



Kingdom of  
the  
Netherlands



## Final Project Implementation Report to the SPPD Project Board

PROJECT TITLE: Strengthening Capacities for Strategic Planning and Policy Development in BiH (SPPD)

SUBJECT: Final Report

IMPLEMENTATION PERIOD: January 2009 to June 2011

REPORTING PERIOD: January 2009 to June 2011

DATE : 1 July 2011

DONORS: Kingdom of the Netherlands,  
Kingdom of Norway,  
European Union,  
UNDP

The Strategic Planning and Policy Development (SPPD) Programme is a framework program designed to work with line ministries at the level of Bosnia and Herzegovina (BiH), Federation of Bosnia and Herzegovina (FBiH) and Republika Srpska (RS) by supporting and institutionalizing organizational and human resource capacities in particular for strategic planning and policy development activities which will, in turn, contribute to the improved links between strategic priorities and resources available. The SPPD Programme has the overall objective to enhance **State and entity government's human and technical** resources and procedures for strategic planning, policy development and public finance management in order to ensure improved delivery of public services.

The SPPD Programme stems from the Public Administration Reform (PAR) Strategy and supports the adoption of European Union (EU) public administration standards in BiH. The EU integration process will inevitably intensify in the coming years and a functional public administration capable to effectively and efficiently fulfill its tasks is imperative.

Strong and capable public administration is essential in order for BiH to carry out all of the EU accession requirements ahead. Strategic planning, policy development and responsible public finance management are key tools in this process. The SPPD Programme has provided the necessary support to the participating ministries which makes for one third of all ministries in the FBiH, RS and State government level.

## Contents

<b>LIST OF ABBREVIATIONS AND ACRONYMS .....</b>	<b>3</b>
<b>LIST OF ANNEXES.....</b>	<b>3</b>
<b>I. EXECUTIVE SUMMARY.....</b>	<b>4</b>
1.1. Overall Results and Achievements.....	5
<b>II. PROGRAMME PURPOSE AND EXPECTED RESULTS .....</b>	<b>7</b>
2.1 Purpose .....	7
2.2 Expected Results .....	7
2.3 Government Commitment and Beneficiaries .....	9
<b>III. METHODOLOGY USED FOR CAPACITY DEVELOPMENT .....</b>	<b>10</b>
<b>IV. RESULTS AND ACHIEVEMENTS.....</b>	<b>13</b>
4.1 Public Finance Management .....	13
4.2 Strategic Planning .....	18
4.3 Policy Development .....	23
4.4 Tailored on Demand Assistance and Study Visits .....	30
<b>V. SUSTAINABILITY .....</b>	<b>32</b>
5.1 Legislative Framework for SP and PD methodology/ Internal Acts.....	32
5.2 SP and PD Coordination at the Ministry Level (Job Descriptions and Positions) .....	35
5.3 Knowledge Products – SP and PD Handbooks .....	36
<b>VI. COOPERATION AND COORDINATION.....</b>	<b>37</b>
6.1 Cooperation with Domestic Institutions .....	37
6.2 Cooperation with other Technical Assistance Projects .....	38
6.3 Cooperation with the SPPD Project Board .....	39
<b>VII. GENDER MAINSTREAMING .....</b>	<b>40</b>
<b>VIII. LESSONS LEARNED.....</b>	<b>41</b>
<b>IX. COMMUNICATION AND VISIBILITY .....</b>	<b>44</b>
<b>X. RECOMMENDATIONS .....</b>	<b>47</b>
<b>XI. ANNEXES.....</b>	<b>48</b>
Annex 1 – Strategic Planning.....	48
Annex 2 – SP and PD Handbook distribution list .....	52
Annex 3 – List of SP Coordinators for Federation BiH .....	54
Annex 4 – Lists of civil servants who received certificates.....	57

## LIST OF ABBREVIATIONS AND ACRONYMS

BiH	Bosnia and Herzegovina
CAP	Common Agricultural Policy
CDS	Country Development Strategy
CoM	Council of Ministers
DEI	Directorate for European Integration
DEP	Directorate for Economic Planning
DfID	Department for International Development, UK Government
EAFRD	European Agricultural Fund for Rural Development
EU	European Union
FBiH	Federation of Bosnia and Herzegovina
GAP	Gender Action Plan
IPA	Instrument for pre-accession assistance
IPARD	Instrument for pre-accession assistance for rural development
MCA	Ministry of Civil Affairs of BiH
M&E	monitoring and evaluation
MoF	Ministry of Finance
MoFT	BiH Ministry of Finance and Treasury
MoFTER	Ministry of Foreign Trade and Economic Relations BiH
MoU	Memorandum of Understanding
OECD	Organisation for Economic Co-operation and Development
PAR	Public Administration Reform
PARCO	Public Administration <b>Reform Coordinator's</b> Office
PD	policy development
PFM	public finance management
PIP	Public Investment Programme
RS	Republika Srpska
SAA	Stabilisation and Association Agreement
SIGMA	Support for Improvement in Governance and Management
SIS	Social Inclusion Strategy
SME	small and medium enterprises
SP	strategic planning
SPEM	Strengthening Public Expenditure Management
SPPD	Strategic Planning and Policy Development
UNDP	United Nations Development Programme

## LIST OF ANNEXES

- Annex 1 – Strategic Planning
- Annex 2 – Institutionalisation
- Annex 3 – List of SP Coordinators for Federation BiH
- Annex 4 – Lists of civil servants who received certificates

# I. Executive Summary

The SPPD Programme was implemented over a period of 2.5 years in partnership with 13 State and Entity level ministries and key government institutions like the Office of the PAR Coordinator, the Directorate for European Integration, the Directorate for Economic Planning, and entity government coordinators. The Programme directly contributed to the implementation of the BiH Public Administration Reform Strategy, Action Plan 1 and, thus, supported an establishment of a more efficient and effective administration that is better prepared to manage EU accession requirements. The SPPD Programme focused on providing capacity development for strategic planning linked to budget planning and policy development. Within these three components the Programme concentrated on strengthening capacities of civil servants, creation of actual plans, budgets and policies and the development of a legislative framework that supports the continued application of strategic planning and policy development.

The SPPD Programme achieved the goals set out in the Inception Report. About 300 civil servants of State and Entity ministries from six sectors underwent extensive capacity development in strategic planning linked to budget planning and policy development. Each partner institution developed a set of documents that include budget requests based on strategic plans, institutional three year strategic plans with action plans and budgets as well as evidence based policy papers. In total over 100 such documents were created by the civil servants in the participating ministries/public institutions. In order to institutionalize the application of strategic planning and policy development practices, regulations were drafted and later adjusted to each government level. Greatest progress was achieved in the Federation of BiH and with two State level ministries (Ministry of Civil Affairs and Ministry of Communication and Transport) that institutionalized the use of strategic planning and policy development through legal acts.

“Now when this project reached its final phase, my opinion of all project activities, especially those related to strategic planning and policy development is that as project team you completely justified our expectations and even exceeded them. We appreciate that the project adjusted to our timetable in the FMAWF and that the acquired knowledge is valuable for the implementation of our program activities.

Especially I would like to highlight the work of the experts – the mentors who were with us in the ministry, because they were always at our disposal, adjusted to our activities and they were really valuable.

We were already able to apply the acquired experiences because we included in the Work Plan for the first 100 days of the new Federation Government the development of the Draft Law on Wine of the Federation of BiH, which we prepared through the policy development component of this project.”

Faketa Begović, secretary FBiH Ministry of Agriculture, Water Management and Forestry 23.05.2011

The SPPD Programme Phase 1 was designed as a bottom-up approach, supporting six priority sectors. Phase 1 clearly demonstrated that the approach was successful. The success was evident in terms of local ownership and buy-in that was confirmed by the increased interest of partners who requested the inclusion of additional organizational units of their ministries and even additional agencies, already after the first year of Programme implementation. Instead of the foreseen 18 partner units the Programme supported over 30 by mid 2010. Out of 13 partner ministries 11 requested the inclusion of all organisation units.

Based on the results that were achieved and the level of buy-in from partner ministries, State and Entity coordinators for the implementation of the SPPD Programme requested Phase 2 of the SPPD Programme. Following the support provided to about 1/3 of State and entity ministries in Phase 1 they aspire to continue with Phase 2 in order to generate a critical mass of civil servants and ministries capable to undertake strategic planning linked to the budget process and evidence based policy development in order to better equip them to participate in the EU integration process and to deliver quality public services. Government institutions and UNDP are currently exploring funding opportunities for Phase 2.

### **1.1. Overall Results and Achievements**

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The SPPD Programme achieved and in some areas even exceeded the goals set out in the Inception Report. About 300 civil servants of State and Entity ministries from six sectors underwent extensive capacity development in strategic planning linked to budget planning and policy development. Each partner institution developed a set of documents that include budget requests based on strategic plans, three year strategic plans with action plans and budgets as well as evidence based policy papers (over 100 such documents were created by the civil servants of the respective ministries). Greatest progress in terms of legal framework was achieved in the Federation of BiH and two state level ministries that institutionalized the use of strategic planning and policy development through legal acts.

The SPPD Programme was the first initiative that succeeded in linking strategic documents and budget plans in a systematic way. Ministries that received SPPD support in budget planning based all their budget requests on their mid-term strategic plans. Ministries of Finance have recognized the visible quality increase in budget documents that were prepared with SPPD support.

A group of 11 State and entity ministries, encompassing close to 30 organizational units, created for the first time institutional strategic plans for a period of three years that coincide with the three year budget planning cycle. These plans define the vision and mission of each ministry, their strategic priorities, programs and lists of activities. The strategic plans are accompanied by action plans with timelines, responsible persons and budget allocations. All participating institutions generated at least one monitoring report that assesses the implementation rate of the three-year plan.

Institutional strategic plans as advocated by the SPPD Programme proved that they can provide the government with a tool to increase the implementation rate of higher level strategies and priorities like Public Administration Reform, Entity Strategies, and obligations from EU Partnership and SAA by linking them to ministry annual work plans and budgets. In this way strategies are broken down into concrete activities at the working level and actually implemented.

The SPPD Programme succeeded in introducing standardized methodologies for strategic planning and policy development at the State and Entity level. This provides

the basis for an easier connection of planning systems and policy coordination across government levels.

Overall, **the Programme's biggest contribution** to policy development was the introduction of the public policy concept and the methodology for evidence based policy development to a wider group of civil servants. The practice of ad hoc legislative drafting leads to low implementation rates of laws and by-laws, high costs to the government caused by numerous revisions of legislation and most importantly it leads to lower quality public policies, which directly affect the quality of life of BiH citizens. For the first time, ministries engaged their stakeholders in the early stages of policy development and included them in the assessment and selection of policy options. Policy development in line with OECD and EU standards as advocated by the SPPD Programme is far from an established practice, but it is the first step in the direction of high quality public policies and better harmonization of domestic legislation with the EU acquis.

The Programme supported partner institutions in developing 19 policy papers. Out of those 11 policy papers fulfill the standards set out by the OECD/EU methodology (sometimes referred to as Regulatory Impact Assessment) and 4 of those analyses served as preparatory work for legislative drafting. The others improved, compared to previous practice, but they still complied only partially with the methodology.

Workshops organized by SPPD were usually held in a sector setting, therefore technical staff and assistant ministers from within one sector met frequently to learn but also to discuss their problems and potential solutions. This led to improved communication within the sector.

## II. Programme Purpose and Expected Results

### 2.1 Purpose

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The Strategic Planning and Policy Development (SPPD) Programme is a framework program designed to work with line ministries at the level of Bosnia and Herzegovina (BiH), Federation of Bosnia and Herzegovina (FBiH) and Republika Srpska (RS) by supporting and institutionalizing organizational and human resource capacities in particular for strategic planning and policy development activities which will, in turn, contribute to the improved links between strategic priorities and resources available. The SPPD Programme has the overall objective to enhance State and Entity government's human and technical resources and procedures for strategic planning, policy development and public finance management in order to ensure improved delivery of public services.

The SPPD Programme stems from the Public Administration Reform (PAR) Strategy and supports the adoption of European Union (EU) public administration standards in BiH by enabling the participating public institutions to fulfill their obligations outlined in the European Partnership that identifies EU accession key priorities.

### 2.2 Expected Results

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The SPPD Programme was tasked to assist line ministries in strengthening their capacities in the following three broad components:

#### 1. Public Finance Management

The Public Finance component was expected to assist ministries to better link strategic priorities to the budgeting process and to enable the implementation of strategic plans. As a result, the resources will be linked to priority areas and funding will be structured around key programs. The SPPD Programme should ensure that the ministry staff has the capacity **and skills to create a system to monitor the performance of at least one of the ministry's** areas of work.

#### *Expected Results:*

- Ministry staff trained in program based budget planning and monitoring.
- Contribution to the improved (i) expression of policy priorities, (ii) utilization of staff and funding, (iii) budgeting, planning and expenditure tracking activities, and (iv) procedures for further development of strategic plans and activity plans.
- Monitoring program established with baseline, indicators, and targets for at least one program. The first performance monitoring report produced.
- Improved ministry budget submissions to the respective Ministries of Finance (MoF). The process is aligned with the instructions issued by MoFs.
- Improved collaboration in the sector.

#### 2. Strategic Planning

The SPPD Programme was expected to assist ministries by strengthening institutional capacity for strategic planning. Through training and mentoring partner institutions should be assisted to create a draft of a three-year strategic plan for participating departments in ministries. Institutional strategic planning was seen as essential in order to link priorities to financial resources, budgetary and extra budgetary. The three year strategic plan was expected to be linked to the three year Budget Framework Paper (BFP).

#### *Expected Results:*

- Ministry staff trained and able to apply methodology for preparation of three year strategic plans.
- Draft three year strategic plan produced.
  - Draft vision of the ministerial department developed.
  - SWOT analysis.
  - Defined strategic goals and programs.
  - Action plans derived from strategic programs fitted to annual work plan format.
  - Three year strategic plan reflected in Work plans for 2010, 2011 and 2012 and linked with BFP.
- Strategic Planning Handbook developed.
- Internal Act on Strategic Planning Methodology institutionalized in the ministry.

### 3. Public Policy

The Programme was expected to assist ministries/sectors to improve their current legislative preparation processes through the introduction of the standard OECD/EU methodology to policy development (SIGMA 12 steps).<sup>1</sup> The Programme was supposed to assist ministry staff to learn and institute a policy development process to enhance the quality of the legislative preparation process. The Programme had to use a concrete policy priority that the ministry/sector identified. Special focus was on impact assessment and public and inter-ministerial consultations, as well as monitoring and evaluation. At the end of the policy development support, the ministry/sector should have produced a policy paper, quality legislative proposal and its staff should have newly acquired skills to apply to other policy initiatives.

#### *Expected Results (in order of implementation):*

- Policy development capacities in each ministry strengthened. EU approach to policy development introduced (SIGMA 12 steps). Civil servants gained new theoretical knowledge about EU methodology on policy development and drafting of laws.
- Staff trained on the policy development methodology.
- Quality policy paper produced with recommendations to the minister on policy options.
- Staff trained/new knowledge gained on devising and incorporating monitoring and evaluation mechanisms into the legislative drafts.
- Enhanced coordination in the sector.
- Quality legislative draft produced which is directly based on the policy paper and recommended/chosen option.
- Policy Development Handbook produced with local ownership of the process.
- Policy development process institutionalized in the ministry in accordance with the EU recommendations.
- Policy development methodology harmonized in State level and Entity line ministries.

