

LOCAL GOVERNANCE  
BEST PRACTICES

IN

BOSNIA AND  
HERZEGOVINA

*Sarajevo, April 2006.*

***TABLE OF CONTENTS***

Introduction .....	3
Project Summary.....	5
Project Management Structure .....	8
Good Local Governance Principles .....	19
Results of the Competition .....	29
Summary of Practices “Participation“ .....	33
Summary of Practices “Efficiency“ .....	60
Summary of Practices “Transparency“ .....	90

## **Introduction**

Open Society Fund BiH (OSF BiH) and Municipal Development Program in BiH – Intercooperation (IC) decided to repeat the project Local “Governance Best Practices in BiH” which was first time successfully implemented during 2003. and 2004. The essence of the project lies in the initiative to collect good local governance practices which significantly contributed to the increase of efficiency and transparency of local administrations, as well as to the citizen participation in decision making processes at local level.

Out of many motives for running this project here we will emphasize the following:

- ⇒ Need to demonstrate that in BiH there are excellent practices and solutions which could be applied in other municipalities and for which there is no need to spend money organizing study tours to foreign countries.
- ⇒ Obvious creativity and readiness for different approaches in problem solving, which are coming from the local level, perhaps are the most important sources and generators of desired changes.
- ⇒ Dissemination of solutions developed and tested by others creates relations of cooperation and partnership and further generates new ideas and initiatives.
- ⇒ Collection and exchange of good poractices are cheaper, quicker and less risky than their experimental development would be.

The concept of this project is based on the idea of excellence which is being realized through a competition in which good practices are being evaluated, compared and ranked. Why are we competing in local governance best practices? During the last ten years there has been a strong trend with an aim to improve administrative services. Numerous initiatives were started in order to modernize and introduce public governance reforms. One concept that has shown to be of great importance for local administrations is „learning from each other“. Identification of good practices in municipalities and their promotion through competitions on region or country level is one of the best instuments to foster such a concept. From practices in other countries, as well as practices from BiH, it is definitely clear that such competitions contribute to:

- ⇒ Dissemination of knowledge and working methods that are functioning well in certain local administrations, i.e. which stimulates continuous improvements in all local administrations (also in those which do not take part in competition);
- ⇒ Local administrations start to measure their successes, while through competition they are able to compare with others;
- ⇒ Awards positively effect moral of the persons employed with local administrations;
- ⇒ Respect of awarded municipalities raises at inter-municipality level/country level and also in the eyes of their citizens.

Comparing the achievements of two competitions realized so far in BiH it can be concluded that the interest of municipalities significantly increased (number of participating municipalities increased from 16 to 29). Besides, the quality of submitted practices in all three aspects/principles of good governance also showed improvement.

We feel certain that positive trends, expressed interest and excellent experiences from two so far held local governance best practices competitions will contribute that this initiative becomes a regular annual event organized and managed by BiH institutions.

**Project**  
**„Best Practice in Local Governance in BiH – 2005.”**

*Summary*

In May 2003, the Open Society Fund of BiH (FOD BiH) and the BiH Municipal Development Programme – Intercooperation (IC) launched a project entitled „Best Practice in Local Governance in BiH”, with the aim of gathering and exchanging good, innovative examples and practice of good local governance in BiH.

The mayors of all the municipalities of BiH were personally sent invitations to take part. In addition, the invitation was published in four daily newspapers: Dnevni Avaz, Dnevni List, Oslobođenje and Glas Srpske. It was also posted on the website of FOD BiH and in the monthly *Lokalna samouprava u BiH*.

The project was designed to gather and evaluate examples/practice of good local governance that had directly contributed to enhancing efficiency and transparency of local governance and to increasing public participation in local governance.

To encourage the competitive spirit between participants and directly support high quality initiatives, the project originally provided for the award of three prizes to the municipalities submitting the best practice of local governance for each of the criteria. To this end, a committee was set up to evaluate and select best practice, consisting of representatives of FOD BiH, IC and local experts. The team of local experts was composed of consultants from the three following local organizations with significant experience in the area of local governance improvement in BiH: Centers for Civic Initiatives Tuzla, Enterprise Development Agency from Banja Luka and Center for Promotion of Civil Society from Sarajevo.

Given the number of high quality local governance practices submitted, the evaluations committee suggested, and FOD BiH and IC agreed, to give prizes to a total of nine municipalities, the three for each category whose practice was judged to be the best (first prize – up to 30,000km; second prize – up to 10,000km; third prize – up to 5.000km).

These prizes would take the form of donations for the implementation of projects directly affecting improvements in local governance. FOD BiH would fund projects for six municipalities to a total value of 90,000 KM (prizes for the awarded municipalities for efficiency and transparency). IC would fund one project to a total value of 45,000 KM (prizes for the awarded municipalities for participation).

The invitation to submit applications set out the following criteria for each of these principles of good governance:

1. Efficiency

- ⇒ Increased user satisfaction (private individuals, business people..) with the quality of services and their delivery.
- ⇒ Time savings in service provision.
- ⇒ Cost savings in service provision.

*First prize for efficiency was awarded to a practice submitted by the City of Banja Luka – “Reception office – new standard and new approach”.*

*Second prize for efficiency was awarded to a practice submitted by Prnjavor Municipality – “Improvement of processes”.*

*Third prize for efficiency was awarded to a practice submitted by Gracanica Municipality – „Support to the process of creating new employment in the field of agriculture”.*

2. Transparency

- ⇒ Transparency in the decision-making and implementation process (e.g. budget, employment, investment).
- ⇒ Preventive anti-corruption measures (e.g. public procurements and contracting, allocation of building plots, etc.)
- ⇒ Additional mechanisms for access to information.
- ⇒ Improved public relations (e.g. use of the media).

*First prize for transparency was awarded to Centar Sarajevo Municipality – „Monitoring of municipal transparency”.*

*Second prize for transparency was awarded to Mostar Municipality – „Connect 35 – involvement of public in decision making process”.*

*Third prize for transparency was awarded to Modrica Municipality – „Public relations in the municipality of Modrica”.*

3. Participation

- ⇒ Clearly defined procedures encouraging and facilitating greater participation by the general public, local wards, non-governmental organizations and interest groups.
- ⇒ Examples of successful citizens' initiatives.
- ⇒ Additional mechanisms for informing and communicating with the general public.
- ⇒ Opportunities for the general public to assess their own levels of satisfaction with local government.

*First prize was awarded to Laktasi Municipality – „Participation of young people in the work of local administration”.*

*Second prize was awarded to Maglaj Municipality - „Education of citizens of Maglaj Municipality and Local Communities on participation in decision-making processes“.*

*Third prize was awarded to Istocno Novo Sarajevo Municipality - "Identifying priorities and co-financing of development projects for a better tomorrow".*

# Project Management Structure



## Open Society Fund BiH – OSF BiH Local Governance Program

In October 2000, OSF BiH started the Program “Local Governance in BiH” with the intention of supporting the public administration reform on a local level undertaken by the national BiH authorities. In order to be successful at promoting the development of democratic local governance, the Program defined and introduced a **good local governance model**. This model defined its main objective as building the capacity of local governments in BiH to support the transition towards more **efficient, transparent** and **democratic** local government institutions.

The focus of OSF intervention in the field of Local Governance in BiH was on:


- ⇒ **Developing democratic local governance** – with an aim to assist local government in BiH and community efforts to create local government that operates in a more responsive, participatory, accountable, and increasingly effective fashion;
- ⇒ **Building local governance capacities** – with an aim to improve local government performance as measured through the level of citizen satisfaction with service delivery;
- ⇒ **Disseminating local governance best practices**; and
- ⇒ **Supporting the development of local consulting organizations** that support local government capacity development.

In its efforts to create a favorable environment for the development of democratic local governance in BiH the Program has started several initiatives in order to promote and disseminate the good governance model and best practices. Several target municipalities are among the few in BiH that achieved high standards and today represent the local government “elite” in BiH.

Applying the main principles of local ownership, partnership and networking, the OSF BiH focuses on the following key issues:

1. Support ***effective decentralization processes*** in BiH engaging key local actors
  - ⇒ Setting proper agenda for decentralization process.
  - ⇒ Foster the role of domestic driving leading forces of the reform process by concentrating currently dispersed local energy, theoretical and practical knowledge/expertise and experience.
  - ⇒ Facilitate the transfer of successful solutions and experiences related to decentralization issues from the countries in transition.
  
2. Facilitate the process of ***reducing of the gap between BiH municipalities***
  - ⇒ Create and introduce the local governance benchmarking model that would represent the management operationalisation of the key principles of good governance and allow for comparisons, learning from good examples, taking corrective actions, etc.
  - ⇒ Strengthen both vertical and horizontal interactions.
  
3. ***Improvement of citizen participation in decision making processes*** in BiH
  - ⇒ Examine barriers and methods for their overcoming.
  - ⇒ Determination of dynamics of citizen participation improvements in the light of integration processes.

The evolution of effective local governance remains an open-ended process, one that requires constant adaptation to ever changing economic and social realities. OSF BiH recognizes that such changes are likely to require long-term high-level commitment, in-depth knowledge, and extensive support and assistance

	<b>MDP Fact sheet</b> Name : Municipal Development Project Area: Doboj Region, BiH (RS + FBiH) Duration: Phase 2 : Sept 2004 - Dec. 2007 Implementing agency: Intercooperation Main partners: Municipalities, Local communities (MZs), NGOs, civil society, private sector
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MDP is based on the **agreement** between **Government of Switzerland** (represented by SDC) and the state and entity governments of BiH signed in April 2002.

**Main partners** of MDP are 7 municipalities in both entities of BiH (municipal authorities and civil society): Doboj, Doboj-Istok, Doboj Jug, Gracanica, Maglaj, Petrovo, Usora.

**Development goal:** MDP makes a contribution to support the municipalities in Doboj Region to become relevant examples of good local governance in BiH, providing validated experiences for other municipalities, as well as contributing to policy development on key topics for good governance and the functioning of decentralized state structures.

**Project goal:** Selected municipalities in BiH are functioning in an increasingly effective, efficient, transparent, accountable and participative way, in conformity with the rule of law.

The **three basic action lines (Project objectives)** have been defined:

1. Support the strengthening of **key instruments of municipal policy, development planning and management**.
2. Foster **organizational innovation and mechanisms for improving participative governance** between local authorities and civil society actors.
3. Support the **dissemination and exchange of good practices** between the municipalities (horizontal dissemination) and their introduction in policy development on good governance in BiH (vertical integration).

**Main MDP strategy:** The MDP Project office is a support unit and mainly acts as **facilitator and coordinator.**, With its own resources and through its pool of experts and consultants, MDP supports the partners with training and capacity building measures responding to the partners' needs and demands in order to achieve the MDP objectives. MDP follows the principle of co-financing with the partners in all support activities. By **horizontal and vertical dissemination of good practices and lessons learnt**, MDP shall foster a change process in other municipalities and contribute to the policy dialogue on higher government levels.

**Project partner: Open Society Fund BiH** is MDP partner. Several coordinated activities are organized between the two organizations (seminar, exchanges of experiences and practices between partner municipalities, common study tours,...). This partnership allows better dissemination of lessons learnt on a national basis and fosters contacts between municipalities.

**Consulting agencies:** In order to strengthen local capacities, MDP has established close cooperation with **national consultants: EDA-**Enterprise Development Agency from Banja Luka, **CCI-**Centre for Civic Initiatives, Izbor Plus (Sarajevo), ISQM (Sarajevo), Media Centar (Sarajevo).



**C C I**  
Centers for Civic Initiatives

[www.ccibh.org](http://www.ccibh.org)

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**Who we are?**

Centers for Civic Initiatives (CCI) is a local, non-governmental, non-profit organization that works in both entities of Bosnia-Herzegovina.

CCI's mission is to promote active citizen participation in the democratic process and to strengthen the capacities of organizations and citizens to solve community problems in BiH. CCI has offices in Tuzla, Banja Luka, Mostar, Sarajevo, Bihać and Doboj.

CCI was formally registered as a local non-governmental organization in September 1998. It is governed by a board of directors who selected an executive director in October 1999 and again in 2005.

**CCI's Long Range Objectives**

- ⇒ To increase the level of knowledge about the Bosnian transition process and newly developing democratic structures.
- ⇒ To develop leadership and organizing skills of citizens to advocate on behalf of their community's interests and to hold government officials accountable.
- ⇒ To increase the internal and external capabilities of local organizations to advocate effectively at local and regional levels.
- ⇒ To improve the cooperation between elected representatives and citizens.
- ⇒ To develop coalitions and networks of non-governmental organizations and informal citizen's groups.
- ⇒ To provide citizens with a better understanding of and opportunities to participate in their election processes.

**What we do?**

CCI primarily supports individuals, various civic groups and NGOs but also works with government officials throughout BiH and CEE region.

Focus is on public awareness strengthening, capacities development and democracy promotion but CCI is also interested in processes for improvement accountability, transparency and effectiveness of governance in BiH.

Approaches that CCI is using in its work are: (a) running the campaigns, (b) education, (c) policy research and development, (d) training and capacity building of local NGOs, (f) mentoring on civic organizing in local communities and local governance in participatory budget planning, (g) consultancy and (i) publishing e-newsletter and manuals on citizens' participation and project development/management.

Also, CCI is one of the founders of two international NGO networks: Central and Eastern Europe Citizens Network (CEE CN) – [www.ceecn.net](http://www.ceecn.net) and European Network of Election Monitoring Organizations (ENEMO)- [www.enemo.org.ua](http://www.enemo.org.ua).

***Main current CCI's projects***

- ⇒ **Civic Advocacy Partnership Program (CAPP)** – (2005 – 2008) - funded by USAID;
- ⇒ **Citizens Participation in BiH – obstacles and their overcoming** - (2004-2006) - funded by OSF BiH and MDP Dobož
- ⇒ **Civil Society Development II** – (2003 – 2006) - funded jointly by USAID and OSF BiH
- ⇒ **Citizens and Cantonal Parliaments in BiH** – (2006) - funded by Olof Palme International Center **Minorities rights in practice** – (2005 – 2006) - funded jointly by King Baudouin Foundation and OSF BiH
- ⇒ **Transfer** – project of MercyCorps
- ⇒ **Monitoring of Implementation of Local Policies (MILP)** – (2005-2006) - funded by CIDA
- ⇒ **Responsible councilor** – (2005 – 2006) - funded by European Commission (EC) mission to BiH



**EDA** – Enterprise Development Agency, Banja Luka, was established by local experts and practitioners in 1998, as a non-government and non-for-profit organization, using an initial funding provided by UNDP and technical assistance of ILO. During 2000, EDA became first sustainable provider of development services in Bosnia and Herzegovina. Today it is a leading domestic provider of both business and governance development services in BiH.

EDA has been contributing to sustainable economic development and good governance development in BiH, by acting in the three core program areas:

- ⇒ **Enterprise and Employment Development**
  - ⌘ Contributing to creation of competitive businesses and high-quality employment
- ⇒ **Good Governance Development**
  - ⌘ Promoting user-oriented, efficient and transparent local governance, as well as responsive and proactive management of local development
- ⇒ **Policy research and studies**
  - ⌘ Resolving real problems and influencing design of policies.

Our key strength is our core team of ten full-time employees as well as twenty associates.

#### **Our key challenges in 2006:**

- ⇒ **Enterprise and Employment Development**
  - ✓ We will enable 200 new entrepreneurs in starting their own businesses. We expect that this activity will lead to establishing of 100 micro and small enterprises, so that a number of 300 enterprises created with our technical assistance during the last few years will be exceeded.

- ✓ We continue to provide consulting services, introduction of EU technical standards and business networking for export-oriented enterprises in seven municipalities of Banja Luka sub-region. Partially owing to our activities, during the first ten months of 2005, coverage of import with export in these municipalities was increased by 38,76%, while export was increased by 53,72%, compared with the same period of the previous year.
  
- ⇒ **Good Governance Development**
- ✓ We will continue with adjusting and introduction of methodology for self-evaluation of public organizations - CAF (Common Assessment Framework), in interested municipal administrations. Based on very good experiences gained by first 20 municipal administrations, we expect that in 2006 the majority of other public organizations will recognize multiply benefits of this specific quality management methodology, originally developed by European Institute for Public Administration.
- ✓ We will complete creation of four local strategic development plans in collaboration with municipal development teams, promoting the public-private partnership, and initiate similar activities in additional 4-5 municipalities.
  
- ⇒ **Policy research and studies**
- ✓ We will complete creation of Development Strategy of Local Self-Governance in BiH with the support from leading municipalities, non-governmental and governmental organizations, experts and practitioners. We expect that our joint result will become an official BiH strategy related to decentralization and modernization of local self-governance by the end of 2006.
- ✓ We will explore constraints and propose new solutions for acceleration and improvement of implementation of strategic economic development plans, in particular in bigger BiH cities.



**CENTER FOR PROMOTION OF CIVIL SOCIETY – CSPC**

CSPC was established on June 10, 1996 and dully registered to the competent Court in Sarajevo. During 2001 CSPC established its field (branch) offices in Banja Luka, Livno and Gorazde.

