



Accountability through monitoring and evaluation and evidence based policy making

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Abstract

This research can be considered as a step towards „New Public Management“, with an accent on clarity with respect to the goals of public management and accountability for results. It aims to explore whether policy makers have sufficient institutional support in making evidence-based policy decisions. There is a difficulty in measuring accountability of political governance. However, the capability of the bureaucracy, that is the implementing arm of government, and the adequacy of rules and procedures can be measured more objectively. It consists of analyzing the current regulatory framework and capacities in which institutions of government work in terms of strategic planning, monitoring and evaluation practices of policies that are proposed and implemented. This is done through analyzing two series of questionnaires which assess the capacity and regulatory framework. The first is directed towards institutions coordinators at different levels and the second towards implementing bodies of the government. Results show that almost no institution practices monitoring or evaluation of public policies in a systematic way due to insufficiently developed guidelines or legislation and lack of adequate capacity. This research provides new directions, in terms of underlining areas and ways for development in this area.

Introduction

Problem definition

Addressing effects of a policy through assessment is a complex and challenging task. This is particularly true in a non-developed statistical system such as Bosnian. At the same time without assessment or evaluation, it is impossible to the pose question of accountability in using public funds. Clear understanding of how a policy works and how it contributes to achieving the intended goals is of most importance to the development process and understanding of distributional gains and losses of public collectables and spending. Within this framework is the necessity of development of institutional system and public sector which will be able to guarantee the effective use of scarce available resources. Public sector governance can be defined as the way the state acquires and exercises its authority to provide and manage public goods and services, including regulatory services.¹ Citizens and firms as beneficiaries of services provided by government and efficiency, effectiveness and transparency in setting and implementing policies are of crucial importance. At the same time, we know that the practice of monitoring and evaluation (**M&E**) is a key instrument for the development of good governance and institutional development, and contributes to the three basic functions of:

- **Accountability** - (Making sure that public institutions are held responsible for their performance);
- **Allocation** - (Making sure that adequate resources are allocated to activities which contribute most effectively);
- **Learning** - (Making sure we learn from our successes and failures, to do things better in the future).²

In other words: „In the absence of good evidence about what works political influences dominate and decisions about the level and type of spending are hard to challenge. Without question, the results are suboptimal. But if evidence about what works were systematically developed and made public, that information could be used for better public policymaking and thus for more effective international aid and domestic spending.“³

Evaluations have also proved⁴ to be most useful in situations where:

- they are linked to current and future programmes and approaches rather than historical perspectives, although the need for accountability requires continuous evaluation of previous programmes;
- they provide opportunities for participation in drawing recommendations and designing future programmes/projects;
- they are timely and complete; and,
- they are substantive, concise and readable.

M&E practice should be of interest to those involved in and affected by development documents and projects. M&E serves to drive **accountability** and transparency, to inform decision making authorities and public about results, and to provide lessons learned for the future. When done in a participatory manner, monitoring is a valuable process for building trust across diverse stakeholder groups, for incorporating local knowledge and preferences, improving outcomes, triangulating findings and institutionalizing local engagement. Bearing this in mind we

¹ Governance Reform - Bridging Monitoring and Action, Brian Levy, The International Bank for Reconstruction and Development / The World Bank, 2007, p.5.

² Evaluation Guidelines, European Agency for Reconstruction, Programming and Quality Assurance Division, Evaluation Unit, Revision 1 - May 2005, p.7.

³ Report on: Impact Evaluation Workshop Conducted By: International Development Evaluation Association (IDEAS) at: Malaysian Evaluation Society Conference (31 March – 4 April 2008) The workshop focused on the current status of Impact Evaluation, with experience sharing of obstacles, opportunities; **and Building impact evaluation capacities to strengthen decision-making and accountability:** Country experiences, good practices, lessons learned, common problems, and possible innovations.



can understand the importance of having proper monitoring and evaluation system in place. Besides, EU integration process will increasingly require the need for an effective monitoring and evaluation system. The requirements for the ex-ante, mid-term and ex-post evaluation of Structural Fund interventions are outlined in Articles 40 to 43 of Regulation 1260/1999. The government of BiH has to be committed to build improved governance systems for the use of Structural Funds, including a monitoring and evaluation framework.