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<sup>1</sup> Please see [www.sigmaweb.org](http://www.sigmaweb.org) for SIGMA publications regarding the 12 steps.



## 2.3 Government Commitment and Beneficiaries

On June 7, 2007, Bosnia and Herzegovina (BiH) Council of Ministers (CoM) adopted the *Information* which gave support to the implementation of the SPPD Survey implemented by United Nations Development Programme (UNDP) in BiH. By the way of conclusions the CoM tasked the Public Administration Reform Coordinator's Office (PARCO) to ensure that the SPPD Survey is aligned with the PAR Strategy and Action Plan 1 and to ensure that the subsequent SPPD Programme is harmonized with SIGMA<sup>2</sup> activities related to strengthening centers of governments. The CoM, at its 56<sup>th</sup> session held on July 24, 2008, considered and adopted the *Information* on SPPD activities prepared by PARCO and the implementation of Phase 1 of the SPPD Programme was approved. It recommended that the SPPD Programme Phase 1 commences in labor and employment, transport and energy sectors.

Following the CoM endorsement of the SPPD Survey, the entity governments also approved the SPPD Programme. The RS Government, at its 53<sup>rd</sup> session held on December 6, 2007, rendered a *Conclusion* giving the consent for the implementation of the SPPD Programme Phase 1. The FBiH Government, at its 67<sup>th</sup> session held on August 27, 2008, approved the SPPD Programme Phase 1 with *Conclusion* number 749/2008 and confirmed that it is in the interest of FBiH that the SPPD Programme support is provided in the labor and employment, transport and energy sectors.

Based on the respective Government decisions, the SPPD Programme started to work with the following three sectors: transport, energy, and labor and employment. Those sectors are anchored in nine ministries as described in table 3.1. At the end of 2009 and in consultation with coordinating institutions at state and entity level, three additional sectors were included (see Table 3.2). These sectors present priority sectors for the BiH government in the context of BiH's path to EU accession.

Table 3.1 SPPD First Cycle Partner Ministries (starting 2009)

Government level	Transport Sector	Energy Sector	Labor and Employment Sector
BiH	Ministry of Communication and Transport	Ministry of Foreign Trade and Economic Relations	Ministry of Civil Affairs
FBiH	Ministry of Transport and Communication	Ministry of Industry, Mining and Energy	Ministry of Labor and Social Policy
RS	Ministry of Transport and Communication	Ministry of Industry, Energy and Mining	Ministry of Labor and War Veterans

Table 3.2 SPPD Second Cycle Partner Ministries (starting 2010)

Government level	Agriculture Sector	SME Sector	Social Protection Sector
BiH	Ministry of Foreign Trade and Economic Relations	Ministry of Foreign Trade and Economic Relations	Ministry of Civil Affairs
FBiH	Ministry of Agriculture, Water Management and Forestry	Ministry of Entrepreneurship and Crafts	Ministry of Labor and Social Policy
RS	Ministry of Agriculture, Water Management and Forestry	Ministry of Industry, Energy and Mining	Ministry of Health and Social Protection

<sup>2</sup> SIGMA - Support for Improvement in Governance and Management, a joint initiative of the OECD and the EU. For further information please see [www.sigmaweb.org](http://www.sigmaweb.org).

### III. Methodology used for Capacity Development



In order to transfer the knowledge on SP and PD to civil servants, the SPPD Programme used the principle of linking theory and practice. The ministerial participants learned about the SP and PD methodologies, their theoretical backgrounds and significance in a workshop setting and they applied the acquired knowledge and skills to concrete documents such as policy documents and strategic plans with on-the-job mentoring assistance. Additionally, the Programme provided them with the SP and PD handbooks.

#### **Workshops**

The workshops for both SP and PD methodologies were prepared and delivered by two international consultants. Considering that capacity for strategic planning and policy development in general in BiH was weak, the Programme engaged international experts to design materials and implement training sessions.

Organizationally, two types of workshops took place, sector-based and government level based. The vast majority of workshops were sector based and two rounds of PD ones in 2009 and 2011 were organized for the same government levels. Sector workshops were held when the need for coordination and cooperation stood out the most such as the exchange of public policy documents or sharing/synchronizing of strategic plans. Sector coordination was slightly and inevitably improved through these workshops and they also allowed ministries to capitalize from the joint expertise that exists in the sector. The same government level workshops were organized when horizontal cooperation at the same government level was warranted, like with Ministries of Finance (MoF), or in order to make participation of civil servants more numerous and easier by not obliging them to travel which at times caused difficulties for them when they had to justify it to their supervisors or ministers.

The Programme organized 4 rounds of SP workshops in 2009 and 2 rounds in 2010 for the 1<sup>st</sup> round sectors, 4 rounds in 2010 for the 2<sup>nd</sup> round sectors and in 2011 1 round for all sectors.

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#### 1<sup>st</sup> Round Sectors in 2009 and 2<sup>nd</sup> Round Sectors in 2010

- |    |   |
|----|---|
| 1. | Strategic Planning – the Process, the Vision and the Introduction to SWOT |
| 2. | Strategic Planning – Environmental Analysis                               |
| 3. | Definition of Strategic Goal, Programs and Activities                     |
| 4. | Action Plan Drafting  |
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#### 1<sup>st</sup> Round Sectors in 2010

1. Strategic Approach to Strategic Planning: Monitoring and Evaluation
  2. Overview and Comparison of the Progress Made in Strategic Planning: Additional Tools for Monitoring and Evaluation
- 

#### 2011

1. Strengthening of the Capacities for Monitoring and Evaluation of Strategic Plans
- 

Additionally, the Programme organized 3 rounds of PD workshops in 2009 and 2 rounds in 2010 for the 1<sup>st</sup> round sectors, 4 rounds in 2010 for the 2<sup>nd</sup> round sectors and in 2011 2 rounds of workshops for all sectors.

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#### 1<sup>st</sup> Round Sectors in 2009

1. Introduction to Policy Development: OECD/SIGMA 12 Steps
  2. Monitoring and Evaluation of Policies and Legislation
  3. Policy Development: Experience and Policy Documents Exchange
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#### 1<sup>st</sup> Round Sectors in 2010

1. Successful Policy Formulation and Implementation: Monitoring and Evaluation Framework
  2. Monitoring and Evaluation of Policies Stemming from Ministerial Strategic Plans
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#### 2<sup>nd</sup> Round Sectors in 2010

1. Introduction to Policy Development: OECD/SIGMA 12 Steps
  2. Policy Formulation and Impact Assessment with Stakeholder Consultations
  3. Impact Assessment of Policy Options, Selection and Further Development of a Policy Proposal
  4. Monitoring and Evaluation of Policies and Legislation
- 

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#### 2011

1. External and Internal Communication and Presentations Skills
  2. Research Methods
- 

### **Mentoring**

Each of the workshops in 2009 and 2010 in both support components were followed by on-the-job mentoring. The Programme hired national consultants to assist the participating ministries and civil servants in the application of the SP and PD knowledge.

This form of capacity development enabled civil servants to receive more individualized attention and this way the Programme took into account the already heavy workloads of civil servants and made necessary adjustments.

In order to make the learning process even more relevant and useful, the Programme assisted the ministries in choosing policies/legislation from the annual work plans for the more direct application of the PD support. For additional details on SP and PD support the project provided please see chapters 4.3 and 4.4 of this report.

### **Train the Trainer**

As mentioned above, national consultants were hired to deliver the SP and PD knowledge to the ministries on-the-job and through mentoring assistance. In order to ensure that that the mentors are fully capable to deliver the knowledge the Programme had the two

international consultants design and deliver 2 training-of-trainers sessions in 2009 and 2010 both for the SP and PD support components.

### **Public Finance Management of Support Specifics**

The assistance with in the PFM support component was provided a team member, Senior Programme Specialist for Public Finance, who delivered all the workshops and mentoring sessions.

The first round of workshops provided the basic knowledge of program budgeting and budget performance management, as a main methodological tool for strategic budget management. Participants learnt to apply this methodology in producing their budgets aligned with strategic plans. Initial performance indicators for each sector were identified in **order to measure programs' performance**.

The second round of workshops built participants' skills and knowledge in the area of costing. This contributed to applying more detailed cost calculations when costing funding or policy proposals. Bottom-up costing approach was introduced, starting with activities and results, and then calculating their costs. This strengthened the link strategic-budget link by providing the methodological tool for costing budgets based on activities.

Sector Workshops  
Information sharing and experience exchange among the civil servants coming from the same sector but different government levels led to identification of concrete recommendations for improvement. Finance staff of ministries from the same sector made first contacts at these workshops, which later turned into continuous cooperation.

In order to enable participants to timely apply the skills and knowledge gained at the workshops in practice, they were organized around the key budget calendar dates, and also following the dynamics of strategic planning activities. The first rounds of workshops were organized in Mar-Apr<sup>3</sup>, before the first annual budget submission deadline, to allow application of knowledge in producing initial budget requests. The second rounds were held in Oct-Nov, after finalization of three-year action plans, to allow for activity-based costing of plans, and preparing for subsequent year's budget submissions.

### **Didactic Materials Produced**

In order to ensure the future transfer and application of SP and PD knowledge, the Programme published **two handbooks for civil servants' usage**. (See also chapter 5.3 Knowledge Products)

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<sup>3</sup> The exception is the first round of 2009 workshops, which was organized in June 2009, when the Programme's Senior Public Finance Specialist was recruited.

## IV. Results and Achievements

The SPPD Programme assisted BiH institutions in simultaneously addressing three interrelated components: public finance management, strategic planning and policy development. Although the introduction of each component by itself already presents a challenge, much is to be gained by addressing them jointly. Linking strategic planning to budget planning ensures that funds are committed to realize strategic priorities and programs. Linking the budget to an institutional strategic plan helps to ensure that public funds are actually spent where they have the greatest effect in terms of delivering quality public services. In general, strategic priorities implemented through quality public policies linked to the budget management process are the building blocks for an efficient and effective public administration; therefore all three components were targeted by the SPPD Programme. The Programme additionally provided on demand assistance through specialized experts and regional exchange visits.

### 4.1 Public Finance Management

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#### 4.1.1 Baseline

As part of the public finance reform in BiH, major novelties have been introduced to budget management at state and entity levels starting from 2006. This includes mid-term budget planning and program budgeting. Mid-term budget planning replaced the previously used one-year planning horizon. It requires all institutions to produce three-year budget projections on a rolling basis, following the new budget planning cycle often referred to as the 10-step budget calendar. In parallel, institutions are required to produce their budgets in the program format, linking resource requirements with strategic programs and objectives, as well as performance indicators. These requirements are formally posed to all state and entity institutions by the respective Ministries of Finance (MoF) and relevant legislation.

Although all SPPD partner ministries formally planed their budgets in line with the prescribed format, the quality of their budget management was generally quite poor:

- Budgets were commonly produced as plain financial plans (e.g. staff, material and travel costs), poorly linked to any strategic framework. The three-year budget documents were primarily based on annual work plans and to some extent on available government and sector level strategies. Ministries did not have own institutional-level strategic plans aligned with these strategies to base their budgets on. As a result, mid-term budgets were in fact reflecting simple short term annual plans of work.
- Budget planning and preparation process was commonly concentrated within the Finance Unit of the line ministry. Sector staff, including Assistant Ministers, responsible for program implementation had very little or no involvement in budget preparation.
- Most of the ministries had either poor program budget structures and statements, or no program budget structure at all. Where existent, this structure was commonly a replication of the **institution's organization structure. This was result of relatively poor**

staff capacities in the area of program budgeting, as well as the lack of institution-level strategic documents.

- Cost projections were made incrementally, based on the **previous years' expenditures** increased by an estimate percentage raise (e.g. overall 10% increase of the budget), without linking it to concrete activities that would actually justify these costs.
- In general, no performance indicators were defined for budget programs to monitor and evaluate their progress. None of the partner ministries had a comprehensive set of quality performance indicators for a budget program.

#### 4.1.2 Activities and Results

##### *Activities*

	2009	2010	2011	total
Civil servants trained	102	58	-	160
Number of workshops	6	6	-	12
Number of mentoring sessions	47	118	59	224

Following the Programme's methodology, support to partner ministries in the area of public finance management was provided through 12 sector-level workshops and 224 on-site mentoring sessions. Additional support was provided through one study visit and one tailored Excel training program. As a result, approximately 160 civil servants from 72 organizational units of the ministries gained knowledge and skills that led to significant improvement of the quality of the overall budget management in their institutions.

In order to assist the civil servants in practical application of the knowledge gained at the workshops, 230 on-site mentoring sessions were conducted with approximately 160 civil servants from 62 organizational units of the 13 ministries. These sessions focused on the application of knowledge and to enable the ministries to work on concrete budget documents that were then submitted to MoFs.<sup>4</sup> Hence, mentoring sessions held after the second round of workshops focused on cost projections of three-year action plans based on the information about resource requirements, to allow the sectors to have these action plans costed by the end of the calendar year and use them for producing initial budget proposals early next year.

Since the budget documents are produced on an institutional, and not on sector or organizational-unit level, the mentoring sessions were attended by **staff from all ministries'** organizational units from **the very early Programme's stages**. **This resulted not only in improving budget documents of entire institutions, but also in gaining commitment of other sector's to participate in Programme's activities. In some cases, this resulted in ministries initiating cooperation with SPPD on an institutional, and not just sector level.** The Ministry of Civil Affairs of BiH has made such initiative recognizing the benefits of **Programme's assistance**.

##### *Results*

The Programme assisted line ministries to upgrade 48 budget documents following MoF Budget Instructions #1 and #2. This includes 9 budget documents in 2009, 26 in 2010 and

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<sup>4</sup> March/April deadline for submission of the Budget User Priority Review Tables (BUPRTS), and August deadline for submission of Final Budget Requests.

13 in 2011. **Ministries' budget documents and funding requests are now produced on the** basis of institutional strategic plans aligned with strategic priorities. Program budget statements including programs, goals and activities are defined or redesigned to reflect these strategic plans, with better application of the prescribed program budgeting methodology. The ministries have defined a set of quality performance indicators to **measure each program's outputs, outcomes and efficiency, thus linking the funding with** the results achieved/expected to be achieved.

Three-year detailed action plans (part of the three year institutional Strategic Plan) are supported with projections of costs by activity, and these provide the basis for future budget projections.

Finally, internal budget planning and preparation processes have been set up, and in four ministries institutionalized, to provide for adequate participation of program staff in the budget preparation.

#### **4.1.3 Theoretical Basis/What Knowledge was Transferred**

The key theoretical concept for this component was program-based budget planning as a form of results-oriented budgeting and the main tool for strategic budget management. This methodology was introduced as part of a public finance reform in BiH in 2005, along with the mid-term planning approach. Program budgeting requires definition of budget programs, as groups of activities that share the same operational goals and that are based on the available strategic and policy framework. It also creates a direct link between the program funding spent and the results achieved or impact made, thus increasing overall accountability and budget transparency, as well as the efficiency and effectiveness of public spending.

SPPD enabled civil servants to learn about the basic concepts and principles of budgeting, relationship between budgeting and strategic planning, and different budgeting methodologies with a special focus on program budgeting. The programme budgeting methodology became an obligatory requirement by respective MoFs in BiH. Therefore, civil servants were introduced to the specific requirements of this methodology and ways of using it for strategic budgeting. Their capacity development covered the concepts of programs, program goals, activities and performance indicators to measure program outputs, outcomes and efficiencies.

