WeBER III

WESTERN BALKAN ENABLERS FOR REFORMING PUBLIC ADMINISTRATIONS

PAR Monitor Report
Bosnia and Herzegovina

SERVICE DELIVERY AND DIGITALISATION

2024/2025

CONTENTS

AUTHORS

The monitoring in the area of Service Delivery and Digitalisation (SDD) was conducted by researchers from the Foreign Policy Initiative BH (FPI), a WeBER partner organisation. Based on their findings, the European Policy Centre (CEP) prepared this report**.**

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ABOUT WEBER 3.0

Building upon the achievements of its predecessors, the WeBER (2015 – 2018) and WeBER 2.0 (2019 – 2023) projects, the **Western Balkan Enablers for Reforming Public Administrations – WeBER 3.0** project is the third consecutive EU-funded grant of the largest civil society-led initiative for monitoring public administration reform (PAR) in the Western Balkans. Its implementation period is February 2023 – July 2026. Guided by the SIGMA/OECD Principles, the first two phases of the initiative laid the foundation for WeBER 3.0's ambition **to further empower civil society organisations (CSOs) to contribute to more transparent, open, accountable, citizen-centric and thus more EU-compliant administrations in the WB region.**

WeBER 3.0 continues to promote the crucial role of CSOs in PAR, while also advocating for broader citizen engagement in this process and inclusive reform measures which are user-tailored and thus lead to tangible improvements. By grounding actions in robust monitoring data and insights, WeBER 3.0 will empower civil society to more effectively influence the design and implementation of PAR. To foster collaborative policymaking and bridge the gap between aspirations and actionable solutions, the project will facilitate sustainable policy dialogue between governments and CSOs through the WeBER Platform and its National PAR Working Groups. Finally, through small grants for local CSOs, WeBER 3.0 bolsters local-level PAR engagement, amplifying the voices of citizens – the final beneficiaries of the public administrations' work.

WeBER 3.0 products and further information about them are available on the project's website at **www.par-monitor.org**.

WeBER 3.0 is implemented by the Think for Europe Network (TEN), composed of six EU policy-oriented think tanks in the Western Balkans:

By partnering with the Centre for Public Administration Research (KDZ) from Vienna, WeBER 3.0 has ensured EU-level visibility.

ACKNOWLEDGEMENTS

The Service Delivery and Digitalisation BIH 2024/2025 report is a product of a three-month-long monitoring process, which relied on different data collection techniques and thus resulted in an abundance of findings.

As in the case of the previous editions of the National PAR Monitor reports, published for 2017/2018, 2019/2020 and 2021/2022, special acknowledgements go to members of the WeBER Platform and the National Working Group in BIH, and other stakeholders in BIH that shared their experiences through interviews, who immensely contributed to the content of this report and its quality, and who will not be identified due to the respect of the principle of anonymity.

Lastly, the WeBER3.0 team would also like to thank its main partners and associates, who have supported the project in research and other activities. Most notably, these are the SIGMA (Support for Improvement in Governance and Management) , the ReSPA (Regional School of Public Administration)[1], and the Public Administration Reform in BiH Coordinator's Office (PARCO), as a project associate.

EXECUTIVE SUMMARY

The assessment of the transparency and citizen centricity of service design and delivery focuses on three critical aspects – 1) citizen-centric service delivery and design, 2) service accessibility and availability of information on services, and 3) digitalisation of service delivery. The first aspect is devoted to examining the extent and manner in which relevant institutions involve citizens in service design and delivery, focusing on the practice of collecting feedback and incorporating it into the (re)design of services. The second aspect focuses on service accessibility, with the emphasis on citizen-friendly approaches when informing on service provision and accessibility of services to persons with disabilities, vulnerable and marginalised groups. Finally, the last aspect examines the progress of the digitalisation of services, highlighting the practice of establishing user-oriented digital platforms and enablers for the citizens. Findings of this report reflect the period since the publication of the PAR Monitor 2021/2022, starting from the second half of 2022, and until the end of 2024.[2]

A strategic framework supporting citizen-centric service design and delivery is in place in Bosnia and Herzegovina (BiH), with the validity of the 2018–2022 PAR Strategy and its Action Plan extended until the end of 2027. The framework includes clearly defined objectives and responsibilities, particularly under Measure 4.1, which promotes, among others, service quality instruments and user satisfaction assessments. However, despite these commitments, the practical impact of the framework remains limited due to several implementation and regulatory gaps.

Critically, there is no legal obligation for service providers to design or deliver services based on user needs, nor to collect or publish user feedback. This weakens the enforceability of citizen-centric approaches and reduces opportunities for systematic service improvement. While the once-only principle is formally endorsed, its implementation is still at an early stage and has not yet reduced administrative burdens in practice.

Institutional coordination is entrusted to the PARCO, which has a strong mandate but operates in a fragmented governance environment. Feedback channels for service users are largely absent, and no sampled services systematically use or publicly report on citizen feedback. Both perception data and citizen surveys confirm a lack of trust in the citizen-centredness of services: 63% of surveyed citizens believe they cannot influence service design, and over 80% report negative experiences with the once-only principle.

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2 For 2022, only developments not captured by the PAR Monitor 2021/2022 are included.

The strategic framework demonstrates a clear political commitment to improving service accessibility and availability of information through measures such as digitalisation, simplification of procedures, and the development of interoperable e-government systems. Responsibilities are assigned, and coordinated efforts are planned under PARCO's leadership. However, these remain largely at the strategic level, as the legal framework does not establish binding obligations to provide services via one-stop shops or life events, nor does it require systematic collection of service performance data.

The regulatory framework provides limited guarantees for the inclusion of vulnerable groups, primarily through laws on physical accessibility and language rights. Yet, key accessibility elements—such as provision of information in multiple formats or structured staff training—are lacking at the state level. Practical monitoring of selected services showed mixed results: while information on procedures and contact points is mostly available, citizen-friendly guidance and information in alternative or international formats remain scarce.

All sampled services are territorially accessible at the local level, but digital accessibility is weaker. While citizens confirm that most services can be accessed physically, their experiences with online access are less positive. Non-state actors share this concern, noting that the infrastructure and usability of digital platforms are not yet adequate. Public perceptions also reveal divided views regarding the accessibility of service-related information, pointing to a need for clearer communication and more inclusive digital design.

BIH has established a solid strategic and legal foundation for digital service delivery. The PAR Strategic Framework and Action Plan define clear steps, responsible actors, and financial planning for digitalisation, with obligations for each level of government to adopt their own e-government strategies. Legal provisions also enable the use of digital signatures and e-payments, forming a comprehensive regulatory base aligned with European standards.

Institutional responsibilities are well defined: the Council of Ministers leads digitalisation policy, supported by the Department for Electronic Business and PARCO, which coordinates reforms across levels. However, implementation is challenged by the country's complex administrative structure. There is no unified state-level e-government portal; instead, each entity and the Brčko District maintain separate portals, leading to fragmented service delivery and uneven user experiences.

Only two out of seven analysed services offer digital payment options (VAT declaration and payment), limiting the accessibility and convenience of e-services. Nevertheless, interviews with key informants indicate that available digital services are perceived as easy to use, suggesting strong user interface design where services do exist.

LIST OF ABBREVIATIONS AND ACRONYMS

AICT	Agency for Information and Communication Technologies
AP	Action Plan
BIH	Bosnia and Herzegovina
CSO	Civil society organisations
EU	European Union
PAR	Public Administration Reform
PARCO	Public Administration), and the Public Administration Reform in BiH Coordinator's Office
ReSPA	Regional School of Public Administration
RS	Republic of Srpska
SDD	Service delivery and digitalisation
SF PAR	Strategic Framework for Public Administration Reform
SIGMA	Support for Improvement in Governance and Management
TEN	Think for Europe Network
VAT	Value Added Tax
WeBER	Western Balkans Enabling Project for Civil Society Monitoring of Public Administration Reform

I. WeBER PAR Monitor: What we monitor and how

I.1   WeBER's approach to monitoring PAR

The Public Administration Reform (PAR) Monitor methodology was developed in 2015-2016, as part of the first Western Balkans Enabling Project for Civil Society Monitoring of Public Administration Reform (WeBER) project. Since the onset, WeBER has adopted a markedly evidence-based approach in its endeavour to increase the relevance, participation and capacity of civil society organisations (CSOs) in the Western Balkans to advocate for and influence the design and implementation of PAR. The PAR Monitor methodology is one of the main project results, seeking to facilitate civil society monitoring of PAR based on evidence and analysis.

In line with WeBER's focus on the region's EU accession process, once the SIGMA *Principles of Public Administration*[3] were revised in 2023, the WeBER PAR Monitor methodology was also redesigned in 2024. This was done in order to keep the focus of WeBER's recommendations on EU-compliant reforms, thus guiding the governments in the region towards successful EU accession and future membership. The main changes in the revised PAR Monitor methodology are briefly listed below.[4]

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3 Available at: https://www.sigmaweb.org/publications/principlesofpublicadministration.htm.

4 For detailed information on the scope and process of methodology revision please visit https://www.par-monitor.org/par-monitor-methodology/.

Table 1: Main changes in the PAR Monitor methodology

STRUCTURE

- Introduction of single indicator per PAR area, divided into sub-indicators, further consisting of several sub-indicator elements (specific criteria assessed)
- Introduction of types of indicator elements, meaning that each element has a specific focus on one of the following aspects of reform:

  1) Strategy and Policy

  2) Legislation

  3) Institutional Set-up

  4) Practice in Implementation, and

  5) Outcomes and Impact

- Introduction of a 100-point scale, allowing for a more nuanced assessment of progress in each PAR area.

