

Agencija za prevenciju korupcije i koordinaciju borbe protiv korupcije
Агенција за превенцију корупције и координацију борбе против корупције
Agency for the Prevention of Corruption and Coordination of the Fight against Corruption



BOSNIA AND HERZEGOVINA

ANTI-CORRUPTION STRATEGY FOR 2015 - 2019 AND THE ACTION PLAN FOR THE IMPLEMENTATION OF THE ANTI-CORRUPTION STRATEGY FOR 2015 - 2019

Sarajevo, December 2014

Title: Anti-Corruption Strategy for
2015 - 2019 and the Action Plan for the
Implementation of the Anti-Corruption
Strategy for 2015 - 2019

Publisher: Agency for the Prevention of
Corruption and Coordination of the Fight
against Corruption

Year: 2014

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FOR 2015 - 2019 AND THE ACTION
PLAN FOR THE IMPLEMENTATION
OF THE ANTI-CORRUPTION
STRATEGY FOR 2015 - 2019

The Council of Ministers of Bosnia and Herzegovina, at its 6th session held on May 7, 2015, adopted the Anti-Corruption Strategy for 2015 - 2019 and the Action Plan for the Implementation of the Anti-Corruption Strategy for 2015 - 2019

Title:

Anti-Corruption Strategy 2015 - 2019 and Action Plan for the Implementation of the Anti-Corruption Strategy 2015 - 2019

Publisher:

Agency for the Prevention of Corruption and Coordination of the Fight against Corruption

Year: 2014

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Publisher's Address:

Spasovdanska 22, 71123 Istočno Sarajevo, Bosnia and Herzegovina

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Blicdruk d.o.o. Sarajevo

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British Embassy
Sarajevo

This publication was supported by the Government of the United Kingdom within the project “Strengthening Communication Capacities of the Agency for the Prevention of Corruption and Coordination of the Fight against Corruption in Bosnia and Herzegovina.”

The content and views expressed in this publication are the sole responsibility of its authors and do not reflect the views of the Government of the United Kingdom.

INTRODUCTION

The Agency for the Prevention of Corruption and Coordination of the Fight Against Corruption (hereinafter: the Agency), in line with its competences provided in law and planned activities from its Programme for 2014, began in March this year to prepare the development of the Draft Anti-Corruption Strategy and Action Plan for the period 2015 - 2019.

The methodological approach and timeframe for the drafting of the Strategy and Action plan were defined, and the fundamental principles and approaches to the development of this document were established. In view of the weaknesses and shortcomings identified in previous strategies dealing with corruption in BiH, the key objective was for the new Strategy to have a comprehensive approach, to be acceptable for all levels of government in BiH by defining policies, and to be implementable.

An Intersectoral Working Group was appointed, comprising representatives of 23 institutions from the state, entity and Brčko District level of Bosnia and Herzegovina, as well as representatives of the non-governmental sector, while experts from the academic and international community were engaged as needed. The whole process was coordinated by representatives of the Agency in cooperation with representatives of the IPA project "Strengthening anti-corruption capacities and CSO networks in BiH" (IPA-2010).

A comprehensive analysis was conducted of international conventions ratified by BiH, recommendations from international organisations (especially GRECO), strategies and action plans from countries in the region, anti-corruption strategies and the Public Administration Reform Strategy still pertinent at certain government levels, as well as an overall analysis of the rate of corruption in BiH.

The Intersectoral Working Group held four meetings, while the Agency conducted additional consultations in the meantime and prepared working materials for the next meeting. All remarks and suggestions from members of the Working Group presented at the meetings or sent afterwards in writing were taken into account and incorporated into the proposed draft documents in a timely manner.

Finally, taking into account comments and suggestions received both from the members of the Intersectoral Working Group and from representatives of the international community, the non-governmental sector and the experts engaged in the process, the Agency prepared the final version of the Draft Strategy and Action Plan, and submitted them for adoption to the Council of Ministers of BiH on 5 January 2015.

By publishing the Anti-Corruption Strategy for 2015 - 2019 and the Action Plan for the Implementation of the Strategy, our intention is to make these two documents available to as many stakeholders as possible and to help the institutions responsible for the implementation of these documents become better acquainted with them.

Finally, we would like to use this opportunity to thank all the participants in the Intersectoral Working Group for their dedication, comments, suggestions and overall support to the drafting of this strategic document, which will pave the way for the next five years of the fight against corruption in BiH.

Agency Management

The following institutions and organisation participated in the drafting of the Strategy and Action Plan:

Council of Ministers of Bosnia and Herzegovina, Agency for the Prevention of Corruption and Coordination of the Fight against Corruption, Committee for the Appointment and Monitoring of the Agency for the Prevention of Corruption and Coordination of the Fight against Corruption, Central Election Commission of Bosnia and Herzegovina, Ministry of Justice of Bosnia and Herzegovina, Ministry of Security of Bosnia and Herzegovina, Ministry of Finance and Treasury of Bosnia and Herzegovina, High Judicial and Prosecutorial Council of Bosnia and Herzegovina, Prosecutor's Office of Bosnia and Herzegovina, Court of Bosnia and Herzegovina, State Investigations and Protection Agency (SIPA), Public Administration Reform Coordinator's Office, Audit Office of the Institutions of Bosnia and Herzegovina, Committee for the Monitoring and Implementation of the Republika Srpska Strategy, Team for the Monitoring and Implementation of the General Plan for the Fight against Corruption in the Federation of BiH, Ministry of Internal Affairs of Republika Srpska, Ministry of Justice of Republika Srpska, Ministry of Internal Affairs of the Federation of BiH, Ministry of Justice of the Federation of BiH, Team for the Monitoring and Implementation of the Anti-Corruption Strategy and Action Plan of the Brčko District of BiH, Police of the Brčko District of BiH, Transparency International BiH, Center for Investigative Reporting, non-governmental anti-corruption network ACCOUNT.

The development of the Strategy and Action Plan received support from:

Support to Anti-Corruption Project (PAK)



BiH ANTI-CORRUPTION STRATEGY

2015 - 2019

Sarajevo, December 2014

1. Introduction

Corruption is a serious problem in modern society, and is omnipresent in different shapes and proportions, even in economically powerful, democratic and organized countries. As the factors that affect the status and extent of corruption are diverse, such as historical, social, cultural, political, etc., the consequences of corruption in the life of common citizens and the whole of society are numerous and serious. Corruption negatively affects the economy, causing unpredictable costs for investors which discourage them from making future investments, the growth of the grey economy, a reduction in government revenues because of unpaid taxes, an increase in administration costs, costs of goods and services and a reduction in productivity. This phenomenon, in the social sense, influences changes in the system of values, especially rationalization, and even justification of illegal behaviour. In the political sense it undermines the legitimacy and reputation of government institutions, threatens the achievement of the principles of rule of law and causes citizens' distrust of the government and political instability by increasing the gap between the elites and ordinary citizens.

Corruption represents a particular danger for countries in transition, in which democratic and institutional systems of values are not yet sufficiently developed. In such countries, inadequate legal and political mechanisms do not provide sufficient guarantees for the effective control of the use of resources at the disposal of public authorities, the abuse of which corruption actually represents. Bosnia and Herzegovina (BiH), as a country in transition, has recently undertaken certain systematic activities in fighting corruption. According to the "Governance Indicators" of the World Bank, BiH is slightly below the middle on the scale of over 200 countries and territories, and holds a similar position on the Corruption Perception Index of Transparency International, which ranks nearly 180 countries.¹ According to these and other indicators, Bosnia and Herzegovina is ranked lower than the Western European countries, and also lower than most countries in the region.

Accession to the European Union is a strategic priority for Bosnia and Herzegovina. The fight against corruption is one of the key challenges of rule of law in most countries in the enlargement process of the European Union, which includes BiH, and is related to issues of respecting fundamental rights, the work of the judicial bodies and institutions, justice and Internal Affairs. Since the fight against corruption requires attention at an early stage of the EU accession process, and the opening of the respective chapters is based on credible results, Bosnia and Herzegovina needs to show determination in taking concrete, comprehensive and sustainable activities in countering corrupt practices.

In Bosnia and Herzegovina, so far, several strategic anti-corruption documents have been adopted, both at the state and entity levels and in Brcko District of Bosnia and Herzegovina (BD BiH), as well as at the lower levels of government. The Progress Reports for Bosnia and Herzegovina (attachments to the statements of the Commission to the European Parliament and the EU Council) for the past few years have concluded that these strategic documents have not been adequately implemented. They evaluate the overall engagement of BiH only as an "early stage of the fight against corruption."²

The fight against corruption is a long and difficult process with no quick and simple solutions. It is necessary to implement continuous activities, which is why it is essential that activities in the field of the strategic fight against corruption are continued for the purpose of the upgrading and continuity of the Strategy for the fight against corruption 2009 - 2014 and the Action Plan for its implementation, and that the Anti-corruption Strategy (Strategy) and its implementing instrument, the Action Plan, for the period 2015 - 2019, are developed.

¹ Economy Rankings, <http://www.doingbusiness.org/rankings>, accessed at November 19, 2014, Global Perception Index (CPI) of corruption 2013, http://www.mc.rs/upload/documents/saopstenja_izvestaji/2013/CPI/Srbija-CPI-2013.pdf, accessed on November 19, 2014.

² Working document of the employees of the Commission, Progress report of BiH for 2013, http://komorabih.ba/wp-content/uploads/2013/11/izvjestaj_napredak.pdf, accessed on November 19, 2014.

2. General principles and strategic priorities in Bosnia and Herzegovina

Keeping in mind the increasingly prominent social awareness and commitment to a successful and engaged fight against corruption, the international obligations of BiH in this regard and the standards that the country should meet on the road to European integration, the Strategy for the fight against corruption 2015 - 2019 (further Strategy) and the Action Plan for the implementation of the Strategy (further Action Plan) predict enforceable, clear and concrete objectives, that take into account all the specifics of the administrative system and society in BiH.

These include an upgrade and continuity of the Anti-corruption Strategy and accompanying Action Plan 2009 - 2014 and are in line with international standards, obligations of the country from the ratified anti-corruption conventions with the domestic legislation, but also based on good domestic and international practices. The fight against corruption cannot be viewed in isolation from other related strategic and reform processes in the country in the field of foreign affairs, public administration reform, security and internal affairs, justice and finances.

Therefore, the Strategy and Action Plan are aligned with the appropriate processes, as well as with the development and sectoral strategies at both national and other levels of government in Bosnia and Herzegovina. This seeks to consolidate consensus on the necessity of a coordinated, comprehensive and systematic action against corruption, which will strengthen the criteria for joining the European community, and also improve the quality of life for all citizens in BiH. In the outlining of the Strategy, the so called “integrated approach” was applied, treating all the important areas of the fight against corruption – prevention, repression and coordination. This implies the soundness of anti-corruption activities based on the facts, and is characterized by transparency, impartiality and professionalism, inclusiveness, comprehensiveness, comparability and a focus on performance, which are the principles of the fight against corruption advocated by the United Nations. In the development of this Strategy special attention has been devoted to the experiences in the implementation of the BiH Anti-Corruption Strategy 2009 - 2014 and the corresponding Action Plan through identification of its strengths and weaknesses. The Strategy, besides its clearly defined vision, strategic objectives, principles and risks in its implementation, determines the normative and institutional framework for the fight against corruption, and priority areas and programmes for the implementation of the Strategy, including mechanisms for monitoring and evaluating its implementation.

In the outlining of the Strategy, special attention was paid to the specifications of the political and social structure of BiH, due to the existence of several levels of government, as well as to the ability for the “Entities, Brcko District and Cantons to develop their own strategies to combat corruption and action plans in accordance to the general principles set forth in the National Strategy for the Fight against corruption.”³

In order to avoid negative overlap with the responsibilities of the entities, BD and the cantons, the Strategy and Action Plan are not oriented towards the sectors, considering the fact that these levels of government have specific responsibilities in the sectoral areas (home affairs, justice, health, education, etc.). The Strategy and Action plan are directed towards the highest strategic measures relating to the areas of prevention, detection, prosecution, coordination, repression, improvement of the legislative framework, capacity building of institutions, trainings and the raising of public support for the fight against corruption. Such an orientation of the Strategy and Action Plan allows the fight against corruption to be increased to a higher level than the sectoral, which takes place at the levels of the entities, Brcko District (BD) and cantons, and thereby enables a strategic, balanced and sufficiently broad framework for the harmonization of strategies and Action Plans on those levels of the government.

In order to secure coordinated implementation of the Strategy at the BiH level, according to Article 22 of the Law on the Agency (hereinafter: the Law on the Agency), it anticipates the following general principles for the fight against corruption:

³ Provided for under Article 22 of the Law on the Agency, (“Official Gazette of BiH,” No 103/09, 58/13).

2.1. Defining corruption

The term corruption is defined in the international acts in several ways, which can result in different interpretations and practices in the implementation of this Strategy.

The Law on the Agency for the Prevention of Corruption and Coordination of the Fight against Corruption (hereinafter: the Agency) defines corruption as *any abuse of power entrusted to a civil service or person holding political position at state, entity, cantonal, BiH Brčko District level, city or municipality level, that may result in private gain. Corruption, in particular, may include direct or indirect requesting, offering, giving or accepting, directly or indirectly, a bribe or any other undue advantage or prospect thereof, which distorts the proper performance of any duty or behaviour required of the recipient of the bribe.*

Because of the narrow conception of corruption given by this definition, for the purposes of this Strategy as a broader framework one of the most comprehensive and most complete definitions of this kind was taken, which is found in the Civil Law Convention on Corruption of the Council of Europe.⁴ The Convention indicates various manifestations of forms of corruption that are sanctioned by the norms of the criminal legislation in BiH. According to the Convention, corruption means “*requesting, offering, giving or accepting directly or indirectly a bribe or any other undue advantage or the prospect thereof, which distorts the proper performance of any duty or behaviour required of the recipient of the bribe, the undue advantage or the prospect thereof*”.

Institutions and individuals who are to participate in the implementation of the Strategy should be aware that corruption exists if purposeful distortion of the principles of impartiality occurs in decision making for the purpose of gaining an advantage. Defining corruption is important because of the need to differentiate corruption from cases when biasness in decision making and the consequent discrimination are the consequence of partiality and favouring and not an intention to realize a gain for oneself or for others, and from cases in which the detrimental decision is the consequence of lack of information or knowledge on the side of the decision maker.

2.2. Fight against corruption in the public sector

Although corruption may appear in any part of a society where decisions are made, the most harmful consequences of corruption are in the public sector, including holders of positions of public authority. Keeping in mind the breadth of the public sector in BiH at various government levels, as well as its particular responsibility to the citizens who finance it, it is the duty of this sector to demonstrate by example readiness to fight corruption and through national strategic documents to establish obligations for the participants of this sector in prevention and repression. The starting point of the Strategy is that the strategic priorities will primarily be directed towards the fight against corruption in the public sector, in the institutions across all government levels in BiH.

This includes, inter alia, strengthening of public sector institutions that need to fight corruption as well as adoption of or amendments to regulations, in order to reduce the number of opportunities for corruption, or to allow easier detection and prosecution, as well as implementation of prevention activities. Focusing attention on the public sector does not preclude the application of preventive and repressive measures against corruption in the private sector, particularly in those areas where there is an interaction between the public and private sector. Research on corruption in BiH shows that this type of criminal activity mostly takes place in the misuse of authority in the public sector, and in the interaction between the public sector and the private sector or citizens. The majority of businesses see this kind of corruption as a bigger problem than that which appears in relationships between private companies.

⁴ Strasbourg, November 11, 1999 came into force November 1, 2003, came into force for BiH November 1, 2003, (published “Official Gazette BiH,” No 36/2001).

2.3. Reduction of the regulatory and distributive role of the public sector

The scope of corruption in the public sector is directly dependent on the scope of activities in the sector (organization of social relationships through legislation intervention in the market, reallocation of wealth within society, etc.). Consequently, one effect of the reduction of the regulatory or distributive role of the public sector will be the reduction of the number of opportunities for corruption. That does not mean that the institutions of the public sector will waive their regulatory or decision making role for the sake of the fight against corruption, but that there is a need for such activities to be undertaken when necessary or based on established policies, with awareness of occurrence of corruption and with control mechanisms reducing such risks to a minimum, as one kind of corruption prevention.

Due to the subdivisions of the public sector in BiH, there is a tendency for the regulatory functions of the government to increase even when unnecessary, either in order to justify the existence of the institutions and use of the budget revenues, or to set barriers to business that can overcome corrupt mechanisms. Due to the weakness and lack of competitiveness of the economy in Bosnia and Herzegovina, jobs that are contracted with the authorities are of great importance for the financial performance and sustainability of many parts of the private sector, which motivates corrupt behaviour. Although social and other similar payments in BiH are relatively low compared to developed countries, the need of members of socially vulnerable groups are great even for this aid, which creates a strong incentive for corruption, in order to achieve participation in the distribution of budget funds.

2.4. Encouraging moral scorn and unacceptability of corruption

Moral scorn and non-acceptance of corruption, both on the collective and individual level, are the most powerful and most efficient anti-corruption means, and, at the same time, require the least investment of institutional resources. However, due to the process of the creation of ethical values, which have been distorted over a long period of time, it is not reasonable to expect changes to occur in the short-term; but it is certain that serious results in the fight against corruption are hard to achieve without public support.

Consequently, the process of the strengthening of moral values should be included in the creation of anti-corruption measures by the incorporation of desired behaviour into the legislation and education system and its promotion by the holders of public authority and pointing out the positive examples and measures, which will convince citizens that they can influence and contribute to prevention of corruption.

Therefore, it is necessary, by raising public awareness about the manifestations, means of prevention and consequences of corruption, to enable the inclusion of the whole society into this fight. Citizens of Bosnia and Herzegovina as a principle strongly condemn corruption and its manifestations, but judging by polls and indicators from criminal statistics, they are rarely willing to report such crimes.⁵

2.5. Reducing benefits and increasing the risk of corruption

Participants in corruption, unlike perpetrators of other criminal offenses, act rationally, weighing the possible gains and the legal and moral sanctions that they may face, and the likelihood of revelation or punishment. Therefore, the purpose of anti-corruption measures should be to change the relationship between the benefits and risks of potential participants in corruption – the reduction of gain that they may count on, and the higher likelihood that they will be revealed and punished. This also implies emphasizing the criminal sanctions that those who engaged in corruption will be subject to, with an emphasis on property seizure and elimination of other benefits obtained by such means.

Achievement of this objective may involve changes to the normative framework for the fight against corruption, implementation of prevention measures, as well as essential improvement of activities of the authorities for law enforcement. In Bosnia and Herzegovina, despite the measures undertaken so far, the probability of detecting and punishing corruption is very low; making this illegal activity still seem very

⁵ Source: Countering Corruption in Bosnia and Herzegovina: 2001-2011, <http://www.csd.bg/files/Full.pdf>, accessed on November 19, 2014.

profitable. In addition, in BiH there are very few convictions for criminal acts of corruption, which are rarely accompanied by deducting of the full value of generated illicit gains.

2.6. Reduction and regulation of discretionary powers

Since corruption is always tied to the decision making process, this Strategy strives to allow the decision making process to be, as little as possible, the result of the free assessment of decision makers, i.e. of their discretion. Instead, it is necessary to design and implement decision making in a clearly defined procedure based on as precise criteria as possible and with the highest transparency of the process towards the public. For the achievement of this objective, amendments to the normative framework are necessary in order to introduce decision-making procedures where they do not exist or are not precise enough. It is necessary to review the level and the necessity of discretionary powers as an important segment of prevention of corruption and raising of public awareness about the risks of discretionary decision-making, as well as the ways for the civil society, the economy and the citizens to monitor whether those powers are used in accordance with the purpose for which they exist. Although there are efforts in BiH to limit the scope of discretionary decision-making, both in the context of certain parts of the Strategy for Public Administration Reform and in the context of the development of Integrity Plans, it has still not been limited to necessary cases only.

2.7. Increasing transparency in decision making

The likelihood of the appearance or continuance of corruption is increased if the decision making process is not public.

Therefore, this Strategy strives to increase the transparency of the decision making process, through enhancement of the normative framework and practice as an important segment of the prevention of corruption and a prerequisite for the participation of the entire society in combating corruption. The decision making process in BiH is still not transparent enough, and problems arise at the level of adoption of regulations (the absence of public debate or insufficient involvement of interested stakeholders), concealment of influence on decision making (lobbying) and the absence of analysis and insufficient explanations. In addition, corruption is aided by the general lack of transparency in the functioning of institutions and the lack of freedom of access to information.

2.8. Increasing oversight and control over decision making

The general level of monitoring and control in BiH is not satisfactory. Besides the problems arising from the fact that there are not prescribed deadlines in all cases for overseeing, or that there is no clearly defined authority to perform monitoring and control, nor is there volume control, the quality of monitoring is not always sufficient enough and comes down to formal approval of working reports, without consideration of all aspects of the work arising from the prescribed jurisdiction of institutions.

On the other hand, if the decision making process does not undergo supervision or control, and if there is no obligation to explain action/failure of action, the likelihood of revealing corruption is reduced. Therefore, this Strategy strives towards effective supervision and control over decision making, as well as towards the reduction of the number of situations in which the decision makers do not have to explain action/failure of action.

Achieving this goal involves strengthening the capacity of institutions that perform monitoring and control over the adoption and implementation of legal regulations and improving the normative framework; it is also an important part of the prevention of corruption and another precondition for the effective participation of citizens in the fight against corruption.

2.9. Interactivity and proactivity in prevention and repression of corruption

If the knowledge and awareness of all stakeholders in the prevention of corruption and of its causes, modalities and harmful consequences is higher, the chances are better that corruption will be reduced in practice and that the number of stakeholders in prevention of corruption will be increased. Therefore, this Strategy envisages other preventive measures for the fight against corruption, including education about corruption issues, conducting in-depth surveys of the existing situation, learning on the basis of identified patterns of corrupt behaviour and including as many stakeholders and individuals from the public and other sectors in the fight against corruption.

The fight against corruption cannot be successful if it is solely reactive, or if you are waiting for someone to report corrupt behaviour. It can be effective if it involves a proactive approach. Such an approach means that the observed patterns of corrupt behaviour are opposed by effective deterrent mechanisms, and that they are used for the detection of corrupt activity even before it has been reported.

2.10. Intensifying of detection and repression of corruption

If a higher number of cases of corruption is revealed and properly punished and the results of such actions are widely publicized, it can be expected that fewer cases will occur in the future.

Therefore, this Strategy strives towards:

- Increased number of reported and examined cases, including suspicion of corruption, through intensified work of the investigation authorities, and encouragement of persons to share their suspicion with others;
- Reduction of cases of corrupt behaviour that are not subject to revelation and repression;
- Adequate sanctions for corruption, i.e. to dissuade potential participants from corrupt behaviour;
- Development of mechanisms that will ensure compensation of damages caused by corruption to the damaged parties.

2.11. Improving coordination in the fight against corruption

In order for the Strategy to lead to the achievement of the stated general principles, it is necessary to establish efficient mechanisms for its implementation and for the coordination of the work of the relevant authorities, for the monitoring of the implementation of the measures in practice and periodic evaluation of the achieved results. Experience has shown that the implementation and coordination of the Anti-corruption Strategy 2009 - 2014 has not been successful enough, and that the coordination of the implementation of measures and activities of the Strategy and Action Plan, between institutions at all levels of government in BiH, was inadequate.

The Strategy, as a general framework for combating corruption in Bosnia and Herzegovina, includes goals and brings measures that are relevant and can be applied at all levels of government, without negative overlap with the responsibilities of the entities, BD and the cantons. The identification of the modalities and specific problems to be solved, starting with the principles, vision and strategic objectives of the Strategy at some levels of decision making, institutions or parts of the public sector, will be carried out within the framework of the Action Plan for the implementation of the Strategy 2015 - 2019, as well as specific strategies and action plans adopted or modified for certain parts of BiH or sectors. Those strategies and plans will be adopted in line with the Constitution of BiH and legal responsibilities, on the basis of or in accordance with the Strategy.

3. Vision

Corruption is a multi-layered phenomenon whose obstruction requires a holistic approach, i.e. the inclusion of as many social stakeholders as possible, who will, from their respective perspectives, contribute to the fight against corruption. The term *fight against corruption*, within the meaning of this Strategy, includes all measures and preventive activities in that field of implementation, law enforcement regulations, coordination of the work of all institutions in BiH, strengthening of capacities and raising awareness of the need for and mechanisms of the fight against corruption as well as standards and values, not only in the public sector but in the society as a whole.

Taking into account the aforementioned, the vision of this Strategy is to achieve the following final result following its application:

Bosnia and Herzegovina, through the construction and improvement of the institutional and normative framework, activities of awareness raising about the harmfulness of corruption, reduction of tolerance of corrupt behaviour, and through the prevention, proactive detection and indiscriminate and effective prosecution of corruption, has been recognized for its convincing efforts and results to oppose corruption, and to achieve a higher level of governance of law and the increased trust of citizens in government institutions.

4. Wider objective

The objective of this Strategy, taking into account strategic and reform processes at all levels of government in BiH, is to create a general framework for a decisive and comprehensive fight against corruption, including the establishment of the priority areas for action and certain starting commitments and manner of joint action.

Therefore, **the wider objective** of the Strategy is to:

Establish priorities in Bosnia and Herzegovina in the area of prevention of corruption and the fight against corruption, principles and mechanisms of joint action of all BiH institutions and all segments of society in that area and create, i.e. improve, the preconditions for the reduction of the real and perceived level of corruption, and promote positive social values such as integrity, responsibility and transparency.