A second important concept was based on the method of cost calculations. Civil servants were trained on tools and methods of cost calculations that are based on results and activities, rather than inputs. They learnt about the importance, concepts and process of cost analysis and core cost concepts and classifications with the focus on different types of costs and their treatment in the analysis process (i.e. direct and indirect costs, fixed, variable and semi-variable costs). This was the basis for costing three-year strategic and action plans down to the activity level.

At the study visit on financial impact assessment civil servants gained basic knowledge on financial impact assessment, cost-benefit analysis, consultative models/processes,



budget/policy proposals links and functioning of coordinative mechanisms between line ministries<sup>5</sup>.

#### 4.1.4 Impact and Changes achieved

In addition to introducing budgeting linked to strategic planning in the selected sectors, through this component the Programme has made a remarkable impact on the quality of the overall budget management in the ministries.

With the introduction of strategic planning, the ministries started to produce their mid-term funding requests based on mid-term strategic plans, instead of previously used annual work plans. The greatest impact is recorded in the ministries where all organizational units participated in strategic planning, and not only the target sectors. In these ministries institutional-level strategic plans became the basis for producing institutional-level funding requests/budgets. Ministries also use the information from their strategic plans to produce other funding requests, such as proposals for Public Investment Plan (PIP) and to some extent requests for other donors' funds.

The quality of program budget management in terms of application of the prescribed methodology was **greatly improved in that the institutions' strategic goals, program structure, program operational goals and activities have been defined and aligned with strategic plans and the existing strategic framework.** In many partner ministries these were not defined at all before the Programme's assistance.

**With the Programme's assistance most of the ministries have for the first time defined performance indicators to measure their programs' outputs, outcomes and efficiency, thus linking the funding with the results achieved/expected to be achieved.** This is providing the basis for introducing a sound budget performance monitoring system.

##### Ministries of Finance

Ministries of Finance have recorded a visible quality improvement of budget documents, as well as requests for PIP submitted by the SPPD supported ministries. Also, as part of the general efforts to support strategic budget management, ministries of finance through their budget instructions encourage budget users to implement strategic planning as a precondition for sound budget planning.

Ministries have to a great extent switched from the previously used incremental budgeting based on previous **year's expenditures to budgeting based on results and activities.** Three-year detailed action plans are supported with projections of costs by activity, and these provide the basis for budget projections.

Finally, internal budget planning and preparation processes have been set up to provide for adequate participation of program staff directly involved in program implementation. **More than 60 senior ministries' officials, including secretaries and assistant ministers are now actively involved in budget preparation, and technically supported by the finance units.** In some ministries the planning process has also been institutionalized through adoption of formal internal budget preparation procedures aligned with the annual 10-step budget calendar. One State-level partner ministry was the first budget user that adopted Internal Procedures for Budget Preparation. Such document is now obligatory for all State level budget users, according to the instruction of the Ministry of Finance and Treasury of BiH.

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<sup>5</sup> Please refer to chapter 4.5 for details on the Study Visits



#### 4.1.5 Challenges

Although the positive impact of this component's activities has been widely recognized, bringing the quality of ministries' strategic budget management to the EU accession standards, it requires further improvement in a number of critical areas some of which are beyond the scope of this project.

Budget performance monitoring and evaluation is the biggest challenge ahead. Although all partner ministries have defined a set of quality performance indicators for their budget programs, these indicators are still not monitored and evaluated in a systematic way to allow the evaluation of a **programs' appropriateness, effectiveness and efficiencies**, neither by the line ministries nor the Ministries of Finance. Moreover, performance data (quantitatively expressed results and outcomes achieved) are not analyzed against the financial data (planned or spent money). Setting up internal mechanisms and systems for comprehensive monitoring and evaluation of budget execution, in both financial and performance terms, will be necessary for the ministries to make appropriate strategic and funding allocation decisions.

This is closely linked to the issue of monitoring budget execution by program. Although the budgets are planned and prepared by both, economic (e.g. salaries, travel, rent) and program (e.g. agriculture, veterinary, forestry, water management) classification, they are adopted only by economic classification. Subsequently, MoFs treasury system records the expenditures only by economic classification. This not only gives the institutions flexibility in generating costs for different programs, but also makes monitoring of execution by program **impossible without proper software**. Following the Programme's recommendations, one state level ministry requested and received software support from the Ministry of Finance and Treasury of BiH, which enabled it to precisely monitor spending by program. Other ministries are still improvising making only rough estimates of spending by program. In other words, ministries link their budget plans to specific programs (including strategic priorities, activities and performance indicators), but in the budget realization, expenditures are only reported as salaries, travel costs and similar. There is no link that shows how these expenditures contributed to the achievement of the **ministry's** strategic goals by programs. MoFs are expected to introduce budget management software that will solve this problem.

Although ministries budget documents are based on their strategic plans, these documents can still be better aligned, in particular with regard to prioritization of new funding proposals. Although projects are prioritized in the strategic plans, funding proposals often do not follow this prioritization. The timelines of the processes of strategic planning and budgeting should also be more synchronized to ensure that revisions of strategic plans take place well ahead of budget preparation, in line with the annual 10-step budget calendar (i.e. the revision should be completed before budget instruction #1). Ministries must set up internal procedures and mechanisms that ensure that all revisions to strategic documents are made in a timely manner to be subsequently reflected in the budget.

##### Revision of Strategic Plans in line with Budget Calendar

The 'annual' revision of 3-year strategic plans should take place before ministries submit their replies to the Budget Instruction #1. In line with the budget calendar this means:

- BiH level Ministries by mid April
- RS Ministries by end April
- FBiH Ministries by end March

In order to increase their funding prospects, ministries should start using their strategic documents for producing other funding requests for **IPA and other donors' funds**. Some

ministries are already using these documents for producing Public Investment Plan proposals and improvement has been recognized by a the BiH Ministry of Finance and Treasury.

Finally, commitment and involvement of all relevant program staff in budget management is critical for the sustainability of all achievements. Although the Programme did manage to mobilize almost all relevant staff in budget preparation process, it was noted that in majority of the ministries staff commitment was proportional to the amount of **Programme's technical support and involvement**. Full institutionalization of internal planning processes is a critical step in this process.

## **4.2 Strategic Planning**

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### **4.2.1 Baseline**

As presented in the SPPD Survey Report and further clarified through the SPPD needs assessment with each ministry, prior the beginning of the SPPD implementation none of the targeted institutions had institutional midterm strategic plans. Institutional strategic planning was not regulated at State and Entity level.

Many strategic documents were created with external support, provided by different international agencies and often managed by separate consultants or project implementation units whose staff was hired from outside the ministries. Once the project ended, this staff usually left so that none of the capacity remained with the ministry.

Ministries usually planed their work on short term basis through annual work plans. Accordingly, the multi-annual budget plan was not linked to a multi annual program. Strategic planning and budgeting were generally disconnected.

Furthermore practices, formal procedures and staff capacity severely limited the extent and quality of planning documents. Three year strategic plans did not exist and the monitoring of strategic documents was inadequate and thus not providing useful guidance to the decision makers in ministries.

There was no systematic approach to strategic planning within BiH and the Entities that would link various strategic documents of the government and sector strategies with institutional strategic plans. No mechanism existed to ensure the **linking of ministries'** programmes and activities with strategic key documents such as the PAR Action Plan, the European Partnership, BiH and Entity level development strategies.

### **4.2.2 Activities and Results**

#### **Activities**

Strategic Planning	2009	2010	2011	Total
Civil servants trained & certified	45	142	n/a	187
Number of workshops	12	18	5	35
Number of mentoring sessions	70	273	183	526

The SPPD Programme supported strategic planning in six sectors, starting with three in 2009 and followed by another three in 2010. Overall, about one third of all ministries at State and Entity level benefited from strategic planning capacity development. Following the needs assessment in each partner ministry, the SPPD Programme supported capacity development in strategic planning through two core activities – workshops and mentoring sessions.

Workshops were structured to combine theory and practice. Participants were introduced with the methodology and then, in working groups, they applied the learned methodology, which resulted in the first drafts of strategic plan components.



Strategic Planning Workshop pictures: group discussions and presentations

Following the workshops, ten SPPD Programme mentors supported civil servants at their workplace in developing their strategic plans. Over 500 mentoring sessions were conducted during the SPPD implementation involving approximately 215 participating civil servants (126 women and 89 men) from partner ministries and various agencies. Mentoring sessions provided the possibility to expand the number of staff involved in strategic planning. Mentoring was also used to expand strategic planning to other organizational units of the participating ministries and partners, such as all units of the Ministry of Civil Affairs or to the Directorate for European Integration.

## Results

The SPPD Programme focused on the development of processes and tools for strategic planning that are consistent, comprehensive and of high quality across sectors, ministries and governments with clear links to various strategies and reform processes.

SPPD followed a sector approach and initially included only organizational units responsible for specific sectors. Following the first year of implementation partners were satisfied with the results and the majority of the ministries requested in 2010 the expansion of strategic planning support to other organizational units in their ministries in order to include the entire institution, which increased the number of partners from 18 organisational units to over 30. Some ministries even requested the inclusion of agencies and offices under their responsibilities among them the RS SME Agency and RS and BiH Agencies in agriculture (see Annex 1 for a detailed list).

In total 33 organizational units prepared strategic plans with annual and three year action plans and in 11 out of 13 ministries strategic plans were created for the whole institution. There is clear reference across strategic plans to the PAR strategy, State/Entity strategies and policies as well as to EU accession obligations in particular activities related to the harmonization with acquis. Action plans define specific activities, deadlines, indicators and responsible sectors/individuals for implementation of these programs and activities.

SPPD contributed to an improved link of ministry strategic plans with broader strategies such as the BiH Country Development and Social Inclusion Strategy and European Partnership and SAA. Institutional strategic plan are the tool that would allow governments to ensure a consistent reflection of higher level strategies in ministry mid-term plans, annual plans and budgets.

In response to the weaknesses in effective monitoring and evaluation that national counterparts identified, SPPD provided additional assistance in developing simple, easy-to-read monitoring and evaluation forms. These forms were developed together with civil servants and based on the experience from the strategic planning process of the State Ministry of Justice. The main purpose of these forms is to timely and concisely inform decision makers at the ministries on quarterly basis which activities are going according to the plan and which not, making easier to make decision for correction.



All participating institutions applied the same methodology in development of their strategic plans and all strategic plans have the same framework. However, the content completely reflected the responsibilities and mandate of each institution. With the same methodology applied by across the BiH Governments, the SPPD has strongly contributed to harmonized approach to strategic planning. This enables comparison of planned strategic objectives, programmes and activities among the institutions within specific sector. SPPD was also the first large scale initiative that consistently linked strategic planning and budget planning. Thus increasing the effectiveness of the administration and **the likelihood that plans and policies are actually evolving from 'word' to 'action'.**

The entire process of strategic planning strengthened internal communication and the team work within the partner ministries, especially at the point when organizational **units'** strategic plans were being integrated into ministry level plans. For many it was the first time to hear about more about concrete activities undertaken by other sectors in the ministry. Similarly, SPPD activities provided a forum of exchange of information and strategic plans among line ministries during and outside the sector workshops, which contributed to improved communication across governments. Representatives from ministries in the same sector had the possibility to discuss common problems and potential solutions. Many stakeholders have therefore welcomed this forum as unique, for exchanging of knowledge and experiences between ministries in BiH. The participation of DEP and DEI representatives in the workshops also contributed to better communication and information exchange with these institutions.

SP Handbook was developed based on workshops and consultations with all relevant stakeholders. This material, both in print and electronic form, contains the methodology used in development of strategic plans with concrete examples. Civil servants will be able to consult the Handbook in the process of revision and further development of their strategic plans, as well as other strategic documents.

#### **4.2.3 Theoretical Basis/What Knowledge was transferred**

The Strategic Planning methodology used in the SPPD included the following steps:

1. Strategic planning preparation: participants, organisation and communication
2. Strategic framework
3. Definition of the mandate, vision and mission
4. Situation analysis (SWOT, PESTLE)
5. Strategic issues and strategic goals
6. Strategic programmes
7. Determination of the costs and linking the strategic planning process to the budgeting process
8. Monitoring and evaluation indicators
9. Determining criteria to be used to define priority activities: prioritisation
10. Developing action plans (three year and annual )

The emphasis was on the creation of a simple and robust system. The expectation was that more complex systems would be harder to implement and the barrier to their continued application would be even higher.



The planning process and its cyclic nature

The entire methodology and concrete examples are described in detail in the SP Handbook.

#### **4.2.4 Impact and Changes achieved**

The SPPD capacity development activities in the line ministries were designed to be linked to the daily work and thereby contributing to the ongoing budget planning, annual planning as well as policy processes. This was seen as the best way of contributing to the advancement and coherence of the capacity building in these fields. In general, the setting of priorities and introduction of performance indicators and monitoring and evaluation mechanisms in strategic planning lead to increased ownership over programmes and activities, ultimately leading to more transparency and accountability.

Another impact was a change in mindset of civil servants. Engagement of civil servants in the development of institutional strategies demonstrates benefits on their work and developing of their capacities with long term planning and adequate monitoring and evaluation of programmes and activities. It also creates stronger belonging to the organisation and reinforces further change. Strategic planning ensures that strategic goals recognise further environmental change and institutional and individual performance planning and reporting align the efforts of each staff member to support their achievement.

In their feedback to the Programme participants emphasised that they started to apply the strategic planning tools and knowledge that they acquired through SPPD to other activities such as preparation of strategies (RS SME strategy) or monitoring reports on projects funded by the World Bank (RS Agriculture). The ability to apply methodology to other documents and activities will be beneficial in future EU negotiation process where moving from management of current affairs to long term planning is an important aspect of the process.

Having already prepared strategic plans with action plans, FBiH Ministries that participated in the SPPD were able to provide quick and comprehensive input for operational programs requested by the new government in FBiH in 2011.

BiH Ministry of Finance and Treasury reported that the SPPD partner ministries provided considerably better input to the Public Investment Program than before.

#### **4.2.5 Challenges**

The institutionalization of the strategic planning process and the involvement of senior ministry officials (secretaries, assistant ministers and ministers) are still significant challenges.

The application of strategic planning is still in the pilot phase and it has not yet reached a critical mass of civil servants and institutions (used bottom-up approach). Although the institutionalization of SP was recently achieved in FBiH and two State level ministries, the challenge still exists since the methodology and process will become obligatory in other government levels/ministries.

The adoption of strategic plans at the ministry level remains a great challenge. The implementation of election results did not leave much space and time for new and old



ministers to review and adopt strategic plans. However, some progress was achieved recently as the State and FBiH Ministers of Transport and Communication officially adopted their ministry strategic plans. Although all participating ministries from RS have their strategic plans finalized, there has not been official adoption by any of Ministers.

The main challenge for civil servants was identification, collection and analysis of good indicators for monitoring and evaluation. The absorption capacity of ministries is limited and at times it is already taken up by regular activities which leaves little to no time for monitoring (monitoring still has low priority status). Most civil servants have not been familiar with good monitoring and evaluation systems, especially in relation to the **performance and results of their ministries' work**.

