



## PAR Monitor Report Bosnia and Herzegovina

# PUBLIC SERVICE AND HUMAN RESOURCE MANAGEMENT

2024/2025



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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](http://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

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), and the Public Administration Reform in BiH Coordinator's Office (PARCO), as a project associate.

## EXECUTIVE SUMMARY

The assessment of public service and human resource management in Bosnia and Herzegovina reveals a system that is largely formally regulated, but weak in transparency, consistency, and merit-based practice across key HRM functions. While strategic and legal frameworks exist in most assessed areas, their practical implementation is uneven, and publicly available information is often fragmented, limited, or inaccessible.

Transparency of basic civil service information remains low. Although some data are published through the Civil Service Agency, reporting is partial, insufficiently disaggregated, and not systematically required by either the strategic or legal framework. This limits meaningful public oversight and evidence-based policy-making.

Temporary hiring within the civil service is regulated through fixed-term employment under the Civil Service Law and is generally used infrequently and for exceptional purposes. However, procedures for temporary hiring are not publicly transparent, and no consolidated data are published on the scope or use of fixed-term contracts, limiting external scrutiny.

The recruitment process is formally governed by principles of openness, transparency, and merit, and vacancy announcements are publicly available through multiple channels. In practice, recruitment procedures impose a high administrative burden on candidates, lack user-friendly presentation, and do not allow for subsequent submission of documentation. Recruitment outcomes are not fully published, selection committee deliberations are not recorded, and both key informants and public perception data indicate low confidence in merit-based and transparent recruitment.

Merit-based selection and protection of top managers from undue political influence represent one of the weakest areas. The legal framework does not provide specific safeguards for managerial positions, acting appointments may be made outside the civil service and competitive procedures, and no dedicated mechanisms exist to protect senior managers from political interference. Data on managerial appointments and protection are not systematically collected, and key informants consistently perceive top management positions as highly politicised.

Civil service remuneration is regulated through a clear legal framework defining salary grades, allowances, and performance-related awards. Nevertheless, transparency of remuneration information is limited in practice, as no

consolidated or publicly accessible salary data are available beyond information disclosed in individual vacancy announcements, despite generally positive perceptions among key informants regarding the clarity of remuneration rules.

Overall, Bosnia and Herzegovina's PSHRM framework demonstrates formal compliance with basic regulatory standards, but substantial gaps in transparency, data availability, and merit-based practice, particularly in recruitment, managerial appointments, and public reporting. Addressing these gaps would require not only legal adjustments, but also systematic publication of data, stronger safeguards against politicisation, and improved accessibility of HRM information.

## LIST OF ABBREVIATIONS AND ACRONYMS

AP	Action Plan
BiH	Bosnia and Herzegovina
CSA	Civil Service Agency (of Bosnia and Herzegovina)
CSO	Civil Society Organisation(s)
CoM	Council of Ministers (of Bosnia and Herzegovina)
EU	European Union
FOI	Freedom of Information
HRM	Human Resource Management
KI	Key Informant
MoJ	Ministry of Justice (of Bosnia and Herzegovina)
PAR	Public Administration Reform
PAR AP	Public Administration Reform Action Plan
PARCO	Public Administration Reform Coordinator's Office (Bosnia and Herzegovina)
PSHRM	Public Service and Human Resource Management
ReSPA	Regional School of Public Administration
RS	Republika Srpska
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

In line with WeBER's focus on the region's EU accession process, once the SIGMA *Principles of Public Administration* were revised in 2023, the WeBER PAR Monitor methodology was also redesigned in 2024, building on the Principles,<sup>1</sup> and on SIGMA Methodology,<sup>2</sup> and complementing the monitoring by SIGMA by providing additional observations focused on transparency, inclusiveness, openness or other aspects of state administrations' work depending on PAR area in question. This revision helps maintain 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.<sup>3</sup>

<sup>1</sup> OECD (2023), *The Principles of Public Administration*, OECD Publishing, Paris, <https://doi.org/10.1787/7f5ec453-en>.

<sup>2</sup> Available at: <https://www.sigmapublicadministration.org/en/publications/documents/2024/assessment-methodology-of-the-principles-of-public-administration.html>.

<sup>3</sup> 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

In order to align with the new SIGMA methodological approach, the following structural changes are introduced:

- Introduction of single indicator per PAR area, divided into sub-indicators, further consisting of several sub-indicator elements (i.e. specific criteria assessed), in order to streamline the approach and emphasise the focus on transparency, inclusiveness and openness in each PAR area.
- Introduction of types of sub-indicator elements, ensuring that all following aspects of reform are covered:
  - 1) Strategy and Policy,
  - 2) Legislation,
  - 3) Institutional Setup,
  - 4) Practice in Implementation, and
  - 5) Outcomes and Impact.
- Introduction of a 100-point scale, 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.
- More systematic use of public perception survey results as a data source for “Outcomes and Impact” elements and expanding the scope of the survey to complement the assessment in five PAR areas – all except “Strategy for PAR”.
- Removal of the 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).

## 1.2 Why and how WeBER monitors the “Public Service and Human Resource Management” area

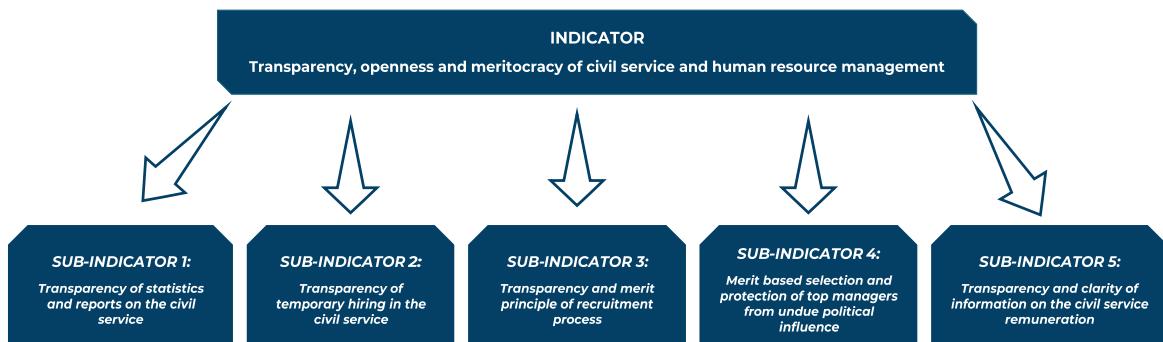
A professional, transparent, and merit-based civil service is a cornerstone of public administration that works in the public interest. These principles are essential for safeguarding professionalism, integrity, and public trust in institutions. WeBER’s monitoring focuses on how these principles are applied in practice, beyond what is formally guaranteed in laws and strategies: from the accessibility and inclusiveness of vacancy announcements to the transparency of recruitment outcomes and the public availability of data on key aspects of the civil service. These issues directly affect the quality, responsiveness, and trustworthiness of public institutions. When recruitment is politicised, rules are unclear, or data is withheld, citizens are left with an administration that serves political interests rather than public needs. The monitoring of this area supports evidence-based advocacy for a more competent, accountable, and depoliticised civil service - one that citizens can trust to serve the public interest.

Monitoring in **the Public Service and Human Resource Management area** is based on four SIGMA Principles in this area:



- Principle 8:** The employment framework balances stability and flexibility, ensures accountability of public servants and protects them against undue influence and wrongful dismissal
- Principle 9:** Public administration attracts and recruits competent people based on merit and equal opportunities
- Principle 10:** Effective leadership is fostered through competence, stability, professional autonomy and responsiveness of accountable top managers
- Principle 11:** Public servants are motivated, fairly and competitively paid and have good working conditions

These Principles are assessed from the perspective of availability of all relevant information on different key areas of the civil service, while also examining the extent to which merit-based recruitment is present within the system, including the procedure for temporary hiring, and merit-based appointment of top managers. A focus on transparency and openness seeks to determine the extent to which relevant authorities publish information which helps interested public gain insight into crucial aspects of the system and the extent to which civil service is open to external candidates when recruiting new employees.



The monitoring period for the Public Service and Human Resource Management 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 due to methodological changes.

The **first sub-indicator** focuses on the existence of statistics and reports that cover important data and key policy areas of the civil service system (such as recruitment, career development, and such). Monitoring of strategy and policy, legislation and practice aspects is performed by combining qualitative analysis of strategic documents, regulations and publicly available official data. For the assessment of outcomes and impact, researchers conduct three key informants' interviews with non-state actors who possess significant expertise in the area and/or experience participating in the analysed processes.