DATA SOURCES

- Introduction of interviews with "key informants", i.e. key non-state actors engaged and familiar with the processes. These interviews serve as a data source for the "Outcomes and impact" elements instead of the formerly implemented survey of civil society organisations.
- Use of public perception survey results as a data source for "Outcomes and Impact" elements, and expanding its scope to complement the assessment in five PAR areas, except for "Strategy for PAR"
- Removal of survey of civil servants as a data source due to persistent issues with ensuring adequate response rates across the region's administrations.

PAR MONITOR REPORTING

- Six national PAR Monitor reports, one per PAR area (36 in total for the entire PAR Monitor), in order to facilitate timely publication and advocacy for the monitoring results rather than publishing the results of 18 months of research at the end of the process.
- Six regional Western Balkan overview reports, one per PAR area (6 in total)

I.2 Why and how WeBER monitors the "Service Delivery and Digitalisation" area

WeBER's focus on transparency and citizen centricity of service design and delivery is crucial for several reasons. Public administration services serve as the primary point of interaction between institutions and citizens, making their accessibility, responsiveness, and quality critical to effective governance. In order to achieve these standards, public services should be designed based on citizens' needs and preferences rather than bureaucratic convenience. A user-centered approach helps reduce inefficiencies and improves satisfaction while simultaneously enhancing the legitimacy of public institutions. Monitoring developments in this area provides data-driven insights that support evidence-based advocacy for improving how public institutions design and deliver services, as well as how they engage with citizens throughout these processes. Moreover, the focus on inclusivity ensures services are designed and delivered in a way that enables all individuals – regardless of their socioeconomic background, geographic location, gender, disability status, or other factors – to access and benefit from them. By tracking progress and challenges, the monitoring provides for actionable recommendations for sustainable, citizen-oriented reforms in public service delivery.

Monitoring in **the Service Delivery and Digitalisation** is based on all four SIGMA Principles in this area:
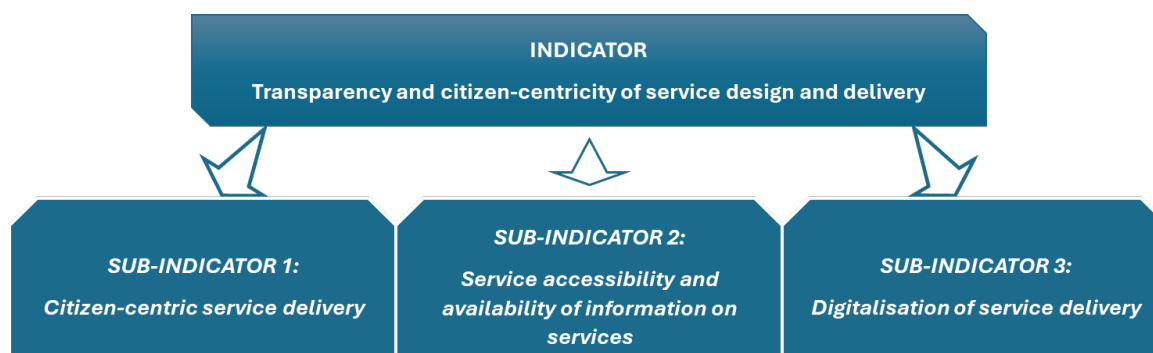
> **Principle 19:** Users are at the centre in design and delivery of administrative services.
>
> **Principle 20:** The public administration delivers streamlined and high-quality services
>
> **Principle 21**: Administrative services are easily accessible online and offline, taking into account different needs, choices and constraints.
>
> **Principle 22:** Digitalisation enables data-driven decisions and effective, efficient and responsive policies, services and processes in the whole of government.

These Principles are assessed from the perspective of public involvement in the processes of service design and delivery and the outward-facing aspects of administration that are crucial for the daily provision of administrative services and contact with the administration. A focus on transparency and citizen-centricity aims to determine the extent to which stakeholders' needs and views are consulted and taken into consideration by authorities when developing and providing administrative services, both in the electronic form and in person.

INDICATOR

Transparency and citizen-centricity of service design and delivery

SUB-INDICATOR 1:

Citizen-centric service delivery

SUB-INDICATOR 2:

Service accessibility and availability of information on services

SUB-INDICATOR 3:

Digitalisation of service delivery

The monitoring period for the Service Delivery and Digitalisation covers developments since the last PAR Monitor cycle, which lasted from January until November 2022. Thus, this report focuses primarily on 2023 and 2024, as well as the end-of-2022 developments not covered in the previous cycle. Although this report provides a comparison of findings with previous PAR Monitor editions, country scores are incomparable to the previous monitoring results due to methodological changes described above.

For the Practice type of elements based on a sample throughout all three sub-indicators, the same seven administrative services are observed to allocate points.[5] These sample services include:

1. Property registration
2. Company (business) registration
3. Vehicle registration
4. Passport issuance
5. ID card issuance
6. VAT declaration
7. VAT payment.

The first sub-indicator focuses on the existence of mechanisms that provide for citizen-centric service design and delivery. WeBER assesses whether relevant public policy documents in this area envisage specific measures and activities that put citizens at the centre of service design and delivery and whether the relevant legislative framework enables such an approach. Additionally, it examines the existence of feedback mechanisms and the practice of relevant authorities in terms of analysis and use of gathered feedback in designing new and improving existing services.

Monitoring of strategy and policy, legislation and practice aspects is performed by combining data sources to ensure reliability of results, including qualitative analysis of strategic documents, and official data that is publicly available or obtained from responsible institutions through FOI requests. For the assessment of the outcomes and impact, researchers conduct key informants' interviews with non-state actors who possess significant expertise in the area and use

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5 Unless specified otherwise in the methodology of individual elements.

the findings from the public perception survey conducted within the scope of the assessment.

Indicator elements that are assessed under the first sub-indicator are listed in the Table 2.

Table 2: Indicator elements under the sub-indicator 1

Indicator element - number and title	Type
E1.1 There is a strategic document in force that envisages the provision of citizen-centric service design and service delivery	Strategy and policy
E1.2 Regulations stipulate citizen-centric service design and service delivery	Legislation
E1.3 Regulations stipulate an obligation of service providers to keep and publish metrics of users' participation in service design	Legislation
E1.4 Regulations stipulate application of 'once-only principle'	Legislation
E1.5 Institutional responsibility for steering and continuously improving service design and service delivery at the central administration level is assigned	Institutional setup
E1.6 Service providers collect and publish information on users' participation in service design	Practice in implementation
E1.7 Service providers collect and publish users' feedback on their experience with service delivery	Practice in implementation
E1.8 The administration uses citizens' feedback to improve administrative services	Practice in implementation
E 1.9 Public service providers implement the once-only principle during service delivery	Practice in implementation
E 1.10 Key non-state actors consider service design and delivery as citizen centric	Outcomes and impact
E 1.11 Citizens' perception of their ability to influence service design	Outcomes and impact
E 1.12 Citizens' perception of their opportunity to provide feedback on public service quality	Outcomes and impact
E 1.13 Citizens' awareness of the once-only principle	Outcomes and impact
E1.14 Citizens' reported experience with the implementation of the once-only principle	Outcomes and impact

The second sub-indicator assesses the accessibility of services, both online and in person, and the availability of information necessary to obtain a service. Specifically, the assessment focuses on the extent to which service providers take into consideration the needs of vulnerable and minority groups in the process of delivering services, the format and territorial distribution of services and the availability of necessary guidance and information.

Monitoring of this sub-indicator is based on the review of official documents and websites of institutions in charge of service delivery, in order to assess different aspects related to issues of accessibility, while also taking into account official documents and data obtained from responsible institutions through FOI requests. For the assessment of outcomes and impact, researchers conduct key informants' interviews with non-state actors who possess significant expertise in the area and use the findings from the public perception survey conducted within the scope of the assessment.

Indicator elements that are assessed under the second sub-indicator are listed in the Table 3.

Table 3: Indicator elements under the sub-indicator 2

Indicator element - number and title	Type
E 2.1 The strategic framework envisages enhancement of accessibility of services and availability of service delivery information	Strategy and policy
E 2.2 Regulations stipulate service provision through one-stop shops	Legislation
E 2.3 Regulations stipulate that service providers keep key metrics on the use of services	Legislation
E 2.4 Regulations stipulate provision of services in the form of life events	Legislation
E 2.5 Regulations stipulate mandatory adaptation of service delivery to the needs of vulnerable groups	Legislation
E 2.6 Service providers publish basic procedural information on how to access public services online	Practice in implementation
E 2.7 Service providers publish citizen-friendly guidance on accessing public services online	Practice in implementation
E 2.8 Service providers publish information on services they offer as life events	Practice in implementation

E 2.9 Information on services is available in multiple formats to meet diverse users' needs	Practice in implementation
E 2.10 Information on public service delivery is available in multiple languages to meet diverse users' needs	Practice in implementation
E 2.11 Service providers publish information on the prices of their services	Practice in implementation
E 2.12 Service providers publish information on the rights and obligations of users	Practice in implementation
E 2.13 Service providers publish precise contact information for service provision	Practice in implementation
E 2.14 Data on administrative services are available in open formats	Practice in implementation
E 2.15 Service providers train their staff on how to treat vulnerable groups	Practice in implementation
E 2.16 Service providers ensure adequate territorial distribution of service delivery	Practice in implementation
E 2.17 Key non-state actors consider service delivery as accessible	Outcomes and impact
E 2.18 Citizens' perception of the accessibility of information necessary for obtaining services	Outcomes and impact
E 2.19 Citizens' perception of the ease of in-person access to services	Outcomes and impact
E 2.20 Citizens' perception of the ease of online access to services	Outcomes and impact

Finally, the third sub-indicator is devoted to the provision of services in the electronic format and the process of service digitalisation. The assessment focuses on the relevant strategic framework that ensures a smooth and stable digitalisation process; the legislative framework regulating all key aspects of electronic service delivery; institutional responsibilities; the user orientation of the e-service platform; and the availability of digital tools and enablers necessary to access e-services.