Many stakeholders recognise that strategic planning and policy development are key disciplines and prerequisites for the coming EU integration process. The current process of EU integration which will only intensify in the coming years demands an effective administration which is capable of handling the very large and complex task of approximating a country's systems and structures to that of the EU. Strategic planning will be among key tools in this process. However, only one third of State and Entity Governments have increased its capacities for strategic planning and this is still not a sufficient for greater impact.

## **4.3 Policy Development**

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### **4.3.1 Baseline**

At the outset of the implementation of the SPPD Programme and as evident in the PAR Strategy<sup>6</sup> and SIGMA<sup>7</sup> reports on BiH, the concept of policy and the practice of policy development did not exist in the public administration institutions in BiH. Additionally, conceptually and linguistically the term *policy* was problematic in BiH.

The SPPD Programme conducted the needs assessments in all participating ministries/sectors and they revealed that the overall capacity for policy development was limited and that the ministries did not conduct basic analyses prior to legislative drafting. Put differently, the ministries did not adequately assess whether or not the proposed legislation can be implemented. Policy development steps such as impact assessment were limited to explanatory remarks of the draft legislation and financial impacts which were based on the opinion given by the respective Ministry of Finance. Additionally, ministries did not conduct early consultations with stakeholders prior to legislative drafting and limited monitoring and evaluation mechanisms existed. Lastly, most counterparts claimed that ministries were understaffed even though their systematization rulebooks provided a possibility to hire additional staff. They claimed that this influenced their ability to produce quality policy documents.

One positive aspect present in the public administration was a foundation upon which a policy development support can rest and those are legislative drafting rules adopted by

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<sup>6</sup> Please see <http://parco.gov.ba/eng/?page=28>.

<sup>7</sup> Please see [www.sigmaweb.org](http://www.sigmaweb.org).

two government levels, the *Unified Rules for Legislative Drafting in the Institutions of BiH* also used by the FBiH level, and the *Rulebook for Preparation of Legislation* in the RS.

Overall, at the outset of the SPPD Programme assistance, there was an evident need for external assistance to develop an understanding of the civil servants regarding the value policy development brings to their work and consequently build the capacities of the line ministries to conduct policy development prior to legislative drafting.

### 4.3.2 Activities and Results

#### Statistics

	2009	2010	2011	total
Civil servants trained & certified	53	75	n/a	128
Number of workshops	9	18	5	32
Number of mentoring sessions	78	185	74	337

#### Results

The participating ministries chose the policies presented in the table below to develop with the SPPD Programme assistance. Of the 19 policies listed 7 are completed (all of the analytical steps applied) and 12 are partially completed (steps before impact assessment applied); out of those partially completed 4 are of good quality and well on their way to be finalized in accordance with the methodology whereas 8 analyses are of lesser quality where the civil servants worked slowly or did not comply with the methodology fully. **The most common 'obstacles'** were the reluctance to produce and/or the lack of evidence and the refusal to conduct early consultations with stakeholders. While these obstacles were encountered in all ministries, most partners could be persuaded to comply with the methodology, however some remained unwilling to change their way.



Marina Škrabalo, lead consultant at PD workshop in Banja Luka, May 2009

#### THE ENERGY SECTOR

Ministry of Foreign Trade and Economic Relations BiH	<i>Establishment of an efficient coordination in the Energy sector (coordination with MoFTER and entity ministries)</i>
Ministry of Energy, Mining and Industry FBiH	<i>Law on Oil (continued)</i>
Ministry of Energy, Industry and Mining RS	<i>Rule Book on Mechanical-Technological Equipment of Business Societies dealing with services from the area of geological research</i>

#### THE TRANSPORT SECTOR

Ministry of Transport and Communications BiH	<i>The appointed coordinator for the SPPD Programme preferred not to engage in policy development mentoring activities and develop a concrete policy</i>
Ministry of Transport and Communications	<i>Postal Policy in FBiH</i>



FBiH	
Ministry of Transport and Communications RS	<i>Policy on Development of RS Post Offices</i>

#### THE LABOUR AND EMPLOYMENT SECTOR

Ministry of Civil Affairs BiH	<i>Preparation of Draft Guidelines on Harmonization of Legislation with acquis–health and safety at work</i>
Ministry of Labour and Social Policy FBiH	<i>The Law on Mediation in Employment and Social Security of the Unemployed</i>
Ministry of Labour and War-Veterans RS	<i>Labor Law (particularly parts related to collective negotiations, collective contracts, representations and discrimination)</i>

#### THE AGRICULTURE SECTOR

Ministry of Foreign Trade and Economic Relations BiH	<i>Rule Book on conditions that authorized institutions have to fulfill (basis – Law on Wine)</i>
Ministry of Agriculture, Water Management and Forestry FBiH	<i>The Law on Wine</i>
Ministry of Agriculture, Forestry and Water Management RS	<i>The Law on Fishing</i>

#### THE SOCIAL PROTECTION SECTOR

Ministry of Civil Affairs BiH	<i>Preparation of Draft Guidelines on Harmonization of Legislation with acquis–health and safety at work</i>
Ministry of Labour and Social Policy FBiH	<i>Law on Social Services</i>
Ministry of Health and Social Protection RS	<i>Public Policy on Improvement of Social Protection for Elderly</i>

#### THE SMALL AND MEDIUM ENTERPRISES SECTOR

Ministry of Foreign Trade and Economic Relations BiH	<i>Introduction of Entrepreneurship in Education System for the purpose of SME promotion in BiH</i>
Ministry of Development, Entrepreneurship and Crafts FBiH	<i>Law on Development of Small Businesses</i>
Ministry of Energy, Industry and Mining RS	<i>Law on Craft-Entrepreneurship Trade</i>

As a result of the project's work in 2009, some of the participating 1<sup>st</sup> round sectors expressed an interest to have additional sectors within their ministries participate in the project's capacity development activities. Therefore, the project included the following sectors and the policies in this component of support:

#### THE INDUSTRY SECTOR

Ministry of Energy, Mining and Industry FBiH	<i>Law on Chambers of Commerce in FBiH</i>
Ministry of Energy, Industry and Mining RS	<i>Rule Book on Marking of Materials of Main Parts of Footwear intended for consumer sale</i>

#### THE WAR VETERANS SECTOR

Ministry of Labor and War-Veterans RS	<i>Law on Maintenance of Soldier Monuments, Memorials and Grave Sites</i>
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Out of the 19 policies that were selected by partner ministries so far, 4 policies were transferred into draft legal acts like rulebooks, by laws and laws

- The RS Ministry of industry, Energy and Mining (the Mining Sector) transferred their policy into a *Rulebook on Technical Conditions for Geologic Research* (Pravilnik o tehničko-tehnološkim uslovima za obavljanje djelatnosti geoloških istraživanja).
- The RS Ministry for Industry, Energy and Mining (the SME Sector) drafted a *Law on Crafts and Entrepreneurship Activities* (Zakon o zanatsko preduzetničkoj aktivnosti).
- The RS Ministry for Industry, Energy and Mining (the Industry Sector) drafted a *Rulebook for Labeling of the Materials Used in the Main Components of Footwear for Sale to the Consumer* (in line with the EC Directive 94/11/EC).
- The policy analysis completed by the War Veterans Sector in the RS Ministry of Labour and War Veterans was transformed into a draft *Law on Care of War Memorials* (Zakon o održavanju boračkih spomenika, spomen obilježja i vojničkih grobalja).

The Programme has a solid foundation to believe that the majority of the 15 policies that are undergoing further development will be transferred into legislation later this year.

#### **4.3.3 Theoretical Basis/What Knowledge was Transferred**

The SPPD Programme based its PD capacity development of the participating ministries on the methodology recommended by OECD/SIGMA<sup>8</sup> and the EU<sup>9</sup> where the focus was placed on early consultations with stakeholders, impact assessment of policy options and monitoring and evaluation of the implementation. The PD analytical process includes the following steps:

- Problem definition (evidence based)
- Definition of the objectives
- Stakeholder analysis
- Definition of policy options (evidence based)
- Consultations with stakeholders
- Impact assessment of policy options
- Development of the monitoring and evaluation method

These steps are ideally followed by the selection of the best policy option and the drafting of the instrument accompanied by the implementation/M&E plan.

In line with the abovementioned analytical PD steps, the workshops in 2009 and 2010 focused on the theoretical aspects of the policy process and its significance in the context of a functional and transparent public administration. They were used to introduce civil servants to the elements of the methodology and provided them with opportunities to apply them on practical examples/exercises. These workshops dealt with the policy cycle and covered more extensively how that is addressed in the OECD/SIGMA 12 steps.

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<sup>8</sup> Please see [www.sigmaweb.org](http://www.sigmaweb.org).

<sup>9</sup> The European Commission (2002). Communication on Impact Assessment (COM(2002)276), including internal Guidelines. For further information go to [http://ec.europa.eu/governance/impact/index\\_en.htm](http://ec.europa.eu/governance/impact/index_en.htm).

Summary Table: Roles of the Ministry in the 12 Steps of the Policy Process<sup>10</sup>

OECD/SIGMA Steps	Body with lead role for preparation/support	Other contributing bodies	Decision/approval
1. Definition of priorities	Parties, PM Cabinet (Government Office)	Government Offices, all ministries	Government, parliament
2. Policy and legislative planning	Government Office	All ministries, Legislative Secretariat	Government
3. Preparation of policy proposals	Sponsoring ministry	Working groups, NGOs, outside experts	Minister
4. Preparation of legal acts	Sponsoring ministry	Working groups, NGOs, Legislative Secretariat, outside experts	Minister
5. Inter-ministerial consultations	Sponsoring ministry	Some/all other ministries (normally MoF in horizontal capacity)	Minister
6. Submission to Government Office	Sponsoring ministry		Minister
7. Review by Government Office	Government Office	Sponsoring ministry	Secretary General
8. Review by Commissions	Government Office	Sponsoring ministry	Commission chair, government
9. Decision by Government	Government Office	Sponsoring ministry	Government
10. Parliamentary process and passage	Parliamentary Office	Government Office, sponsoring ministry	Parliament
11. Implementation	Sponsoring ministry	NGOs, outside experts, local government	Minister, government
12. Monitoring and evaluation	Sponsoring ministry, Government Office	Outside experts, NGOs	Minister, government

A greater emphasis was placed on the steps 3, 4, 5 and 12 which focus on the policy development process that ought to take place as part of the analytical work prior to transferring one of the policy options into a draft law (or an alternate policy instrument) and on a more structured approach to M&E of the implementation. The workshops also underlined the importance of PD in light of the EU accession processes.

In 2011, the PD workshops focused on additional tools necessary for civil servants to be able to maximize the application of the methodology. One workshop aimed to enhance communication skills of civil servants and their respective institutions and enabled them to use various types of communication tools (policy memoranda, media briefs, presentation

<sup>10</sup> *The Role of Ministries in the Policy System: Policy Development, Monitoring and Evaluation*, SIGMA Paper No. 39, 2007, [http://www.oecd.org/officialdocuments/displaydocumentpdf?cote=gov/sigma\(2007\)3&doclanguage=en](http://www.oecd.org/officialdocuments/displaydocumentpdf?cote=gov/sigma(2007)3&doclanguage=en)

skills, internet usage) for the improvement of formulation and implementation of public policies. The last workshop focused on research methods (document analysis, surveying, interviews, focus groups, Delphi method, case study approaches and discourse analysis) appropriate for civil servants to use when producing evidence-based policies. The participants learned about the necessity of combining qualitative and quantitative data, and the importance of the critical approach to secondary sources analyses.

#### 4.3.4 Impact and Changes Achieved

One of the greatest achievements within the policy development component of support is the notable raise in awareness among the civil servants when it comes to the value the PD methodology brings to the quality of the work they conduct. This is a significant change **considering that “policy” as a concept and basic analysis prior to legislative drafting did not** exist in the public administration in BiH. The rise of awareness and the acceptance of the methodology and the necessity of its usage were most evident during the process of conducting early consultations with the stakeholders where partner ministries saw the quality of their analyses enhance. This was, in particular, evident in the Ministry of Energy, Mining and Industry FBiH (the Industry Sector), Ministry of Energy, Industry and Mining RS (the SME and Industry sectors) and Ministry of Agriculture, Forestry and Water Management RS.

The PD progress in the 1<sup>st</sup> and 2<sup>nd</sup> round participating sectors is noteworthy; even in the ministries where the progress was relatively slow the quality of the work and the heightened interest are present. In fact, some of the 1<sup>st</sup> round ministries chose to include new organizational units/sectors within their ministries for the 2<sup>nd</sup> round of PD support such as the Federal and the RS Industry Sector and the RS War Veterans Sector. An additional positive example was the independent application of the methodology on behalf of a civil servant in the Federal Ministry of Energy, Mining and Industry on a bylaw. The methodology proved to be such a value-added in the process of exploring the best options to reflect in the bylaw and the inclusion of stakeholders in the early stages was received exceptionally well by them.

A representative of the Federal Ministry of Energy, Mining and industry applied the methodology independently to a new bylaw, the *Rulebook on Conditions to Be Met by Legal Persons Authorized for Certification of the Material's and Building Construction Elements' Fire Properties*. The ministry and the stakeholders found the application of the methodology particularly useful because basic research and consultations helped them deal with the overlap that existed in other laws and bylaws and come up with a solution jointly. Stakeholders **were pleased at the ministry's initiative** to involve them in the actual solution finding.

Overall, it is safe to say that the ministries had a positive experience with the PD process and have learned the importance of the process and its application. The participating civil servants increased their understanding of the PD process and saw the value the methodology brings to their work. They increased their understanding of the need to make informed decisions and that these types of analyses are a powerful decision making tool which ultimately leads to the enhanced quality of the legislative drafting process and the laws themselves (and provides the technical staff leverage and potentially decreases arbitrary political influence). On the whole, the participating ministries are closer to complying with the EU standards for legislative drafting and providing the decision makers to evidence-based policy proposals/analyses which, furthermore, brings the public administration closer to working within the principles of good governance.

#### 4.3.5 Challenges

There are several challenges which the project faced during the process of providing PD support to the participating ministries.

An additional challenge was the reluctance of participating civil servants to complete a PD analytical step by transferring their knowledge into a written document, i.e. into a section of the policy paper. Many civil servants, especially those who had previous experience with international projects expected the mentors to provide first drafts of documents. However, considering that the project has the task to build capacities mentors followed the principle not to do any work for ministries but to guide them in the process. Overall it was a difficult and time-consuming process to persuade civil servants to provide first drafts on every step.

The introduction of evidence-based policy vs. opinion-based policy presented another great challenge as it is contrary to current practice. There seems to be no tradition of analyzing problems, i.e. by trying to establish statistical evidence for the alleged problem, but rather general impressions of problems that are immediately countered with drafting a new law or amendments to existing legislation. The project encouraged the usage of basic research and evidence; however, this process requires a change of mind sets and the expected improvements will be incremental rather than radical.

The PD process was initially conceptualized as rather abstract especially for the audience that had neither previous exposure nor experience with the same or similar tasks. The challenge here was to present to the participants the process and the analytical steps in a more tangible and concrete way in order to get their attention. Practical exercises helped with overcoming this obstacle.

An additional obstacle presented itself in a way of constitutional competencies. Namely, the State level ministries encountered problems when trying to obtain support from the entities to work on the chosen policies/legislation. This presented an important obstacle to the completion of the PD process in two of the three State level participating ministries. In order to address this issue and to enable State level ministries to acquire and apply the PD methodology, the Programme encouraged and assisted in the selection of policies that would not be hampered by the entities.