**Table 2: Indicator elements under sub-indicator 1**

Indicator element: number and title	Type
E 1.1 Strategic framework envisages improvements in transparency of basic information on civil service	Strategy and policy
E 1.2 Regulations stipulate that data on civil service and employees in the central state administration are publicly available	Legislation
E 1.3 The Government regularly publishes reports pertaining to the civil service	Practice in implementation
E 1.4 Published reports include data on employees other than civil servants in the central state administration	Practice in implementation
E 1.5 Published reports segregate data based on gender, age, and education	Practice in implementation

E 1.6 Civil service data is available in open format(s)	Practice in implementation
E 1.7 The government comprehensively reports on the key elements of civil service policy and HRM	Practice in implementation
E 1.8 Key non-state actors consider reports on civil service policy as transparent and comprehensive	Outcomes and impact

The **second sub-indicator** assesses openness and transparency of temporary hiring in the civil service, while also looking into the application of the merit principle and the limitations to the use of temporary hiring.

Monitoring of this sub-indicator is based on the review of regulations and websites of relevant institutions, as well as official documents and data obtained through FOI requests. The assessment of the practice-type elements is conducted on a sample of most recently completed competitions for hiring temporary staff in five different central state administration bodies, i.e. 5 competition procedures for hiring fixed-term civil servants (one per body) and 5 competition procedures for hiring contracted staff (one per body), resulting in 10 procedures observed in total. For the assessment of outcomes and impact, as in the first sub-indicator, researchers conduct interviews with key informants.

**Table 3: Indicator elements under sub-indicator 2**

Indicator element: number and title	Type
E 2.1 Regulations stipulate conditions and limitations for hiring temporary staff	Legislation
E 2.2 Regulations stipulate openness and application of merit-principle when hiring temporary staff	Legislation
E 2.3 Procedure for hiring temporary staff is open and transparent	Practice in implementation
E 2.4 Temporary hirings are limited in practice	Practice in implementation
E 2.5 Key non-state actors consider the use of temporary hiring as transparent, limited and purposeful	Outcomes and impact

The **third sub-indicator** examines the transparency of the recruitment process and the application of the merit-principle. Specifically, the assessment focuses on the accessibility of vacancy announcements, the inclusiveness and fairness of procedures for external candidates, the level of institutional support to applicants

and of any administrative burden, as well as the availability of information on selection outcomes, including the annulment of procedures.

Monitoring of strategy and policy, legislation and practice aspects is performed by combining various data sources to maximise reliability of results. It includes qualitative analysis of strategic documents, legal acts and official data that is publicly available or obtained from responsible institutions using FOI requests. The analysis of Practice type elements under this sub-indicator is conducted on the same five ministries/central state administration bodies sampled under sub-indicator 2. For the outcomes and impact assessment, researchers conduct three key informants' interviews. Unlike the first two sub-indicators, researchers also use public perception survey results to assess outcomes and impact within this sub-indicator. The public perception survey was conducted specifically for the purposes of the 2024/2025 PAR Monitor cycle.

**Table 4: Indicator elements under the sub-indicator 3**

Indicator element: number and title	Type
E 3.1 Strategic framework envisages improvements of openness, transparency and merit principle of the recruitment process	Strategy and policy
E 3.2 Regulations stipulate openness, transparency, and merit principle of the recruitment process	Legislation
E 3.3 Vacancy announcements for public competitions are made broadly publicly available	Practice in implementation
E 3.4 Vacancy announcements for public competitions are presented in a way to motivate and attract external candidates	Practice in implementation
E 3.5 Responsible institution provides support and guidance to applicants	Practice in implementation
E 3.6 There are no unreasonable barriers for external candidates which make public competitions more easily accessible to internal candidates	Practice in implementation
E 3.7 The application procedure imposes minimum administrative/paperwork burden on candidates	Practice in implementation
E 3.8 Candidates can supplement missing documentation within a reasonable timeframe	Practice in implementation
E 3.9 Decisions and reasoning of the selection panels are made publicly available, with due respect to the protection of personal information	Practice in implementation

E 3.10 Information about annulled public competitions, including reasoning for the annulment, is made publicly available	Practice in implementation
E 3.11 Key informants consider recruitment into civil service as transparent and merit-based	Outcomes and impact
E 3.12 Citizens' perception of merit-based civil service recruitment	Outcomes and impact
E 3.13 Citizens' perception of the influence of personal connections in civil service recruitment	Outcomes and impact
E 3.14 Citizens' perception of the influence of political connections in civil service recruitment	Outcomes and impact

The **fourth sub-indicator** focuses on the merit-based selection of top managers and the existence of mechanisms for their protection from undue political influence. Specifically, WeBER examines if the recruitment and appointment practices for civil service top management are based on merit, by looking into the limitations on acting appointments, use of objective dismissal criteria, and the extent to which appointments are protected from political influence in practice.

Monitoring relies on the review of strategy and policy, legislation, institutional websites and official documents, supplemented by data obtained through FOI requests sent to the responsible institutions. The analysis of Practice type elements under this sub-indicator is conducted on the same five ministries/ central state administration bodies sampled under sub-indicator 2. For the assessment of outcomes and impact, researchers conduct key informants' interviews, while public perception survey data is not used.

**Table 5: Indicator elements under the sub-indicator 4**

Indicator element: number and title	Type
E 4.1 Strategic framework envisages strengthening of professionalism of the civil service top management	Strategy and policy
E 4.2 Regulations stipulate competitive, merit-based procedures for the recruitment of civil service top management	Legislation
E 4.3 Regulations stipulate that acting appointments to top management positions are only made from within the civil service, for a limited period	Legislation
E 4.4 Regulations stipulate objective criteria for the termination of hiring of top management positions	Legislation

E 4.5 Existence of procedures on appointments to top management positions outside of the scope of the civil service legislation	Legislation
E 4.6 The merit-based recruitment for top management positions is applied in practice	Practice in implementation
E 4.7 Acting appointments are, in practice, only made from within the civil service	Practice in implementation
E 4.8 Ratio of eligible candidates per top managerial-level vacancy	Practice in implementation
E4.9 Share of non-merit-based appointments to top management positions	Practice in implementation
E4.10 Key non-state actors consider that the selection and appointment process of top managers is merit-based and that they are protected from undue political influence	Outcomes and impact

Finally, the **fifth sub-indicator** examines the transparency and clarity of the civil service remuneration system, primarily focusing on the availability of information on salaries and its citizen-friendliness.

Monitoring of this sub-indicator is based on the review of regulations and websites of relevant institutions. For the assessment of outcomes and impact, researchers conduct key informants' interviews.

**Table 6: Indicator elements under the sub-indicator 5**

Indicator element: number and title	Type
E 5.1 Regulations define a simply structured remuneration system	Legislation
E 5.2 Information on civil service remuneration system is available online	Practice in implementation
E 5.3 Citizen friendly explanations or presentations of the remuneration information exist	Practice in implementation
E 5.4 Key informants consider information on the civil service remuneration system as transparent and clear	Outcomes and impact

## II. TRANSPARENCY, OPENNESS AND MERITOCRACY OF CIVIL SERVICE AND HUMAN RESOURCE MANAGEMENT

This section presents the assessment results for Bosnia and Herzegovina. Each sub-section presents the results for one sub-indicator (five in total), beginning with a brief overview of developments since the PAR Monitor 2021/2022. This is followed by a detailed assessment of the sub-indicator elements, starting with the policy, legislation and institutional framework, then moving to the practice in implementation, and ending with outcomes and impact. Each sub-indicator assessment concludes with the graph showing the awarded points.

The graph below displays the overall results for the Public Service and Human Resource Management area in Bosnia and Herzegovina, measured on a scale from 0 to 100 points.

Transparency, openness and meritocracy of civil service and human resource management (score 0-100)



## II.1 Transparency of statistics and reports on civil service

**Principle 8: The employment framework balances stability and flexibility, ensures accountability of public servants and protects them against undue influence and wrongful dismissal**

**Awarded points per elements in sub-indicator 1:  
Transparency of statistics and reports on civil service<sup>4</sup>**

Indicator elements	Element type	Score
E 1.1 Strategic framework envisages improvements in transparency of basic information on civil service	Strategy and policy	0/0.5
E 1.2 Regulations stipulate that data on civil service and employees in the central state administration are publicly available	Legislation	0/1
E 1.3 The Government regularly publishes reports pertaining to the civil service	Practice in implementation	1/3
E 1.4 Published reports include data on employees other than civil servants in the central state administration	Practice in implementation	0/3
E 1.5 Published reports segregate data based on gender, age, and education	Practice in implementation	0/3
E 1.6 Civil service data is available in open format(s)	Practice in implementation	1.5/3
E 1.7 The government comprehensively reports on the key elements of civil service policy and HRM	Practice in implementation	2/3.5
E 1.8 Key non-state actors consider reports on civil service policy as transparent and comprehensive	Outcomes and impact	1.25/2.5
<b>Total score for sub-indicator 1</b>		<b>5.75/19.5</b>

<sup>4</sup> The first sub-indicator focuses on the following SIGMA sub-principles: The government has a clear policy on public service, and the political-level responsibility for the area is established; A central body, sufficiently empowered, effectively leads and co-ordinates the human resource management (HRM) system for the public service, provides support to public administration bodies, and monitors implementation; Public administration bodies have sufficient capacities for professional HRM; An effective information system supports HRM processes and provides data allowing for evidence based public service policy.