5. Strategic objectives

From such a formulated general objective arise the following strategic goals, which in BiH should be achieved through the implementation of the Strategy:

1. *Establishment and strengthening of institutional capacities and improvement of the normative framework for the fight against corruption;*
2. *Development, promotion and implementation of preventive anti-corruption activities in the public and private sector;*
3. *Improvement of the effectiveness and efficiency of the judicial institutions and bodies for law enforcement in the area of the fight against corruption;*
4. *Raising public awareness and promotion of the need for the participation of the entire society in the fight against corruption;*
5. *Establishment of efficient mechanisms for coordination of the fight against corruption, as well as the monitoring and evaluation of the Anti-corruption Strategy.*

6. Principles

Given the so called integrated approach of this Strategy, the complexity of the issue of corruption, its direct influence on respect of fundamental social values, rule of law and self-sustainable development, it is necessary to comply with the following principles in the Strategy implementation:

- *Rule of law* – compliance with the law of legal acts and all actions of legal entities. In undertaking anti-corruption activities, entities implementing the Strategy should base their actions on law so that their decisions are in formal and material compliance with appropriate legal acts at all government levels and with the international commitments of BiH; in the process of the issuing of legal acts, reduced risks of occurrence of corruption should be taken into account in their subsequent application and by particular authorities that may conduct effective supervision and allocated funds for their implementation;
- *Fact-based* – planning, monitoring and assessment of fulfilment of anti-corruption tasks should be based on facts. Already in the analysis phase and assessment of status and phenomenal forms, entities are under obligation to establish facts and establish anti-corruption measures based on them. That, in particular, means taking into consideration the advantages and disadvantages of the work of entities implementing the Strategy as well as continuous revision and examination of the fulfilment and adequacy of strategic objectives;
- *Good practice* – adjustment of anti-corruption activities with good practices in the area of opposition to corruption in the country and other transition countries and learning from mistakes, identified patterns of corrupt behaviour and their causes in the system. There are numerous solutions to certain dimensions of the issue of corruption that should be taken into consideration, depending on their applicability in BiH;
- *Comprehensiveness and inclusiveness* – coordinated inclusiveness of the highest number of stakeholders and influence on as many factors causing corruption as possible. The fight against corruption is not a task just for the few, and the causes of corruption are not simple. All institutions and services in BiH, civil society organizations, professional associations and citizens within their competences should get involved in the fight against corruption. Therefore, it is necessary, wherever possible and reasonable, to create partnerships and coalitions to fight against corruption; public sector authorities should enable other parts of the society to effectively influence the fight against corruption, not only through the protection of their rights, but also through a participatory approach in decision making, timely consideration of their initiatives and petitions and the enabling of starting procedures for the protection of the public interest;
- *Transparency and participative approach* – timely familiarisation of the public with decision and policy making in the institutions at all government levels in BiH as a basis for decision and policy making and a powerful means for prevention of corruption. All entities implementing this Strategy, in particular government authorities and services, are obligated to ensure appropriate mechanisms of communication and consultation with the public in decision making. For the sake of better transparency, cost-efficient and modern communication means should be used – publishing of decisions, data on planned and conducted activities and databases on the activities of government authorities, especially in connection with public finance and management practice. In order to fulfil previous principles (comprehensiveness and inclusiveness), i.e. ensure support in the implementation of activities of the fight against corruption, it is of significant importance to ensure visibility of anti-corruption efforts in the form of action plans and reports on the implementation of such action plans;
- *Impartiality and professionalism* – political (and other) impartiality and competency for the fulfilment of anti-corruption tasks are necessary for a long and complex process like anti-corruption. Opposition to corruption should be viewed as a part of the work for the general good and the improvement of the

professionalism of the administration and the private sector as well. There is no room for ideological, political and other negative influences. It is also necessary to continually work on the improvement of the knowledge, attitudes and skills needed to combat corruption;

- *Orientation towards effect* – determination of clear, measurable and feasible objectives. Efficiency of the strategic documents and anti-corruption activity is questionable if objectives and purpose are not clearly set; realization is not possible to monitor and achievement is difficult or impossible. All these preconditions should be fulfilled by all entities of implementation in order to achieve optimum results for which indicators of achievement are available. Since a considerable number of anti-corruption activities relate to public administration, public services and enterprises that should be in the service of citizens, the final result and its measuring should be taken into account in the definition and achievement of anti-corruption and the general activities of the work of the public administration.

7. Obstacles to successful implementation of the Strategy and Action Plan

Every reform process, and, in particular, the fight against corruption, is demanding and faces hurdles on its way to achieve the required effects. In order to reduce their influence in the implementation of the Strategy, it is necessary to reduce or eliminate the following obstacles that can influence its successful implementation:

- *Lack of political and other will* – without the wish and decisiveness of decision makers at the political and administrative level, no undertaking of concrete and engaged anti-corruption measures can be expected; instead, it will turn into a missed or last-minute action or selective action;
- *Failure to fulfil international commitments* – insufficient harmonisation of BiH legislation with international anti-corruption documents and lack of application of internationally recognized standards in that area disable use of confirmed and efficient anti-corruption mechanisms;
- *Insufficient independence and competence of the implementing entities* – without appropriate knowledge, skills and freedom (within legislation), the action of the implementing entities against corruption can neither be efficient nor achieve the necessary results;
- *Insufficient involvement of the implementing entities* – without sufficient involvement of all stakeholders in the Strategy implementation, the entirety of the anti-corruption system is distorted, which unavoidably affects anti-corruption effects;
- *Lack of financial and other resources* – lack of financial and other resources necessary for quality anti-corruption action seriously affects the capacity of the anti-corruption system and disables the implementation of the demanding measures that are important for its prevention;
- *Complexity of the political system* – lack of continuity in anti-corruption and lack of consensus among legislative and executive authorities regarding anti-corruption, due to the instability and complexity of the political system, have an extremely negative effect on anti-corruption;
- *Lack of system and coordination* – even the best envisaged anti-corruption policy measures in the Strategy cannot be efficient if implemented sporadically, in a non-coordinated manner, fragmentally and without systematic activities and the coordination of entities for implementation;
- *Lack of public support* – anti-corruption is incomplete and inefficient without public awareness of the harm that corruption does to a society and individuals as a basis for increased willingness of citizens to demand and support anti-corruption activities and participate in them;
- *Unreasonable expectations for fast effects of anti-corruption activities* – the more corruption there is, the greater the wish of the citizens to oppose it and the expectation of fast results in a short time, which may result in lack of patience and weakened support by the public for anti-corruption measures and activities.

8. Normative, institutional and social framework for the fight against corruption

Each reform process, especially as complex as the fight against corruption, requires an appropriate and effective framework for its implementation, containing normative, institutional and social components.

Due to the existence of several levels of government, the normative framework for combating corruption in BiH is complex, because there are numerous laws at all levels of the government regulating this area, which, in addition to the Law on the Agency, are the most important laws governing the following areas:

- Criminal legislation
- Public procurement
- Conflict of interest
- Financing of political parties
- Free access to information
- Electoral processes
- Prevention of money laundering
- Protection of persons who report corruption

In addition to the law, fighting corruption at different levels of government in BiH is also determined by the existing or future strategies and action plans for their implementation, which under the Law on the Agency should be in accordance with the general principles set out in the Strategy.

Because of the large number of institutions, which have a jurisdiction at the appropriate level of government, the institutional framework for fighting corruption in BiH is also complex and includes the following institutions:

- Parliamentary Assembly of BiH (PS BiH)
- The Council of Ministers and state institutions
- The Agency and bodies for combating corruption at the entity, BD and canton levels
- Parliament of BiH Federation (PF BiH) and the National Assembly of Republika Srpska (NS RS)
- Entity governments and institutions
- Assembly of Brcko District BiH
- The government and the institutions of Brcko District BiH
- Legislative bodies of the cantons
- Governments and institutions of the cantons
- Public companies and institutions in BiH

In addition to the normative regulations and functioning of public institutions, all other segments of the society which are, or should be, interested in reducing the harmful effects of corruption have a very important role in the fight against corruption:

- Political parties
- The private sector and other forms of its mergers
- The media
- Universities and other academic and educational institutions

- Associations and civil society organizations
- Citizens
- International Organizations

A successful fight against corruption requires the highest level of cooperation and coordination between all the listed institutions and social actors, and their role in this process is addressed in more detail in the corresponding strategic objectives of the Strategy.

9. Strategic objectives and programmes for their implementation

Although presented separately, all strategic objectives are closely related because the expected effects can only be achieved if all objectives are treated with equal importance. Enforcement of preventive and repressive measures depends on the strengthening of institutional capacities and the normative framework for combating corruption. Raising public awareness and participation of society in the fight against corruption increases the number of reported cases of corruption, and the achievement of these objectives depends on the efficiency of the mechanism for the coordination of anti-corruption activities.

Strategic objectives are developed through the strategic programmes from which the measures for their implementation derive, which are made operational through the Action Plan with well-defined activities, executors of those activities from different sectors, performance indicators, deadlines and planned resources.

9.1. Establishment and strengthening of institutional capacities and improvement of the regulatory framework for the fight against corruption

The fight against corruption, as an integral part of establishing and maintaining the rule of law, implies the existence of clear and comprehensive rules to be used for the prevention, detection and punishment of corruption, but also the existence of well-organized institutions. Those institutions should have clear tasks, necessary powers, resources, knowledge and skills to fulfil set goals, and the integrity necessary to fulfil the norms. The institutional framework in BiH for combating corruption is not fully finalized, and some institutions of great importance to the fight against corruption do not have sufficient capacities.

A basic legislative framework for combating corruption exists, but it needs to be improved both through harmonization with international standards and within the country, removing norms and procedures that increase the risk of corruption and introducing policies that will reduce the risks. The common result of improved standards and strengthened institutions should be the successful implementation of high quality anti-corruption laws, which, by common assessments of domestic and foreign actors, are considered the biggest problem in BiH.⁶

Institutional capacities

There are multiple bodies and institutions in Bosnia and Herzegovina which, based on their statutory powers, play a role in the fight against corruption, and which, based on their positions and responsibilities, may be divided into two groups.

The first group consists of institutions and bodies that have one common feature - to coordinate activities in the fight against corruption, and includes the Agency and bodies for prevention of corruption⁷, that are or need to be established at the entity, canton and BD BiH levels.

The second group consists of bodies and institutions with specific responsibilities in the fight against corruption from the legislative, executive and judicial authorities at all levels in BiH, especially in the area of passing legislation, prevention, control, surveillance, detection, proof and prosecution of corrupt behaviour.

9.1.1. Bodies for coordination of the fight against corruption

The Agency for the Prevention of Corruption and Coordination of the Fight against Corruption is responsible for the development of the Strategy and Action Plan for the Fight against Corruption of BiH, the coordination and supervision of their implementation, giving opinions and instructions regarding their

⁶ Source: National Integrity System Study Bosnia and Herzegovina 2013, <http://ti-bih.org/wp-content/uploads/2012/12/TIBIH-NIS-Web-FIN.pdf>, accessed on November 19, 2014.

⁷ In the sense of the Article 23. item 1. Law on the Agency.

application, and coordination of the work of public institutions in preventing corruption and conflicts of interest.

Furthermore, the Agency has the jurisdiction to prescribe a uniform methodology for data collection on the property status of public servants, to analyse submitted data for identification of corrupt activity and to act on received applications with indications of corrupt behaviour. The Agency is responsible for the coordination of the work of institutions with public jurisdiction in preventing corruption, monitoring the effects of preventive anti-corruption laws and regulations, and giving instructions regarding their application and the initiation of activities related to amendments to the existing laws and their harmonization.

The establishment of bodies for prevention of corruption is foreseen at the level of the entities, cantons and BD BiH, with jurisdiction of coordination of anti-corruption activities at the appropriate level of government⁸. In addition, where there is a need, establishment of such bodies at the local levels of the government should be enabled, specifically at the level of towns and municipalities, even though they are not specifically mentioned in the Law on Agency. The Law on the Agency foresees in the obligation of development of anti-corruption policies in the entities, BD BiH and cantons, the possibility to determine a new or existing governing structure that will be in charge of prevention of corruption, development and implementation of the strategies for the fight against corruption and action plans at the appropriate level, and the obligation of those bodies and institutions at all levels of the government to cooperate with the Agency. In that way, timely and efficient implementation of coordinated politics would be ensured.

Resolutions from the Strategy retain a framework and anticipate additional development of modalities of cooperation and coordination, based on past experiences, to make it more efficient and more consistent. Bearing in mind the constitutional and legal powers, the role of bodies and institutions at the entity, BD and canton levels, and existing or future strategic documents for the fight against corruption are particularly important when planning anti-corruption activities in certain sectors of society (e.g. education, health), whereby the implementation of the Strategy will ensure that these activities are based on the same principles and in line with the general legal framework.

Improvement of the work of institutions performing the most important tasks in the fight against corruption, and of the regulations by which they act involves appropriate institution capacity, standardization of activities, improvement of knowledge and skills and appropriate resources.

Strategic programmes:

1. *Determination of bodies for prevention of corruption at the levels of the government where it has not been done yet with the development of mutual cooperation and coordination between all bodies for prevention of corruption*
2. *Provision of administrative, financial and institutional capacities of bodies for prevention of corruption in BiH in line with their jurisdiction*

9.1.2. Institutions at all levels of BiH with anti-corruption jurisdiction

At the level of legislative and executive power are institutions that play a key role in the fight against corruption in BiH. Those are the Parliamentary Assembly BiH, Council of Ministers BiH and other state institutions, Parliament of the Federation BiH and National Assembly of Republika Srpska, entity governments and institutions, the Assembly of Brcko District BiH, Government and institutions of Brcko District BiH, legislative bodies of the cantons, cantonal governments and institutions and public companies and institutions in BiH.

Authorities with a particularly important and direct role in the fight against corruption are authorities for repressive actions against corruption such as the Court BiH, the Prosecutor's Office BiH, Ministry of Security and the constituent administrative organizations part of this ministry (the State Investigation and Protection Agency, the Directorate for Coordination of Police Bodies of BiH, Border Police of BiH),

⁸ Ibid.

the courts in the FBiH, the Federal Prosecutor's Office and Federal Police Administration, the courts and prosecutor's office in the RS and the Ministry of internal Affairs of RS, the police and Municipal Court in BD BiH, the Prosecutors Office BD BIH and corresponding institutions at the cantonal level (courts, prosecutors and ministries of internal affairs).

The Ministry of Security BiH and its administrative organizations, ministries of interior of the entities and cantons, police of BD BiH have the authorization to undertake operative activities in discovering the perpetrators of corruption and other crimes. Besides that, they are responsible for prevention of corruption within the institutions themselves. Cooperation between police agencies in BiH, but also with the international level, is a prerequisite for efficient work. Equally important is that the police services achieve good cooperation with other institutions, especially with those that through their work can access data that points to committed acts of corruption.

The ministries of justice, at the various levels of government, have an important role primarily in the creation of legislative framework to timely respond to the challenges in the fight against corruption, but also other related illegal behaviour. In order for such a role to properly be carried out and thereby ensure the implementation of relevant international standards and legal certainty, it is necessary that they cooperate with one another and with other bodies that can provide them with necessary information.

Prosecutors play a crucial role in the prosecution of perpetrators of criminal acts, because the decision on whether the prosecution will be carried out depends on their determination and skills, whether all suspects will be encompassed and whether good evidence will be presented to the court. In order for their work to be successful, good cooperation is needed especially with the police, but also with all other bodies that have information or knowledge about specific issues.

Audit institutions in BiH do not have a repressive but rather a preventive role, which is of great importance in the fight against corruption. The task of auditing institutions in BiH is to take a proactive role in the prevention of corruption, which includes support to the development of policies and strategies of institutions in preventing corruption, raising awareness and accountability in the use of public money, impacting on the transparency of all proceedings of public authorities, presenting the results of audit institutions in BiH parliaments, public disclosure of audit reports and recommendations and encouraging cooperation with other institutions.

Their findings, conclusions and reports of inspection and audit services should be a good starting point for a criminal investigation. For that to happen, it is necessary to establish regular information exchange.

Finally, in the context of the implementation of comprehensive policies to fight corruption, it is necessary that these bodies have adequate cooperation with the authorities for fighting corruption on the different levels of government and with the Agency for the Fight against Corruption.

Strategic programmes:

3. *Ensuring adequate institutional capacities with anti-corruption jurisdictions*
4. *Improving cooperation and coordination between institutions with anti-corruption jurisdiction in BiH and bodies for prevention of corruption at the appropriate level of the government*

9.1.3. Human resources management

To enable the bodies and institutions to fulfil their tasks of combating corruption, one of the prerequisites is that they have adequate resources, human as well as material. Although the number of employees may be an indicator of institutional competency to respond to legal obligations, there are other, equally important factors that influence this. These are, on the one hand, the expertise of employed personnel, and on the other, their distribution and organization at work. To meet the criteria of expertise, it is necessary to ensure that recruitment and promotion are in all aspects consistent with the demonstrated knowledge, commitment and results. To achieve an adequate structure of employees and to take advantage of their capabilities to the fullest extent, it is necessary that laws on systematization of working positions are well designed and, above

all, that these acts are not adjusted to the existing situation, but that recruitment is performed on the basis of pre-defined needs.

In this regard, it is necessary to correctly estimate the number of executives based on the analysis of tasks that institutions need to perform and the planned workload, which again should reflect the optimum level of fulfilment of the obligations arising from the legislation and policy acts. Functional analysis and the implementation of integrity plans can contribute to the achievement of these objectives. The question of the material and human resources of the institutions is interconnected. Employees need tools for their work, therefore they need to be purchased, and these same funds can result in reducing the number of employees needed (e.g. software control that may to some extent replace the visits of inspectors). Analyses of resource needs should be checked by the competent supervisory authorities and made publicly available.

Strategic programmes:

5. *Improvement of professionalism of public administration through the establishment and implementation of transparent and measurable criteria for recruitment and shifting in the public service*
6. *Harmonization of the development of curricula for training in all public institutions in BiH in the field of prevention of corruption and coordination of the fight against corruption*

9.1.4. Independence of conduct and support to anti-corruption authorities and institutions

A successful fight against corruption involves institutions' non-selectivity in treatment apropos the implementation of legal regulations equally for all participants, which is not possible under conditions where they are exposed to inappropriate internal and external, political and corruptive pressures, threats and influences.

Selection of managers of public institutions should be conducted on the basis of clearly laid down criteria and conditions and upon completion of the competition procedures, along with a detailed explanation of the decision. In addition to personnel policies, subjection to political influence in institutions is also a common occurrence, particularly in the areas of public procurement, licensing and other fields that can be used to generate benefits or influence. Even when an institution is exposed to pressures, or when pressure is applied to a manager or to a specific officer, it is their duty to refuse illegal instructions and endeavour to fulfil their tasks in accordance with their assigned jurisdictions and the current legislation.

The current situation in BiH is unsatisfactory in this regard, although the public sector is formally separated from politics. In reality, political will and the lack thereof are factors that influence the success of reforms and the implementation of adopted legislation, as well as the functioning of institutions. On the other hand, the institutions themselves could do more within their existing competencies, capabilities and support to fulfil their responsibilities.

Strategic programmes:

7. *Securing expertise and professionalism of senior civil servants through the consistent application of the criteria for selection*
8. *Reducing opportunities for political and other influences on the work of employees in public institutions*

9.1.5. Financial and other resources of anti-corruption bodies and institutions

Lack of financial and other resources required for the successful fight against corruption and fulfilment of other legal obligations of institutions seriously affects the capacity of the system to combat corruption and precludes demanding measures that are important for its prevention. The financial needs of the public sector in BiH are larger than funding possibilities from the current income, which negatively affects the funding of anti-corruption activities. However, this is one of the areas where savings are not profitable. On the contrary, we should consider ways to finance the anti-corruption work, especially of those institutions that are directly involved in exposing corruption and other related violations, and to link it with the financial

results achieved or with the amount of public funds subject to their control. In addition, for political reasons, or due to lack of support in some cases, unjustified withholding of funds for anti-corruption institutions occurs.

As with the estimation of needed human resources, the quantity of necessary financial resources should rest on objective assessments. This implies an analysis of the tasks that the institution in question should perform and its planned workload, which in turn, should reflect the optimum level of fulfilment of the obligations arising from the laws and strategic acts. Procurement of funds for the work should be performed when it is needed; as and when it is certain that they will be used, and should not depend on the current status of the approved budget. In addition, procurement needs to be planned several years in advance, based on long-term work plans.

For the implementation of the Strategy and the Action Plan, necessary resources for the implementation of each activity in the institutions that will be responsible for their implementation should be provided. These budget users should incorporate and separately show the funds that they need in order to implement the Strategy and Action Plan and, in the explanation of their financial demands, warn against the possible consequences of such disapproval of the budget. Relevant ministries of finance, the Government, Council of Ministers and the legislative houses should make every effort to provide the resources needed for such an important reform activity as the fight against corruption. Along with the funding from the budget, opportunities provided by timely planning and the interest of donors to assist the work of state bodies in the fight against corruption should also be used, either directly or in conjunction with civil society projects. Even if all funds are not approved, public authorities shall endeavour to meet the tasks of the highest priority within the available/obtained funds, and thus clearly point to the benefits that society can expect from them.

Strategic programmes:

9. *Ensuring financial resources for the implementation of the strategies and the accompanying action plans for the fight against corruption at all levels in BiH*

9.1.6. The legal framework for combating corruption in BiH

The construction and permanent improvement of the normative framework for the fight against corruption is one of the most important measures, and one that connects and defines all other anti-corruption activities. The laws regulate, and their quality determines, many key issues of prevention of corruption. For example, what will be the rights of citizens and the obligations of the authorities with regard to public information, what will be the obligations of officials in terms of resolving conflicts of interest, etc?

Likewise, in the field of repression, the law will determine which kind of behaviour can be punished and what means the investigating authorities can use in discovering and proving corruption. The normative framework is important for coordination issues of fighting corruption and achieving cooperation among the organs. Some activities will be performed on the basis of agreement, but rules are necessary when there is no willingness to cooperate or it is not sufficient. Strengthening the role of the civil society and the economy in the fight against corruption will also depend on the legal possibilities that are at their disposal.

Therefore it can be said that the fight against corruption, as an integral part of establishing and maintaining the rule of law, implies the existence of clear and comprehensive rules to be used either to prevent, or to detect and punish the perpetrators of corruption. The basic legal framework for combating corruption in BiH exists, but it needs to be improved through harmonization with international standards and within the country, removing norms that increase the risk of corruption and adopting policies that will reduce the risks.

The improvement of the normative framework of the Strategy is based on the review of the provisions of existing legislation, taking into account the principles of the Strategy, the analysis to which this Strategy is exposed, the applications of the analysis and the need to harmonize with international standards. Another direction of improvement is the move towards completing the legal framework legislation (e.g. Law on lobbying).

Strategic programmes:

10. *Improvement of the normative framework in BiH for the fight against corruption, with the aim of more successful cooperation and coordination between judicial authorities and the law enforcement organs*
11. *Enabling the Agency for the Prevention of Corruption and Coordination of the Fight against Corruption and other anti-corruption bodies to provide their opinions about the proposed anti-corruption laws*

9.1.7. Harmonization of anti-corruption legislation with international standards

Bearing in mind the constitutional arrangement and the primacy of ratified international treaties over domestic legislation, in order to achieve the rule of law it is necessary to fully provide for and fulfil the international obligations of BiH. Generally, the application of international standards is useful, because it leads to compliance with other countries, on which the efficiency of cooperation in criminal justice matters might depend. However, one should bear in mind that the international standards may not be understood, or may be presented wrongly for the purposes of domestic debates. Standards are, in most cases, at the minimum; or such that all signatories must adhere to them and they are acceptable even to the most sceptical. Therefore, the achieved level of comprehensiveness of anti-corruption regulations should not be reduced in order to “harmonize” with the international standards, nor should the minimum standards be used as an excuse for not implementing further reforms, which have clearly been recognized as necessary in the country.

Bosnia and Herzegovina has ratified several international conventions that are of importance in the fight against corruption, among which are the Civil and Criminal Law Convention of the Council of Europe⁹ and the UN Convention against Corruption¹⁰. In addition, in the context of EU accession, the relevance of other documents, such as Resolution 97 (24) of the twenty guiding principles in the fight against corruption, common rules against corruption in the funding of political parties and election campaigns, etc., will increase. Norms of the international conventions are not always fully elaborated in the domestic law. Moreover, the mere fulfilment of certain standards is questionable because it depends on the interpretation, how widely an obligation will be understood, especially when it comes to qualitative categories, such as “establishing effective mechanisms” and similar provisions.

It is known that the compliance of legislation and practice in BiH with the conventions is not complete, as reported in GRECO¹¹ reports, reports of the European Commission and other organizations (e.g. SIGMA¹²) and international surveys of achievement of some international standards.

Strategic programmes:

12. *Harmonization of the legal framework in Bosnia and Herzegovina with the obligations from ratified international conventions*
13. *Implementing the recommendations of the relevant international institutions and organizations for the fight against corruption*

9.1.8. Harmonization of anti-corruption legislation at all government levels in BiH

The principle of legal security and rule of law is ensured, *inter alia*, by the harmonization of the country’s legal system. There is inconsistency in regulations in BiH which, in some cases, has an adverse effect on the fight against corruption. The first type of problem is the inconsistency of the regulations within one level of

⁹ Strasbourg, November 4, 1999 came into force November 1, 2003, came into force for BiH November 1, 2003, (published “Official Gazette BiH,” No 36/2001).