**Mission**

Promoting and strengthening citizens action, civil society and democracy building in BiH.

**Vision**

Community of informed, knowledgeable, and responsive citizens actively engaged in confronting the challenges facing today's BiH society and an effective, responsive and accountable government at all level of authority.

**Objectives**

- ⇒ To promote and support long-term development of parliamentary democracy in BiH and its plural participatory and accountable political structures and institutions;
- ⇒ To promote and reinforce democratic values and practices in running democratic authority at all levels of government in B&H, and better understanding and building an knowledgeable, responsible and skilled citizenship;
- ⇒ To strengthen local democracy in the light of main values and principles as these are set in the European Charter of Self-government, and enlightening general public about the importance of local self-governance and its role in building sustainable democracy and transition to civilian democratic rule;
- ⇒ To contribute to the establishment of a new legal system based on the rule of law, strengthening governing institutions at all level of authority, and to support ongoing public administration reform by promoting quality improvement, effectiveness and efficiency of public service;
- ⇒ To provide expertise and training that is of special relevance to different levels of government;

- ⇒ To strengthen visibility and understanding of civil society and increasing its voice in developing a more supportive environment of laws, policies and regulations.

***Main programmes and activities***

CSPC serves as a «think tank» and problem analyser in the field of democracy, good governance, and civil society building in B&H. The above main objectives are accomplished by CSPC through the following main programs: Local Governance Programme and Civil Society Program. Within the above listed programmes the CSPC has been running the following activities:

- ⇒ Designing, managing and implementation of a variety of operational projects addressing the key issues of democracy and civil society building in BiH;
- ⇒ Conducting scientific theoretical and applied researches in the areas of special interest in accordance with the Centre's mission and main goals, as these are established in its foundation documents;
- ⇒ Providing tailored training and consultation services and programmes for civil service employees and other public employees, elected representatives, civil society organization leaders and activists, and general public designed to strengthen capacities for improving governance in the line with BiH governments' priorities;
- ⇒ Conducting advocacy campaigns directed at changing the politics, positions or programs of governing institutions within the public and private sector;
- ⇒ Networking and co-operation with public administration institutions both in EU-member states as well as in central, eastern and south-eastern European countries;
- ⇒ Planning and implementation of study visits for public administration practitioners and elected representatives at all levels of government in BiH as well as for civil society leaders and activists, aimed at exchange of experience, information and know-how with their counterparts abroad.
- ⇒ Strengthening of BiH non-governmental sector through work of Resource center.

# Good Governance Principles

## **CITIZEN PARTICIPATION**

It is the duty of a local authority to meet the needs and demands of the general public. Involving the public in identifying these needs and demands and in designing policy and programmes in response is in fact the best method of local governance. As a result, public participation should be seen as a means of improving local governance.

The management and development of a municipality entails a broad and complex range of goals and activities. This is particularly important from the point of view of sustainability. Public participation is often of crucial significance in achieving management and development goals at the local and higher levels of governance. Good ideas can achieve much in improving governance, and when the general public are directly involved the best ideas for solving certain problems, particularly those that concern them directly, often come from them. The public's ideas, expressed as opinions or in public debate, are a creative and innovative approach, essential to the effective resolution of sensitive issues in such a way as to ensure that all parties are happy with the outcome.

Finally, public participation in local governance almost invariably contributes to cost-effectiveness in the expenditure of public funds. On the other hand, when local authorities engage in various activities without prior public consultation (building local roads, for example), they are quite likely to meet with various kinds of resistance from the public (disagreement over the route to be taken by the road, compulsory land purchase terms etc).

To sum up, the conclusion is that the authorities must establish themselves as an on-going partnership between the general public and their elected representatives, with the public determining the trajectory of development as a whole (opting for a specific election programme, submitting suggestions for specific issues, or reacting to decisions taken by the authority) and the elected representatives putting it into effect.

Public participation consists of every activity in which the public are involved in the public decision-making process and thereby influence their own and their fellow citizens' quality of life. The part played by the public in political life does not end when they cast their vote in the elections. Indeed, it would be no exaggeration

to say that in a genuinely democratic system that is only the beginning. The public are also actively engaged in the process of implementation, monitoring and appraising the activities of local authorities. Participation may be:

- ⇒ **active** – when the general public interact directly with their elected representatives through various forms of association and initiative;
- ⇒ **passive** – when the public merely attend meetings or presentations to acquaint themselves in greater detail with specific decisions or programmes.

Participation reaches its full effect when the general public come together to acquire information and discuss the problems of their community, as a result of which they put forward possible solutions to their elected representatives. One of the key factors in initiating and advancing the process of public participation is for elected representatives to understand how important it is and to be willing to support and encourage the public to become involved in the social trends of their communities. Expecting public participation to function of itself is a delusion – it is the responsibility of elected representatives to initiate and encourage it.

Given that local authorities include both a legislative and an executive component, it must be emphasized how important it is for the public to be involved in both. Cooperation between councillors and the general public means that these elected representatives must be in constant touch with the public by maintaining open channels of communications so as to be aware of what the public think about the problems in the community that they, the councillors, should be addressing. It is poor practice for the general public to know little or nothing about the members of their local municipal council, and worse still not to know how to contact them.

On the other hand, the executive arm of the local authority will have a huge advantage if it involves the general public in the creation of specific operational decisions. A clear decision-making process and criteria for determining priorities (for example, in budget planning) will send a powerful message to the public that their presence is desirable and useful.

Local government policy must be consistent in its determination to involve the public; participation that consists of occasional invitations to the public to say what they think about specific issues, without genuine readiness to take those views on board, actually sends out the opposite message. The result of this kind of

»pro forma« approach is a further decline in public confidence in local governance and leads to the public doubting the authority's commitment to serving the public interest.

The differences between municipalities in the extent to which the general public is involved in the decision-making process are generally associated with the authority's leading figures' understanding of the importance of working with the public. When individuals in positions of responsibility have this commitment, it produces major short-term gains in public participation because they are in a position to make a difference. Long-term, this approach usually ends in disappointment, because the successor to senior office (the mayor, for instance) may not share the same views on working with the public.

**Principles** of local governance:

- ⇒ the general public are equal members of the community, not just the consumers or purchasers of certain services,
- ⇒ the purpose of public participation should be clearly and specifically defined in advance,
- ⇒ the municipality or city is under an obligation to help members of the community resolve their problems,
- ⇒ representatives of the authority should work to reduce public mistrust and encourage them to become involved in solving local problems,
- ⇒ the municipality or city should evolve ways and mechanisms for consulting and involving the general public,
- ⇒ the municipal or city authorities should ensure that information is readily available and easy to understand,
- ⇒ the public must be able to see the results of their involvement,
- ⇒ lack of public interest in the decision-making process is the responsibility of the authority, and not something to take advantage of.

Public participation is too important part of local governance to be left to the view of individuals. Mandatory processes must be devised and adopted within the local authority that, independent of the views of individuals, will enable the public to become involved in the decision-making process over the long term if they so desire. Only clear decisions binding on those within the local authority responsible for implementing them (not interpreting them), with specific timelimes and deadlines, will make public participation the sustainable process it needs to be.

## **EFFICIENCY OF LOCAL GOVERNANCE**

**Efficiency in local governance** is taken to mean the **user focused, rapid, high quality and cost-effective** provision of services and problem solving in the operations of the local authority.

Although efficiency is not something that fits the logic of bureaucratic conduct (and any authority, including local authorities, is bureaucratic by its very nature), the calls are growing ever louder for steady increases in efficiency in local governance. Why? Because local governance is the exception in that it is at this level that problems arise most rapidly and in their most specific form, and that a genuine solution cannot wait. Quite simply, the local authority is seen by the general public as the most immediate and accountable authority.

By comparison with higher levels in the hierarchy, the local authority deals with the majority of the existential, everyday problems of the general public. **User focus** (as opposed to a bureaucratic mindset) is thus probably the most important factor in **efficiency** in local governance. **User focus** and **quality of services** (including the quality of attitude to users, as an integral part of service quality), are almost synonymous: there can be no user focus without service quality, or service quality without user focus. However clear and comprehensible this may be theoretically, in practice it calls for a new and by no means easy pattern of behaviour by local authority staff and management. **User satisfaction** is the key and final measure of efficiency (and not only of efficiency) in local governance just as it is a key indicator of success in business.

In this context, **speed** of service provision also acquires a new meaning: user focus demands that services be provided as rapidly as possible, with the timelines laid down by the law no more than the final deadline that must be met. The perspective is thus almost completely different: backward-looking bureaucracy (what is the deadline stipulated by law for resolving the problem or completing the procedure) is replaced by a forward-looking, entrepreneurial mindset (when and how quickly can the problem be resolved or the procedure completed without jeopardizing the validity of the solution or ruling).

The question of efficiency is also one of cost-effectiveness, not only in the broader social context (how efficiently the public authority provides the services entrusted to it and how much it costs the

general public and taxpayers<sup>1</sup>). Efficiency is also measured by the use of resources (input) and the resulting output. Thus, for example, a public authority provides its services efficiently if the use of administrative methods and human and material resources produces a specific outcome at the lowest cost or best result for a given level of expenditure.

Developing and applying the principle of **efficiency** in modern local governance calls for the following **essential changes and new patterns** of behaviour:

- ⇒ Essential adjustments of procedures and user services, particularly as regards clarity and simplicity of procedures and bringing information about services to the user (the basic idea being that paper and information move, not people);
- ⇒ The provision of high quality services within the jurisdiction of the local authority, including treating quality of attitude towards users as a vital component of service quality;
- ⇒ Aiming to reduce the time taken to provide services to a minimum, treating the timelines laid down by the law as the ultimate framework rather than the target;
- ⇒ Achieving maximum cost-effectiveness of services within its jurisdiction, based on the adaptation and application of modern organizational and technological methods and resources;
- ⇒ Abolishing monopolies and introducing the principle of competitiveness in service provision within its jurisdiction wherever possible, particularly as regards public services but also in job accessibility and staffing.

Efficiency in local governance is gained primarily by:

- ⇒ introducing modern micro-organizational applications,
- ⇒ introducing an up-to-date computerized integrated information system with high quality software and networking,
- ⇒ introducing a one-stop services counter hall,
- ⇒ exploiting the potential of information and communications technology (e-governance),
- ⇒ simplifying procedures and instructions and decentralizing services to local wards and even door-to-door,

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<sup>1</sup> *The figures for Bosnia and Herzegovina are horrifying: the percentage of GDP (6.39%) is by far the highest of any country in transition, and considerably above the level regarded as normal for countries in similar circumstances to BiH (approx. 45% of GDP).*

- ⇒ introducing modern human resources management concepts and mechanisms by promoting and introducing the notion of lifetime learning for all staff and setting performance standards.

Serious, systemic improvements in efficiency in local governance are best (though not most rapidly) achieved by introducing a quality management system in line with current standards (the current standard is ISO 9001:2000). The fact that more and more local authorities who are successfully introducing and improving their quality management systems (not only formally, with the acquisition of a certificate, but in practice, by improving processes and services) **indicates that local government in BiH is without doubt in the lead in promoting efficiency and, more broadly, the concept of good governance.**

Demonstrating achieved efficiency is also something new to the administration in BiH. Until just a few years ago, it was almost impossible to find ways to measure efficiency in any local authority (to say nothing of higher levels of governance). However regrettable this may be, it comes as no surprise to those who are well acquainted with the system: if efficiency is not a key management requirement, how can there be any record by which it can be tested. Things are now rather different: local authorities characterized by modern management, improving efficiency levels has become a key goal, and mechanisms are gradually being developed to record and monitor the improvements achieved.

All this means that it was no simple task to decide what efficiency indicators should be required of local authorities in regard to various practices, nor was it an easy matter for them to respond. For all that, they were required to demonstrate success by the following indicators:

- a) **increased user satisfaction** (the general public, business people...) with the quality of services and manner of service delivery,
- b) **reduction in the time** taken to provide services,
- c) **cost-savings** in the provision of services.

If one indicator is to be singled out as the most important, it is beyond doubt **increased user satisfaction**, which is the best evidence that the local authority has adopted a new outlook.

## TRANSPARENCY OF LOCAL GOVERNANCE

Transparency is a very important aspect of good governance, and can most simply be described as follows: »being clear in decision-making and open with the public in carrying out one's duties.« The full application of the principle of transparency should be the best guarantee of public authority being used for the good of the community. It is the essential prerequisite of effective political control by the public, and its consistent application reduces the need for other types of control.

For the purposes of this project, we have taken a rather broader view of *transparency* as meaning that the local authority must **operate publicly and be accountable** for its actions, as well as **open** to having every aspect of its operations subject to monitoring and control. The emphasis is on:

- ensuring that the decision-making and implementing process is **public** (e.g. budget, employment, investment);
- taking preventive **anticorruption** action (e.g. public procurement, allocation of contracts, allocation of building land etc.);
- additional mechanisms to make information **accessible** and improve public relations (e.g. use of the media).

In general terms, **accountability** means that a government representative must explain and justify his or her approach to another person. The principle of accountability means that no one is exempt from scrutiny. The application of this principle also demonstrates whether other principles, such as the rule of law, openness, impartiality and equality before the law, are being upheld. **Accountability** is essential to providing the conditions for efficiency, effectiveness and reliability in local governance. A well established system of accountability is the link between the administration and the political system – the link between the administrative sector of government with politics and the general public.

Local governance is said to be **open** when it is fully accessible to outside audit. **Openness** contributes to protecting the public interest by reducing opportunities for corruption and poor management, as well as to protecting individual rights.

Studies conducted in BiH<sup>2</sup> designed to analysis perceptions of corruption as the most significant feature of lack of transparency have demonstrated that local governance in BiH is tops the scale for the presence of corruption in various areas of social life. The general public seem to be losing confidence in their elected representatives, which can have continued adverse implications for the legitimacy of local authorities. This confidence deficit is being constantly stirred up by news of scandals ranging from local officials taking inappropriate steps to cases of widespread corruption.

A World Bank study<sup>3</sup> conducted at the request of the governments of BiH found that almost 100% of those polled in all three groups (the general public, civil servants and company directors) spoke of the presence of corruption in BiH. Since the perception of widespread corruption was almost identical in all three groups polled, it is fair to conclude that the introduction of the concept of good governance in BiH (based on partnership between the public authorities, the private sector and civil society) is in jeopardy from lack of confidence in the public sector.

The extent of corruption is not merely an indicator of lack of transparency in the system of governance in BiH, but also has adverse implications for the application of the two other main principles of good governance – efficiency and participation.

The following is a qualitative appraisal of the application of the principles of good governance at the local level by the public authority which the general public regard as closest and most accountable to them:

- unclear and untransparent procedures and accountability, particularly from the public's point of view,
- absence of internal procedures and directives within the authority itself,
- absence of performance norms and a transparent system of performance appraisal,
- insufficient transparency in public procurement, particularly as regards public services,
- lack of budget transparency,
- under-developed independent audit system,

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<sup>2</sup> *Transparency International BiH, Study of perceptions of corruption in BiH, 2002, p. 36*

<sup>3</sup> *BiH: Diagnostic Survey of Corruption, World Bank at the request of the BiH authorities, p. 12*

- absence of codes of good governance as a collection of principles, values and rules of conduct for public officials.

The opportunities provided by new information and communications technology in ensuring greater transparency in governance and the decision-making process are not yet being taken seriously or exploited as they might. The legal framework, which should be accessible (understandable) and dynamic (subject to scrutiny and change), should be such as to make it clear to local government officials what they are doing and how. It should also provide the public with information on what it can expect from the authority so as to hold it accountable.

Building all the pillars equally of a **system of national integrity** is of crucial importance in establishing transparent forms of governance. In other words, every pillar of local integrity must be treated with the same care. This can be achieved through:

- ⇒ creating the political will for change,
- ⇒ ensuring the participation of civil society (participation in coalitions, public campaigns, drafting legislation etc.),
- ⇒ an active role for business associations (maintaining high business standards, observing codes of ethics, taking part in drafting legislation, etc),
- ⇒ the media (independent and active media as watch-dog institutions, maintaining high professional standards, freedom of information, etc.),
- ⇒ reform of public governance (drafting and adoption codes of good governance, professionalization, performance appraisal, on-going training, making information about employees public, etc.),
- ⇒ legislative reform.