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*Overall, transparency of basic civil service information in Bosnia and Herzegovina is limited. While some data are publicly available through the Civil Service Agency, reporting is partial, insufficiently disaggregated, and not systematically required by the strategic or legal framework, which limits the usefulness of published information for comprehensive oversight and policy-making.*

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The researchers reviewed the strategic, legal, and institutional framework governing civil service and human resource management in Bosnia and Herzegovina to determine whether improvements in the transparency and public availability of basic information on the civil service are envisaged. The review focused on identifying provisions related to the publication of civil service data, the existence of regular reporting practices, the scope and format of available information, and perceptions of transparency and comprehensiveness among non-state stakeholders.

At the strategic level, the researchers examined the Public Administration Reform (PAR) strategic documents and action planning framework referenced in the calculation sheet. While these documents recognise the importance of improving human resource management within the civil service, they do not contain concrete objectives, measures, or activities explicitly aimed at enhancing the public transparency or accessibility of basic civil service information. As such, transparency of civil service data is not operationalised through specific commitments or measurable actions within the strategic framework.

The legal framework regulating civil service employment at the state level was also reviewed to determine whether it establishes an obligation to publish data on civil servants and other employees in central state administration. The Law on Civil Service in the Institutions of Bosnia and Herzegovina<sup>5</sup> regulates the status, recruitment, and rights of civil servants but does not prescribe a clear obligation to publish consolidated data or regular reports on the structure or size of the civil service. Consequently, public availability of such data is not grounded in a formal legal requirement.

In terms of reporting practices, the researchers assessed whether the government regularly publishes reports pertaining to the civil service. The Civil Service Agency of Bosnia and Herzegovina<sup>6</sup> publishes an Annual Work Report<sup>7</sup>, which provides information on the Agency's activities, including recruitment procedures and examinations. However, this report does not fully meet the criteria of a comprehensive civil service report, as it does not systematically present basic civil service statistics. At the same time, the Agency maintains a publicly accessible

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5 The Law on Civil Service in the Institutions of Bosnia and Herzegovina - <https://tinyurl.com/ytk4kxnj>

6 Civil Service Agency of Bosnia and Herzegovina - <https://www.ads.gov.ba/>

7 See the reports here: <https://tinyurl.com/4tacdnc5>

statistics section on its website<sup>8</sup>, which provides some basic quantitative information and allows for partial differentiation of positions. Taken together, these sources demonstrate partial compliance with the requirement for regular publication of civil service-related information.

The researchers further examined whether published information includes data on employees other than civil servants in central state administration. The available public sources do not provide such data, and reporting remains limited to civil servants, without coverage of other categories of employees.

With regard to data disaggregation, the publicly available statistics allow for limited breakdowns, including certain characteristics such as gender. However, the level of disaggregation does not fully meet the standards defined in the PSHRM methodology, as data are not systematically presented by age and education in a manner that satisfies the element's criteria.

The format and accessibility of civil service data were also assessed. Civil service statistics are available through the Civil Service Agency's online interface, and data can be exported from the system. However, Bosnia and Herzegovina does not have a functional open data portal through which these datasets are published in a standardised, machine-readable format. As a result, data availability in open formats remains partial.

To assess the comprehensiveness of reporting on civil service policy and human resource management, the researchers examined whether published reports cover key HRM areas, including planning, recruitment, performance appraisal, career development, professional development, remuneration, and disciplinary responsibility. The Annual Work Report of the Civil Service Agency serves as the primary reporting document in this area and provides coverage of several HRM-related aspects. Nevertheless, the assessment notes issues related to the availability and timeliness of reporting, particularly the absence of the most recent annual report at the time of measurement.

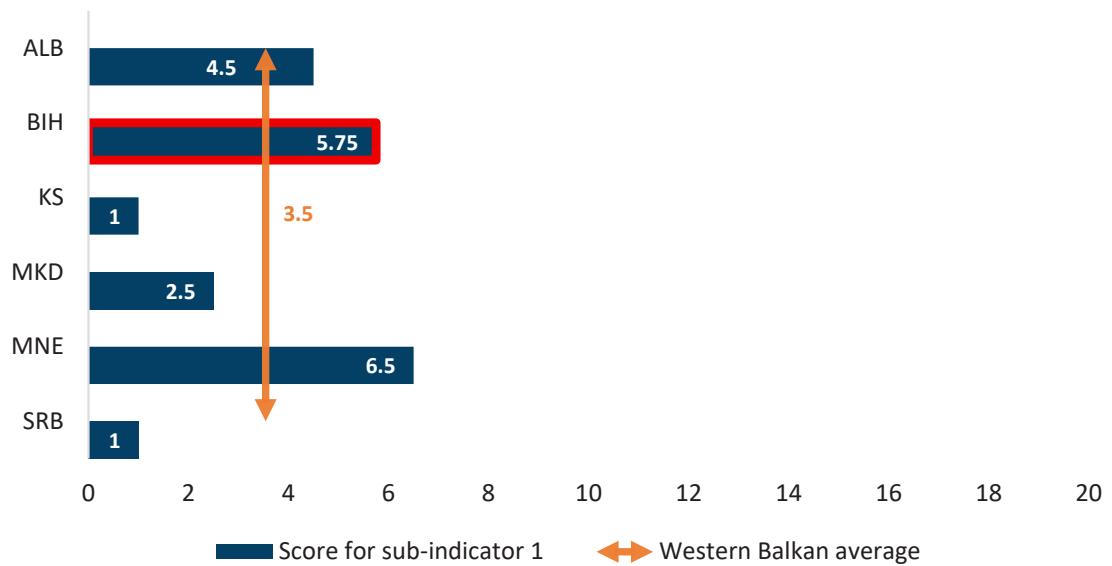
Finally, perceptions of transparency and comprehensiveness were assessed through key informant (KI) input, as reflected in the calculation sheet. The KIs generally assessed publicly available civil service reports as transparent, primarily due to their publication on the Civil Service Agency's website. However, views on comprehensiveness were mixed, with several KIs expressing reservations regarding the scope and depth of available information. Overall, these perceptions point to moderate confidence in transparency, but weaker confidence in the ability of existing reports to provide a comprehensive overview of civil service policy and workforce management.

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<sup>8</sup> See here: <https://www.ads.gov.ba/bs-latn-ba/statistics>

## HOW DOES BOSNIA AND HERZEGOVINA DO IN REGIONAL TERMS?

**Sub-indicator 1:** Transparency of statistics and reports on civil service (maximum score 19.5)



## II.2 Transparency of temporary hiring in the civil service

**Principle 8: The employment framework balances stability and flexibility, ensures accountability of public servants and protects them against undue influence and wrongful dismissal**

**Awarded points per elements in sub-indicator 2:  
Transparency of temporary hiring in the civil service<sup>9</sup>**

Indicator elements	Element type	Score
E 2.1 Regulations stipulate conditions and limitations for hiring temporary staff	Legislation	0.75/2
E 2.2 Regulations stipulate openness and application of merit-principle when hiring temporary staff	Legislation	0.5/1
E 2.3 Procedure for hiring temporary staff is open and transparent	Practice in implementation	0/3.5
E 2.4 Temporary hirings are limited in practice	Practice in implementation	0.5/3
E 2.5 Key non-state actors consider the use of temporary hiring as transparent, limited and purposeful	Outcomes and impact	2/3
<b>Total score for sub-indicator 2</b>		2.75/12.5

*Temporary hiring in the civil service of Bosnia and Herzegovina is regulated through fixed-term employment under the Civil Service Law and follows merit-based recruitment procedures. However, procedures for temporary hiring are not publicly transparent, and no data are published on the number or use of fixed-term contracts. While such employment is used infrequently and primarily for exceptional purposes, the absence of publicly available information limits transparency and external oversight.*

Temporary employment in the civil service of Bosnia and Herzegovina is regulated by Article 28a of the Law on Civil Service<sup>10</sup> in the Institutions of Bosnia and Herzegovina, which governs fixed-term employment (rad na određeno vrijeme). The Article prescribes the conditions under which temporary

<sup>9</sup> The second sub-indicator focuses on the following SIGMA sub-principle: The public administration uses temporary employment in justified situations and within reasonable time limits.

<sup>10</sup> The Law on Civil Service in the Institutions of Bosnia and Herzegovina - <https://tinyurl.com/yt4kxnj>

employment may be established, the duration of such employment, and limitations on renewing contracts with the same individual. Fixed-term contracts may be renewed multiple times, provided that their total duration does not exceed two years, or twelve months in certain exceptional cases.