¹⁰ Came into force December 14, 2005, came into force for BiH October 26, 2006, (published “Official Gazette BiH,” International contracts, No 05/06).

¹¹ Group of states against corruption-GRECO.

¹² SIGMA is a joint initiative of the European Union and the Organization for economical cooperation and development (OECD), whose goal is to support the administration reforms of countries that are in the European Union accession process.

government; their harmonization needs to be initiated and the relevant anti-corruption bodies need to be coordinated. Another type of inconsistency is the differences in the provisions of the anti-corruption law at BiH level on the one hand and at the entity, BD and cantonal levels of the anti-corruption law on the other hand. This presents at least two situations - when the harmonization of these regulations is mandatory, because of the legal hierarchy in terms of the legal issues, or when there is no legal obligation for such harmonization. Whether there is a legal obligation to harmonize or not, it is useful. In the context of the implementation of the Strategy, harmonization is particularly useful to facilitate coordination of activities, exchange of experiences and monitoring of the achieved results.

The need for harmonization of certain regulations within BiH has been identified in some sections of the Strategy.

Strategic programme:

14. *Improvement of prevention of corruption and the fight against corruption through the harmonization of anti-corruption legislation at all levels in BiH*

9.2. Development, promotion and implementation of preventive anti-corruptive activities in the public and private sectors

Prevention is always a better option than repressive action in any area, including in the fight against corruption, whereby even the possibility of harmful consequences is eliminated. Prevention may be implemented through activities which prevent or eliminate corruption like, for example, the abolishment of the obligation to obtain a permit, for which the possibility of a bribe was created in the past, or, when this type of prevention is not possible, by the reduction of the possibility of corruption by a clear and precise definition of what enables the issue of such a permit.

When the actions of civil servants are better regulated and when effective mechanisms of control and sanction exist, the probability of detecting corruption and punishing offenders is higher. Also, the more transparent the work of civil servants, the lower the probability that corrupt behaviour will go unnoticed. Prevention of corruption at the level of the institutions encompasses the strengthening of control mechanisms and the culture of integrity in general, partly through the application of the code of conduct and relevant training. However, if factors with an adverse effect on the application of the legal framework are present, including lack of will, irresponsibility and lack of resources, the regulations will not have an adequate effect.

Within this objective, the Strategy devotes special attention to prevention in the areas which have turned out to be the most problematic so far in BiH, and in those areas recognized as a standard part of anti-corruption activities in the international documents and practices of successful reforms worldwide. These include transparency in the work of institutions, regulated financing of political parties, strengthening of ethics and integrity in public services, regulated processes of public procurement, efficient monitoring of the work of institutions and individuals, quality work of legislative bodies and transparent management of public revenues and expenditures.

9.2.1. Publicity in the work of institutions and access to information

Transparency in the work of public bodies is a necessary condition for the success of the anti-corruption efforts. According to international conventions, in addition to ensuring public access to information under the control of public authorities, transparency is also realized through the establishment and promotion of mechanisms for reporting corrupt behaviour, enabling the public to comment on the work of public institutions and, in particular, by publishing basic information on the scope, means and results of their work.

In the BiH Progress Report 2013¹³ (annex to the communication of the Commission to the European Parliament and Council) it is stated that public institutions still do not equally implement the laws on free access to information. Surveys conducted in this area demonstrate that the application of the Law on free access to information is at a very low level. According to the report of the ombudsman for human rights in BiH for 2013, only a few institutions nominated communications officers, submitted a guide and index registry of information under their control and submitted statistical reports in the area of access to information. On the basis of received complaints, the ombudsman pointed out issues in the implementation of the regulations, primarily in the form of delay in procedures, incorrect drafting of decisions upon request for access to information, and setting conditions for access to information not stipulated in the laws.

In addition to the existing regulations on free access to information, whose application should be ensured entirely - as well as the norms regulating cases where access to information is not allowed, the authorities should publish as much information as possible proactively, on their own initiative and on the basis of the amended normative framework, even when nobody requests such information, in the form of browser-based databases whenever possible. It is equally important to ensure that such information is updated and that the authorities are responsible for their accuracy and completeness.

Strategic programmes:

1. *Reducing the possibility of corruption by improving the proactive transparency of institutions and improving the application of the Law on Free Access to Information (ZOSPI)*
2. *Improvement of the right to free access to information through more precise definition of the exceptions to the general rule of the Law on Free Access to Information (ZOSPI)*

9.2.2. Financing of political parties

Political parties are a key element of democratic societies and a tool for expressing citizens' political will. There are certain international standards in connection with their financing (e.g. Recommendations of the Council of Europe (Rec(2003)4 on common rules against corruption in the financing of political parties and electoral campaigns¹⁴); however, different countries have essential differences in their systems and practice. Corruption is always related to the decision making process. Bearing in mind the power possessed by political parties in BiH, their influence on the functioning of public institutions and the process of decision making is evident.

The area of financing of political parties necessarily needs to be treated in the context of prevention of corruption.

The situation regarding the financing of political parties and electoral campaigns in BiH is not satisfactory. The level of transparency of donations and reports on expenditures for activities is not in accordance with the international standards, and the capacities of the control authorities are limited. The Group of States against Corruption (GRECO) in the third round of the evaluation established the need for harmonization of the laws in BiH regarding the financing of political parties. It was also established that room for manipulation existed in the area of cash donations and that the Central Election Commission BiH (CEC BiH) is unable to supervise the expenditure of political parties outside electoral campaigns¹⁵.

At the end of 2012, the new Law on the financing of political parties was enacted and introduced quite a few new aspects. In the CEC BiH reports on the implementation of the Law, issues were underlined regarding the sources of financing (publishing activities and loans), and in particular unforeseen fines in cases where political parties fail to keep records on revenues and expenditures, fail to keep records of income except for

¹³ Source: Progress Report of Bosnia and Herzegovina for the year 2013, <http://www.evroparl.evropa.eu/sides/getDoc.do?pubRef=-//EP//TEXT+TA+P7-TA-2014-0102+0+DOC+XML+V0//HR>, accessed on December 1, 2014.

¹⁴ Source: Recommendations of the Council of Europe (Rec [2003.] 4.) about Common Rules against Corruption, <http://www.msb.gov.ba/PDF/GRECO25122013.pdf>, accessed on December 1, 2014.

¹⁵ Ibid.

the membership fees of physical and legal persons, or fail to submit financial reports within the timeframe prescribed by the CEC BiH. Also, little attention is devoted to unreported donations in kind to political parties such as printing services for election material, price discounts for advertising space, use of resources of public institutions and other types of support mostly for the purpose of elections.

Strategic programmes:

3. *Increasing the transparency of the collection and spending of funds of political parties in BiH through accurate financial reporting and follow-up reports*
4. *Introduction of the obligation for political parties to report in-kind donations in the same way as financial donations*

9.2.3. Ethics and integrity in the institutions

High ethical standards and integrity of public officials and civil servants is the best, simplest and least demanding obstacle to corruption regarding the utilisation of resources. However, regardless of the measures implemented, one cannot count on all officers to behave ethically, especially in situations where the temptation towards corruption is strong due to the value of the illegal gain, or the absence of control mechanisms, or an alleged ethical justification of such behaviour.

Respect of high ethical standards is particularly important in connection with the prevention of conflict of interest, the treatment of the users of the public sector services and business partners of the public institutions, as the public sector is expected to respect and promote the highest ethical principles. Ethical principles, as provided in the UN and Council of Europe conventions should be codified in the laws and ethical codes. When the rules are precise, they facilitate the application of obligations and they also recognize the exceptions to the rules. It is equally important to familiarise the civil servants with the content of the code of conduct when hiring them. They should also be trained in the issues elaborated in the code of conduct, promoted in the communication with the staff and their mutual communication. The staff should be consulted regarding the enactment of or amendment to the code of conduct. Respect of code of conduct is subject to internal and external control and the results of its application should be published.

There are ethical codes in BiH and training programmes related to integrity and ethics. However, there is a need to compare them and harmonize them on the basis of best existing practices. The BiH Civil Service Agency does not have sufficient resources for the training of civil servants. Some training is conducted in cooperation with foreign donors; however, they lack sufficient cooperation and coordination with the state agencies. There is a lack of investigation regarding training needs, as well as of continuity and coordination in its organization. Appropriate significance has not been attached to respect for ethical codes. Ethical codes are not used sufficiently in accordance with the relevant regulations for assessment of the quality of work or instigation of disciplinary responsibility, and preventive checks on respect for the codes are a rare exception.

Thus, more significance should be attached to these codes. They should be promoted among the institutions and the public should be invited to confidentially point to violations of the rules by civil servants and officials of the public institutions. Also, the integrity of those civil servants whose positions are exposed to risk of corruption should be closely monitored and the relevant measures from integrity plans should be implemented.

Strategic programmes:

5. *Reducing the opportunities for abuse of discretionary powers*
6. *Developing a culture of integrity and ethics in public institutions in BiH*
7. *Harmonization of the methodology for the development and implementation of plans for the fight against corruption for public institutions in BiH and establishment of legal obligations for the development of integrity plans in all public institutions in BiH*

9.2.4. Conflicts of interest and declarations of assets

Conflict of interest always precedes corruption, but does not necessarily result in corruption and therefore, it is necessary to formulate and implement clear and comprehensive rules in order to reduce to a minimum the number of cases of potential conflict of interest. In that sense, it is necessary to define the incompatibility between performing certain jobs, rules of exception from further decision making in case a conflict of interest emerges, rules for reporting property and gifts, checks and punishments for the violation of rules by managers and other officers who have an opportunity to ensure financial or other gain for themselves or for others as a result of the decisions they make.

At the end of 2013, the Law on Amendments to the Law on Conflict of Interest in the government institutions in BiH was enacted. The communication of the European Commission to the European Parliament and Council for BiH Progress, regarding the fulfilment of the conditions and objectives set by the European Union, states that the amendments to the legislation on conflict of interest do not guarantee the impartiality and efficient prevention of conflicts of interest and that they are not in compliance with the international standards. Another issue is the lack of compliance of the FBiH and BD BiH legislation with that of the state level. Another objection states that the term conflict of interest should be extended to any economic interest, debt and property, relations with profit and non-profit organizations, political parties and professional organizations, reporting of assets (including any significant change) by executive officials but also other public officials.

The reports of the Central Electoral Commission state a number of problems in the area of conflict of interest in the previous law, such as the various interpretations of the concept of gifts and failure to deliver declarations of assets. Conflict of interest is entrusted to the Commission on Conflict of Interest in the institutions of BiH, which began operations in 2014. Among the priority measures to solve the problem, the provision of greater transparency of data from the declarations of assets should be included, removing obstacles related to the protection of personal data through their publication without identifying the identification numbers or the address of their property.

Strategic programmes:

8. *Improvement of procedures for determining conflict of interest through a system of collecting and verifying information about data regarding property, along with effective sanctions for false information in the declarations*

9.2.5. Public procurement and the private sector

Public procurement in BiH refers to a large number of entities in the country because there are about 2,500 public institutions, of which about 1,400 are registered with the Information System of the Public Procurement Agency. According to the report of the Agency for the year 2012, the proportion of procedures that were performed by direct agreement and competitive request for proposals is about 13%, and about one-third relates to open procedures. The results of research on projects carried out in BiH show that there is no coordinated policy of public procurement nor are there approximately defined standards and characteristics of goods and services to be procured. The research has also shown that the number of personnel who carry out the procedures is insufficient and that they are poorly trained, and that effective mechanisms to ensure their integrity do not exist. Similarly, on issues concerning noncompliance of the legislation, the European Commission cites the possibility of wide use of negotiated procedures and the lack of sanctions for non-disclosure of information about public procurement procedures.

International standards and good anti-corruption policy in public procurement can be achieved if the open procedure becomes dominant, if the formulated conditions and criteria are non-discriminatory, verifiable, fully relevant to the subject of public procurement and follow the principle of “value for money”. Transparency in public procurement not only allows better control of the public, but also directly contributes to increasing competition and cost savings. It is important to ensure that in public procurement professional staff of high integrity is engaged, which is why special attention should be paid to training programmes and targeted

checks on the integrity of engaged employees, as well as measures in the field of prevention of conflicts of interest and asset reporting. Public procurement, as well as other forms of public expenditure, should be subjected to public scrutiny and authorities at all stages, from the planning of budgets and determining what the money will be spent on, to the implementation of contractual obligations.

In preventing corruption in public procurement, in addition to the state authorities, the private sector can play an important role. Although some of the companies encourage corruption in public procurement or participate in it directly or indirectly, most of the private sector undoubtedly has an interest for corruption in this area to be minimised. The main options for the private sector to influence the remedial actions are organized by business associations in order to protect the interests of their members, as well as individual actions of firms whose interests are directly affected by the stipulation of discriminatory conditions and criteria, in violation of the rules on public access to information, procedures, evaluation of tenders and subsequent amendments of contract. Therefore, all institutions should encourage companies to appeal in order to protect their rights which have been violated by illegal public procurement. On the other hand, public institutions need to present to the private sector and the public the companies that fulfilled their contractual obligations as well as those that did not.

Strategic programmes:

9. *Continuous harmonization of the legal framework in the area of public procurement with international obligations and standards*
10. *Improvement of the legal framework for the active participation of the private sector in anti-corruption activities*

9.2.6. Strengthening the supervisory functions of audit, inspection and other services

In order to effectively control the functions of audit, inspection and other services, it is necessary to ensure appropriate staffing and other capacities and an appropriate scope of work, as well as to establish an adequate normative legal framework for their operation.

A specific type of supervision, which is of great importance to the fight against corruption, is carried out by the audit offices. The Sigma Report (a joint initiative of the European Union and the Organization for Economic Cooperation and Development) for 2013 states that the appropriate by-laws governing the work of internal auditors have not been adopted. The laws governing the work of external audit offices and departments are not precise enough in defining authorization. Problems occur in jurisdictional issues, audit procedures, relations with the executive branch of government, especially in the final stages of reporting, communicating findings and the publishing and media promotion of audit reports. There are deviations from certain international principles and standards of Supreme Audit Institutions (INTOSAI). There are also omissions in the work of the audit offices and agencies themselves, such as the adoption of the annual audit plans without clear criteria, inadequate control statements and the procedures for informing the authorities about perceived illegality. Therefore, it is necessary to work on the implementation of activities with the aim of furthering the independence of the Office, which would increase the credibility of these institutions in their preventive role in the fight against corruption.

Institutions that have been audited have an obligation themselves to declare the findings and recommendations and to ensure that they act upon them. Of particular importance is that the findings and recommendations from reports with a caution or a negative opinion are submitted to the competent institutions for law enforcement at the appropriate level of the government.

Supervision of the work of employees and general processes in the public institutions is one of the cornerstones of a successful fight against corruption. Managers have particular importance, as have internal control and auditing bodies. The prerequisite for the exercise of this control are clear tasks for government officers and employees, and adequate availability of public services is also of great importance. The results of this type of surveillance should be available to the supervisory institutions, and to some degree to the public.

Strategic programmes:

11. *Strengthening the supervisory functions and the liability for failure to control in the area of conflict of interest, ethics and integrity, financial management, compliance with professional and other standards*
12. *Strengthening human resources and other capacities, and the legal framework for improvement of the work of inspection and auditing services*
13. *Establishment of effective channels of communication between the inspection and auditing services and institutions for law enforcement in relation to findings that point towards possible corrupt behaviour*

9.2.7. Strengthen the role of the anti-corruption legislative authority and its bodies

Legislative bodies have multiple significance and an irreplaceable role in the fight against corruption, because they have the greatest power in the adoption of regulations and the oversight of the work of all executive authorities and other public institutions. Therefore, members of the legislative authorities must have the necessary expertise in the field of the fight against corruption, which is particularly applicable to the members of the body responsible for supervising the realm of executive power.

In the adoption of anti-corruption legislation, the legislature should take into account the country's international obligations from ratified conventions in this area, and ask for the opinion of the Agency and/or anti-corruption bodies at the appropriate level of the government. In addition, as for all other regulations, it is necessary to open up the process of making anti-corruption laws to the professional public, academia and non-governmental organizations, as a guarantee of their quality.

Legislative organs and their bodies are the highest authority for the trial of the so called high profile corruption cases, or when there are indications that high-ranking officials are involved in such activities. Given the fact that it can be expected that the executive power bodies could be either under pressure or biased when it comes to persons who have political influence or power, it is necessary to apply the institution of what is termed 'public hearings'. In this way, the best conclusions can be obtained, not only regarding the possible individual responsibility, but also concerning the reforms to be implemented to eliminate similar abuses in the future. An important surveillance mechanism that the assemblies have at their disposal, which is still underutilized, is the review of reports submitted to them by the independent bodies, which often point to problems in law enforcement, or to problems in the regulations themselves.

The exercise of such "umbrella" supervisory powers of the organs and legislative authorities, as well as those associated with the ability to contribute to the improvement of the legal framework, are closely connected to the activities of the Agency and anti-corruption bodies at other levels of the government, to give opinions on legislation containing anti-corruption elements or containing risks of the possibility of corruption, and why parliamentary procedures should be improved and a requirement of consultation and consideration of these reviews introduced.

Strategic programmes:

14. *Education of representatives of legislative bodies in BiH with the aim of adoption of effective regulations and policies for combating corruption*
15. *Strengthening the role of the supervisory commissions of the legislature aimed at more efficient monitoring of institutions and prevention of corruption*
16. *Introduction of the obligation to conduct public hearings on legislation with provisions of anti-corruption*

9.2.8. Collecting and spending of public funds

The object of abuse in corruption is almost always, directly or indirectly, the funds of approved budgets or public assets at various levels of the government, as well as the resources of funds, public institutions and public companies. Future public funds can also be the target of corruption, namely those that will be created in the future and which a person prone to committing criminal acts of corruption can reach through the

conclusion of harmful contracts, the issuance of government guarantees for jobs that are not successful or the inclusion of clauses in a contract that will lead to excessive compensation for damage to the other side.

Corruption can occur both in the distribution of expenses and in revenue collection. In this sense, the key requirement to combat corruption is to ensure that no preferential treatment is given to economic entities or individuals regarding collection of taxes, government concessions, payment of duties, subsidies and other forms of state aid and public procurement procedures. To address these problems, the key measures are those that will provide transparency of information on planning and implementation of public revenue and public expenditure and on any other engagement that creates an obligation for the public sector or public property. Transparency implies in particular the availability of information regarding the collection and spending of public funds, and includes the organization of public hearings during planning of the budget.

According to the estimates of international organizations on transparency of budgeting in Bosnia and Herzegovina and control over its expenditure, the situation is not favourable. Capacities and preconditions are rated as very poor, and the supervisory role of the legislature moderate, resulting in irrational spending of public funds. Inadequate regulations contribute to that as reported by the offices and services for the auditing of public institutions. Due to the absence of or non-compliance with the rules for budget planning, budgeting is not conducted rationally, and spending exceeds capacity, particularly in the areas of accounting and payments of gross wages and salaries, travel expenses, expenses for postal services, the use of official vehicles and representation expenses, service contracts, capital expenditures and grants.

Strategic programmes:

- 17. Improvement of responsibility and rationality in planning, collection and spending of public funds, and improvement of the transparency of this process*
- 18. Ensuring equal treatment of citizens and businesses in regard to collecting taxes, duties and other charges*
- 19. Increasing the supervision over planning and execution of the budget and responsibility for non-compliance with the rules that regulate those processes*

9.3. Improvement of organizational activities of judicial authorities and law enforcement agencies in combating corruption

Another fundamental orientation in fighting corruption, in addition to prevention, is repression, which is based on state coercion and opportunities for upholding the implementation of its rules by applying formal sanctions. It is not realistic to expect that all the members adhere to the prescribed rules, which is why it is necessary to establish mechanisms for verification of compliance. Repression cannot replace other forms and instruments of social control, but when prevention is lacking or does not provide adequate results, repression is an indispensable segment of the overall anti-corruption efforts and it can generate both a protective and socio-ethical dimension to the fight against corruption (to promote positive social values and through sanctions indicate wrong conduct).

Prosecution of perpetrators of corruption and overseeing the implementation of these actions is also part of a successful anti-corruption system. All actors in these processes must act professionally and independently of any influence. The fight against corruption requires specific knowledge and skills, which must be constantly developed and improved. Due to such a prominent social role, law enforcement and judicial authorities should show even higher standards of probity than other public institutions, in accordance with the principles and values set out in Chapter 23 of the Acquis of the European Union - Judiciary and Fundamental Rights.

The Progress Report for BiH for 2013 (Annex to the Commission's communication to the European Parliament and the Council) states that there was limited progress in the reform of the judicial system. As for the independence of judiciary employees, in the aforementioned report as well as in the Opinions of the Venice Commission for 2012 about the legal security and independence of the judiciary in BiH, reasons to be concerned are expressed. Domestic ratings and ratings of some international organizations

(e.g. Global Integrity), in terms of the integrity of the judicial and police officers, are also very unfavourable. It is estimated that there is a lack of convincing results in investigations and criminal proceedings in cases of high rank, and that weakens the capacity to investigate criminal acts of economic and financial nature. Existing laws and their implementation mechanisms do not ensure appreciation of the complexity and importance of the cases. Judicial officers are required to attend trainings for a number of days. Almost every year, training is organized at the education centres, for training of judges and prosecutors on issues of importance for the prevention of corruption, and these topics are addressed in special vocational guidance and training of judicial and police officials. There is no data about the evaluation of what has been learned in practice, especially at the level of improving behaviour and results.

For all these reasons, within the framework of this objective, the Strategy pays special attention to issues of reporting and detection of corruption, collecting evidence of corruption, cooperation and coordination of the authorities, judicial proceedings and criminal policy and strengthening mechanisms for monitoring the implementation of these processes.

9.3.1. Reporting Corruption

In order for repressive measures to be applied, it is necessary for prosecuting authorities to acquire knowledge about the offense and the offender, as well as valid proof, whereby in practice they often rely on information received from citizens, businesses, organizations or information already published in the media or in the reports other organs. The number of such reported cases is directly dependent on the confidence of the applicant that the institutions will act on the report and that for him/her there will be no negative consequences.

It is therefore a priority for institutions to develop and establish effective systems for receiving applications, to treat them impartially, to timely inform the applicant about the progress, and to inform all citizens about the way they can contact the institution and pose questions about corruption within the competence of the institution, and the method and terms of conduct. It is equally important to establish measures for the protection of persons who report corruption, which involves providing opportunities for the identity of the applicant to remain hidden, to further examine the case to the greatest possible extent based on the submitted information and evidence; that is, to avoid invoking the applicant to testify as a witness except when that is the only source of information about the instance of corruption, and to provide effective protection of an applicant who meets the requirements. Successful examples of reporting of corruption which led to a final and binding judgment should be promoted, and from cases that did not lead to a successful conclusion, lessons should be learnt to improve the system.

At the end of 2013, the Law on Protection of persons who report corruption in the institutions of Bosnia and Herzegovina was adopted¹⁶, according to which the key drivers of the implementation are The Agency and Administrative Inspectorate of the Ministry of Justice, and thereafter bylaws were also adopted.

Corruptive criminal acts are difficult to detect and prove. Most often they are executed in secret, so there are rarely witnesses, and usually a lack of visible manifestations of the offense. Therefore, reporting of corruption is closely connected to the normative solutions - if a participant in the corruption has the ability to be liberated from responsibility or gets a considerably more lenient sentence if he or she reports the case, it can be expected that the number of reported cases will be higher and that persons prone to committing criminal acts of corruption would refrain from such behaviour because of the increased possibility of disclosure. Also, if the statutory penalty threatens not only proven cases of bribery but also the acquisition of assets whose origin cannot be explained by legitimate income, it would be easier to obtain knowledge about such cases of criminal liability.

In addition to reporting corruption as a criminal offense, it is equally important to build strong mechanisms for its detection and prosecution and for protection of those who report other forms of violations of regulations that serve the prevention of corruption, and whose violation could represent an entry for corruption. This

¹⁶ "Official Gazette of BiH," No. 100/13.

is especially true for reporting violations of the rules on conflict of interest, financing of political parties, public procurement and other forms of disposal of the budget, as well as access to information.

Strategic programmes:

1. *Ensuring appropriate mechanisms for reporting corruption of employees in public institutions, as well as monitoring procedures upon reports*
2. *Promoting the reporting of corruption and encouraging the active participation of citizens in the fight against corruption*

9.3.2. Detection of corruption

In addition to reporting, the main basis for the initiation of proceedings to sanction corrupt behaviour is the detection of corruption by law enforcement agencies, particularly the police and prosecutors, and in rare cases of inspection and audit services. Actions of the police and prosecution must be largely based on proactivity. Therefore, the indications for the existence of corruption must be examined on the basis of the observed patterns of corrupt behaviour, through preventive checks of integrity of persons working in positions where there is the highest risk of corruption, in the findings of the audit and inspection authorities, in the reports of the media and civil society organizations, as well as in the findings of the operational work of the competent services.

Thereby, special attention should be paid to the principle “tracking the flow of money,” especially in cases where individuals dispose of funds that have no basis in their rightful and reported income and paid tax, i.e., when it is obvious that they spend funds that they could not have based on their legal and reported income. In this field, the activities from the Strategy will be closely associated with the activities from the Strategy for the Prevention of Money Laundering. The implementation of these measures involves enhanced cooperation between tax administrations, police, prosecutors, institutions for prevention of money laundering and the Agency and authorities for fighting corruption at all levels in BiH.