Monitoring is based on the review of official documents and websites of institutions relevant to electronic service design and delivery, while also taking into account official documents and data obtained from responsible institutions through FOI requests. For the assessment of the outcomes and impact, researchers conduct key informants' interviews with non-state actors who possess significant expertise in the area.

Indicator elements that are assessed under the third sub-indicator are listed in the Table 4.

Table 4: Indicator elements under the sub-indicator 3

Indicator element - number and title	Type
E 3.1 There is a strategic document in force that envisages digitalisation of service delivery	Strategy and policy
E 3.2 Regulations stipulate provision of digital services, digital signature and e-payment in digital service delivery	Legislation
E 3.3 Institutional responsibility for steering the digital service delivery at the central administration level is assigned	Institutional setup
E 3.4 Online central platform for digital service delivery is established and user-oriented	Practice in implementation
E 3.5 Digital signature and digital payment are available to all users	Practice in implementation
E 3.6 Key non-state actors consider digital services as easy to use	Outcomes and impact

II. TRANSPARENCY AND CITIZEN-CENTRICITY OF SERVICE DESIGN AND DELIVERY

Transparency and citizen-centricity of service design and delivery (score 0-100)

35.5	66.5

■ Awarded ■ Not achieved

II.1 Citizen-centric service delivery

Principle 19: Users are at the centre in design and delivery of administrative services.

Principle 20: The public administration delivers streamlined and high-quality services

Sub-indicator 1: Citizen-centric service delivery [6]

Indicator elements	Element type	Score
E 1.1 There is a strategic document in force that envisages the provision of citizen-centric service design and service delivery	Strategy and policy	0.5/0.5
E 1.2 Regulations stipulate citizen-centric service design and service delivery	Legislation	0/2
E 1.3 Regulations stipulate an obligation of service providers to keep and publish metrics of users' participation in service design	Legislation	0/2
E 1.4 Regulations stipulate application of 'once-only principle'	Legislation	1/1

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6 Through the first sub-indicator, the following SIGMA sub-principles are monitored: The government establishes and co-ordinates a whole-of-government policy to continuously improve design and delivery of public administrative services, based on evolving user needs; Public administration bodies engage users to understand their needs, expectations and experiences and to involve them actively in the (re)design of public administrative services (co-creation); The public administration regularly monitors service quality against delivery standards and other metrics, to learn lessons and improve service design and delivery; and Users have the legal right to provide the public administration with information and documents only once. The public administration applies this right consistently.

E 1.5 Institutional responsibility for steering and continuously improving service design and service delivery at the central administration level is assigned	Institutional set-up	2/2
E 1.6 Service providers collect and publish information on users' participation in service design	Practice in implementation	0/3.5
E 1.7 Service providers collect and publish users' feedback on their experience with service delivery	Practice in implementation	0/4
E 1.8 The administration uses citizens' feedback to improve administrative services	Practice in implementation	0/3
E 1.9 Public service providers implement the once-only principle during service delivery	Practice in implementation	0/3
E 1.10 Key non-state actors consider service design and delivery as citizen centric	Outcomes and impact	0/3
E 1.11 Citizens' perception of their ability to influence service design	Outcomes and impact	0.5/2
E 1.12 Citizens' perception of their opportunity to provide feedback on public service quality	Outcomes and impact	1/2
E 1.13 Citizens' awareness of the once-only principle	Outcomes and impact	1/2
E 1.14 Citizens' reported experience with the implementation of the once-only principle	Outcomes and impact	0/2
Total score for sub-indicator 1		**6/32**

SIGMA[7] highlights that service delivery in BIH suffers from weak policy leadership and unclear institutional responsibilities, which has resulted in incomplete progress. The Strategic Framework for Public Administration Reform (SF PAR) 2018–2027 and its Action Plan remain largely unimplemented. There are no established practices for user engagement or consistent service standards across institutions. While the framework outlines general policy goals such as improving service quality, accessibility, and legal-administrative coherence, it lacks specific measures targeting digital service delivery, despite some related activities in the Action Plan. The absence of strong political commitment and clear institutional leadership hampers large-scale reforms. As a result, only isolated projects have been launched, mostly at the central or agency levels, like the service mapping initiative by PARCO. SIGMA sees progress in delivering high-quality public services as gradual and fragmented rather than transformational.

A strategic framework promoting citizen-centric service design and delivery is currently in force in BIH. The validity of the Public Administration Reform (PAR) Strategic Framework 2018–2022[8], along with its Action Plan (AP)[9], has been extended until the end of 2027, ensuring continuity in the reform process. The revised Action Plan clearly outlines responsibilities and introduces concrete measures to improve service design and delivery, particularly under Measure 4.1, which focuses on establishing service quality instruments and enhancing user orientation. Activities include conducting regular user satisfaction and needs assessments, setting up a coordination system for quality management, and introducing one-stop-shop models at all levels of government for priority services. The Strategy highlights goals related to modernisation, digitalisation, and service accessibility, and includes defined institutional responsibilities for implementation. While the framework outlines a citizen-centric approach to service design and delivery, its impact will depend on consistent implementation and coordination across all levels of government.

Currently, there are no regulations that explicitly stipulate citizen-centric service design or service delivery. Neither legislative nor secondary legal acts provide binding requirements to ensure that services are designed or delivered with a clear focus on user needs and experiences. As a result, while strategic documents may promote a citizen-oriented approach, the absence of a regulatory basis limits the enforceability and institutionalization of such practices. Also, regulations do not explicitly require service providers to collect or publish metrics related to user participation in the design of services. Although the legal framework includes comprehensive provisions on administrative procedures, data protection, and electronic communications, it does not establish a legal obligation to track or disclose user involvement in the design phase of public services. This regulatory gap limits transparency and accountability, hindering the systematic use of user feedback to inform service development.

The regulatory framework formally endorses the 'once-only principle', reflecting a clear commitment to improving administrative efficiency, followed by measures in the PAR Strategy and AP. However, the implementation of this principle remains limited in practice. Nonetheless, the existence of a formal framework provides a basis for further development. Building on the existing legal framework, BIH has the potential to operationalise the once-only principle and reduce administrative burdens for both citizens and public institutions.

Institutional responsibility for the coordination and continuous improvement of service delivery is assigned to the Public Administration Reform Coordinator's Office (PARCO)[10]. As the central body responsible for steering public administration reform,

8 See: https://tinyurl.com/745uzpnv

9 See: https://tinyurl.com/745uzpnv

10 See: https://parco.gov.ba/en/

PARCO plays a crucial role in enhancing the efficiency and quality of public services across all levels of government. Although PARCO operates in a complex institutional environment, its mandate provides a solid foundation for advancing service design and delivery in a systematic and coordinated manner. With a designated institution in place, BIH has an important institutional lever to support long-term improvements in public service delivery, aligned with the broader reform agenda.

The majority of this research is based on a sample of services that are delivered by different institutions across entities within Bosnia and Herzegovina. Given the complex administrative structure of Bosnia and Herzegovina, it is important to understand how responsibilities for service delivery are distributed among various levels of government. This approach allows for a more accurate analysis of institutional capacities, potential overlaps, and gaps in service delivery.

Table 5. Institutions Responsible for Service Provision

	Central level	Federation level	Republika Srpska	Brčko District
property registration		Federal Administration for Geodetic and Property Affairs	Republic Authority for Geodetic and Property Affairs	Government of Brčko District, Public Registry Department, Subdivision for cadastral books and Basic Court
company registration		Registration Courts, which are part of the Municipal Courts	Agency for Intermediary, IT, and Financial Services	Brcko District Registration Court
vehicle registration		Ministry of Interior, Local police stations	Ministry of Interior, Local police stations	Ministry of Interior, Local police stations
passport issuance				
ID card issuance				
VAT declaration	Indirect Taxation Authority BiH	FBiH Ministry of Finance	RS Tax Administration	Government of District Brčko, Finance Directorate, Tax Administration
VAT payment				

Ensuring user-oriented service delivery requires mechanisms for systematically collecting and publishing users' feedback. In BIH, this area remains underdeveloped. For sampled services (see Table 5), there are currently no established channels for gathering users' feedback. Moreover, neither basic nor advanced data on user satisfaction is made publicly available, indicating a lack of transparency and limited opportunities for user-driven service improvement. Strengthening feedback mechanisms would help align service delivery with users' needs and expectations, while also fostering greater accountability and trust in public administration. Use of citizens' feedback reflects a commitment to user-centred governance and continuous improvement. However, there is no evidence that feedback from citizens is systematically used to improve administrative services. For sampled services, no reports or documentation exist demonstrating how feedback has informed changes or enhancements in service delivery. Establishing mechanisms to analyse and act upon citizens' feedback would support more adaptive service provision and promote trust between public institutions and users.
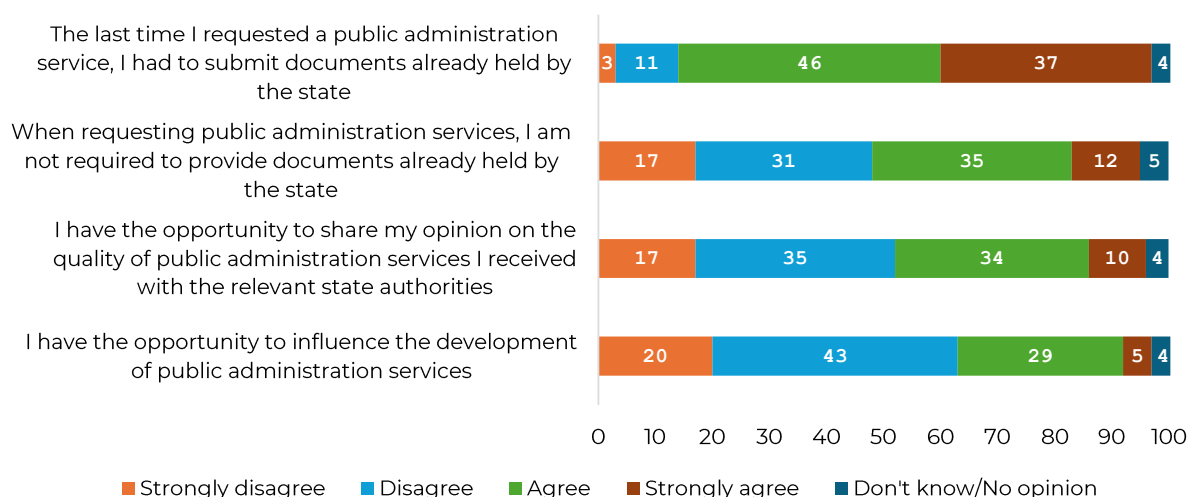
The once-only principle is not implemented in the assessed areas of public service delivery. A review of official websites and e-government portals shows that institutions do not reuse citizens' or businesses' data across different services. In each of these cases, users are required to submit the same documents and personal information repeatedly, as there is no visible evidence of a centralised data exchange system or automated reuse of information. As a result, the absence of the once-only principle leads to duplicated procedures and unnecessary administrative burdens for service users.