As required under the General Structural Funds Regulation, the Mid-Term Evaluation will be carried out by external evaluators. However, responsibility for organizing the Mid-Term Evaluation will rest with the individual managing authorities for which sound technical pre-requirements, in terms of well defined policies and programs, need to be in place and this can only be done by relevant ministries. Member States must have an institutional framework in place and an adequate administrative capacity to ensure programming, implementation, monitoring and evaluation in a sound and cost-effective manner from the point of view of management and financial control. For example in the Czech Republic there are two approaches to the evaluation of projects – the first one is that the projects are being evaluated by the implementer and the second one uses the experts in certain areas of expertise for evaluating projects. The project development process requires an ex-ante evaluation during the request/application development stage and an ex-post evaluation after the completion of the project. There are strict rules applying to use of EU funds. In BiH, it is necessary for relevant stakeholders to acquire knowledge on basic reporting methods.

This research can be considered as a step towards „New Public Management“, with accent to clarity with respect to goals of public management and accountability for results. It aims to achieve the „...strengthening of monitoring and evaluation systems to provide an empirical basis for assessing results (outputs—whether resources achieved their intended proximate objectives; and outcomes—whether the social purpose for which the resources were deployed was achieved), and thereby providing a basis (other than compliance with input controls) for holding public agencies accountable for how effectively they have used the public resources.“⁵

The research concentrates on the internal capacities of individual government organizations, and through that on the entire institutional context in which government organizations function at different levels in BiH. Measuring institutional capacity is an important aspect of a broader program in institutional strengthening; it will help managers make strategic, operational or funding decisions; or it may help explain institutional strengthening activities and related performance. Its overall goal is to serve as a management tool to improve the management knowledge base and be part of continuous learning for performance improvement.

Finally it is necessary to set the basis for addressing issues in further the development of skills and competencies as well as rules and procedures within the government sector, directing attention to more informed policy making and improved social accountability arrangements.

Statement of intent

This research has the overall objective of enhancing state and entity government human and technical resources and procedures for strategic planning, monitoring and evaluation, in order to ensure improved accountability in the delivery of public services. We will measure and pro-

⁵ Brian Levy, Governance Reform Bridging Monitoring and Action, The International Bank for Reconstruction and Development / The World Bank, 2007, p.101

file institutional capacities and assess what areas need improvement in developing the organizational capacity in monitoring and evaluation practice. It will provide consensus around future organizational capacity-building activities and create a basis to track organizational change and human development process.

The scope of this paper will:

- Explore and identify the area for capacity development within the public sector by enabling public institutions to fulfil their obligations with respect to public and other international institutions such as EU institutions. Policy development monitoring and evaluation are key tools in this process.
- Propose improvement in rules, regulation and guidelines with respect to institutional and knowledge base building. Explore dissemination of the evaluation findings on performance and achievements (i.e. using the Web-site) and usage of results and lessons learnt in the future interventions.

The overall objective of this paper is to propose ways by which public administration in BiH can become more accountable, efficient, and effective and provide high quality services to the public. This process will also support BiH progress towards EU accession and the absorption capacity at different levels of government.

The main hypothesis of this research is that public servants in institutions at state and entity levels do not have enough developed capacities in conducting monitoring and evaluation practice nor the regulatory framework or guidelines for such activities.

Methodology

By their nature, measures of institutional capacity are subjective. They rely heavily on individual perception, judgment, and interpretation and possible different understanding to issues and terms that are to be studied. To decrease this subjectivity, we clearly define the capacity area being measured and the criteria against which it is being judged. In addition to this, we approach the issue of capacities from different perspectives to ensure reliable results. For measuring institutional capacity we will rely on ordinal scales. Ordinal scales are scales in which values can be ranked from high to low or more to less in relation to each other. They are useful in ordering by rank along a continuum, but they can also be misleading. Qualitative descriptions of an organizations capacity level is used to complement ordinal scales.

The assessment of M&E practice and capacities within the government sector use the following instruments:

(i) literature review;

(ii) interviews with key informants based on a semi-structured questionnaire (Annex I).