Persons employed under Article 28a are considered civil servants engaged on a fixed-term basis within the civil service system. During the validity of their contracts, they are subject to the Civil Service Law rather than the Labour Law and enjoy the same rights and obligations as permanently appointed civil servants. The Law does not limit the number of persons who may be employed on a fixed-term basis, nor does it recognise or regulate a category of “contracted staff” employed through service contracts. Persons engaged through service contracts under the Labour Law therefore fall outside the civil service system and are not covered by this assessment.

Article 28a(1) explicitly refers to the Law on Labour in the Institutions of Bosnia and Herzegovina for procedural aspects of fixed-term employment. When a person is hired as a civil servant on a fixed-term basis, the recruitment procedure is the same as for permanent civil service appointments, including public vacancy announcements, open and competitive recruitment, and merit-based evaluation of candidates. Labour Law provisions apply only as a procedural complement where an internal civil service appointment procedure cannot be implemented.

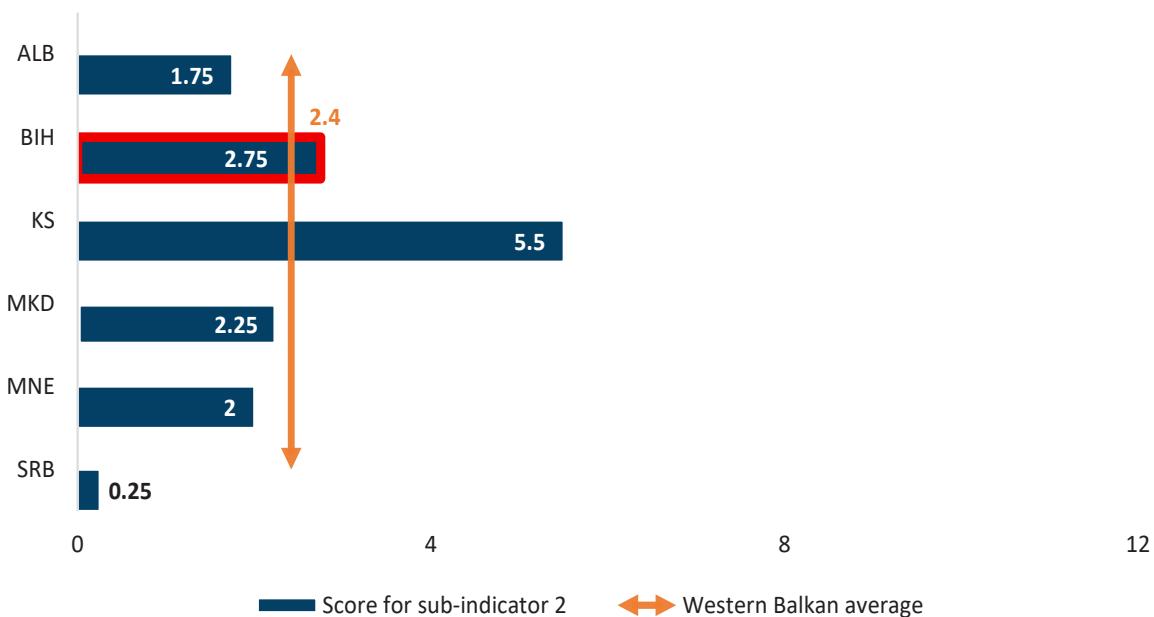
In practice, procedures for hiring temporary staff are not publicly transparent. The assessment, based on desk research, interviews, and five FOI requests to competent institutions, found no evidence of publicly accessible procedures, public announcements, or published information on selection processes or outcomes related to temporary hiring. While fixed-term employment is regulated by law, the practical application of hiring procedures is not visible to the public.

Bosnia and Herzegovina does not have legally prescribed limits on the number of civil servants, general employees, or temporarily hired persons. However, practice indicates that fixed-term employment is used infrequently and primarily in exceptional cases, such as replacing civil servants on extended absence, including maternity leave. The number of such cases is considered negligible.

Key informant input indicates that non-state actors perceive the use of temporary hiring as limited and purposeful, but not transparent. Interviewees highlighted the lack of publicly available information on temporary employment as the main factor undermining transparency, despite the limited scope of fixed-term hiring in practice.

## HOW DOES BOSNIA AND HERZEGOVINA DO IN REGIONAL TERMS?

**Sub-indicator 2:** Transparency of temporary hiring in the civil service (maximum score 12.5)



## II.3 Transparency and merit principle of recruitment process

**Principle 9: Public administration attracts and recruits competent people based on merit and equal opportunities**

**Awarded points per elements in sub-indicator 3:  
Transparency and merit principle of recruitment process<sup>11</sup>**

Indicator elements	Element type	Score
E 3.1 Strategic framework envisages improvements of openness, transparency and merit principle of the recruitment process	Strategy and policy	0.75/0.75
E 3.2 Regulations stipulate openness, transparency, and merit principle of the recruitment process	Legislation	0.75/1.25
E 3.3 Vacancy announcements for public competitions are made broadly publicly available	Practice in implementation	1.5/3
E 3.4 Vacancy announcements for public competitions are presented in a way to motivate and attract external candidates	Practice in implementation	0/2
E 3.5 Responsible institution provides support and guidance to applicants	Practice in implementation	2.25/3
E 3.6 There are no unreasonable barriers for external candidates which make public competitions more easily accessible to internal candidates	Practice in implementation	0/3
E 3.7 The application procedure imposes minimum administrative/paperwork burden on candidates	Practice in implementation	0/4

<sup>11</sup> The third sub-indicator focuses on the following SIGMA sub-principles: The public administration analyses human resources (HR) and prepares and implements HR plans aligned with the budget to ensure the appropriate workforce size, mix of competencies, skills, and expertise to fulfil its mission, considering both current and future needs; public servants are recruited through transparent and open competitions, based on merit; inclusive recruitment policies and practices support diversity and equal opportunities in the public administration; recruitment is based on accurate job descriptions that provide the required candidate profile (experience, knowledge, skills, and competencies) for effective performance, reflected in vacancy announcements, along with work and salary conditions; selection committees are composed of members qualified to perform the assessment of candidates against the job requirements, without any conflict of interest, and free from political influence; selection methods provide fair and valid assessment of the experience, knowledge, skills, and competencies necessary to perform the job and enable the selection of the most suitable candidates; recruitment and selection processes are efficient, timely, user-friendly, and supported by digital tools; applicants are informed of recruitment decisions in a timely manner and have the right to ask for justification and appeal through administrative and judicial channels.

E 3.8 Candidates can supplement missing documentation within a reasonable timeframe	Practice in implementation	0/3
E 3.9 Decisions and reasoning of the selection panels are made publicly available, with due respect to the protection of personal information	Practice in implementation	0/4
E 3.10 Information about annulled public competitions, including reasoning for the annulment, is made publicly available	Practice in implementation	4/4
E 3.11 Key informants consider recruitment into civil service as transparent and merit-based	Outcomes and impact	0/2.5
E 3.12 Citizens' perception of merit-based civil service recruitment	Outcomes and impact	0.5/2
E 3.13 Citizens' perception of the influence of personal connections in civil service recruitment	Outcomes and impact	0/2
E 3.14 Citizens' perception of the influence of political connections in civil service recruitment	Outcomes and impact	0/2
<b>Total score for sub-indicator 3</b>		9.75/36.5

*While the strategic and legal framework in Bosnia and Herzegovina formally supports open, transparent, and merit-based recruitment, important gaps remain in practice. Recruitment announcements are publicly available and eligibility criteria are clearly defined, but procedures impose a high administrative burden on candidates, lack user-friendly presentation, and do not allow for subsequent submission of documentation. Recruitment outcomes are not fully published, selection committee deliberations are not recorded, and perceptions among key informants and the public indicate limited confidence in the merit-based and transparent nature of recruitment processes.*

The transparency and merit principle of the recruitment process in Bosnia and Herzegovina were assessed through a review of the strategic framework, legal provisions, recruitment practice, and perceptions of key informants and the general public.

At the strategic level, the Public Administration Reform (PAR) Action Plan<sup>12</sup> envisages improvements in the openness, transparency, and merit-based nature of recruitment procedures. The Action Plan includes measures aimed at enhancing openness of recruitment, improving transparency, and strengthening the merit principle, all with a clear assignment of institutional responsibilities.

<sup>12</sup> Public Administration Reform (PAR) Action Plan - <https://shorturl.at/DNszi>

The legal framework governing recruitment is primarily regulated by the Law on Civil Service of Bosnia and Herzegovina. Articles 21 and 21a<sup>13</sup> establish the obligation to announce public competitions, prescribe the content of vacancy announcements, and regulate annulment of competitions. Vacancy notices, or summaries thereof, must be published in three domestic media outlets accessible throughout the country, while full vacancy texts are published on the websites of the recruiting institution and the Civil Service Agency. The Law also regulates publication of recruitment results and requires publication of the name of the selected candidate in the Official Gazette<sup>14</sup>. However, it does not regulate publication of a list of successful candidates distinct from the selected candidate, nor does it regulate publication of decisions annulling competitions beyond prescribing the timeframe for annulment.

