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118

miliona koraka do saradnje million steps to cooperation

Izdavanja vladinog sektora za nevladin sektor u Bosni i Hercegovini za 2008. godinu
Government Allocations for the Non-governmental Sector in Bosnia and Herzegovina in 2008

118 MILIONA KORAKA DO SARADNJE
IZDVAJANJA VLADINOG SEKTORA ZA NEVLADIN SEKTOR
U BOSNI I HERCEGOVINI ZA 2008. GODINU

118 MILLION STEPS TO COOPERATION
GOVERNMENT ALLOCATIONS FOR THE NON-GOVERNMENTAL SECTOR
IN BOSNIA AND HERZEGOVINA IN 2008

**IBHI**

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**IZDVAJANJA VLADINOG SEKTORA ZA NEVLADIN SEKTOR
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Sadržaj

SKRAĆENICE	6
UVOD	7
ZNAČAJ I BUDUĆNOST NEVLADINOG SEKTORA U BiH	7
ISTRAŽIVANJE O IZDVAJANJIMA ZA NEVLADIN SEKTOR	8
OSNOVNI NALAZI ISTRAŽIVANJA U 2008. GODINI	
I POREĐENJE SA PODACIMA IZ 2007. GODINE	8
EKONOMSKI POKAZATELJI	8
IZDVAJANJA PO ADMINISTRATIVNIM NIVOIMA I KATEGORIJAMA UG/NVO-A	10
TENDERSKE PROCEDURE I IZVJEŠTAVANJE	14
KRATKI OSVRT: ZEMLJE IZ SUSJEDSTVA	16
PRILOG I. TABELARNI PODACI	18
PRILOG II. UZORAK I METODOLOGIJA	19
UZORAK I STOPE ODGOVORA	19
METODOLOGIJA	20
PROMJENE U UPITNICIMA IZ 2008. U ODNOSU NA 2007. GODINU	20
METODOLOŠKE NAPOMENE	21

SKRAĆENICE

BD BiH	Brčko distrikt Bosne i Hercegovine
BDP	Bruto domaći proizvod
BiH	Bosna i Hercegovina
BSAL	Birks Sinclair & Associates Ltd.
EU	Evropska Unija
FBiH	Federacija Bosne i Hercegovine
FOD	Fond otvoreno društvo
IBHI	Nezavisni biro za humanitarna pitanja
KM	Konvertibilna marka
NVO	Nevladina organizacija
RS	Republika Srpska
SDC	Švicarska agencija za razvoj i saradnju
UG	Udruženje građana

UVOD

Švicarska agencija za razvoj i saradnju (SDC) i Fond otvoreno društvo (FOD) u Bosni i Hercegovini (BiH) od 2007. godine aktivno podržavaju inicijativu Nezavisnog biroa za humanitarna pitanja (IBHI) za uspostavu NVO Fondacije za socijalno uključivanje u BiH.

Sa ciljem obezbjeđivanja dodatnih finansijskih parametara za proces uspostave Fondacije, IBHI je 2007. godine proveo istraživanje o izdvajanjima vladinih institucija za udruženja građana/nevladine organizacije (UG/NVO).¹ Kako bi omogućili praćenje trendova izdvajanja vladinih institucija za nevladin sektor, IBHI je proveo isto istraživanje u 2008. godini.

Podaci su i u 2008. godini prikupljeni putem upitnika čija je svrha prikupljanje dodatnih informacija za kreiranje i promociju inovativnih modela za unapređenje socijalne uključenosti putem kvantifikacije trenutnog stanja i trendova u procedurama saradnje državnih i nevladinih aktera.

ZNAČAJ I BUDUĆNOST NEVLADINOG SEKTORA U BIH

Važnost civilnog društva proizlazi iz potrebe postojanja mehanizama za kontrolu i nadogradnju aktivnosti koje prema prirodi nadležnosti spadaju u domenu državnog aparata, te uključivanja građana u te aktivnosti. Bilo da se radi o organizacijama koje se fokusiraju na pružanje socijalnih usluga, *watchdog* i *think-tank* organizacijama, sindikatima, udruženjima osoba sa invaliditetom i sl., postojanje, profesionalnost i organiziranost ovih organizacija svjedoče o ukupnim socijalnim potencijalima zemlje i omogućavaju marginaliziranim grupama vršenje uticaja na donosiocima odluka u skladu sa potrebama građana. Za Bosnu i Hercegovinu, u kontekstu izrade strateških dokumenata BiH (u prvom redu Strategije socijalne uključenosti BiH) i procesa Stabilizacije i pridruživanja Evropskoj Uniji (EU), postojanje i razvijenost kapaciteta civilnog društva imaju posebnu važnost. Imajući u vidu potrebu da se mjere iz buduće Strategije socijalne uključenosti BiH definiraju i implementiraju na optimalan način, naglašena je i potreba učešća autentičnih predstavnika isključenih grupa, ljudi koji su u poziciji da na najbolji način procjene vlastite potrebe i prioritete u pripremi i implementaciji te strategije.

Dodatno, analizirajući politike EU u oblasti uključivanja nevladinih organizacija u procese konsultacija i odlučivanja,² BiH je u obavezi da generalne principe koji stoje iza politika prevede u vlastitu praksu. U ovoj publikaciji, IBHI pruža informacije o mjerljivim, finansijskim, aspektima saradnje između vladinih institucija i nevladinih organizacija u BiH. Imajući u vidu brojne poratne probleme u funkcioniranju vladinih institucija, te potrebu reformi u oblastima kao što su socijalna

¹ Rezultati istraživanja za 2007. godinu objavljeni su u izvještaju *Izdvajanja vladinog sektora za nevladin sektor u Bosni i Hercegovini za 2007. godinu*, (Sarajevo: IBHI, juli 2008.g.).

² Vidjeti: *Evropska Komisija, Governance in the European Union: A White Paper*, (Uprava u Evropskoj Uniji: bijeli papir), (COM(2001) 428, Brisel: Evropska Komisija, 25/07/01) i *Towards a reinforced culture of consultation and dialogue – General principles and minimum standards for consultation of interested parties by the Commission*, (Prema pojačanoj kulturi konsultacije i dijaloga – Osnovni principi i minimalni standardi za konsultaciju interesnih grupa od strane Evropske komisije), (COM(2002) 704 final, Brisel: Evropska Komisija, 11/12/02).

zaštita, zdravstvo, školstvo i druge, evidentno je da su se brojne bosanskohercegovačke nevladine organizacije uključile u te procese, u partnerstvu sa javnim institucijama.

Iako u početku najvećim dijelom finansirane od strane međunarodnih donatora, u posljednjim godinama raste svijest vladinih institucija o potrebi saradnje i koordinacije rada svih pružaoca socijalnih usluga, bez obzira na sektor kome pripadaju. Nadamo se da će finansijski i drugi podaci, izneseni u ovoj publikaciji, dati osnovu donosiocima odluka za planiranje daljih koraka u ovoj oblasti.

ISTRAŽIVANJE O IZDVAJANJIMA ZA NEVLADIN SEKTOR

IBHI je 2007. i 2008. godine proveo istraživanje o izdvajanjima vladinih institucija za nevladin sektor. Za ciljnu populaciju ankete u 2008. godini, izabrano je 249 vladinih institucija (od 280 institucija). Uzorak sačinjavaju ministarstva i institucije na nivou Bosne i Hercegovine, Federacije Bosne i Hercegovine (FBiH) i Republike Srpske (RS), odjeljenja Vlade Brčko distrikta BiH (BD BiH), kantonalna ministarstva i općine FBiH i RS. Kriterij za izbor ministarstava je bila njihova resorna oblast i pretpostavka da u okviru te oblasti izdvajaju sredstva za nevladin sektor.³ Reprezentativnost procjene izdvajanja je postignuta na nivou države, entiteta, ukupno svih kantona i općina po entitetima. Finalna stopa odgovora je 87,6% što je omogućilo analizu rezultata na nivou populacije.

Vrijeme koje su institucije posvetile odgovaranju na upitnik je vidljivo u rezultatima i odražava njihovu želju za sticanjem bolje slike o nevladinom sektoru u BiH.

OSNOVNI NALAZI ISTRAŽIVANJA U 2008. GODINI I POREĐENJE SA PODACIMA IZ 2007. GODINE

Ekonomski pokazatelji

Ukupna populacija NVO-a koje aktivno djeluju u BiH je u 2004. godini procijenjena na 4.629 NVO-a. Organizacije u prosjeku provode 57% vremena na pružanje usluga, 27% na zagovaranje i 16% na druge aktivnosti.⁴ Isti izvor je procijenio da je u 2004. godini 9.095 NVO registriranih NVO-a u BiH. Najnovije istraživanje za 2008. godinu procijenilo je broj registriranih NVO-a na 12.189.⁵

Ukupna planirana sredstva anketiranih institucija za nevladin sektor u 2008. godini iznosila su **118.033.391,43 KM** (0,55% BDP-a za 2007. godinu).⁶ U odnosu na 2007. godinu, u 2008. godini vladine institucije koje su učestvovala u istraživanju planirale su 10.814.075,38 KM više za izdvajanja nevladinom sektoru.

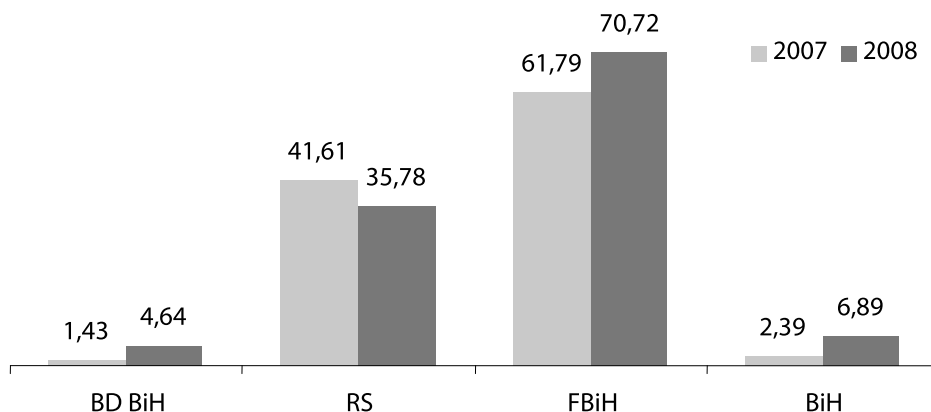
Ukupna planirana izdvajanja anketiranih institucija u FBiH iznosila su **70.719.117,29 KM** u 2008. godini, a u RS **35.778.359,39 KM**. U FBiH je planirano 8.928.727,00 KM više u odnosu na 2007. godinu, dok je u RS planirano 5.833.566,37 KM manje za nevladin sektor, u okviru anektiranih institucija. Negativna razlika u RS je upitna obzirom da Ministarstvo za porodicu, omladinu i sport RS, koje je u 2007. godini izdvojilo značajna sredstva za nevladin sektor, 2008. godine nije

³ Za detaljnije informacije o uzorku vidjeti Prilog II.

⁴ Kvalitativna studija 3: *Zapošljavanje, pružanje socijalnih usluga i nevladin (NVO) sektor: status i perspektive za Bosnu i Hercegovinu – analiza i implikacije za politike*, pripremljene u okviru DFID-ovog projekta, Radne i socijalne politike u BiH: razvoj politika djelovanja i mjera ublažavanja negativnih uticaja privatizacije, (Sarajevo/Banja Luka: IBHI/BSAL, maj 2005.g.).

⁵ Kronauer Consulting, *Analiza stanja civilnog sektora u BiH*, (Sarajevo: Kronauer Consulting, 2009).

⁶ Preliminarna procjena BDP-a za 2007. godinu iznosi 21.641 u milionima KM. Podatak Agencije za statistiku BiH, *Tabela: Osnovni indikatori – godišnji nivo*, <www.bhas.ba> [očitano 01/02/09].