Four key institutions in development planning in Bosnia and Herzegovina and they have been chosen as cases for this research: the Directorate for Economic Planning BiH (DEP) - BiH level, Federal Agency for Development Programming (FZZPR) – entity level, Ministry of Economy and Regional Cooperation – entity level, Coordination unit of BD within Council of Ministers BiH - special status Brčko (These institutions are main coordinators in the preparation of moni-



toring and development reports and focal points for development aid. They are identified as the third set of actors that includes the cross-cutting control agencies responsible for public administration and financial management, including those responsible for budget formulation, execution, and reporting systems⁶; procurement systems; monitoring and evaluation systems; intergovernmental systems; and civil service management systems). We have also enclosed a questionnaire in **Annex II** for the purpose of getting the overall view of the state.

⁶ Ibid

(iii) **a web based questionnaire**- line ministries at different levels;

A survey using questionnaires on the monitoring and evaluation capacity was conducted across the different levels of government in BiH (state level, entities and BD). The questionnaire was sent to 50 respondents from BiH government institutions at different levels, 18 (there is confirmation that 2 more will be sent) responses covering all government levels were received, unfortunately this number of responses did not allow us to disaggregate findings to different levels of government. However, not being able to disaggregate at different levels of government is not necessary since all levels can be considered as being in joint country capacity. The majority of those who participated in the survey work at the state level (66%). Half of respondents are in positions of Heads of the Department (33%) or senior officers assistants of ministers (16%). Expert advisors are 28 %, 11% are assistant coordinators to CoM and 11% are jointly expert associate and higher expert associate.

(iv) **data collection and analysis**

Data are based on questionnaires and interviews. Analysis is done by using simple calculations and graphical representation.

Problem description

Bosnia and Herzegovina had gained its independence in 1992, whereby the war followed and peace was established by means of the Dayton Peace Agreement in 1995. Bosnia and its institutions are in an infant phase of functioning. There was no time to develop bureaucracy and the public service which would be able to play a significant role in developing a sense of accountability. Besides, BiH is undergoing transition from socialism where everything was decided within one party meetings and no real quest for accountability (as it is understood in the West) was possible. Finally, the Dayton Peace Agreement fragmented the country and its human capacities at different administrative levels: state entities and cantons, which contributed to the difficulty of forming a critical mass of expertise and bureaucratic strength. The process of development planning in BiH started with the adoption of the BiH Medium Term Development Strategy (MTDS) 2004-2007 on the state and entity levels and it was completed in March 2004. As stated in the Final Report on the Implementation of the MTDS done by DEP BiH „ It is necessary to enhance M&E processes at all levels of government in BiH. Without the development of these capacities it is almost impossible have an insight into results of completed policies and the contribution of spent funds on the life of citizens.”⁷. The same document states the role of M&E practices being highlighted and described as of „... key importance for functioning of public institutions. This system is necessary for improvement in government work and for achievement of evidence-based policy making, which may highly influence budgetary decisions, good governance and **accountability** in using public funds.”⁸ DEP is now coordinating the preparation of the Country Development Strategy. DEP has been positioned as a focal point of economic and social development in the country and its capacities in M&E prac-

⁷ Medium Term Development Strategy 2004-2007, Final Report on Implementation, Directorate for Economic Planning BiH, Council of Ministers BiH, Sarajevo, 2003, p. 7, http://www.dep.gov.ba/dokumenti_politika/izvjestaji/?id=12

⁸ Ibid, p. 10

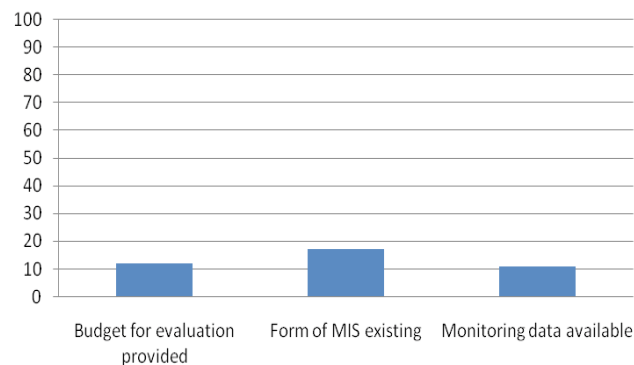
tices over time have been strengthened through different capacity building projects. However, strengthening of other institutions in the policy cycle within the public and CSO sectors has been insufficient. Due to this insufficiency, it was not possible to fully understand the impact and contribution of the development document in BiH to the overall development of society and EU process.

