultaneously decrease the burden on citizens caused by the obligation to collect data. The final achievement will be one-stop-shop for citizens.

Activity	Proposed steps	Responsible institutions	Timelines
1. Make an analysis of existing partial electronic registers and, based on it, propose the optimal solution for their harmonization and interconnection, also unify implementation in the public administration bodies	Optional: 1. Municipal registry offices: Registers of citizens; 2. Cadastre of land and real property; 3. Register of legal entities.	CoM BiH, Governments of RS, FBiH and BD, AIS, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko	End 2007

where necessary. Based on the analysis above, create a priority list for the implementation of public registers.		District IT Subsection, owners of data, donors	
2. Implement interoperable software solutions for each individual public register, and choose technologies according to the e-government strategy with a final goal of creating a one-stop-shop for citizens.	Ensure the interoperability of registers with the aim to enable one access point for the citizens. Develop procedures for access to and use of data from public registers. Create life events around public registers.	CoM BiH, Governments of RS, FBiH and BD, AIS, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection, owners of data, donors	Interim results by end 2010

Links to E-government Action Plan: 25 (pilot project), 42, 44, 54, 55, 21

IT.4.4 Uniformly implement information systems supporting common horizontal functions

The same software solution can automate common procedures in most of the institutions, initiate large budget savings, and avoid duplication of effort and future interoperability problems. Therefore, the budget for development and implementation of uniform software solutions supporting common horizontal functions will be secured as soon as possible. The implementation will be in accordance with agreed priorities, and in close cooperation with the institutions playing a central implementing role at each government level. Once implemented, versions of the same information systems in all institutions will be kept synchronized, configuration management will be introduced, common vocabulary and data definitions will be maintained, and a common knowledge repository for problem-solving during migration and maintenance will be made.

Activity	Proposed steps	Responsible institutions	Timelines
1. Set priorities based on the state of existing systems, institutions' needs, expected costs, short-term and long-term benefits.	Proposal of priorities: 1. System for electronic office operation; 2. Human Resources Management IS; 3. Public procurement; 4. Budget; 5. Improvement of the functions of the treasury; 6. Finance and accounting businesses; 7. Statistical systems; 8. Case resolution course; 9. Other horizontal functions.	AIS, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection, Institutions with central role in implementation at every level of government (e.g., CSA for human resources or Ministries of Finance for Treasury)	Mid 2007

<p>2. On the basis of set priorities, secure funds and develop and implement unified software solution for each horizontal function in all administrative bodies.</p>		<p>AIS, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection, Institutions with central role in implementation at every level of government (e.g., Civil Service Agency for human resources or Finance ministries for Treasury)</p>	<p>End 2010</p>
<p>3. Keep synchronized versions of the same information systems in all institutions, introduce configuration management, maintain common vocabulary and data definitions, make common knowledge repository for problem solving during migration and maintenance.</p>		<p>AIS, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection, Institutions with central role in implementation at every level of government (e.g., CSA for human resources or Ministries of Finance for Treasury)</p>	<p>Ongoing</p>

Links to E-government Action Plan: 20, 33, 35, 46

IT.4.5 Establish a unique standard for web pages in the public administration and implement it
To contribute towards a uniform visual and conceptual identity of BiH public administration which is currently lacking, common criteria for quality of content and structure for the development of public administration institutions' web pages will be introduced. Unique CMS web solution will be developed, and uniform concept of e-services will be defined.

Activity	Proposed steps	Responsible institutions	Timelines
<p>1. Formulate common criteria for content quality and organization of web pages for all</p>	<p>Form a WG comprised of IT and public relations personnel to develop and help implementing these standards.</p>	<p>AIS, IT Center of the RS Government Secretariat, FBiH</p>	<p>Mid 2007</p>

public administration institutions.		and cantonal IT agencies, Brčko District IT Subsection, public relations offices	
2. Develop unique CMS web solution to be used by all institutions.		AIS, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection, public relations offices	End 2007

Links to E-government Action Plan: 57,58

IT.4.6 Create BiH portal

In parallel with the implementation of a uniform visual and conceptual identity of governmental web pages, a portal that will serve as a one-stop-shop with services organized around life events, and spread over various levels of government will be implemented soon: even only initially informational. It will contain the links to appropriate sub-portals for the State, both entities and BD level.

Activity	Proposed steps	Responsible institutions	Timelines
Create a portal that will serve as a one-stop-shop with services organized around life events and covering various levels of government.	Create a common gateway for public administration of BiH as a central access point for all institutions that will contain links to corresponding sub-portals at the levels of the State, Entities, Brčko District, Cantons and Municipalities. Start with providing information only with the aim of creating interactive portal with services later.	All, AIS, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection	Mid 2007, BiH portal informational only Interim results by end 2010, one-stop-shop with services

Links to E-government Action Plan: 59

IT.4.7 Implement 20 e-services from e-Europe 2005

Create a priority list for the implementation of transactional e-services, according to the current state of the application they run on, expected costs and benefits for both, public administration and users of services, and according to practices of developed countries. Based on these priorities, secure funds, develop and implement e-services.