Perceptions of citizen centricity among non-state actors are an important indicator of how well public services align with users' needs and expectations. Key non-state informants do not perceive service design and delivery as citizen-centric. All interviewed informants either tended to disagree or fully disagreed with statements regarding the overall citizen orientation of services, the availability of feedback channels, and the use of citizens' feedback to improve services. This consensus points to a disconnect between the formal objectives of service delivery and the experiences or observations of external actors. Improving collaboration with non-state stakeholders and increasing transparency in how user needs inform service design could contribute to building trust and strengthening the citizen-centred approach in practice.

Citizens in BIH generally feel limited in their ability to influence public service design, with around 63% expressing disagreement about having such influence, while only about a third feel empowered. Opinions on opportunities to provide feedback on service quality are similarly divided, with just under half of respondents acknowledging sufficient channels for feedback (44%). Awareness of the once-only principle is mixed, with roughly equal shares of citizens aware (47%) and unaware (47%) of this reform aimed at reducing bureaucratic burdens. Despite this, a

strong majority, over 80%, report negative personal experiences with the practical implementation of the once-only principle, indicating its ineffective contribution to service delivery. These findings point to the need for improved citizen engagement and awareness, alongside continued progress in administrative reforms.
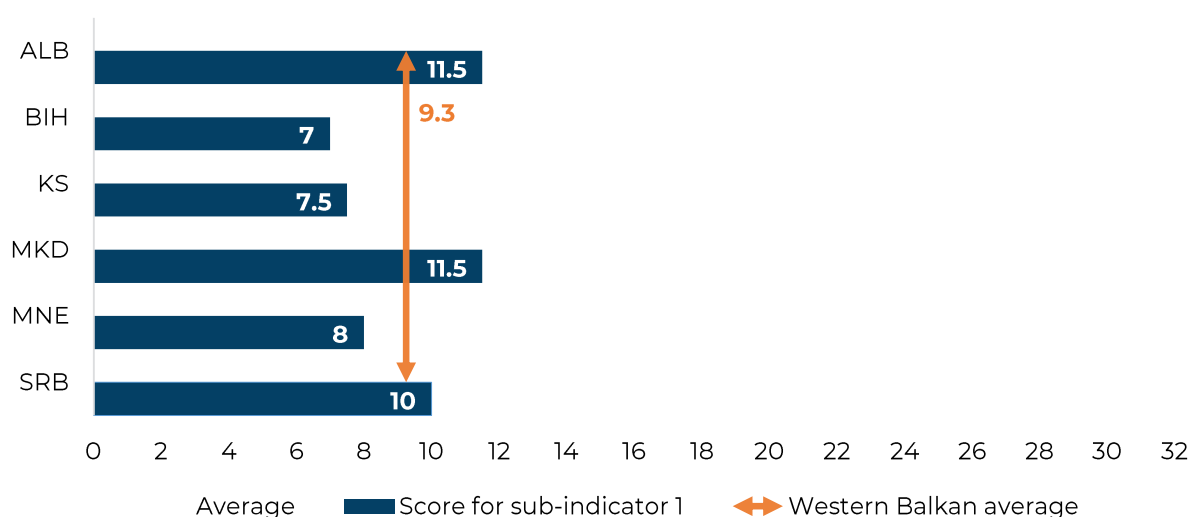
Chart 1: share of citizens' responses per agreement scale (%)

	Strongly disagree	Disagree	Agree	Strongly agree	Don't know/No opinion
The last time I requested a public administration service, I had to submit documents already held by the state	3	11	46	37	4
When requesting public administration services, I am not required to provide documents already held by the state	17	31	35	12	5
I have the opportunity to share my opinion on the quality of public administration services I received with the relevant state authorities	17	35	34	10	4
I have the opportunity to influence the development of public administration services	20	43	29	5	4

■ Strongly disagree ■ Disagree ■ Agree ■ Strongly agree ■ Don't know/No opinion

Note: *All results are rounded to the nearest integer. Due to rounding, percentages may not always appear to add up to 100%. The base for these questions was N = 1020.*

HOW DOES BIH DO IN REGIONAL TERMS?

Sub-indicator 1: Citizen-centric service delivery

	Score for sub-indicator 1
ALB	11.5
BIH	7
KS	7.5
MKD	11.5
MNE	8
SRB	10

Western Balkan average: 9.3

Average ■ Score for sub-indicator 1 ↔ Western Balkan average

II.2 Service accessibility and availability of information on services

> **Principle 19:** Users are at the centre in design and delivery of administrative services.
>
> **Principle 20:** The public administration delivers streamlined and high-quality services.
>
> **Principle 21:** Administrative services are easily accessible online and offline, taking into account different needs, choices and constraints.
>
> **Principle 22:** Digitalisation enables data-driven decisions and effective, efficient and responsive policies, services and processes in the whole of government.

Sub-indicator 2: Service accessibility and availability of information on services [11]

Indicator elements	Element type	Score
E 2.1 The strategic framework envisages enhancement of accessibility of services and availability of service delivery information	Strategy and policy	0.5/0.5
E 2.2 Regulations stipulate service provision through one-stop shops	Legislation	0/1

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11 Through the second sub-indicator, the following SIGMA sub-principles are monitored: The government establishes and co-ordinates a whole-of-government policy to continuously improve design and delivery of public administrative services, based on evolving user needs; The public administration regularly monitors service quality against delivery standards and other metrics, to learn lessons and improve service design and delivery; The public administration ensures that service delivery is streamlined for the maximum convenience of the service users; The public administration organises and offers public services in the form of "life events"; The public administration applies omni-channel service delivery, combining online and (digitally-assisted) offline channels, so users have a seamless user journey with the possibility to interact digitally with any part of administration, if desired; All potential users have physical access to high-quality public services within reasonable distance, through collaboration of involved public administration bodies and co-ordination across and within levels of government; The public administration takes account of the diverse needs of different user groups in delivering services (including with respect to physical and intellectual ability, digital skills and language) and ensures there are no barriers to service access; The public administration ensures that users can easily find their preferred channels and have easy access to information about their rights, obligations, services and the institutions providing them, for example through a service catalogue; In their communication tools (websites, leaflets, forms, etc.) and in the context of administrative decisions, public administration bodies use concise and understandable language that conveys all relevant information in a manner appropriate to the diverse circumstances of service users (minority languages according to the law, visual and hearing impairments, etc.); Public registries are digital by design, and data governance is coherent and systematic, to ensure the trustworthiness and high quality of data and access to it, with active use and sharing of data within the public administration and beyond; and The public administration actively collaborates with relevant stakeholders to enhance the re-use of digital solutions developed with public budget to boost a collaborative ecosystem for the provision and use of digital services economy-wide.

E 2.3 Regulations stipulate that service providers keep key metrics on the use of services	Legislation	0/1.5
E 2.4 Regulations stipulate provision of services in the form of life events	Legislation	0/1
E 2.5 Regulations stipulate mandatory adaptation of service delivery to the needs of vulnerable groups	Legislation	1.5/2
E 2.6 Service providers publish basic procedural information on how to access public services online	Practice in implementation	3/5
E 2.7 Service providers publish citizen-friendly guidance on accessing public services online	Practicein implementation	0/3
E 2.8 Service providers publish information on services they offer as life events	Practice in implementation	0/4
E 2.9 Information on services is available in multiple formats to meet diverse users' needs	Practice in implementation	0/3
E 2.10 Information on public service delivery is available in multiple languages to meet diverse users' needs	Practice in implementation	3/3
E 2.11 Service providers publish information on the prices of their services	Practice in implementation	3/3
E 2.12 Service providers publish information on the rights and obligations of users	Practice in implementation	0/3
E 2.13 Service providers publish precise contact information for service provision	Practice in implementation	3/3
E 2.14 Data on administrative services are available in open formats	Practice in implementation	0/4
E 2.15 Service providers train their staff on how to treat vulnerable groups	Practice in implementation	0/3
E 2.16 Service providers ensure adequate territorial distribution of service delivery	Practice in implementation	3.5/3.5
E 2.17 Key non-state actors consider service delivery as accessible	Outcomes and impact	1/3
E 2.18 Citizens' perception of the accessibility of information necessary for obtaining services	Outcomes and impact	1/2
E 2.19 Citizens' perception of the ease of in-person access to services	Outcomes and impact	1/2
E 2.20 Citizens' perception of the ease of online access to services	Outcomes and impact	1/2
Total score for sub-indicator 2		21.5/52.5

SIGMA[12] finds that accessibility of public services in BIH is generally adequate in person but remains poor online, due to the absence of a central portal, service catalogues, and a structured information system. Regarding accessibility for persons with special needs, only RS has adopted an accessibility plan and established standards for public buildings. Although laws on the use of sign language exist, Braille is not officially recognised. One-stop shops provide only a minimal range of services, primarily related to business registration, and there are no comprehensive platforms or service catalogues in place. In addition, there are no official guidelines for the clarity and presentation of government websites, and accessibility standards for public infrastructure are largely absent outside RS.