To avoid any possibility of arbitrary interpretation of the duties of organs, a prescribed obligation should be imposed for inspection and audit offices to inform the police, prosecution, the Agency and authorities for the fight against corruption at the entity, BD and canton level about findings which indicate the existence of corruption, and also about all other cases in which violation of the rules has been observed, when reports of external auditors contain an adverse opinion or a qualified opinion, and when, after a given deadline, the execution of orders or recommendations of the authorities is not obeyed.

It is also necessary to foresee the obligation of the police and prosecution to, within a set deadline, review received materials and inform the public and the authorities for combating corruption about the findings.

Strategic programmes:

3. *Strengthening the integrity of law enforcement authorities*
4. *Improvement of detection of corruption through creation, strengthening and application of effective mechanisms and techniques for proactive approach to this process*

9.3.3. Coordination and cooperation between the institutions in discovering and proving corruption

Cooperation between the institutions that are directly involved in detecting and proving corruption is crucial for acquiring information about the occurrence of corruption, the quality of evidence and the prosecution of corruption. This includes cooperation in information exchange, which is above all, timely provision of the required information to the police and the public prosecutor, enabling access to databases and similar, as well as assistance in the interpretation. It is not realistic to expect the prosecutors and the police, despite their specialization in particular areas of crime, to have in their ranks experts in all fields, nor would the employment of such professionals be purposeful in many cases. Such forms of cooperation

could be regulated normatively, by prescribing penalties for withholding information or assistance, based on a memorandum of cooperation, or within specific mechanisms that are created based on this Strategy and based on other strategic documents adopted at other levels of the government.

In addition to cooperation between institutions with different jurisdiction, it is necessary to establish effective cooperation and coordination between institutions with a similar or the same jurisdiction, that have different territorial jurisdiction, such as the police and the public prosecutor's offices at various levels of government in BiH. This is particularly important in complex cases of corruption and organized crime that transcend the entity, BD and cantonal jurisdiction.

The next level of coordination that needs to be developed is that which takes place between the police and the prosecutor, since whether or not people suspected of criminal acts, for which there is evidence, will be convicted in the end, depends largely on the quality of their communication and work in the stages of the process that they lead. Finally, it is necessary to ensure coordination between the police and the prosecutor's office on the one hand, and the authorities for combating corruption at the entity, BD and canton levels and with the Agency, on the other hand. The cooperation between police and prosecutors with the Agency includes precise defining of the method of issuing Agency recommendations and instructions, forwarding them to authorities for combating corruption and institutions at the entity, BD and canton levels, as well as feedback on the taken measures and their effects.

Strategic programmes:

5. *Establishment of effective cooperation and coordination between institutions in BiH in discovering, proving and prosecuting corruption*
6. *Harmonization of training programmes in the field of prevention and coordination of the fight against corruption in the institutions with anti-corruption jurisdictions*

9.3.4. Collecting evidence for criminal offenses of corruption

The complexity of corruption, the fact that in most cases there are no direct witnesses other than the direct participants, the low visibility of harmful effects, the possibility for corruption associated with a violation of other laws to remain unnoticed because of the absence of motive of perpetrators or due to the absence of synchronization between illegal acts and the benefits for which it was undertaken, causes difficulties in proving corruption in the courts. One great difficulty in proving corruption is the fact that it is the person who commits the illegal act that has the most knowledge about the instance of corruption, and therefore either refrains from testifying in the courts or testifies so that they shift the greater share of the responsibility onto others. Difficulties are also created by the question of finding the relationships between causes and effect, especially in situations where the exchange of goods and services is not done simultaneously, but delayed, as well as those forms of corruption which represent a trade of influence.

When the collection of evidence is not performed well enough in the previous procedure, it can result in dismissal of charges or in milder sentences which are not sufficiently effective in deterring from corruption. It is therefore necessary to raise the level of competencies of the personnel working on the detection and treatment of cases of corruption, which is particularly applicable to the use of modern special investigative measures and to the monitoring of the movement of money through banking and other transactions. Particular attention should be paid to trainings in handling cases where corruption is detected by chance, that is, as a side effect to the exercise of some other offense, which was initially the subject of the investigation. Measures to detect corruption and evidence collection should be constantly improved, in line with the best international practices. Equal attention should be paid to standardization of procedures in these cases at all levels in BiH. In the process of raising the efficiency of repression of corruption, a key role is played by close cooperation and coordination between the police and prosecutors, who should jointly review the reasons why certain indictments could not be sufficiently supported by evidence, that is, why the court has so sentenced, and based on these findings create new procedures and recommendations for increasing the quality of treatment in the future. In addition to the review to be carried out by the police and the

prosecution, it is also necessary to ensure external oversight. This is especially important in cases where criminal charges have been dismissed, or when in the course of the proceedings the prosecutor withdraws the prosecution. All such cases should be examined by a higher prosecution authority, and bodies that coordinate anti-corruption activities should also be made familiar with them, and to some extent (when it does not threaten privacy and conduct of other procedures) the public should also be notified.

Strategic programmes:

7. *Specialization and additional training of judicial and law enforcement authorities in BiH, especially for the application of more advanced measures to prosecute perpetrators of corruption offenses*
8. *More consistent application of extended financial investigations in cases of corruption*

9.3.5. Prosecution of criminal offenses of corruption

As with proving, the complexity of corruption and other mentioned problems may occur in connection with the conduct of the courts, which have the role to determine whether the indictment was substantiated with evidence, whether the accused is guilty and what kind of punishment should be imposed. Criminal prosecution of corruption before the court brings some problems that are specific to that phase of the process. Thus, a problem may arise due to slowness in leading a procedure with multiple accused and witnesses, when the associated criminal offenses were carried out over a longer period, when besides the direct participants in the corrupt cases there are also other organizers whose role is harder to prove, or when the charges were based on the use of special investigative techniques and the legality of the evidence obtained is challenged.

One of the most common problems, apart from when it is a very simple case of giving and receiving bribes in money and material goods, is determination of the facts because of the high level of knowledge of financial transactions, specific legal procedures such as procurement, rules on resolving conflicts of interest among public officials and employees and other areas, that is necessary in order for the courts to come to valid conclusions about the crime and the responsibility of the perpetrators.

To solve these problems, it is necessary to continually work on improvement of judges and thereby reduce possible negative corrupt impacts on judicial proceedings which could be achieved through biased expert evaluation. Measures to create training programmes aligned with international standards and best international practices should be provided, but also be harmonised with the courts at all levels of government, to the extent that it is justified given their legal jurisdiction. Similarly, as with training for corruption cases, trainings for courts and other bodies dealing with misdemeanour proceedings related to violations of anti-corruption legislation should be planned and implemented.

Strategic programmes:

9. *Improvement of efficiency of the courts in cases of corruption, with the establishment of objective norms for operation, taking into account the complexity of the cases*
10. *Improvement of efficiency of court procedures in cases of corruption through the establishment and use of a unique system for statistical analysis and reporting*

9.3.6. The development and enhancement of penal policy for criminal corruption offenses

Data on crimes of corruption in BiH are not complete but show disturbing trends. The European Commission reports that there is still no effective legal and penal policy in the fight against corruption, and this conclusion is confirmed in the scientific and technical research, which found that the most common criminal sanction imposed in cases of corruption is suspended sentence, and that the powers of the courts to reduce the sentences are widely applied. Most of the penalties imposed are close to, or only slightly greater than, the statutory minimum. If secondary sanctions are applied, they are mainly security measures of banning of activities or functions and the seizure of items, without the process of confiscation of proceeds. Such penal policy, which does not pay enough attention to a successful fight against corruption - expropriation or

compensation for what was illegally acquired - cannot produce adequate results in general prevention, so the efforts of the whole system remain fairly inconclusive.

Corruption is a phenomenon that causes serious harm to society and the penal policy must reflect this fact. Thereby, besides the penological and repressive, the effect of general prevention is achieved, or deterrence in the future. The change in penal policy should first and foremost precisely define the criteria for sentencing, and the ability to depart from them should be reduced. Among the criteria that should be taken into account, there is a particular need to emphasize the extent of the resulting benefits, and the value of the damage and the harmful effects on the position of the offender, the area of work in which the offense occurred, as well as public trust in the institution in which it was performed. It is necessary to harmonize penal policy for corrupt criminal acts throughout BiH, both in terms of the extent and nature of the prescribed sanctions, and in terms of sentencing. In addition to possible legislative changes, guidelines for further actions can serve as well the decisions of higher judicial instances in these cases.

Special attention should be paid to removal of the main motivation for corruption, achieving of material benefits. This can be done through modifications of the practice and regulations, so that seize and forfeit become mandatory, and not just of material gain obtained from corruption and related income, but also of other property of the convicted person and of all related persons into whose ownership it was transmitted. In order for the activity of a permanent confiscation to be successful, it is necessary to take effective actions to find and seize such benefits, which includes the work of professional investigators and the existence of mechanisms for the management of seized assets. In order to achieve these complex objectives, it is necessary to ensure the cooperation of judicial authorities at all levels in BiH, as well as their cooperation with the Agency, which in turn, should offer examples of good solutions in this field from other countries and proposals for reform.

Strategic programmes:

11. *Improvement of the penal policy for corruption offenses with the aim of proactive deterrence from corrupt activities*
12. *Development of an efficient system of identification, freezing and confiscation of property and any other benefits that perpetrators and their related parties have gained through corrupt actions*

9.3.7. Strengthening mechanisms for monitoring the work of judicial authorities

The courts are at the end of the proceedings of repressive measures against corruption and they, as well as institutions acting before them, can be exposed to corruption or pressure for the suspect to go unpunished, to be more mildly punished or to avoid the measure of confiscation of property gain. The risk is even greater if parts of the court's decision depend on the beliefs of the judges, i.e., the importance they give to certain evidence, the degree of accountability of the individual perpetrators and the estimated values of the various factors that influence the sentencing.

There are many mechanisms which can be applied in order to reduce such risks; above all, the opportunity to review the decision in front of a higher court instance, the public conduct of the proceedings and the public reading of the decision, and the duty to explain the decision. In addition, there are mechanisms that aim to provide a guarantee in terms of the integrity and professionalism of the bearers of judicial functions, such as norms of exemption in cases of association with the defendants and the defence counsel, the reporting and control of property and gifts, and the duty to provide protection for judges when they are exposed to any kind of pressure. Integrity and professionalism are served by the rules on the disciplinary responsibility of the judges for the quality and efficiency of their work. Most of the listed mechanisms exist in BiH, but need to be strengthened, especially in the direction of greater transparency of the data, in order to provide a chance for the interested public and the experts to become convinced about the consistency and efficiency of the courts.

Besides the judges, the heads of judicial institutions and the judicial administration have important roles in conducting court proceedings. Therefore, among the measures in this field, it is necessary to raise the level

of transparency of the procedures for the awarding of cases, fully computerize the case management system, introduce the supervision of downloading individual steps in the process, timely review complaints about the work of judges and introduce a precise timeframe where it is missing.

Strategic programmes:

13. *Creation of conditions for the supervision of the judicial authorities and institutions through publicly available statistical data on conduct in cases of corruption offenses*
14. *Strengthening mechanisms of disciplinary and other forms of accountability of prosecutors and judges for improper conduct in cases with elements of corruption*

9.4. Raising public awareness and promoting the need for the participation of the whole society in combating corruption

Although the role of the public sector is primary in the design and implementation of anti-corruption measures, it cannot be achieve total success if it is not supported by other key stakeholders of society. Active participation of other sectors and citizens not only gives democratic legitimacy to the fight against corruption, but also significantly lowers the costs, and makes anti-corruption activities more sustainable and less dependent on the degree of political will for the achievement of these goals, which is carried by the power holders.

Civil society, which encompasses all the organizations and individuals who operate outside the government, has a significant, double, role in fighting corruption. On the one hand, through mobilization of public support for the implementation of anti-corruption reforms, pressure is put on political and public bodies to pay closer attention to the interests of the citizens who, by reporting corrupt conduct and withholding political support, can send a clear message that they are interested in a society with more justice and responsibility and are determined to take action in this direction. On the other hand, state authorities are often, due to lack of resources, competencies or other reasons, unable to meet the constantly changing demands of modern life, in which case the civil society can help fulfil those functions.

The United Nations Convention against Corruption particularly promotes the role of the civil society in preventing and combating corruption. This role may consist of promoting the contribution of the public in the decision-making processes and increase the transparency of the procedures, ensuring efficient access to information, implementation of public information activities that contribute to non-tolerance of corruption, as well as public education programmes respecting, promoting, receiving, publishing and disseminating information related to corruption.

In this sense, the Strategy envisages a series of programmes related to awareness rising among citizens and other members of the society about corruption, its modalities, causes, consequences and ways of opposing and strengthening trust between the public authorities and other actors of the society. In addition, strategic programmes specifically elaborate the role of individual actors, namely, the media, academia, industry, NGOs and the education system.

9.4.1. Raising public awareness about the harmfulness of corruption

Although the public are generally aware of the dangers of corruption and treat it as a harmful phenomenon, they are still not familiar enough with all of its forms, causes and consequences, the activities carried out by public authorities in the fight against corruption, the effects of these activities on the improvement of the situation, nor the possibilities and ways to actively, as citizens, get involved in the fight against corruption. As a result, some forms of corruption are still partially accepted by many people as normal or as a fixed part of the reality. The measures planned or taken by the authorities are not sufficiently supported by the public, and even those opportunities that are available to citizens to contribute to the fight against corruption are not being sufficiently used.

Corruption benefits only the direct participants in these illegal activities, while everyone else suffers from the damages in amounts that exceed the gain which corrupt persons achieve. Therefore, there is a strong motive for citizens and others who suffer directly or indirectly from the damage to engage in activities that would minimize this damage. In order to do this, it is necessary to clearly visualize how this damage occurs, both on a general level, and through concrete examples, where it is easiest to spot. It should be kept in mind that the damage is not always easy to measure in money (such as, for example, when due to corruption it is more expensive to purchase certain goods), but that it may be reflected in other ways (for example, damage to the security of people because of corruption related to public traffic, damage to human health because of corruption in the turnover of food, etc.).

Awareness raising activities should encourage the civil society, especially the media, academia and non-governmental organizations, to become more engaged in researching the damage that corruption causes and, through public relations, promote the findings and call for participation in the fight against corruption. It does not mean that the public authorities should not be involved in such research, especially in situations where they have access to relevant data. In order for awareness raising to be successful, the institutions themselves need to be open to the public and enable access to information required for such research, and thus make it possible to access the indicators of the harmfulness of corruption. Besides enabling access to existing data in an easily searchable form, the authorities should, in some cases, introduce the practice of collecting, processing and publishing data, to which currently not enough attention is paid or which is not done systematically.

Organizing public campaigns is one of the most effective means for mobilizing public support for anti-corruption efforts. However, one should bear in mind that this activity can be successful only if the campaigns have clear and well defined objectives and propose effective measures in terms of opposition. Campaigns organized by the civil society should, to the greatest extent possible, be organized and conducted in partnership with institutions and public authorities, in order to encourage them towards a higher level of transparency and openness towards the public and to send a clear message that they are ready to fight against corruption.

Strategic programmes:

1. *Continuous and systematic public campaign on the causes, manifestations and consequences of corruption, with the promotion of mechanisms of action against corruption*
2. *Enabling the participation of civil society organizations in the activities of public institutions in the fight against corruption*

9.4.2. Strengthening of public trust in the institutions that fight corruption

One of the main preconditions for the citizens and for their forms of association with civil society to engage in the fight against corruption is to be convinced that the institutions will actually do something against corruption if someone reports it, and that they will not suffer from adverse consequences for reporting corruption or for their involvement in the fight against corruption.

The first assumption for strengthening public confidence in the institutions is the unconditional transparency of the authorities within the framework of objective legal restrictions. This involves the provision of all the required information in accordance with the Free Access to Information, but also the proactive publication of most data on the activities, organization and use of resources, that is, before anyone asks them for it, in a such a way that data is kept up to date and reliable. In some cases, it will also mean that institutions should draw up or combine documents or databases that currently do not exist.

Another prerequisite is the establishment of a system of responsibility for what has been done and publishing information about it. In order for citizens to have confidence in the effectiveness of the institutions, information about how their tasks and work plans are performed in practice must be available, such as the findings of the control, inspection and audit authorities, and how the institutions responded to eliminate detected deficiencies and punished those responsible for omissions.

Transparency and accountability, however, are not sufficient for citizens to gain and maintain confidence. What is necessary are constant reviews of each new case where a citizen addressed an institution, and when it had to demonstrate in practice that the established mechanisms for dealing with citizens' initiatives, petitions and complaints are functioning as prescribed and published. Promotion of successful examples of cooperation with the public can contribute to a greater number of citizens involved in anti-corruption activities. For the same reasons, the public should be informed about cases where the authorities have not fulfilled their obligations upon a citizen's appeals, but also present the data on the reactions of the supervisory authorities and measures taken against the responsible managers and officials who did not do their part of the job.

In this respect, secure communication channels with the institutions should be enabled for the public, through which they can, without fear of consequences (including measures to preserve the anonymity and security) point to corruption and any other illegal and harmful emergence.

Strategic programmes:

3. *Development, application and promotion of accessible mechanisms for reporting corruption while ensuring confidentiality in complying with citizens' complaints*
4. *Improvement of the system of objectively informing the public about the work of the institutions, along with the promotion of positive examples of treatment of cases of corruption*

9.4.3. The role of the academic community in the fight against corruption

The academic community, due to the high concentration of expertise in all areas, can be a very important factor in the fight against corruption and has potential that is underused. The Academy of Sciences, universities, colleges and educators in general can make a valuable contribution to the clarification of corruption and the fight against it, and can propose effective measures for that cause.

As with the public, a prerequisite for the academic community to fulfil this role is improved access to and quality of information, which should be subjected to serious analysis. Similarly, to the extent possible, the authorities of Bosnia and Herzegovina that have been cooperating with similar institutions from abroad should publish information about how to fight corruption and results in this field from other countries, i.e. a comparison with the situation in BiH. The academic community should strive to obtain such data as well, in partnership with the scientific institutions in the countries of the region and the world, in order to reach relevant conclusions on the implementation of the Strategy and Action Plan, and about potential methods for their amendment.

The authorities should allow the involvement of the academic community in the fight against corruption and initiate cooperation with it, which can be especially useful in areas where higher expertise is required for the evaluation of the collected data, particularly on issues for which public institutions do not have enough expertise. Cooperation implies an obligation for the public institutions to consider the analyses and proposals arising from the work of academies, scientific institutes and universities which are addressed to them, and also an active interest in the products of such work and the scientific studies currently in progress.

Additionally, it is necessary to utilize the scientific and intellectual reputation of the academic community, in order to highlight the harmful effects of corruption and promote anti-corruption measures by involving its representatives in analyses performed by public institutions, or through cooperation in presenting the results of implemented anti-corruption activities.

Strategic programmes:

5. *The inclusion of the academic community and associations of intellectuals in the design and implementation of anti-corruption policies and mechanisms*

9.4.4. Role of the media in the fight against corruption

The media, in all its segments, have a special importance in the fight against corruption, beginning with the raising of public awareness about the detrimental effects of corruption through investigative journalism, which can lead to the disclosure of corruption cases, up to the promotion of successful and unsuccessful activities in preventing corruption. In order for the media to fulfil this role, it is necessary for the authorities to ensure the full application of regulations on free access to information, and to publish a large amount of information with searchable databases proactively, before the media or other entities request it.

The authorities must also ensure not to act discriminatorily towards the media, meaning that all should have equal access to information and to the holders of power and that there should be no privileged dissemination of information to the media or to journalists who are close to the political option currently in power.

For the media to exercise their role, it is of particular importance to ensure an adequate legal framework for their operation, funding and independence, including, among other things, a full release of information on the ownership structure of the media, organised and based on objective criteria, transparent and controlled funding of the media by the public sector (both through direct payments and through advertising) and public information about other major funders of the media so that the users of the media services have an idea about the resulting possible influence on editorial policy.

Of equal importance is the development and strengthening of professional and ethical standards (including issues of corruption, conflict of interest and receiving gifts) within the media itself, and self-regulatory mechanisms in situations where there is a violation of these standards, as well as linking issues of respecting standards with providing state support to the media.

In order for the media to make their contribution to the fight against corruption, it is necessary to raise the level of awareness about corruption and the mechanisms and techniques for its detection, which is why it is necessary to encourage the specialization and professional training of journalists who “cover” the subject of corruption and other related topics that may point to corruption. Those include issues such as influences on the process of legislative and other decisions, procurement, financing of political parties, and the planning and spending of public resources. It is particularly important to point out to the media and journalists the importance of monitoring corruption cases from beginning to the end, that is, from discovery to binding verdict, and the importance that, apart from specific cases of corruption, should be paid to the system error that allowed the corruption to occur, or that had not been discovered earlier, and the monitoring of measures that authorities have taken to address these systemic problems.

On the other hand, the authorities should take an active attitude towards what the media are publishing, and promptly react to any case where the media information related to corruption is not accurate or complete, by publishing corrections and other data that show a complete picture of the problem at issue. When, on the other hand, the media points to violations of the law and possible corruption, the authorities should react based on the articles themselves, and not wait for criminal charges from the media or initiatives to launch some other proceedings.

Finally, the authorities, within their jurisdiction, should ensure protection of media and journalists who report about corruption from any potential harmful effects to which they are exposed.

Strategic programmes

6. *Enabling the development of responsible and objective investigative reporting by improving the openness of institutions towards the media within the framework of the regulations*
7. *Improvement of impartiality and objectivity of media reporting regarding issues of corruption*

9.4.5. The role of associations of economic sectors in the fight against corruption

Business entities can be victims of corruption, when they are unreasonably denied the opportunity of business with the authorities because they have been corrupted by competitors or due to direct solicitation of bribes as a consequence of unclear and unnecessary regulations, excessive discretion or exceeding authorization. On the other hand, companies can be the bearers of corruption as well, when attempting to achieve something that does not belong to them or to pursue their interests to the detriment of the competition and budget. Business entities can also play a significant role in anti-corruption activities in many other ways, through supporting activities of non-governmental organizations and citizens, activities within the framework of international associations and active submission of proposals on how the fight against corruption in the country can be improved or its causes eliminated. The active use of the opportunities that the private sector has at its disposal to protect their own interests can also significantly contribute to the efficiency of the fight against corruption in general, especially in the area of public procurement.

In order for the private sector to fulfil this potential, it is necessary, through legislative measures and other policies, to encourage active involvement in the fight against corruption, and above all, as with other parts of society, to provide full access to information, adequate protection to persons reporting corruption and timely acting on petitions, initiatives and complaints of economic entities.

Chambers of commerce and other forms of association of economic entities have special significance in strengthening the role of the private sector. Public institutions need to provide an opportunity for chambers of commerce to share their problems associated with corruption, and the suffered damage because of the specific modalities of corruption. In order to collect the necessary information, it is desirable to organize anonymous surveys, so that representatives of the companies do not deny information because of fear of adverse consequences. In addition, the chambers of commerce should be included in the planning of anti-corruption measures and activities, particularly in the area of public procurement, labour inspection and judicial authorities, procedures for issuing permits, planning and budget expenditures, the allocation of state aid and public-private partnerships.

Strategic programmes:

8. *Inclusion of associations of economic sectors in the development of new legislation and policies for the fight against corruption*
9. *Promotion of the adoption and application of codes of ethics in business in order to prevent the occurrence of corruption in the relationship between the economy and the institutions*
10. *Continuous implementation of training for chambers of commerce and other business associations in the field of the fight against corruption*

9.4.6. Importance of civil society organizations in the fight against corruption

In Bosnia and Herzegovina, there are over 10,000 non-governmental organizations, of which half are active. The number and type of their activities varies, but most do not have any, or have very few, permanent employees. A number of them deal with topics related to the accountability and transparency of the public institutions, and there are examples of legislative and other initiatives that have been encouraged or developed in collaboration with institutions of civil society. Although there are examples of successful cooperation between government and civil society organizations, only a small number of their joint initiatives aimed at strengthening the accountability of governments, result in changes in regulations or practices.

Non-governmental organizations, as well as citizens' associations, can also play a significant role in the fight against corruption. This role is especially significant when it comes to proposing anti-corruption measures, increasing public awareness of the harmful effects and various forms of corruption, monitoring the work of the institutions, training, supporting the anti-corruption efforts of institutions or criticizing their absence or inadequate implementation. One more reason for the involvement of NGOs is the fact that BiH has a strong interest in donor assistance for civil society in the fight against corruption, which has resulted in

a number of projects that take place in this area. Therefore, public institutions need to demonstrate an active interest in NGO projects and their results, and utilize these resources as much as possible. This is particularly important in situations where the public institutions do not have sufficient resources to carry out their own monitoring implementation of anti-corruption policies and laws in general and their wider social effects, or when public institutions, due to the focus on the fulfilment of current tasks, do not timely notice the need to improve some normative or institutional solutions.

A prerequisite of the successful work of NGOs in the field of monitoring is the availability of information, and in the field of advocacy open channels of communication between government and citizens, which particularly involves the introduction of practices that consider concrete initiatives from the NGO sector and improving the practice of public hearings before adopting laws and other important decisions. In order for the cooperation to be successful, it is essential that the authorities do not treat civil society organizations discriminatorily, based on whether they receive their criticism or praise, but make assessments exclusively on the quality of the submitted and published analyses and proposals. Criteria for cooperation and for support of the activities of non-governmental organizations should be objective and made known in advance.