Recruitment announcements are therefore publicly available through multiple channels. However, the analysed vacancy notices did not employ visually appealing or user-friendly formats to increase attractiveness or accessibility for external candidates, relying instead on standard presentation formats.

Candidates have access to preparatory information through the Civil Service Agency's website<sup>15</sup>, including candidate notes, exam materials, frequently asked questions, and user guidance materials. At the same time, the Law does not provide a formal mechanism for candidates to seek additional information or clarification beyond the published materials.

Eligibility requirements and selection criteria are clearly specified in vacancy announcements. All reviewed vacancies required proof of passing the state exam and certificates of computer literacy, while many also required foreign language proficiency certificates. These certificates must generally be obtained at the candidate's expense, while the state exam itself is organised free of charge during the recruitment procedure. Requirements vary by position, with limited exceptions for specific posts.

Recruitment procedures impose a significant administrative burden on candidates. Vacancy announcements require submission of a large number of documents at the initial application stage, exceeding the minimum threshold. Some required documents involve additional effort and costs, and there is no indication that administrations collect data directly from official registries. The legal framework does not allow for subsequent submission of documentation, as all required documents must be provided upfront.

Regarding transparency of outcomes, full public publication of recruitment results does not occur. Candidates applying through the Civil Service Agency receive detailed individual information on their ranking and points achieved at each stage

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13 The Law on Civil Service in the Institutions of Bosnia and Herzegovina - <https://tinyurl.com/ytk4kxnj>

14 Official Gazette of BiH: <http://www.sluzbenilist.ba/>

15 Civil Service Agency of Bosnia and Herzegovina - <https://www.ads.gov.ba/>

of the selection process, including written and oral examinations. However, there is no provision for recording or publishing the deliberations of selection committees, limiting accountability of decision-making.

During the observed two-year period, annulment of recruitment procedures was rare. Where annulments occurred, notices were publicly published and contained standardised explanations referring to organisational or administrative reasons. While this meets formal transparency requirements, the reasoning provided remains limited in substance.

Perceptions of recruitment practices among non-state actors are predominantly negative. All interviewed key informants strongly disagreed that recruitment procedures ensure merit-based selection, and most expressed disagreement regarding transparency. One informant specifically highlighted the absence of information on candidate ethnicity as a transparency concern.

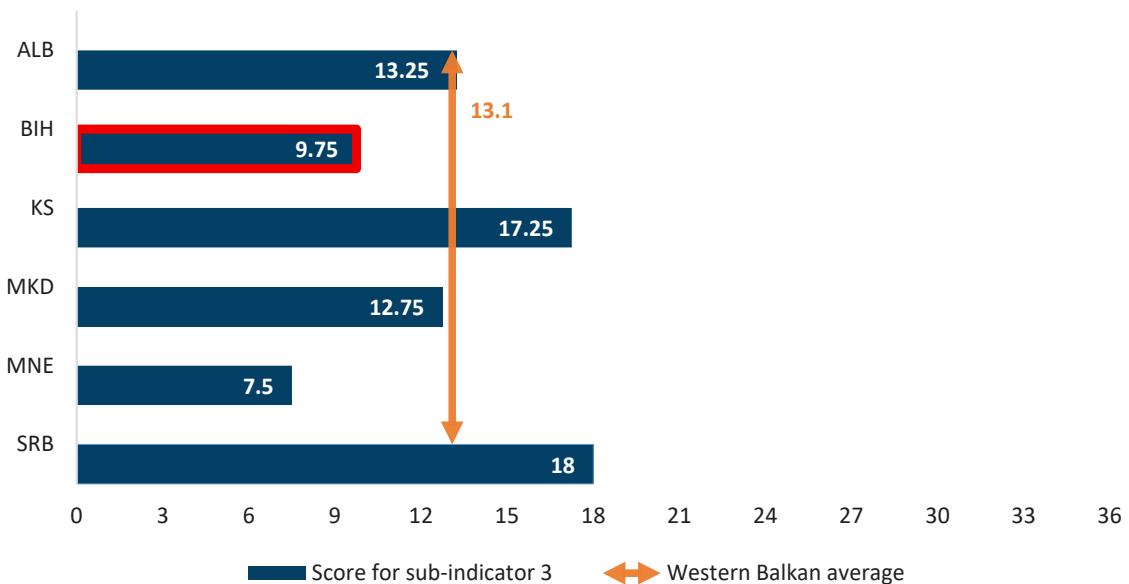
Public perception data further reflect limited confidence in merit-based recruitment and resistance to political influence. According to survey results<sup>16</sup>, 27.3% of respondents agreed or strongly agreed with the relevant statement on merit-based recruitment, while 10.5% disagreed or strongly disagreed. In relation to political influence in recruitment, 10.4% of respondents disagreed or strongly disagreed with the relevant statement.

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<sup>16</sup> Public perception survey conducted from 16.02. to 26.02.2025.

## HOW DOES BOSNIA AND HERZEGOVINA DO IN REGIONAL TERMS?

**Sub-indicator 3:** Transparency and merit principle of recruitment process  
(maximum score 36.5)



## II.4 Merit based selection and protection of top managers from undue political influence

**Principle 10: Effective leadership is fostered through competence, stability, professional autonomy and responsiveness of accountable top managers**

**Awarded points per element in sub-indicator 4: Merit based selection and protection of top managers from undue political influence<sup>17</sup>**

Indicator elements	Element type	Score
E 4.1 Strategic framework envisages strengthening of professionalism of the civil service top management	Strategy and policy	0/0.5
E 4.2 Regulations stipulate competitive, merit-based procedures for the recruitment of civil service top management	Legislation	1.5/1.5
E 4.3 Regulations stipulate that acting appointments to top management positions are only made from within the civil service, for a limited period	Legislation	0.5/1
E 4.4 Regulations stipulate objective criteria for the termination of hiring of top management positions	Legislation	1.5/2
E 4.5 Existence of procedures on appointments to top management positions outside of the scope of the civil service legislation	Legislation	3/3
E 4.6 The merit-based recruitment for top management positions is applied in practice	Practice in implementation	0/4
E 4.7 Acting appointments are, in practice, only made from within the civil service	Practice in implementation	0/3

<sup>17</sup> The fourth sub-indicator focuses on the following SIGMA sub-principles: The law establishes top managers as a specific category; the scope of top management is adequately defined, ensuring that senior managerial positions in ministries and agencies are not treated as political positions; top management positions are made attractive through fair recruitment, competitive remuneration, professional challenges, autonomy, and mitigation of career risks; recruitment procedures are merit-based, professionally led, impartial, and transparent, allowing selection and appointment of top managers with sufficient high-level experience, knowledge, skills, and competences to perform their job well against predefined standards; recruitment policies and practices support equal opportunities, gender balance, and non-discrimination in top managerial positions; top managers in public administration have clearly defined objectives aligned with the mission of the organisation and objectives of the government, and their performance is regularly assessed; top managers in public administration have sufficient professional and managerial autonomy, enabling them to assume responsibility for the management of staff, resources, and work.

E 4.8 Ratio of eligible candidates per top managerial-level vacancy	Practice in implementation	2.5/2.5
E4.9 Share of non-merit-based appointments to top management positions	Practice in implementation	2.5/2.5
E4.10 Key non-state actors consider that the selection and appointment process of top managers is merit-based and that they are protected from undue political influence	Outcomes and impact	0/2.5
<b>Total score for sub-indicator 4</b>		9/22.5

Merit-based selection and protection of top managers in Bosnia and Herzegovina remain weak. While the strategic and legal framework sets general rules for recruitment and termination, it does not provide specific safeguards for managerial positions, and acting appointments may be made outside the civil service and competitive procedures. No dedicated mechanisms exist to protect top managers from undue political influence, relevant data are not systematically collected, and key informants consistently perceive senior management positions as highly politicised rather than merit-based.

The assessment of merit-based selection and protection of top managers from undue political influence in Bosnia and Herzegovina is based on a review of the strategic framework, legal provisions, administrative practice, availability of data, and perceptions of key informants.

At the strategic level, the Strategic Framework for Public Administration Reform<sup>18</sup> acknowledges that managers may be required to demonstrate proficiency in their respective functional areas and should be given opportunities to develop and apply general managerial knowledge and skills. However, the framework does not define concrete measures or activities related to merit-based selection of top managers or their protection from undue political influence.

The Law on Civil Service of Bosnia and Herzegovina<sup>19</sup> regulates the announcement of public and internal competitions and the conditions for employment of civil servants in general terms, without introducing specific provisions for managerial positions. As a result, recruitment procedures for top managers are not differentiated from those applicable to non-managerial civil servants. The Law further obliges the Civil Service Agency to notify the appointing authority of the approaching deadline for appointment of the most successful candidate, which generally implies that the candidate ranked as most successful should be appointed.