Grafikon 1. Ukupna planirana izdvajanja anketiranih vladinih institucija, 2007. i 2008. godine (apsolutni iznos u milionima KM)

Napomena: Iznos za RS za 2008. godinu ne uključuje podatke Ministarstva za porodicu, omladinu i sport RS.

učestvovalo u anketi. Prema Budžetu Vlade RS za 2008. godinu, Ministarstvo za porodicu, omladinu i sport RS planiralo je izdvojiti oko 6.500.000,00 KM za UG/NVO-e, što bi značilo da je na nivou Vlade RS, planirano oko 666.400,00 KM više za finansiranje UG/NVO-a u 2008. godini u odnosu na 2007. godinu. Ova činjenica se treba uzeti u obzir kada se posmatraju rezultati koji se odnose na ministarstava RS prikazani u ovoj publikaciji.

Tabela 1 predstavlja iznos planiranih izdvajanja za nevladin sektor od strane anketiranih institucija u odnosu na budžete vlada BiH, FBiH, RS i BD BiH za 2008. godinu.

Tabela 1. Ukupna planirana izdvajanja anketiranih institucija na nivou vlada BiH, FBiH, RS i BD BiH, 2008. g. (apsolutne vrijednosti u KM i vrijednosti u procentima)

Nivo vlade	Planirana sredstva u 2008.g.	Budžet za 2008. g.	Procenat planiranih sredstava u odnosu na ukupne budžete vlada
Vlada BiH	6.894.802	1.186.357.560 ⁷	0,58%
Vlada FBiH	10.421.330	1.833.614.878 ⁸	0,57%
Vlada RS	1.794.698	1.500.000.000 ⁹	0,12%
Vlada BD BiH	4.641.113	219.639.107 ¹⁰	2,11%

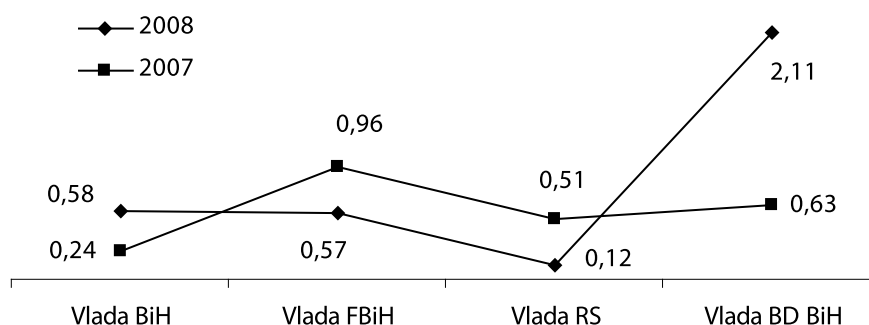
⁷ Vlada BiH, Ministarstvo finansija i trezora BiH, *Zakon o budžetu institucija Bosne i Hercegovine i međunarodnih obaveza Bosne i Hercegovine za 2008. godinu, Tabela 1: Bilans prihoda po izvorima i namjenama*, <www.trezorbih.gov.ba/bos/images/stories/Danijel/dokumenti/1_%20Budzet_2008_bos.pdf>, [očitano 10/02/09].

⁸ Restrukturirani budžet FBiH za 2008. godinu. Vlada FBiH, Federalno ministarstvo finansija, 'Konsolidovani pregled prihoda, primitaka i finansiranja, Period izvještavanja: januara – novembar 2008. godina, *Izveštaj o izvršenju budžeta Federacije BiH za januar/siječanj – novembar/studen 2008. godine*, <www.fmf.gov.ba>, [očitano 10/02/09].

⁹ Vlada RS, Ministarstvo finansija RS, *Budžet Republike Srpske za 2008. godinu*, <www.vladars.net/sr-SP-Cyrl/Vlada/Ministarstva/mf/Budzet/Budzet_RS_za_2008_godinu_latinica.pdf>, [očitano 10/02/09].

¹⁰ Vlada Brčko distrikta BiH, Direkcija za finansije Brčko distrikta BiH, *Budžet Brčko distrikta BiH: 2008. fiskalna godina*, (decembar 2007.g.) <www.bdcntral.net/Members/finansije/aktuelne-informacije/budzet2008/view>, [očitano 10/02/09].

Grafikon 2. Planirana sredstava anketiranih institucija na nivou vlada BiH, FBiH, RS i BD BiH za nevladin sektor u odnosu na budžete vlada, 2007. i 2008. godine (vrijednosti u procentima)



Napomena: Procenat za Vladu BD BiH za 2008. godinu je značajno veći zbog većeg broja institucija uključenih u istraživanje u 2008. godini. Iznos za Vladu RS u 2008. godini ne uključuje podatke Ministarstva za porodicu omladinu i sport RS.

Primjetno je smanjenje izdvajanja u 2008. godini na nivou Vlade FBiH u odnosu na ukupan budžet Vlade, dok je izdvajanje Vlade BD BiH za nevladin sektor značajno veći, posebno uzimajući u obzir da je jedino Vlada BD BiH smanjila ukupan budžet u 2008. godini. Ukoliko bi se u izdvajanja Vlade RS, prijavljena u okviru istraživanja, uvrstila i izdvajanja Ministarstva za porodicu omladinu i sport RS, procenat izdvajanja Vlade RS, kao udio ukupnog budžeta Vlade, bi u 2008. godini bio veći za 0,43 procentna poena.

Ukupan broj zaposlenih, koji rade puno radno vrijeme u nevladinom sektoru je procijenjen na 26.668,¹¹ što iznosi 4.021 KM po zaposleniku iz domaćih izvora u 2007. godini i 4.426 KM u 2008. godini. Ukoliko se u broj zaposlenih uvrsti i broj volontera koji rade puno radno vrijeme (63.129 u 2004. godini)¹², iznos iz domaćih izvora po zaposlenoj osobi u 2007. godini je 1.194 KM a u 2008. godini 1.314 KM.

Operativni troškovi za nevladin sektor procijenjeni su na 300.673.358 KM u 2004. godini, dok je prihod aktivnih UG/NVO-a procijenjen na 552.709.876 KM.¹³ Sredstva planirana u 2007. godini od strane vladinih institucija iznose 35,7% operativnih troškova, a u 2008. godini su porasli na 39,3%. Sredstva planirana u 2007. godini iznose 19,4% ukupnog prihoda aktivnih UG/NVO-a iz 2004. godine, dok u 2008. godini iznose 21,4%.

Izdvajanja po administrativnim nivoima i kategorijama UG/NVO-a

U skladu sa rezultatima Kvalitativne studije iz 2005. godine i IBHI-jevog istraživanja o izdvajanjima vladinog sektora za 2007. godinu, podaci ankete za 2008. godinu ukazuju da su općinske vlasti i dalje glavni izvor državnih sredstava za nevladin sektor u BiH.¹⁴

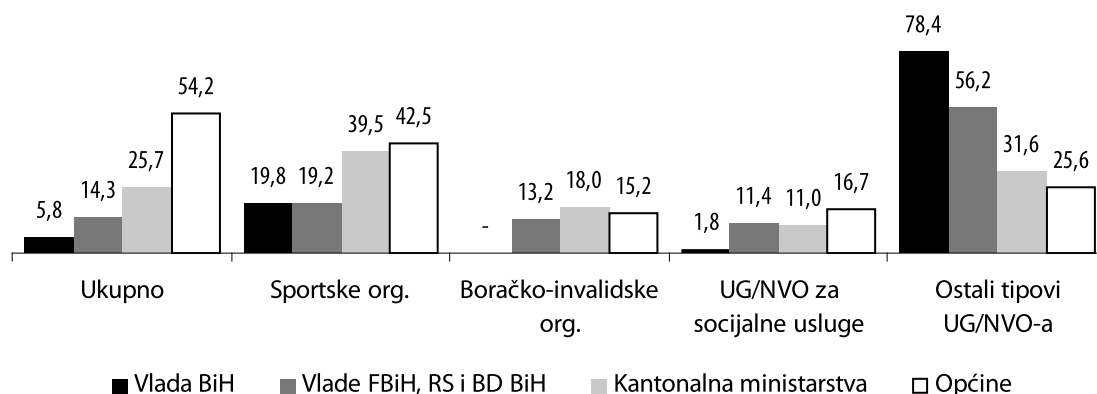
¹¹ Procjena za 2004. godinu, koja se odnosi na 1,45% aktivnog stanovništva BiH u 2004.g. Podatak iz Kvalitativne studije 3.

¹² Procjena za 2004. godinu. Podatak iz Kvalitativne studije 3.

¹³ Procjena za 2004. godinu. Podatak iz Kvalitativne studije 3.

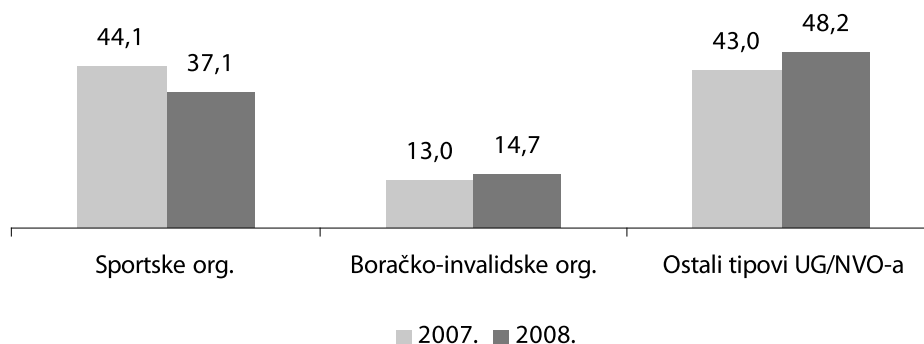
¹⁴ Napomena: u 2007. godini, izdvajanja na **općinskom nivou** za nevladin sektor iznosila su 55,4% ukupnih izdvajanja vladinog sektora; 54,7% ukupnih izdvajanja za sportske organizacije; 12,7% za boračko-invalidska udruženja i srodne organizacije i 32,6% za ostala UG/NVO-e.

Grafikon 3. Izdvajanja anketiranih institucija po administrativnim nivoima, 2008. godine (struktura u procentima)



Od ukupnog prijavljenog iznosa dodijeljenog nevladinom sektoru u 2008. godini, 37,1% je namijenjeno sportskim organizacijama; 14,7% boračko-invalidskim udruženjima i srodnim organizacijama; 13,6% UG/NVO koje se fokusiraju na pružanje socijalnih usluga/socijalnu zaštitu građana i 34,6% ostalim tipovima UG/NVO-a.