The strategic framework demonstrates a clear commitment to improving both the accessibility of public services and the availability of information related to service delivery. It outlines concrete measures such as the digitalisation of public administration, simplification of procedures, and development of interoperable e-government systems. These initiatives aim to reduce the need for in-person interactions and expand online service availability. Responsibilities are assigned, with the PARCO overseeing implementation and relevant ministers tasked with execution. In parallel, the framework envisages improved availability of service-related information through the development of online portals and databases, with a strong emphasis on transparency and citizen communication. Activities include establishing single access points for citizens, optimising procedures, and promoting modern service channels. These coordinated efforts reflect a strategic approach to enhancing user orientation in public service delivery across all administrative levels.

Although strategic documents, such as the PAR Strategy and the E-Government Strategy[13], express strong support for integrated and streamlined service delivery, there is currently no explicit legal obligation to establish physical or digital one-stop shops. The development of such systems is recognised as a desirable direction and a means to improve accessibility and efficiency but remains a strategic objective rather than a regulated requirement. As such, the regulatory framework does not yet formally stipulate service provision through one-stop shops.

The regulatory framework does not explicitly require service providers to collect and maintain key metrics related to service delivery, such as service volume, processing time, or service costs. Although general strategic documents promote the principles of efficiency, transparency, and accountability, these principles are not translated into binding legal obligations concerning the systematic monitoring

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12 SIGMA/OECD, *Public Administration in BIH 2024: Assessment against the Principles of Public Administration*, Available at: https://tinyurl.com/tcwr87n8

13 See: https://tinyurl.com/24eyk9cz

of service performance. As a result, the collection of such data remains largely voluntary and unstandardised across institutions, limiting the potential for data-driven improvements in public service delivery.

Regarding the provision of administrative services in the form of life events, the regulatory framework does not explicitly mandate. While some strategic documents promote user-centric service delivery and implicitly support this approach, the concept of "life events" is neither defined nor required by existing legislation. As such, the delivery of services remains largely structured around institutional competencies rather than the needs and situations of citizens.

The regulatory framework partially stipulates the mandatory adaptation of service delivery to the needs of vulnerable groups. Physical accessibility of service providers' buildings is addressed at the state level through the Law on Prohibition of Discrimination[14]. The law prohibits discrimination on the basis of disability and obliges public and private entities to ensure equal access to services and facilities. Although it does not contain technical specifications for accessibility (e.g. ramps or elevators), it provides a binding legal basis for requiring physical accessibility where lack of access would constitute discriminatory treatment. Additionally, the Law on Administration[15] guarantees the availability of services and documents in all three official languages—Bosnian, Croatian, and Serbian. Free assistance for vulnerable populations is regulated at the entity level, ensuring support services for people with disabilities, the elderly, and economically disadvantaged groups. However, the provision of information in multiple formats, such as Braille, audio, or video, is not explicitly regulated at the state level, which limits the overall inclusiveness of the legal framework.

When it comes to practical aspects of service accessibility measures and availability of service-related information, an analysis of a sample of services showed mixed results. Regarding service descriptions and help-line telephone, most of the sampled service providers do not have these features. But, when it comes to information for online access, information for physical access, and availability of required documentation, specified and fillable forms monitoring showed better results. This indicates that, despite some progress, further efforts are needed to ensure that all procedural information is consistently provided to users in an accessible and user-friendly manner.

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14 See: https://shorturl.at/FuVyF

15 See: https://shorturl.at/rLh0e

Table 6. Availability of core information on obtaining a sample service

	SAMPLE						
	Property registration	Company registration	Vehicle registration	Passport issuance	ID card issuance	VAT declaration	VAT payment
description of the service	✓	✓	✗	✗	✗	✗	✗
information for online access	✓	✓	✓	✗	✗	✓	✓
information for physical access	✓	✓	✓	✓	✓	✓	✓
help-line telephone number	✓	✓	✗	✗	✗	✗	✗
required documentation and fillable forms	✓	✓	✗	✓	✗	✓	✓

In Bosnia and Herzegovina, several service providers demonstrate good practices in publishing comprehensive procedural information for key services online. For property registration, dedicated websites for each administrative unit - Federal Administration for Geodetic and Real Property Affairs (FBiH), Republic Administration for Geodetic and Property Affairs (RS), and Brčko District Cadastre Office - offer clear service descriptions, steps to complete the process both online and in person, working hours, physical addresses, and downloadable forms. While all websites provide contact details, only some explicitly mention a free telephone helpline. Similarly, for company registration, online platforms such as APIF (FBiH), RS Business Registration Portal, and Brčko District Court Portal provide detailed information on procedures, documentation requirements, and access methods. Physical office addresses and working hours are displayed, and downloadable forms are readily available. Contact numbers are listed for all entities, though they do not always specify if assistance is free of charge. These examples indicate a positive trend in enhancing transparency and accessibility of public services by making key procedural information available online, aligned with user needs, and promoting administrative efficiency.

Providing accessible and comprehensive information is essential to ensuring that public services are user-friendly, transparent, and inclusive. In the sample of services analysed, no citizen-friendly guidance is available, and information is not provided in multiple formats to accommodate diverse user needs. Additionally, none of the services communicate users' rights and obligations, which limits citizens' understanding of their entitlements and responsibilities. On the positive side, all sampled services make information available in the official languages of BIH, ensuring basic linguistic accessibility. Price information and precise contact details are also consistently provided, enabling users to understand costs and reach service providers with ease. However, the availability of information in international languages is inconsistent, as two out of seven services do not offer such options, which may hinder accessibility for non-native speakers or international users. These observations suggest a mixed picture: while fundamental accessibility elements such as official language communication, pricing transparency, and contact information are well-established, there remains a substantial gap in providing inclusive, citizen-cantered information.

Table 7. Online availability of essential information on sample services

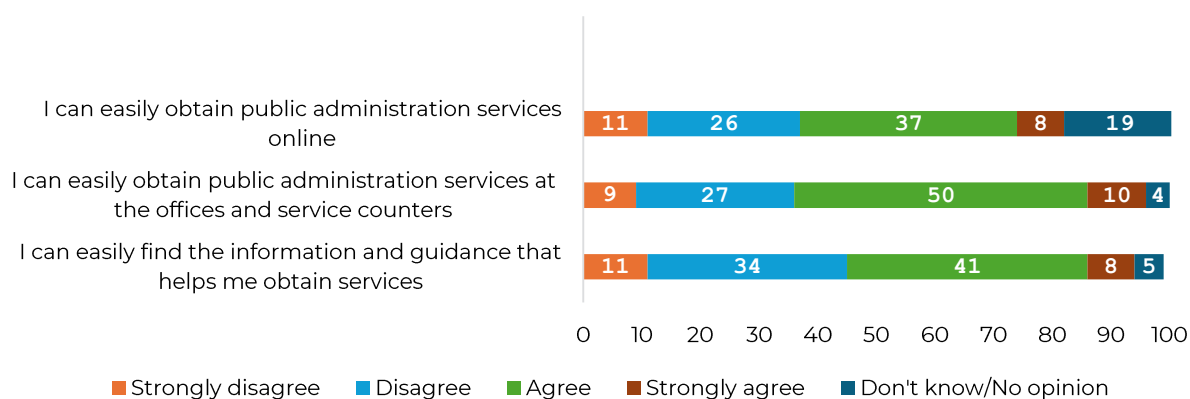|	SAMPLE						
	Property registration	Company registration	Vehicle registration	Passport issuance	ID card issuance	VAT declaration	VAT payment
Citizen friendly guidance	✗	✗	✗	✗	✗	✗	✗
Information in at least 2 formats	✗	✗	✗	✗	✗	✗	✗
Information in the official language	✓	✓	✓	✓	✓	✓	✓
Information in an international language	✗	✓	✗	✓	✓	✓	✓
Price/fees	✓	✓	✓	✓	✓	✓	✓
Information on users' rights and obligations	✗	✗	✗	✗	✗	✗	✗
Contacts	✓	✓	✓	✓	✓	✓	✓

Although BIH has undertaken initiatives to raise awareness and improve skills related to vulnerable groups, there is a significant gap in structured training programs within central state administration services. Specifically, there are no formal or comprehensive training efforts aimed at equipping staff with the knowledge and tools necessary to effectively interact with and support vulnerable populations. This lack of targeted staff training may limit the quality and inclusiveness of service delivery for those who need additional assistance, highlighting an area that requires focused improvement to ensure equitable public services for all citizens.

Finally, in practice, all sample services can be obtained at the municipal level, and for VAT declaration, also electronically. All MoI services are accessible through local police stations, and property registration can be done in local offices, also company registration can be done on local level - in municipal courts. This indicates that the territorial distribution of the sampled services is generally ensured, with most being available at the local level.

Key non-state actors generally agree that the territorial network for accessing administrative services is adequate, indicating satisfactory geographic coverage for service availability. However, all interviewees tend to disagree regarding the accessibility of service provider premises as well as the ease of accessing services online. This suggests significant challenges remain in ensuring physical and digital accessibility, highlighting the need for improvements in infrastructure and user-friendly online platforms to better serve citizens.