## Results of Competition

## I APPLICATIONS

Twenty nine municipalities submitted a total of 40 applications within the stipulated deadline. The following table summarizes the best-practice applications received:

Municipality	Best Practice
Doboj South	Scholarship granting to pupils and students from the municipal budget
Srebrenica	Making development strategy of Municipality Srebrenica
Laktaši	Participation of the young in the work of local self-governance
Bugojno	Strategy of local development of Municipality Bugojno 2005 – 2015
Visoko	Increased participation of citizens in decision-making
Prnjavor	Public Debates
Gradačac	External information board
Bosansko Grahovo	Planning of municipal development by making the strategic plan of the Municipality through cooperation of civil society and local self-governance
Maglaj	Education of citizens of Maglaj Municipality and Local Communities on participation in decision-making processes
Novi Grad/ Bosanski Novi	Establishing partner relations between public, business and NGO Sectors
Petrovo	Incentive for starting shoe production
Srbac	With petition to justice
Istočno Novo Sarajevo	Identifying priorities and co-financing of development projects for a better tomorrow
Pale Prača	Implementation of the Law on Freedom of Access to Information
Tešanj	Way toward Electronic Administration
Zvornik	Strategic Planning
Centar Sarajevo	Establishing the Quality Management System ISO 9001:2000
Prnjavor	Upgrading the Processes
Ustiprača	Good governance requires expert staff
Doboj Istok	Issuing Excerpts from Registry Books – Local Database
Banja Luka	New approach and methods of work in Reception Office
Banja Luka	Improvement of the work of the Registry Office
Banja Luka	Reception Office of the Spatial Development Department
Banja Luka	Collecting the information of importance for the city
Goražde	Center for Providing Services to citizens

Municipality	Best Practice
Modriča	Local governance in service of citizens – one-stop shop
Modriča	Business incubator
Modriča	Subsidizing interest for purchase of dairy cows
Lukavac	The process of adopting and further execution of budget of Municipality Lukavac
Pale Prača	Gender equality in Municipality Pale – Prača
Istočno Novo Sarajevo	Transparent decisions – satisfied citizens
Trnovo	Transparency
Centar Sarajevo	Work with non-profit organizations
Prnjavor	Responsibility Forum
Mostar	Connect 35 – public feature of decision- making
Gračanica	Support to the process of creating new employment in the field of agriculture
Busovača	Transparency of work of municipal administration as a principle of communication of local government and citizens
Jablanica	Inclusion of citizens in decision-making processes
Modriča	Public Relations
Modriča	Public debates on draft budget

## **II Evaluation of applications/practices**

In order to evaluate the applications received for the selection of best local government practice in BiH, the Open Society Fund of BiH and the BiH Municipal Development Programme set up an evaluations committee, consisting of:

- a) For the donors
  1. Bogdan Popović  
Open Society Fund of BiH
  2. Snežana Mišić  
BiH Municipal Development Programme
  
- b) Experts' team
  1. Fadil Šero  
CPCS, Sarajevo
  2. Zdravko Miović  
EDA, Banja Luka
  3. Igor Stojanović  
CCI, Tuzla

The experts' team was charged with analyzing the applications received in compliance with the application process as precisely set out in the invitation to apply.

Given the number of high quality local government practice applications received, the Open Society Fund of BiH and the BiH Municipal Development Programme decided to give awards to three municipalities in each category by financing projects to improve local governance (first prize – funding a project up to 30,000 KM; second prize – funding a project up to 10,000 KM; third prize – funding a project up to 5,000 KM).

After conducting a direct inspection of the quality of the submitted practice, the experts' team submitted the following findings from their evaluation:

**a. Efficiency of Local Government**

Sixteen applications from eleven municipalities were received within the stipulated deadline. An evaluation of the applications/practice was carried out using as a basis the description of the efficiency criteria set out in the description of the application process. An assessment of the extent to which the applications met the efficiency criteria was carried out by studying the practice concerned (particularly as regards success indicators/efficiency indicators) and an on site inspection by means of visits and discussions with key information sources.

**b. Participation**

Fourteen applications from fourteen municipalities were received within the stipulated deadline. An evaluation of the applications/practice was carried out using as a basis the description of the efficiency criteria set out in the description of the application process. An assessment of the extent to which the applications met the efficiency criteria was carried out by studying the practice concerned and an on site inspection by means of visits and discussions with key information sources.

**c. Transparency Of Local Government**

Twelve applications from eleven municipalities were received within the stipulated deadline. An evaluation of the applications/practice was carried out based on the criteria for transparency given in the methodology.

Summary of  
Best Practices  
**PARTICIPATION**

## **DOBOJ SOUTH**

### **Scholarship granting to pupils and students from the municipal budget'**



#### **Summary**

Municipality Doboju – Jug introduced the practice of scholarship granting to the pupils and students from the municipal budget. During the period 1998 – 2002 the criteria of selecting and awarding the scholarships to pupils and students did not exist. In the school year 2002/2003 the Decision on scholarship granting to pupils and students was made and it implied the open competition and the committee to choose the best candidates who will be granted the scholarships by the Municipality. The application of this Decision enabled transparent spending of public funds from the municipal budget, as well as an equal access to the funds for the pupils and students.

#### **Problem Description**

The idea to grant scholarships to pupils and students was initiated by the citizens of the Municipality of Doboju – Jug, through the civil initiative, immediately after the local administration was established. Since this suggestion had a social component, in the first stage the Municipality of Doboju-Jug gave the lump sum monetary help to the most gifted students. Realizing the importance of support to education and improvement of the young, especially in the post-war period of restructuring and return of the refugees and displaced people, the civil initiative was accepted and transformed into good and useful practice. In the initial period the mayor approved the funds for scholarships to pupils and students. At the same time as the municipal administration was getting stronger, especially as the Municipality got involved with several important projects supported by the international organizations, the need for a new and more transparent approach to resolving the issues of scholarships to pupils and students came up. The desire to have the best choice of candidates for scholarships in the school year 2002-2003 guided the elaboration of criteria for the scholarship granting to pupils and students.

### **Innovation**

The need to institutionalize this practice resulted from the request to have transparent spending of the municipal budget and to choose the best candidates who will be supported from the municipal budget. The criteria were elaborated and approved and the open scholarship competition was announced. In conformity with the criteria, the committee was established to choose among submitted applications, to process applications and make preliminary and final list of candidates. In this way the new procedure was established which in a transparent way, available to the public, announces the public invitation to grant the scholarships to pupils and students, makes choice of candidates and processes eventual complaints if lodged. This approach made possible to all pupils and students to apply for the scholarship on equal conditions, unlike the situation when the Mayor decided about the choice of pupils and students who would be granted scholarships.

### **Results**

By establishing the criteria and the committee, the procedure of the scholarship granting to pupils and students on the same conditions was improved. This procedure was institutionalized by the decision of the service for social activities and general administration. By the introduction of scholarship granting to pupils and students the measurable results can be seen through the number of graduated students who were granted the scholarship by the local government. 8 out of 14 graduated students found a job in the region of the Municipality of Doboje - Jug.

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## **SREBRENICA**

### **Making development strategy of Municipality Srebrenica**



#### **Summary**

To the end of defining the directions of development, Municipality Srebrenica analyzed the existing development strategy and identified significant drawbacks in the strategy, especially in the field of human rights. In cooperation with UNDP/RMAP as a partner, the municipality had a wide round of consultations with citizens, non-governmental and business sectors, in order to design and then start implementing a new development strategy based on human rights.

#### **Problem Description**

As the existing development strategy of Srebrenica Municipality was based only on economic parameters, that is to say, the economic development of the municipality, local authorities in cooperation with the UNDP revised that strategy again and assessed it as unsatisfactory. The fact is that that strategy was adopted without a participation of citizens, that its result was lack of public interest and support for its implementation, which directly limited its scope, that is to say, the very purpose of its existence.

#### **Innovation**

After signing of the Memorandum on Understanding between the municipal authorities of Srebrenica and UNDP, the mayor formed the Municipal Development Team (MDT), made of the representatives of legislative and executive authorities of Srebrenica. After the introductory analysis, the UNDP and MDT teams started extensive consultations with citizens, non-governmental and business sectors, by forming a Partner Group (PG) within which ideas and proposals of the citizens and interested groups were presented on the development courses of Srebrenica. Based on the proposal, priority fields of development were determined, and development and operational goals created, which were later on integrated into a development strategy of Municipality Srebrenica.

Even after finalizing the development strategy, the Partner Group, made of citizens' representatives, continued working on the issues of monitoring the implementation of this strategy.

### **Results**

- ⇒ By implementation of the part of the project from the development strategy, road network improved in the municipality.
- ⇒ Strengthened trust of citizens in the work of local authorities and public support to the existing strategy of development of the municipality.
- ⇒ Improved image of local authorities – citizen-oriented.

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## LAKTAŠI

### **Participation of the young in the work of local self-governance**



#### **Summary**

During 2003, the Municipality Laktaši adopted as priority promotion of the role of the young in decision-making at the level of the municipality and started comprehensive consultations with non-governmental organizations seeking an adequate model of active and sustainable presence of the young people in municipal affairs. In addition to the wishes of the young people from the Laktaši Municipality, a significant signpost in creating participation methods was presented by the “European Charter on Participation of the Young in the Life at the Local and Regional Levels“.

The above effort of the municipality and the NGO representatives has resulted in a number of system (decision-making processes in municipal assembly) and structural (special bodies for issues of the young were formed) improvements in Laktaši Municipality. These solutions have already started to produce positive results in reinforcing the decision of the young to be involved in the work of the municipality, after they recognized it both as general benefit and the direct benefit for themselves.

#### **Problem Description**

Until 2003, in the area of Laktaši Municipality, the communication between youth organizations – municipal administration had not been at the adequate level, which was enhanced by the lack of institutional pre-conditions for development of this type of communication. When approaching local authorities, youth organizations acted in a non-coordinated manner, failing to produce more significant effects. Local administration was not aware of the problems of the young, and there were no ways for possible direct communication with the young.

#### **Innovation**

In its intention to systematically resolve the issue of participation of the young in decision-making, and to comply with the recommendations contained in the “European Charter on Participation of the Young at Local and Regional Levels”, Municipality Laktaši started discussions with the representatives

of local youth organizations and with the Youth Information Agency (or OIA). The overall cooperation of two sides was defined in the Memorandum on Understanding that was signed at the beginning and that identified the roles and responsibilities of the present sides. We can underline the following key improvements that resulted from the described activities:

- ⇒ Appointing of the municipal officer responsible for the young;
- ⇒ Forming of the Committee for the Young as a standing working body of Laktaši Municipality;
- ⇒ Forming of Consultative Board of the Young (or SOM) as a consultative body of the president of municipal assembly (mayor).

Everything aforementioned has a major contribution to the decision-making process in Laktaši Municipality, especially the existence of the Committee for the Young, as a standing working body of the Municipal Assembly that participates in preparation and passing of municipal assembly's enactment, and works, in the field of legislative power, on promotion and resolution to the problems of the young.

### **Results**

- ⇒ Established direct communication channels of the municipality and youth organizations.
- ⇒ Through the work of the Committee for the Young, the passing of the following was made possible: (a) Decision on Granting Scholarships; (b) Decision on Allocating of 55.000KM for interest-free lending to young married couples living in the rural parts of the Municipality; (c) the first "Budget for the Young" was adopted, as part of the municipal budget.
- ⇒ Work space was ensured for all youth organizations.
- ⇒ A link was established (the Internet presentation) on the municipal web site dealing with the policy for the young people.
- ⇒ The proposed strategy of development of youth policy at the local level was developed.
- ⇒ On the whole, the satisfaction of the young with the possibility of participation in decision-making as well as the living and working conditions of the young increased.

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## **BUGOJNO**

### **Strategy of local development of Municipality Bugojno 2005 – 2015**



#### **Summary**

At the end of 2004, Municipality Bugojno started creating the Strategy of Local Development with the intention to identify goals and directions of development by 2015. The approach in creating the strategy implied a significant participation of the public through local communities, local and international non-governmental organizations, schools, etc. The United Nations Development Program was a partner in this process, who provided the support to this process as part of its project 'Human Rights-Based Development'.

#### **Problem Description**

The planning activities in Bugojno municipalities that were implemented within the Committee for Capital Planning during 2004, were not able to respond any more to the needs of planning of long-term development. In parallel, an intensive process of regional development was going on that aspired toward creating the vision of regional development which included the Municipality Bugojno. Everything described underlined the importance for the Municipality Bugojno to create its own development strategy, and the initial step in this direction implied establishing a partnership with the UNDP within the Project "Human Rights-Based Development".

#### **Innovation**

The authorities of Bugojno Municipality have chosen an approach which implied inclusion of broader public in the process of creating the municipal development strategy. In the first stage of the process the Municipal Development Team was founded as well as the Partner Group, created from among the representatives of local communities, local authorities (both executive and legislative), public institutions, non-governmental organizations, businessmen, etc. The mentioned bodies worked on collecting data from the field of public services, environmental protection, economy, social rights, education and others. With the support of the UNDP, the groups developed a socio-economic profile of the municipality and

identified five key development areas as well as the vision of municipal development.

During the work of the mentioned bodies, more than 80 meetings and workshops were held with more than 150 participants – representatives of the public, non-governmental and business sector. In this way, marginalized groups of citizens were included through organizing of discussions and focus groups, thus focusing on equal approach and non-discrimination.

### **Results**

The following may be underlined as the key results of implemented activities in Municipality Bugojno:

- ⇒ Designed strategy of local development of Bugojno municipality with defined concrete projects of which some are being implemented already.
- ⇒ Mobilized significant part of the public within the process of designing local development strategy.
- ⇒ Improved capacities of local administration of Bugojno Municipality as well as of the part of civic society so that they can carry out a similar process of planning in the future.
- ⇒ Improved image of local authorities of Bugojno Municipality.

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## VISOKO

### **Increased participation of citizens in decision-making**



#### **Summary**

Wishing to upgrade the level of communication between the local authorities and citizens, and between the citizens themselves, that is to say civic organizations, Municipality Visoko made decision in relation to strengthening transparency of its work and to creation of conditions for the citizens to participate in decision-making. During creating and adopting

of the above decisions, Municipality Visoko closely cooperated with the international organizations IRIS and OSCE.

#### **Problem Description**

Analyzing the interrelations of citizens and local authorities, Municipality Visoko recognized the need to improve the communication with citizens. Improvement implied raising the cooperation/communication levels among the citizens themselves, and also between the authorities and the citizens, that is to say non-governmental organizations. Looking into the problems identified by the citizens and non-governmental organizations, the municipal authorities, as part of the initiated cooperation with IRIS and OSCE, identified the need to introduce participation mechanisms in the decision-making processes in Visoko municipality.

#### **Innovation**

As concrete improvement measures we can underline the following:

- ⇒ Decree on transparency and participation of citizens;
- ⇒ Document „ID Card of Non-governmental organizations and associations of Visoko Municipality”

The application of the decree on transparency and participation of citizens helped increase, relative to the previous period, possibilities of citizens to be included in local decision-making (by proposing certain decision in the Municipal Council, by requesting the public debate on a certain issue, by attending the sessions of the Municipal Council, etc.). Proactivity of citizens in communication with municipal authorities has been clearly

enhanced through the described activities, as part of a firm commitment of Visoko Municipality.

In order to further cooperation with NGOs and the level of informedness of citizens on existence and work of non-governmental organizations, the municipality created the document «ID Card of Non-governmental Organizations and Associations of Visoko Municipality», in which information were systematized and potentials and work of all NGOs were presented.

### **Results**

We can underline the following important results of the activities carried out by Visoko Municipality:

- ⇒ Increased interest of citizens in the work of local authorities (Municipal Council meetings are almost regularly attended by 2-3 representatives of LCs)
- ⇒ Increased number of made decisions at citizens' initiative, especially in the field of regional-planning documentation, spending of budget resources, etc.
- ⇒ More citizens are present at public debates and number of the proposed amendments to the draft budget has also increased.

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## **PRNJAVOR**

## **Public Debates**



### **Summary**

In order to improve motivation of citizens to participate in decision-making processes, and primarily in planning of the budget, Municipality Prnjavor has made additional efforts at educating the citizens in local communities on necessary aspects of budgetary planning and subsequently, informed the citizens, in writing, on the

results of held public debates and drafts of the municipal budget. The described approach resulted in a significantly larger interest and participation of citizens and in larger number of problems that should be treated as part of the annual budget, selected and nominated by the citizens.

### **Problem Description**

In the process of budget planning of Prnjavor Municipality, a part of the process implied organizing public debates with local communities. Nevertheless, there were numerous problems pertaining to low attendance of these debates by the citizens, which endangered the very sense of holding these public debates. Analyzing possible causes of the described situation, the Prnjavor Municipality has recognized a low level of awareness of citizens in local communities of the process of budget planning and ways in which citizens may participate in that process. Also, the lack of feedback information conveyed to the citizens on conclusions from held public debates, and on the proposals of citizens that were incorporated in the proposed budget, significantly brought about the loss of trust of citizens in the mentioned process and in their unreadiness to participate in the future.

### **Innovation**

Wishing to overcome the problems identified in the previous practice of holding public debates, as something new in the approach, Prnjavor Municipality prepared special brochures on the process of creating the budget as well as a sufficient number of copies of the draft budget itself. This material was distributed to local communities about two weeks before holding public debates, and they were also available to citizens in the customer service lobby of Prnjavor Town Hall. Apart from the mentioned, the local

authorities paid special attention to the presentation of draft budget during public debates, and for this purpose, a presentation of the draft in MS Power Point was prepared, which lasted about 1h (59 slides). The presentation was structured in the manner that was comprehensible to participants of public debates, and each public debate was attended by the mayor, the heads of departments for finances, housing and public utilities affairs, and the moderator of public debates.