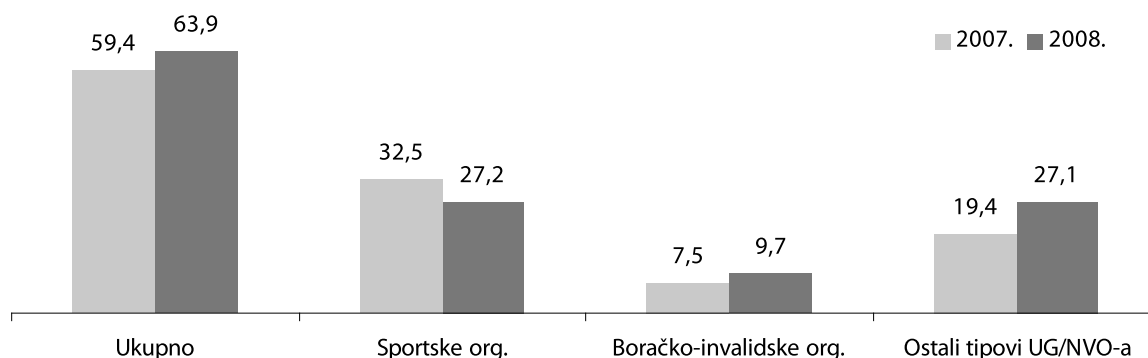
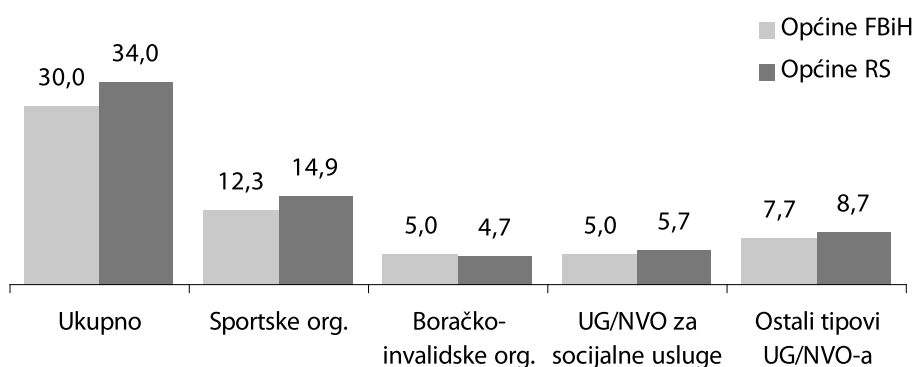
Grafikon 4. Izdvajanja anketiranih institucija na svim nivoima vlasti po kategorijama UG/NVO-a, 2007. i 2008. godine (struktura u procentima)



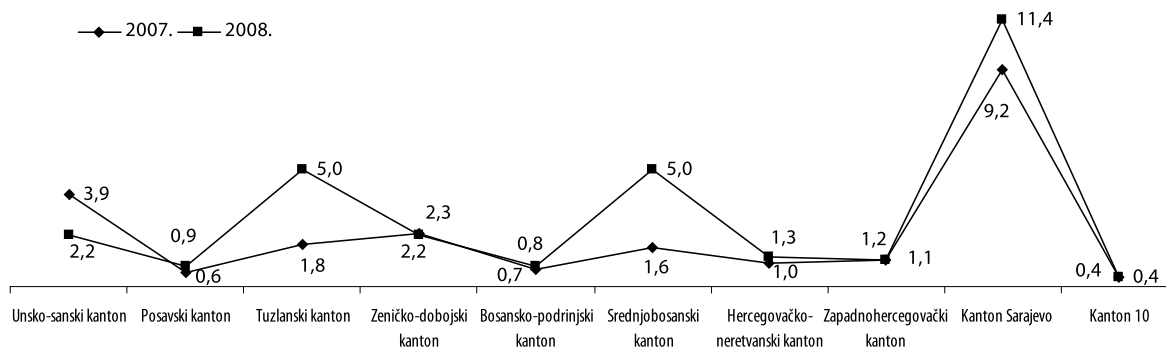
Ukupan iznos izdvajanja za UG/NVO koje **ne pripadaju** kategorijama sportske i boračko-invalidske organizacije se u 2008. godini povećao za 5,2 procentna poena; iznos za boračko-invalidske organizacije povećao se za 1,7 procentni poen, dok se iznos izdvajanja za sportske organizacije smanjio za 7 procentnih poena u odnosu na 2007. godinu.

Općine u BiH koje su učestvovalе u anketi su u 2008. godini izdvojile 42,5% za sportske organizacije (54,7% u 2007. godini); 15,2% za boračko-invalidska udruženja i srodne organizacije (12,7% u 2007. godini) i 42,3% za ostala UG/NVO-e (32,6% u 2007. godini).

Omjer izdvajanja na **općinskom nivou** po kategorijama UG/NVO-a je sličan u FBiH i RS. Od ukupnog iznosa izdvojenog na općinskom nivou u FBiH, izdvojeno je 41% sredstava za sportske organizacije; 16,7% za boračko-invalidske i srodne organizacije; 16,6% za UG/NVO koje se fokusiraju na pružanje socijalnih usluga/socijalnu zaštitu građana i 25,7% za ostale tipove UG/NVO-a. U RS je izdvojeno 43,9% sredstava za sportske organizacije; 13,8% za boračko-invalidske i srodne organizacije; 16,7% za UG/NVO koje pružaju socijalne usluge/socijalnu zaštitu i 25,6% za ostale tipove UG/NVO-a.

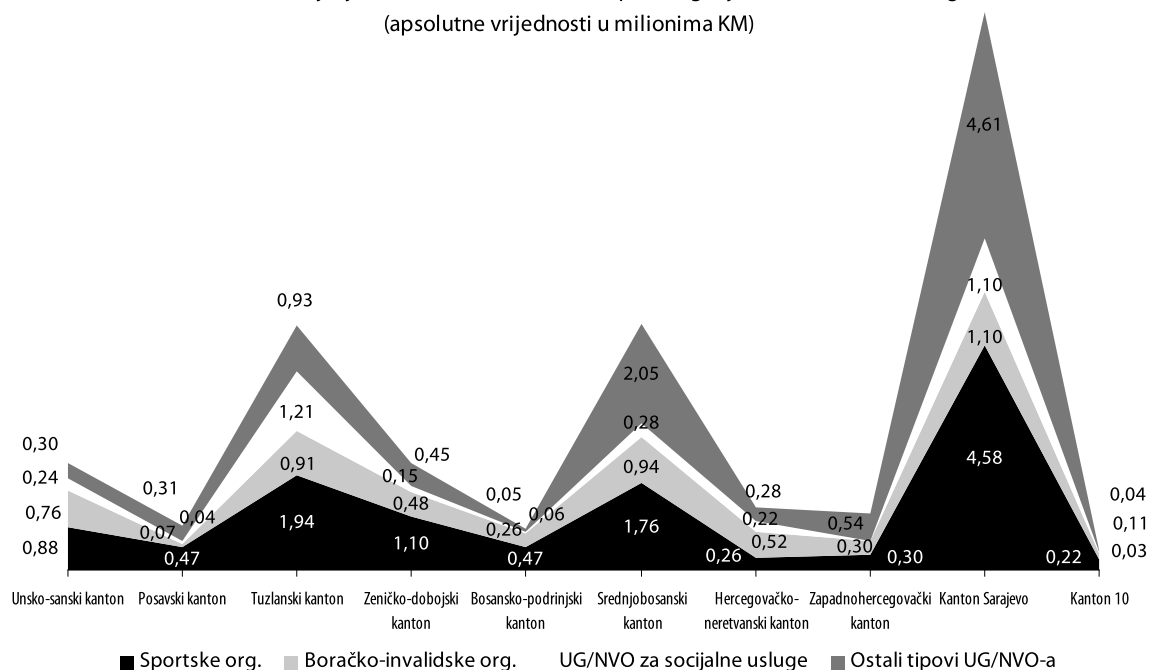
Grafikon 5. Izdvajanja anketiranih općina po kategorijama UG/NVO-a, 2007. i 2008. godine (apsolutne vrijednosti u milionima KM)**Grafikon 6.** Izdvajanja anketiranih općina po kategorijama UG/NVO-a i entitetu, 2008. godine (apsolutne vrijednosti u milionima KM)

Na **kantonalnom** nivou, Kanton Sarajevo i dalje izdvaja najveći iznos sredstava za nevladin sektor (37,5% od ukupnog iznosa izdvojenog sa kantonalnog nivoa); slijede Srednjobosanski kanton (16,6%) i Tuzlanski kanton (16,4%). U 2007. godini, prethodna dva kantona su bila na četvrtom i petom mjestu, nakon Unsko-sanskog kantona i Zeničko-dobojskog kantona. Najmanji iznos u 2008. godini i dalje izdvaja Kanton 10 (1,3%).

Grafikon 7. Izdvajanja kantonalnih ministarstava za nevladin sektor, 2007. i 2008. godine (apsolutne vrijednosti u milionima KM)

Najveća razlika u 2008. godini u ukupnom iznosu izdvajanja za nevladin sektor u odnosu na 2007. godinu je očigledna u Unsko-sanskom kantonu, gdje je udio izdvajanja u ukupnom iznosu dodijeljenom od strane kantonalnih ministarstava umanjen za 10 procentnih poena, kao i u Kantonu Sarajevo i Zeničko-dobojskom kantonu, gdje su iznosi umanjani za 3 procentna poena. Do najvećeg povećanja u izdvajanjima u 2008. godini, u odnosu na ukupan iznos sa kantonalnog nivoa, došlo je u Srednjobosanskom kantonu, gdje se iznos povećao za skoro 9,5 procentnih poena i Tuzlanskom kantonu, gdje se povećao za 8,6 procentnih poena.

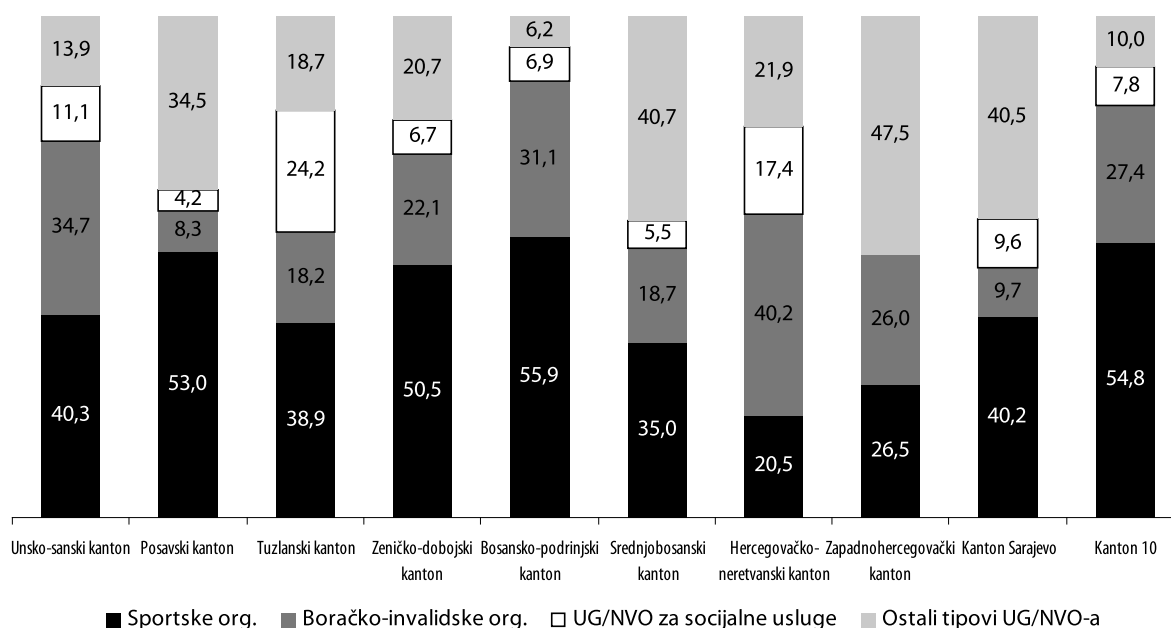
Grafikon 8. Izdvajanja kantonalnih ministarstava po kategorijama UG/NVO-a, 2008. godine
(apsolutne vrijednosti u milionima KM)



Kanton Sarajevo, koji dodjeljuje najviše sredstava nevladinom sektoru, dodjeljuje otprilike isti procenat sportskim i boračko-invalidskim udruženjima (49,9%) i UG/NVO-ima koje se fokusiraju na socijalne usluge/socijalnu zaštitu i ostalim tipovima UG/NVO-a (50%). Drugi po redu u odnosu na omjer izdvajanja za sportske i boračko-invalidske organizacije i ostala UG/NVO-e je Zapadnohercegovački kanton (52,5%, odnosno 47,5% za ostala UG/NVO-e). Slijede Srednjobosanski kanton (53,8% za sportske i boračko-invalidske organizacije i 46,2% za ostala UG/NVO-e); Tuzlanski kanton (57,1% za sportske i boračko-invalidske organizacije i 42,9% za ostala UG/NVO-e); Hercegovačko-neretvanski kanton (60,7% za sportske i boračko-invalidske organizacije i 39,3% za ostala UG/NVO-e) i Posavski kanton (61,3% za sportske i boračko-invalidske organizacije i 38,7% za ostala UG/NVO-e).