<sup>18</sup> See more: <https://parco.gov.ba/hr/rju/o-rju-2/strateski-okviri-za-rju/>

<sup>19</sup> The Law on Civil Service in the Institutions of Bosnia and Herzegovina - <https://tinyurl.com/yt4kxnj>

At the same time, the Law on the Council of Ministers of Bosnia and Herzegovina<sup>20</sup> allows for acting appointments to vacant positions for a period of six months, with a possible extension for an additional six months. This mechanism may be applied even when the appointed person does not come from the pool of existing civil servants and does not require prior participation in a competitive civil service recruitment procedure. Acting appointments are thus an established administrative practice aimed at ensuring continuity of work, but they operate outside the standard merit-based recruitment framework. The law does not stipulate that acting appointments must be made from within the civil service.

Legal protection against dismissal of top managers is regulated through the general provisions of the Law on Civil Service, which applies equally to managerial and non-managerial positions. Grounds for termination include consecutive negative performance evaluations, criminal conviction, loss of citizenship, disciplinary dismissal, redundancy linked to organisational restructuring, permanent incapacity for work, or an unsatisfactory probationary period. No special protections or differentiated safeguards apply specifically to top managers.

No additional institutional or procedural mechanisms aimed at protecting top managers from undue political influence exist in Bosnia and Herzegovina. Moreover, no information on such mechanisms was available either through Freedom of Information requests or from publicly accessible sources. The lack of a single institution responsible for collecting and maintaining data related to the selection, appointment, and protection of top managers further limits transparency and oversight.

Regarding competitiveness of recruitment, data for the period July 2024 – July 2025 indicate that twelve competitions were announced for top management vacancies. Due to the structure of vacancy announcements, it was not possible to isolate top management positions in all cases. However, six competitions conducted exclusively for top management positions were used for analysis, showing an average of 9.36 eligible candidates per vacancy.

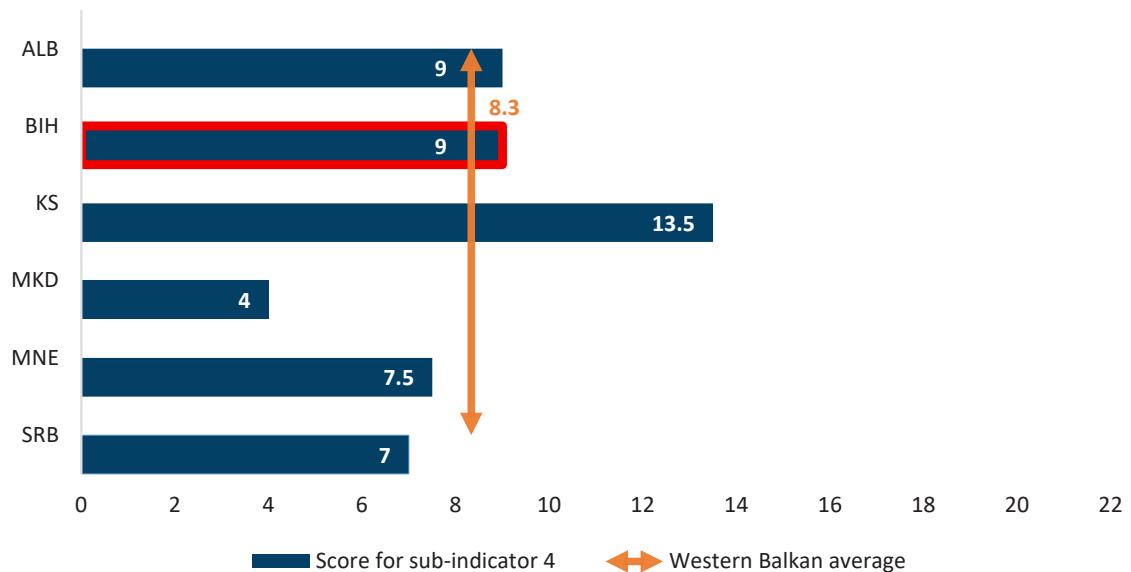
Perceptions of merit-based selection and political influence among non-state actors are strongly negative. All key informants strongly disagreed that top managers are selected based on merit or that they are protected from undue political influence. Interviewees unanimously expressed the view that top management positions are part of a “political cake,” reflecting a widespread perception of politicisation at the senior management level.

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20 The Law on the Council of Ministers of Bosnia and Herzegovina - <https://tinyurl.com/596rpksp>

## HOW DOES BOSNIA AND HERZEGOVINA DO IN REGIONAL TERMS?

**Sub-indicator 4:** Merit based selection and protection of top managers from undue political influence (maximum score 22.5)



## II.5 Transparency and clarity of information on the civil service remuneration

**Principle 11: Public servants are motivated, fairly and competitively paid and have good working conditions**

**Awarded points per elements in sub-indicator 5: Transparency and clarity of information on the civil service remuneration<sup>21</sup>**

Indicator elements	Element type	Score
E 5.1 Regulations define a simply structured remuneration system	Legislation	1.25/1.5
E 5.2 Information on civil service remuneration system is available online	Practice in implementation	0.5/2
E 5.3 Citizen friendly explanations or presentations of the remuneration information exist	Practice in implementation	0/2
E 5.4 Key informants consider information on the civil service remuneration system as transparent and clear	Outcomes and impact	3.5/3.5
<b>Total score for sub-indicator 5</b>		<b>5.25/9</b>

*Civil service remuneration in Bosnia and Herzegovina is regulated through a clear legal framework that defines salary grades, allowances, and performance-related awards. However, transparency of remuneration information is limited in practice, as no consolidated or publicly accessible data on salaries are available beyond information included in individual vacancy announcements, despite positive perceptions among key informants regarding the clarity of remuneration rules.*

The assessment of transparency and clarity of information on civil service remuneration in Bosnia and Herzegovina is based on a review of the legal framework, public availability of remuneration data, and perceptions of key informants.

<sup>21</sup> The fifth sub-indicator focuses on the following SIGMA sub-principles: The public administration offers a competitive package of financial and non-financial compensation—remuneration and benefits, development and career opportunities, job security, and a respectful and inclusive work environment—to attract, motivate, and retain employees and teams with the required skills and competences; the salary system is transparent to employees and the public, while ensuring a sufficient degree of protection for sensitive personal data.

The remuneration system for civil servants is regulated by the Law on Salaries and Allowances in the Institutions of Bosnia and Herzegovina<sup>22</sup>. The Law defines salary grades and coefficients for civil servants through a clearly structured table and regulates salary supplements, additional allowances, and monetary awards for exceptional performance. Supplements related to overtime work, work on non-working days, night work, and work on public holidays are explicitly regulated, as are additional allowances such as compensation for transportation, meals, and annual leave benefits. Monetary awards are regulated through a two-tier system, whereby the Council of Ministers establishes the overarching framework criteria through a sub-legislative act, followed by internal acts adopted by individual institutions specifying performance metrics and procedures. However, the Law does not prescribe specific conditions or limits for certain remuneration elements.

Despite the existence of a detailed legal framework, public availability of remuneration data remains limited. No general or consolidated information on civil service remuneration is publicly available on the website of the Agency for Civil Service of Bosnia and Herzegovina. In practice, remuneration information is disclosed only at the level of individual recruitment procedures, as each vacancy announcement includes the salary for the advertised position. Beyond this, no public data on remuneration are available in an aggregated or analytical form.

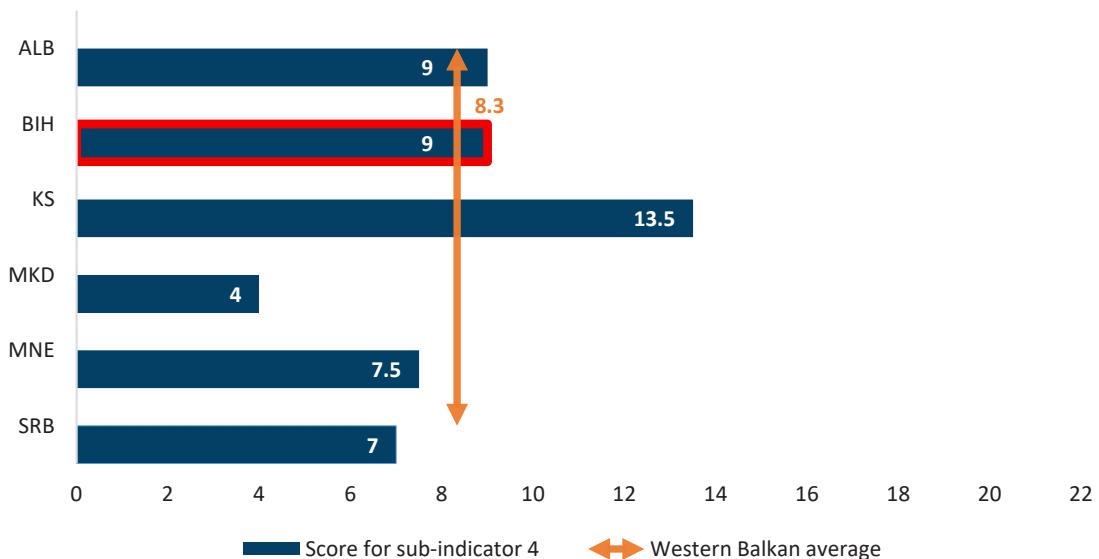
Key informant input indicates a positive perception regarding the transparency and clarity of remuneration information. All interviewed key informants strongly agreed with the relevant assessment statements, reflecting a shared view that remuneration rules, as regulated by law and applied in practice at the level of individual positions, are clear.