In addition to described innovations in the sphere of presentation of draft budget and holding public debates, Prnjavor Municipality has also developed “feedback reports” for citizens, after the draft budget had undergone the assembly procedure. The reports contained summary of information on all received proposals during public debates, as well as to which degree those proposals were incorporated in the final draft of the budget. The mentioned reports were distributed to all local communities in the area of the municipality and were also available to citizens in the customer service lobby of the Town hall.

### **Results**

As the result of the described practice, Municipality Prnjavor has achieved the following:

- ⇒ Significant improvement of transparency of the budget planning process and of citizen participation in that process (total of 260 citizens took part in 6 held public debates).
- ⇒ Increased number of citizens' proposals for draft budget (of 40 proposals of citizens, 18 have been incorporated in the final version of the budget).
- ⇒ Increased satisfaction and motivation of citizens in participation in the budget planning process manifested through many citizens speaking during debates as well as through the presence itself of citizens and their constructive discussion.

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## GRADAČAC

### External information board



#### Summary

Striving to “supplement” the existing forms of informing of its citizens, the Municipality of Gradačac installed the “external information board” situated across the Town hall, the most visited place during the day. The information board enables the citizens to find out the most interesting information about the work of the municipal

administration, non-governmental organizations, and other local actors in the community in an easy and immediate way. Since it is situated across the Town hall, its vicinity to the municipal administration makes possible to present the information on daily basis.

#### Problem Description

Before installing the external information board, the citizens could get the necessary information about work of the Municipality, budget planning, creating of new development plans, work of NGOs and so on by means of a written request or by visiting the appropriate web site of the Municipality of Gradačac. But, since only 5% of the town population uses the Internet, this way of giving the information to the citizens proved to be insufficient. Different ways of inviting the citizens to participate in the public debates on various subjects also did not give satisfactory results. Having in mind all the indicated and some other ways of communicating and informing the citizens, the Municipality decided to develop and supplement the said contents with a new one: external information board. It was initiated by the citizens who later got involved in the project realization supported by CRS and BOSPO from Tuzla, as well as by the local non-governmental organizations.

#### Innovation

Based on the initiative of the citizens and the non-governmental organizations that participated in the realization of the project “Partnership building for the good authority in BiH” the search for innovations and better informing of the citizens about the work of the local authority (both legislative and executive) as well as the non-governmental organizations started. All the information we

discussed were available to the citizens through various bulletins, flyers and publications in the Internet or they were distributed in the halls, waiting rooms and other offices of the local administration. But, the simple solutions were sought, the ones that will inform the interested citizens about the activities of our local administration in an easy and efficient way. For these reasons we believed that the information that the local stakeholders have will be more available to the citizens if they are placed in an outside information point. The concept of this "external information board" was suggested at the conference "Active citizens and good authority". After that the realization of the idea began: finding of an adequate place suitable for the most frequent daily movements of the citizens in the center of the town and in the vicinity of the town hall. The contractor was chosen and the procedure for distribution of information was defined by the employees of the Municipality, NGOs and the citizens. The information are updated on a daily basis in conformity with the momentary needs and adequate input of information.

### **Results**

By interviewing the citizens, we learnt that a very small number of them, only 5%, uses the Internet and that way of giving information about the work of local authorities is not adequate to satisfy the needs of the citizens. The external information board made possible informing of the citizens by the executive power, the Mayor and the Municipal council. The advertising space is used to give various information, news, announcements or warnings to the citizens, tourist offer, advertising and other material. The installed external information board reduced the throng in the hall of the Town hall and gathering in the offices of the Town hall. The costs of printing material are reduced since dozens and hundreds of flyers that used to be handed out to the citizens are substituted by the announcement on the external information board.

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**BOSANSKO  
GRAHOVO**

**Planning of municipal development by making the strategic plan of the Municipality through cooperation of civil society and local self-governance**



**Summary**

Difficult post-war situation in the municipality of Bosansko Grahovo imposed a requirement for search for concrete solutions which would result in improving very difficult social and economic situation and cutting-down the unemployment. In that sense we approached the elaboration and adoption of the Strategic plan of the

Municipality and the adoption of various rules and procedures on transparent and efficient functioning of municipal administration. All the local stakeholders of the community got involved in the elaboration of the Strategic plan which resulted in suggestions on how to create and adopt concrete procedures which would improve and advance the transparency of the local administration work. Adopting of the poll as the way to inquire the citizens about their priorities and the elaboration and adoption of the agreement with the civil society organizations improved the work of the local administration. It opened the access to adopt and carry out three projects at the local level created by the citizens of Bosansko Grahovo

**Problem Description**

In the municipality of Bosansko Grahovo there was a total drop in the production, the natural resources were not used rationally, the unemployment increased and with it also the social problems of the citizens. This situation resulted in need to find a way to do something concrete to elaborate the program which would solve the said problems in near future. The elaboration of the Strategic development plan of the Municipality of Bosansko Grahovo pertains to those documents that will offer a positive change and real possibility of finding a way out of such situation. The Committee for Municipal Development Planning prepared a general analysis in order to create the basis for finding short-term and long-term solutions to the problems that Bosansko Grahovo faces. In order to involve the NGOs in the Strategic plan elaboration, the mayor and the president of the Municipal Council and NGO signed the Agreement on Cooperation.

### **Innovation**

At the meeting of the Municipal Council, upon the mayor's suggestion, the team for elaboration of the Strategic Development Plan of the municipality of Bosansko Grahovo was established. The established team took part in several instructive workshops and after that the missing information were collected and existing information analyzed. The general analysis gave a quality base to find the most rational short-term and long-term solutions. The Strategic Plan of the Municipality is the result of work of the Committee for Municipal Development Planning, NGOs, local authorities and local communities. The participation of various structures in the elaboration of the strategic plan and the participative approach of the citizens make room for easier realization and involving of all key factors at the local lever in order to carry it out. The Agreement between the NGOs and the local authority gave the institutional framework for cooperation of the civil society organization and the local administration that will positively influence the realization of the strategic plan of the Municipality of Bosansko Grahovo

### **Results**

The Municipality of Bosansko Grahovo developed several good solutions where it showed its transparency and in that way building the basis for constant improvement of the principles of good administration through:

- ⇒ Elaboration and adoption of the Strategic plan for the development of the Municipality;
- ⇒ Defined and adopted procedures for cooperation with the civil society organizations;
- ⇒ Adoption and carrying out of the poll as a tool to inquire about needs and interests of the citizens;
- ⇒ Introduction of the new approach in the realization of the budget where the possibilities of "intervening" with the municipal budget during the fiscal year are eliminated;
- ⇒ Signing of three projects for the development of communities proposed by the citizens of the Municipality of Bosansko Grahovo.

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## **MAGLAJ**

### **Education of citizens of Maglaj Municipality and Local Communities on participation in decision-making processes“**



#### **Summary**

Trying to improve communication between the local authorities and citizens, as well as functionality of local communities in its territory, Municipality Maglaj, in cooperation with the international NGO “Balkan Akti”, implemented an educational activity focused on the importance and manners of citizen participation,

designed for the members of councils of municipal local communities and for the interested persons in the territory of the Municipality.

#### **Problem Description**

Maglaj Municipality did not have any experience as to how to set in motion non-functional local communities, that is to say, how to motivate “sleepy” citizens to act and include them in decision-making. Simply said, the citizens in local communities did not show any interest in participation. There have been occasional individual initiatives of citizens showed either to the municipal assembly or to the mayor, however, those initiatives were mainly insufficiently substantiated or addressed to wrong bodies/persons. There were almost no citizens in public debates, due to which they almost became pointless.

As the first step in resolving the above situation, the municipality visited all local communities, in order to learn from the citizens themselves about possible causes of the described situation. Insufficient or lack of any education whatsoever of the persons who run the local communities, regarding the issue of the role and responsibility of the leaders of local communities in processes of local decision-making, was identified as a problem.

#### **Innovation**

Starting from the identified causes of low participation of citizens and local communities in decision-making processes, Municipality

Maglaj has planned and rolled out a workshop that took five days, for representatives of local communities and interested individuals, during which lectures were given on the topics that are important for a better understanding of the role and responsibilities of members of the councils and assemblies of local communities. More specifically, the following topics were discussed in the seminars:

- ⇒ Adopting the budget of Maglaj Municipality,
- ⇒ Financing of local communities,
- ⇒ Observing and protection of human rights,
- ⇒ Ensuring conditions for the needs of citizens in the field of social protection, education, information, environmental protection, etc.

Members of the Maglaj Municipality administration that were assessed as competent for the given topics gave lectures at the seminar, which implied a significant reduction of costs of the whole process. After implementing the process of strengthening the capacities of members of councils and assemblies of LCs, Maglaj Municipality took steps to institutionalize the described practice by proposing changes in statutes of LCs that would stipulate as mandatory for all future members of councils and assemblies of LCs to participate, once a year, in the process of education organized by the responsible municipal department. In the next stage the municipality plans to define a similar obligation in the Statute of the Municipality itself.

### **Results**

- ⇒ Increased efficacy of work of LCs (number of meetings and activities – LC archives).
- ⇒ There is a larger number of citizens who attend the meetings of the municipal council (archives of the council).
- ⇒ Increased number of projects implemented in LCs (archives of the municipality).
- ⇒ Upgraded participation of citizens in public debates (records of Municipal service).
- ⇒ Improved planning and financing of LCs.
- ⇒ Increased number of the young and women in local communities bodies (records of responsible municipal service).

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**NOVI GRAD  
BOSANSKI NOVI**

**Establishing partner relations between  
public, business and NGO Sectors**



**Summary**

As part of its efforts at improving the living conditions, that is to say, strengthening the economic development in the municipality, and in cooperation with external organizations, Municipality Novi Grad/Bosanski Novi initiated the creation of “Local Economic Forum”, as a consultative body for the issues of

development, and also as a mechanism to enable presence of representatives of business and non-governmental sectors in municipal decision-making processes. The total of 35 representatives of the mentioned two sectors contribute to conveying proposals and opinions of local communities and with their consultative role, to supporting the work of municipal development agency and of municipal authorities themselves.

**Problem Description**

Due to the influence of different factors (both economic and political), Municipality Novi Grad/ Bosanski Novi was faced with a low level of economic development. Besides a considerable number of registered business entities in the area of the municipality, as well as the existence of non-governmental organizations, the effects of their work were small, if any, due to complete absence of mutual cooperation and coordination. All described has generated an unviable situation with lack of perspective, which the municipal authorities attempted to diminish by initiating and developing communication between the three sectors (government, non-government and business), through establishment of the Local Economic Forum of the Municipality.

**Innovation**

In an attempt to tackle the problem of decreasing of economic development of the municipality, the local authorities formed Local Economic Forum, as a consultative body of local authorities and municipal development agency.

The Forum has 35 members, and it was formed based on the process of public invitation to interested parties, that is to say, by observing the principle of equal opportunities to all. The key contribution of the Forum can be summed up as follows:

- ⇒ Identification of priorities,
- ⇒ Support to local initiatives, and
- ⇒ Mobilizing local and external resources as a support to economic development.

The members of the Forum are representatives of the authorities (4 members), public institutions (4 members), banks (2 members), business entities (10 members), healthcare/education (4 members), the young (2 members), the NGO sector (3 members), and local communities and informal groups and individuals (6 members).

### **Results**

A significant improvement in cooperation of authorities of Novi Grad/Bosanski Novi with the business and the NGO sector, and consequently, with the citizens, may be singled out as a framework result of the described activities. More specifically, we can underline the following as the important results:

- ⇒ Established local economic forum.
- ⇒ Established budget capacities as a support to work of the business and NGO sectors, and to local communities.
- ⇒ Significantly improved number of initiatives of citizens regarding resolution of problems of interest for the communities.

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## PETROVO

## Incentive for starting shoe production“



### Summary

To the end of decreasing unemployment in its territory, Municipality Petrovo has developed partnership with the business sector and, having consulted the target groups of citizens, managed to start a footwear industry. In this way jobs were created for 46 citizens of Petrovo. In addition to citizens' satisfaction and employing the capacities of devastated

facilities, the fact that a private investor from the territory of another municipality was attracted, represents a success in its own right and an indication of improvement of competition level of Petrovo in relation to other BiH municipalities.

### Problem Description

In the Records kept at the Employment Bureau, the Municipality Petrovo is registered with its 1.395 unemployed persons, of whom 45% are women. One part of unemployed were qualified shoemakers, with the experience in footwear production. Also, Municipality Petrovo is the owner of 4 buildings of the Educational Center „Lužanjak“, which, because of the war and neglect, were in quite poor condition and out of function. In addition to everything mentioned, the local authorities of Petrovo Municipality were faced with constant requests of the citizens for concrete activities to be taken to decrease the existing unemployment so that better life and hope could be restored to the citizens.

### Innovation

Responding to the described needs and problems, Municipality Petrovo publicly invited private entrepreneurs for cooperation in order to start the production in the territory of the municipality and create jobs for citizens. Along with the invitation, the municipality provided a quick and simple registration of enterprises or working units as well as the area for production, and offered to cover the infrastructure and registration-related costs. After the interested company responded to it, the agreement was signed on business-technical cooperation, and extensive interviewing was conducted of the unemployed persons on their willingness to undergo a re-qualification training in order to

complete the list of candidates who would be sent to additional training. Municipality Petrovo has fulfilled everything that was promised with regard to the reconstruction of the building and registration of the working unit, and additionally, covered all expenses of additional training of workers who were meant to get a job. Six months after signing of the agreement, the production plant started working, and employing 46 workers. There is also an important innovative aspect to this demonstrated interaction and determination of the municipality to decrease unemployment by creating business conditions that would attract private capital.

### **Results**

By applying the described practice, Municipality Petrovo achieved the following results:

- ⇒ 46 new jobs were created.
- ⇒ Municipal buildings were repaired and used, which, had that not been the case, would continue losing their value and decay with time.
- ⇒ Citizens' trust and cooperation with local authorities were increased.
- ⇒ Cooperation/partnership of local authorities and the private sector improved.
- ⇒ General living climate in Petrovo improved, as well as the wish of the young to remain in the territory of the municipality.

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## SRBAC

## With petition to justice



### **Summary**

At the initiative of citizens of Srbac Municipality who requested amendments to the Republika Srpska Law on Courts, which would enable them to deal with their court-related issues in their municipality rather than to travel to another municipality (Gradiška), local authorities of Srbac Municipality supported the citizens

and helped this initiative directed to the higher government levels succeed.

More than 4000 citizens signed a petition with the request to amend the law. A number of meetings were held with representatives of entities' authorities and the RS National Assembly, and the existing initiative was supported by a few more municipalities. Finally, the RS National Assembly adopted the amendments to the existing Law on Courts and restituted the Basic Court in Srbac.

### **Problem Description**

According to the RS Law on Courts, a rationalization of the existing network of Basic Courts was carried out, and one of the courts that were abolished in that process was also the Court in Srbac. All judicial matters, as well as court administration were taken over by the Court in Gradiška. The mentioned transfer created problems to the citizens of Srbac, who, in this new situation had to travel as far as 50km only in one way in order to have a necessary service provided to them, which was time- and money-consuming and which generated losses in economic activities (agriculture, entrepreneur sector etc.). All that has resulted in dissatisfaction of citizens of Srbac who asked their local authorities to resolve this problem and ensure easier access to the Basic Court.

### **Innovation**

Essentially, the willingness of the municipal authorities of Srbac to respond to the requests of citizens and to resort to concrete moves in order to support their initiative, is not an innovative approach; nevertheless, it is a good example of cooperation of authorities with the citizens that is not so frequently seen in BiH. This is an indication that it is possible for local levels of authorities to

cooperate with citizens and with other municipalities in order to exert influence on the quality of legal solutions, rather than only complain about being excluded from the process of passing laws, and about bad laws that only take away from them their money and burden them with responsibilities. These are the reasons why it is important to make this good practice of Srbac Municipality available to more individuals and/or organizations, so as to make sure that similar activities in the future become a usual practice.

### **Results**

In addition to the main result that was accomplished by restituting the Basic Court in Srbac, the described good practice of Srbac Municipality had other positive effects, for example:

- ⇒ Reinforced (or re-established) trust between the citizens and local authorities in Srbac
- ⇒ Mobilized citizens who managed to contribute to the resolution of the problems and, organized and motivated in this way, represent the resource for future work
- ⇒ Started positive movements of reinforcing responsibilities within the local authorities that now have the obligation to respond to the other initiatives of citizens.

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**ISTOČNO NOVO  
SARAJEVO**

**Identifying priorities and co-financing  
of development projects for a better  
tomorrow**



**Summary**

As part of the process of designing the plan of development of infrastructure, municipality Istočno Novo Sarajevo has chosen a participation approach in order to receive the opinions of citizens on priority problems in local communities. Cooperating with the consultant, outsourced by the Development and Employment Fund of

the Republika Srpska, the local authorities interviewed communities, non-governmental organizations and other interested individuals and held public meetings, and then formed a taskforce of local communities in order to reach a consensus with citizens on the list of priority problems in the municipality and the plan for their resolution.