Interest in the activities of non-governmental organizations should move in the direction of getting acquainted with their programmes, to thus ensure that there is a minimum of unnecessary overlap or duplication of activities of NGOs or non-governmental organizations and authorities, as well as to achieve more extensive and better effects with the funds. In this sense, models of cooperation with major donors should be established, particularly in defining the priorities and in the planning of support.

Strategic programmes:

11. *Strengthening the role of the civil society in the fight against corruption through participation in joint projects with public institutions*
12. *Supporting activities of the civil society aimed at monitoring and researching opportunities for corruption and making recommendations for its prevention*
13. *Ensuring transparency in the funding of the non-governmental sector, particularly from budget funds*

9.4.7. The role of education and upbringing in the fight against corruption

Achievement of long-term and sustainable results in the prevention of and the fight against corruption as well as in the process of strengthening the moral values of the society as barriers against corruption is inseparable from education and upbringing. In this process, the family and the education and instruction system, from pre-schools to universities, have the most important role. It is therefore necessary that the competent institutions for education at all levels of government devote considerable attention to issues of ethics in the preparation and implementation of curricula, in order to foster in young people the potential for participating in the fight against corruption, and an interest in public affairs, raising their awareness about the good in general and familiarizing them with the benefits for the community that civic activism brings. In addition to the institutions, it is necessary to include other segments of society in this process, such as civil society organizations, especially NGOs, which through their projects can contribute to this plan.

The academic community should have a special role in this process and, in cooperation with educational institutions and non-governmental organizations, it could help create appropriate programmes for this purpose. The authorities, on their part, should provide information, for inclusion in the educational programmes, on progress in the fight against corruption on the preventive and repressive plan which has been achieved thanks to the ethical treatment of individuals or due to the fact that the citizens were determined to contribute to solutions of social problems.

Strategic programmes:

14. *Development, introduction and harmonization of programmes of ethics and integrity in the educational process and in the thematic programmes of public broadcasters in BiH*
15. *Encouragement of ethical behaviour in children and young people through supporting civil sector extracurricular projects*

9.5. Establishment of effective mechanisms for coordination of the fight against corruption, and monitoring and evaluation of the implementation of the Strategy

The fight against corruption involves the engagement of a large number of actors of different character, which implies an inclusive and comprehensive approach, but which can cause lack of systematic planning and result in lack of coordination between them. Such drawbacks can particularly come to the fore in unrelated actions in terms of the time taken for certain actions and the understanding of the meaning and manner of their implementation. Since not all anti-corruption actors are of equal strength, knowledge and breadth of insight in the problems, it is necessary that there are focal points for the implementation of anti-corruption policies and actions, which has proved to be an essential part of successful programmes around the world.

Efficient coordination, monitoring and evaluation of the implementation of the Strategy for the fight against corruption, in a situation where the anti-corruption activities include a large number of actors who therefore act at different levels and on different legal grounds, implies the need to initially determine the structure of the anti-corruption framework in BiH. This complexity means that it is necessary to clearly align competencies, communication, cooperation, and coordination between actors in the fight against corruption in BiH. A significant part of this process can be achieved through mechanisms and forms of cooperation, which will be established between these institutions in relation to the implementation of the Strategy.

Due to the fact that international standards are constantly improving in the fight against corruption, that the way to fight corruption depends on the changes in the broader normative, social and economic milieu of the country and the fact that the Strategy envisages learning from good and bad experiences, mechanisms for periodic evaluation of application have been foreseen as well as a procedure to amend the Strategy and Action Plan.

9.5.1. Forms of cooperation between institutions in the anti-corruption system in BiH

Based on its legal jurisdiction, the Agency is the central point of coordination in the fight against corruption in BiH, looking after the consistent application of strategic programmes, the achievements of activities from the Action Plan and the provisions of the Law on the Agency, through the adoption of anti-corruption measures, recommendations and guidelines, providing opinions related to planned and implemented anti-corruption measures and regulations, launching initiatives for improvement and harmonizing rules and practices.

The central and coordinating role of the Agency, apart from its legal authorizations, is based on the fact that it is the only separate institution in BiH dealing exclusively with issues of fighting corruption. Although not fully staffed, the Agency is the institution with the largest permanent and professional capacity to combat corruption in BiH. Because of this position, the Agency can and should serve as an aid to other bodies and institutions at all levels of government which have smaller capacities, and all this represents a good basis and an additional reason to strengthen cooperation and coordination with the Agency.

The Agency, in accordance with its legal responsibilities, leads the activities at a strategic level to fight corruption, which involves not only the right but also the obligation of the Agency to issue recommendations and emphasize the need to implement certain measures. In addition, the Agency should explain through further instructions how certain measures from the Strategy and Action Plan should be implemented and provide opinions assessing whether the measures planned by other authorities are in accordance with the Strategy and in line with the principles of the Law. Further, through its own initiative, the Agency, based on observed good practices in the world, the region, or within BiH itself, proposes new anti-corruption activities or changes in the implementation of existing regulations and practices, as well as changes to the strategic acts.

Cooperation and coordination between the Agency and other bodies and institutions at all levels of government in BiH should be bidirectional, meaning that the Agency needs to be open to proposals and initiatives for improvement of the fight against corruption that come from the entity, BD and canton levels.

In this cooperation based on the Law on the Agency, the Agency shall respect the sectoral responsibilities of authorities for fighting against corruption at the entity, BD and the canton levels and, whenever possible, maintain the highest level of strategic anti-corruption policies and measures, as described in the general principles of the Strategy.

The largest part of the cooperation between the Agency and authorities at entity, BD and canton level, in regard to the Law on the Agency, shall be in communication and coordination between the Agency and bodies for combating corruption at these levels. This does not exclude the possibility that the Agency, if necessary and based on its statutory powers, directly addresses the institutions at these levels of government, but such a possibility will be used exceptionally, when cooperation and coordination with the authorities for combating corruption is absent or is not effective.

On the other hand, the authorities for prevention of corruption at the appropriate levels of the government, in addition to their legal jurisdictions, shall implement the measures, recommendations and instructions of the Agency and seek and obtain expert opinions from the Agency, to cooperate in the implementation of the initiatives of the Agency and suggest measures based on practices that could be applied at other levels of government to the Agency.

Strategic programmes:

1. *Adoption and development of strategic documents for the fight against corruption in line with the general principles set forth in the Strategy*
2. *Development, organization and implementation of harmonized programmes for trainings for the fight against corruption for representatives of institutions with an anti-corruption mandate in BiH*

9.5.2. Implementation and monitoring of the implementation of the Strategy and Action Plan

In order to effectively implement the Strategy and the Action Plan, it is necessary to accurately predict the responsibilities and obligations of the bodies and institutions that play a role in this process. It is therefore necessary to define the various types of roles, depending on whether the authority is responsible for initiation, implementation or supervision of the processes.

In this sense, there are three types of roles that individual institutions will have in the process of implementation of the Strategy and the Action Plan. The first group consists of those bodies and institutions that through the Action Plan will be determined as the initiators and coordinators of the activities, the second group consists of institutions to immediately implement the planned activities from the accompanying Action Plan, and the third group consists of bodies that will oversee the process of the implementation of activities.

The initiators and coordinators of activities are bodies or institutions that will ensure that the implementation of activities starts on time, provide effective cooperation between the institutions responsible for carrying out the activities, and inform authorities and institutions responsible for monitoring of the implementation of activities.

Implementers are institutions that directly carry out the activities, take care of the timeliness and quality of the activities and have an obligation to inform the institutions that coordinate the implementation of these activities.

The third role is related to supervision and assistance in the implementation of the activities from the Action Plan and monitoring the implementation of commitments from the plan and the effects of their implementation in order to keep up to date records on the degree of implementation of activities from the Action Plan.

The Agency has a central role in the monitoring of the implementation of the Strategy and Action Plan by virtue of its legal authority, and to fulfil its duties well enough, it is necessary that the Agency obtains all necessary and relevant information on the implementation of the Strategy and Action Plan. For this commitment it is necessary that the Agency develops a methodology for the collecting and processing of data to determine the degree of fulfilment of measures for the proper performance of both quantitative and qualitative indicators. Additionally, the Agency shall periodically inform the public and the Parliamentary

Commission for the selection and monitoring of the work of the Agency on the degree of implementation of the Strategy and Action Plan.

In situations where it is noticed that an activity is not being conducted, the Agency, in coordination with the authorities for combating corruption, has to identify the reasons for it and provide recommendations for solving the problems, but also to consider the need and possible ways for appropriate amendments to the Action Plan and the Strategy. In the same way, it needs to act when it is noticed that one of the approaches in the fight against corruption brings better results than expected, and that this practice should be extended to areas currently not covered by strategic acts. In this field, the Agency should work closely with the Council of Ministers and the Parliamentary Assembly, request and receive support from them for overcoming the noticed problems and for the wider application of good practices.

Strategic programmes:

3. *Development of standardized guidelines for the collection and processing of data related to the implementation of strategic anti-corruption programmes*
4. *Collection and analysis of data on activities undertaken in BiH concerning the implementation of the strategic anti-corruption programmes, evaluation of achievements, and periodical reporting to the competent authorities and the public on the results of these analyses and evaluations*

9.5.3. Evaluation of the effects of the implementation of the Strategy and Action Plan

Strategies and action plans are adopted to achieve the envisaged results and effects in a particular reform process, which would be difficult if the effects of this process were not periodically evaluated. Therefore, monitoring and evaluation are integral parts of any serious strategic programme. There can be no certainty about the success or poor results of anti-corruption activities if there is no precise and reliable data about them.

While monitoring is a continuous activity of systematic collection of data on specific indicators, evaluation is a systematic and objective assessment of an ongoing or finalized programme or policy in order to inform the subjects of the implementation about the progress and achievement of objectives. The purpose of monitoring and evaluation is not only to collect data about the progress or setbacks and implementation of activities in the field of fighting corruption, but also to undertake measures to eliminate or reduce disadvantages, and identify new elements that could be incorporated into existing or new strategic efforts.

Because of all this, the Agency should develop a methodology to assess the effects of the implementation of the Strategy and Action Plan, as well as to predict the dynamics and mode of application of this methodology and to inform the public and the Parliamentary Commission for the selection and monitoring of the work of the Agency about conducted evaluations.

Because of the real chance that conditions for the implementation of the Strategy and Action Plan could change, or if the need for additions or modifications to the text of the Strategy and Action Plan arises for any other relevant reasons, it is necessary to predict in the Strategy how to change these acts. The law already foresees that the Agency be responsible for the development of the Strategy and Action Plan, which includes responsibility for amendments to these acts.

Strategic programmes:

5. *Regular monitoring of the implementation of activities from the Action Plan for the Implementation of the Strategy and ensuring the continuous functioning of the reporting system on the implementation of the activities from the Action Plan*
6. *Assessment of the implementation of the Strategy and Action Plan and informing the public and the authorities about it*
7. *Assessment of the need for revision of the Strategy and Action Plan in accordance with the results obtained after evaluating the implementation of these documents*

ACTION PLAN FOR THE IMPLEMENTATION OF THE ANTI-CORRUPTION STRATEGY

2015 – 2019

Sarajevo, December 2014

Strategic objective 1

Establishment and strengthening of institutional capacities and improvement of the normative framework for the fight against corruption

Strategic programme 1.1. Establishment of bodies for prevention of corruption at the levels of the government where it has not been done yet with the development of mutual cooperation and coordination between all bodies for prevention of corruption					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
1.1.1.	Individually identify levels of the government where bodies for prevention of corruption are not defined in accordance with the Law on the Agency	Six months after the adoption of the Strategy	Agency for the Prevention of Corruption and Coordination of the Fight against Corruption (APIK), Team for monitoring and coordination of the implementation of the General Plan of the Government of the Federation of Bosnia and Herzegovina in the fight against corruption (Team FBiH), Commission for monitoring the implementation of the strategy and action plan to fight corruption RS (Commission of RS), Government of Brčko district of Bosnia and Herzegovina (Government BD BiH)	A list of specific levels of the government where bodies for prevention of corruption are not defined	Additional funds not required, carry out as part of functional jurisdiction
1.1.2.	Initiate a new or existing administrative structure of bodies for prevention of corruption at the levels of the government where it has not been done and make recommendations for their organization	Nine months after the adoption of the Strategy	APIK, Legislative and executive authorities at all levels in BiH	APIK launched an initiative to determine bodies and providing recommendations for their establishment where it has not been done	Additional funds not required, carry out as part of functional jurisdiction
1.1.3.	Determine bodies for prevention of corruption in accordance with the legal provisions at the levels of the government where it has not been done	Second year after the adoption of the Strategy	Legislative and executive authorities at all levels in BiH where bodies are not established	Decisions made on the appropriate levels of the government on determination of bodies where it has not been done	Additional funds not required, carry out as part of functional jurisdiction
1.1.4.	Establish communication, cooperation and coordination between APIK and all bodies for prevention of corruption	Second year after the adoption of the Strategy	APIK and bodies for prevention of corruption at all levels in BiH	Signed memorandums of understanding and cooperation between APIK and bodies for prevention of corruption	Additional funds not required, carry out as part of functional jurisdiction

1.1.5.	Regularly maintain and improve communication, cooperation and coordination between all bodies for prevention of corruption in BiH	Continuously (after the establishment of the bodies)	APIK and bodies for prevention of corruption at all levels in BiH	Memorandums of understanding and cooperation are being implemented	Additional funds not required, carry out as part of functional jurisdiction
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Strategic programme 1.2. Ensuring administrative, financial and institutional capacities of bodies for prevention of corruption in BiH in line with their jurisdiction					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
1.2.1.	Initiate the development of individual needs of bodies for prevention of corruption in BiH in accordance with their responsibilities	Six months after the adoption of the Strategy	APIK	APIK has sent a letter requesting the needs of bodies for prevention of corruption in BiH to be defined	Additional funds not required, carry out as part of functional jurisdiction
1.2.2.	Determine the needs of bodies for prevention of corruption in BiH in accordance with their responsibilities	Second year after the adoption of the Strategy	APIK, Team FBiH, Commission of RS, Government BD BiH and cantonal governments	Needs defined, requirements for their assurance sent to the relevant institutions	Additional funds not required, carry out as part of functional jurisdiction
1.2.3.	Ensure administrative, financial and institutional capacities of bodies for prevention of corruption in BiH in accordance with their responsibilities	Second year after the adoption of the Strategy	Legislative and executive power at the appropriate levels in BiH	Appropriate material-technical, normative and legal working conditions of bodies for prevention of corruption secured	Additional funds provided through the implementation of strategic programme 1.9
1.2.4.	Based on individual competencies of bodies for prevention of corruption in BiH develop harmonized plans and programmes for training	Third year after the adoption of the Strategy	APIK and bodies for prevention of corruption at all levels in BiH	A list of jurisdictions of all bodies for prevention of corruption in BiH for which harmonized plans and joint trainings need to be organized has been defined	Additional funds not required, carry out as part of functional jurisdiction
1.2.5.	Develop harmonized training programmes for members of bodies for prevention of corruption in BiH	Third year after the adoption of the Strategy	APIK and bodies for prevention of corruption at all levels in BiH	Training plans and programmes developed	Additional funds not required, carry out as part of functional jurisdiction
1.2.6.	Continuously educate members of bodies for prevention of corruption based on harmonized training plans and programmes	Third year after the adoption of the Strategy	APIK and bodies for prevention of corruption at all levels in BiH	Training sessions are conducted in accordance with the plans and programmes	Additional funds provided through the implementation of strategic programme 1.9

Strategic programme 1.3. Ensuring adequate institutional capacities with anti-corruption jurisdictions					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
1.3.1.	Initiate assessment of the needs of institutions with anti-corruption jurisdictions at all levels in BiH	Six months after the adoption of the Strategy	APIK and bodies for prevention of corruption at all levels in BiH	Needs assessment in accordance with the responsibilities initiated	Additional funds not required, carry out as part of functional jurisdiction
1.3.2.	Establish the needs of institutions with anti-corruption jurisdictions at all levels in BiH	First year after the adoption of the Strategy	Institutions with anti-corruption jurisdictions at all levels in BiH	Assessments made, needs defined, requirements for ensuring the needs of the relevant institutions sent to the appropriate level of government	Additional funds not required, carry out as part of functional jurisdiction
1.3.3.	Ensure administrative, financial and institutional capacities of institutions with anti-corruption jurisdictions in BiH	Second year after the adoption of the Strategy	Legislative and executive powers at all levels, relevant ministries	Based on the defined needs, adequate administrative, financial and institutional capacity provided	Additional funds provided through the implementation of strategic programme 1.9

Strategic programme 1.4. Improving cooperation and coordination between institutions with anti-corruption jurisdiction in BiH and bodies for prevention of corruption at the appropriate level of the government					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
1.4.1.	Establish formal institutional cooperation between the institutions with anti-corruption jurisdictions at the appropriate level of government, through signing of a Memorandum of Cooperation	Second year after the adoption of the Strategy	APIK and bodies for prevention of corruption, institutions with anti-corruption jurisdictions at the appropriate level of government	Signed Memorandum on cooperation between the institutions with anti-corruption jurisdictions at the appropriate level of government	Additional funds not required, carry out as part of functional jurisdiction
1.4.2.	Establish formal institutional cooperation between related institutions with anti-corruption jurisdictions at the appropriate level of government, through signing of a Memorandum of Cooperation	Second year after the adoption of the Strategy	APIK and bodies for prevention of corruption, institutions with anti-corruption jurisdictions in BiH	Signed Memorandum on cooperation between related institutions with anti-corruption jurisdictions in BiH	Additional funds not required, carry out as part of functional jurisdiction
1.4.3.	Establish formal institutional mechanisms of cooperation between APIK and bodies for the prevention of corruption and anti-corruption institutions at the appropriate level of government, through signing of a Memorandum of Cooperation	Second year after the adoption of the Strategy	APIK and bodies for prevention of corruption, institutions with anti-corruption jurisdictions at the appropriate level of government in BiH	Signed Memorandum on cooperation between APIK and bodies for prevention of corruption with anti-corruption jurisdictions at the appropriate level of government in BiH	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 1.5. Improvement of professionalism of public administration through the establishment and implementation of transparent and measurable criteria for recruitment and shifting in the public service					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
1.5.1.	Identify opportunities for the establishment, implementation and improvement of transparent and measurable criteria for recruitment and shifting in the public service	Second year after the adoption of the Strategy	APIK, bodies for prevention of corruption, Office coordinators for Public Administration Reform (PARCO) and agencies for Civil Service/ Administration (ADS/ADU) in BiH	Analysis of legal provisions carried out, opportunities to improve regulations for employment and shifting in the public service identified	Additional funds not required, carry out as part of functional jurisdiction
1.5.2.	Initiate amendments to the regulations for the introduction, implementation and improvement of transparent and measurable criteria for recruitment and shifting in the public service	Second year after the adoption of the Strategy	APIK, bodies for prevention of corruption, ministries of justice in BiH, at the level of the entities and the Government BD BiH	Amendments to the labour law in the public service are formulated and sent to the competent institutions for adoption	Additional funds not required, carry out as part of functional jurisdiction
1.5.3.	Amend the regulations for the introduction, implementation and improvement of transparent and measurable criteria for recruitment and shifting in the public service	Third year after the adoption of the Strategy	Ministries of justice in BiH and Judicial Commission of BD, the Council of Ministers, legislative and executive authority in BiH	Proposed and adopted amendments to the laws and regulations in accordance with the results of the analysis	Additional funds not required, carry out as part of functional jurisdiction
1.5.4.	Introduce the area relating to understanding of anti-corruption legislation and the fight against corruption into the programmes of public and professional examination for public officials	Second year after the adoption of the Strategy	Ministries of justice of BiH, Judicial Commission of BD BiH/ADU at all levels in BiH	Understanding of anti-corruption legislation and the fight against corruption introduced Into the programmes of public and professional examination	Additional funds not required, carry out as part of functional jurisdiction
1.5.5.	Amend the laws governing the public service in BiH with the aim to facilitate the conduct of disciplinary proceedings regardless of criminal proceedings	Third year after the adoption of the Strategy	Legislative bodies, PARCO, ministries of justice, ADS/ADU at the appropriate level of government	Amendments to the law governing the public service in BiH adopted, regulations on disciplinary accountability customized	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 1.6. Harmonization of the development of curricula for training in all public institutions in BiH in the field of prevention of corruption and coordination of the fight against corruption					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
1.6.1.	Analyse the qualifications and awareness of civil servants employed in public institutions related to prevention of corruption and coordination of the fight against corruption	First year after the adoption of the Strategy	ADS/ADU in BiH, APIK in cooperation with the bodies for prevention of corruption	The analysis performed, the level of qualifications and awareness of civil servants employed in public institutions determined	Additional funds not required, carry out as part of functional jurisdiction
1.6.2.	Based on the analysis, develop harmonized plans and programmes for training for prevention and coordination of the fight against corruption in all public institutions in BiH	Second year after the adoption of the Strategy	ADS/ADU in BiH, APIK in cooperation with the bodies for prevention of corruption	Standardized curricula for training programmes made	Additional funds not required, carry out as part of functional jurisdiction
1.6.3.	Continuously conduct training in accordance with the harmonized plans and programmes for prevention and coordination of the fight against corruption in all public institutions in BiH	Continuously after the development of the curricula	ADS/ADU in BiH, APIK in cooperation with the bodies for prevention of corruption	Training is organized	Additional funds provided through the implementation of strategic programme 1.9

Strategic programme 1.7. Securing expertise and professionalism of senior civil servants through the consistent application of the criteria for selection					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
1.7.1.	Analyse the legal regulations for the election and appointment of senior civil servants in public institutions in BiH, in order to ensure their expertise and professionalism	First year after the adoption of the Strategy	ADS/ADU in BiH, APIK in cooperation with the bodies for prevention of corruption	An analysis of legislation carried out, the measures for determining competence and professionalism defined	Additional funds not required, carry out as part of functional jurisdiction
1.7.2.	Based on the analysis results, propose amendments to the legislation governing the selection and appointment of senior civil servants in public institutions on the basis of clear and precise criteria	Second year after the adoption of the Strategy	APIK, bodies for prevention of corruption, ministries of justice BiH, ministries of justice at entity and cantonal levels, Government BD BiH	Amendments to the law in accordance with the analysis proposed, a framework with defined required competencies for senior civil servants in public institutions developed	Additional funds not required, carry out as part of functional jurisdiction

1.7.3.	Adopt amendments to the legislation governing the selection and appointment of senior civil servants in public institutions in BiH, in order to ensure their expertise and professionalism	Second year after the adoption of the Strategy	Legislative and executive powers at the appropriate levels of government in BiH	Legal regulations for the selection and appointment of senior civil servants amended	Additional funds not required, carry out as part of functional jurisdiction
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Strategic programme 1.8. Reducing opportunities for political and other influence on the work of the employees in public institutions					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
1.8.1.	Analyse the legislation regulating the work of employees in public institutions in BiH, in order to prevent political and other influence at their work	Third year after the adoption of the Strategy	APIK, bodies for prevention of corruption, PARCO, ADS/ADU in BiH	Legislation analysed. Based on the analysis, list of terms defined and their estimated impact on the prevention of political and other influence on the work of civil servants and employees in public institutions in BiH	Additional funds not required, carry out as part of functional jurisdiction
1.8.2.	Determine through research the manner in which possible political and other influences on the work of employees in public institutions in BiH may be exerted	Third year after the adoption of the Strategy	APIK, bodies for prevention of corruption, PARCO, ADS/ADU in BiH	Determination of the ways and forms in which political and other influences on the work of civil servants and other employees in the public institutions in BiH may be manifested	Additional funds not required, carry out as part of functional jurisdiction
1.8.3.	Based on the results of the analysis and research, propose measures aimed at preventing political and other improper influence on the work of employees in public institutions in BiH	Third year after the adoption of the Strategy	APIK, bodies for prevention of corruption, PARCO, ADS/ADU in BiH	Proposal of measures developed and submitted to the competent authorities for further processing	Additional funds not required, carry out as part of functional jurisdiction
1.8.4.	Harmonize the procedures of internal control in public institutions, aimed at preventing exposure of employees to internal pressures	Second year after the adoption of the Strategy	All institutions at all levels in BiH	Procedures of internal control developed and coordinated	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 1.9. Ensuring financial resources for the implementation of the strategies and the accompanying action plans for the fight against corruption at all levels in BiH					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
1.9.1.	Develop an estimate of the resources required for the implementation of strategies and action plans to combat corruption at all levels in BiH	First year after the adoption of the Strategy	APIK, bodies for prevention of corruption, institutions that have obligations foreseen in the strategies and action plans	All institutions and bodies have created an estimate of funds needed for the implementation of the obligations from the strategies and action plans	Additional funds not required, carry out as part of functional jurisdiction
1.9.2.	In accordance with the evaluation, plan funds in the budgets of all bodies for prevention of corruption and institutions that have obligations from the strategies and action plans	First year after the adoption of the Strategy	APIK, bodies for prevention of corruption, institutions that have obligations foreseen in the strategies and action plans	All institutions and bodies have planned the necessary funds in line with the annual budget planning	Additional funds not required, carry out as part of functional jurisdiction
1.9.3.	Secure funds in the budgets of all bodies for the prevention of corruption and of all institutions that have obligations from the strategies and action plans	Second year after the adoption of the Strategy	Executive and legislative authorities at the appropriate levels in BiH	Funds needed to carry out the obligations from the strategies and action plans have been secured	Additional funds provided through the implementation of strategic programme 1.9