Finally, public opinion presents similar findings on how accessible services are. Citizens' views on the accessibility of information needed to obtain public services are mixed. While half (50%) agree or strongly agree that this information is accessible, a significant portion (46%) disagree or strongly disagree, and a small share remains undecided. Similarly, the ease of in-person access to services is viewed more positively, with 60% of citizens agreeing or strongly agreeing that accessing services physically is easy, though over a third still express difficulties. In contrast, perceptions of online access are more divided and less favourable, with 44% agreeing or strongly agreeing that online services are easy to access, while 36% disagree or strongly disagree, and a notably high 19% have no opinion or do not know, reflecting possible uncertainty or unfamiliarity with digital platforms. These results highlight ongoing challenges in both physical and digital service accessibility, emphasizing the need to enhance the clarity, availability, and user-friendliness of public service information and access channels.

Chart 2: share of citizens' responses per agreement scale (%)

	Strongly disagree	Disagree	Agree	Strongly agree	Don't know/No opinion
I can easily obtain public administration services online	11	26	37	8	19
I can easily obtain public administration services at the offices and service counters	9	27	50	10	4
I can easily find the information and guidance that helps me obtain services	11	34	41	8	5

Note: All results are rounded to the nearest integer. Due to rounding, percentages may not always appear to add up to 100%. The base for these questions was N = 1020.

HOW DOES BIH DO IN REGIONAL TERMS?

Sub-indicator 2: Service accessibility and availability of information on services

	Score for sub-indicator 2
ALB	32.5
BIH	21.5
KS	26
MKD	25
MNE	22
SRB	34.5

Western Balkan average: 27
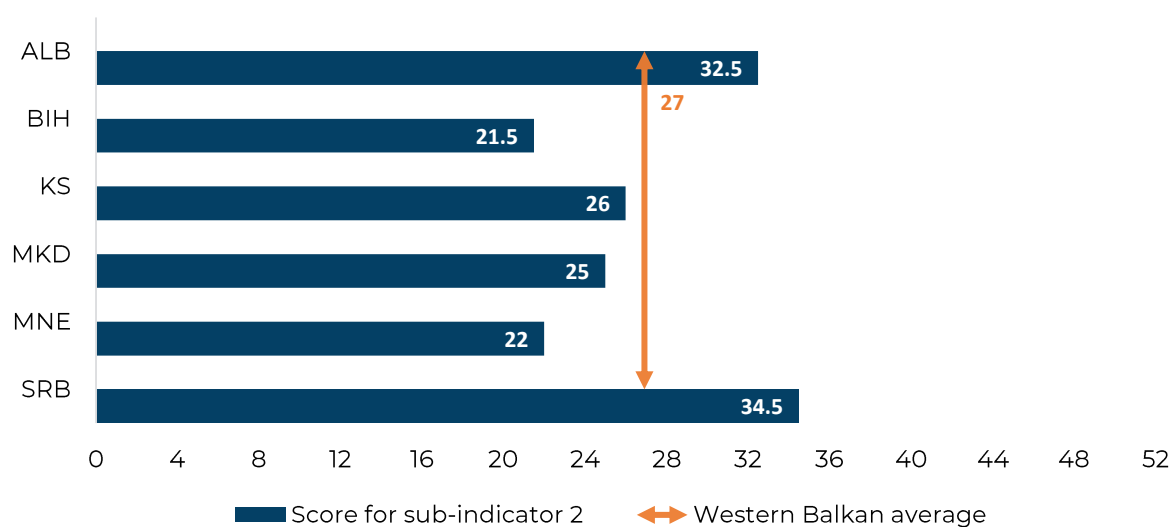
II.3 Digitalisation of service delivery

> **Principle 19:** Users are at the centre in design and delivery of administrative services.
>
> **Principle 22:** Digitalisation enables data-driven decisions and effective, efficient and responsive policies, services and processes in the whole of government.

Sub-indicator 3: Digitalisation of service delivery [16]

Indicator elements	Element type	Score
E 3.1 There is a strategic document in force that envisages digitalisation of services	Strategy and policy	0.5/0.5
E 3.2 Regulations stipulate provision of digital services, digital signature and e-payment in digital service delivery	Legislation	1.5/1.5
E 3.3 Institutional responsibility for steering the digital service delivery at the central administration level is assigned	Institutional set-up	2/2
E 3.4 Online central platform for digital service delivery is established and user-oriented	Practice in implementation	0/4
E 3.5 Digital signature and digital payment are available to all users	Practice in implementation	0/4.5
E 3.6 Key non-state actors consider digital services as easy to use	Outcomes and impact	3/3
Total score for sub-indicator 3		**7/15.5**

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16 Through the third sub-indicator, the following SIGMA sub-principles are monitored: The government establishes and co-ordinates a whole-of-government policy to continuously improve design and delivery of public administrative services, based on evolving user needs; The public administration ensures leadership, co-ordination and capacity for the creation of effective, integrated and digital government strategies and services; and User-friendly digital identity, digital signature and trust services, digital payment and digital delivery solutions are easily available to everyone, legally enacted, technically functional and widely used.

SIGMA[17] highlights that BIH lacks dedicated e-government strategies at any level of government, despite this being a stated objective in the SF PAR 2018–2027 AP. SIGMA notes that only RS had such a strategy (2019–2022), which has not been renewed. Instead, a roadmap developed by PARCO serves as a preparatory document but, it lacks strong institutional ownership and coordination. According to SIGMA, one of the few notable developments is the establishment of the Agency for Information and Communication Technologies (AICT) in RS. Although still in its early stages, it aims to support digital government through data collection and policy development. However, at other levels of government, e-government responsibilities remain fragmented, with weak institutional mandates and limited resources. SIGMA further emphasises that most digital services remain unavailable and that there is still no operational government interoperability platform. Moreover, the absence of central data inventories or any overarching data governance framework. Regarding the legal framework, SIGMA reports that while legislation on electronic signatures exists, it is not fully aligned with the EU eIDAS standards. It also points out that modern e-government concepts—such as comprehensive cloud strategies, open-source policies, enterprise IT architecture, or regulations on algorithmic decision-making—are largely missing across all levels of government.

The digitalisation of service delivery is envisaged within BIH strategic documents. Specifically, the SF PAR highlights the necessity of developing digital government services, while the PAR AP outlines detailed measures, responsibilities, and steps for implementation. Planned activities include identifying priority services for digitalisation, strengthening capacities for conducting administrative procedures in a digital environment, and ensuring a secure framework for providing e-services in line with relevant European standards. Each level of government is tasked with developing its own e-government strategies, complete with action plans and financial projections, alongside establishing the necessary legal prerequisites for digital service delivery. This strategic approach, with clearly assigned responsibilities and defined actions, represents a well-organised and systematic progression towards the digitalisation of services.

Regulations stipulate the provision of digital services, digital signatures, and e-payment systems within the framework of digital service delivery. Legal provisions form a comprehensive regulatory framework that supports and enables the secure and legally binding use of digital technologies in service delivery across BIH.

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17 SIGMA/OECD, *Public Administration in BIH 2024: Assessment against the Principles of Public Administration*, Available at: https://tinyurl.com/tcwr87n8

Table 8. Laws regulating use of digital technologies

provision of digital services	provision of digital signature	provision of e-payment
Law on Electronic Communications and the Law on Public Administration mandate the digitalisation of certain administrative services and establish the legal foundation for electronic communication and service provision.	The Law on Public Administration highlights the necessity of implementing digital solutions for service delivery. Furthermore, the Law on Electronic Signature guarantees that digital signatures are legally recognised and hold the same validity as handwritten signatures, making their use compulsory for various electronic transactions, including public services.	Law on Electronic Commerce and the Law on Financial Operations require the implementation of secure electronic payment systems, ensuring that digital payments for public services comply with safety and security standards.

Institutional responsibility for steering digital service delivery at the central administration level is assigned. The primary authority overseeing the digitalisation of service delivery is the Council of Ministers, which manages the implementation of e-Government initiatives and digital public administration policies. Within this framework, the Sector for Information Technologies and e-Governance of the General Secretariat of the Council of Ministers of BIH is the state-level body responsible for the development, maintenance, and coordination of electronic business services and e-Government platforms. Furthermore, the PARCO plays a crucial role in advancing digital transformation across all levels of government by promoting efficiency and quality improvements through strategic frameworks and action plans. Together, these institutions coordinate their efforts to foster the digital evolution of public service delivery, ensuring a coherent and strategic approach within the central administration.

Despite a strategic and legal framework, at the state level in BIH, there is no unified e-government portal offering centralised digital services. This is largely due to the country's complex political structure, which comprises the Federation of Bosnia and Herzegovina, Republika Srpska, and the Brčko District. As a result, separate e-government portals have been developed for each entity and the district, each tailored to the specific administrative framework of its region. These portals provide a variety of digital services; however, the scope and functionality of these services vary between the entities and the district. Consequently, citizens experience a fragmented digital service landscape, reflecting the country's decentralised governance model.

Out of the seven sampled services, only VAT declaration and VAT payment offer e-payment options on their official websites, while the other services do not support digital payments. This means that services such as property registration, business registration, vehicle registration, passport issuance, and ID card issuance still require traditional payment methods, limiting convenience and digital accessibility for users. Therefore, expanding e-payment options to a wider range of public services would enhance user experience and digital access, and signal a commitment toward meeting the needs of a diverse range of citizens.