Bosansko-podrinjski kanton i Kanton 10 dodjeljuju najmanji dio sredstava za UG/NVO-e koji se fokusiraju na socijalne usluge i ostale tipove UG/NVO-a u odnosu na procenat izdvajanja za sportske i boračko-invalidske organizacije (13% za UG/NVO-e i 87% za sportske i boračko-invalidske organizacije; 17,8% za UG/NVO-e i 82,2% za sportske i boračko-invalidske organizacije).

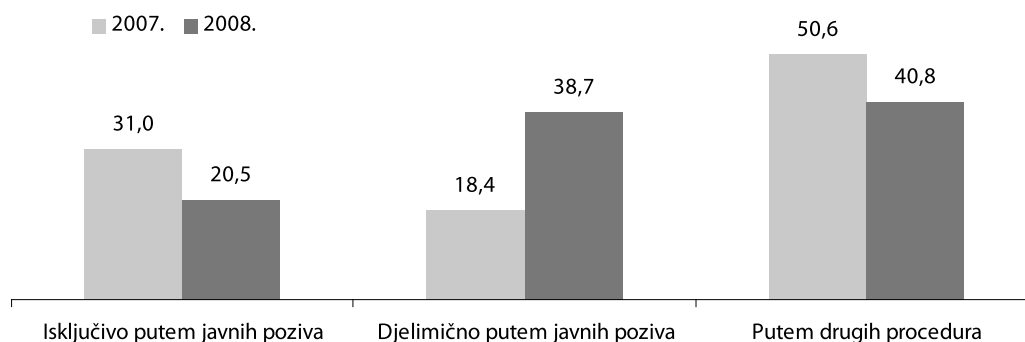
Tuzlanski kanton i Hercegovačko-neretvanski kanton izdvajaju najviše sredstava za UG/NVO-e koje se fokusiraju na socijalne usluge/socijalnu zaštitu (24,2%), dok Posavski kanton izdvaja najmanje sredstava za organizacije u toj kategoriji (4,2%). Zapadnohercegovački kanton nije prijavio izdvajanja za organizacije koje pružaju socijalne usluge/socijalnu zaštitu.

Grafikon 9. Izdvajanja kantonalnih ministarstava po kategorijama UG/NVO-a, 2008. godine
(struktura u procentima)

Tenderske procedure i izvještavanje

20,5% institucija dodjeljuju sredstva nevladinom sektoru isključivo putem javnih poziva; 40,8% ne upražnjava proceduru objavljivanja javnih poziv za dodjelu sredstava, od kojih većina raspoređuje sredstva uglavnom putem pripreme godišnjih programa; 38,7% institucija dodjeljuje dio sredstava namijenjenih nevladinom sektoru putem javnih poziva.

U odnosu na 2007. godinu, u 2008. godini, broj institucija koje dodjeljuju sredstva isključivo putem javnih poziva se smanjio za 10,5 procentnih poena. Međutim, broj institucija koje dodjeljuju dio sredstava djelimično putem javnih poziva se povećao za 20,3 procenta poena, a broj institucija koje dodjeljuju ukupan iznos namijenjen nevladinom sektoru putem drugih procedura se smanjio za 9,8 procentnih poena.

Grafikon 10. Procedure dodjele sredstava za nevladin sektor, 2007. i 2008. godine
(struktura u procentima)

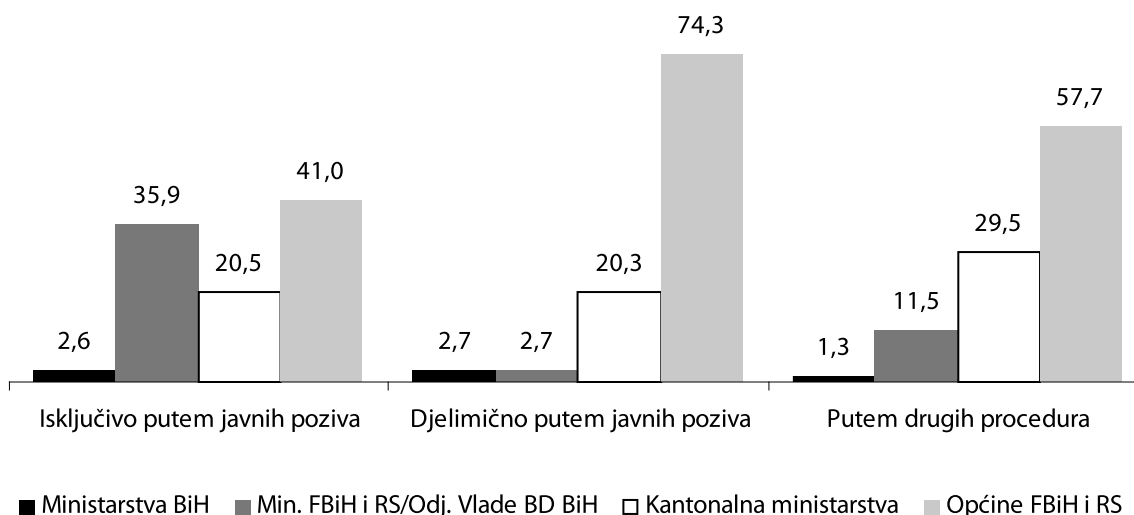
Ukupno je 27.080.142,65 KM dodijeljeno bez tenderskih procedura (npr. putem planiranih programa rada), što je procentualno skoro isti iznos ukupnih sredstava dodijeljenih bez tendera u 2007. godini (22,9% u 2008. godini i 22,7% u 2007. godini).

Grafikon 11. Način dodjele sredstava UG/NVO-ima u slučajevima kada se ukupna sredstva, ili njihov dio, ne dodjeljuju putem javnih poziva, 2008. godine (struktura u procentima)



U slučajevima kada se dio sredstava dodjeljuje putem javnih poziva, sredstva se najčešće dodjeljuju putem javnih poziva za „ostala UG/NVO-e“ (38,9%); potom za sportske organizacije (22,6%); za UG/NVO-e koje se fokusiraju na socijalne usluge/socijalnu zaštitu (21,3%) i najrjeđe za boračko-invalidska udruženja i srodne organizacije (17,2%).

Grafikon 12. Procedure dodjele sredstava UG/NVO-ima po administrativnom nivou, 2008. godine (struktura u procentima)



Od institucija koje su učestvovalе u istraživanju, 72,2% zahtijevaju podnošenje i finansijskih i pismenih izvještaja od strane UG/NVO-a dok 4,8% dodjeljuje sredstva **bez obaveze** podnošenja izvještaja. 13,9% institucija zahtjeva podnošenje isključivo finansijskog izvještaja, 5,3% isključivo pismenog izvještaja, a 3,7% institucija zahtijeva izvještaje samo za sredstva dodijeljena određenim kategorijama UG/NVO-a (uglavnom od UG/NVO koje se fokusiraju na socijalne usluge/socijalnu zaštitu i „ostale tipove UG/NVO-a“).

U odnosu na 2007. godinu, kada je 78,5% institucija izjavilo da zahtijeva podnošenje izvještaja, u 2008. godini je taj procenat porastao na 95,2%.

7,5% institucija koje ne zahtijevaju podnošenje finansijskih izvještaja i 12,3% institucija koje ne zahtijevaju podnošenje pismenog izvještaja planiraju uvesti proceduru izvještavanja u dogledno vrijeme. 4,3% institucija koje ne zahtijevaju podnošenje finansijskog i/ili pismenog izvještaja ne planiraju uvesti procedure izvještavanja u skoroj budućnosti.

Ukupno je 3.838.485,00 KM dodijeljeno bez obaveze podnošenja izvještaja (3,3% ukupnog iznosa, za razliku od 2,2% koje je dodijeljeno bez obaveze podnošenja izvještaja u 2007. godini).

53% institucija koje su učestvovala u anketi provodi analizu rezultata rada UG/NVO-a kojima su dodijeljena sredstva; 24,9% provodi isključivo finansijsku analizu, dok 22,2% ne provodi ni analizu rezultata rada ni utroška sredstava. Broj institucija koje provode programsku i/ili finansijsku analizu rezultata je porastao za 29 procentnih poena u 2008. godini.

Za razliku od 2007. godine, kada je glavni navedeni razlog za neprovođenje analize bio nedostatak kadrova, u 2008. godini, kao glavni razlog je istaknut nedostatak sredstava za provođenje analize. Nedostatak potrebe za vršenjem detaljne analize implementiranih aktivnosti i utroška sredstava zbog „neznatnog iznosa dodijeljenih sredstava“ i dalje ostaje jedan od glavnih dodatnih razloga koji se navodi za neprovođenje analize.

Grafikon 13. Razlozi za neprovođenje analize rezultata rada UG/NVO-a, 2008. godine
(struktura u procentima)



Kratki osvrt: zemlje iz susjedstva

Zbog nedostatka podataka za 2008. godinu za zemlje iz okruženja, naredne procjene za Bosnu i Hercegovinu se odnose na ukupan iznos planiran od strane vladinog sektora za nevladin sektor iz 2007. godine (107.219.316,05 KM).¹⁵

Broj registriranih UG/NVO-a u Bosni i Hercegovini, u 2008. godini je 12.189.¹⁶ U Republici Hrvatskoj je broj registriranih UG/NVO-a 34.149,¹⁷ dok je procjena za broj registriranih UG/NVO-a u Republici Srbiji 2.000.¹⁸

¹⁵ IBHI, *Izdvajanja vladinog sektora za nevladin sektor u Bosni i Hercegovini za 2007. godinu*, (Sarajevo: IBHI, juli 2008.g.).

¹⁶ Kronauer Consulting, *Analiza stanja civilnog sektora u BiH*, (Sarajevo: Kronauer Consulting, 2009)

¹⁷ Tomislav Tadić, 'Jedna udruga na 129 stanovnika', <www.vjesnik.hr>, (16-17/02/08) <www.vjesnik.hr/pdf/2008/02/16/06A6.PDF>, [očitano 30/01/09].

¹⁸ Procjena Centra za razvoj neprofitnog sektora, <www.crnps.org.yu>.

Tabela 2. Udio izdvajanja vladinih institucija za nevladin sektor u BDP-u, 2007. godina
(apsolutne vrijednosti u KM i vrijednosti u procentima)

Država	Ukupna izdvajanja za nevladin sektor	BDP	Procentat BDP-a
Bosna i Hercegovina	107.219.316	21.641.000.000 ¹⁹	0,50%
Republika Hrvatska ²⁰	326.451.707 ²¹	71.970.511.804 ²²	0,45%
Republika Srbija ²³	110.503.251 ²⁴	48.567.221.108 ²⁵	0,23%

U odnosu na prihod registriranih UG/NVO-a iz vladinih sredstava, u Bosni i Hercegovini, procijenjeni prihod po UG/NVO-u za 2007. godinu iznosi 8.796 KM. Za Republiku Hrvatsku, procijenjeni prihod iz vladinih izvora po organizaciji iznosi 9.560 KM, dok je u Republici Srbiji zbog malog broja registriranih organizacija prihod znatno veći i iznosi 55.252 KM po organizaciji.

Zbog potrebe da se smanje javni troškovi, uslijed globalne ekonomske krize, postoji mogućnost da pozitivan trend ukupnih izdvajanja za nevladin sektor doživi u narednom periodu svoju suprotnost.

¹⁹ Preliminarna procjena BDP-a za 2007. godinu iznosi 21.641 u milionima KM. Podatak Agencije za statistiku BiH, <www.bhas.ba> [očitano 01/02/09].