Strategic programme 1.10. Improvement of the normative framework in BiH for the fight against corruption, with the aim of more successful cooperation and coordination between judicial authorities and the law enforcement bodies					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
1.10.1.	Analyse the normative framework for the fight against corruption at all levels in BiH, with the aim of improving cooperation and coordination between judicial authorities and law enforcement agencies, especially concerning recommendations of the relevant international institutions	First year after the adoption of the Strategy	APIK, bodies for prevention of corruption, ministries of justice in BiH, Judicial Commission of BD BiH and law enforcement institutions at all levels in BiH	Analysis of the normative framework at all levels in BiH carried out, barriers to cooperation and possibilities for improving cooperation and coordination identified	Additional funds not required, carry out as part of functional jurisdiction
1.10.2.	Based on the results of the analysis, suggest the necessary amendments to the normative framework for the fight against corruption at all levels in BiH, in order to improve cooperation and coordination between judicial authorities and law enforcement organs	Second year after the adoption of the Strategy	APIK, bodies for prevention of corruption, ministries of justice in BiH, Judicial Commission of BD BiH and law enforcement institutions at all levels in BiH	Proposals for amendments to the normative framework defined and referred to the adoption procedure	Additional funds not required, carry out as part of functional jurisdiction

1.10.3.	Adopt proposed amendments to the normative framework for the fight against corruption at all levels in BiH, in order to improve cooperation and coordination between judicial authorities and law enforcement organs	Third year after the adoption of the Strategy	Legislative authorities at the appropriate levels in BiH	Amendments to the normative framework adopted	Additional funds not required, carry out as part of functional jurisdiction
1.10.4.	Propose amendments to the criminal legislation with the aim of criminalization of “trade of influence”	Second year after the adoption of the Strategy	Legislative and executive authorities at the appropriate levels in BiH	Amendments to criminal legislation adopted	adopted Additional funds provided through the implementation of strategic programme 1.9
1.10.5.	Adoption of legislation in the field of lobbying at all levels in BiH	Fourth year after the adoption of the Strategy	Legislative and executive authorities at the appropriate levels in BiH	Laws on lobbying adopted	Additional funds provided through the implementation of strategic programme 1.9

Strategic programme 1.11. Enabling the Agency for the Prevention of Corruption and Coordination of the Fight against Corruption and other anti-corruption bodies to provide their opinions about the proposed anti-corruption laws					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
1.11.1.	Prescribe procedures for obtaining opinions from APIK or bodies for prevention of corruption on the proposals of laws containing anti-corruption provisions, depending on the level of the government	Second year after the adoption of the Strategy	APIK, bodies for prevention of corruption, executive authorities at all levels in BiH	Procedures adopted and implemented, laws with anti-corruption provisions are submitted for providing opinion	Additional funds not required, carry out as part of functional jurisdiction
1.11.2.	Analyse and propose improvement of the existing legal framework to ensure effective implementation of the jurisdiction of APIK	Second year after the adoption of the Strategy	APIK, Parliamentary Assembly of BiH	Self-assessment made and amendments to the Law on the Agency proposed	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 1.12. Harmonization of the legal framework in Bosnia and Herzegovina with the obligations from ratified international conventions					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
1.12.1.	Identify the obligations of BiH under international conventions and standards in the field of combating corruption which are not included in the legislation at all levels in BiH	First year after the adoption of the Strategy	APIK, bodies for prevention of corruption at all levels of government in BiH, ministries of justice in BiH, Judicial Commission of BD BiH	Obligations of BiH under international conventions and standards that are not included in the legislation identified	Additional funds not required, carry out as part of functional jurisdiction
1.12.2.	Initiate amendments to the legislation on the basis of obligations under international conventions and standards for the fight against corruption, which are not contained in the law at all levels in BiH	Second year after the adoption of the Strategy	APIK, bodies for prevention of corruption at all levels of government in BiH, ministries of justice in BiH, Judicial Commission of BD BiH	Proposals for amendments to the legislation are defined and submitted to the competent institutions for adoption	Additional funds not required, carry out as part of functional jurisdiction
1.12.3.	Adopt amendments to the normative framework on the basis of obligations under international conventions and standards for the fight against corruption, which are not contained in the law at all levels in BiH	Third year after the adoption of the Strategy	Legislative bodies at all levels of government in BiH	Amendments to the legislation adopted	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 1.13. Implementing recommendations of relevant international institutions and organizations for the fight against corruption					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
1.13.1.	Identify relevant international organizations and institutions that provide recommendations in the field of the fight against corruption	Six months after the adoption of the Strategy	APIK, bodies for prevention of corruption at all levels of government in BiH, ministries of justice in BiH, Judicial Commission of BD BiH	A list of relevant international organizations and institutions created and submitted to the relevant institutions at all levels	Additional funds not required, carry out as part of functional jurisdiction
1.13.2.	Continuously monitor and implement the recommendations of relevant international organizations and institutions for combating corruption	Continuously	APIK, bodies for prevention of corruption at all levels of government in BiH, ministries of justice in BiH, Judicial Commission of BD BiH	Recommendations identified, information to act upon them delivered to the relevant institutions at all levels	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 1.14. Improvement of prevention of corruption and the fight against corruption through harmonization of anti-corruption legislation at all levels in BiH					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
1.14.1.	Analyse and identify non-compliance of anti-corruption laws at all levels in BiH, with the aim of improving the fight against corruption	Second year after the adoption of the Strategy	APIK, bodies for prevention of corruption at all levels of government in BiH, ministries of justice in BiH, Judicial Commission of BD BiH	List of anti-corruption laws to be analysed has been made, the analysis conducted, irregularities within the anti-corruption legislation in BiH have been noted	Additional funds not required, carry out as part of functional jurisdiction
1.14.2.	Initiate amendments to the anti-corruption laws, with the aim of improving the fight against corruption	Third year after the adoption of the Strategy	APIK, bodies for prevention of corruption at all levels of government in BiH, ministries of justice in BiH, Judicial Commission of BD BiH	Proposals for harmonization of anti-corruption laws defined and submitted to the relevant legislative bodies for approval	Additional funds not required, carry out as part of functional jurisdiction
1.14.3.	Adopt amendments to the anti-corruption laws at all levels in BiH, with the aim of their mutual harmonization and enhancement of the fight against corruption	Until the end of validity of the Strategy	Legislative bodies at all levels of government in BiH	Proposals for harmonization of anti-corruption laws adopted	Additional funds not required, carry out as part of functional jurisdiction

Strategic objective 2

Development, promotion and implementation of preventive anti-corruption activities in the public and private sectors

Strategic programme 2.1. Reducing the possibility of corruption by improving the proactive transparency of institutions and improving the application of the Law on Free Access to Information (ZOSPI)					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
2.1.1.	Analyse the content of all laws on free access to information in BiH for identification of solutions that hinder free access to information, as well as the need for harmonization between the laws	First year after the adoption of the Strategy	Ombudsman Institution for Human Rights in BiH, APIK and bodies for the prevention of corruption, the competent institutions at all levels of government in BiH	Analysis of the laws made, solutions that hinder free access to information identified	Additional funds not required, carry out as part of functional jurisdiction
2.1.2.	Based on the analysis prepare proposals for amendments to the law on Free Access to Information towards the elimination of provisions that hinder free access to information	Second year after the adoption of the Strategy	Ombudsman Institution for Human Rights in BiH, the competent institution, the legislative and executive levels of government, APIK and bodies for the prevention of corruption	Proposals for amendments to the law are defined, developed and sent to the relevant legislative bodies for approval	Additional funds not required, carry out as part of functional jurisdiction
2.1.3.	Based on the analysis, prepare proposals for amendments to the Law on Free Access to Information to harmonize these laws	Second year after the adoption of the Strategy	Ombudsman Institution for Human Rights in BiH, the competent institutions, the legislative and executive levels of government, APIK and bodies for the prevention of corruption	Proposals for amendments to the law are defined, developed and sent to the relevant legislative bodies for approval	Additional funds not required, carry out as part of functional jurisdiction
2.1.4.	Adopt proposed amendments for elimination of provisions that impede freedom of access to information and harmonize the laws regulating this area at all levels	Third year after the adoption of the Strategy	Legislative bodies at all levels of government in BiH	Proposals for amendments to the Law on Free Access to Information adopted	Additional funds not required, carry out as part of functional jurisdiction
2.1.5.	Monitor the implementation of the law on Free Access to Information at all levels in BiH, inform the public and institutions about it and improve its enforcement	Continuously	Ombudsman Institution for Human Rights in BiH, APIK and bodies for the prevention of corruption at all levels in BiH	Reports about monitoring the application of the law on Free Access to Information made and available to the public and institutions	Additional funds not required, carry out as part of functional jurisdiction

2.1.6.	Encourage and improve proactive transparency in the work of public institutions in BiH in accordance with the standards of the Open Government Partnership	Continuously	APIK, bodies for prevention of corruption, Legislative and executive authorities at all levels in BiH, all public institutions in BiH	Strategies of public communication developed and active transparency of institutions in BiH improved	Additional funds provided through the implementation of strategic programme 1.9
2.1.7.	Appoint an Information Officer and develop a guide and index register of information in those institutions in BiH where this has not been done	First year after the adoption of the Strategy	All institutions subject to the Law on Free Access to Information in BiH	Guide and index register of information made, information officers appointed	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 2.2. Improvement of the right to free access to information through more precise definition of the exceptions to the general rule of the Law on Free Access to Information (ZOSPI)					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
2.2.1.	Analyse the application of the Law on free access to information in BiH, in order to identify problems in the practice and the interpretation of the exceptions to the rules for free access to information	First year after the adoption of the Strategy	Ombudsman Institution for Human Rights in BiH, Agency for Protection of Personal Data in BiH, APIK and bodies for the prevention of corruption	Analysis developed, problems of interpretation of exemptions from the application of rules identified	Additional funds not required, carry out as part of functional jurisdiction
2.2.2.	According to the analysis, propose amendments to the law on Free Access to Information in BiH for a more precise definition of exceptions to the right to free access to information	Second year after the adoption of the Strategy	Ombudsman Institution for Human Rights in BiH, Agency for Protection of Personal Data in BiH, ministries of justice in BiH, Judiciary BD BiH, APIK and bodies for the prevention of corruption	The new amendments to laws made and sent to legislative bodies at the appropriate level of government	Additional funds not required, carry out as part of functional jurisdiction
2.2.3.	Analyse the laws on Free Access to Information in BiH, in order to identify opportunities for the introduction of a partial disclosure of information	First year after the adoption of the Strategy	Ombudsman Institution for Human Rights in BiH, Agency for Protection of Personal Data in BiH, APIK and bodies for the prevention of corruption	Analysis developed, opportunities for partial disclosure of information identified	Additional funds not required, carry out as part of functional jurisdiction
2.2.4.	According to the analysis, propose amendments to the law on Free Access to Information in BiH, which will enable a partial disclosure of information	Second year after the adoption of the Strategy	Ombudsman Institution for Human Rights in BiH, Agency for Protection of Personal Data in BiH, ministries of justice in BiH, Judiciary BD BiH, APIK and bodies for the prevention of corruption	Proposals for amendments on the laws made and sent to the legislative bodies at the appropriate level of government for adoption	Additional funds not required, carry out as part of functional jurisdiction

2.2.5.	Adopt amendments to the the law on Free Access to Information in BiH for a more precise definition of exemptions and partial disclosure of information	Third year after the adoption of the Strategy	Legislative bodies at the appropriate level of government	Amendments to laws adopted, exceptions precisely defined	Additional funds not required, carry out as part of functional jurisdiction
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Strategic programme 2.3. Increasing the transparency of the collection and spending of funds of political parties in BiH through accurate financial reporting and follow-up reports					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
2.3.1.	Analyse the laws in BiH regulating financing of political parties, in order to identify opportunities for improving the transparency of their funding	First year after the adoption of the Strategy	Central Election Commission of Bosnia and Herzegovina (BiH CEC), APIK and responsible institutions in BiH	Possibilities for improving the transparency of financing of political parties identified	Additional funds not required, carry out as part of functional jurisdiction
2.3.2.	Based on the analysis, prepare and propose amendments to laws in BiH regulating financing of political parties in BiH, in order to ensure transparency of the sources of income and their expenditure	First year after the adoption of the Strategy	CIK BiH, APIK and relevant institutions in BiH	Amendments to the laws in BiH regulating financing of political parties in BiH prepared and sent for adoption	Additional funds not required, carry out as part of functional jurisdiction
2.3.3.	Propose amendments to laws in BiH for introduction of sanctions for political parties which do not keep a detailed registry of records of income and expenditure, business records or do not submit financial reports in the period and in the manner prescribed by the CEC BiH	First year after the adoption of the Strategy	CIK BiH, APIK and relevant institutions in BiH	Amendments to the laws regulating financing of political parties in BiH prepared and sent for adoption	Additional funds not required, carry out as part of functional jurisdiction
2.3.4.	Adopt proposed amendments to the laws in BiH regulating financing of the political parties, with the aim of improving the transparency of their funding	Second year after the adoption of the Strategy	Legislative bodies at the appropriate levels of government	Amendments to the laws in BiH regulating financing of political parties in BiH adopted	Additional funds not required, carry out as part of functional jurisdiction
2.3.5.	Improve the transparency of the system of financing of political parties in BiH through the development of internal control mechanisms and training of responsible persons in the parties	First year after the adoption of the Strategy	CIK BiH, APIK and relevant institutions in BiH	Improved system of financing of political parties, regular checks and training of responsible officials	Additional funds provided through the implementation of strategic programme 1.9

2.3.6.	Improve the effective control of collection and spending of funds for financing parties through sanctioning of illegal conduct in accordance with the recommendations of the Group of States against Corruption (GRECO)	First year after the adoption of the Strategy	CIK BiH, APIK and relevant institutions in BiH and legislative authorities in BiH	Improved control, forms of illegal conduct defined	Additional funds provided through the implementation of strategic programme 1.9
2.3.7.	Enable CEC BiH continuously to monitor collection and spending of funds of political parties	First year after the adoption of the Strategy	CIK BiH, APIK and relevant institutions in BiH and legislative authorities in BiH	Monitoring of the expenses of political parties secured	Additional funds provided through the implementation of strategic programme 1.9

Strategic programme 2.4. Introduction of the obligation for political parties to report in-kind donations in the same way as financial donations					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
2.4.1.	Defining the non-financial (i.e. In-kind) donations to political parties in the form of free (or at preferential prices) printing services, advertising space and similar services	First year after the adoption of the Strategy	CIK BiH, APIK and relevant institutions in BiH	Non-financial donations defined and coordinated between the CEC, APIK and bodies for the prevention of corruption	Additional funds not required, carry out as part of functional jurisdiction
2.4.2.	Propose amendments to laws in BiH, which will define the obligation to report non-financial (i.e. In-kind) donations to political parties	First year after the adoption of the Strategy	CIK BiH, APIK and relevant institutions in BiH	Amendments to laws for reporting of non-financial (i.e. In-kind) donations to political parties sent for adoption	Additional funds not required, carry out as part of functional jurisdiction
2.4.3.	Adopt amendments to the laws in BiH, which will define the obligation to report non-financial (i.e. In-kind) donations to political parties	Second year after the adoption of the Strategy	Parliamentary Assembly of BiH	Amendments to the Law on financing of political parties in BiH relating to in-kind donations adopted	Additional funds not required, carry out as part of functional jurisdiction
2.4.4.	Oblige political parties to carry out the overall financing through a single bank account in order to facilitate the control and supervision over financial transactions	First year after the adoption of the Strategy	CEC BiH, APIK, competent institutions BiH, banking agencies in BiH	Amendments to the laws proposed	Additional funds not required, carry out as part of functional jurisdiction
2.4.5.	Improve the by-laws - rules for submitting of financial reports with the aim of defining the individual expenses of the parties, with a focus on improving the financial reports	First year after the adoption of the Strategy	CIK BiH	Secondary legislation enhanced	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 2.5. Reducing the opportunities for abuse of discretionary powers					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
2.5.1.	Conduct an analysis of regulations governing the work of public institutions in BiH, with the aim of identifying opportunities for abuse of discretion	Second year after the adoption of the Strategy	APIK, bodies for prevention of corruption, the competent institutions in BiH	Analysis carried out, opportunities to prevent abuse of discretion identified	Additional funds not required, carry out as part of functional jurisdiction
2.5.2.	Conduct an analysis of the use of discretionary powers with the aim of introducing greater transparency, in order for every decision which applies to this authorization to be explained and publicly disclosed	Second year after the adoption of the Strategy	APIK, bodies for prevention of corruption, the competent institutions in BiH	Analysis carried out, opportunities to increase transparency in the use of discretionary powers identified	Additional funds not required, carry out as part of functional jurisdiction
2.5.3.	In accordance with the results of the analysis, determine the criteria and conditions under which discretionary powers are applied and propose amendments to the legislation and regulations in BiH regulating this area	Second year after the adoption of the Strategy	APIK, bodies for prevention of corruption, the competent institutions in BiH	Criteria and conditions for the application of discretion and proposed amendments to legislation in this field have been defined	Additional funds not required, carry out as part of functional jurisdiction
2.5.4.	Adopt amendments to the laws regulating the work of public institutions in BiH which define the discretionary powers, towards reducing the scope for abuse and increasing transparency of their application	Third year after the adoption of the Strategy	Legislative bodies at the appropriate levels of government	Proposals to amend the laws governing the work of public institutions in BiH and to define the application of discretionary powers have been adopted	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 2.6. Developing a culture of integrity and ethics in public institutions in BiH					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
2.6.1.	Draw up and introduce harmonized training programmes in the field of prevention of corruption and prevention of conflict of interest in public institutions in BiH	First year after the adoption of the Strategy	APIK, bodies for prevention of corruption, ADS/ADU u BiH	Training programmes developed and harmonized between the APIK and ADS/ADU in BiH	Additional funds not required, carry out as part of functional jurisdiction

2.6.2.	Implement harmonized training for the professional development of employees in public institutions in BiH, with the aim of creating a culture of integrity and ethics	Continuously	APIK, bodies for prevention of corruption, ADS/ADU u BiH	Education in the field of ethics at all levels of government conducted continuously	Additional funds provided through the implementation of strategic programme 1.9
2.6.3.	Adopt a code of ethics and integrity plans in public institutions in BiH where this is not done and ensure their enforcement	Second year after the adoption of the Strategy	APIK, bodies for prevention of corruption, ADS/ADU u BiH	Codes of ethics and integrity plans in the institutions where necessary have been adopted and are carried out, employees are familiar with the content of codes of ethics, information is available to the public	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 2.7. Harmonization of the methodology for the development and implementation of plans for the fight against corruption for public institutions in BiH and establishment of legal obligations for the development of integrity plans in all public institutions in BiH					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
2.7.1.	Create harmonized guidelines for the development of plans for the fight against corruption for public institutions in BiH	First year after the adoption of the Strategy	APIK, bodies for prevention of corruption	Harmonized guidelines for all institutions in BiH created	Additional funds not required, carry out as part of functional jurisdiction
2.7.2.	Introduce a legal obligation for public institutions in BiH for developing integrity plans	First year after the adoption of the Strategy	APIK, bodies for prevention of corruption, governments and legislative authorities at all levels in BiH	The legislation has been amended to define and establish obligations for developing integrity plans	Additional funds not required, carry out as part of functional jurisdiction
2.7.3.	In accordance with legal obligations, perform harmonization of existing integrity plans in public institutions in BiH	Second year after the adoption of the Strategy	APIK, bodies for prevention of corruption, all public institutions in BiH	An alignment of existing integrity plans in all institutions in BiH has been performed	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 2.8. Improvement of procedures for determination of conflict of interest through a system for collecting and verifying information about property ownership, along with effective sanctions for false information in the declarations					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
2.8.1.	Conduct an analysis of laws on conflict of interest in BiH, with the aim of identifying opportunities for effective prevention of conflict of interest and stricter sanctions for breaching such laws	Second year after the adoption of the Strategy	APIK, commissions/bodies for deciding on Conflict of Interest in BiH, bodies for the prevention of corruption, the competent institutions at all levels in BiH	Analysis performed, opportunities identified for improving prevention of conflict of interest and stricter sanctions for breaching laws on conflict of interest	Additional funds not required, carry out as part of functional jurisdiction
2.8.2.	Based on the analysis, propose amendments to laws on conflict of interest in BiH for more effective prevention of conflict of interest and stricter sanctions for breaching such laws	Third year after the adoption of the Strategy	APIK, commissions/bodies for deciding on Conflict of Interest in BiH, bodies for the prevention of corruption, the competent institutions at all levels in BiH	Proposals for amendments to the laws on conflict of interest in BiH sent for adoption to the appropriate legislative bodies	Additional funds not required, carry out as part of functional jurisdiction
2.8.3.	Adopt amendments to the laws of conflict of interest in BiH for more effective prevention of conflict of interest and the tightening of sanctions for breaching such laws	Fourth year after the adoption of the Strategy	Legislative bodies at the appropriate levels in BiH	Proposals for amendments to the laws on conflict of interest in BiH adopted	Additional funds not required, carry out as part of functional jurisdiction
2.8.4.	Execute a comprehensive analysis of legislation on assets declaration, with the aim of establishing an effective system of control, data processing from the assets declaration and the elimination of obstacles for their publication	First year after the adoption of the Strategy	CEC BiH, Agency for Protection of Personal Data, APIK, bodies for the prevention of corruption, tax administration, land registry offices, the banking agencies in BiH	Analysis carried out, based on the analysis the conceptual design of the system and accountability of BiH has been created and opportunities to eliminate barriers for their publication have been identified	Additional funds not required, carry out as part of functional jurisdiction
2.8.5.	Establish an electronic registry of assets declarations	Second year after the adoption of the Strategy	Executive authorities, the CEC BiH, Agency for Protection of Personal Data	Electronic register of assets declarations established	Additional funds not required, carry out as part of functional jurisdiction
2.8.6.	Introduce efficient tools for collecting data related to assets declaration, focusing on verification, data validation and sanctioning	Third year after the adoption of the Strategy	CEC BiH, Agency for Protection of Personal Data, APIK, bodies for the prevention of corruption	Effective tools for collecting data related to assets declarations have been introduced, electronic database of assets declarations has been established	Additional funds not required, carry out as part of functional jurisdiction

2.8.7.	Establish an electronic database for a continuous implementation of control over receipt of gifts and their reporting by elected officials, executive officeholders and advisors	First year after the adoption of the Strategy	CEC BiH, Agency for Protection of Personal Data, APIK, bodies for the prevention of corruption	An electronic database has been established, control of receipt of gifts and their reporting is regularly conducted	Additional funds not required, carry out as part of functional jurisdiction
2.8.8.	Develop specific training programmes with measures in the field of prevention of conflict of interest and declaration of assets	Third year after the adoption of the Strategy	APIK, CEC BiH, ADS/ADU in BiH, bodies for prevention of corruption	Training programmes developed, professional development of employees is regularly conducted	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 2.9. Continuous harmonization of the legal framework in the area of public procurement with international obligations and standards					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
2.9.1.	Analyse the implementation of the Law on Public Procurement	Second year after the adoption of the Strategy	Public Procurement Agency, all Institutions responsible for the implementation of the Law on Public Procurement	Analysis of the law carried out and recommendations made to reduce the possibility of corruption in public procurement	Additional funds not required, carry out as part of functional jurisdiction
2.9.2.	Continuously conduct training of employees in all institutions in BiH regarding the issues of prevention of corruption in the implementation of public procurement at all levels in BiH	Continuously	ADS/ADU in BiH, Judicial Commission of BD, all institutions in BiH	Training related to the issues of prevention of corruption in public procurement is regularly carried out	Additional funds provided through the implementation of strategic programme 1.9
2.9.3.	Lay down the obligation that would introduce the open procedure as a rule, and the restricted procedure and others as an exception	Third year after the adoption of the Strategy	Public Procurement Agency, Council of Ministers, ADS/ADU in BiH	Reduced number of restricted procedures	Additional funds not required, carry out as part of functional jurisdiction
2.9.4.	Transparent publishing and updating of all registers of public procurement contracts and agreements of contracting authorities	Continuously	Public Procurement Agency	Registers of contracts and public procurement are published and regularly updated	Additional funds not required, carry out as part of functional jurisdiction
2.9.5.	Draw up a register of planned public procurement with specially defined characteristics of goods and services to be procured and make it publicly available to interested bidders	First year after the adoption of the Strategy	Public Procurement Agency	Register developed and made public to all interested bidders	Additional funds not required, carry out as part of functional jurisdiction