**Problem Description**

The Republika Srpska Development and Employment Fund performed an analysis of the needs of communities for infrastructure projects in the Municipality Istočno Novo Sarajevo. Based on the report of an independent consultant, in the development of which citizens from numerous local communities of Municipality Istočno Novo Sarajevo were involved, local authorities identified the problem of lack of cooperation with citizens as an important problem in implementing local policy, and initiated a number of activities to resolve this problem.

**Innovation**

With the intention to resolve the problem of insufficient cooperation with citizens, authorities of the Municipality Istočno Novo Sarajevo started the process of consultation with the citizens about this problem, in order to hear the proposed solutions from citizens themselves. Meetings were held with target groups (non-governmental organizations, business people, the young, etc.) and with a part of local communities, in which the citizens had an opportunity to present their view of good cooperation with the authorities. The results of these activities confirmed the existence

of the problem identified earlier, and concrete presence of citizens in decision-making on priorities that will be resolved by the municipality from budget resources was identified as the best way for its overcoming (the so-called “budget in the function of citizens”).

Another meeting was held with the representatives of all local communities, in which the results of the SWOT analysis were presented, designed for the needs of creating a Strategic Plan of the Municipality; this provided additional information important for the cooperation of LCs and their participation in local decision-making. During the meeting a Taskforce was formed of the representatives of some local communities, as an expert body to represent all local communities in the operations of budget planning. Finally, the Taskforce, in cooperation with local communities, compiled a list of 18 problems with identified priorities, which was supported by all LCs.

### **Results**

The following can be singled out as key results of the presented practice:

- ⇒ Improved functioning of local communities,
- ⇒ Regular weekly communication of local administrative and local communities – increased level of trust and openness,
- ⇒ Better cooperation between local communities through forming of the Taskforce.
- ⇒ A number of infrastructure projects rolled out in the municipality (sewage network, local road, purchasing of waste disposal containers etc.).

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Summary of  
Best Practices  
**EFFICIENCY**

## **PALE PRAČA**

### **Implementation of the Law on Freedom of Access to Information”**



#### **Summary**

With the assistance of the OSCE, Municipality Pale-Prača implemented the Law on Freedom of Access to Information. Although Municipality Pale-Prača has few inhabitants, different forms of communication with the public were used, in order to inform the public with the ways of implementation of this Law.

#### **Problem Description**

Municipality Pale-Prača is a small municipality formed after the war from the LC Prača that was previously a part of Municipality Pale. During the war, 95% of the housing infrastructure was destroyed, so that the majority of municipal administration was oriented to renewal and reconstruction of destroyed facilities. Small number of inhabitants in the Municipality is an alleviating factor when it comes to any innovations in the field of provision of services to citizens. After adoption of the Law on Freedom of Access to Information and awareness of the need for its implementation to the end of adequate informing of citizens, in accordance with their interests, municipal administration developed a time frame for implementation of this Law.

#### **Innovation**

Municipal mayor and the chairperson of the Municipal Council signed the Project Contract with the OSCE Mission in Bosnia and Herzegovina. The Project Contract consisted of the following modules:

- ⇒ Law on Access to Information,
- ⇒ Ethical Code,
- ⇒ Commission for Planning Municipal Development, and
- ⇒ Partnership.

Together with OSCE representatives, the municipal information officer started the plan of activities in accordance with the time

frame for the implementation of the Law on Access to Information. In the first stage, the guide and index of the register were updated in accordance with the latest changes in Municipality Pale-Prača. The register was printed and distributed to public libraries, LCs, NGOs, councilors, municipal officers and it was placed on all advertising boards in the municipality. A group for the implementation of the LFAI was formed, a campaign and an opinion poll were organized, all feed-back information collected and analyzed, the appeal process designed and announced, in case that access to information is not approved, and training was organized for officials and councilors of the Municipal Council.

### **Results**

The municipal information officer and the group of associates in the Information Service presented all undertaken activities to citizens, municipal councilors, municipal officers and non-governmental organizations. Citizens were informed via radio broadcast on the possibilities of access to information in accordance with the Law.

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## TEŠANJ

### Way toward Electronic Administration



#### **Summary**

During the last years Tešanj Municipality introduced a number of significant improvements in the work of local governance. One of the most significant is certainly introduction of the quality management system ISO 9001:2000 at the beginning of 2004, successfully re-certified for two years already.

As a logical continuation of improvement of local administration is its further automation or as the title of the project suggests “Way toward Electronic Administration”, as an ideal aspired to.

#### **Problem Description**

Municipality Tešanj has been investing significant resources and potentials in automation of local administration for a number of years now. Municipal leadership and Municipal Quality Team are attempting to improve provision of services to citizens on a daily basis, using modern tools, and trying to do away with extra paperwork and the bureaucratic approach. In those efforts, they have succeeded to significantly increase efficiency and satisfaction of users of services.

#### **Innovation**

Innovation has been implemented gradually, through a number of key steps:

- ⇒ Developing of computer network, connecting of the entire municipal administration in one network and purchasing necessary computer equipment;
- ⇒ Designing a whole serious of program applications, for almost all municipal services;
- ⇒ Construction and arrangement of the customer service hall following the system “one-stop-shop“;
- ⇒ Introduction of the quality management system ISO 9001:2000;
- ⇒ Ensuring access to the Internet for all employees, through 103 E-mail addresses;

- ⇒ Opening of the Office in Jelah is being prepared, as Jelah is the biggest LC providing almost all services that are provided in the seat of the municipality.

Municipality Tešanj, in addition to its own resources for realization of these programs, used donors' means as well and the services of specialized consulting organizations.

### **Results**

- ⇒ High level of satisfaction of users of services.
- ⇒ Time for providing services shortened by many times.
- ⇒ Much better quality of services for entrepreneurs.
- ⇒ Possibility of transferring experiences and good practices to others.

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## ZVORNIK

## Strategic Planning



### Summary

Trying to answer to the needs of articulated development, during 2004 Municipality Zvornik started a number of activities with a view of designing a strategy of economic development, in cooperation with partners – international organizations USAID/PADCO and UNDP/RMAP.

During development of the strategy, citizens were also given an important role in the planning stage, taking into consideration the necessity of observing human rights, as an important parameter in creating the mentioned documents.

### Problem Description

Lack of development plans in Municipality Zvornik was recognized as a priority problem in the work of municipal authorities, representing a limiting factor for reviving of investment processes. As part of the work of local authorities on the identification of resources that are important for implementation of development strategy designing processes, partners were identified – international organizations PADCO and UNDP, with which Municipality Zvornik established partner relations, and started the process of designing the development strategy.

### Innovation

During 2004 Municipality Zvornik, in cooperation with partners, adopted three key documents:

- ⇒ Strategy of local economic development 2005 – 2010
- ⇒ Development strategy based on human rights 2005 – 2010.
- ⇒ Capital investments program 2006 – 2010.

The process of designing the above documents represents their additional value, because they were formed through the cooperation of the government, non-governmental and business sectors. The participation approach was reflected in a significant share of citizens' representatives (local community, organization, business environment) within the Partner Group (PG), where 48 individuals conveyed and represented interests of communities during communication with the Municipal Development Team (MDT).

**Results**

- ⇒ Three important development strategies of Zvornik Municipality adopted.
- ⇒ Strengthened trust of citizens in the work of local authorities, and increased possibility of resolving the problems of local communities,
- ⇒ Improved level of understanding on the part of members of administration of Zvornik Municipality, regarding the importance of participation of citizens in decision-making processes.

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**CENTAR SARAJEVO      Establishing the Quality Management System ISO 9001:2000**



**Summary**

Municipality Centar Sarajevo is the first municipality in BiH to establish the quality management system ISO 9001:2000. The project was completed in April 2003, by awarding of the certificate, and since that time standards and organizations have been applied in this municipality, which make possible to know what is being done by who and who is

responsible for what. The organization of the municipality is entirely user-oriented and it was prepared and obliged by the standards to constantly improve.

**Problem Description**

Municipality Centar Sarajevo has had exceptional results for a number of years in improvement of local administration through pronounced user-orientation. This process started in 2000, while the quality management system ISO 9001:2000 was introduced in 2003. This system provides constant improvement of the work of local administration and constant increasing of the efficiency level. The Municipality has about 70.000 citizens, and is an administrative, educational and cultural center of the City, Canton, BiH Federation and Bosnia and Herzegovina. Due to all this, the requirements for upgrading the administration are more complex and demanding.

**Innovation**

Since 2000 the following innovations in the work of municipal administration have been introduced:

- ⇒ Work on resolution of outstanding cases has been intensified,
- ⇒ Regular assemblies of citizens are being held, in which knowledge is gained on their problems, demands and expectations (especially in terms of adopting the budget),
- ⇒ Changes in the internal organization and systematization were done which contributed to efficiency through elimination of some departments and sections, reducing the number of employees, increasing

- the level of their qualification structure and reduction of expenses,
- ⇒ Creative energy has been input through employment of the young and highly skilled staff,
  - ⇒ Programs of expert training and additional training adopted and carried out,
  - ⇒ As part of introduction of ISO standards, 120 different ISO standard requirements have been implemented, as well as 8 principles which represent current modern management principles, and
  - ⇒ A public presentation of quality policy has been organized for citizens.

### **Results**

- ⇒ Through quality policy, the municipality has committed itself to a legal and professional, effective and efficient, open and friendly, responsible and reliable work, as well as to proactive and innovative approach to work.
- ⇒ Shortening of the time of provision of a service (via the information desk, customer service hall, issuing excerpts in LCs, special services-payment of fees, sale of administrative fees, etc. – according to the principle of one stop shop).
- ⇒ After introducing of ISO standard, there is a requirement of constant measuring and analyzing of all documented procedures and recognized processes, i.e. the activities undertaken in municipal services, to the end of rectifying possible disharmonies, and further improvements and upgrading.
- ⇒ It presents a good example for introduction of ISO standard in other municipalities.

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## PRNJAVOR

## Upgrading the Processes



### Summary

Municipality Prnjavor has lately largely improved efficiency, accomplishing a strong user orientation and increasing the quality of services provided to users. Improvement of the process is a relatively new practice in municipal administrations in BiH, which helps provide key improvements in efficiency (considerable shortening of

time for resolving and increasing the number of resolved administrative cases for the same amount of time).

### Problem Description

During 2004 Municipality Prnjavor implemented the project of customer service hall – one stop shop and introduced a unified computer network. Introducing the software application “Doku Nova”, provided the possibility to follow moving of all administrative cases, and of the control of productivity of work of all workers. The analysis of the data from the report showed that certain cases were processed longer than objectively needed. To the end of a more efficient and better provision of services to users, it was decided that a project should be undertaken under name “Upgrading of the Process” with the task to primarily improve the following processes:

1. those that are most demanded by entrepreneurs,
2. those most demanded by the citizens, and
3. processes that require the biggest number of days to resolve.

### Innovation

The Project Upgrading the Process is based on precise following, analysis of work and detailed recording of all steps and actions in administrative handling of requests filed by the clients (administrative cases). The aim was to determine the optimum time for handling a case that consisted of a single process, to collect ideas on possible improvement in the sense of reducing the necessary time for resolving, both for the administration and the client. In the first stage of the project, nine processes were selected, more precisely: the process for issuing of city planning permission, process of issuing construction permit for building of a business

building; process of determining minimum technical requirements for performing an activity; the process of intervention of communal policeman, in relation to disturbing of public goods and facilities, at the request of the client, and the same process ex officio; process of issuing permits for taking up of the public area for activity of commerce; process of issuing approvals for performing and termination of performing activities which do not require business premises and sanitary inspection – inspection review of trade facilities where groceries and goods for general consumption are sold.

### **Results**

Detailed process analyses which are provided in the form of instructions with the lists of all ideas for improving the process, were used for process improvement, shortening of the time, which is the result of adopted ideas for improvement. These analyses may be used by all municipalities in the RS wishing to upgrade the processes, and FBiH municipalities can take advantage of the methodology and of most analyses, having in mind that processes and regulations that are applied are very similar.

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## **USTIPRAČA**

### **Good governance requires expert staff**



#### **Summary**

Until October 2003, Municipality Ustiprača employed only one public servant, namely, the secretary of Municipal Assembly, who had a University degree. All others had only high school degree or even less. Presently, of 27 staff, 6 have University degrees, which is a big step forward for this Municipality.

#### **Problem Description**

The Municipality was founded after signing of the Dayton Agreement and faced a lot of problems in its work. Many services were not established and citizens were not happy with the way in which the municipal administration functioned. Citizens waited for their requests to be resolved for one year or even longer.

#### **Innovation**

Innovation can be referred to here only conditionally, because for majority municipalities these are the normal activities; therefore this is the innovation only for this Municipality and very few others similar to it. The uncontestable fact is that a significant progress was made in this municipality with conditions created for normal work of the municipal administration in a relatively short time, after local elections. All municipal services have been established, efficiency of resolving citizens' claims increased, and few computers were procured too. Regular payment of salaries was secured for administration employees.

#### **Results**

Providing the necessary training and employing highly educated staff resulted in increasing of efficiency of work of the local administration.

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## **DOBOJ ISTOK**

### **Issuing Excerpts from Registry Books – Local Database“**



#### **Summary**

Through specific adjustment of already developed and tested program solutions, and moving of the place of providing services much closer to users (to local communities offices), the municipal administration Dobož Istok sped up and decreased the cost, by many times, of the necessary time for issuing excerpts from registry book, and improved the quality of provided services.

#### **Problem Description**

Municipality Dobož Istok, formed from parts of territories of pre-war Municipality Dobož, faced a number of problems with issuing excerpts from registry books. Trying to reduce costs and the lost time for users who lived far from the center, the administration organized issuing of excerpts in local community offices. Excerpts were issued manually, with the average time of ten minutes per an excerpt, with usual halts in the work.

#### **Innovation**

With the support of MDP – Municipalities Development Project (SDC - Intercooperation), a project was undertaken to improve this service, under name DoDiMa. The purpose of the solution was in adjusting the already developed program solutions in Municipality Centar Sarajevo, with appropriate training of staff who will be using the program. Peculiarity of the solution was in that that program support was installed only in local community offices, without the central base. The system administrator's office was equipped and one computer was installed in each local community office.

The practice represents a good example of using and adjusting of already developed and tested solutions. Also, it is an example of internal decentralization of providing services and is especially interesting for municipalities that do not have a distinct administrative seat.

**Results**

- ⇒ Necessary time for service delivery shortened from ten minutes to less than half a minute.
- ⇒ The service brought closer to the user (much less expenses for the user).
- ⇒ Improved quality of service.
- ⇒ Greater satisfaction of citizens.

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## BANJA LUKA

### New approach and methods of work in Reception Office



#### Summary

By systematic and comprehensive designing and realization of very modern, attractive and functional customer service lobby, with excellent final design, Banja Luka has made a new quality step forward in providing services to citizens in big cities, taking a lead role in the development of user-orientation and

insurance of quality of services.

#### Problem Description

Physically small (about 70m<sup>2</sup>) and inadequate space of the reception office in the administrative service of Banja Luka was regularly full with dissatisfied citizens who waited to be served, sometimes even for several hours, in the environment in which crowd and nervousness were building up. The work technology had long been outmoded, with manual processing of paperwork and constant generation of huge amounts of papers. The staff in the so-called Room 16 worked in almost impossible conditions, without proper opportunities to improve efficiency and relation toward users of services. As for the citizens, they especially noted the problem of length and conditions of waiting, lack of information as to what should be done and in which way, slowness of procedure and non-civil attitude of staff. The management undertook dramatic and systematically organized changes, with the intention to ensure providing of much better and faster services to citizens in the Reception Office.

#### Innovation

The basic solution in the form of very modern, attractive and functional customer service lobby was based on the concept of *one stop shop for users of services*, with a single access point for the majority of services provided by city administration. The entire effort lasted for more than three years, and included the following most important components: technical (creating of communication infrastructure – LAN), organizational (organizational and procedural changes, IT training, change of behavior and management), applicative (enhancing the existing and development

of new designs of program support) and ambiance-related (complete construction and interior redesign with significant enlargement of space). The final stage of works was characterized by the user orientation aimed at the best possible level of providing information to the users, significant shortening of time of provision of services, very pleasant interior and permanent opportunity for citizens to exert their influence on quality of rendered services, in the form of constant polling, the results of which are processed on the monthly basis and analyzed at the staff meeting chaired by the mayor.

This practice is a specific and complex modification of the designs that were already seen in BiH, with excellent final touch. Practically, it represents a quality step forward in providing services to citizens in big towns. Its special value is in the fact that the practice was initiated and given a strong support by the management, with the entire financing from the city budget (about 700.000 KM) and extensive cooperation of several departments in designing and realization of solutions.