Strong and capable public administration is essential in order for BiH to carry out all of the EU accession requirements ahead. **The overall capacity of the administration in monitoring and evaluation is weak**⁹ and there is an urgent need to look at the system and capacities for M&E at different levels of government. Results of questionnaire two show over 66% of respondents agree that institutional awareness of the necessity for a proper system of monitoring and evaluation is present. However, over 33% of respondents either do not agree or strongly disagree to the notion that there is an accent to practice of M&E. Moreover, about 45% of respondents do not perceive themselves as evaluators and they do not pursue professional development in the evaluation or impact assessment fields.

The key factors that currently exist in BiH for an accountable and transparent policy making process include lack of intrinsic value for M&E, poor utilization of information for learning, limited use of existing information for decision making or **accountability**, lack of capacity to undertake evaluation, and lack of a responsiveness culture. In addition, by analysing government guidelines, it is not difficult to realize that government often or simply lacks strategic vision for developing its analytical capacities within institutions and research departments for strategic planning and M&E. Development of M&E system and analytical capacities demands preconditions such as financial resources and data availability.

⁹ Results of questionnaires done with institutions coordinators are given in this sections. Questionnaires used are given in Anex I and Anex II. Interviews were held on the state entities and Brcko. decembar 2010- januar 2011

% Respondents



A clear majority of respondents, to questionnaire two, or 78% (with about 11% having no knowledge on this issue) thought that financial resources allocated in the budgets for the evaluation function are not present. Clear conclusions can be made with response to the existence of management information systems (MIS) that would provide technical support to the practice of monitoring and evaluation, where only 17% of respondents stated that there is some form of such a system in place. Respondents were also asked to assess the availability of the necessary monitoring data for their field of work. Only around 11% of those who answered the question said that monitoring data was available. However, around 56% claim that their institutions collect data and assesses the reliability and validity of data for certain policy development and M&E in their field of work.



The budget planning process is regulated at all government levels and it requires ministries to submit three year budget requests that link the financial plan to strategic goals, activities and indicators, which provides a building block for strategic planning in ministries. Planning at the ministry level is currently limited to annual work plans, usually prepared in December of the preceding year. However, monitoring and evaluation of the programs is reduced to budget execution and it is based on accounting rules instead of the accountability principle. At this point line ministries have neither the capacity nor the legal obligation to conduct monitoring or impact assessments of policies as recommended by EU and OECD.

The legislative framework which regulates evaluation needs is not existent. Some recommendations with regard to Regulatory Impact Assessment (RIA) used on the state level are used in FBiH and BD. In RS, the practice of RIA is more institutionalized. However, needs for further capacities are obvious. In the draft version are two decrees which aim to regulate this matter in FBiH, while in RS a working group is formed, as well as at the state level. The opinion of the interviewed officials of key institutions is that there is no need for new employment across line ministries and agencies with also no need to establish new departments for planning, monitoring and evaluation, as Coordinators have worked closely on the preparation of the Country Development Strategy; however overall cooperation between different institutions on other strategic documents is not satisfactory on the horizontal as well as vertical level. The dominant practice in the Member States is to set up formal structures for the evaluation of Structural and Cohesion Funds and to establish formal mechanisms for coordination of evaluation at the national level. The most common instruments for this purpose are steering groups and evaluation units.

With regards to guidelines of M&E, the first step is made with assistance of international organizations under preparation is the Guideline (Methodology) for Strategic Planning and Public Policies. There are also instructions on RIA preparation. Both entity governments have started initiatives that would institutionalise the use of strategic planning and policy development methodology at all government levels. The progress made is greatest in the Federation of BiH where the Instructions have entered the procedure for adoption by the government. In RS, working groups for the preparation of the internal acts have been nominated, awaiting official approval by the RS Government. It is a great step forward in the right direction. However, the main focus of this guideline is given to the methodology of public planning and budget planning and not enough attention is given to the process of monitoring and evaluation of **planned, prepared and executed policies**. There are guidelines for the monitoring of certain strategic documents as for example given by Ministry of Justice BiH, but there is no guide of assessment of a particular policy. At this point coordinating institutions with regard to most policies and policy documents do not prepare evaluation/monitoring reports nor do they coordinate with other institutions on the preparation of such reports.