2.9.6.	Develop control mechanisms to ensure prevention of abuse in public procurement procedures	First year after the adoption of the Strategy	Public Procurement Agency, Council of Ministers, ADS/ADU in BiH, the PRB BiH	Effective control mechanisms to prevent abuse in the public procurement procedures have been created	Additional funds not required, carry out as part of functional jurisdiction
2.9.7.	Strengthen the capacities of public institutions in BiH in the field of public procurement and introduce effective mechanisms of control	Continuously	Public Procurement Agency, the PRB BiH, all institutions in BiH	Internal audits arranged, effective control mechanisms established and capacity strengthened through training and equipping	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 2.10. Improvement of the legal framework for the active participation of the private sector in anti-corruption activities					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
2.10.1.	Conduct an analysis of the involvement and active participation of the private sector in the fight against corruption	First year after the adoption of the Strategy	APIK, bodies for the prevention of corruption, the competent institutions at all levels in BiH, chambers of commerce and other associations of the economy in BiH	Analysis performed, opportunities for active participation of the private sector in the anti-corruption activities identified	Additional funds not required, carry out as part of functional jurisdiction
2.10.2.	Identify forms of cooperation in BiH and establish cooperation between bodies for prevention of corruption and anti-corruption institutions with appropriate jurisdictions on the one hand and the private sector on the other	First year after the adoption of the Strategy	APIK, bodies for the prevention of corruption, the competent institutions at all levels in BiH, chambers of commerce and other associations of the economy in BiH	Forms of cooperation between the private sector and bodies for the prevention of corruption and anti-corruption institutions have been defined and their cooperation has been established	Additional funds not required, carry out as part of functional jurisdiction
2.10.3.	Actively involve business associations in drafting of the legal solutions in order to strengthen the fight against corruption	First year after the adoption of the Strategy	Chambers of commerce, companies, competent institutions, APIK	In cooperation with CSOs, preconditions for active involvement of business associations in the mentioned activities has been ensured	Additional funds not required, carry out as part of functional jurisdiction
2.10.4.	Develop a methodology and guidelines for developing integrity plans in the economy and the private sector	Second year after the adoption of the Strategy	APIK, bodies for prevention of corruption, chambers of commerce and other associations of the economy in BiH	Methodology of integrity plans for the private sector has been developed and made available	Additional funds not required, carry out as part of functional jurisdiction

2.10.5.	Establish effective mechanisms for reporting corruption in the economy and the private sector at all levels in BiH	Second year after the adoption of the Strategy	APIK, bodies for prevention of corruption, chambers of commerce and other associations of the economy in BiH	Procedures have been developed and open communication channels for reporting corruption have been established	Additional funds not required, carry out as part of functional jurisdiction
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Strategic programme 2.11. Strengthening the supervisory functions and the liability for failure to control in the area of conflict of interest, ethics and integrity, financial management, compliance with professional and other standards					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
2.11.1.	Strengthening the capacity of the inspection bodies at all levels of government in BiH to carry out their responsibilities	Continuously	Inspection bodies at all levels in BiH, APIK, bodies for the prevention of corruption, legislative and executive authorities in BiH	Capacities strengthened through training, hiring new staff and ensuring necessary equipment	Additional funds provided through the implementation of strategic programme 1.9
2.11.2.	Strengthening the accountability of civil servants in the areas of conflict of interest, ethics and integrity, financial operations, compliance with professional and other standards	Second year after the adoption of the Strategy	ADS/ADU in BiH, APIK, bodies for prevention of corruption	Analysis conducted, opportunities to enhance responsibility for supervision identified	Additional funds not required, carry out as part of functional jurisdiction
2.11.3.	Improve the procedures for accountability of civil servants in monitoring conflict of interest, ethics and integrity, financial operations, compliance with professional and other standards	Second year after the adoption of the Strategy	ADS/ADU in BiH, APIK, bodies for prevention of corruption	Procedures for accountability of civil servants improved	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 2.12. Strengthening human resources and other capacities and the legal framework for improvement of the work of inspection and auditing services					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
2.12.1.	Analyse the needs for improvement of auditing services and inspection bodies to detect irregularities in the work of public institutions in BiH	Second year after the adoption of the Strategy	Audit Offices, inspection services, ADS/ADU in BiH, APIK, bodies for the prevention of corruption	Analysis made, the specific needs for improving the work identified, and proposals sent to the relevant institutions	Additional funds not required, carry out as part of functional jurisdiction

2.12.2.	According to the analysis, adequately build capacities of auditing services and inspection bodies to detect irregularities in the work of public institutions in BiH, in order to effectively fight against corruption	Third year after the adoption of the Strategy	Legislative and executive powers at the appropriate level of government, ministries of finance in BiH	Capacity building executed in accordance with the proposals for appropriate capacity building of auditing services and inspection bodies	Additional funds provided through the implementation of strategic programme 1.9
2.12.3.	Propose amendments to the Law on Audit of BiH institutions which oblige auditing authorities to proactively deliver evidence and information to relevant prosecutors on circumstantial evidence of the offenses of corruption they come across during the audit	Second year after the adoption of the Strategy	Audit Institutions in BiH, the competent institutions at all levels in BiH, executive authorities at all levels in BiH	Proposals for amendments to the law sent to the adoption procedure	Additional funds not required, carry out as part of functional jurisdiction
2.12.4.	Enable continuous training of auditing services in BiH for the purpose of adoption and implementation of new standards and techniques of auditing, and familiarisation with good practices	Fourth year after the adoption of the Strategy	The Council of Ministers BiH, governments at all levels in BiH, ministries of finance at all levels in BiH	Trainings and education of auditors are regularly carried out, reports from these training sessions are compiled and made available to the public	Additional funds provided through the implementation of strategic programme 1.9

Strategic programme 2.13. Establishment of effective channels of communication between the inspection and auditing services and institutions for law enforcement in relation to findings that point towards possible corrupt behaviour					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
2.13.1.	Develop precise and binding procedures for exchange of information between the auditing services and inspection bodies with law enforcement agencies for indications which point to corruption	First year after the adoption of the Strategy	Auditing services, inspection authorities, law enforcement institutions in BiH, Council of Ministers and governments at all levels in BiH	Procedures developed and submitted for adoption to the Council of Ministers and governments at the appropriate levels in BiH	Additional funds not required, carry out as part of functional jurisdiction
2.13.2.	Increase transparency of conducted surveillance findings of auditing services and inspection bodies with periodic disclosure on activity conducted and their findings	Continuously	Auditing services and inspection authorities at all levels in BiH	Data on conducted audits and inspections available to the public via websites and the media	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 2.14. Education of representatives of legislative bodies in BiH with the aim of adoption of effective regulations and policies for combating corruption					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
2.14.1.	Conduct a survey of members of legislative bodies in BiH regarding familiarity with international commitments and anti-corruption standards in the field of prevention of corruption	Second year after the adoption of the Strategy	APIK, bodies for the prevention of corruption, legislative bodies in BiH	Analysis performed, and the needs for improving knowledge on international obligations and anti-corruption standards have been identified	Additional funds not required, carry out as part of functional jurisdiction
2.14.2.	Conduct training of members of legislative bodies in BiH related to international obligations and anti-corruption standards in the field of prevention of corruption	Continuously after the second year of the adoption of the Strategy	APIK, bodies for the prevention of corruption, legislative bodies in BiH	Training for legislative bodies implemented, reports about it made available to the public through websites and the media	Additional funds provided through the implementation of strategic programme 1.9

Strategic programme 2.15. Strengthening the role of the supervisory commissions of the legislature aimed at more efficient monitoring of institutions and prevention of corruption					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
2.15.1.	Analyse the jurisdiction of the supervisory committee of the legislature in BiH and opportunities for strengthening their role in the prevention of corruption and coordination of the fight against corruption	Second year after the adoption of the Strategy	APIK, bodies for the prevention of corruption, legislative bodies at the appropriate level of government in BiH	Analysis performed, opportunities for strengthening the role of the supervisory committee identified and recommendations defined	Additional funds not required, carry out as part of functional jurisdiction
2.15.2.	Ensure adequate supervision over the work of the institutions by the legislative bodies in accordance with their responsibilities	Continuously after the second year of the adoption of the Strategy	Legislative bodies at all levels of government in BiH	Supervision of the work of the institutions is regularly performed, reports on the supervision conducted are made with recommendations for improvement	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 2.16. Introduction of the obligation to conduct public hearings on legislation with provisions of anti-corruption					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
2.16.1.	Introduce an obligation of conducting public hearings on proposals of laws and bylaws that are related to the fight against corruption	Continuously	Legislative bodies and executive government institutions at all levels in BiH	The proposals of laws and by-laws have been made available to the public, the public is able to give suggestions for improvement of the proposed legislation	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 2.17. Improvement of responsibility and rationality in planning, collection and spending of public funds and improvement of the transparency of this process					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
2.17.1.	Improve the system of internal controls in order to strengthen accountability and rationality in the planning and spending of public funds	Continuously	Competent institutions at all levels in BiH	Controls are regularly conducted, statements and recommendations are made	Additional funds not required, carry out as part of functional jurisdiction
2.17.2.	Ensure transparency of planning, collecting and spending of public funds through public disclosure of financial operations of public institutions at all levels	Continuously	Ministries of finance in BiH, executive authorities at all levels in BiH and public institutions in BiH	Transparency is ensured through the publication of reports by the ministries of finance	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 2.18. Ensuring equal treatment of citizens and businesses in regard to collection of taxes, duties and other charges					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
2.18.1.	Analyse the legislation and procedures in the field of collection of taxes, customs and other duties with regard to possible abuse and unequal treatment of citizens and businesses	Third year after the adoption of the Strategy	Ministries of finance, auditing services, inspection bodies, tax authorities in BiH, Indirect Taxation Authority (ITA), APIK, bodies for the prevention of corruption	Analysis carried out, opportunities for abuse identified and information about it made publicly available	Additional funds not required, carry out as part of functional jurisdiction

2.18.2.	Based on the analysis, suggest improvement of the normative framework and procedures for collection of taxes, customs duties and other duties with regard to unequal treatment of citizens and businesses	Fourth year after the adoption of the Strategy	Ministries of finance, audit services, inspection authorities in BiH, APIK, bodies for the prevention of corruption, tax administration, ITA	Suggestions for improvement of the normative framework and procedures made and sent to the adoption procedure	Additional funds not required, carry out as part of functional jurisdiction
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Strategic programme 2.19. Increasing the supervision over planning and execution of the budget and responsibility for violations of the rules that regulate the processes					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
2.19.1.	Develop a methodology for monitoring the implementation of programmes/projects financed from the budget, as well as monitoring of their implementation in the practice of planning the expenditure of funds	Continuously	Ministries of finance, audit and inspection bodies, Council of Ministers BiH	Methodology has been developed and implementation of spending of the budget is regularly monitored	Additional funds not required, carry out as part of functional jurisdiction
2.19.2.	Ensure transparency of planning and execution of the annual budgets of public institutions in BiH	Second year after the adoption of the Strategy	Ministries of finance, public institutions in BiH	Transparency is ensured through public disclosure on web pages	Additional funds not required, carry out as part of functional jurisdiction

Strategic objective 3

Improvement of effectiveness and efficiency of judicial institutions and bodies for law enforcement in the area of the fight against corruption

Strategic programme 3.1. Ensuring appropriate mechanisms for reporting corruption of employees in public institutions as well as monitoring procedures upon reports					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
3.1.1.	Raise awareness of civil servants through harmonized training in conjunction with obligations to act upon complaints of corruption and protection of whistleblowers	Continuously	APIK, bodies for the prevention of corruption, law enforcement institutions, inspection services in BiH	Harmonised programmes have been prepared, training is conducted, reports on that have been made available to the public through websites and the media	Additional funds not required, carry out as part of functional jurisdiction
3.1.2.	Establish online systems and telephone lines for reporting corruption in all institutions of the executive government in BiH	Second year after the adoption of the Strategy	All executive government institutions in BiH, APIK, bodies for the prevention of corruption	A number of established systems and telephone lines have been made available, and information about it is available to the public through websites and the media	Additional funds provided through the implementation of strategic programme 1.9
3.1.3.	Establish a methodology for harmonized record keeping of applications, processing and analysis of statistical data on applications with indications of any corruption in BiH	First year after the adoption of the Strategy	APIK, bodies for the prevention of corruption, law enforcement institutions in BiH	The methodology has been developed and coordinated between APIK and bodies for prevention of corruption and has been made available to the public	Additional funds not required, carry out as part of functional jurisdiction
3.1.4.	Periodically process statistical data on corruption in BiH by the established methodology and make the data of the analysis available to the public	Continuously after the first year of the adoption of the Strategy	Bodies for the prevention of corruption, APIK, all executive government institutions in BiH	Processing is done periodically, information on the findings is made available to the public through websites and the media	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 3.2. Promoting the reporting of corruption and encouraging the active participation of citizens in the fight against corruption					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
3.2.1.	Design and implement a campaign to inform citizens about the opportunities for active involvement in the fight against corruption and for reporting corruption	Continuously after the first year of the adoption of the Strategy	APIK, bodies for the prevention of corruption, public relations services, executive institutions in BiH	Campaigns have been designed and carried out, information about the campaigns has been delivered to APIK and bodies for prevention of corruption	Additional funds provided through the implementation of strategic programme 1.9
3.2.2.	Continuously promote online systems and phone lines for reporting corruption and mechanisms to protect whistleblowers	Continuously	APIK, bodies for the prevention of corruption, public relations services and officials of all government institutions in BiH	Information about online systems and telephone lines for reporting corruption has been made available to the public	Additional funds not required, carry out as part of functional jurisdiction
3.2.3.	Consistently apply and further improve the existing mechanisms for protection of whistleblowers	Continuously	APIK, bodies for prevention of corruption	Data on the number of protected whistleblowers is available, measures to improve the protection of the applicant have been designed and made available to the public	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 3.3. Strengthening the integrity of law enforcement authorities					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
3.3.1.	Ensure production and construction, as well as implementation, of integrity plans in law enforcement agencies in BiH	Continuously	High Judicial and Prosecutorial Council (HJPC), courts and prosecutors in BiH, APIK, bodies for the prevention of corruption	Upgraded integrity plans have been made, reports on their implementation are submitted to bodies for prevention of corruption and APIK	Additional funds not required, carry out as part of functional jurisdiction
3.3.2.	Conduct regular training in the field of prevention of corruption and the fight against corruption in law enforcement agencies in BiH	Continuously	HJPC, Centres for Judicial and Prosecutorial Training (CET), APIK, bodies for the prevention of corruption, courts and prosecutors in BiH	Reports on the training are delivered to the bodies for prevention of corruption and APIK, and the public is informed about them	Additional funds provided through the implementation of strategic programme 1.9

3.3.3.	Regulate the procedure of security clearance for officials of judicial institutions and law enforcement organs with an emphasis on vulnerability to corrupt behaviour	Third year after the adoption of the Strategy	HJPC, Centres for Education of Judges and Prosecutors, APIK, bodies for the prevention of corruption	The criteria and procedures for verification have been established and submitted to judicial institutions and law enforcement agencies	Additional funds not required, carry out as part of functional jurisdiction
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Strategic programme 3.4. Improvement of detection of corruption through creation, strengthening and application of effective mechanisms and techniques for proactive approach to this process					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
3.4.1.	Define grounds and procedures for proactive treatment in exposing corruption and exchange of information between law enforcement organs in conjunction with indications of corrupt conduct	First year after the adoption of the Strategy	HJPC, law enforcement agencies in BiH	Fundamentals and procedures to proactively detect corruption have been defined and communicated to all law enforcement agencies in BiH	Additional funds not required, carry out as part of functional jurisdiction
3.4.2.	Apply procedures for proactive treatment in exposing corruption and for exchange of information between law enforcement organs in conjunction with indications of corrupt conduct	Second year after the adoption of the Strategy	Law enforcement authorities in BiH	Increased number of corruption cases that have been discovered through a proactive approach based on procedures	Additional funds not required, carry out as part of functional jurisdiction
3.4.3.	Develop standard operating procedures for efficient gathering of information and evidence in the process of recording cases of corruption and conduct training in relevant institutions	Second year after the adoption of the Strategy	HJPC, law enforcement agencies in BiH, APIK, bodies for the prevention of corruption, Centres for Education of Judges and Prosecutors, police academies	Procedures have been developed, coordinated and delivered to law enforcement agencies, training sessions are carried out, the proper authorities and the public are informed about them	Additional funds not required, carry out as part of functional jurisdiction
3.4.4.	In standard operating procedures include the obligation to identify the assets and financial resources at the disposal of those suspected of corruption and their related parties	Second year after the adoption of the Strategy	HJPC, law enforcement agencies in BiH, APIK, bodies for the prevention of corruption, Centres for Education of Judges and Prosecutors, police academies	Identification of assets is included in the standard operating procedures and included in training programmes	Additional funds not required, carry out as part of functional jurisdiction
3.4.5.	Consistent application of the obligation to report the criminal offense of corruption in accordance with the provisions of the criminal legislation at all levels in BiH	Continuously	Official and responsible persons in all authorities in BiH, public companies and institutions	Increased number of reports related to corruption offenses in BiH	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 3.5. Establishment of effective cooperation and coordination between institutions in BiH in discovering, proving and prosecuting corruption					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
3.5.1.	Conduct analysis of the current treatment of corruption-related offenses in terms of the reasons for the disproportionately low number of final convictions in comparison to the indictments raised	First year after the adoption of the Strategy	HJPC, CEST, law enforcement institutions in BiH, APIK, bodies for the prevention of corruption	Reasons have been determined and proposals for increasing the efficiency of prosecution of corruption have been delivered to all law enforcement agencies in BiH	Additional funds not required, carry out as part of functional jurisdiction
3.5.2.	Identify which aspects of cooperation and coordination between the institutions are not effective enough, resulting in the insufficient quality of proving corruption before the courts	Second year after the adoption of the Strategy	HJPC, CEST, law enforcement institutions in BiH, APIK, bodies for the prevention of corruption	Aspects have been determined and proposals for improving cooperation and coordination have been delivered to all law enforcement agencies in BiH	Additional funds not required, carry out as part of functional jurisdiction
3.5.3.	Propose and adopt measures to improve communication, cooperation, exchange of information on criminal offenses of corruption and coordination of work of institutions with anti-corruption jurisdictions in BiH	Second year after the adoption of the Strategy	HJPC, CEST, law enforcement institutions in BiH, APIK, bodies for the prevention of corruption	Measures are defined and adopted for improvement of cooperation and coordination and all law enforcement agencies in BiH have been notified	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 3.6. Harmonization of training programmes in the field of prevention and coordination of the fight against corruption in the institutions with anti-corruption jurisdictions					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
3.6.1.	Based on the identified deficiencies in dealing with applications for corruption offenses, prepare harmonized training programmes to improve the work in this field	Third year after the adoption of the Strategy	HJPC, CEST, law enforcement institutions in BiH, APIK, bodies for the prevention of corruption	Harmonised training programmes have been prepared and agreed to, and delivered to all institutions that are to implement them	Additional funds not required, carry out as part of functional jurisdiction
3.6.2.	According to the harmonized programmes, conduct joint training for prosecutors, investigators and law enforcement authorities for work on corruption offenses and improve coordination in this process	Continuously after the third year of the adoption of the Strategy	HJPC, CEST, law enforcement institutions in BiH, APIK, bodies for the prevention of corruption	The training is conducted according to the harmonized programmes, and reports about this are available to the public	Additional funds provided through the implementation of strategic programme 1.9

Strategic programme 3.7. Specialization and additional training of judicial and law enforcement authorities in BiH, especially for the application of more advanced measures to prosecute perpetrators of corruption offenses					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
3.7.1.	Conduct an analysis of the needs for education of judges, prosecutors and authorized officers in designing the application of more advanced measures for detection and proving of corruption	Second year after the adoption of the Strategy	HJPC, law enforcement institutions in BiH, CEST, APIK, bodies for the prevention of corruption	Measures that require training are identified, the list of institutions in which training should be conducted is made	Additional funds not required, carry out as part of functional jurisdiction
3.7.2.	Based on the analysis, develop a training programme for judges, prosecutors and authorized officers in application of advanced measures for detecting and proving of corruption	Third year after the adoption of the Strategy	HJPC, law enforcement institutions in BiH, CEST, APIK, bodies for the prevention of corruption	Programmes for training are made and agreed upon, and delivered to all institutions that are to implement them	Additional funds not required, carry out as part of functional jurisdiction
3.7.3.	Conduct training for judges, prosecutors and authorized officers regarding the application of more advanced measures in detection, proof and prosecution of corruption offenses	Continuously after the third year of the adoption of the Strategy	HJPC, law enforcement institutions in BiH, CEST, APIK, bodies for the prevention of corruption	Training is conducted according to the harmonized programmes, and reports about them are available to the public	Additional funds provided through the implementation of strategic programme 1.9

Strategic programme 3.8. More consistent application of extended financial investigations in cases of corruption					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
3.8.1.	Develop standard operating procedures for dealing with financial investigations in cases of corruption, especially in terms of cash flow and acquisition of property	Second year after the adoption of the Strategy	HJPC, CEST, banking agencies, law enforcement institutions in BiH, APIK, bodies for the prevention of corruption	Operating procedures have been developed and adopted, and there is an increased number of financial investigations in cases of corruption	Additional funds not required, carry out as part of functional jurisdiction
3.8.2.	Develop standard operating procedures for identification of assets and financial resources available to those suspected of corruption and their related parties during the investigation phase of criminal offenses of corruption	Second year after the adoption of the Strategy	HJPC, CEST, banking agencies, law enforcement institutions in BiH, APIK, bodies for the prevention of corruption	Operating procedures have been developed and adopted, and assets and financial resources are able to be determined during an investigation	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 3.9. Improvement of efficiency of the courts in cases of corruption, with the establishment of objective norms for operation, taking into account the complexity of the cases					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
3.9.1.	Analyse the framework criteria of the courts on cases of corruption in terms of opportunities for stimulating the efficiency of procedures on corruption cases	First year after the adoption of the Strategy	HJPC, prosecution and courts at all levels, APIK, bodies for the prevention of corruption	Shortcomings of the existing criteria and mechanisms stimulating the efficiency of procedures on corruption cases have been identified	Additional funds not required, carry out as part of functional jurisdiction
3.9.2.	Improve efficiency in prosecution of cases with the characteristics of corruption by recognizing complexity of addressing complex corruption cases	Second year after the adoption of the Strategy	HJPC, prosecution and courts at all levels, APIK, bodies for the prevention of corruption	Improved efficiency of the courts on corruption cases through introduction of mechanisms for the evaluation of the complexity of the work	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 3.10. Improvement of efficiency of court procedures in cases of corruption through the establishment and use of a unique system for statistical analysis and reporting					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
3.10.1.	Identify statistical data relevant for analysing the efficiency of procedures on corruption cases and establish procedures and mechanisms for their management and analysis	Second year after the adoption of the Strategy	VSTV, APIK, bodies for prevention of corruption	Statistical data identified, procedures and mechanisms for their management established and known to the appropriate courts and the public	Additional funds not required, carry out as part of functional jurisdiction
3.10.2.	Periodically analyse the efficiency of the courts on corruption cases, and make public the findings of these analyses together with suggestions for improvement	Second year after the adoption of the Strategy	VSTV, APIK, bodies for prevention of corruption	Periodic analyses are made, findings are published on the websites of the HJPC, courts and the media	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 3.11. Improvement of the penal policy for corruption offenses with the aim of proactive deterrence from corrupt activities					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
3.11.1.	Conduct analysis of crime-related legislation regarding the penalties for corrupt acts and practices for sentencing in terms of effective deterrence from corrupt actions	First year after the adoption of the Strategy	HJPC, ministries of justice and courts at all levels in BiH, judiciary BD BiH	Reasons for inefficient deterrence from corruption offenses identified and made known to the public	Additional funds not required, carry out as part of functional jurisdiction
3.11.2.	Based on the analysis, define proposals for more effective deterrence from corruption offenses by unifying the penal policy and by stricter punishments for corruption-related criminal offenses	Second year after the adoption of the Strategy	HJPC, ministries of justice and courts at all levels in BiH, judiciary BD BiH	Amendments proposed to the legislation, for harmonizing the penal policy and stricter punishments	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 3.12. Development of an efficient system of identification, freezing and confiscation of property and any other benefits that perpetrators and their related parties have gained through corrupt actions					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
3.12.1.	Analyse the legislative framework in BiH related to the issues of determining the efficiency of freezing, seizure and management of illegally-acquired property in corruption cases	Second year after the adoption of the Strategy	HJPC, ministries of justice, ministries of interior, prosecution, courts in BiH, judiciary BD BiH	Analysis made, opportunities to increase efficiency identified, and proposals for adoption or amendment to the legal framework made	Additional funds not required, carry out as part of functional jurisdiction
3.12.2.	Based on the analysis, improve and establish a normative framework to determine the origin, freezing, seizure and management of illegally acquired property	Third year after the adoption of the Strategy	Legislative bodies at the appropriate levels in BiH	Suggestions for improving the normative framework defined and submitted to the adoption procedure	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 3.13. Creation of conditions for the supervision of the judicial authorities and institutions through publicly available statistical data on conduct in cases of corruption offenses					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
3.13.1.	Analyse the existing system of statistical data on the work of the institutions for law enforcement and judicial authorities and the possibilities for their availability to the public	First year after the adoption of the Strategy	HJPC, law enforcement agencies and courts in BiH, APIK, bodies for the prevention of corruption	Analysis developed, and categories of statistical data available to the public defined	Additional funds not required, carry out as part of functional jurisdiction
3.13.2.	Based on the analysis, suggest the scope of the statistical data that should be made public and propose the way they should be available to the public	First year after the adoption of the Strategy	HJPC, law enforcement agencies and courts in BiH, APIK, bodies for the prevention of corruption	The scope of statistical data for publication established and proposed	Additional funds not required, carry out as part of functional jurisdiction
3.13.3.	Continuously publish statistics on the number of investigations and charges raised, accepted and/or rejected, as well as the number of verdicts on criminal cases of corruption	Continuously after the first year of the adoption of the Strategy	HJPC, law enforcement agencies and courts in BiH	Statistical data made available to the public	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 3.14. Strengthening mechanisms of disciplinary and other forms of accountability of prosecutors and judges for improper conduct in cases with elements of corruption					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
3.14.1	Analyse the existing system of monitoring the work of prosecutors and judges in the cases of corruption-related criminal offenses in order to determine possibilities for its improvement	First year after the adoption of the Strategy	HJPC, prosecution and courts in BiH	Analysis performed, opportunities for improvement identified	Additional funds not required, carry out as part of functional jurisdiction
3.14.2.	Propose measures to improve the existing system of monitoring the work of prosecutors and judges in the cases of corruption-related criminal offenses while improving efficiency and eliminating the potential for irregularities	Second year after the adoption of the Strategy	HJPC, prosecution and courts in BiH	Measures to improve the system established and proposed	Additional funds not required, carry out as part of functional jurisdiction
3.14.3.	Initiate introduction of mutually compatible electronic forms in law enforcement organs, prosecution and the courts, for easier tracking of subjects	Second year after the adoption of the Strategy	HJPC, law enforcement authorities	Harmonized software (CMS) for tracking subjects between the police, courts and prosecutors' offices	Additional funds not required, carry out as part of functional jurisdiction