### **Results**

- ⇒ Services are provided much faster, with waiting time very much reduced, prompt serving with specific services;
- ⇒ Significantly more users are served on a daily basis than before;
- ⇒ Better quality services;
- ⇒ Citizens' satisfaction is greatly increased, especially in the first six months after opening of the customer service lobby;
- ⇒ Staff satisfaction is greatly improved.

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## BANJA LUKA

### Improvement of the work of the Registration Office



#### Summary

By installing and upgrading of the new, much more powerful design for IT support for the work of the Registration Office and monitoring of processing of administrative cases, administration of Banja Luka has established a full administrative control over about 50.000 cases a year,

with significant improvements in terms of efficiency and transition to electronic management.

#### Problem Description

The earlier program application for work of the Registration Office in the city administration has shown a number of limitations. The use of the application was limited only to the staff working in filing department, and the system was technically supported with quite outmoded designs of automatic data processing. Furthermore, receipt of applications was physically separated from their recording, follow-up of the movement of the cases was not possible, cases were forwarded for processing with delay, reports were unreliable and inadequate for receiving management demands aimed at improvements, etc. In the situation where about 50.000 cases are filed annually, the problem particularly gained on urgency and importance.

#### Innovation

After identifying and defining the users' requests, the program application that was most suited to the requested volume and quality was selected among a number of available program applications. A license was bought for permanent usage of the information system – *module Registration Office and processing bodies* – under the name *Hermes*. In the second half of 2004, the program support was delivered and installed, users were trained and the application tested. In parallel to elaboration on the design, data were transferred, computer equipment was completed in organizational units and interconnected in a single information system, in order to provide the users with a daily access to information and insight in the movement of cases.

Introduction of a new, significantly more powerful program solution has generated both technological and organizational adjustments, with additional expert training of all staff who participate in the processes supported by the application. As of 01 January 2005 the citizens immediately receive a full certificate on receipt of the motion with all relevant information, and from June generating of a number of useful different reports was made possible, which open up a new area for constant improvements in terms of efficiency in provision of services. Naturally, movement of individual cases is visible at every moment as well as the total status of the case following any selected search criteria.

The leading municipalities in BiH are already using similar solutions. In Banja Luka, the said design is being constantly improved during application, and currently there is a process going on of establishing a database and installation of application in local offices.

### **Results**

- ⇒ Accelerated time of resolving administrative cases;
- ⇒ Established management control of the process of resolving about 50.000 cases per year;
- ⇒ Much more efficient adjustment of working hours with introduction of additional work when identifying or foreseeing the „congesting time“;
- ⇒ A whole series of “misplaced”/lost files found, that were returned to legally regular status;
- ⇒ An important step achieved in transition to e-administration.

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## BANJA LUKA

### Reception Office of the Spatial Development Department



#### Summary

By opening of a separate reception office for services in the field of spatial development, along with the new customer service hall, the city administration of Banja Luka has simplified and made even the most demanding services more accessible to the users, at the same time freeing the entire time to officers in charge of

handling the cases that make up more than one third of the total number of cases in the Administrative Service of City of Banja Luka.

#### Problem Description

The Spatial Development Department deals with about 35% of total number of cases processed by the Administrative Service of Banja Luka Town. During 2004 there were about 22.412 applications submitted to this Department, with as many applicants, and at least two to three times more instances of coming to the department in order to request additional information, attempts to speed up the process etc. In this way, the work of the officers in charge of processing cases was practically blocked – rather than dealing with the received or outstanding cases, the Department staff spent almost all their time talking directly or on the phone to the clients/users. In such a situation the number of outstanding and delayed cases grew bigger and bigger as did the dissatisfaction of citizens, of the Department staff and the City administration management.

#### Innovation

A solution was found in practically creative addition to the main concept of the reception office, organized according to *one stop shop* principle. Next to the new, very functional customer service lobby, a separate reception office was opened for services in the field of spatial development, in which an architect, a lawyer and a construction engineer/technician are at the disposal of citizens for providing all requested information, expert assistance in preparation and completion of the case, clarification of all questions regarding the regulation plans and the existing spatial-plan

documentation etc. All relevant spatial and plan documents are displayed here, in one place and very neatly, so that the applicants can access the information they are interested in on the spot. The Reception Office is connected in a computer network with other parts of the Department. Also, the communication with the staff of the Geodetic Administration, whose offices are located close to this Reception Office, is significantly improved and accelerated.

This practice represents an important novelty in BiH and is especially interesting for bigger towns. It was initiated and strongly supported by the management, and entirely financed from the town budget. It has been basically completed, but at the same time, it is open for further improvements, especially in terms of program applications and installing of electronic network of database with other participants in the process, outside the city administration building.

### **Results**

- ⇒ Significantly accelerated and improved resolving of cases (“freed” time of officers, organized timely “screening” of cases);
- ⇒ Increased satisfaction of users (services are closer to users);
- ⇒ Enhanced cooperation with other participants in the process.

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## **BANJA LUKA**

### **Collecting the information of importance for the city**



#### **Summary**

By efficient consolidation of all relevant stakeholders and gathering relevant information for normal functioning of life in town, the City administration has accomplished an exceptional instance of systematic insurance of speed of reaction to everyday problems of citizens on the one hand and effective cooperation

with relevant other bodies and organizations, outside the City administration, on the other hand.

#### **Problem Description**

The City Administration practically did not have any control of the important information on what was going on in the town (in the fields of safety of citizens and their property, health protection, public utilities issues, condition of roads and going of traffic, etc.), the population of which is more than 200.000. Based on the existing distribution of responsibilities between municipal and entities' bodies, the only way the City Administration could find out more about those events was accidentally or through the public media. And this would happen always late, when there was no more opportunity for effective intervention.

#### **Innovation**

At the end of 2002, the mayor charged the Department for Civil Protection, to organize collecting, processing and distribution of relevant data for ensuring normal functioning of life in town, in cooperation with the Center for Reporting (which was organizationally part of the RS Defense Ministry, and located in the City hall), along with regular morning briefing in the staff meeting. The first step was "inventory-taking": as to who had which information. After that a joint meeting was organized with key representatives of all relevant sources of data, in which the idea and methodology of cooperation on realization of this project were presented and agreed upon. Two days later realization of agreed activities started. The City Administration entirely furnished the Center for Information with necessary equipment for carrying out

foreseen activities and adjusted duty shifts and rules of procedure in its bodies, particularly in the Civil Affairs Department.

All relevant sources (companies, services, bodies, citizens...) deliver relevant information for normal functioning of the town to the Center for Information where there is a non-stop duty. The Center feeds the gathered information into a simple reporting format and informs the head of the Civil Protection Department. In the morning staff meeting chaired by the mayor with heads of departments (at 7:45), held on every working day, the report is analyzed, and at the same time, measures are taken if necessary. In case that any administrative body needs to intervene during the night or over the week-end, urgent informing and taking of measures is ensured. The mayor analyzes the situation and the needs for taking measures on rectifying or prevention of security problems in the weekly meeting with the head of the Public Security Center.

This innovation represents an excellent example of a speedy reaction, unusual for administration, and based on excellently organized collecting and preparation of information for decision-making. Also, it is a brilliant example of what is normally a rare cooperation of local governance with the ministries of defense, internal affairs, health authorities, etc.

### **Results**

- ⇒ Considerably faster reaction and timely intervention (repairing the city lights, traffic lights, water supply installations, etc.) both on business days and week-ends;
- ⇒ Better coping with problems that demand systematic solution (frequency of the problem);
- ⇒ Better quality of public services;
- ⇒ Improved cooperation with other bodies, outside the City Administration.

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## **GORAŽDE**

### **Center for Providing Services to citizens“**



#### **Summary**

The Center for providing services to citizens (a modern customer service hall), based on the one-stop-shop principle, for users of services of municipal administration Goražde, was opened on 19 December, 2005. By opening of the Center, the municipal administration of Goražde has created pre-requisites for a significant progress

in user-orientation and improvement of the quality of services to users (shortening of the time of resolving per a case and increasing the number of resolved cases for the same amount of time).

#### **Problem Description**

Municipality Goražde, within the GAP project, financed by the USAID and SIDA at the beginning of 2005, started implementation of the project of establishing the Centre for Provision of Services to Citizens. The municipal leadership was determined to establish a modern center for providing services to citizens, in this way increasing efficiency in provision of services, and, most importantly, increase satisfaction of citizens with the quality of provided services. Positive experiences in the ZOSPI project that was implemented at the initiative of the OSCE additionally encouraged and motivated the leadership of the municipality for this project.

#### **Innovation**

Implementation of the LOFAI (Law on Freedom of Access to Information) has demonstrated a need for increasing efficiency in provision of services to citizens. During 2005, a whole series of activities was undertaken in implementation of this project, such as: developing of the conceptual design of the Center and defining the content of providing services, making a design and reconstruction and renovating of the area, specification and procurement of necessary equipment, defining the plan of implementing the activities on the establishing of the Centre, selection and training of personnel for work in the Centre, forming of the database, and finally, promotion and opening of the Centre.

The project also envisaged establishing of a citizens' counseling board. Having in mind that the Centre was opened at the end of 2005, the effects of its work will be measurable only in the next years, when satisfaction of users of services of the Centre will be measured.

### **Results**

Expected results are the following:

- ⇒ Shortening of the time of resolving cases,
- ⇒ Better quality of services,
- ⇒ Better working conditions, tailored to the needs of citizens and better conditions of work of the employees,
- ⇒ Substantially simplified procedures (papers “walking” rather than the citizens),
- ⇒ Greater satisfaction of citizens that will be regularly measured.

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## MODRIČA

### Local governance in service of citizens – *one-stop shop*



#### Summary

By establishing of a modern customer service lobby based on *one-stop shop for users of services of municipal administration*, in September 2004, Modriča integrated in terms of space and technology, services for citizens (that were earlier provided in five different locations), thus making an important transition from the

bureaucratic to user orientation, and achieving significant effects in terms of the rate and quality of provided services.

#### Problem Description

Until summer 2004, the municipal administration of Modriča provided services to citizens in five different locations in town. After lodging their application in the filing office (situated in one of five locations), the citizens literally consumed their time, energy, money and patience going from one building to another (in different parts of the town) trying to establish the status of their application and speed up its processing. Status of the cases was not followed electronically, so that it was difficult even for the managers in the administration to establish what the real status of the case was, and especially to take necessary activities to improve the process. The administrative workers worked in completely inadequate conditions and under the pressure of constant objections of dissatisfied citizens.

#### Innovation

As part of the Project of Support to Local Administrations in SE Bosnia (LGSA project, financed by the USAID, implemented by PADCO Inc.), during 2004, a modern customer service lobby was designed and furnished in the basement of the new municipal town hall that was under construction. Apart from furnishing and equipping the space, this complex endeavor included creating of a computer system, connected into a network, of the entire municipal administration, introduction of new electronic follow-up of the flow of the applications of citizens that were in the process (with the help of the program package DocuNova), opening of new employment (officer for information of citizens), and re-engineering

of key processes for providing services. All employees were trained practically for all segments of work, in this way replacability was ensured. Innovation included introduction of the practice of investigating the satisfaction of user of services. In this way an important step was made in transition from the usual bureaucratic to user-orientation in providing services by the municipal administration. It is noteworthy that this is the practice that is more and more introduced by all municipalities in BiH, mostly with the help of the projects financed by the USAID.

### **Results**

- ⇒ Significant simplification of services for citizens (paperwork and information “walking” rather than the citizens);
- ⇒ Shortened time of processing of cases;
- ⇒ Better quality of services;
- ⇒ Greater satisfaction of citizens (expressed through polling and book of impressions).

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## **MODRIČA**

### **Business incubator**



#### **Summary**

By establishing a business incubator as an efficient instrument of support to the development of entrepreneurship and creating of new enterprises, in the form of incubation units in local communities, the municipal administration of Modriča has undertaken the economic revitalization of socially-owned buildings and

facilitation of opening of new enterprises and employment.

#### **Problem Description**

The economic situation of Municipality Modriča in the aftermath of the war manifested a number of negative trends, which resulted in the growth of unemployment and poverty in Modriča itself, and in creation of a bad image associated with the local economic environment, on the other hand. The analysis of the situation has especially brought to light a depressive business environment, without the necessary entrepreneur infrastructure and incentives for entrepreneurs. With the strategic plan of economic development of Modriča, adopted at the beginning of 2005, provision of incentives for creation and development of small and medium-sized enterprises has obtained the status of priority strategic goal. At the same time, establishing of the business incubator was defined as one of key instruments for stimulating entrepreneur initiatives and creation of new enterprises.

#### **Innovation**

The business incubator Modriča was designed as a framework for several incubation units, formed in local communities, by adaptation of free, unused socially-owned buildings. The main task of the incubator is to alleviate the first, most difficult period in business operation for an entrepreneur, by ensuring the business premises at significantly lower costs and by provision of services of basic support for establishing and running the business, until the business operation of the new entity enters a stable, self-sustainable stage.

The first incubation station of that type in LC Koprivna, created by adaptation of the social community home, was intended for production and service activities. A local non-governmental organization NBR – Independent Development Bureau, specialized in opening and running of business incubators, is a partner to the municipal administration in the implementation of the project. After presentation of the project and polling of citizens (potential entrepreneurs), five users were selected (“tenants” of the incubator) with a clear business profile. In the next step, repair and adaptation of the building was done, for which a little more than half of resources were allocated from the municipal budget, while the remaining part was granted by the USAID. At the moment of considering of this practice, pre-contracts had already been signed with future tenants and business premises were in the last stage of adaptation, according to the specific requests of future users. This practice represents innovation in municipal practices in BiH, offers a visible and effective support to entrepreneurship and new employment, as well as new, economically prospective solution for using the neglected facilities which are mostly only an expense for the municipal budget.

### **Results**

Until the end of 2005, the following initial results were accomplished:

- ⇒ Contracts signed with four new micro and small companies,
- ⇒ Eleven new jobs created,
- ⇒ Economic viability of the building ensured, and
- ⇒ Plan designed for expanding the practice to other local communities in the municipality, with similar expected effects.

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## **MODRIČA**

### **Subsidizing interest for purchase of dairy cows**



#### **Summary**

With a full cooperation with local agricultural associations, the RS Ministry of Agriculture and the bank, the municipal administration successfully introduced a new mechanisms of concrete support to the development of village entrepreneurship and agricultural production – subsidizing of interest for purchase of dairy cows –

which helped more than fifty rural households obtain a source of their income important for economic existence.

#### **Problem Description**

About 65% of total size of Modriča Municipality is fertile agricultural land. What used to be developed agricultural production and rich village, went through extensive stagnation during and after the war. The livestock was almost cut by half, and the village households cannot provide for their economic and existential minimum. This is why in the Strategic plan of economic development of the Municipality for the period 2005-2009, development of village entrepreneurship and agricultural production gained a character of a special strategic goal.

#### **Innovation**

In order to boost development of the village and self-employment in agriculture, the municipal administration made a decision on refunding of interest for loans granted farmers for purchase of dairy cows. Particularly two sets of circumstances contributed to passing of this decision: increased level of organized purchase of milk by the dairies in Tuzla and Kozarska Dubica, and available resources for refunding of part of the interest by the RS Ministry of Agriculture. In realization of the decision, the department of economic and social activities, together with two local associations of farmers and the bank that gave the best credit terms, organized the activity of purchasing dairy cows for interested farmers. Of 10% of annual interest on loan, the Ministry refunds 60% and the municipal government 40%. The funds in the amount of 100.000 KM were allocated from the budget for 2005 for this purpose. Of this amount, almost 77.000 were spent.

This practice may serve as a very good example, especially for prevalingly rural municipalities.

**Results**

In 2005, the first year of implementation of this practice, the following results were accomplished:

- ⇒ More than 510.000 KM –worth loans were granted for purchase of dairy cows,
- ⇒ 171 in calf cows purchased, and
- ⇒ 57 village households procured source of income for themselves.

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Summary of  
Best Practices

TRANSPARENCY

## LUKAVAC

### **The process of adopting and further execution of budget of Municipality Lukavac**



#### **Summary**

The prevailing budget deficit in Municipality Lukavac, resulting from investments accompanied with inappropriate planning, in tourist infrastructure, and inclusion of the public. The deficit of about 12.500.000KM was reduced to 3.500.000KM, by, among other means, using the different innovative methods

of inclusion of citizens. Introduction of polling as a mechanism of inquiring the citizens in LCs on their priority needs, clear and transparent criteria for selection of expressed needs, adoption of the budget and spending from the budget in accordance with the plan, is a part of application of the new practice. This practice also consists of the innovative approach to transparent informing of the public on spending resources via the so-called "Responsibility Forum" of the mayor who has the obligation to appear before citizens every three months and inform them on spending of the resources and the plan for the forthcoming period.