The absence of Working Groups (WG) designated to work on chosen policies/legislation presented a challenge in those ministries where commitment was not that strong. The readiness to engage in new methodologies and, after all, additional work is limited among many civil servants unless they are officially nominated as members of WGs. In some cases with persistent explaining and persuasion civil servants took on the PD tasks and in others the problem persists and there is little progress.

At time lack of continuity when it came to equal participation in the PD workshops as well as mentoring sessions presented a challenge for the learning of the PD methodology. Lack of continuity in participation in 30% of the participating institutions created different perceptions about the process. The SPPD Programme emphasized at the start of the training cycle, and throughout, that continuous participating is essential to the learning process and successful application of the methodology, however, the commitment of the **ministry's senior management remains the decisive factor.**

In 6 out of 13 participating ministries limited support by the senior management presented an impediment when it comes to the absorption and the application of the knowledge. However, it was evident that were senior management was involved and

where they endorsed the new methodology the mentoring process generated greater results in terms the knowledge gained and written documents produced.

## **4.4 Tailored on Demand Assistance and Study Visits**

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### **4.4.1 Activities and Results**

#### On demand technical assistance

In order to provide tailored support to the partner ministries the Memoranda of Understanding also provided for the possibility of tailored on-demand assistance. Within the context of improving strategic planning and policy development ministries had the chance to request additional consultant support for tasks for which the ministry lacked in-house expertise. Such expertise was provided during the development of a Rulebook on liquid gas containers, the RS SME Strategy and monitoring and evaluation framework of the ministries in the agriculture and rural development sector.

#### Material support

In the course of the Needs Assessment a number of ministries highlighted the lack of up to date technical equipment as a factor that impedes the efficiency and effectiveness of their work. In the middle of an economic crisis all ministries had fewer resources to invest, **especially at the Federation level. Keeping in mind that the SPPD program's primary purpose is capacity building support has been granted only to selected ministries where a significant need was assessed, the overall amount did not exceed 1.6% of the total budget.**

#### Study visits

##### Strategic Planning, Policy Development and use of EU Funds

Throughout November and December 2009 the Programme organised three study visits to the Czech Republic. For these three separate visits (energy, transport, labour and employment sector) each respective ministry nominated five representatives. The visit focused on the Czech system for strategic planning and policy development on the national, (sector) ministry and regional level. It also covered Czech lessons learned from the EU accession process and demonstrated the use of EU related funds through on-site visits of sector specific projects. Some of those ideas were later used by partner ministries in their IPA application process (e.g. transport ministries).

At the beginning of November 2010, the Programme organized the second round of study visits to the Czech Republic to the three new sectors. Forty five of the most active civil servants (28 female, 17 male) from all 2<sup>nd</sup> round partner ministries were able to learn about the Czech experience in pre and post EU accession period with the emphasis on strategic planning and policy development in SME, Industry, Mining, Agriculture and Social Protection sectors. The study visits fostered the establishment of new contacts between BiH and Czech institutions supporting further experience exchange. All ministries

submitted a study visit report in which they identified main lessons learned and potential ideas for their application in their ministry.

### Public Finance Management

In order to support the regional exchange of good practices in the area of financial impact assessment, SPPD organized a study visit to Slovenian Center for Excellence in Finance on September 14-17 and September 19 – 22, 2010 for 41 participants (28 female, 12 male) split into two groups. The participants were selected on the basis of a set of criteria aiming to ensure the participation of those civil servants who have the appropriate basic knowledge as well as the ability to apply the newly gained knowledge on financial impact assessment once they return to their ministries.

The participants gained an understanding of how financial impact assessment of policies is conducted in Slovenia, including concrete procedures, specific steps taken and stakeholders involved, with particular focus on the roles and responsibilities of the ministry **of finance and finance sections of the institutions. The participants' knowledge from a** number of relevant topics was improved, including financial impact assessment, cost-benefit analysis, consultative models/processes, budget/policy proposals links and functioning of coordinative mechanisms between line ministries. This knowledge is to some extent already being applied in practical work of civil servants in the budget preparation process.

#### **4.4.2 Impact and Changes achieved**

When reviewing these different additional support instruments it seems that the greatest **impact and the best 'value for money' was achieved through** the tailored on-demand technical assistance. It provided ministries with the support they specifically needed, following their demands, rather than third-party priorities. Therefore aside from improving the respective strategic document or policy it also generated a fair amount of good will towards the Programme, which in turn benefited the standard activities in strategic planning and policy development.

The advantages of the study visits proved to be three-fold. Firstly, it strengthens the contacts and relationships of civil servants from different ministries within one sector. This is difficult to express in quantitative terms but in the BiH context where most sector do not have formal coordination and communication mechanisms this becomes extremely important. Secondly, civil servants took away concrete ideas based on the lessons learned and experiences that were share by the host institutions. They used it in tailoring IPA applications and through follow up contacts with presenters they met during the study visit. Thirdly, these visits presented civil servants with an advanced system (in most areas) which helps them to widen their horizon and to realise what tasks lay ahead, providing them with additional motivation to contribute to the progress within their own ministry.



## V. Sustainability

The SPPD Project Board requested mid 2009 the development of a Sustainability Plan that set forth modalities which would ensure the continued application of strategic planning and policy development methodologies. The Plan consists of three main elements, the actual capacity building of civil servants, the institutionalization of new methodologies through internal acts in each participating ministry and finally, the anchoring of responsibilities for strategic planning and policy development through amendments to the ministry Rulebooks on Internal Organization and Systematization. The **Sustainability Plan was accepted and the subsequent project's activities in this area were carried out in conformity with the Plan.**

### 5.1 Legislative Framework for SP and PD methodology/ Internal Acts

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Prior to the commencement of the SPPD programme, i.e. end of 2008, three-year strategic planning was not legally required at any government level and with the exception of Ministries of Justice it was not applied in practice. Policy development, on the other hand, was partially regulated. Namely, at the state level legislative drafting was regulated by the *Unified Rules for Legislative Drafting in Institutions of BiH* and at the level of RS by *Rules for normative-legal technique for drafting of laws and other regulations of the RS*. In the Federation of BiH legislative drafting was not regulated. However, despite these existing requirements at the State and RS levels, the practice of legislative drafting did not comply with standards for policy development as established by the OECD/EU. The process was lacking analyses prior to legislative drafting, early consultations with the stakeholders and the basic impact assessment of policy options.

In line with the Sustainability Plan SPPD supported partner ministries / institutions to: firstly, define by which legal act they would like the SP and PD methodologies to be regulated, secondly to draft those acts, and lastly to lobby and support the actual adoption of the acts.

Following consultations, the coordinating institutions and partner ministries at the entity level decided that a general act of government would be most appropriate, despite the fact that not all the ministries took part in the SPPD training programme. Partners felt that the general government act will have greater impact than those adopted separately, since it ensures the unification of form and content of documents provided by all ministries. At the level of Council of Ministers, on the other hand, it was decided that these acts should be adopted separately by each ministry





participating in the SPPD Programme.

SPPD supported all three government levels in developing legal acts for SP and PD. Based on standard models all acts were adjusted to the needs of each government level while ensuring the integrity of SP and PD methodologies.

### Council of Ministers of BiH

Main partner institutions at the State level, namely PARCO and the General Secretariat of the Council of Minister, considered that the legal acts for SP and PD at the State level should be adopted by each of three participating ministries separately. As a consequence activities were carried out at different pace and drafted internal acts are different in form and content, although they all reflect the methodologies in a consistent way. The following progress has been achieved:

Ministry of Civil Affairs adopted at the beginning of April 2011 the *Rule Book on Procedures for Strategic and Financial Planning in the MCP*, thus introducing the process of three-year strategic planning in line with the budget planning. In May this Ministry also adopted the *Instruction on Manner of Preparation, Impact Assessment, Selection and Procedure for Preparation of Instruments of Public Policies in areas of responsibility of the MCP of BiH*. This Act includes, among other, basic principles, definition of policies, preparation of thesis and impact assessment. When it comes to the process of consultations the Act refers to the existing regulations for consultations at the level of Council of Ministers.

Ministry of Transport and Communications adopted in May 2011 *Internal Procedures for Strategic and Financial Planning in MTC BiH*. This act prescribes methodology and actors in charge of process of mid-term strategic and financial planning in the Ministry. The *Instruction on Manner of Preparation, Impact Assessment, Selection and Procedure for Preparation of Instruments of Public Policies in areas of responsibility of the MTC* was finalized in May 2011 and sent early June to the Cabinet of Minister for consideration and adoption.

The Working Group of the Ministry of Foreign Trade and Economic Relations has finalized the *Internal Procedures for Strategic and Financial Planning in the MOFTER*. This document was presented to the secretary of the **Ministry's and it is expected that** it will be submitted to the Minister for adoption shortly. The Internal Procedures are in scope and content very similar to those in the MTC of BiH. The drafting of the *Instruction for PD* is underway, using the model of the PD Act from the MTC and it is expected that this document will be finalized by the end of June.

### Federation of BiH

The Federation Institute for Programming Development was the leading partner in the institutionalization process. Since annual planning and reporting was not properly regulated at the Federal level this segment was included in the Instruction for SP. The Federation Institute actively participated in the drafting process and was the first institution to submit draft acts for adoption to the government (November 2010). The new Federation Government, at its 4<sup>th</sup> session held on 7 April 2011, passed the *Instruction for Strategic and Annual Planning*

With this Instruction the Federation established for the first time a unified system of planning and reporting.

*and Reporting*<sup>11</sup>. The Instruction specifies the Federation Institute for Programming Development as the coordinating agency. Within three months upon the entry into force all ministries should appoint a coordinator for strategic planning. The process of three-year strategic planning is linked with the budget planning and fully in accordance with the financial legislation in force. The Instruction provides the necessary templates for strategic and annual plans, as well as reporting tables with detailed explanations. The Instruction will enable the ministries to properly plan, and follow the implementation which would improve the efficiency and transparency of the work of the Federation Government. At the time of reporting all the ministries had appointed the coordinators (List of Coordinators is enclosed in Annex 3).

At its 6th session held on 4 May 2011, the Federation Government has passed *the Instruction on Manner of Preparation, Impact Assessment and Selection of Policy in Procedure of Preparation of Acts Adopted and Proposed by the Government of FBiH*<sup>12</sup>. By this Instruction the Federation regulates in detail a quality preparation of instruments of public policies based on evidence. This act regulates process, roles and internal process in the ministries, process of early consultations with relevant stakeholders and impact assessment. The Instruction includes an Annex – a table which should accompany each drafted act so it can clearly be seen what is to be achieved by it, what options were considered, who was consulted and what impact the act would have.

### Republika Srpska

In the Republika Srpska the Ministry of Economic Relations and Regional Cooperation was the main partner in the institutionalization process. This Ministry was tasked by the RS Government to form and lead the Working Group which would draft the Legal Act for PD. The ministry took the lead in drafting the *Guidelines for Conduct of Republic Public Administration when Performing the Impact Assessment in the Legislative Drafting Process*. The Working Group used the model of the Internal Act provided by SPPD, as well as documents provided by the RIA project of the International Financial Corporation (a World Bank Member). In April 2011 the SPPD Project Team provided comments on the *Guidelines*, and reiterated readiness to provide further support. However, as the adoption of this Act is closely linked to the more general reform of regulatory assessment, it is not likely that it will be adopted before fall 2011.

With regard to the Act by which the SP methodology would be introduced in the RS ministries, no progress has been made yet. Namely, the Working Group, following the RS Government Conclusion from October 2010, is to be formed and led by the General Secretariat of the RS Government. SPPD has provided a model SP Act to the Ministry of Economic Relations and Regional Cooperation and is ready to provide further support.

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<sup>11</sup> Official Gazette of Federation BiH 22/11.

<sup>12</sup> Official Gazette of Federation BiH 27/11.

## 5.2 SP and PD Coordination at the Ministry Level (Job Descriptions and Positions)

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### Council of Ministers of BiH

The working group in the Ministry of Foreign Trade and Economic Relations finalized in April 2011 a Proposal on Changes and Amendments to the Rule Book on Internal Organization of the Ministry, by which the SP and PD functions will be located within the **Ministry's Secretariat, which would be in line with the Strategy for the Public Administration Reform in BiH. The Proposal was sent to the Minister's Cabinet at the end of April 2011.** The Rule Book of the Ministry of Civil Affairs on Strategic and Financial Planning foresees two new positions: a Coordinator for Strategic and Financial Planning and a Responsible Person for Monitoring and Evaluation. That requires amending the Rule Book on Internal Organization of the Ministry accordingly. The Internal Procedures for Strategic and Financial Planning of the Ministry of Transport and Communication foresees the position of the Expert Adviser for SP, it is expected that the proposal of the Rule Book on Changes and Amendments to the Rule Book on Internal Organization in which this position is reflected will be finalized before the end of the Project.

### Federation of BiH

In line with the Instruction on Strategic Planning adopted by the Federation government, all ministries have to appoint a coordinator for strategic planning within three months upon the **Instruction's** entry into force. With regard to the PD functions the Instruction does not foresee any new positions, which would encompass tasks of PD coordination and monitoring. However, it defines the role of Expert Collegium of the Ministries which is to assess the quality of drafts prior to sending the draft into the further procedure. This includes, among other, the obligation of considering the thesis, assessment of quality and contents, inter- sector harmonization, quality of assessment of current situation and formulation of problem, completeness of obtained opinions and stand points of interested stake holders inside and FBiH Government and outside whether the procedures were followed. The Instruction also prescribes the obligation of Ministries to fully coordinate activities with the General Secretariat of FBiH Government. In addition the analysis for the establishment of functions for SP and PD prepared for participating ministries foresees different modalities of institutionalizing these functions, depending on circumstances in each ministry, but the amendments of Rule Books are still pending to fully finalize this activity.

### Republika Srpska

Partner ministries in the Republika Srpska adopted new Rule Books on Internal organization during 2009 and 2010 these included responsibilities for strategic planning under different positions. Therefore it was considered that it would be too soon to propose any changes to these Rule Books.

### 5.3 Knowledge Products – SP and PD Handbooks

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Based on the experience gained over the last two years the SPPD Programme developed two Handbooks. The Handbooks represent practical guides which contain methodologies for the development of strategic plans and instruments of public policies. Both Handbooks are **as close to the civil servants' working environment as possible**. They include all necessary templates to develop three-year strategic plans, annual action plans, as well as models and tables to be used when developing public policy instruments.

The Handbooks were published in the following circulation: SP Handbook: 1000 copies in Latin and 300 copies in Cyrillic script; PD Handbook 1000 copies in Latin and 300 copies in Cyrillic script. The English versions of manuals are available only on CD ROM. They have been distributed to the partner institutions at the level of Council of Ministers of BiH and Government of Republika Srpska and some institutions in the Federation. In addition, the Federation Institute for Programming Development and SPPD will co-host a meeting on 23 June 2011 for all FBiH ministries and their SP Coordinators to discuss the implementation of the Government Instructions on SP and PD and to distribute the handbooks. A Handbook distribution list is enclosed in Annex 2.