Publishing different M&E reports within institutions is not sufficient, even annual reports which are prepared in particular institutions are rarely published on web pages. Also, the questionnaire results show that institutions rarely publish any monitoring and evaluation reports and 61% of respondents confirmed this statement. Furthermore, 17 % of respondents strongly disagree and 33% disagree that results of evaluation reports are used during public debates as a proposal of public policies. The majority of respondents have stated that institutions clearly identify the interests of different stakeholders during policy preparation and only about 17%

disagree or strongly disagree to that notion. The questionnaire results also show an indication of the overall administrative and political culture as unfavourable in the country, regarding the use of evaluation in public policy-making.

Addressing skills gaps in the second part of the questionnaire demonstrated the need for the development of a whole set of necessary skills to be addressed. It is possible to divide these skill improvements needed into two main categories. First, the set of skills that address methodological questions, understands the knowledge base of evaluation (terms, concepts, theories, assumptions, including results frameworks, theory of change, log frames, logic models, etc), whereby this is where lies the greatest deficiency or need for trainings.

Second, those who address data collection, data interpretation, identifying data sources, analysing and interpretation of data need significant improvements. However these skills have to be to a certain degree be developed further and there is a need to build on existing capacities. The inquiry as to the assessment of skills and capacity which are available within their institutions show results that are somehow less conclusive and we need to bear in mind that the methodology for this feedback is self-assessment. Asked, in sets of questions within the questionnaire about human resources, only 33-44% respondents indicated that they do not have sufficient human resources for carrying out practice of monitoring and evaluation. Skills in drafting terms of reference for evaluation assignments have gained a surprisingly high degree where almost 50% of respondents indicated that they are usually done by public servants.

Only somewhat more critical are the respondents to the assessment of skills and capacities in the quantitative, qualitative and mix methodologies of conducting evaluations, where only 50, 50 and 56%, respectively, disagree or strongly disagree to notion that there are **sufficient capacities** in this area within public institutions. Despite these numbers we can still rightfully advocate more trainings and capacity development in this area. However, a high minority of respondents 17% stated that their institution frames evaluation questions, 22% regularly conduct literature reviews and reviews of good practice in policy preparation and 33% identify all data sources and pre-define monitoring and evaluation mechanisms.

In regard to opportunities of strengthening the evaluation capacity within administrations through specialised training and education, the responses received show that 44% believe that there is a supply for monitoring and evaluation trainings within the country, and around 56% has participated in some kind of training from 2009-2011. However, only 11% of respondents think that universities and research institutes supply evaluation services within the scope of their work and we also know that there is no education supply in evaluation, in terms of university courses or degree courses.



Policy options

Possible approaches to solving the problem

	Policy options		
	Current	Moderate	High
Legal		Strengthen RIA	Tie to budgeting procedure
	Infant stage of RIA	Introduce guidelines papers, methodology papers	Adopt sub law on State, entity/BD level+
		Strengthen coordination	Prescribed by law/sub law
Visibility- publishing results		Different Webpage publishing + sending to defined stakeholders- newsletters in different phases of policy development and evaluation	Webpage + sending to defined stakeholders- newsletters in different phases of policy development and evaluation
Institutional		Change rulebooks by adding role of M&E	New departments
		Strengthen coordination- soft	Outsourcing
Strengthening capacity		Trainings offered within Public Service Agency education plan	Compulsory Institutionalized Trainings within public service education plan
		Initiative to introduce evaluation as subject to university curricula	Initiative to introduce evaluation as subject to university curricula
			Outsourcing

Policy option 1 - No change. Evidence-based policy making with a monitoring and evaluation system in place brings evidence and arguments into policy decision-making area. With a no change option, BiH would lose the chance to improve the public policy discussion forum, more accountable public spending and the chance to increase absorption capacity of the country. Even a small percentage of increase in the absorption capacity of the country might mean tens of millions of Euros in assistance funds. Public service and governments must take responsibility for achieved levels of rules and methodologies recommended and consequently the ability to be a credible partner to EU institutions.