Strategic objective 4

Raising public awareness and promotion of the need for the participation of the entire society in the fight against corruption

Strategic programme 4.1. Continuous and systematic public campaigns on the causes, manifestations and consequences of corruption, with the promotion of mechanisms for action against corruption					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
4.1.1.	Analyse the causes, manifestations and harmful effects of corruption for citizens, and, in cooperation with governmental and non-governmental institutions and the academic community, design a public campaign on this subject	Continuously	APIK, bodies for prevention of corruption, public institutions in BiH	In cooperation with public institutions, civil society organizations (CSOs) and the academic community analysis has been made, the harmful effects of corruption for citizens are set forth, and the basis for a public campaign has been created	Additional funds not required, carry out as part of functional jurisdiction
4.1.2.	Develop a plan and programme of campaigns and implement them according to the plan and programme in cooperation with the media, civil society organizations and academic communities	First year after the adoption of the Strategy	APIK, bodies for prevention of corruption	In cooperation with public institutions, NGOs, the academic community, public broadcasters and other media, the plan and programme of campaigns has been made, and campaigns are conducted periodically	Additional funds provided through the implementation of strategic programme 1.9

Strategic programme 4.2. Enabling the participation of civil society organizations in the activities of public institutions in the fight against corruption					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
4.2.1.	Make information about decision-making available on the websites of governments and parliaments, as well as about the drafting of laws and proposals of the same	Continuously	Council of Ministers BiH, governments and legislative bodies as well as all executive government institutions in BiH preparing proposals of laws and decisions	Decisions, drafts and proposals of laws available on the websites	Additional funds not required, carry out as part of functional jurisdiction
4.2.2.	Make public the information relating to the adoption or rejection of amendments to legislation with a clear explanation for such conduct	Continuously	Council of Ministers BiH, governments and legislative bodies as well as all executive government institutions in BiH preparing proposals of laws and decisions	Information is published on the websites	Additional funds not required, carry out as part of functional jurisdiction

4.2.3.	Enable CSOs to participate more actively in processes of adoption and implementation of anti-corruption activities, in a principled, transparent and pre-agreed manner	Continuously	Council of Ministers BiH, governments and legislative bodies as well as all executive government institutions in BiH preparing proposals of laws and decisions	Direct cooperation with NGOs in the implementation of specific anti-corruption activities is established	Additional funds not required, carry out as part of functional jurisdiction
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Strategic programme 4.3. Development, application and promotion of accessible mechanisms for reporting corruption while ensuring confidentiality in complying with citizens' complaints					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
4.3.1.	Analyse the existing mechanisms for reporting corruption in BiH with the aim of identifying opportunities for improving confidentiality of acting on such reports	First year after the adoption of the Strategy	APIK, bodies for prevention of corruption, all institutions in BiH	Existing mechanisms analysed, best practices researched and opportunities for their improvement identified	Additional funds not required, carry out as part of functional jurisdiction
4.3.2.	Improve procedures for dealing with complaints of corruption with regard to the confidentiality of information obtained, with special attention to the protection of the applicant	First year after the adoption of the Strategy	APIK, bodies for prevention of corruption, all institutions in BiH	Suggestions for improving protection of confidentiality identified and communicated to all institutions that treat corruption reports	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 4.4. Improvement of the system of objectively informing the public about the work of the institutions, along with the promotion of positive examples of treatment of cases of corruption					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
4.4.1.	Conduct analysis of the state on the availability of information in public authorities and institutions in BiH in accordance with the standards of the Open Government Partnership (OGP)	First year after the adoption of the Strategy	APIK, Agency for Protection of Personal Data, institution of Ombudsman for Human Rights in BiH	Analysis developed in cooperation of public institutions and NGOs	Additional funds not required, carry out as part of functional jurisdiction
4.4.2.	In accordance with the results of the analysis, prepare training programmes on standards of objective informing of citizens about the work of public institutions	Second year after the adoption of the Strategy	APIK, Agency for Protection of Personal Data, institution of Ombudsman for Human Rights in BiH	Training programme made in cooperation with public institutions and NGOs	Additional funds not required, carry out as part of functional jurisdiction

4.4.3.	Perform continuous training in order to promote so-called active transparency in public institutions	Continuously	ADS/ADU in BiH, Judicial Commission of BD BiH, APIK, bodies for the prevention of corruption	Training sessions, seminars and workshops are regularly conducted	Additional funds provided through the implementation of strategic programme 1.9
4.4.4.	Actively inform the citizens about the work of institutions, promoting positive examples of handling of citizens' complaints in cases of corruption	Continuously	Institutions at all levels in BiH, APIK, bodies for the prevention of corruption	Data made available to the public	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 4.5. The inclusion of the academic community and associations of intellectuals in the design and implementation of anti-corruption policies and mechanisms					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
4.5.1.	Define areas in the fight against corruption in which bodies for prevention of corruption and institutions with anti-corruption jurisdictions need professional help and support	First year after the adoption of the Strategy	APIK, bodies for prevention of corruption, all institutions with anti-corruption jurisdictions in BiH, institutions of the academia	Areas of possible cooperation between the academic community, anti-corruption bodies and institution identified	Additional funds not required, carry out as part of functional jurisdiction
4.5.2.	Institutionalize cooperation between the academic community and associations of intellectuals with bodies for prevention of corruption and institutions with anti-corruption jurisdictions	Continuously after the first year of the adoption of the Strategy	APIK, bodies for prevention of corruption, all institutions with anti-corruption jurisdictions in BiH, institutions of the academia	Cooperation established through regular communication and signing of a Memorandum of Understanding	Additional funds not required, carry out as part of functional jurisdiction
4.5.3.	Formulate and implement anti-corruption projects that bodies for the prevention of corruption and institutions with anti-corruption jurisdictions will jointly implement with the academic community	Continuously after the first year of the adoption of the Strategy	APIK, bodies for prevention of corruption, all institutions with anti-corruption jurisdictions in BiH, institutions of the academia	Joint projects designed and implemented	Additional funds provided through the implementation of strategic programme 1.9
4.5.4.	Define policies for efficient fight against corruption, aimed at eliminating the causes of corruption and continuous pointing to the detrimental effects of corruption	Second year after the adoption of the Strategy	APIK, bodies for prevention of corruption, all institutions with anti-corruption jurisdictions in BiH, institutions of the academia	Policies defined	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 4.6. Enabling the development of responsible and objective investigative reporting by improving the openness of institutions towards the media within the framework of the regulations					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
4.6.1.	Introduce periodic training for journalists and editors in the field of investigative journalism and standards of objective reporting of corruption	Second year after the adoption of the Strategy	All institutions in BiH, APIK, bodies for prevention of corruption	Training programme with journalist associations and higher education institutions in the field of journalism has been created and conducted, reports on them are made available to the public	Additional funds provided through the implementation of strategic programme 1.9
4.6.2.	Encourage and promote the development of objective investigative journalism through increased active transparency of institutions and providing access to information	Continuously	All institutions in BiH, APIK, bodies for prevention of corruption, institution of Ombudsman for Human Rights in BiH	Increased amount of information from the institutions in BiH available to the public, the information is used for research topics	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 4.7. Improvement of impartiality and objectivity of media reporting regarding issues of corruption					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
4.7.1.	Consistent compliance with legal standards and ethics of journalism, with the goal of increasing the objectivity and professionalism of information on corruption cases	Continuously	Regulatory Agency for Communications (RAK), public broadcasters, courts	Professional and objective reporting of corruption cases has been improved	Additional funds not required, carry out as part of functional jurisdiction
4.7.2.	Ensure transparency of media ownership structure and the sources of their funding	First year after the adoption of the Strategy	RAK, public broadcasters, courts	Data on the ownership structure of the media has been made available, data on sources of funding is transparent	Additional funds not required, carry out as part of functional jurisdiction
4.7.3.	Strengthening the control of regulatory bodies and monitoring the application of standards and ethics of journalism by journalists' associations in BiH	Continuously	RAK	RAK and associations of journalists monitor the activities in applying standards and ethics of journalism	Additional funds not required, carry out as part of functional jurisdiction

4.7.4.	Ensure transparent financing of the media by the public sector, both through direct payments and advertising, and public data about other ways of financing	Continuously	RAK, inspection bodies, associations of journalists	Funding of media and advertising of public institutions in them is made publicly available	Additional funds not required, carry out as part of functional jurisdiction
4.7.5.	Raise the level of recognition of corruption and its mechanisms, as well as awareness of discovery techniques through professional training of journalists covering the topic of corruption	Continuously	Associations of journalists, APIK, bodies for the prevention of corruption	Training programmes for journalists have been prepared, training sessions are conducted, information about them is made publicly available	Additional funds provided through the implementation of strategic programme 1.9
4.7.6.	Ensure adequate protection of the media and journalists who report about corruption	Continuously	APIK, bodies for prevention of corruption, law enforcement authorities	Concrete measures to protect journalists has been undertaken in cooperation with associations of journalists and NGOs, and adequate protection of journalists who report about corruption is provided	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 4.8. Inclusion of associations of economic sectors in the development of new legislation and policies for the fight against corruption					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
4.8.1.	Maintain regular communication with companies in terms of involvement in deciding and proposing legal solutions that will strengthen the determination for reporting corruption offenses	Continuously	Chambers of commerce, companies, APIK, bodies for the prevention of corruption, and institutions that implement the Strategy and Action Plan	Communication is regularly maintained, minutes of the meetings are made, information about cooperation and communication is made available to the public	Additional funds not required, carry out as part of functional jurisdiction
4.8.2.	Simplify the creation and implementation of legal solutions for the business sector related to the issue of company registration	First year after the adoption of the Strategy	Chambers of commerce, companies, APIK, bodies for the prevention of corruption, and institutions that implement the Strategy and Action Plan	Proposed amendments to the laws that simplify registration of companies	Additional funds not required, carry out as part of functional jurisdiction
4.8.3.	Include chambers of commerce in planning and making of anti-corruption measures and activities in the areas of their operation	Second year after the adoption of the Strategy	Chambers of commerce, companies, APIK, bodies for the prevention of corruption, and institutions that implement the Strategy and Action Plan	Chambers of Commerce create integrity plans and participate with their proposals in the creation of anti-corruption measures	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 4.9. Promotion of the adoption and application of codes of ethics in business in order to prevent the occurrence of corruption in the relationship between the economy and the institutions					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
4.9.1.	In cooperation with relevant institutions organize training and education for chambers of commerce and business organizations on the subject of the fight against corruption	Continuously	APIK, chambers of commerce, the competent institutions	In cooperation with NGOs and chambers of commerce training, seminars and workshops are regularly organized	Additional funds provided through the implementation of strategic programme 1.9
4.9.2.	Actively involve the business sector in the fight against corruption through the development of regulations on the protection of whistleblowers	Third year after the adoption of the Strategy	APIK, chambers of commerce, the competent institutions	In cooperation with CSOs and chambers of commerce regulations on the protection of persons who report corruption in the private sector have been elaborated	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 4.10. Continuous implementation of training for chambers of commerce and other business associations in the field of the fight against corruption					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
4.10.1.	Develop training programmes for businesses in the field of the fight against corruption	Second year after the adoption of the Strategy	APIK, chambers of commerce	Training programme developed in cooperation with CSOs	Additional funds not required, carry out as part of functional jurisdiction
4.10.2.	Conduct training on the prevention of corruption in all economic associations	Third year after the adoption of the Strategy	APIK, chambers of commerce	Training sessions are regularly carried out in cooperation with CSOs	Additional funds provided through the implementation of strategic programme 1.9

Strategic programme 4.11. Strengthening the role of the civil society in the fight against corruption through participation in joint projects with public institutions					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
4.11.1.	Identify areas in the fight against corruption in which the bodies for prevention of corruption and institutions with anti-corruption jurisdictions need professional help and support	Continuously after the first year of the adoption of the Strategy	APIK, bodies for prevention of corruption, all institutions with anti-corruption jurisdictions in BiH	Areas of possible cooperation between NGOs and institutions identified, information about it made available to the public	Additional funds not required, carry out as part of functional jurisdiction

4.11.2.	Establish cooperation between bodies for the prevention of corruption and the institutions with anti-corruption jurisdictions with NGOs, in areas where they need help and support	Continuously after the first year of the adoption of the Strategy	APIK, bodies for prevention of corruption, all institutions with anti-corruption jurisdictions in BiH	Cooperation established and improved, concrete projects for cooperation are being prepared	Additional funds not required, carry out as part of functional jurisdiction
4.11.3.	Formulate and implement anti-corruption projects which CSOs will jointly implement with bodies for the prevention of corruption and institutions with anti-corruption jurisdictions	Continuously after the first year of the adoption of the Strategy	APIK, bodies for prevention of corruption, all institutions with anti-corruption jurisdictions in BiH	Joint projects designed and implemented, information about them made available to the public	Additional funds not required, carry out as part of functional jurisdiction
4.11.4.	Develop a methodology for monitoring the implementation of programmes/projects financed by international institutions/ organizations, in order to determine possible unintended use of funds	Continuously after the first year of the adoption of the Strategy	Ministries of finance, auditing and inspection bodies, Council of Ministers BiH	In cooperation with NGOs a methodology has been developed and the monitoring of the spending of funds of international institutions/ organizations is implemented	Additional funds provided through the implementation of strategic programme 1.9

Strategic programme 4.12. Supporting activities of the civil society aimed at monitoring and researching opportunities for corruption and making recommendations for its prevention					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
4.12.1.	Strengthen cooperation of public institutions with CSOs with the aim to research possibilities of the appearance of corruption in public institutions	Continuously	APIK, bodies for prevention of corruption, all public institutions at all levels	Systematic cooperation with CSOs in the field of planning and priority research established	Additional funds not required, carry out as part of functional jurisdiction
4.12.2.	Systematic achievement of partnership and cooperation between the public, private and NGO sector in the implementation of anti-corruption projects	Continuously	All institutions in BiH, businesses, APIK	Cooperation established through regular organization of meetings between representatives of the public, private and NGO sectors and the signing of a Memorandum of Understanding	Additional funds not required, carry out as part of functional jurisdiction
4.12.3.	Introduce into the working plans of institutions a part that especially applies to cooperation with NGOs, as well as recommending the use of research of relevant data which the NGOs get through their specific projects	Second year after the adoption of the Strategy	All institutions in BiH	Research and data from CSOs introduced into work plans of institutions	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 4.13. Ensuring transparency in the funding of the non-governmental sector, particularly from budget funds					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
4.13.1.	Conduct an analysis of transparency of civil society organizations related to publishing of their financial statements, sources and amounts of grants received and projects implemented	First year after the adoption of the Strategy	Ministries of justice at all levels, the Judicial Commission of BD BiH, auditing authorities	Analysis performed in cooperation with CSOs, and the obtained results made available to the public	Additional funds not required, carry out as part of functional jurisdiction
4.13.2.	Introduce an obligation for all institutions in BiH to publicly publish information on the amounts and purposes of the funds allocated to civil society organizations	Continuously	Council of Ministers BiH, governments at the entity level, BD BiH and the cantons	Decisions made on disclosure of the data on amounts and purposes of funds which institutions awarded to NGOS, and the information continuously published	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 4.14. Development, introduction and harmonization of programmes of ethics and integrity in the educational process and in the thematic programmes of public broadcasters in BiH					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
4.14.1.	Conduct research on the attitudes of young people towards corruption, in order to establish a basis for the development of a harmonized programme of ethics and integrity	First year after the adoption of the Strategy	Ministries of education, APIK	Research conducted, and grounds proposed, for drafting of harmonized programme of ethics and integrity	Additional funds provided through the implementation of strategic programme 1.9
4.14.2.	Develop harmonized programmes of ethics and integrity in order to strengthen the moral values of the society in all educational institutions in BiH	First year after the adoption of the Strategy	Ministries of education, Agency for preschool, primary and secondary education	Harmonised programmes designed and delivered to the relevant institutions for further proceedings	Additional funds provided through the implementation of strategic programme 1.9
4.14.3.	Introduce harmonized programmes of ethics and integrity in order to strengthen the moral values of the society in all educational institutions in BiH	Second year after the adoption of the Strategy	APIK, ministries of education, Agency for preschool, primary and secondary education	Programmes developed in cooperation with CSO-s	Additional funds not required, carry out as part of functional jurisdiction

4.14.4.	Establish cooperation with public broadcasters in BiH in the field of broadcasting the programmes of ethics and integrity, in order to strengthen the moral values of the society	First year after the adoption of the Strategy	APIK, RAK, bodies for prevention of corruption, ministries of education in BiH, public broadcasters	Cooperation established and specific programmes for broadcasting contracted	Additional funds not required, carry out as part of functional jurisdiction
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Strategic programme 4.15. Encouragement of ethical behaviour in children and young people through supporting civil sector extracurricular projects					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
4.15.1.	Establish cooperation with civil society organizations that work with young people and establish cooperation on promoting ethics and integrity in order to strengthen the moral values of the society	First year after the adoption of the Strategy	APIK, bodies for prevention of corruption, ministries of education, Agency for preschool, primary and secondary education	CSOs working on such projects identified and cooperation with them established	Additional funds not required, carry out as part of functional jurisdiction
4.15.2.	Support existing projects in the field of ethics and integrity, and develop and implement new projects of this type in order to strengthen moral values of the society	Continuously after the first year of the adoption of the Strategy	APIK, bodies for prevention of corruption, ministries of education, Agency for preschool, primary and secondary education	In cooperation with CSOs, through extracurricular projects, ethics and integrity has been introduced in the education of children and youth	Additional funds not required, carry out as part of functional jurisdiction

Strategic objective 5

Establishment of efficient mechanisms for coordination of the fight against corruption, as well as monitoring and evaluation of the implementation of the Anti-corruption Strategy

Strategic programme 5.1. Adoption and development of strategic documents for the fight against corruption in line with the general principles set forth in the Strategy					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
5.1.1.	Each level of the government will develop policies to combat corruption in accordance with the general principles of the Strategy of BiH	First year after the adoption of the Strategy	Governments of the entities, BD and cantons, the Council of Ministers, the competent authorities for the implementation of the Strategy and APIK	Policy developed and coordinated with the general principles of the Strategy	Additional funds not required, carry out as part of functional jurisdiction
5.1.2.	Strengthen the cooperation of the Agency with all bodies for prevention of corruption and institutions with an anti-corruption mandate in BiH through signing of a Memorandum of Understanding and Cooperation	Second year after the adoption of the Strategy	APIK, commissions and authorities for the fight against corruption	Signed Memorandum of Understanding and Cooperation	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 5.2. Development, organization and implementation of harmonized training programmes for the fight against corruption for representatives of institutions with an anti-corruption mandate in BiH					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
5.2.1.	Evaluate training needs for employees in the institutions with an anti-corruption mandate	First year after the adoption of the Strategy	APIK, ADS/ADU in BiH, FBiH, BD BiH, centres for education of judges and prosecutors	Training needs identified	Additional funds not required, carry out as part of functional jurisdiction
5.2.2.	Strengthen expertise through organization of joint training sessions with representatives of institutions for prevention of corruption	Continuously	ADS/ADU in BiH, Judicial Commission of BD, APIK, commissions and bodies for combating corruption	Training sessions conducted	Additional funds provided through the implementation of strategic programme 1.9
5.2.3.	Appoint a contact person in all institutions covered by the Strategy	First year after the adoption of the Strategy	All Institutions responsible for the implementation of the Strategy and Action Plan	Contact persons appointed in all institutions responsible for the implementation of the Strategy and Action Plan	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 5.3. Development of standardized guidelines for the collection and processing of data related to the implementation of strategic anti-corruption programmes					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
5.3.1.	Develop standardized guidelines for collection and processing of data related to implementation of strategic anti-corruption programmes	First year after the adoption of the Strategy	APIK, bodies for prevention of corruption	Guidelines have been developed	Additional funds not required, carry out as part of functional jurisdiction
5.3.2.	Deliver developed standardized guidelines to the institutions responsible for the implementation of strategic programmes	Continuously according to the guidelines	APIK, all Institutions responsible for the implementation of the Strategy and Action Plan	Guidelines have been delivered to all institutions for the implementation of strategic programmes, feedback has been submitted to APIK in accordance with standardized guidelines	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 5.4. Collection and analysis of data on activities undertaken in BiH concerning the implementation of the strategic anti-corruption programmes, evaluation of achievements, and periodical reporting to the competent authorities and the public on the results of these analyses and evaluations					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
5.4.1.	Create an analysis of anti-corruption activities which have been performed as envisaged by the Action Plan	Continuously after the first year of the adoption of the Strategy	APIK	Analysis conducted in cooperation with CSOs, data collected	Additional funds not required, carry out as part of functional jurisdiction
5.4.2.	Periodically inform the public about the results of the implemented activities	Continuously after the first year of the adoption of the Strategy	APIK	In cooperation with NGOs and the media, the public is regularly informed	Additional funds not required, carry out as part of functional jurisdiction
5.4.3.	Reporting to the legislature on the implementation of strategic programmes and activities from the Action Plan	Continuously after the first year of the adoption of the Strategy	APIK, all institutions responsible for the implementation of the Strategy and Action Plan	After the annual review of the implementation of anti-corruption activities, reporting to the legislature has been conducted	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 5.5. Regular monitoring of the implementation of activities from the Action Plan for the Implementation of the Strategy and ensuring the continuous functioning of the reporting system on the implementation of the activities from the Action Plan					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
5.5.1.	Reporting and providing data on the implementation of measures from the Action Plan to the Agency	Continuously after the first year of the adoption of the Strategy	APIK, bodies for prevention of corruption, all institutions responsible for the implementation of the Strategy and Action Plan	The Agency has combined submitted data with the analysis which is then submitted to the Council of Ministers and the Parliamentary Assembly of BiH for information	Additional funds not required, carry out as part of functional jurisdiction
5.5.2.	Monitoring and evaluation of planned activities from the Action Plan with periodic evaluation of success	Continuously after the first year of the adoption of the Strategy	APIK, bodies for prevention of corruption, all institutions responsible for the implementation of the Strategy and Action Plan	Based on the received reports on the implementation of the Strategy and Action Plan, evaluation and monitoring are implemented	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 5.6. Assessment of the implementation of the Strategy and Action Plan and informing the public and the authorities about it					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
5.6.1.	Perform an analysis and assessment of the implementation of the results of the Strategy and Action Plan	Second year after the adoption of the Strategy	APIK	Analysis and evaluation is made	Additional funds not required, carry out as part of functional jurisdiction
5.6.2.	Based on the analysis inform the public and competent authorities about the results achieved	Second year after the adoption of the Strategy	APIK	Results of the analysis made available to the public and competent authorities	Additional funds not required, carry out as part of functional jurisdiction

Strategic programme 5.7. Assessment of the need for revision of the Strategy and Action Plan in accordance with the results obtained after evaluating the implementation of these documents					
Activity		Timeline	Institutions responsible for the implementation	Success indicators	Needed resources
5.7.1.	Conduct an annual evaluation of the implementation of the Strategy and Action Plan	Continuously after the first year of the adoption of the Strategy	APIK	Annual reports on the implementation of the Strategy and Action Plan are made	Additional funds not required, carry out as part of functional jurisdiction
5.7.2.	Based on the evaluation of the effects of the implementation of the Strategy and Action Plan propose necessary changes in consultation with all interested parties	Third year after the adoption of the Strategy	APIK, all institutions responsible for the implementation of the Strategy and Action Plan	In accordance with the proposals, the necessary changes to the Strategy and Action Plan have been made	Additional funds not required, carry out as part of functional jurisdiction
5.7.3.	Collect information about the implementation of the Strategy and about the implementation of the activities planned by the Action Plan from all institutions in BiH	Last year of the implementation of the Strategy	APIK, all institutions responsible for the implementation of the Strategy and Action Plan	APIK has gathered all the information necessary for assessing the implementation of the Strategy and Action Plan	Additional funds provided through the implementation of strategic programme 1.9
5.7.4.	Assess implementation of the Strategy and prepare draft project for the development of a new strategy	Last year of the implementation of the Strategy	APIK, Intersectoral working group for drafting the new strategy and action plan	Assessment of implementation of the Strategy has been composed, and a draft of the future strategy has been made	Additional funds provided through the implementation of strategic programme 1.9