Key informants' interviews showed agreement about digital services being easy to use. This consensus suggests that, despite challenges in availability or coverage, the user interfaces and functionality of existing digital services are generally user-friendly and accessible for those who engage with them. Therefore, maintaining and further improving the usability of digital platforms should remain a priority to encourage broader adoption and satisfaction among service users.
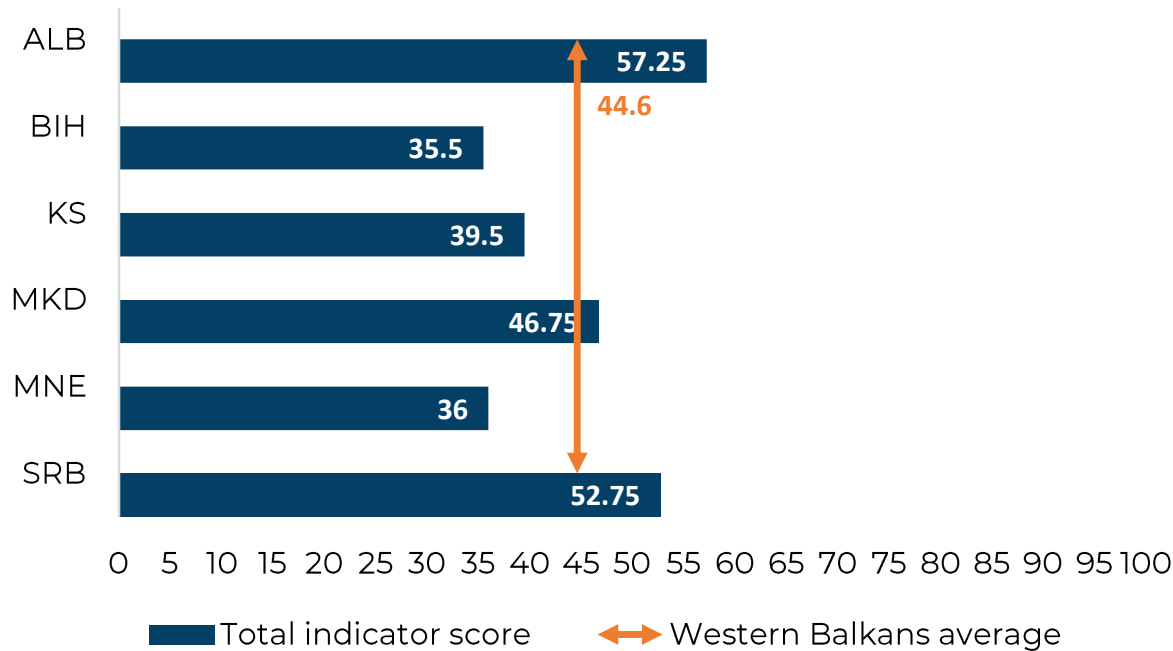
HOW DOES BIH DO IN REGIONAL TERMS?

Sub-indicator 3: Digitalisation of services
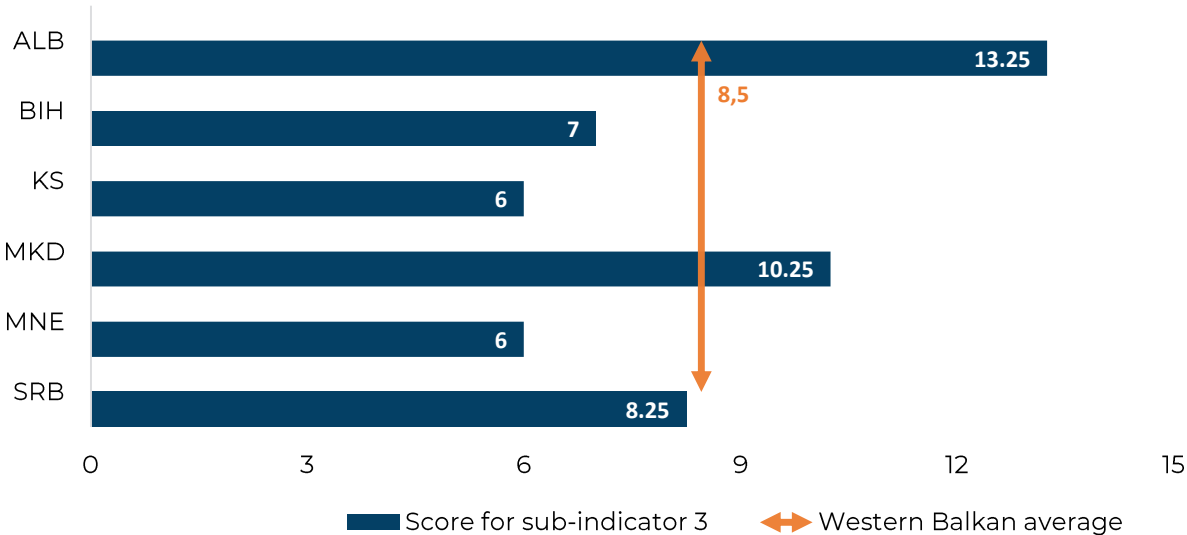
OVERALL SCORES COMPARISON IN THE SERVICE DELIVERY AND DIGITALISATION

Indicator: Transparency and citizen-centricity of service design and delivery

ALB 57.25
BIH 35.5
KS 39.5
MKD 46.75
MNE 36
SRB 52.75

44.6

0 5 10 15 20 25 30 35 40 45 50 55 60 65 70 75 80 85 90 95 100

■ Total indicator score ↔ Western Balkans average

Regional overview report for Service Design and Digitalisation area,
with results for all WB administrations is available at: www.par-monitor.org

II.4   Recommendations for the Service Delivery and Digitalisation

II.4.1   TRACKING RECOMMENDATIONS FROM PAR MONITOR 2021/2022

Recommendations	Type (short term/medium term/long term)[18]	Status	Explanation
It is necessary to adopt a new Law on Electronic Identification and Trust Services. Harmonisation between laws on administrative procedures and their legislative amendments needs to be ensured on all levels of government.	Medium term	Not implemented	Nothing changed from the last monitor cycle.
Further efforts need to be made in order for a countrywide infrastructure for the delivery of personal documents and a central citizenship register (on all levels) to be consolidated into single, digital register (easily accessible to all)	Medium term	Not implemented	Nothing changed from the last monitor cycle.
Business registration procedures need to be simplified and harmonized at all levels of government in order to create a core business friendly environment nationwide.	Medium term	Not implemented	Nothing changed from the last monitor cycle.
More effort needs to be placed towards the creation and enabling of one-stop-shop systems to cut the administrative backlog and assist the citizens and enterpreneurs.* Monitoring of the service delivery performance needs to be more widespread, allowing for a more concrete citizen, CSO, business and other inputs. This would enable the creation of a better quality services and a more responsible and accountable administration. A systematic monitoring of service delivery performance or user satisfaction needs to be carried out at all levels of Government.	Medium term	Not implemented	Nothing changed from the last monitor cycle.

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18 Recommendations for which the time needed for implementation is deemed to be up to one year are labeled as short term. Medium-term recommendations are those which can be implemented in a period from one year up to three years. Long-term require more than three years to be implemented.

Information regarding service delivery needs to be displayed and available in a citizen-friendly format. Data displayed on government websites need to be up to date and provide all the necessary information, thus enabling avoidance of administrative mistakes and backlogs.*	Short term	Not implemented	Nothing changed from the last monitor cycle.
Quality management needs to be fully implemented on all levels.	Medium term	Not implemented	Nothing changed from the last monitor cycle.
There is no digital signature available to citizens or businesses. Although some progress has been made in this field, this matter remains to be highly politicized, and there needs to be a unified and strong political will in order to conclude this matter. A countrywide authority is yet to be established to issue qualified digital signature certificates.	Short term	Implemented	Digital signature in Bosnia and Herzegovina has been implemented through the IDDEEA, which issues qualified electronic certificates embedded in new ID cards. Since June 2024, citizens can use these certificates for secure digital identification and signing, both in person and remotely via the IDDEEA portal and mobile app. The system is aligned with EU eIDAS standards, enabling broader use in public and private sectors, though full digital integration and accessibility are still ongoing.
Accessibility of services needs to be improved. Although accessibility to services varies in different parts of the territory of BiH, there is a lack of consistency countrywide. Particularly with regard to vulnerable groups. Improvement of such conditions will require changes in service delivery system as well as education and training of service providers in order for them to cater to the needs of the citizens, particularly the vulnerable groups.	Short term	Not implemented	Nothing changed from the last monitor cycle.

As part of the accessibility measures, civil servants in charge for delivery of in-person administrative service should undergo mandatory training courses for communication with and assistance to people with disabilities and other vulnerable groups. Such training schemes should be considered a part of the obligatory professional development programme and it should cover all service delivery institutions in all municipalities and cities in BiH.	Short term	Not implemented	Nothing changed from the last monitor cycle.

II.4.2   RECOMMENDATIONS FROM THE 2024/2025 MONITOR REPORT

1. It is necessary to adopt a new Law on Electronic Identification and Trust Services. Harmonisation between laws on administrative procedures and their legislative amendments needs to be ensured on all levels of government.*

2. Further efforts need to be made in order for a countrywide infrastructure for the delivery of personal documents and a central citizenship register (on all levels) to be consolidated into a single, digital register (easily accessible to all).*

3. Business registration procedures need to be simplified and harmonized at all levels of government in order to create a core business-friendly environment nationwide.*

4. More effort needs to be placed towards the creation and enabling of one-stop-shop systems in order to cut the administrative backlog and assist the citizens and entrepreneurs.*

5. Monitoring of the service delivery performance needs to be more widespread, allowing for more concrete citizen, CSO, business and other inputs. This would enable the creation of better-quality services and a more responsible and accountable administration. A systematic monitoring of service delivery performance or user satisfaction needs to be carried out at all levels of government.*

6. Information regarding service delivery needs to be displayed and available in a citizen-friendly format. Data displayed on government websites need to be up to date and provide all the necessary information, thus enabling avoidance of administrative mistakes and backlogs.*

7. Quality management needs to be fully implemented on all levels.*

8. Digital signature in Bosnia and Herzegovina has been implemented through the IDDEEA, but efforts must now focus on ensuring countrywide interoperability, full integration into public and private services, and proactive awareness campaigns for citizens and businesses.