²⁰ Za proračune korišten srednji kurs Centralne banke BiH na dan 18/02/09: 1 KM = 3.82119 HRK.

²¹ Ured za udruge – Vlada Republike Hrvatske, <www.uzuvrh.hr/defaulthrv.aspx> [očitano 30/01/09].

²² Godišnji obračun BDP-a Republike Hrvatske za 2007. godinu iznosi 275.013 miliona HRK (72.586 miliona KM). Podatak Državnog zavoda za statistiku Republike Hrvatske, *Statistički ljetopis za 2008. godinu*, <www.dzs.hr> [očitano 01/02/09] str. 209.

²³ Za proračune korišten srednji kurs Centralne banke BiH na dan 18/02/09: 1 BAM = 47.96239 RSD.

²⁴ Blic Online, *Iz budžeta u 2007. godini 60 miliona evra za stranke, crkve, NVO...*, (30/09/08) <www.blic.rs/ekonomija.php?id=59093> [očitano 30/01/09].

²⁵ Godišnji obračun BDP-a Republike Srbije za 2007. godinu iznosi 2.329.400 miliona RSD (48.607 miliona KM). Podatak Republičkog zavoda za statistiku Republike Srbije, *Tabela: Bruto domaći proizvod (BDP) Republike Srbije 1997-2007*, <webzrs.stat.gov.rs/axd/drugastrana.php?Sifra=0001&izbor=odel&tab=30> [očitano 01/02/09].

PRILOG I TABELARNI PODACI

Tabela 1. Sredstva izdvojena za nevladin sektor u BiH, 2008. godine (apsolutne vrijednosti u KM)

Administrativni nivo	Ukupno	Sportske org.	Boračko-invalidske org.	UG/NVO za socijalne usluge	Ostali tipovi UG/NVO-a
Ministarstva BiH	6.894.801,63	1.362.193,94	0,00	125.740,31	5.406.893,18
	6.894.801,63	1.362.193,94	0,00	125.740,31	5.406.893,18
Ministarstva FBiH	10.421.330,25	2.217.941,98	1.391.213,51	1.605.219,65	5.206.963,88
Ministarstva RS	1.794.697,64	0,00	523.918,62	320.172,18	950.607,27
Odjeljenja Vlade BD BiH	4.641.113,12	1.016.930,16	303.872,80	0,00	3.320.324,90
	16.857.141,01	3.234.872,14	2.219.004,93	1.925.391,83	9.477.896,05
Općine FBiH	29.964.883,71	12.287.170,57	4.990.971,41	4.979.939,72	7.706.779,50
Opštine RS	33.983.661,75	14.904.087,28	4.701.877,31	5.691.614,15	8.686.060,82
	63.948.545,46	27.191.257,85	9.692.848,72	10.671.553,87	16.392.840,32
Unsko-sanski kanton	2.179.113,58	878.740,83	755.490,66	241.002,26	303.875,78
Posavski kanton	889.618,02	471.528,67	73.872,53	37.198,17	307.019,32
Tuzlanski kanton	4.989.628,58	1.938.506,75	908.789,25	1.207.526,11	934.798,39
Zeničko-dobojski kanton	2.178.359,14	1.099.080,94	482.005,13	146.697,03	450.574,43
Bosansko-podrinjski kanton	842.889,50	471.004,75	261.959,31	57.761,95	52.161,85
Srednjobosanski kanton	5.030.827,64	1.761.107,19	943.053,52	277.676,52	2.048.993,52
Hercegovačko-neretvanski kanton	1.289.369,82	264.056,06	518.155,52	224.236,89	282.918,83
Zapadnohercegovački kanton	1.147.387,20	303.874,03	298.633,62	0,00	544.880,71
Kanton Sarajevo	11.383.967,15	4.575.504,64	1.102.324,79	1.098.132,04	4.608.014,24
Kanton 10	401.742,70	220.046,71	110.022,91	31.435,08	40.237,34
	30.332.903,33	11.983.450,57	5.454.307,24	3.321.666,05	9.573.474,41
UKUPNO	118.033.391,43	43.771.774,50	17.366.160,89	16.044.352,06	40.851.103,96

Tabela 2. Sredstva izdvojena za nevladin sektor od strane anketiranih institucija vlada BiH, FBiH, RS i BD BiH, 2008. godine (apsolutne vrijednosti u KM)

Administrativni nivo	Ukupno	Sportske org.	Boračko-invalidske org.	UG/NVO za socijalne usluge	Ostali tipovi UG/NVO-a
Vlada BiH	6.894.801,63	1.362.193,94	0,00	125.740,31	5.406.893,18
Vlada FBiH	70.719.117,29	26.488.563,12	11.836.492,16	9.906.825,42	22.487.217,79
Vlada RS	35.778.359,39	14.904.087,28	5.225.795,93	6.011.786,33	9.636.668,09
Vlada BD BiH	4.641.113,12	1.016.930,16	303.872,80	0,00	3.320.324,90

PRILOG II UZORAK I METODOLOGIJA

Uzorak i stope odgovora

Ukupna populacija sadržava 280 vladinih institucija; što obuhvata sve općine u BiH, sva kantonalna, entitetska i državna ministarstva, te odjeljenja Vlade Brčko distrikta BiH. Ciljnu populaciju istraživanja sačinjava 249 vladinih institucija sa različitih administrativnih nivoa,²⁶ koje su od mogućeg značaja po pitanju izdvajanja sredstava za nevladine organizacije (sportske organizacije; boračko-invalidske i druge srodne organizacije; UG/NVO fokusirane na pružanje socijalnih usluga/socijalnu zaštitu građana i ostale tipove UG/NVO-a). Ciljna populacija su ministarstva čije nadležnosti uključuju:

- rad,
- socijalnu politiku/zaštitu,
- zdravstvo,
- obrazovanje,
- okoliš,
- civilne poslove,
- finansije i
- ruralni razvoj/poljoprivredu.

Stratifikacija: uzorak je podijeljen na 16 stratumata kako bi se uzele u obzir različite osnove za raspodjelu sredstava. Stratumi i stope odgovora su prikazani u narednoj tabeli.

Tabela 1. Broj vladinih institucija uključenih u istraživanje i stope odgovora po stratumima, 2008. godina (apsolutne vrijednosti i vrijednosti u procentima)

Administrativni nivo	Uzorak / [odgovori]	Stopa odgovora po stratumu	Administrativni nivo	Uzorak / [odgovori]	Stopa odgovora po stratumu
Ministarstva BiH	9 [6]	66,7%	Bosansko-podrinjski kanton	5 [5]	100,0%
Ministarstva i institucije FBiH	30 [28]	93,3%	Srednjobosanski kanton	6 [5]	83,3%
Ministarstva RS	10 [9]	90,0%	Hercegovačko-neretvanski kanton	6 [6]	100,0%
Institucije Vlade BD BiH	5 [5]	100,0%	Zapadnohercegovački kanton	4 [4]	100,0%
Unsko-sanski kanton	5 [5]	100,0%	Kanton Sarajevo	6 [6]	100,0%
Posavski kanton	4 [4]	100,0%	Kanton 10	5 [5]	100,0%
Tuzlanski kanton	7 [7]	100,0%	Općine FBiH	79 [64]	81,0%
Zeničko-dobojski kanton	6 [6]	100,0%	Opštine RS	62 [53]	85,5%
			Ukupno:	249 [218]	87,6%

Reprezentativnost je postignuta za sljedeće nivoe:

BiH: ukupno 218 institucija

FBiH: ukupno 145 (28 + 64 + 53)

RS: ukupno 62 (9 + 53)

FBiH općine: 64

RS općine: 53

Kantonalna ministarstva, samo ukupno, ne pojedinačno po kantonima: 53

²⁶ Federalno ministarstvo finansija je prosljedilo upitnik svim institucijama Vlade FBiH, te je planirani uzorak proširen sa 232 na 249 institucija.

METODOLOGIJA

Institucijama iz ciljnog uzorka je upućen upitnik uz objašnjenje svrhe istraživanja.

Ukoliko u roku od 3 sedmice nije dostavljen odgovor, institucije su kontaktirane telefonom, te im je dostavljena pismena urgencija. Procedura je replicirana do trenutka postizanja reprezentativnog uzorka. Period prikupljanja podataka je trajao od 19. novembra 2008. godine do 26. januara 2009. godine.

Promjene u upitnicima iz 2008. u odnosu na 2007. godinu

Upitnik za 2008. godinu je izmijenjen u odnosu na 2007. godinu sa ciljem zadovoljenja potrebe za informacijama o izdvajanjima za UG/NVO-e koje se fokusiraju na socijalne usluge/socijalnu zaštitu, te dobivanja dodatnih informacija o procedurama javnih poziva, izvještavanja i provedbe analiza o dodijeljenim sredstvima.

Izmjene u upitniku se odnose na sljedeće:

1. Pitanje o pojedinačnim iznosima za sportske organizacije, boračko-invalidska udruženja i srodne organizacije i ostala UG/NVO-a je prošireno tako što je kategorija „ostala UG/NVO-i“ podijeljena na „UG/NVO-e fokusirane na socijalne usluge/socijalnu zaštitu“ i „ostali tipovi UG/NVO-a“.
2. Pitanje o procedurama dodjele sredstava je prošireno kako bi se prikupile informacije o tome da li institucije dodjeljuju ukupan iznos putem javnih poziva, dio iznosa putem javnih poziva ili ukupan iznos putem drugih procedura.
3. Uvedeno je dodatno pitanje kako bi se prikupile informacije o kategorijama UG/NVO-a za koje se koriste javni pozivi pri dodjeli sredstava, u slučajevima kada se javni poziv koristi za dodjelu dijela ukupnih sredstava namijenjenih nevladinom sektoru.
4. Uvedeno je dodatno pitanje o procedurama dodjele u slučajevima kada se ukupan iznos dodjeljuje putem drugih procedura (ne putem javnih poziva), da li je to: putem raspodjele u redovnom budžetskom proračunu; putem pojedinačnih odluka ili drugo.
5. Pitanje o potrebi podnošenja izvještaja je prošireno kako bi se prikupile informacije o tome da li institucije zahtijevaju finansijske i narativne izvještaje; samo finansijske ili samo narativne izvještaje.
6. Uvedena su dva dodatna pitanja o tome da li institucije planiraju uvesti obaveznu proceduru finansijskog ili narativnog izvještavanja od strane UG/NVO-a u slučajevima kada se trenutno ne zahtijevaju isti.
7. Uvedeno je odvojeno pitanje o razlozima za neprovođenje namjenske analize utrošenih sredstava od strane vladinih institucija.

Promjene su u određenim slučajevima imale uticaj na uporedivost podataka iz 2007. i 2008. godine. Ovo se posebno odnosi na podjelu kategorije „ostala UG/NVO-i“ u „UG/NVO-e fokusirane na socijalne usluge/socijalnu zaštitu“ i „ostali tipovi UG/NVO-a“. Za potrebe poređenja sa 2007. godinom, te dvije kategorije su spojene u jednu.

Metodološke napomene

Treba imati na umu da iznosi dati u ovom dokumentu predstavljaju procjenu u odnosu na iznose prijavljene od strane anketiranih institucija. Moguće je da institucije koje nisu uključene u anketu također izdvajaju sredstva za nevladin sektor.

Određeni broj institucija je uz planirani iznos sredstava za 2008. godinu, dostavio i realizirani iznos do perioda istraživanja. Zbog ne-jednoobraznih podataka o realiziranom iznosu, za obračun sredstava, korišten je **planirani iznos** za 2008. godinu.