Policy option 2- Moderate change

Moderate level change assumes the introduction of guidelines and methodology documents. Monitoring and evaluation reports would be published regularly on webpage and sent to defined stakeholders via electronic newsletters. The strengthening of coordination among institutions or the use of the soft approach. Trainings offered within the Public Service Agency education plan should be supported by an international project with the intention to be self sufficient in terms of financing and domestic consulting services. During the first years such training should be optional to public servants, but after the establishment of this system, it should become compulsory to all public servants.

Policy option 3- High level change

High level change assumes introduction of laws and sub laws that make evaluations compulsory immediately. Guidelines and methodology documents should be provided immediately

and trainings to public servants should be secured. Monitoring and evaluation reports would be published regularly on the webpage and sent to defined stakeholders via electronic newsletters. Strengthening of coordination among institutions or use of the soft approach. Trainings offered within the Public Service Agency education plan should be made compulsory to all public servants. New departments should be introduced and the number of servants should increase to accommodate need of increased demands. The resources for outsourcing of monitoring and evaluation reports should be provided within all budgets at different levels.

Criteria used to evaluate options

Criteria used to evaluate these policy options are of a political and technical nature.

Political criteria assumes two things: how expensive a certain option is and how politically sensitive that option might be. Budgets at all levels of governments in Bosnia are tight and additional spending on a “new” project has to be rigorously discussed and evaluated. At the same time it would be good to assume whether such a project would gain support from the international community or donor agencies, which would relax the pressure on the budget, or to what extent such support can be expected. Political sensitivity criteria assumes that even though there is a legislative level, there is still some amount of existing “shame and blame” effect in Bosnian society, in other words no politician would like to be accused of for example losing available funds from international assistance projects, or being responsible for a low absorption capacity especially in some areas such as agriculture, development of small enterprises or academic and scientific development.

Secondly, by technical criteria it is assumed to be the ability of the administration to cope with inevitable changes, for example with the introduction of evaluation by law for all kinds of policy development and ex-post assessments. The ability of the Public Agency Service to provide trainings and to gather critical pool of high quality trainers at reasonable cost. Cost to working time of imposing compulsory trainings across the bureaucracy.

Options discussed

It seems that the “no-change” and “high level change” options cannot satisfy our criteria. The former is not acceptable from the point of risking country’s ability to absorb assistance funds and represents a real treat to decision makers to have neglected the country’s development opportunities. While this is true, the latter option of high level change would assume a high level of spending and a less than ready administration and Public Service Agency. In fact, the introduction of a law would not solve the problem, it would perhaps worsen the situation because everyone would have the excuse of not having to abide by the law prescriptions as a collective because of the lack of capacities to do the desired reports. Moderate change option suits our needs at this point. It addresses issues and challenges the country at a reasonable cost and taking into consideration the current level of capacity development.



Conclusion and recommendations

Main findings

The government system is fragmented and reflected in the diffusion of policy making and analytical capacities, resulting in the lack of a strong critical mass of actors for M&E.

The practice of monitoring and evaluation is a broad issue and this paper should contribute to this dialogue by providing facts based on which, it should be addressed in a more systematic way. The research methodology on capacity assessment, and participation of relevant institutions, might provide and influence a new approach to capacity development within public sector.

There are several research avenues that could be highlighted from this research. First, as previously stated, this study is based on interviews to key institutions, looking at the questionnaire results and the observations of the author. These interviews and questionnaires are directed towards the current practice and subjective perception of needs by interviewed groups. Thus, the evidential base for this approach is somewhat limited.

Inquiries were made at the two levels, towards institutions coordinators and line ministries and institutions at different levels. Institutions coordinators are potential evaluation centres: DEP, FZZP, MOERS and BD Coordination unit. The main results of the interviews held with these institutions show that the monitoring and evaluation practice is not institutionalized within the BiH government. There are attempts to improve the situation through RIA practice, however capacities and legal arrangements are still to be improved in order to achieve stronger results. With regard to the visibility of the work done, it is almost non-existent, monitoring and evaluation reports are considered as internal and very rarely published. This research provides a useful source of information, in terms of areas for capacity building and regulatory frame, and to direct a focus on results and accountability.

The key factors that currently exist in BiH for an accountable and transparent policy making process include lack of intrinsic value for M&E, poor utilization of information for learning, limited use of existing information for decision making or **accountability**, lack of capacity to undertake evaluation, and lack of a responsiveness culture. It is important that M&E systems such as RIA which are partly in place and can be further developed.