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<sup>22</sup> Law on Salaries and Allowances in the Institutions of Bosnia and Herzegovina - <https://shorturl.at/9D6Yv>

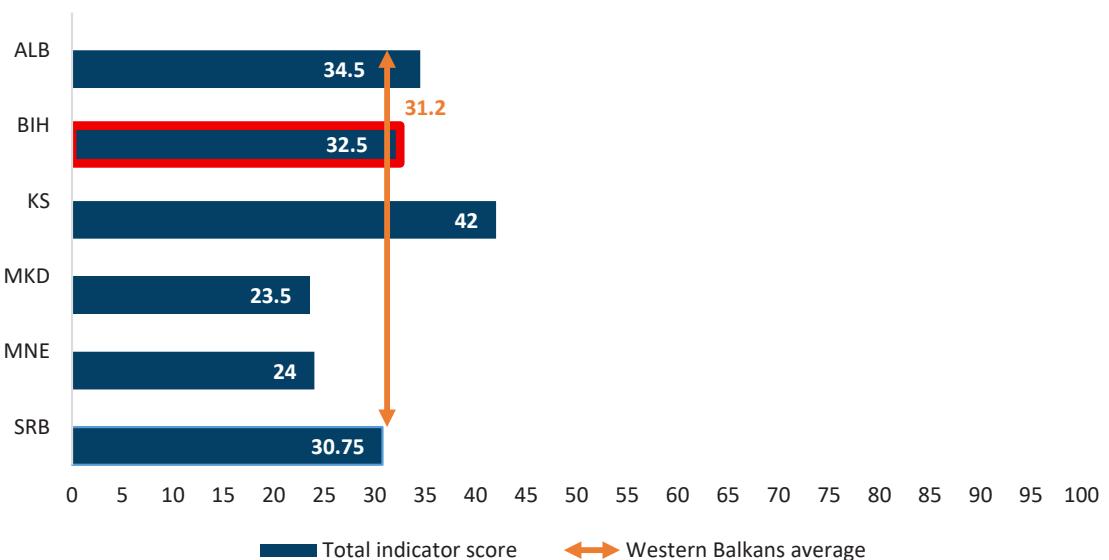
## HOW DOES BOSNIA AND HERZEGOVINA DO IN REGIONAL TERMS?

**Sub-indicator 5:** Transparency and clarity of information on the civil service remuneration (maximum score 9)



## OVERALL SCORES COMPARISON IN THE PUBLIC SERVICE AND HUMAN RESOURCE MANAGEMENT AREA

**Indicator: Transparency, openness and meritocracy of civil service and human resource management**



Regional overview report for Public Service and Human Resource Management area, with results for all WB administrations is available at: [www.par-monitor.org](http://www.par-monitor.org)

## II.6 Recommendations for the Public Service and Human Resource Management

### II.6.1 TRACKING RECOMMENDATIONS FROM PAR MONITOR 2021/2022

<b>Recommendations</b>	<b>Type (short term/medium term/long term)<sup>23</sup></b>	<b>Status</b>	<b>Explanation</b>
A new, all-encompassing PAR strategic framework needs to be adopted thus regulating the area of civil service and human resource management.	Medium term	No action taken	The old PAR strategic framework is still in place.
Civil servants registers (CSR) need to be established properly and available online. The registers also should include short term employment and expert contracts. It is necessary to find a workable solution for removing the barriers in making the HRMIS at all levels operational as tools for civil service strategic planning and decision making.	Medium term	No action taken	A central database on human resources does not exist and is not provided for in the Civil Service Law. Only overall number of civil servants is available online.
When established, all institutions within the civil service system should regularly update CSR in line with the CSL. The CoM and State Ministries need to ensure mechanisms for obliging the institutions actively contribute to the data collection on the civil service system.	Medium term	No action taken	A central database on human resources does not exist and is not provided for in the Civil Service Law.
The Annual Report on CS should include data on all forms of temporary engagements in the civil service. The data should follow the current structure of the data on civil servants, with additional fields on the type and duration of the temporary contract. This will allow for better understanding of the state of play in the civil service.	Short term	No action taken	Nothing changed from the last monitor cycle.

<sup>23</sup> Recommendations for which the assessed time for implementation is up to one year are labelled as short-term. Medium-term recommendations are expected to be implemented within a period of one to three years. Long-term recommendations require more than three years to be implemented.

The Government should enact a special Regulation on the CSR. This means - frequency and methods of updating the Registry, its management, monitoring as well as the sanctions and responsible authority (e.g. Administrative Inspection) in charge of ensuring accuracy and regular update of the CPR.	Medium term	No action taken	Nothing changed from the last monitor cycle.
The CoM, State Ministries and the BiH CSA should actively promote reports on the civil service through most popular nation-wide means, such as webpages, social media, press releases or media statements.	Short term	No action taken	Nothing changed from the last monitor cycle.
Employment procedures need to be more simplified. Enable creation of electronic profiles and submission of documents.	Medium term	Partially implemented	Since the last assessment cycle, employment procedures have been simplified through the introduction of electronic candidate profiles and the full electronic submission of application documents.
The document submission stage should impose minimum administrative and paperwork burden on candidates. It should be organised in at least two phases with only basic documents requested in the first instance. Candidates should be allowed to supplement missing documentation within at least 5 working days.	Medium term	No action taken	Electronic submission of application documents has been introduced; however, candidates are still not allowed to supplement missing documentation after the initial submission stage.
Provide proper mechanisms for selection of most qualified professionals to partake in Selection Committees in open job competitions and ensure transparency of the outcomes of the recruitment procedures. Decisions and reasoning of the selection of candidates should be made publicly available, with due respect to the protection of personal information.	Medium term	No action taken	Nothing changed from the last monitor cycle.
Provide proper mechanism for effective assessment of job efficiency for senior civil servants without political or personal influence.	Medium term	No action taken	Nothing changed from the last monitor cycle.

The Government should amend the CSL to prescribe that acting senior managers are appointed from within the civil service ranks.	Medium term	No action taken	Nothing changed from the last monitor cycle.
Central State administration bodies should continuously promote the whistle blower protection system to their employees. This can be done through in-house awareness raising workshops across the administration, reader-friendly brochures and counselling about the possibilities given to whistle blowers, including real-life cases and examples.	Medium term	Partially implemented	Nothing changed from the last monitor cycle.
Enable proactive transparency of institutions with regard to civil service and human resource management. Promoting transparency, fight against corruption and integrity for the improvement of civil service.	Medium term	No action taken	Nothing changed from the last monitor cycle.

## II.6.2 RECOMMENDATIONS FROM THE 2024/2025 MONITOR REPORT

*Recommendations from the monitoring cycle 2024/2025 for the Public Service and Human Resource Management area are listed below. The recommendations are grouped into three types, according to the estimated time needed for their implementation. Recommendations for which the assessed time for implementation is up to one year are labelled as short-term. Medium-term recommendations should be implementable within a period of one to three years. Long-term recommendations require more than three years to be implemented.*

### Recommendations

1. Adopt a comprehensive and updated Public Administration Reform (PAR) strategic framework that clearly regulates civil service and human resource management, with explicit objectives, measures, timelines, and clearly assigned institutional responsibilities.\*
2. Establish and fully operationalise a comprehensive Civil Servants Register (CSR) that is publicly accessible online and includes data on permanent, fixed-term, and other temporary forms of engagement, ensuring interoperability across all relevant administrative levels.\*
3. Ensure that all institutions within the civil service system regularly and mandatorily update the CSR in line with the Civil Service Law,

supported by clear accountability mechanisms and effective oversight by competent authorities.\*

4. Adopt a dedicated regulation governing the CSR, defining update frequency, data standards, management responsibilities, monitoring mechanisms, and sanctions for non-compliance.\*
5. Expand the Annual Report on the Civil Service to systematically include data on all forms of temporary engagement, disaggregated by type and duration of contract and aligned with existing civil servant data structures.\*
6. Strengthen proactive dissemination and visibility of civil service reports and data through official websites, social media, and media outreach to improve public awareness, accessibility, and usability of published information.\*
7. Further simplify recruitment procedures by building on the introduction of electronic candidate profiles and electronic submission of applications, and by improving clarity of job descriptions and requirements through user-friendly guidance materials.\*
8. Reduce the administrative burden on candidates by limiting documentation required at the initial application stage and introducing a formal possibility for candidates to supplement missing documentation within a clearly defined deadline.\*
9. Improve transparency and accountability of recruitment outcomes by strengthening the professional composition of selection committees and ensuring that decisions and reasoning for candidate selection are documented and made publicly available, with due respect to personal data protection.\*
10. Introduce objective, standardised, and depoliticised mechanisms for assessing the performance of senior civil servants, ensuring evaluations are based on clear criteria and insulated from political or personal influence.\*
11. Amend the Civil Service Law to require that acting senior managers be appointed from within the civil service ranks, limit the use and duration of acting appointments, and strengthen transparency requirements for such appointments.\*
12. Strengthen integrity and trust in the civil service by enhancing proactive transparency in HRM matters and by systematically promoting and explaining whistleblower protection mechanisms through internal trainings, guidance materials, and practical examples.\*

\* Recommendations from the previous cycle (repeated and modified)

## METHODOLOGY APPENDIX

For producing this report for Bosnia and Herzegovina, 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.