9. Accessibility of services needs to be improved, especially for vulnerable groups. Legal obligations regarding physical, digital, and linguistic accessibility must be harmonised and implemented across the entire territory of BiH.*

10. As part of accessibility measures, civil servants in charge of in-person administrative service delivery should undergo mandatory training courses for communication with and assistance to people with disabilities and other vulnerable groups. This should become a mandatory part of their professional development programmes.*

11. Service providers should be legally required to collect and publish user feedback and metrics on service use, including satisfaction data, and to use this feedback systematically to improve services.

12. A central, user-friendly e-government portal should be established at the state level to provide streamlined access to services across entities, ensuring equal availability and quality regardless of residence.

*Recommendations from the previous cycle (repeated and modified)

METHODOLOGY APPENDIX

For producing this report for BIH, the following research methods and tools were used for data collection and calculation of elements:

- Analysis of official documentation, data, and official websites
- Requests for free access to information
- Interviews with stakeholders and key informants
- Public perception survey.

Monitoring heavily relied on the analysis of official documents publicly available on the websites of administration bodies and on the data and information contained therein. However, in cases where the data was not available, researchers sent requests for free access to information to relevant institutions in order to obtain information necessary for awarding points for the elements.

FOI requests sent in BIH

FOI requests were not sent for this area due to the specific context and complexity of the administrative structure in BIH. All relevant data for the assessment were already publicly accessible through official websites and strategic documents, and submitting additional FOI requests would have merely confirmed information that had already been reliably sourced. Furthermore, given the fragmentation of responsibilities across multiple levels of government—state, entity, Brčko District, and the ten cantons within the Federation—FOI requests would have had to be submitted to many institutions. This would not only have significantly extended the research process, but also introduced unnecessary complications, particularly considering the overlapping and interdependent nature of service delivery across these administrative levels, as evidenced throughout the report.

Interviews with key informants were conducted and used as a base for point allocation for elements 1.10, and 2.17 and 3.6. Additionally, they were used to collect qualitative, focused, and in-depth inputs on monitored phenomena. Interviews with other stakeholders (such as representatives of public administration bodies) were additionally used in the research to complement and verify otherwise collected data and findings. Selection of interviewees was based on purposive, non-probability sampling, targeting interlocutors based on their expertise on the topic.

Key informant interviews were comprised of a set of up to four questions where the participants expressed their agreement on a four-point scale: fully disagree, tend to disagree, tend to agree and fully agree. Points under elements 1.10,

2.17 and 3.6 were allocated if all key informants stated that they tend to agree/ fully agree with the statement. Additionally, a set of open-ended questions was used, allowing for a discussion with interviewees and on-the-spot sub-questions rather than strictly following a predetermined format. Interviewees were given full anonymity in terms of personal information and institutional/ organisational affiliation.

Table 9. Interviews conducted in BIH

Date	Interviewees
04.03.2025.	Key informant 1, non-state actor Key informant 2, non-state actor Key informant 3, non-state actor

List of interview questions

- **Element 1.10**

1. To what extent do you agree with the following statement: **Service design and service delivery are citizen centric.**

    a) fully disagree

    b) tend to disagree

    c) tend to agree

    d) fully agree

2. To what extent do you agree with the following statement: **Channels for citizen feedback are available.**

    a) fully disagree

    b) tend to disagree

    c) tend to agree

    d) fully agree

3. To what extent do you agree with the following statement: **Citizens' feedback is used to improve service delivery.**

    a) fully disagree

    b) tend to disagree

    c) tend to agree

    d) fully agree

Additional guiding questions (not used for point allocation, but relevant for providing qualitative insight necessary for the assessment):

1. What are the main barriers to achieving citizen-centric service design and delivery in your experience?

2. Can you share examples of good practices in citizen-centric service delivery?

3. What feedback channels do you perceive most effective for citizens to communicate their needs and experiences?

4. Are these feedback mechanisms widely accessible to all population groups (e.g., vulnerable or marginalized groups)?

5. How do you think citizen feedback is processed and acted upon by service providers?

6. Can you provide examples where citizen feedback led to visible improvements in service delivery?

7. In your opinion, what systemic changes are needed to strengthen the citizen-centric approach in service design and delivery?

8. How can non-state actors contribute to ensuring that citizen feedback is integrated into service improvement processes?

- **Element 2.17**

1. To what extent do you agree with the following statement: **The territorial network for accessing administrative services by all citizens is adequate.**

   a) fully disagree

   b) tend to disagree

   c) tend to agree

   d) fully agree

2. To what extent do you agree with the following statement: **The premises of service provides are physically accessible by all citizens.**

   a) fully disagree

   b) tend to disagree

   c) tend to agree

   d) fully agree

3. To what extent do you agree with the following statement: **Services offered online are easily accessible by all citizens.**

   a) fully disagree

   b) tend to disagree

   c) tend to agree

   d) fully agree

Additional guiding questions (not used for point allocation, but relevant for providing qualitative insight necessary for the assessment):

1. What challenges exist in ensuring an adequate territorial network for administrative service access?

2. Are there areas or groups particularly underserved by the current network?

3. Are there specific barriers to physical access in service provider premises (e.g., infrastructure, location)?

4. Can you identify good practices in improving physical accessibility?

5. What are the primary barriers citizens face when accessing online services?

6. How can service providers improve the accessibility and usability of online platforms?

7. In your opinion, what systemic improvements are needed to ensure that all citizens have equitable access to administrative services?

8. How can civil society and other non-state actors support better accessibility?

- **Element 3.6**

1. To what extent do you agree with the following statement: **Digital services are easy to use by all citizens.**

   a) fully disagree

   b) tend to disagree

   c) tend to agree

   d) fully agree

Additional guiding questions (not used for point allocation, but relevant for providing qualitative insight necessary for the assessment):

1. What are the most significant challenges citizens face when using digital services?

2. Are there specific population groups (e.g., older adults, rural residents, individuals with disabilities) for whom digital services are less accessible?

3. What features or support mechanisms could make digital services more user-friendly for all citizens?

4. Can you provide examples of good practices or successful digital service implementations?

5. How (can) service providers ensure that digital services are accessible to citizens without reliable internet or digital literacy skills?

The public perception survey is based on a questionnaire targeting the general public (18+ permanent residents) of BIH. The survey was conducted through computer-assisted telephone interviewing (CATI) in combination with computer-assisted web interviewing (CAWI).

The survey was conducted between 16-26 February 2025. The margin of error for the sample of 1020 citizens is ±3,50%, at the 95% confidence level.

Table 10: public perception survey questions in the area of Service Delivery and Digitalisation[19]

Statement 8					
In the past two years, have you interacted with the administration in BIH to receive any public administration services? (such as renewal of personal ID documents, applying for unemployment benefits or any other social financial support, registering marriage or the birth of a child, registering a new business, vehicles etc.) a. Yes b. No					

Statement 9	Strongly disagree	Disagree	Agree	Strongly agree	*Don't know/No opinion*
I have the opportunity to influence the development of public administration services (such as issuing personal documents, vehicle registration, paying taxes, etc.).	1	2	3	4	*99*

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19 The following statements from this section were not used to allocate points within the methodology for the Service Delivery and Digitalisation area: statement 8, statement 10, statement 15, statement 16 and statement 19.

Statement 10	Strongly disagree	Disagree	Agree	Strongly agree	*Don't know/No opinion*
Public administration should use citizens' experience to improve public administration services.	1	2	3	4	*99*

Statement 11	Strongly disagree	Disagree	Agree	Strongly agree	*Don't know/No opinion*
I have the opportunity to share my opinion on the quality of public administration services I received with the relevant state authorities.	1	2	3	4	*99*

Statement 12	Strongly disagree	Disagree	Agree	Strongly agree	*Don't know/No opinion*
I can easily find the information and guidance that helps me obtain public administration services.	1	2	3	4	*99*

Statement 13	Strongly disagree	Disagree	Agree	Strongly agree	*Don't know/No opinion*
I can easily obtain public administration services at the offices and service counters of the relevant authorities.	1	2	3	4	*99*

Statement 14	Strongly disagree	Disagree	Agree	Strongly agree	*Don't know/No opinion*
I can easily obtain public administration services online (e.g., via the eGovernment Portal, the portal of the Tax authority, etc.).	1	2	3	4	*99*

Statement 15

How do you prefer accessing public administration services?

a. Access to services online
b. Access to services at the offices and service counters of relevant authorities
c. I have no preference.

Statement 16

Thinking about the past two years how often have you used e-services of the public administration?

a. Never
b. Rarely
c. Sometimes
d. Often

Statement 17	Strongly disagree	Disagree	Agree	Strongly agree	*Don't know/No opinion*
When requesting public administration services, I am not required to provide documents already held by the state (such as birth, citizenship, unemployment certificates, etc.).	1	2	3	4	*99*

Statement 18	Strongly disagree	Disagree	Agree	Strongly agree	*Don't know/No opinion*
The last time I requested a public administration service, I had to submit documents already held by the state (such as birth, citizenship, unemployment certificates, etc.).	1	2	3	4	*99*

Statement 19	Strongly disagree	Disagree	Agree	Strongly agree	*Don't know/No opinion*
In the past two years, citizens or civil society have been involved in the monitoring of public administration services.	1	2	3	4	*99*

LIST OF REFERENCED SOURCES IN THIS REPORT

Legal acts, by-laws and public policy documents

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