#### **Problem Description**

As long as until 2000 Municipality Lukavac invested excessively into tourist infrastructure, disproportional to the economic strength and the current inflow of the funds into the budget. With the change of municipal administration (after elections), a comprehensive stock-taking of the situation was undertaken in order to build pre-conditions to fix the budget deficit and to adopt and execute the budget 2001/2004 in a transparent way. New innovative methods were introduced which "helped" the municipal administration ensure that the budget for 2005 reaches the desired course of adoption and execution.

#### **Innovation**

The following steps were undertaken: all subjects were included in active planning and designing of the budget plan (LCs, public institutions, NGOs and citizens), so that during the public debate on draft budget a high level of transformation and adjusting to real needs of citizens were accomplished. This practice was necessary in order to include the public in overcoming the problem of budget

deficit and to raise the awareness on the necessity of satisfying the basic needs of beneficiaries. Including the public in planning and transparent spending of the budget resources was an important pre-condition for efficient activity of municipal administration. In cooperation with the CCI, an opinion poll was created as a method of inquiring about the opinion of citizens on priority needs of LCs, and clear criteria were introduced for allocation of resources based on the assessment of the needs of citizens. After adopting the budget, a new practice of transparent reporting to the public on spending of the budget was introduced in the form of the “Responsibility Forum”, in which the mayor, at least on a quarterly basis, appears in front of citizens, and, among other questions, informs the public on execution of the budget. Apart from that, municipal councilors are informed every three months on the execution of the budget, while the citizens are informed via the web page and the Municipal Bulletin. Apart from introduction of these innovations in the field of transparent passing of the budget and spending of budget resources, this active approach was furthered with forming of the Commission of the Municipal Council in charge of control of planning and execution of the budget, which made the whole process even more transparent and accessible to the public.

### **Results**

- ⇒ From 2001 to 2004, the budget deficit was decreased from about 12.500.000 KM to about 3.500.000 KM.
- ⇒ Budget planning with the inclusion of all stakeholders at the local level while using the opinion poll as a tool for identification of interests and needs of citizens in local communities;
- ⇒ After timely and conforming to the law, adoption of the budget, the budget is spent exclusively in accordance with the plan, which has a great impact on big savings and on increasing the budget inflows during the year.
- ⇒ Every three months, on the Responsibility Forum (public gatherings), the mayor informs the public on budgetary spending in the previous period and the plan for the next three months.
- ⇒ The public informed via the web site and the municipal Bulletin.

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## **PALE PRAČA**

### **Gender equality in Municipality Pale – Prača**



#### **Summary**

The traditional position of women in rural areas was one of the main reasons why this problem was part of the agenda of the meeting of the Municipal Council in Municipality Pale – Prača, and why concrete activities were undertaken in relation with that. The position of women in the public life of the municipality is influenced by

traditional prejudices that significantly contribute to violating of basic human rights of women and their exclusion from the society. The Municipal Council formed the Commission for Gender Equality which analyzed conclusions of the Municipal Council and made concrete recommendations and the plan of activities, which should have a great deal of impact, in the future, on the change of position of women in public and cultural life of Municipality Pale – Prača.

#### **Problem Description**

Municipality Pale-Prača has 1.580 inhabitants of which 781 are women. Municipality is prevalingly rural with traditional forms of life, that is to say, a patriarchal attitude toward a family and the position of woman in it. In rural areas women are faced with problems, their achievements are rarely recognized and hence their failure to be accomplished as women, on the principles of human rights and fundamental freedoms. The way of living is based on propagating of superiority of men or traditional favoring of the role of man in the family. Such an attitude of the society resulted in the situation where a great number of women in the municipality are illiterate and unemployed. The economic situation in municipality contributes to this problem, given the fact that Pale-Prača is among the most undeveloped municipalities in BiH. The municipality does not have its own revenues and is dependant on donations and grants awarded by cantonal authorities. The municipality is not in the position to provide the means for assistance to women, in the form of education or self-employment. All this has a significant impact on women who are excluded from political processes and public affairs of the municipality.

### **Innovation**

The Municipal Council formed a Commission for Gender Equality, as a first step toward equality of genders. The Commission's task is to analyze drafts, proposals and decisions passed by the Municipal Council from the point of view of gender equality, as well as proposals and initiatives of citizens regarding upgrading gender equality, to foster participation of women in LC bodies and public activities, to analyze the situation and take measures to eliminate all sorts of discrimination. In the first meeting the Commission was acquainted with the content of the Law on Gender Equality in BiH, with institutional mechanisms for gender issues at the local level, and after the debate, it adopted the following conclusions:

- ⇒ That analysis of the gender composition of the Municipal Council and the managing staff needs to be undertaken;
- ⇒ That the analysis of the gender composition of boards and other bodies of LCs in the territory of the municipality should be undertaken;
- ⇒ To undertake the analysis of municipal regulations passed on the Municipal Council, in order to harmonize them with the Law on Gender Equality in BiH;
- ⇒ To make cooperation with non-governmental organizations in Bosna-Podrinje Canton, Goražde Canton and Canton Sarajevo;
- ⇒ To make a proposal to the Municipal Council to harmonize the Municipal Statute with the Law on Gender Equality;
- ⇒ To make a proposal to the Municipal Council that materials for the meetings of the Municipal Council are forwarded to the Commission for analysis.

### **Results**

All above activities were carried out and presented to municipal councilors, who were acquainted with the summary of the current situation in the Municipality Pale-Prača. The Commission informed the public in the municipality on the results of investigation that it arrived at. More concrete results of the work of the Commission for Gender Equality are expected in the forthcoming period.

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## **ISTOČNO NOVO SARAJEVO**

## **Transparent decisions – satisfied citizens**



### **Summary**

Municipality Istočno Sarajevo has created an institutional framework for transparent work of the Municipal Assembly and included the public into all process steps: preparation for holding the Municipal Assembly session, manner of inclusion of citizens in the work of the session, live program on the local radio (attended by, after each held session, the mayor, president

of the Municipal Assembly and presidents of the clubs of political parties). All adopted enactment or decisions of the Municipal Assembly are available to the public in Official gazettes, announcement board and the web site of the Municipality. In this way the citizens are involved from the beginning of designing decisions or municipal enactment until their final adoption. In this way the Municipal Assembly of Istočno Sarajevo involves the citizens, in the manner most appropriate for them, in making decision at the local level.

### **Problem Description**

Guaranteed rights of citizens to free access to information, are challenged by a number of obstacles, including: difficult and slow accepting of any changes and innovations in the municipality; lack of understanding of the staff for problems of citizens; lack of information on the part of citizens on their rights; unawareness on the part of citizens in the possibility to start the initiatives for changes that will make their lives better; lack of consciousness on the part of citizens and municipal structures on the need for joint communication; insufficient participation of citizens in designing and making decisions at the local level; councilors (elected representatives of citizens) are accountable to political parties and not to the citizens who elected them, hence the evident lack of trust of citizens in elected representatives and lack of interest for showing up in elections. Municipality Istočno Novo Sarajevo has set a goal to enhance inclusion of citizens in decision-making process, thus making them interested in designing and implementing the local policy; build a system of control of work of municipal administration through improvement of communication between citizens and municipal authorities; to make relevant information on

the work of the Municipal Assembly and individual services closer to citizens, thus making it possible for them to exercise their right to participation in running public affairs.

### **Innovation**

Municipal Assembly has created institutional mechanisms for two-way communication: citizens – local authorities. All important decisions, before being submitted to the procedure in the municipal assembly, are discussed in citizens' assemblies (the NGOs, the young and the pensioners are included), where the citizens have the possibility to be involved in designing of normative enactment. Preparatory meetings are held before the sessions of the Municipal Assembly and their purpose is to determine the agenda and harmonize the positions of representatives of political parties and executive power, in order to make sure that the session of the Municipal Assembly is as efficient as possible. The Municipal Assembly sessions are opened for public, media (printed and electronic), NGOs. Citizens are enabled to take an active role in the work of the session, in accordance with the Rules of Procedures of the Municipal Assembly. The regular practice is to hold a live broadcast after each session of the Municipal Assembly, in which the mayor and the chairwoman of the Municipal Assembly, as well as the presidents of the clubs of political parties inform the citizens on most important decisions made in the session of the Municipal Assembly and present the views of certain political parties on those issues. Normative enactment, passed in the sessions of the Municipal Assembly, are published in Official Gazette, put up on the announcement board and the web site of the Municipality.

### **Results**

Opened communication of local authorities and citizens in preparing the sessions of the Assembly, possibility of participation in the sessions and regular radio broadcast on the local radio show that the local authorities have included the public in their work. Local authorities try to acquaint the citizens of the Municipality with all decisions adopted in the Assembly session, and, equally importantly, inform the citizens on opinions of political parties regarding certain issues that were discussed.

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## TRNOVO

## Transparency



### Summary

Municipality Trnovo was faced with a double challenge: resolving the request and accommodating the needs of citizens of elderly age and low educational structure, on the one hand, and fulfilling high requirements for a sophisticated development of winter tourism, on the other hand. In this context, Municipality Trnovo adopted a

new Statute of Municipality and Rules of Procedure of the Municipal Council in order to create bigger space for inclusion of citizens in the work of the Municipality. At the same time, the municipality has designed and developed provision of services by opening of the customer service hall.

### Problem Description

Municipality Trnovo covers rural areas and the beneficiaries of its services include citizens, mainly of elderly age and with low educational structure. These problems present an additional burden for the municipal administration and call for solutions that are appropriate to this structure of citizens, solutions that will make possible to them to accomplish their interests through the local communities bodies in order to be able to exercise their rights in the domain of public utility services as well as social, cultural, economic and other rights. At the same time, the area of municipality Trnovo is the most attractive for development of winter tourism (the Igman and the Bjelašnica) and making new investments. This places a demand on Trnovo municipality to accomplish a very high level of cooperation with higher levels of authority in Canton Sarajevo, BiH Federation and BiH.

### Innovation

Creating of the transparent environment in which the citizens and local authorities are to establish communication has evolved through the process of passing and adopting of the new Statute of the Municipality and Rules of Procedure of the Municipal Council. Certain Articles in the Statute underlined the manner of participation of citizens in decision-making, both through the referendum, local assemblies of citizens and citizens' initiatives, and through the Regulation on Participation in Work of the

Municipal Council. A practice was introduced whereby presidents of local communities' councils are invited to and take active part in all sessions of the Municipal Council. Councils and assemblies of local communities make a great contribution to passing and realization of the decision which are of immediate interest for citizens. Special attention is dedicated to unbuilt construction land, because the mountains Igman and the Bjelašnica are located in Trnovo Municipality, representing suitable areas for the development of winter tourism, and interesting for investments. For this reason a good cooperation was established with higher levels of authorities.

### **Results**

Trnovo Municipality has advanced the system of communication with citizens and changed its approach to provision of services, through the following:

- ⇒ Transparent execution of the budget and regular submission of reports to the Municipal Council,
- ⇒ Public procurements are done in accordance with the Law on Public Procurements and the related procedure,
- ⇒ Forms for access to information were developed, in accordance with the Law,
- ⇒ A person in charge of Public Relations was hired,
- ⇒ A new counter service hall was furnished and opened for work with citizens and for efficient provision of services.

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## **CENTAR SARAJEVO**

### **Work with non-profit organizations**



#### **Summary**

While developing a transparent and efficient cooperation with non-governmental organizations, Municipality Centar-Sarajevo has designed two procedures: “Work with non-governmental organizations” and “Evaluation of Suppliers”. These procedures provide transparent allocation of resources to

NGOs and efficient realization of NGO projects through provision of services to their end users – citizens. These procedures are adjusted to ISO 9001 : 2000 system, the law on the budget and public procurements, authorizations of the mayor and responsibilities of the Municipal Council.

#### **Problem Description**

During implementation and establishing of the Quality System (ISO 9001 : 2000), the Municipality faced the need to resolve the “problem” of transparent financing of projects and programs of NGOs from the Municipal budget. Municipality Centar was the first municipality to introduce the quality system and there were no transferable experiences from other municipalities or higher levels of authority. The resolution of this problem implied taking into consideration the basic criteria that would make possible the following: an equal approach to budget resources; making sure that the rules and the procedures that are adopted are in accordance with the law; making sure that they ensure effective achieving of relevant objectives expressed through the public interest; that they ensure efficient application and monitoring through measurable results; that they ensure satisfaction of citizens as end users of services. On the other hand, they are meant to provide an efficient way of processing of received projects, identifying of proposals and the manner of informing the applicants, elaboration of the time frame for financing projects from the Municipal budget, monitoring realization of the projects, receiving and evaluation of reports on realization of projects, submission of the financial and narrative reports and their adoption by the Municipal Council.

#### **Innovation**

Established procedures have been made concrete through simple mechanisms designed to make the whole process transparent:

including allocation of resources, providing quality services to citizens under taken commitments, measurable results and monitoring of the whole process by the Municipality, NGOs and beneficiaries. The procedure “Work with Non-Profit Organizations” was adopted, which provides a clear “description of steps”, as follows:

- ⇒ Defining of the projects, publishing the public announcement, checking the received applications, selection of received projects, determining the proposal and submission to the Municipal Council, informing the applicants on the decision taken by the Municipal Council, elaboration of the time frame for payment of resources, monitoring of the project realization, receiving and evaluating reports, submitting the financial report to the municipal council.

The second procedure “Evaluation of the suppliers” is made of three components:

- ⇒ Measuring the quality of delivered service, term of delivery, manner of payment-resource management.

### **Results**

Adopted procedures ensured fulfillment of conditions set in ISO 9001 : 2000 requirements and the laws relating to the budget and public procurements. These procedures ensure transparent defining of “public interest”, financing, implementation and spending of budget resources. At the same time, requirements pertaining to transparent and equal approach to public resources by non-governmental organizations were fulfilled. The procedures are simple and ensure the implementation of the projects without any complications, as well as their constant and smooth checking, when planned.

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## **PRNJAVOR**

## **Responsibility Forum**



### **Summary**

Prnjavor Municipality accepted and institutionalized the practice entitled “Responsibility Forum”, according to which every six months the mayor and the chairperson of the Assembly present the report on their work in front of the citizens of Prnjavor. At the same time, they inform the citizens on future plans for the next six months.

The Responsibility Forum obliges the local authorities to a transparent and efficient submission of reports and plans for future work. This practice is especially important because it is “felt” that the need for submission of reports on work of elected representatives of authorities is increasingly growing in public. To this we should add the fact that the citizens are interested in resolving the problems by those local authorities that are most close to them. Their interest is enhanced by the fact that they can measure the work of local authorities through visible results in the area of the municipality.

### **Problem Description**

Prnjavor Municipality has analyzed the results of numerous researches which dealt with the relations of citizens and “authorities”; they proved that the citizens have a low level of trust in institutions starting from the local to the highest level. Such a situation was most frequently caused by a poor communication with citizens, due to which the citizens lack information and interest to participate in decision-making, even when such a possibility is offered to them. Due to lack of information the citizens do not see the local governance as a partner that they should be cooperating with. Numerous questions related to work of municipal bodies that the citizens asked when they came to a newly-established customer service hall are an indicator of existence of such a problem. Wishing to make its relation with citizens as good as possible, the municipality, in cooperation with CCI, introduced a new way of communication with citizens – “Responsibility Forum”.

### **Innovation**

“The Responsibility Forum” is a form of meetings, held with citizens in time intervals scheduled beforehand, where the citizens

are given the opportunity to directly check readiness of representatives of the authorities to present, in a transparent manner, results of their work, as well as part of the program for the forthcoming period. Another aspect of the “Responsibility Forum” is in presenting plans of work, which become binding on the persons in office, with defined time frames, which provides the process of inclusion of citizens with the necessary degree of viability. In 2005 the Municipality held two “Responsibility Forums” and intends to periodically verify this process. The forum gives the citizens an insight in most important aspects of work of local administration, such as: six-month budget realization and work of legislative and executive power. Every six months the chairperson of the Municipal Assembly and mayor of Prnjavor submit a report to citizens on activities undertaken by local authorities, on projects that were carried out, on decisions taken by the Assembly. It is very important that, besides the reports on the work in the previous period, representatives of authorities present to the citizens plans of work for the next six months. Citizens, media and NGOs are invited to the “Responsibility Forum”. This practice has been institutionalized and has become mandatory for local authorities in Prnjavor.

### **Results**

“Responsibility Forum” ensures a transparent and public submission of reports on work every six months and the presentation of plans of the local administration for the next six months. In the direct communication between citizens and representatives of authorities, the following has been assured:

- ⇒ Detailed informing of citizens on planning and six-month realization of the municipal budget as well as execution of the economic policy of the municipality;
- ⇒ Submission of six-month reports on work and plans of work of legislative and executive power for the next six-month period, to the citizens of the Municipality.

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## **MOSTAR**

### **Connect 35 – public feature of decision-making**



#### **Summary**

The City Council of Mostar has introduced a new practice of communication with citizens, opening a smooth two-way flow of information. By introduction of the Model “Connect 35”, an unimpeded use of information by the citizens is ensured, in which they select the communication means or propose certain ideas or topics for

the City Council and for the individual city councilors. This model makes it possible to receive or send any information you may be interested in. In terms of our circumstances, this model is a good innovation, which will play a prevailing role in the future. “Connect 35” is a new way of ensuring constant communication between the citizens and the City Council at the desired level of the interested party, that is to say, citizens, media, etc.