**Table X. FOI requests sent in Bosnia and Herzegovina**

Institution	Date of request	Date of reply to the request
The Secretariat of the Presidency of BiH	18.07.2025.	25.07.2025.
Directorate for Coordination of Police Bodies of BiH	18.07.2025.	05.08.2025.
Ministry of Human Rights and Refugees	18.07.2025.	31.07.2025.
Ministry of Foreign Trade and Economic Relations BiH	18.07.2025.	15.08.2025.
Foreign Investment Promotion Agency of BiH	18.07.2025.	05.08.2025.

Interviews with key informants were conducted and used as a base for point allocation for elements 1.8, 2.5, 3.11, 4.10 and 5.4. 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 1.8, 2.5, 3.11, 4.10 and 5.4 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 XI. Interviews conducted in Bosnia and Herzegovina**

Date	Interviewees
1. 01.08.2025.	Centar za promociju civilnog društva (CPCD)
2. 01.08.2025.	Centar za razvoj omladinskog aktivizma (CROA)
3. 01.08.2025.	Udruženje Demos Brčko

## **List of interview questions**

### **• Element 1.8**

The following questions are used for point allocation for the element 1.8. Point allocation is determined based on fully agree/tend to agree responses. For each question where all key informants fully agree/tend to agree with the statement, 1 point is allocated.

1. To what extent do you agree with the following statement: **Publicly available reports and statistics on civil service are transparent.**
  - 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: **Publicly available reports and statistics on civil service are comprehensive enough.**
  - 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. How would you assess the quality and reliability of data published in official civil service reports?
2. Can citizens, the media, and civil society easily find and understand these reports?
3. Do the reports and statistics cover all relevant aspects of the civil service (such as recruitment, promotion, and staff turnover)?
4. Are there any critical data points missing from publicly available civil service reports? If so, which ones?
5. To what extent are the published data used to improve human resource management policies in the public administration?
6. How would you assess the usability and structure of the reports – are the data clearly presented and tailored to different audiences?
7. Is there room for improvement in the comprehensiveness and level of detail in these reports? If so, how?

- **Element 2.5**

The following questions are used for point allocation for the element 2.5. Point allocation is determined based fully agree/tend to agree responses. For each question where all key informants fully agree/tend to agree with the statement, 1 point is allocated.

1. To what extent do you agree with the following statement: **Use of temporary hiring in civil service, such as fixed-term employment of civil servants, and hiring of contracted staff, is transparent.**
  - 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: **Use of temporary hiring in civil service is, in practice, limited.**
  - 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: **Use of temporary hiring in civil service is purposeful.**
  - 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. In your opinion, is there sufficient publicly available information about temporary hiring in civil service?
2. Are there clear criteria and procedures for hiring temporary civil servants and contracted staff?
4. Do you think the selection process for temporary positions is adequately documented and communicated to the public?
5. In your opinion, what are the most common problems with using temporary hiring in civil service?

6. In your opinion, how frequently are fixed-term and contracted positions used compared to permanent employment? Are temporary positions primarily used to address short-term needs, or are temporary engagements sometimes becoming permanent roles instead?
7. Are there cases where temporary hiring is used beyond its intended scope?
8. What measures, if any, are in place to prevent excessive reliance on temporary staff in public administration?

- **Element 3.11**

The following questions are used for point allocation for the element 2.5. Point allocation is determined based on fully agree/tend to agree responses. For each question where all key informants fully agree/tend to agree with the statement, 1 point is allocated.

1. To what extent do you agree with the following statement: **Process of recruitment into civil service is based on merit.**
  - 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: **Process of recruitment into civil service is transparent.**
  - 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. Do you think the merit-based recruitment process in civil service is consistently applied in practice?
2. Do you consider the mechanisms in place to ensure that recruitment decisions are based on merit to be adequate and of sufficient quality?
3. Are there any factors that undermine merit-based recruitment in civil service?
4. How transparent are the selection criteria and procedures for civil service recruitment?

5. Do you consider that candidates have access to clear and detailed information about job openings and selection processes?
6. What challenges exist in making civil service recruitment fully transparent and merit-based?
7. How effective are appeal mechanisms for candidates who believe the recruitment process was unfair?
8. What improvements could be made to enhance both transparency and meritocracy in civil service recruitment?

- **Element 4.10**

The following questions are used for point allocation for the element 2.5. Point allocation is determined based on fully agree/tend to agree responses. For each question where all key informants fully agree/tend to agree with the statement, 1 point is allocated.

1. To what extent do you agree with the following statement: **Top managers (senior civil servants) are selected and appointed based on merit.**
  - 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: **Top managers (senior civil servants) are sufficiently protected from undue political influences.**
  - 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. How do you assess the process of selecting and appointing top managers in civil service?
2. Do you believe that the selection of senior civil servants is consistently based on merit rather than political considerations? How could the selection and appointment process for top managers be improved to ensure greater merit-based decision-making?
3. What safeguards are in place to ensure that top managers in civil service are selected based on their qualifications and experience?

4. In your opinion, is the current system for appointing senior civil servants transparent and fair?
5. In your opinion, how would you assess mechanisms for protection of top managers from undesirable political interference, if any?

- **Element 5.4**

The following questions are used for point allocation for the element 2.5. Point allocation is determined based on fully agree/tend to agree responses. For each question where all key informants fully agree/tend to agree with the statement, 1 point is allocated.

1. To what extent do you agree with the following statement: **Civil service remuneration (salary) system is transparent.**
  - 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: **Civil service remuneration system (salary) is sufficiently clear.**
  - 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. How would you assess the transparency of the civil service remuneration system?
2. Do you consider the current salary system in civil service to be clear? Are the criteria for determining salaries and bonuses in civil service publicly available and easily accessible?
3. How do you evaluate the fairness of the civil service salary structure in relation to the duties and responsibilities of different positions?
4. In your opinion, is the civil service remuneration system regularly updated to reflect changes in the cost of living or other economic factors?
5. Are there mechanisms in place to ensure that the salary system remains equitable across different levels of civil service?

6. How is the transparency of the civil service remuneration system communicated to both current employees and potential candidates?
7. Do you think that the public is adequately informed about how civil service remuneration is structured and allocated?
8. What improvements, if any, would you suggest to make the civil service remuneration system more transparent and clearer for all stakeholders?

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

The survey was conducted between 16th February and 26th February 2025. The margin of error for the sample of 1020 citizens is  $\pm 3,50\%$  %, at the 95 % confidence level.

**Table X: public perception survey questions in the area of Public Service and Human Resource Management**

<b>Statement 2</b>	<b>Strongly disagree</b>	<b>Disagree</b>	<b>Agree</b>	<b>Strongly agree</b>	<b>Don't know/No opinion</b>
Public servants are recruited through public competitions based on merit (i.e. best candidates are enabled to get the jobs).	30.2%	44.4%	21.3%	6.0%	2.1%
<b>Statement 3</b>	<b>Strongly disagree</b>	<b>Disagree</b>	<b>Agree</b>	<b>Strongly agree</b>	<b>Don't know/No opinion</b>
One needs personal connections to get a job in the public administration in my country (i.e., family ties, kinship, friendship and similar)	2.9%	7.6%	40.3%	47.2%	2%
<b>Statement 4</b>	<b>Strongly disagree</b>	<b>Disagree</b>	<b>Agree</b>	<b>Strongly agree</b>	<b>Don't know/No opinion</b>
One needs political connections to get a job in the public administration (i.e., membership in political party/organisation, personal ties with political parties)	2.8%	7.6%	39%	48.3%	2.2%

## LIST OF REFERENCED SOURCES IN THIS REPORT

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Law on Salaries and Allowances in the Institutions of Bosnia and Herzegovina  
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SIGMA Monitoring Principles for Public Administration  
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Survey Data on Public Perceptions of Merit-Based Recruitment and Political Influence in Public Administration



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