118 MILLION STEPS TO COOPERATION

**GOVERNMENT ALLOCATIONS FOR THE NON-GOVERNMENTAL
SECTOR IN BOSNIA AND HERZEGOVINA IN 2008**

Contents

ACRONYMS	26
INTRODUCTION	27
THE FUTURE AND SIGNIFICANCE OF THE NON-GOVERNMENTAL SECTOR IN BOSNIA AND HERZEGOVINA	27
SURVEY ON ALLOCATIONS FOR THE NON-GOVERNMENTAL SECTOR	28
MAIN SURVEY FINDINGS FOR 2008 AND COMPARISONS WITH 2007.....	28
ECONOMIC INDICATORS	28
ALLOCATIONS ACCORDING TO ADMINISTRATIVE LEVELS AND CATEGORIES OF CIVIL ASSOCIATIONS/NON-GOVERNMENTAL ORGANISATIONS.....	30
PUBLIC TENDER PROCEDURES AND REPORTING.....	34
BRIEF OVERVIEW: NEIGHBOURING COUNTRIES	36
ANNEX I. DATA TABLES.....	38
ANNEX II. SAMPLE AND METHODOLOGY.....	39
SAMPLE AND RESPONSE RATES	39
METHODOLOGY	40
CHANGES IN THE 2008 QUESTIONNAIRE COMPARED TO 2007	40
METHODOLOGICAL NOTES	40

ACRONYMS

BAM	Bosnia and Herzegovina Convertible Mark
BD BiH	Brčko Distrikt of Bosnia and Herzegovina
BiH	Bosnia and Herzegovina
BSAL	Birks Sinclair & Associates Ltd.
CA	Civil Association
EU	European Union
FBiH	Federation of Bosnia and Herzegovina
GDP	Gross Domestic Product
IBHI	Independent Bureau for Humanitarian Issues
NGO	Non-governmental organisations
OSF	Open Society Fund
RS	Republika Srpska
SDC	Swiss Agency for Development and Cooperation

INTRODUCTION

The Swiss Agency for Development and Cooperation (SDC) and the Open Society Fund (OSF) in Bosnia and Herzegovina (BiH) have, since 2007 supported the initiative of the Independent Bureau for Humanitarian Issues (IBHI) for the establishment of the NGO Foundation for Social Inclusion in BiH.

With the aim of providing additional financial parameters for the process of establishing the Foundation, in 2007, IBHI carried out a survey of government allocations for civil associations/non-governmental organisations (CAs/NGOs).¹ In order to monitor trends in government allocations for the non-governmental sector, IBHI repeated the survey in 2008.

In 2008, data was again collected using a questionnaire whose purpose was to gather additional information for the development of innovative models for improving social inclusion by quantifying the current state and trends in cooperation between governmental and non-governmental stakeholders.

THE FUTURE AND SIGNIFICANCE OF THE NON-GOVERNMENTAL SECTOR IN BOSNIA AND HERZEGOVINA

The importance of civil society arises from the need for mechanisms for the control and expansion of activities that, according to their nature, fall within the jurisdiction of the governmental apparatus, as well as the inclusion of citizens in these activities. Whether this involves organisations which focus on social service provision, watchdog and think-tank organisations, trade unions, associations of persons with disabilities, etc. the existence, professionalism and functioning of these organisations testify to the overall social potential of the state and enable marginalised groups to influence decision-makers in line with the needs of its citizens. For Bosnia and Herzegovina, within the context of the development of strategic, state documents (primarily the BiH Social Inclusion Strategy) and the Stabilisation and Accession process with the European Union (EU), the existence and level of development of civil society capacities is key. Bearing in mind the need to optimally define and implement measures for the future BiH Social Inclusion Strategy, the need for participation of authentic representatives of excluded groups, people who are in the best position to adequately evaluate their needs and priorities within the preparation and implementation of this strategy, is crucial.

Furthermore, when analysing EU policies with regards to the inclusion of NGOs in consultation and decision-making processes,² BiH is obliged to implement in practice the general principles behind these policies. In this publication, IBHI offers information on measurable, financial aspects of cooperation between governmental institutions and NGOs in BiH. Bearing in mind the numerous post-war problems of the functioning of governmental institutions, as well as the need for reform in

¹ Results of the 2007 survey are published in the report, *Government Allocations for the Non-governmental Sector in Bosnia and Herzegovina in 2007*, (Sarajevo: IBHI, July 2008).

² See: *European Commission, Governance in the European Union: A White Paper*, (COM(2001) 428, Brussels: European Commission, 25/07/01) and *Towards a reinforced culture of consultation and dialogue – General principles and minimum standards for consultation of interested parties by the Commission*, (COM(2002) 704 final, Brussels: European Commission, 11/12/02).

the fields of social protection, healthcare, education, etc., it is clear that numerous NGOs in BiH have joined these processes in partnership with public institutions.

Although initially, the NGO sector was mostly financed through international donors, over the last years, the awareness of governmental institutions about the need for cooperation and coordination of all social service providers, regardless of sector, is on the rise. We hope that the financial and other data, presented in this publication, will provide decision-makers with a basis for planning future steps in this field.

SURVEY ON ALLOCATIONS FOR THE NON-GOVERNMENTAL SECTOR

In 2007 and 2008, IBHI conducted a survey on government allocations for the non-governmental sector. As the target population of the 2008 survey, 249 government institutions were selected (out of 280 institutions). The sample comprised of ministries and institutions at the level of Bosnia and Herzegovina, the Federation of Bosnia and Herzegovina (FBiH), Republika Srpska (RS), departments of the Government of the Brčko District of BiH (BD BiH), cantonal ministries, and municipalities in the FBiH and RS. The criterion for the selection of ministries was their field of jurisdiction and the assumption that they allocate funds for the non-governmental sector.³ Representativeness of allocation estimates has been achieved at the state level, entity level, at the overall cantonal level and for municipalities, at the entity level. The final response rate was 87.6%, enabling analysis of results at the population level.

The institutional respondents to the questionnaires have to be acknowledged here. The time invested by them is reflected in the results, as well as is the widespread desire to gain a better picture of the non-governmental sector in BiH.

MAIN SURVEY FINDINGS FOR 2008 AND COMPARISONS WITH 2007

Economic indicators

The total number of active NGOs in BiH in 2004 was estimated at 4,629 NGOs. Organisations on average spent 57% of their time on service provision, 27% on advocacy and 16% on other activities.⁴ The same source estimates the number of registered organisations in 2004 in BiH at 9,095. Current data for 2008 estimates the number of registered NGOs at 12,189.⁵

The total planned funds of the surveyed institutions for the non-governmental sector in 2008 amounted to **118,033,391.43 BAM** (0.55% of the GDP for 2007)⁶. In relation to 2007, government institutions that participated in the survey planned to allocate 10,814,075.38 BAM more for NGOs.

In 2008, the total planned allocations of institutions surveyed in the FBiH amounted to **70,719,117.29 BAM** and in the RS to **35,778,359.39 BAM**. In the FBiH 8,928,727.00 BAM more was planned in comparison with 2007, while in the RS 5,833,566.37 BAM less was planned for allocations to the non-governmental sector within the interviewed institutions. The negative difference in the RS is suspect, since the RS Ministry for Family, Youth and Sports, which in 2007 allocated significant funds to the

³ For further details on the sample design, see Annex II.

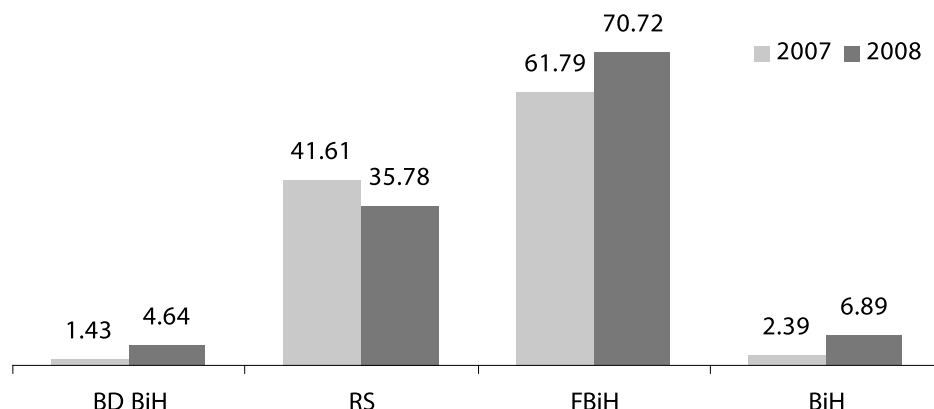
⁴ Qualitative Survey 3: *Employment, Social Service Provision and the Non-governmental Organisation (NGO) Sector: Status and Prospects for Bosnia and Herzegovina – Analysis and Policy Implications*, prepared within the DFID project, Labour and Social Policy in BiH: The Development of Policies and Measures for Social Mitigation, (Sarajevo/Banja Luka: IBHI/BSAL, May 2005).

⁵ Kronauer Consulting, *Analysis of the Status of the Civil Sector in BiH*, (Sarajevo: Kronauer Consulting, 2009)

⁶ The preliminary GDP estimate for 2007 amounts to 21,641 million BAM. Data from the Agency for Statistics of BiH, *Table: Basic Indicators – Annual Level*, <www.bhas.ba> [accessed 01/02/09].

non-governmental sector, did not participate in the survey in 2008. According to the Budget of the RS Government for 2008, the RS Ministry for Family, Youth and Sports planned to allocate about 6,500,000.00 BAM to CAs/NGOs.⁷ Thus, at the RS Government level, about 666,400.00 BAM more was planned for financing CAs/NGOs in 2008, as compared to 2007. This needs to be taken into account when reviewing the results for RS Ministries presented in this publication.

Graph 1. Total planned allocations of surveyed government institutions, 2007 and 2008 (absolute amounts in million BAM)



Note: The amount for the RS in 2008 does not include data of the RS Ministry for Family, Youth and Sports.

Table 1 presents the planned allocations for the non-governmental sector from the interviewed institutions in relation to the 2008 budgets of the BiH, FBiH, RS and BD BiH Governments.

Table 1. Total planned allocations of surveyed institutions of the Governments of BiH, FBiH, RS and BD BiH, 2008 (absolute values in BAM and percentage values)

Government level	Planned funds for 2008	Budget for 2008	Percentage of planned funds in relation to the total Government budgets
BiH Government	6,894,802	1,186,357,560 ⁸	0.58%
FBiH Government	10,421,330	1,833,614,878 ⁹	0.57%
RS Government	1,794,698	1,500,000,000 ¹⁰	0.12%
BD BiH Government	4,641,113	219,639,107 ¹¹	2.11%

⁷ The RS Government, RS Ministry of Finance, *Budžet Republike Srpske za 2008. godinu* (The Budget of Republika Srpska for 2008), <www.vladars.net/sr-SP-Cyrl/Vlada/Ministarstva/mf/Budzet/Budzet_RS_za_2008_godinu_latinnica.pdf> [accessed 10/02/09].

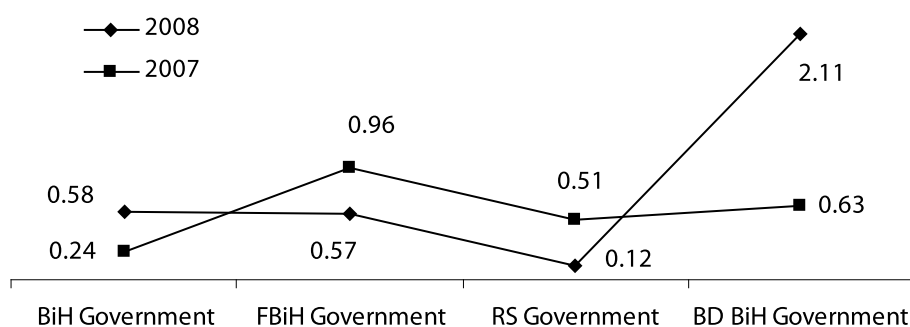
⁸ The BiH Government, BiH Ministry of Finance and Treasury, *Zakon o budžetu institucija Bosne i Hercegovine i međunarodnih obaveza Bosne i Hercegovine za 2008. godinu, Tabela 1: Bilans prihoda po izvorima i namjenama* (The Law on the Budget of Institutions of Bosnia and Herzegovina and International Obligations of Bosnia and Herzegovina for 2008: Table 1: Income by Source and Purpose, <www.trezorbih.gov.ba/bos/images/stories/Danijel/dokumenti/1_%20Budzet_2008_bos.pdf> [accessed 10/02/09].