Proposed set of policy recommendations

To state and entity/BD government level and donors

Improved learning of strategic planning, monitoring and evaluation

The first recommendation is to conduct intensive trainings to different levels of government and in cooperation with Public Service Agency. Trainings offered within the Public Service Agency education plan should internalize sources and capacities for learning. These trainings should incorporate the optimum combination of coursework and practical training experiences. establish the optimum mix of course work to hands-on training through on-the-job mentoring

practice. The outcomes should include both technical and non-technical skills. Such trainings should be jointly financed by government and donors. Based upon the results of this research, which are generally conducted with coordinators institutions, and based on questionnaire, it is possible to develop a tailor-made, capacity-building program, which combines training and mentoring assistance. Also, information about existing and available training opportunities needs to be better circulated within administrations. Studies that document and assess outcomes in practical evaluation training should be planned in advance and supported by long-term funded projects. The initiative for including evaluation subjects to university studies should be nominated. Also, work of Evaluation society BiH should be supported.

Coordinators institutions

Essential inquiries were made to four coordinator institutions which should aim to become evaluation knowledge centres: the Directorate for Economic Planning BiH (DEP) - BiH level, Federal Agency for Development Programming (FZZPR) – entity level, Ministry of Economy and Regional Cooperation – entity level, Coordination unit of BD within Council of Ministers BiH. These institutions should prepare a detailed plan of trainings, which would address the issue of strengthening the capacity for monitoring and evaluation purposes. These institutions should collaborate to prepare a schedule of trainings. These institutions should consider undertaking (commissioning) more in-depth analyses of evaluation capacity development by applying the framework via case studies, having in mind that data produced should be comparable with EU studies and that all this should be done through the development of evaluation plans. At the same time, coordinators institutions should disseminate the identified good practice lessons in the evaluation capacity development through round tables on the exchange of experiences between different institutions.

Institutionalizing improvements

Efforts should be made to institutionalize the monitoring and evaluation practice through a revision of the Rule Books on Internal Organisation of Ministries and preparation and negotiations regarding the adoption of Internal Acts for introducing the methodologies of monitoring and evaluation into the regular work of the ministries. Strengthening capacities through defining in rulebooks particularly will function if the staff as evaluators promote the evaluation culture and improve accountability and transparency of public service.

Cooperation with the academic community should be established with the aim of introducing evaluation within the university curricula. The publishing of the reports and monitoring and evaluation findings should be made compulsory at least on the web pages of institutions.

Recommendations to ministries

Allocate budget resources for commissioning out small-scale evaluations. This would strengthen capacities, improve specialization of research institutes and CSO providers, rise interest in providing evaluation services and always use evaluation results in public debates.



The establishment management information systems to support M&E functions and networking through of different institutions represents a great opportunity; initiatives such as the DevInfo initiative are to be supported and utilised. Making the MIS systems publicly available on the web would further strengthen transparency and accountability.

Statistical system

High quality and timely data are preconditions for monitoring and evaluation practices, especially in the context of EU integration processes and demands. Cooperation between government institutions and statistical institutions needs to be strengthened. Institutions demanders must be more explicit about requesting data and statistical institutions should use all available resources including existing surveys and managing administrative data in order to make them widely available. Also, all data should be available in excel format.

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Annex I - For coordinators interview questions

1. To what extent is RIA developed with institutions?
2. What is regulatory framework for evaluations or impact assessments?
3. What is organizational framework for evaluations? Personnel? Departments?
4. Published evaluation reports? Monitoring reports? Budgeting reports?
5. To what extent is government practice of M&E regulated and developed through methods of M&E and M&E guidelines?
6. Do you have developed guidelines or methodologies of monitoring public policies?
7. Do you have developed guidelines or methodologies of evaluation public policies?
8. Does your institution (participate) coordinate the preparation of evaluation reports?
9. To what extent does the government plan, design and carry out evaluations of interventions within the mandated geographical area?
10. Are you aware of evaluations conducted within your agency or some other public institution?
11. To what extent does the government disseminate the evaluation findings on performance and achievements (publishing, printing, posting on Web-sites)
12. Do you publish Monitoring reports? Complete reports? Findings?
13. Where do you publish? WebPages?
14. Do you publish results of evaluations? Reports? Findings?
15. Where do you publish? WebPages?
16. To what extent are results of evaluations used in defining/redefining public policies?
17. What needs to be done and can be done to enhance preparation and use of M&E reports?
18. What are the major obstacles to enhance capacity for M&E?
19. To what extent does your organization, have the necessary skills to carry out these functions?
20. To what extent does the number of employees carrying out these functions commensurate with work demands?
21. Does your organization produce an annual report?
22. Does your organization publish an annual report on web page?
23. Has your organization ever conducted or been involved in a strategic planning process?
24. Please tell us what you see as your most important capacity building need.
25. What steps and measures need to be taken to achieve this?