#### **Problem Description**

Inaccessibility of representatives of the local parliament for the citizens of Mostar (as well as of parliamentary authorities in BiH in general), has resulted in a weak or lack of participation of the public in the processes of designing, reviewing and adopting legal decisions. The laws, which, after being adopted, have a strong influence on the life of the community, in most cases come as a surprise to the broad public, and the procedure in which they are created is unknown for most citizens. The reactions to such a practice either show ignorance or are negative, which finally implicates that for the local parliament (City Council of Mostar) it is not possible to have efficient public marketing.

#### **Innovation**

“Connect 35” (after the number of City Council members). Since the beginning of the current composition of the CC of Mostar (October 2004), the citizens of Mostar had access to the work of the Council, if they decided to do so. The research has determined that the citizens have different needs with respect to inclusion in the work of the local parliament or the authorities in general, ranging from those who are very much interested and want full reports to those who wish to have only brief information. Some citizens wish to

remain anonymous, while the others do not have available communication means, which depends on their standard of living or educational degree. "Connect 35" provides access to work of the City Council via the Internet, electronic messages, SMS, fax and regular mail.

With any of these media, it is sufficient to send the message "I wish to be a member of Connect 35", which initiates the inflow of regular and timely information on the work of the Council, the activities of its working bodies which prepare and analyze decisions for meetings. At any moment it is possible to react and send one's opinion to every individual city councilor. Number of beneficiaries is increased monthly by about 5-10%. At the same time, the CC Mostar opened its doors to the physical interaction with citizens too, hence holding of regular "citizens' parliaments" (discussions and lobbying of citizens and councilors in the form of the receptions). No-one can maintain any more that they do not have access to the legislative power, hence the name that the citizens of Mostar gave to the City Council – "Citizens' Parliament".

### **Results**

With the introduction of the Model "Connect 35" as a form of communication between citizens of Mostar and the City Council, a reformist course of building of the communication culture between the legislative power and citizens began, with available tools and manners of interaction. This model has contributed to a more transparent work of the City Council by making sure that the process of making and realization of the decisions by the City Council is public enough. Connect 35, as a simple and modern tool of "electronic government", is accessible to everyone, applicable and enforceable in the general parliamentary practice in BiH, as well as in the practice of the government, public institutions and companies.

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## GRAČANICA

### Support to the process of creating new employment in the field of agriculture”



#### Summary

The program “Support to the Process of Creating New Employment in the Field of Agriculture”, has been designed by Municipality Gračanica and implemented during the period 2001-2004. As part of the Program, the Association of Farmers was formed, which, in cooperation with the municipality, provided the

development and incentive for the agricultural production in Municipality Gračanica. The project has created a new relationship in the field of agricultural production, offering a link between producers and processors. Credit investments that were obtained have advanced the agricultural production in cattle-breeding, fruit-growing and poultry raising.

#### Problem Description

In January 2001, 8.180 persons were recorded in the territory of the municipality who were looking for a job, which is 16% of the estimated number of population of the municipality. The structure of the unemployed has indicated that the employment potentials existed in the field of service industry, especially in trade, crafts and entrepreneurship in the country. Women represent the critical group among the unemployed. Employment in rural areas, in which 67% of village population lives, can be achieved by creating market-oriented, family farms – a farmer who is at the same time the owner, entrepreneur and worker. Associating farmers in the existing or new associations has become a necessity, which is defined in “Situation and perspectives of primary agricultural production in the territory of Gračanica Municipality”.

#### Innovation

At the beginning of 2001, the mayor formed an expert team for strategic planning and change management. As part of the Project “Improvement of the Business Environment”, the continuous work of the consortium TALDI-EDA together with the Expert Team for Planning and Change Management, resulted in defining the vision of economic development, strategic directions and projects. The vision also defined creating of new employment based on the production of healthy food in the field of fruit and vegetable

growing, poultry raising, with using of thermal and mineral potentials. To the end of a direct approach to the agricultural sector policy, and determining of the realistic plan of the agricultural production based on clear goals and priorities, a project was designed entitled: "Support to the Process of Creating New Employment in the Field of Agricultural Production". The purpose of the project was to create pre-conditions for creating new jobs, ensuring sustainable return and keeping the population capable for work in the villages, and increasing the standard of living.

### **Results**

During realization of the project, "The Association of Farmers, Agricultural Engineers and Technicians" was formed, and the following results were achieved:

- ⇒ The number of members of the Association in the first year was increased from 30 to 540;
- ⇒ Significant orientation of farmers toward market production which relies on the capacities of d.o.o. "Vegafruit" - Dobož Istok and d.o.o. "Fana" – Srebrenik;
- ⇒ Increased level of training of returnees and the domicile population in the villages for spring sowing,
- ⇒ Firm cooperation with RDA – Development Agency Tuzla, was established,
- ⇒ Cooperation established with LAMP and LAMP projects implemented with ZZ "Gračanica", Gračanica,
- ⇒ Contract made on organized production of agricultural products with d.o.o. "Vegafruit" Dobož Istok,
- ⇒ Increased level of employment of women and demobilized soldiers,
- ⇒ Assistance provided for realization of incentives to new plants of orchards for 55 farmers amounting to 105.560km,
- ⇒ Assistance provided in preparation of the documentation for incentives for breeding cows for 33 farmers who have 563 heads of cattle,
- ⇒ Assistance provided for designing of the project for loan incentives and credit funds provided in 2002 in the amount of 551.000 KM, and in 2003, 46 loans for agricultural production in the amount of 405.000 KM,

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## BUSOVAČA

### **Transparency of work of municipal administration as a principle of communication of local government and citizens”**



#### **Summary**

After merger of two administrative arrangements, Municipality Busovača faced serious problems of functioning and providing basic services to citizens. This resulted in an inadequate provision of services and in sustaining the division in the single administration structure in the municipality. First steps were taken with the adoption of the Regulation on

Internal Organization of Jobs and Work Assignments, Strategy of Communication with the Public, furnishing with computer equipment and improvement of municipal services and making of the Development Strategy until 2010.

#### **Problem Description**

With merger of two municipalities that were formed during the war, into one municipality in 1999, serious weaknesses were noticed which had a decisive influence on provision of services to beneficiaries, such as: inadequate communication with citizens, lack of information that the citizens have on responsibilities of the municipal administrative services, existence of two organizations in the field of pensioner and disabled persons' protection (PIO/MIO), and of health insurance and education, as well as lack of the development vision of Municipality Busovača. Lack of clear mission of municipal administration, insufficient, almost insignificant participation of citizens in deciding on the issues of vital interest, especially when it comes to adoption of the municipal budget and construction of infrastructure facilities. Working conditions in municipal services were not satisfactory, starting with inadequate working area, lack of connection between municipal services, which contributed to the creation of constant crowds and inadequate provision of services to citizens. Duplicating of services as the consequence of merger of two administrations, lack of regulation on internal organization and systematization of jobs and assignments resulted in inadequate organizational-technical assumptions for

fulfilling the basic purpose of the municipality – provision of services to beneficiaries-citizens of Municipality Busovača.

### **Innovation**

Having noticed the above-mentioned, as well as the other deficiencies, Municipality Busovača took a number of activities and measures which resulted in the change of the existing relations in municipal services:

- ⇒ A new “Regulation on Internal Organization of Jobs and Work Assignments” was passed as part of uniform administrative services, with defined assignments of the public relations and information officer.
- ⇒ “Strategy of Municipal Communicating” was adopted which implied building of the information center in Municipality Busovača, designing of the Guide for Access to Information with related printed forms.
- ⇒ “Official Gazette of Municipality Busovača” started being issued and regularly printed, as well as the periodical issue of the Municipality Bulletin.
- ⇒ Level of supply with computer equipment of municipal services was increased.
- ⇒ Participation of citizens in decision-making via LCs during debate on and adopting the municipal budget.
- ⇒ “Development Strategy – Vision for Municipality Busovača until 2010” was developed.

### **Results**

Results of work of the municipal administration are visible through the following:

- ⇒ insuring the public character of the decision-making process and process of implementing decisions,
- ⇒ preventive, anti-corruption activity was provided,
- ⇒ public relations improved as well as level of informedness of citizens,
- ⇒ Strategic Plan until 2010 developed.

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## **JABLANICA**

### **Inclusion of citizens in decision-making processes**



#### **Summary**

In the past few years, with the assistance of the OSCE, CCI, NGOs and thanks to leading an adequate youth policy and using good practices of other municipalities, the Municipality managed to develop system procedures of inclusion of citizens in decision-making processes, thus ensuring completely efficient and

transparent work of municipal bodies. The evidence proving this is ISO 9001 : 2000 Certificate, which the Municipality received in 2004.

#### **Problem Description**

During the first years after the war, the principle of transparency in the work of Municipality Jablanica was not at the satisfactory level. Very few citizens were included in the process of decision-making. Budget would be adopted without obtaining the opinion of the broader public beforehand. Not enough attention was paid to very important decisions, such as building of the local infrastructure, awarding of students' scholarships, public procurements – all this resulted in random and inconsistent making of decisions, and the development of the Municipality stagnated in all fields.

#### **Innovation**

During 2004, at the initiative of the CCI, the Municipal Council of Jablanica adopted the decision on introduction of opinion poll as one of the means for determining priorities for allocation the budget resources. After adopting this decision, the opinion poll was conducted with the assistance of the CCI, in branch offices of all LCs. The opinion poll was processed with proposed priorities for each branch office. The results of the opinion poll were submitted to the Commission for Capital Planning, which evaluated all proposed projects, including proposals that resulted from the public debate on draft budget for 2005. Evaluation was done based on the criteria previously adopted by the Municipal Council. Investment priorities were proposed to the Municipal Council which adopted the final draft of priorities for 2005. During the public debate on the draft budget for 2005, the mayor defined the schedule of holding

meetings in LCs, as well as for the central public debate and the joint meeting with NGO representatives. All decisions which are subject of adoption by the Municipal Council Jablanica in the form of a draft are forwarded to the public debate, and the deadline for the debate is set from 15 to 60 days, depending on how complex the problematic is.

Among the decisions adopted by the Municipal Council Jablanica in 2004 and preceded by the public debate are the following: the Decision on Scholarships Granted by Jablanica Municipality, Decision on the Opinion Poll as One of the Means for Defining Investment Priorities, Decision on the Criteria for Evaluation of Projects, Decision on Financing Non-governmental Organizations via the Projects.

### **Results**

- ⇒ The Municipal budget for 2005 was adopted at the end of 2004
- ⇒ The opinion poll was conducted in LCs on priority investments per LCs,
- ⇒ Priority capital projects are currently being implemented,
- ⇒ In the first half of the current year, the first public announcement for financing of NGOs through the projects was implemented, and the conduct of the second public announcement is ongoing, which is in accordance with the Decision on the Manner of Financing Non-Governmental Organizations through Projects,
- ⇒ In accordance with the Decision on Scholarships of Municipality Jablanica for 2004/2005, 72 scholarships were awarded, and in September session of the Municipal Council, the Decision was taken on the Size and Number of Scholarships for 2005/2006 (88 scholarships).
- ⇒ Cooperation with the young is at the satisfactory level, which is reflected through the cooperation with the Youth Council, allocation of premises free of charge and assistance with procuring equipment,
- ⇒ In 2004 obtained ISO 9001/2000 Certificate was obtained,
- ⇒ The realization of the project customer service hall, supported by "GAP", is in the final stage. The implementation of three more projects for the young, financed by "GAP" is also ongoing.

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## MODRIČA

## Public Relations



### Summary

After 2004 elections, the new municipal leadership undertook a number of concrete activities in the Municipality Modriča in order to make its work accessible to the public and open for citizens. During 2005 a new position was created of the public relations officer, and Radio Modriča, Studio was established in which the municipal

administration informs the public every week on its activities, the contract was signed with different TV houses and NGOs. Changes that took place greatly modified the image that the local administration had with citizens, which had a big impact on inclusion of citizens in local affairs. This was a pre-condition for opening up of municipality toward citizens and for their inclusion in decision-making at the local level.

### Problem Description

After 2004 elections, the municipal leadership was faced with the inherited work of the municipal administration, which was closed for the public. There was no public relations officer employed, or the municipal paper, radio and no contacts were maintained with citizens. Citizens did not know to whom to turn for the information on the work of the administration, as there were no designated contact persons, and they had to approach every officer individually. The closed character of municipal administration resulted in complete isolation of citizens and in their passive stance regarding their involvement in affairs of public interest.

### Innovation

New municipal leadership undertook fundamental changes that had a positive impact on the change of image of municipal administration. In the first place, a new regulation was passed on internal organization based on which a position was foreseen for the public relations officer. For the first time, at the end of 2004, journalists and reporting houses were invited from the territory of Modriča Municipality to have a joint meeting in which future way of work and contacts with municipal administration would be created. At the beginning of 2005, radio Studio Modriča was founded. After a number of years Modriča got a local radio which

enabled the citizens to have the information on the work of the mayor and city councilors. A practice was introduced, according to which once in a week the local administration informs the citizens on its work. The next step was made with TV houses by signing the contract which regulated presentation of the work of municipal administration on BN TV from Bijeljina, KR Television from Prnjavor and RTRS. The Municipality made a contract on printing of the media "Glas komune" and "Svitanje". Additionally, the contract was made between Municipality Modriča and "Helsinki Parliament of Citizens" to the end of giving public nature to the work of local government, the work of which was presented in the municipal bulletin.

### **Results**

Results of upgrading the public character of work of Municipality Modriča are visible through the new forms of communication which fundamentally changed the public character of work of local government and communication with citizens. Through different media (local radio, TV, newspaper, Municipal bulletin and directly, in accordance with the law on freedom of access to information), the citizens were given an opportunity to be acquainted with regular activities and results of work of municipal administration. The step that was made in Modriča Municipality is visible through other, concrete activities, such as the public debate on the budget in which a large number of citizens take part. This proves that municipal administration, within a short time period, managed to overcome the legacy of the past when the citizens lacked basic information on the work of local government.

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## MODRIČA

### Public debates on draft budget



#### **Summary**

In the context of preparations for designing and adopting the budget of Municipality Modriča for 2005, the public debate was organized for the first time in which citizens of Modriča took part. Municipal leadership devised an adequate plan of public debates and prepared a team of associates who will be able to provide competent answers

to asked questions and take into consideration the proposals, objections and suggestions of citizens. In four rural areas, where the public debate was organized, about 200 people participated, while in the town Modriča itself, about 300 citizens took part in the public debate. Participation of citizens in creating the budget was a big step to be made by the municipal government. Participation of citizens in the public debate posed an obligation to the mayor and the entire municipal administration in terms of realization of the planned budget in accordance with the decision on budget execution.

#### **Description of the problem**

Until 2004, the citizens of Municipality Modriča did not have the opportunity to participate in the public debate on creating or adopting of the municipal budget. To the end of improvement of the public participation of citizens in the process of development and adoption of the Municipal budget for 2005, organization of 5 public debates on the subject "Draft Budget for 2005" was undertaken. As this was the first time that a public debate was held on that subject, municipal administration faced a number of problems around preparation and the organization itself of the public debate. In order to have a successful organization of the public debate, a plan was designed which took into consideration the legacy of the past, low level of inclusion of citizens in public affairs, all of which could have a negative impact on the number of citizens showing up for the public debates.

#### **Innovation**

During preparation of public debates, municipal officers decided to organize 5 public debates which provide appropriate covering of the whole territory of the municipality. In order to ensure that as many

people as possible show up for debates, they were scheduled after business hours. Public debates in village communities were held early in the evening. It was also decided that the meetings be held from Monday to Friday, rather than at the end of the week or on week-ends. Citizens were given timely notices and invitations were sent out to targeted individuals in order to provide participation of citizens at each planned gathering. At the same time, a team of expert officers was prepared, who could adequately provide all relevant information and respond to the questions asked by citizens. Four held meetings in village areas were attended by about 60 citizens on the average, while in the fifth, the last meeting in the center of Modriča, about 300 citizens took part. Participation of more than 500 citizens in the public debate on the draft budget of the Municipality was a big step forward in terms of inclusion of the public in creating of the budget. During the public debates the citizens presented a number of proposals, comments and objections that were accepted during the process of preparation and adoption of the budget for 2005.

### **Results**

Public debates on the draft budget for 2005 represent a turning point for participation of the public in the work of Municipality Modriča. Given the experience from the previous years, the large number of citizens who participated in the public debate, are a confirmation of the success of the new approach of local government in inclusion of citizens in the public affairs of the municipality. Involving the public in planning and preparing the budget presents an obligation for the local administration in terms of transparent spending of public funds, in accordance with the adopted plan. Although the practice of inclusion of the public became the ownership of a large number of municipalities throughout BiH, Municipality Modriča made a big step forward in this segment, when compared to the previous period.

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