⁹ Restructured budget for FBiH for 2008. FBiH Government, Federal Ministry of Finance, 'Konsolidovani pregled prihoda, primitaka i finansiranja, Period izvještavanja: januara – novembar 2008. godina, *Izvršaj o izvršenju budžeta Federacije BiH za januar/siječanj – novembar/studen 2008. godine*, (Consolidated Overview of Incomes, Grants and Financing for the Reporting Period: January – November 2008, Report on Budget Execution for the Federation of BiH for January – November 2008), <www.fmf.gov.ba>, [accessed 10/02/09].

¹⁰ The RS Government, RS Ministry of Finance, *Budžet Republike Srpske za 2008. godinu*, (The Budget for Republika Srpska for 2008), <www.vladars.net/sr-SP-Cyrl/Vlada/Ministarstva/mf/Budzet/Budzet_RS_za_2008_godinu_latinnica.pdf> [accessed 10/02/09].

¹¹ The BD BiH Government, BD BiH Directorate for Finance, *Budžet Brčko distrikta BiH: 2008. fiskalna godina*, (The BD BiH Budget: Fiscal Year 2008) (December 2007), <www.bdcentral.net/Members/finansije/aktuelne-informacije/budzet2008/view> [accessed 10/02/09].

Graph 2. Planned allocations of surveyed institutions of the Governments of BiH, FBiH, RS and BD BiH for the non-governmental sector in relation to the Government budgets, 2007 and 2008 (percentage values)



Note: The percentage for the BD BiH Government for 2008 is significantly higher due to the greater number of institutions interviewed. The 2008 data for the RS Government does not include data of the RS Ministry for Family, Youth and Sports.

A decrease in FBiH Government allocations in relation to the 2008 Government budget is evident, whereas allocations of the BD BiH Government are significantly higher, particularly when taking into account that the BD BiH Government was the only Government to decrease their total budget for 2008. If the allocations made by the RS Ministry for Family, Youth and Sports were to be included in the allocations of the RS Government reported within the survey, the percentage allocated by the RS Government, as a share of the total Government budget would be greater by 0.43 percentage points in 2008.

The total number of full-time employees in the non-governmental sector is estimated at 26,668,¹² which amounts to 4,021 BAM per employee from domestic sources in 2007 and 4,426 BAM in 2008. If the number of full-time volunteers is included (63,129 in 2004),¹³ the amount from domestic sources in 2007 is 1,194 BAM per person and in 2008, 1,314 BAM.

Operational costs for the non-governmental sector have been estimated at 300,673,358 BAM in 2005, with the total income of active CAs/NGOs estimated at 552,709,876 BAM.¹⁴ Funds planned in 2007 by governmental institutions amounted to 35.7% of the operational costs, increasing to 39.3% in 2008. Funds planned in 2007 amounted to 19.4% of the total income of the active CAs/NGOs, while in 2008, they amount to 21.4%.

Allocations by administrative level and by category of CA/NGO

In accordance with the results of the Qualitative Study from 2005 and IBHI's survey on government allocations in 2007, survey data for 2008 indicate that municipal authorities remain the main domestic source of funding for the non-governmental sector in BiH.¹⁵

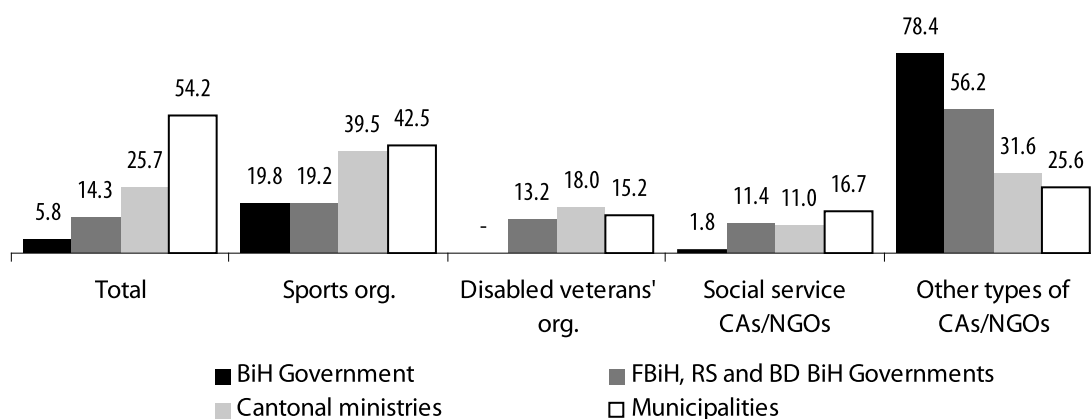
¹² 2004 estimate, refers to 1.45% of the active population in BiH in 2004. Data from the Qualitative Study 3.

¹³ 2004 estimate. Data from the Qualitative Study 3.

¹⁴ 2004 estimate. Data from the Qualitative Study 3.

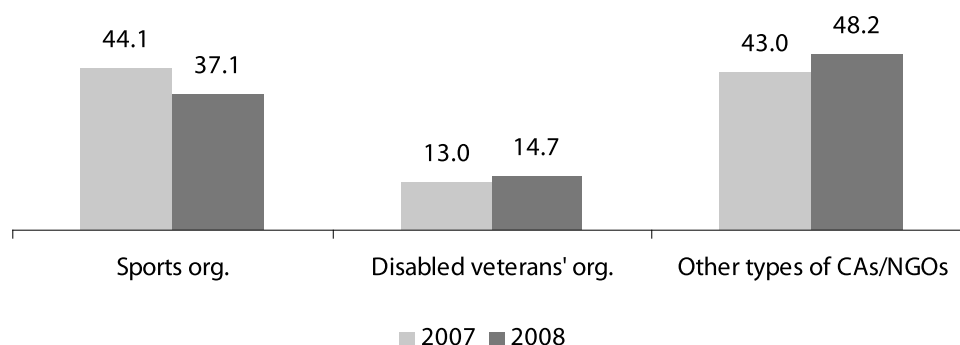
¹⁵ Note: in 2007, allocations at the **municipal level** for the non-governmental sector amounted to 55.4% of the total government allocations; 54.7% of the total allocations for sports organisations; 12.7% for disabled veterans' associations and other related organisations and 32.6% for other types of CAs/NGOs.

Graph 3. Allocations of surveyed institutions by administrative level, 2008
(percentage composition)



Of the total reported amount allocated to the non-governmental sector in 2008, 37.1% was intended for sports organisations; 14.7% for disabled veterans' associations and other related organisations; 13.6% for CAs/NGOs focusing on social services/social protection of citizen and 34.6% for other types of CAs/NGOs.

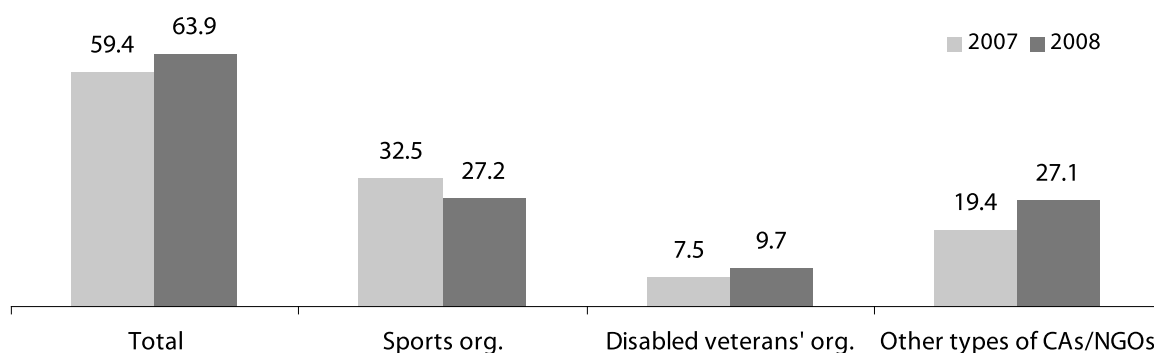
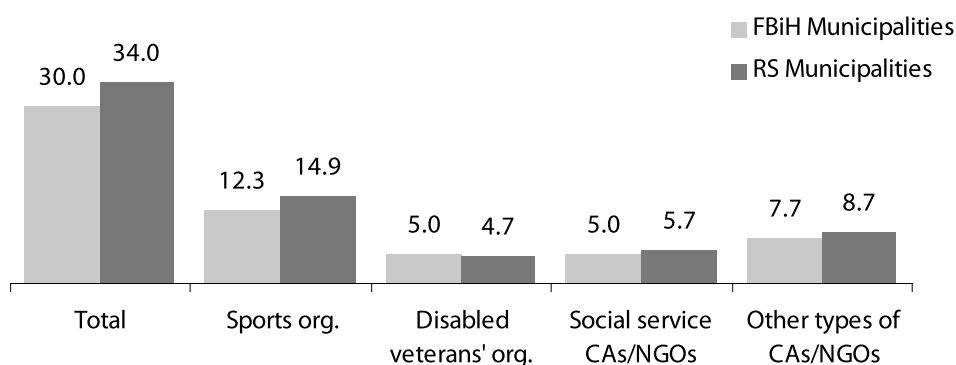
Graph 4. Allocations of surveyed institutions at all levels by category of CA/NGO, 2007 and 2008 (percentage composition)



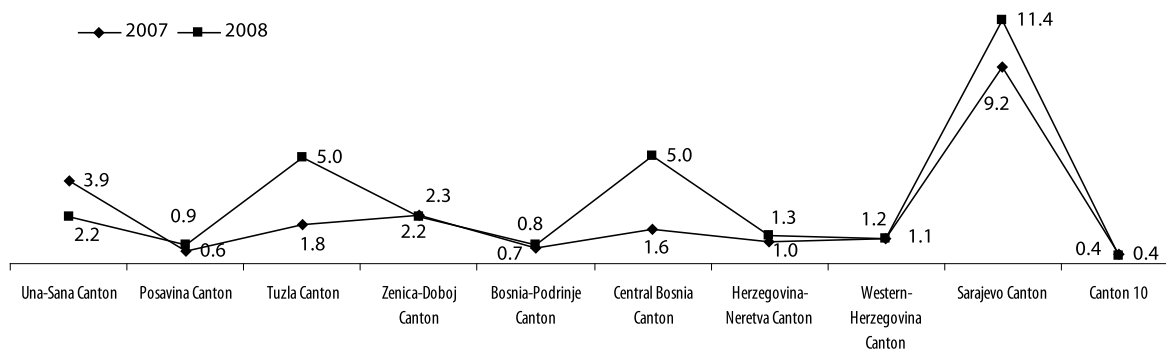
The total allocated amount for CAs/NGOs that **do not** belong to sports and disabled veteran' organisations increased by 5.2 percentage points in 2008; the amount for disabled veterans' associations increased by 1.7%, while the amount allocated to sports organisations decreased by 7 percentage points in 2007.

Municipalities in BiH that participated in the survey allocated 42.5% to sports organisations in 2008 (54.7% in 2007); 15.2% for disabled veterans' associations and related organisations (12.7% in 2007) and 42.3% for other types of CAs/NGOs (32.6% in 2007).