Annex II - For institutions

Institution

What is the name of your institution?

What level your institution is?

State level	
FBIH level	
RS level	
BD level	

What is your position?

Assis. Min	
Head of DEp.	
Advisor	
higher expert associate	
expert associate	

To what extent do you disagree or agree with the following statements?	Strongly Disagree	Disagree	Agree	Strongly Agree	Do Not Know
My institution places great emphasis on the practice of monitoring of adopted policies	1	2	3	4	
My institution places great emphasis on the practice of evaluation of adopted policies	1	2	3	4	
My institution always publishes monitoring and evaluation reports	1	2	3	4	
My institution has management that supports the monitoring and evaluation practice	1	2	3	4	
My institution has financial resources that supports the monitoring and evaluation practice	1	2	3	4	
My institution has human resources for the monitoring and evaluation practice	1	2	3	4	
My institution has MIS resources that supports the monitoring and evaluation practice	1	2	3	4	
My institution identifies relevant stakeholders	1	2	3	4	
My institution identifies the interests of relevant stakeholders	1	2	3	4	



My institution has the capacity and knowledge base of evaluation (terms, concepts, theories, assumptions, including results frameworks, theory of change, log frames, logic models, etc).	1	2	3	4	
My institution has the capacity and knowledge base of quantitative methods	1	2	3	4	
My institution has the capacity and knowledge base of qualitative methods	1	2	3	4	
My institution has the capacity and knowledge base of mixed methods	1	2	3	4	
My institution conducts literature reviews	1	2	3	4	
My institution specifies program theories	1	2	3	4	
My institution frames evaluation questions	1	2	3	4	
My institution develops evaluation designs	1	2	3	4	
My institution identifies data sources for certain policy development and M&E	1	2	3	4	
My institution collects data and assesses reliability and validity of data for certain policy development and M&E	1	2	3	4	
My institution analyzes data Interprets data for certain policy development and M&E	1	2	3	4	
My institution makes judgments and develops recommendations and reports based on M&E	1	2	3	4	
My institution reports evaluation procedures and results, notes strengths and limitations of the evaluations	1	2	3	4	
Within my institution staff are aware of their role as evaluators (knowledge, skills, dispositions) and we use professional development in evaluation	1	2	3	4	
Within my institution the staff develops "Terms of References"	1	2	3	4	
Data needed for M&E are available in the statistical system	1	2	3	4	
Universities/research institutes offer evaluation services/impact assessment in the field of your work.	1	2	3	4	
There is supply of trainings and courses in the field of evaluation in our country.	1	2	3	4	
Evaluation reports are used in public debates during policy proposals.	1	2	3	4	

Have you participated in capacity development/training/conference in the area of evaluation from 2009 to 2011?

No	
yes	

Is there a legal obligation to conduct M&E for policies/programs within the scope of your work?

NO	
Yes	
dont know	

Is there a government methodological guideline which explains steps in monitoring and evaluation?

NO	
Yes	
dont know	

Name and email (optional to be used to send results of research)

Thank you – additional comments





Rijad Kovač was born in Visoko on April, 20th 1976. After he completed undergraduate in Economics, he obtained a Master's Degree in Centre European Studies in 2006. Rijad working experience is in food industry in export department, banking sector, as WB consultant in the monitoring and evaluation of economic policies and strategies and currently is employed as the Head of the Department in Directorate for Economic Planning BiH.



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The program provides an opportunity for selected fellows to collaborate with the Open Society Fund in conducting policy research and writing a policy study with the support of mentors and trainers during the whole process. Seventy three fellowships have been granted in three cycles since the starting of the Program.