Policy Development  
Handbook for Civil Servants  
in BiH

## VI. Cooperation and Coordination

The SPPD Programme team was aware of on-going projects in BiH covering related topics and had a coherent methodological approach with other relevant initiatives in order to avoid overlapping and duplicating efforts. The main partners of the SPPD Programme in 2010 were: the project supporting the creation of the Country Development Strategy (Directorate for Economic Planning), the project on Strengthening Public Expenditure Management (SPEM III working with Ministries of Finance), the Aid Coordination Project of the BiH Ministry of Finance and Treasury, the SIGMA Blueprint project working with General Secretariats, and the Regulatory Impact Assessment project that targets both entity governments. In addition the Programme also maintained efforts to include members of the Project Board directly into Programme activities.

### 6.1 Cooperation with Domestic Institutions

The three Civil Service Agencies at State and Entity level were important partners to the SPPD Programme. The capacity development activities that civil servants had to undergo were required intensive personal engagement since the first draft of all documents had to be written by the civil servants. Secondly, the schedules for workshops and mentorship were very demanding and time intensive.

Therefore the SPPD team decided to cooperate with all three Civil Service Agencies to ensure that the efforts of active civil servants are recognized officially as part of their professional development and potentially positively influence their future careers. All Civil Service Agencies confirmed that the SPPD education is in line with their adopted training strategies and the following agreements were reached:

- BiH CSA: successful participants to be awarded with 11 credit points (maximum), certificates to be co-signed by the UNDP Resident Representative and the CSA Director.
- FBiH CSA to accredit participants in their CSA database, certificates to be co-signed by the UNDP Resident Representative and the CSA Director.
- RS CSA to accredit participants in their CSA database, certificates to be co-signed by the UNDP Resident Representative the CSA Director.

The recognition of the education by their Civil Service Agency has proven to be an additional motivating factor for civil servants to participate in SPPD activities.

The SPPD Programme also discussed with the directors of Civil Service Agencies possibilities for institutionalization of the capacity development, namely the delivery of SP and PD training by the Civil Service Agencies. All Agencies showed interest to be engaged



Handover of certificates to BiH Ministry of Transport and Communication, May 2011

and in case SPPD Phase 2 would be realized, the establishment of local training capacities would become one of the deliverables.

The SPPD Programme also coordinated very closely with the Ministries of Finance. All activities of the public finance component are in line with the instructions and regulations issued by the MoFs. The MoFs also increasingly recognize the importance of strategic planning for budget planning and resource allocation. Budget instructions sent by the RS and FBiH Ministries of Finance specifically ask for links between the budget requests and strategic plans and strategies.

Furthermore, the SPPD Programme has intensified cooperation with the Directorate for Economic Planning (DEP) in relation to the Country Development Strategy (CDS) and Social Inclusion Strategy (SIS) and their reflection within institutional strategic plans. This included **the reciprocal participation at SPPD and DEP organized workshops**. DEP's participation in SPPD workshops contributed to increasing the exposure of a larger group of civil servants to the CDS/SIS development process and more important its content. On the other hand, participation of SPPD in DEP workshops contributed to efforts to integrate financial and strategic planning at different levels, in particular of the CDS, institutional strategic plans, budget framework paper and public investment plans.

SPPD also cooperated with DEP, SPEM III and the Ministry of Finance and Treasury Aid Coordination project on the harmonization of terminology that is used by the CDS/SIS, institutional strategic plans and budget requests. This resulted in a charted list of terms related to strategic goals, programmes, activities, and indicators, which in turn supports cross referencing and integration of these different plans (country, ministry, and budget).

For cooperation with the gender mechanisms in BiH please see Chapter 7.

## **6.2 Cooperation with other Technical Assistance Projects**

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Throughout its implementation the SPPD Programme cooperated very closely with the DFID-funded PKF Strengthening Public Expenditure Management Project (SPEM3) in the context of improving the medium-term budget planning process linked to government policy priorities. The two projects exchanged information on results and the future activities as well as documents that were created in cooperation with line ministry partners. The SPPD Programme Senior Public Finance Specialist participated in a number of events organized by SPEM3, including workshops with Ministries of Finance (FBiH, RS and BiH) and line ministries. Likewise, SPEM representatives participated in SPPD workshops; this contributed to a better understanding among budget users that both projects are coordinated and advocating the same goals.

In the area of policy development SPPD cooperated with the PAR Fund financed project "Blueprint for the Development of Centers of Government in BiH (State, Entities and **Brcko District**)."

and the RIA project of the International Finance Cooperation. SPPD supported the Blueprint project during its inception phase and beyond through the provision of information, data and documents. Special focus was given to the exchange on information regarding regulations that institutionalize SP and PD methodologies.



The Programme also cooperated with the International Finance Cooperation RIA project that targets regulatory impact assessment in the RS and the Federation. The RS government developed a Strategy on Regulatory Reform that covers basic policy development and in depth regulatory impact assessment. SPPD promoted the complimentary use of the PD methodology and the SPPD PD handbook as part of the implementation of the Strategy. Like with the Blueprint project SPPD will aim at an overall synchronized approach to policy development at all levels of government.

### **6.3 Cooperation with the SPPD Project Board**

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The SPPD Project Board played a very active role in the implementation of the Programme. One aspect of this involvement was their participation in workshops that were organized for partner ministries.

#### Participation in Workshops

Most frequently representatives of DEI, DEP and the Federation Institute for Development Programming participated and contributed with their specific knowledge to the workshops. Representatives of the Directorate for European Integration (DEI) regularly participated in the agriculture, energy and transport workshops (which was useful and welcomed by participants for fostering better information exchange), while representatives of the FBiH Institute for Programming participated in selected workshops.

These coordinating institutions (represented in the SPPD Project Board) used the opportunity to improve their interaction with line ministries. They often met personally for the first time and further, in the course of the workshops they often learned more about **each other's challenges, restraints and priorities, which contributed to a better understanding of each other's position** and a more effective realization of their coordinating role.

#### Cooperation on institutionalisation

The institutionalisation activities of the SPPD Programme required not only the technical preparation of these acts, but also the promotion of the idea of institutionalizing SP and PD and lobbying for their adoption. In this respect the members of the Project Board representing three levels of government, were very instrumental. Namely, they all took active part in promoting the idea and presenting the benefits of the new methodologies to their governments. Particularly the representative of the FBiH, the Federation Institute for Programming Development, was very actively involved through all phases, from the initial draft to the adoption of two Instructions. At the BiH level the representatives of PARCO and General Secretariat contributed by obtaining clear instructions from the Council of Ministers in which partner ministries were tasked to adopt PD and SP. Similarly at the RS level, the representative from the Ministry of Economic Relations and Regional Cooperation led the institutionalization efforts in the RS. He also obtained a clear instruction of the RS Government, by which the Ministry of Economic Relations and Regional Cooperation and the General Secretariat were tasked to form working groups and draft legal acts for SP and PD.

## VII. Gender Mainstreaming

The SPPD Programme acknowledged the importance of gender mainstreaming and of improving gender equality in BiH. To that end efforts were made to support gender equality in all activities.

The SPPD Programme contributed to ensuring Gender Equality and Empowerment of Women through several ways during the implementation phase. The BiH gender mechanisms were invited to all SP and PD activities and the representatives from the FBiH Gender Center and the BiH Gender Agency attended several workshops. The benefits were two-fold. One, the gender mechanisms were able to learn about the SP and PD methodologies; and, two, they were able to interact with the **Programme's** primary partners, ministries/sectors, thereby further raising their awareness about their obligations to implement the Gender Equality Law and technical services that the gender mechanisms offer. Additionally, the invitation was extended and accepted by the entity gender centers to attend the Fiscal Impact Assessment Study Trip to Slovenia.

The Programme hired a gender mainstreaming expert in order to organize a training session for the SPPD Programme team on tools available to ensure gender equality in all aspects of project implementation and to review the SP and PD handbooks in order to ensure that gender mainstreaming is part of every methodological step. The Programme team heightened their knowledge on gender mainstreaming and was able to apply tools to ensure gender equality in all areas of their work. Additionally, the handbooks and the methodologies outlined in them give clear guidelines how to ensure gender quality throughout the SP and PD processes.

As a result of the abovementioned training, with the mentoring assistance several ministries (Federal Ministry of Energy, Industry and Mining, RS Ministry of Agriculture, Forestry and Water Management) during the PD process consulted their respective gender mechanisms in the early stages of the process (during the problem definition stage and once the options were defined) in order to obtain additional statistical or other information pertinent to the policies they are developing. The feedback the ministries received from their respective gender mechanisms did not offer concrete guidance; however, it further opened up channels of communication and coordination with the gender mechanisms in the early stages of the PD process.

In the SP component of support, the SPPD Programme also placed a special emphasis on gender mainstreaming as a way of increasing ownership and sustainability of intervention. Strategic framework in most of the strategic plans takes in account legislation and action plans related to gender equality. To that end, 4 out of 13 participating ministries (Federal Ministry of Development, Entrepreneurship and Crafts, Federal Ministry of Labour and Social Policy, Federal Ministry of Energy, Industry and Mining and Federal Ministry of Transport and Communications) have incorporated the Gender Action Plan and the Gender Equality Law as part of their strategic frameworks. Additionally, some of the RS ministries have included gender equality relevant legislation within their strategic framework (such as the legislation dealing with gender-based violence).



In the public finance component, the workshops were used to provide participants from the State, RS and FBiH ministries with a short introduction to gender responsive budgeting as one of the tools of gender mainstreaming. The aim of the presentations was to raise finance staff's awareness of gender responsive budgeting as an important facet of budget management, and as an instrument that is gradually being introduced to budget management at all levels in BiH. Namely, as part of the overall gender mainstreaming efforts, the Ministry of Finance and Treasury of BiH and the RS Ministry of Finance have already introduced the requirement to include the information on gender sensitivity in all requests for 2012-2014 additional funding submitted by budget users.

Furthermore, one of the efforts put forth on behalf of the SPPD Programme concerned the statistics on participation in the Programme events which were presented in form of gender segregated data. The data shows that overall more women than men attended the SPPD Programme workshops and other activities. This reflects the general employee structure of the public administration where a higher percentage of women are employed as compared to men. Secondly, most of the participants were on a technical staff level where women are more numerous than men. At the same time, senior level positions in public administration are generally occupied by men; this is something that the SPPD Programme could not influence.

The SPPD Programme put their best effort forward in order to respect the gender mainstreaming obligations in BiH, to include the respective gender mechanisms in all aspects of Programme implementation, and to raise awareness and encourage compliance of the participating ministries when it comes to ensuring gender equality.

## VIII. Lessons Learned

Throughout its 2.5 years of implementation the SPPD Programme constantly reviewed its approach to capacity development. Feedback of partners was actively sought through formal channels, including evaluation sheets for every workshop and a user satisfaction survey at the beginning of 2010; as well as informally, through constant communication with the counterparts.

The findings can be grouped in four main categories:

### *Capacity Development*

- The most important success factor for SPPD was the holistic approach to capacity development by linking workshops, mentoring on the job and work on a concrete document to apply new knowledge directly. Learning was linked to relevant **documents that are directly linked to the ministry's mandate and work plans**. The transfer of knowledge into practice (*Learning by Doing*) was part of the capacity development cycle and directly supported by the Programme through mentoring on the job and creation of actual documents.

- The SPPD Programme insisted that civil servants would prepare the first drafts of every document. SPPD consultants were not allowed to write documents for partner ministries. This approach is more difficult at the beginning because civil servants are used to consultants preparing the draft for comment. However it is possible to change that attitude and in the interest of sustainable capacity development it is the only viable option.

#### *Sector approach* (including RS, FBiH and State ministries that cover the same area)

- The Programme communicated clearly that it does not aim at changing constitutional competencies, which had a positive impact on the level of acceptance by entity ministries.
- Including state and entity ministries as equal partners in all activities is one of the key factors for the high level of acceptance of the SPPD Programme.
- The same methodologies for strategic planning and policy development were taught and used by state and entity ministries. That contributed to a harmonisation of planning and policy processes. However, that worked only because the Programme followed a modular approach that allowed each ministry to develop its own documents. Using the same methodologies to create one document for all three ministries (in one sector) would have not been successful.

#### *Workshops (WS)*

- Organising workshops in a sector setting has proven to be the best option. It linked the relevant technical and sometimes senior staff across government levels. It also improved contacts and communication during and outside of the workshops, which is a very important factor in absence of formal mechanisms.
- Sector workshops created the environment for positive peer pressure. Participants/ministries presented to each other results of their work, which created a positive sense of competition in the group.
- Workshops should always combine theory and practical exercise, so that participants walk away with draft documents.
- The ideal workshop length seemed to be two days with one overnight stay; if they are longer the attendance rate will drop significantly; if they are shorter it is difficult to include practical exercises during the workshop time.
- Workshop design should follow the selected methodology step by step. That way all participants follow similar timelines and no one falls too far behind. Secondly, bringing participants together in regular intervals creates the above mentioned positive peer pressure because each ministry needs to report on progress that they achieved since the last workshop. Thirdly, it ensures that the methodology is presented to all participants in the same way.

#### *Mentors/consultants*

- SPPD used international consultants only in areas where domestic expertise was insufficient. If international trainers are used it is preferable that they speak local

language. That way knowledge is transferred directly without loss in meaning and tempo. It also supports an interactive relationship between trainer and participants.

- SPPD used local consultants as trainer and mentors wherever possible. It is a (cost efficient) investment in the local knowledge pool, i.e. the capacity stays in the country even after completion of the Programme. Since the start of SPPD implementation we were able to see an expansion in the market of high quality local consultants in SP and PD.
- Regional trainers/consultants bring regional experience which is often easier applicable than Western European or other experiences.
- The Programme had very good experiences by selecting consultants individually rather than hiring a company as service provider. It required more administrative efforts in processing, guidance and monitoring but it brought significantly better results in quality. From the start only the best candidates were selected and throughout implementation their work was been closely monitored (mentoring reports following every session, regular meetings, performance at workshops), which ensured that they adhered to high quality standards.
- Within SPPD specific ministries were assigned to specific mentors, that way trust could be built and partnership relations could develop. It also allowed the mentor to gain a better understanding of the **ministries' strengths and weaknesses as well** as of their programmatic area of work.

## IX. Communication and Visibility



### *SPPD partners and donors visibility on print media*

The SPPD Programme was funded by four donors among them the Governments of Norway and the Netherlands, the European Union and UNDP. The donor's logos were represented on all written and electronic documents issued by the Programme. The greatest circulation will be achieved through the distribution of the Strategic Planning and Policy Development handbooks (1300 copies each). The Handbooks were distributed to the 13 participating ministries at state and entity level as well as coordinating institutions including PARCO, DEP, DEI, Ministries of Finance, the three General Secretariats and Legislative Offices, the Federation Institute for Programming Development and the RS Ministry of Economic Relations and Regional Cooperation. A detailed distribution list can be found in Annex 2.

#### SPPD notebook and folder inside cover text

**The "Strategic Planning and Policy Development" Programme works on strengthening of ministries' capacities in selected sectors in the area of strategic planning, public policy development and public finance management.**

The Programme has been made possible through the generous contributions of the Governments of the Netherlands and Norway, the European Union and UNDP.

In addition, the Programme procured notebooks and folders for workshop participants **featuring donors' and government partners' logos as well as short narrative notes on the donor support and the purpose of the SPPD Programme** (see box above).