Activity	Proposed steps	Responsible institutions	Timelines
1. Define a uniform concept of the administration's electronic service.	Form a WG comprised of IT and public relations personnel.	AIS, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT	End 2007

		Subsection, public relations offices	
<p>2. Create a priority list for implementation of 20 transactional e-services from e-Europe 2005; according to the current state of existing back-offices, expected costs and short and long term benefits achieved through their future online implementation, for both public administration and users of services.</p>	<p>Following the practices of developed countries and considering that businesses are at the higher lever of e-readiness than citizens, higher priority will be given to the implementation of public services for businesses.</p> <p>12 public services for citizens:</p> <ol style="list-style-type: none"> 1. Income tax: filing and informing about tax assessment - 26, 27; 2. Employment Services - 49; 3. Contributions for social security (unemployment benefits, child allowances, health insurance, student scholarships) - 50; 4. Identity documents (passports, driving licenses) - 22; 5. Registration of vehicles (new, used and imported vehicles) - 22; 6. Requests for building permits - 45, 47, 48; 7. Reports to the police (e.g., in case of theft); 8. Public libraries (accessibility of catalogues, search tools); 9. Birth, marriage certificates from registry books: request and delivery - 43; 10. Enrollment in higher education institutions, i.e. faculties; 11. Reporting on change of residence (change of address) - 23; 12. Health services (e.g., interactive counseling on provision of existing services in different hospitals, scheduling checkups or admittance to hospitals). <p>8 public services for businesses:</p> <ol style="list-style-type: none"> 1. Social insurance contributions for employees - 51; 2. Taxes paid by businesses: filing, informing - 26, 27; 3. VAT: filing, informing; 4. Registration of new companies; 5. Data delivery to bureaus of statistics - 40; 6. Declaring merchandise for customs clearance - 28; 	<p>Relevant owners of data with coordinating role of AIS, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection, businesses, donors</p>	<p>End 2007</p>

	7. Permits pursuant to the Law on living environment (incl. reporting) - 52. 8. Public procurement - 36, 37, 38.		
3. Secure funds on the basis of set priorities, develop and implement e-services complemented by adequate back-office reorganization.		Relevant owners of data with coordinating role of AIS, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection, businesses, donors	Interim results by end 2010

Links to E-government Action Plan: 22, 23, 26, 27, 28, 36, 37, 38, 40, 43, 45, 47, 48, 49, 50, 51, 52

IT 5. Other business

IT.5.1 Promote e-Government

Fast development of web technology can help BiH to position itself as an effective and citizen-oriented government if there is strong political commitment. Potentials of e-government need to be promoted within government employees as well as within users of government services.

Activity	Proposed steps	Responsible institutions	Timelines
Constantly promote e-government among government employees and the users of government services.	Organize seminars, round tables, public debates, promotional campaigns etc. where it will be ensured that participants comprehend potentials of information technologies for the government reform and thus get their active commitment for introduction of IT in government's business.	AIS, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection, Civil service agencies, donors	Ongoing

Links to E-government Action Plan: 4

IT.5.2 Establish e-government benchmarking process

The existing benchmarking systems to measure the advancement of IT use in government focus on the front-office component, (i.e. percentage of basic public services available online and use of online public services by the public, in line with the *e-Europe 2005* requirements), necessitate that the development of online public services must be complemented by back-office reorganization. The additional benchmarking system will be focused on how government, its various agencies and back offices, will be adapting and reorganizing to meet the challenges and opportunities presented by IT. Based on the practice of other countries, statistical parameters of e-governance development and the manner of data collection and progression recording will be defined.

Activity	Proposed steps	Responsible institutions	Timelines
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<p>1. Set up the measuring instruments to be based not only at levels of provided e-services, but also at levels of existing IT infrastructure and back-offices.</p>	<p>In this respect, analyze practices of other countries. Define exact and measurable criteria i.e. statistical parameters of e-governance development, and ways of data collection and progression recording. Optional: Apply the accounting methodology based on a series of accounting standards aimed at budgetary variables, such as maintenance costs, investment return and total proprietary costs etc.</p>	<p>AIS, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection, bureaus of statistics, audit companies</p>	<p>Mid 2008</p>
<p>2. Measure the advancement of IT-use in government, based on the developed benchmarking system.</p>			<p>Ongoing, once bi-yearly</p>
<p>Links to E-government Action Plan: 39, 41</p>			
<p>IT.5.3 Foreign aid coordination Following the current practice of donor-driven IT projects, it will be good to ensure in the future, that donated funds are focused on priority identified IT projects.</p>			
<p>Activity</p>	<p>Proposed steps</p>	<p>Responsible institutions</p>	<p>Timelines</p>
<p>Ensure that donated funds are directed to prioritized IT projects. Avoid overlapping of donor aid.</p>		<p>AIS, IT Center of the RS Government Secretariat, FBiH and cantonal IT agencies, Brčko District IT Subsection, DEI, Office of PAR Coordinator</p>	<p>Ongoing</p>