### *Newsletter and Website*

The SPPD Programme has published four newsletters, both in printed and in electronic version. About 300 external partners receive the Newsletter directly. Generally, the Newsletter serves as a convenient and an illustrative way to inform all those who are interested in the work of the SPPD Programme. Their purpose is to inform the participating civil servants and other partners about Programme achievements.

Following recommendations of the Mid-term Evaluation Report and suggestions by the EU Delegation task manager, the Programme upgraded its internet presence by including a variety of documents, among them SP and PD handbooks, progress reports, newsletters

and sample documents prepared by partner ministries. Please see also: <http://www.undp.ba/index.aspx?PID=21&RID=73>.

### *Ceremonies on Signing Memoranda of Understanding*

In the course of the SPPD Programme implementation two ceremonies on signing Memoranda of Understanding were organised, marking the first and second round of the inclusion of new sectors.

Following the Project Board approval of the Memoranda of Understanding (MoU) and Ministry Activity Plans, the SPPD Programme organized the first MoU Signing Ceremony between UNDP and the participating ministries on May 19<sup>th</sup> 2009. The joint ceremony gathered ministers and other high level representatives of eight partner ministries as well as members of the Project Board like the RS Ministry for Economic Relations and Regional Cooperation, DEI, the EU Delegation, the Royal Embassies of the Netherlands and Norway as well as from UNDP.



H.E. Ambassador Sweder van Voorst, Kingdom of the Netherlands, H.E. Ambassador Jan Braathu, The Royal Norwegian Embassy, and Armin Sirco, Assistant Resident Representative UNDP

The second Memorandum of Understanding Signing Ceremony was held on March 10<sup>th</sup> 2010. On this occasion the SPPD Programme marked the expansion of its activities from three to six sectors, by including Agriculture, SMEs and Social Protection into the Programme. Representatives of the thirteen partner ministries that participated in the SPPD Programme were present for the formal signing of the Memorandum of Understanding and the Action Plans for 2010 as well as the Programme's donors.

Following the signing ceremony, directors of the three Civil Service Agencies, BiH, RS and FBiH, handed over certificates to the participating civil servants who successfully completed the training cycle in 2009 from the Transport, Energy, and Labour and



Group photo of the MoU signatories and SPPD donors

Employment sectors. The event was widely covered by the print and TV media.



### *Final Ceremony on Presentation of Results and Handover of Certificates*

On May 24<sup>th</sup> 2011 the Programme presented its achievements and lessons learned to partners, donors and other stakeholders. The Strategic Planning and Policy Development handbooks were presented and Programme partners as well as donors used the chance to highlight their impressions. During the Ceremony representatives of the Civil Service Agencies together with UNDP handed over certificates to civil servants of 13 state and entity ministries

thus recognising their skills in strategic planning and policy development. The event was widely covered by the media including TV evening news, print media, and web portals.



H.E. Ambassador Sweder van Voorst, Kingdom of the Netherlands during his address



Press statements were given at the end of the ceremony; to the left, Johan Hesse, Acting Head of Operations of the EU Delegation



State and entity civil servants who received their certificates for strategic planning and policy development during the Final Ceremony

## **X. Recommendations**

During the implementation of SPPD Phase 1 significant progress has been achieved. But in order to achieve long term sustainability more has to be done. So far about 1/3 of State and Entity ministries had the opportunity to develop the capacities of their civil servants, create their first set of documents and start to put a system in place that ensures the continued use of strategic planning and evidence based policy development.

A sustainable use of strategic planning and policy development can only be expected when a critical mass of civil servants and ministries across all governments acquired these skills and adhere to a common system. Therefore it is our recommendation that

- The capacity development has to be expanded to include a critical mass of civil servants and ministries (2/3 and above), which is in line with the requirements of the Public Administration Reform Strategy;
- Strategic planning and policy development/impact assessment should become obligatory for all institutions on state and entity level;
- Coordinating/oversight institutions need to be appointed at each government level complemented by the appointment of SP coordinators and policy analysts within each ministry;
- A domestic training system for strategic planning and policy development needs to be established, covering civil servants at state and entity level;
- The institutional strategic planning and the program based budget planning should be complemented by a budget monitoring system that links financial and performance elements.
- Efforts to strengthen the link between policies, strategies and budget should be continued;
- Raise awareness of line ministries how the policy development/impact assessment methodology can support harmonisation with the acquis, in close cooperation with DEI and the entity institutions responsible for harmonization with the acquis.



## **XI. ANNEXES**

### Annex 1 – Strategic Planning

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#### 1.1 List of Ministries and Organizational Units Supported

Ministry of Communication and Transport	Status of 3-year strategic plan
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1.1.1 BiH

Strategic plan for transport sector	Developed
Strategic plan for communication sector	Developed
Strategic plan at the ministry level (unification of sector plans)	Finalized in February 2011
Ministry of Civil Affairs	
Strategic plan for Labour and Employment sector	Developed
Strategic plan for Social protection sector	In development
Strategic plan for Education sector	Developed
Strategic plan for Health sector	Developed
Strategic plan for Sport sector	Developed
Strategic plan for Citizenship and travel documents sector	In development
Strategic plan for Science and culture sector	In development
Strategic plan for Geodesy, geology and meteorology sector	Developed
Strategic plan at the ministry level (unification of sector plans)	Expected to be finalized by June 2011
Ministry of Foreign Trade and Economic Relations	
Strategic plan for Energy sector	Developed
Strategic plan for Agriculture sector	In development
Strategic plan for SME sector	In development
Strategic plan at the ministry level (unification of sector plans)	Not expected during the current SPPD project since other sectors of this ministry are not included
Strategic plan for Office for Plant Protection	Developed in June 2011
Strategic plan for Office for Veterinary	Developed in June 2011

### 1.1.2. FEDERATION OF BIH

Ministry of Agriculture, Water Management and Forestry	Status
Strategic plan for Agriculture sector	In development
Strategic plan for Water management	In development
Strategic plan for Forestry	In development
Strategic plan at the ministry level (unification of sector plans)	Expected to be finalized by June 2011
Ministry of Transport and Communication	
Strategic plan for transport sector	Developed
Strategic plan for communication sector	Developed
Strategic plan at the ministry level (unification of sector plans)	Finalized in December 2010
Ministry of Energy, Mining and Industry	
Strategic plan for Energy sector	Developed
Strategic plan for Industry sector	Developed
Strategic plan for Mining sector	Developed
Strategic plan at the ministry level (unification of sector plans)	Finalized in February 2011
Strategic Plan for Special Purpose Industry	Developed in May 2011
Ministry of Labour and Social Welfare	
Strategic plan for Labour sector	Developed
Protection of persons with disabilities and civil victims of war	Developed
Strategic plan for Social protection and family and children protection	Developed
Strategic plan for Pensions, invalids and international social insurance agreements	Developed
Strategic plan at the ministry level (unification of sector plans)	Expected to be finalized by June 2011
Ministry of Development, Entrepreneurship and Craft (only one sector – SME)	
Strategic plan at the ministry level	Finalized in December 2010

### 1.1.3. REPUBLIKA SRPSKA

Ministry of Agriculture, Water Management and Forestry	Status
Strategic plan for Agriculture sector	Developed
Strategic plan for Water management	Developed
Strategic plan for Forestry	Developed
Strategic plan for Agency for selection and breeding of cattle	Developed
Strategic plan for Agency for providing consultancy services in agriculture	Developed
Strategic plan at the ministry level (unification of sector plans)	Finalized April 2011
Ministry of Transport and Communication	
Strategic plan for transport sector	Developed
Strategic plan for communication sector	Developed
Strategic plan at the ministry level (unification of sector plans)	Finalized in November 2010
Ministry of Energy, Industry and Mining	
Strategic plan for Energy sector	Developed
Strategic plan for Industry sector	Developed
Strategic plan for Mining sector	Developed
Strategic plan for SME sector	Developed
Strategic plan at the ministry level (unification of sector plans)	Finalized in December 2010
Ministry of Labour and War Veterans	
Strategic plan for Labour sector	Developed
Strategic plan for War veterans sector	Developed
Strategic plan at the ministry level (unification of sector plans)	Finalized in December 2010
Ministry of Health and Social Welfare	
Strategic plan for Social protection sector	Developed
Strategic plan at the ministry level (unification of sector plans)	N/A

## Annex 2 – SP and PD Handbook distribution list

<b>STATE/Državni nivo</b>	<i>SP Latin/Latinica</i>	<i>SP Cyrillic /Ćirilica</i>	<i>PD Latin/Latinica</i>	<i>PD Cyrillic/Ćirilica</i>
Ministry of Communication and Transport	5	5	15	5
Ministry of Civil Affairs	25	10	25	5
Ministry of Foreign Trade and Economic Relations (3 departments and secretary)	20	10	10	5
Ministry of Finance and Treasury	4	2	4	2
Ministry of Justice	4	2	4	2
General Secretariat of CoM	4	2	4	2
Directorate for European Integration	20	10	20	10
Directorate for Economic Planning	10	5	10	5
State Civil Service Agency BiH	30	10	30	10
Gender Agency BiH	2	1	2	1
PARCO	10	1	10	1
Food Safety Agency (through MoFTER)	3	1		
Office for Protection of Plants (through MoFTER)	3	1		
Office for Veterinary	3	1		
Legislative Office BiH	2	1	2	1
<i>Subtotal</i>	<i>155</i>	<i>62</i>	<i>136</i>	<i>49</i>
<i>Federation BiH/Federacija BiH</i>	<i>SP Latin/Latinica</i>	<i>SP Cyrillic /Ćirilica</i>	<i>PD Latin/Latinica</i>	<i>PD Cyrillic/Ćirilica</i>
<i>Ministry of Energy, Mining and Industry</i>	15	2	15	2
<i>Ministry of Agriculture, Water Management and Forestry</i>	15	2	15	2
<i>Ministry of Transport and Communication</i>	15	2	15	2
<i>Ministry of Labour and Social Welfare</i>	15	2	15	2
<i>Ministry of Development, Entrepreneurship and Craft</i>	10	2	10	2
<i>Ministry of Finance</i>	2	1	2	1
<i>Institute for Programming of Development of FBiH</i>	80	3	80	3

Gender Center FBiH	3	1	3	1
Legislative Office FBiH	3	1	3	1
FBiH Civil Service Agency	20	0	20	0
FBiH PAR Coordinator	6	2	6	2
<i>Subtotal</i>	<i>184</i>	<i>18</i>	<i>184</i>	<i>18</i>
<i>Republika Srpska</i>	<i>SP</i> <i>Latin/Latinica</i>	<i>SP Cyrillic</i> <i>/Ćirilica</i>	<i>PD</i> <i>Latin/Latinica</i>	<i>PD</i> <i>Cyrillic/Ćirilica</i>
Ministry of Industry, Energy and Mining	5	20	5	20
Ministry of Agriculture, Water Management and Forestry	5	20	5	20
Ministry of Transport and Communication	3	15	3	15
Ministry of Health and Social Welfare	3	15	3	15
Ministry of Labour and War Veterans	3	15	3	15
Ministry of Economic Relations and Regional Cooperation	2	10	2	40
Ministry of Finance	1	3	1	3
SME Agency	1	5		
Agency for Payment in Agriculture	1	5		
Agency for Cattle Selection	1	5		
Agency for Advisory Service in Agriculture	1	5		
General Secretariat RS Government	2	10	2	10
Legislative Office RS/	2	10	2	10
RS Civil Service Agency/	5	20	5	20
RS PAR Coordinator	1	1	1	1
<i>Subtotal</i>	<i>36</i>	<i>159</i>	<i>32</i>	<i>169</i>
<i>Others</i>				
Delegation of European Union	3		3	
Embassy of Norway	3		3	
Embassy of the Netherlands	3		3	
Blueprint Project	3		3	
DEI Support Project	3		3	

### Annex 3 – List of SP Coordinators for Federation BiH

Name of Ministry	Name	Education level/position	Phone	Mobile	E-mail address
Federal Ministry of Interior	<b>Elvedina Hodžić</b>	Graduated lawyer, Secretary	033/ 59 02 04	061 48 59 57	<a href="mailto:sekretar@fmup.gov.ba">sekretar@fmup.gov.ba</a>
Federal Ministry of Justice	<b>Entoni Šeperić</b>	Expert adviser for SP and analysis	033/ 21 31 51 ext.: 353	-	<a href="mailto:entoni.seperic@fmp.gov.ba">entoni.seperic@fmp.gov.ba</a>
Federal Ministry of Finance	Zada Gabela	Secretary	033/21 57 59	061 159 058	<a href="mailto:zada.gabela@fmf.gov.ba">zada.gabela@fmf.gov.ba</a>
Federal Ministry of Energy, Mining and Industry	Stipo Buljan	Secretary	036/ 51 38 46	061 22 75 41	<a href="mailto:fmeri-9@bih.net.ba">fmeri-9@bih.net.ba</a>
Federal Ministry of Transport and Communications	<b>Zaim Hećo</b>	Graduated engineer , M. Sc., Assistant minister	033/56 35 10	061 13 00 58	<a href="mailto:hzaimfmpk@jpdcbh.ba">hzaimfmpk@jpdcbh.ba</a>
Federal Ministry of Labor and Social Policy	<b>Benjamin Mešak</b>	Graduated economist	033/ 71 48 46	061 56 31 35	<a href="mailto:ben.mes@hotmail.com">ben.mes@hotmail.com</a>
Federal Ministry of Displaced Persons and Refugees	<b>Živana Knežević Draganović</b>	<b>Profesor sociologije, šef odsjeka za informatiku i statistiku</b>	033/ 21 48 65 033/ 26 58 10	-	<a href="mailto:fmroi_statistika@bih.net.ba">fmroi_statistika@bih.net.ba</a>
Federal Ministry for Issues of Veterans and Disabled Veterans of Defensive – Liberation War	<b>Enisa Teskeredžić</b>	Graduated lawyer	033/21 26 01	062 342 539	<a href="mailto:enisatesk@hotmail.com">enisatesk@hotmail.com</a> <a href="mailto:kabinet@bih.net.ba">kabinet@bih.net.ba</a>
Federal Ministry of Health	<b>Adisa Mehić</b>	Expert adviser for normative-legal matters	033/ 20 14 83	062 11 51 87	<a href="mailto:adisa.mehic@fmoh.gov.ba">adisa.mehic@fmoh.gov.ba</a>
Federal Ministry of Education and Science	<b>Nadija Bandić</b>	Assistant minister	036/ 35 57 12	062 33 78 77	<a href="mailto:nadija.bandic@gmail.com">nadija.bandic@gmail.com</a>
Federal Ministry of Culture and Sports	<b>Adis Salkić</b>	Adviser for organization and SP in the area of culture	033/ 25 41 60	061 74 26 72	<a href="mailto:adis.salkic@fmksa.com">adis.salkic@fmksa.com</a>



Federal Ministry of Trade	Dijana Bukovac	Graduated lawyer, Secretary	036/ 32 63 42	061 20 93 92	<a href="mailto:dijana.bukovac@fmt.gov.ba">dijana.bukovac@fmt.gov.ba</a>
Federal Ministry of Physical Planning	Asifa Vrabac	Graduated economist, Chief of Cabinet	033/ 22 64 52	061 72 24 63	<a href="mailto:asifa.vrabac@fmpu.gov.ba">asifa.vrabac@fmpu.gov.ba</a>
Federal Ministry of Agriculture, Water- Management and Forestry	<b>Faketa Begović</b>	Secretary	033/ 21 41 98	063 29 44 10	<a href="mailto:faketa.begovic@fmpvs.gov.ba">faketa.begovic@fmpvs.gov.ba</a> <a href="mailto:faketabegovic@hotmail.com">faketabegovic@hotmail.com</a>
Federal Ministry of Development, Entrepreneurship and Crafts	<b>Dana Perić</b>	Graduated lawyer	036/ 44 96 10	063 31 10 37	<a href="mailto:kabinet@fmrpo.gov.ba">kabinet@fmrpo.gov.ba</a>
Federal Ministry of Environment and Tourism	<b>Kasema Ćatović</b>	Graduated lawyer, Secretary	033/ 56 28 73	061 487 302	<a href="mailto:kasema@fmoit.gov.ba">kasema@fmoit.gov.ba</a>



#### Annex 4 – Lists of civil servants who received certificates

##### List of civil servants who received certificates in 2010 by government

COUNCIL OF MINISTERS of BiH	FBiH GOVERNMENT	RS GOVERNMENT
1. <b>Admir SOFTIĆ</b> - SP and PD; 2. <b>Sadeta ČELOMEROVIĆ</b> - SP and PD; 3. <b>Tanja ALEKSIĆ</b> - SP and PD; 4. <b>Mubera BIČAKČIĆ</b> - PD; 5. <b>Sakib BRANKOVIĆ</b> - SP and PD; 6. <b>Alma JAPALAK</b> - PD; 7. <b>Anita BARBIĆ</b> - PD; 8. <b>Zoran ANDRIĆ</b> - PD; 9. <b>Senada ČENGIĆ</b> - PD; 10. <b>Vera BLAGOJEVIĆ</b> - SP; 11. <b>Miroslav ĐERIĆ</b> - SP; 12. <b>Dijana TOPIĆ</b> - SP; 13. <b>Zoran JELIĆ</b> - SP; 14. <b>Slavica VUČIĆ</b> - PD; 15. <b>Zorica KRSMANOVIĆ</b> - SP and PD; 16. <b>Milijana LALE</b> – PD.	17. <b>Jasmina HERCEGOVAC</b> - SP and PD; 18. <b>Jasmina KHECHAN-BABIĆ</b> - PD; 19. <b>Šefika HASANAGIĆ</b> - PD; 20. <b>Ismira KALKAN</b> - SP; 21. <b>Fehim BEKAN</b> - SP; 22. <b>Veselinka MARJANOVIĆ</b> - SP; 23. <b>Benjamin MEŠAK</b> - SP; 24. <b>Amira PINTUL</b> - SP and PD; 25. <b>Darko PRANJIĆ</b> - SP and PD; 26. <b>Aida JELINIĆ</b> - SP and PD; 27. <b>Jelena TRUTINA</b> - SP and PD; 28. <b>Armin ĐULIMAN</b> - SP and PD; 29. <b>Begajeta HABOTA</b> - SP and PD; 30. <b>Sead BRAJLOVIĆ</b> - PD; 31. <b>Majla BADŽAK</b> - SP; 32. <b>Zaim HEĆO</b> - SP and PD; 33. <b>Adnan AGANAGIĆ</b> - SP and PD; 34. <b>Renato ŠKROBO</b> - SP and PD; 35. <b>Ibrahim ŠEHIĆ</b> - SP and PD; 36. <b>Kenan OSMANAGIĆ</b> - PD; 37. <b>Zerina KONJHODŽIĆ</b> - PD; 38. <b>Itea KEZMAN</b> - PD; 39. <b>Jadranko PULJIĆ</b> - PD; 40. <b>Irma MEMIĆ</b> - SP; 41. <b>Esad OSMANBEGOVIĆ</b> - SP; 42. <b>Ismet DEMIROVIĆ</b> - SP	43. <b>Nataša ŽUGIĆ</b> - SP and PD; 44. <b>Bojana CVJETKOVIĆ</b> - SP; 45. <b>Marija KECMAN</b> - SP and PD; 46. <b>Dragana IRIĆ</b> - SP and PD; 47. <b>Gordana VUKOVIĆ</b> - SP and PD; 48. <b>Tatjana KONDIĆ</b> - PD; 49. <b>Petar JOTANOVIĆ</b> - PD; 50. <b>Maja RADIVOJAC</b> - PD; 51. <b>Esad SALČIN</b> - PD; 52. <b>Predrag TEŠIĆ</b> - PD; 53. <b>Milovan PEULIĆ</b> - PD; 54. <b>Sanja MANDIĆ</b> - PD; 55. <b>Mladen LAZIĆ</b> - PD; 56. <b>Svetislav PETKOVIĆ</b> - PD; 57. <b>Jelena PRAŠTALO</b> - SP and PD; 58. <b>Bojana TUBIĆ</b> - SP and PD; 59. <b>Čedo KOVAČEVIĆ</b> - SP and PD; 60. <b>Rajko KLIČKOVIĆ</b> - SP and PD; 61. <b>Biljana SEMIZ</b> - SP and PD; 62. <b>Rade IVIĆ</b> - SP; 63. <b>Todor SKAKIĆ</b> - PD; 64. <b>Miladin PONJARAC</b> - SP and PD; 65. <b>Mila KOJIĆ</b> - SP and PD; 66. <b>Nataša KOSTIĆ</b> - SP; 67. <b>Svjetlana DRAGIŠIĆ</b> - SP and PD; 68. <b>Spasoje MIČIĆ</b> - PD; 69. <b>Ljiljana VRANJEŠ</b> - SP.

**List of civil servants who received certificates in 2011 by government and ministry**

A) COUNCIL OF MINISTERS of BiH

Ministry of Foreign Trade and Economic Relations	Ministry of civil affairs	Ministry of communications and transport
<u>Agriculture sector</u> 1. Amir LUBOVAC - SP; 2. Božica BOJOVIĆ - SP; 3. Dušan NEŠKOVIĆ - SP; 4. Elda HODŽIĆ-ISOVIĆ - SP; 5. Jelena PROROK - SP; 6. Nina TURČILO - SP; 7. Sanel ŠEHIĆ - SP; 8. Suada HADŽIĆ - SP; 9. Bojana MIOVČIĆ - PD; 10. Melisa LJUŠA - PD; 11. Nevenka DALAČ - PD; 12. Renata GAVRIĆ - PD; 13. Vanja BILETIĆ - PD;  <u>Small and medium enterprises sector</u> 14. Edita PERIĆ - SP and PD; 15. Hajrija ČAPLJIĆ - SP and PD; 16. Renata BJELICA - SP and PD; 17. Dragan MILOVIĆ - SP;  <u>Energy sector</u> 18. Milan PAPAŽ - SP and PD;	<u>All sectors</u> 19. Adisa FAKIĆ - SP; 20. Aida DURIĆ - SP; 21. Alma ČATOVIĆ - SP; 22. Almina CIBO - SP; 23. Amer ZORANIĆ - SP; 24. Amra TRNKA-ORUČEVIĆ - SP; 25. Darija DULOVIĆ - SP; 26. Haris ČENGIĆ - SP; 27. Ivana LUBURA - SP; 28. Lejla KADUŠIĆ - SP; 29. Lidija MARKOTA - SP; 30. Ljiljana GOVEDARICA - SP; 31. Ljubomir LUKIĆ - SP; 32. Miljana LALE - SP; 33. Mirela ALIHODŽOĆ - SP; 34. Sanela TURKOVIĆ - SP; 35. Snežana OSTOJIĆ - SP; 36. Vedrana VUKOVIĆ - SP; 37. Velibor LAZAREVIĆ - SP; 38. Velibor VASOVIĆ - SP; 39. Vesna PURATIĆ - SP; 40. Vladimir BOJAT - SP; 41. Zijad PEHILJ - SP; 42. Branka PETKOVIĆ - PD; 43. Sabina ŠAHMAN - PD; 44. Hajrija DAUTOVIĆ - PD; 45. Sanela FOČO - PD; 46. Draženka MALIĆBEGOVIĆ - SP; 47. Adnan HUSIĆ - SP; 48. Dalibor PEJOVIĆ - SP; 49. Sabina ŠAHMAN - SP; 50. Edin KUČUKOVIĆ - SP; 51. Edin SALIHAGIĆ - SP; 52. Majda LOVRENOVIĆ - SP; 53. Alma HASANOVIĆ - SP; 54. Mirjana NIKOLIĆ - SP; 55. Edin VELADŽIĆ - SP; 56. Biljana ČAMUR - SP; 57. Vedrana JANJETOVIĆ - SP;	58. Danko LUPI - SP; 59. Irida VARATNOVIĆ - SP; 60. Milanka SUDŽUM - SP; 61. Senada ČENGIĆ - SP; 62. Šadi MATAR - SP; 63. Branislav ZIMONJIĆ - SP; 64. Željko KNEŽEVIĆ - SP; 65. Miroslav ĐERIĆ – PD;

## B) FBiH GOVERNMENT

### Ministry of agriculture, forestry and water-management

- 66. Alma KobašLIJA - SP and PD;
- 67. Emina SELMAN - SP and PD;
- 68. Faketa BEGOVIĆ - SP and PD;
- 69. Mervana HADŽIMURTEZIĆ - SP and PD;
- 70. Muzafera KALABUŠIĆ - SP and PD;
- 71. Emir RAŠČIĆ - SP;
- 72. Henefija TOPUZ - SP;
- 73. Suada MUJKANOVIC - PD;

### Ministry of energy, mining and industry

- 74. Angelina ZELENKA - SP and PD;
- 75. Azra SLIJEPEVIĆ - SP and PD;
- 76. Bibica DUŽEVIĆ - SP and PD;
- 77. Edin ULAKOVIĆ - SP and PD;
- 78. Eldara ŠOŠE - SP and PD;
- 79. Marinko BOŠNJAK - SP and PD;
- 80. Sakib SLIJEPEVIĆ - SP and PD;
- 81. Sedin ALISPAHIĆ - SP and PD;
- 82. Senad ZEKIĆ - SP and PD;
- 83. Stjepan MIJAČ - SP and PD;
- 84. Jadranka DESPENIĆ - PD;

### Ministry of development, entrepreneurship and crafts

- 85. Dana PERIĆ - SP and PD;
- 86. Jozo BEJIĆ - SP and PD;
- 87. Sead TALOVIĆ - SP and PD;
- 88. Višnja BULJAN - SP and PD;
- 89. Zdenko PERIĆ - SP and PD;
- 90. Gordana KRČUM - SP and PD;
- 91. Božo SLIŠKOVIĆ - SP;
- 92. Vesna BAŠIĆ-JUGO - SP;
- 93. Zdravko ČEROVIĆ - SP;
- 94. Aleksandar LIKIĆ - PD;
- 95. Dragica SABRANOVIĆ - PD;
- 96. Nikolina RADOVAN - PD;
- 97. Renata GLAVINIĆ – PD;

### Ministry of labor and social policy

#### Social protection sector

- 98. Ankica KOSTIĆ - SP and PD;
- 99. Belzada BRAČKOVIĆ - SP and PD;
- 100. Enes DŽUMBUR - SP;

#### Labor and employment sector

- 101. Šefika HASANAGIĆ - SP;

### Ministry of transport and communications

- 102. Sanja RAHIĆ - SP;
- 103. Kenan OSMANAGIĆ - SP;
- 104. Ismet DEMIROVIĆ - PD;

C) RS GOVERNMENT

Ministry of agriculture, water management and forestry	Agency for breeding and selection of cattle (AUSS):	Agency for expert advise in agriculture (APSUP):	Agency for agricultural payment
105. Božana VRANJEŠ - SP; 106. Bratislav LUKIĆ - SP; 107. Brankica TOMAŠ - SP; 108. Danijela ČIČIĆ - SP; 109. Darko TELIĆ - SP; 110. Dragoljub MALINOVIĆ - SP; 111. Marija RODIĆ - SP; 112. Mira ČOPIĆ - SP; 113. Negoslav LUKIĆ - SP; 114. Nenad ĐUKIĆ - SP; 115. Ostoja SINIK - SP; 116. Pavle KARAPETROVIĆ - SP; 117. Radomir MEDOJEVIĆ - SP; 118. Saša DRAGIČEVIĆ - SP; 119. Vesna VELJANČIĆ - SP; 120. Srđan KOVAČEVIĆ - PD; 121. Vera KANLIĆ - PD; 122. Vedran Mirković - SP; 123. Milovan Peulić - SP;	124. Vid KOPANJA - SP;	125. Milena STOJČIĆ - SP; 126. Mladen STOJANOVIĆ - SP;	127. Nevenka ŠILJEGOVIĆ - PD; 128. Ljubinko KECMAN - PD; 129. Dragan VUKOVIĆ - PD;

Ministry of industry, energy and mining	Republic agency for development of small and medium enterprises
130. Gordana IVANOVIĆ - SP and PD; 131. Jovo PILIPOVIĆ - SP and PD; 132. Mladen LAZIĆ - SP and PD; 133. Saša KELEČEVIĆ - SP and PD; 134. Verica STOJANOVIĆ TRIVIĆ – SP, PD; 135. Žana PETROVIĆ - SP and PD; 136. Deana STANKOVIĆ - SP; 137. Dijana VIDOVIĆ - SP; 138. Esad SALČIN - SP; 139. Milan CVIJIĆ - SP; 140. Nataša BOJOVIĆ - SP; 141. Sanja TOMAŠ - SP; 142. Svetislav PETKOVIĆ - SP; 143. Zorica LJEPOJEVIĆ - SP; 144. Sanja MANDIĆ - SP; 145. Tatjana KONDIĆ - PD; 146. Marija KECMAN - SP; 147. Milka LATINČIĆ - SP; 148. Neda OBRADOVIĆ-JERKOVIĆ - SP;	149. Mićo STANOJEVIĆ - SP; 150. Bojan KOVAČEVIĆ - PD; 151. Bojan ČUDIĆ - SP; 152. Katarina BABIĆ-JANKOVIĆ - SP; 153. Miodrag ČOPRKA - SP; 154. Marica BERIĆ - SP; 155. Anita ŠIMUNDŽA - PD;

#### Ministry of labor and war veterans

- 156. Radojka KELA - SP and PD;
- 157. Ljiljana **BOŠNJAK** - SP;
- 158. Boro **MEDIĆ** - PD;
- 159. Miroslav **MARIČIĆ** - PD;
- 160. Mikan **DAVIDOVIĆ** - PD;

#### Ministry of health and social protection

##### Social protection sector

- 161. **Anka ŠERANIĆ** - SP and PD;
- 162. Dijana MARIN - SP and PD;
- 163. **Draško GAJIĆ** - SP and PD;
- 164. Ljiljana VASIĆ - SP and PD;
- 165. Ljubo LEPIR - SP and PD;
- 166. **Pavle PAUNIĆ** - SP and PD;
- 167. **Sanja JOVANOVIĆ** - SP and PD;
- 168. Stamenka KOZOMORA - SP and PD;

#### Ministry of transport and communications

- 169. Radovan PILJAK - SP and PD;
- 170. Vlado **PRPOŠ** - SP;
- 171. **Miodrag BLAGOJEVIĆ** - SP.

#### *Republic secretariat for legislation*

- 172. **Ravijojla ŠIMIĆ-TEŠANOVIĆ** - PD;
- 173. Miroslava VOJVODIĆ - PD;
- 174. **Vesna PILIPOVIĆ** - PD;