The share of allocations at the **municipal level** by category of CAs/NGOs is similar for the FBiH and the RS. Of the total amount of allocations at the municipal level in the FBiH, 41% was allocated to sports organisations; 16.7% to disabled veterans' associations and related organisations; 16.6% to CAs/NGOs focusing on social services/social protection of citizens and 25.7% to other types of CAs/NGOs. In the RS, 43.9% was allocated to sports organisations; 13.8% to disabled veteran's associations and related organisations; 16.7% to CAs/NGOs which provide social services/social protection and 25.6% to other types of CAs/NGOs.

Graph 5. Allocations of surveyed municipalities by category of CA/NGO, 2007 and 2008 (absolute values in million BAM)**Graph 6.** Allocations of surveyed municipalities by category of CA/NGO and entity, 2008 (absolute values in million BAM)

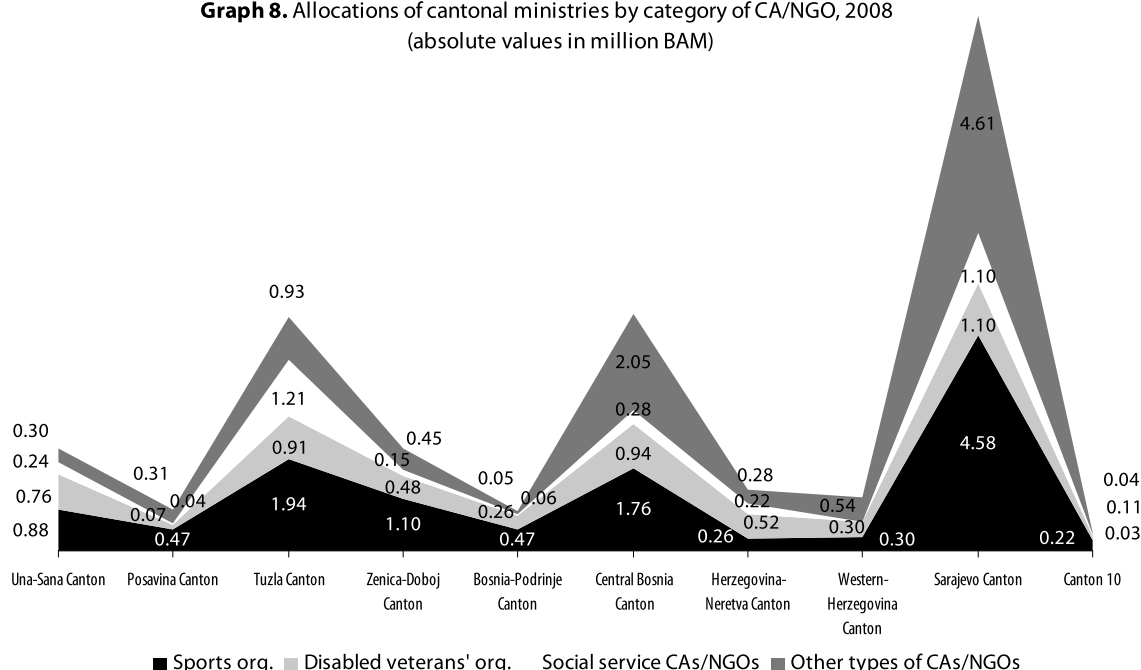
At the **cantonal level**, Sarajevo Canton continues to allocate the largest amount of funds for the non-governmental sector (37.5% of the total amount allocated from the cantonal level); followed by the Central Bosnia Canton (16.6%) and Tuzla Canton (16.4%). In 2007, these two cantons were in fourth and fifth place, coming after Una-Sana Canton and Zenica-Doboj Canton. As in 2008, Canton 10 allocated the lowest amount (1.3%).

Graph 7. Allocations of cantonal ministries for the non-governmental sector, 2007 and 2008 (absolute values in million BAM)

The greatest difference in 2008 in the total amounts allocated to CAs/NGOs from the Cantonal level, in relation to 2007, is evident in the Una-Sana Canton, where the allocated amount has decreased by 10 percentage points, as well as in the Sarajevo and Zenica-Doboj Cantons, where the amounts have

decreased by 3 percentage points. In 2008, the greatest increase in allocations, in relation to the total amount distributed at the Cantonal level, occurred in the Central Bosnia Canton where the amount increased by almost 9.5 percentage points and the Tuzla Canton, where it increased by 8.6 percentage points.

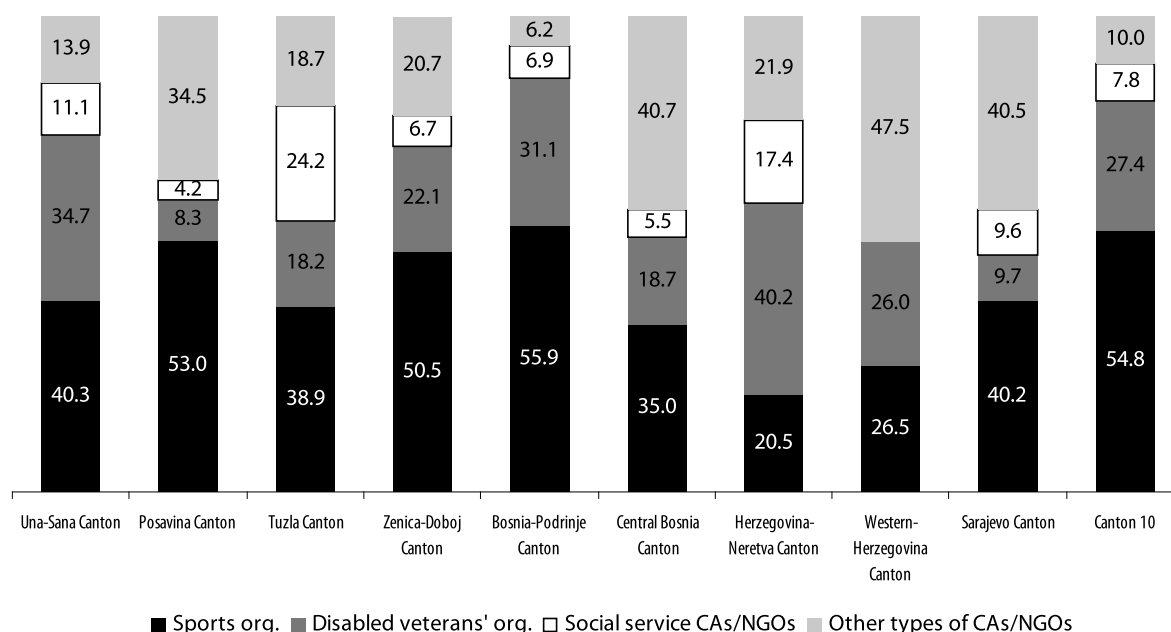
Graph 8. Allocations of cantonal ministries by category of CA/NGO, 2008
(absolute values in million BAM)



Canton Sarajevo, which allocates the highest amount of funds to the non-governmental sector, provides almost the same share to sports and disabled veteran's associations (49.9%) and CAs/NGOs focusing on social services/social protection and other types of CAs/NGOs (50%). Second in line, in relation to the proportion of allocations for sports and disabled veteran's organisations and other CAs/NGOs, is Western-Herzegovina Canton (52.5%, in other words, 47.5% for other types of CAs/NGOs). It is followed by the Central Bosnia Canton (53.8% for sports and disabled veterans' organisations and 46.2% for other CAs/NGOs); Tuzla Canton (57.1% for sports and disabled veterans' organisations and 42.9% for other CAs/NGOs); Herzegovina-Neretva Canton (60.7% for sports and disabled veterans' organisations and 39.3% for other CAs/NGOs); and Posavina Canton (61.3% for sports and disabled veterans' organisations and 38.7% for other types of CAs/NGOs).

Bosnia-Podrinje Canton and Canton 10 provide the lowest share of funds to CAs/NGOs focusing on social services and "other types of CAs/NGOs" in comparison to the proportion allocated for sports and disabled veterans' organisations (13% for CAs/NGOs and 87% for sports and disabled veterans' organisations; 17.8% for CAs/NGOs and 82.2% for sports and disabled veterans' organisations).

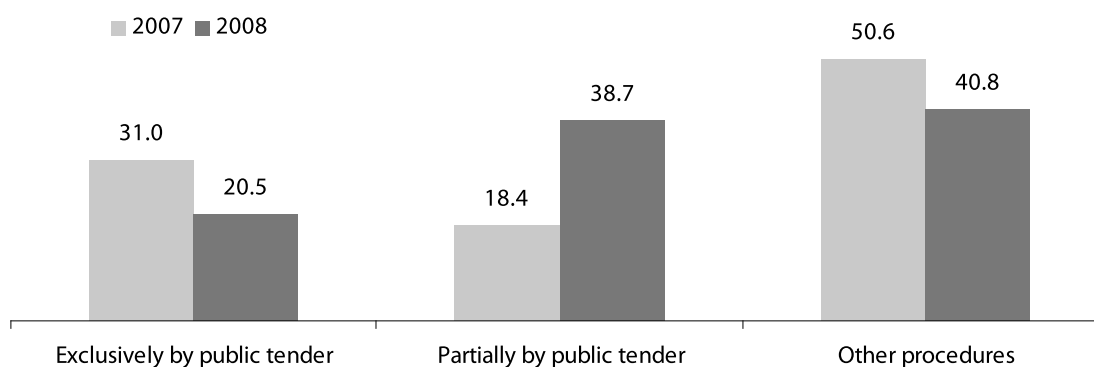
Tuzla Canton and Herzegovina-Neretva Canton allocate the highest amount to CAs/NGOs focusing on social services/social protection (24.2%), while Posavina Canton allocates the lowest share for organisations in this category (4.2%). Western-Herzegovina Canton did not report any allocations for organisations providing social services/social protection.

Graph 9. Allocations of cantonal ministries by category of CA/NGO, 2008
(percentage composition)

Public tender procedures and reporting

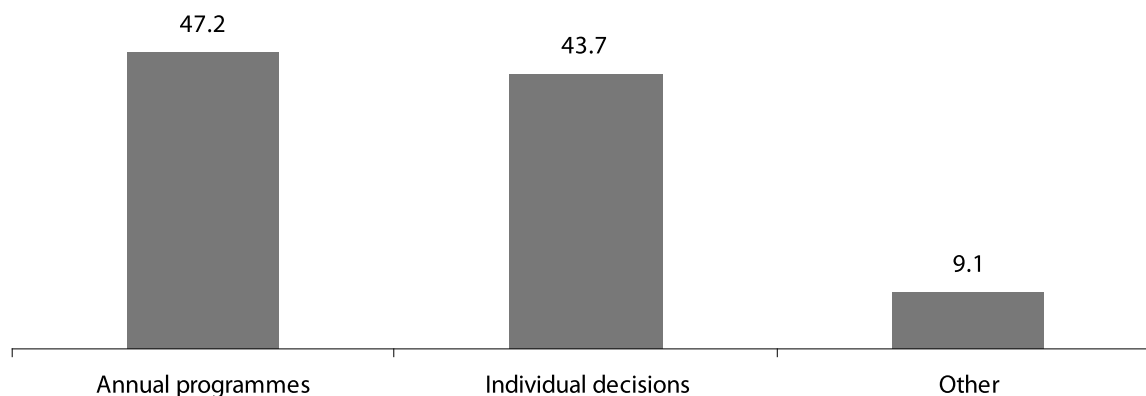
20.5% of institutions allocate funds to the non-governmental sector exclusively through public tenders; 40.8% do not publish tenders when allocating funds, the majority of which allocate funds when preparing annual programmes; 38.7% of institutions allocate part of the funds intended for the non-governmental sector through public tenders.

In relation to 2007, in 2008, the number of institutions which allocate funds exclusively through public tenders has decreased by 10.5 percentage points. However, the number of institutions which allocate part of the funds through public tenders has increased by 20.3 percentage points, while the number of institutions which allocate all of the funds for the non-governmental sector through other procedures decreased by 9.8 percentage points.

Graph 10. Fund allocation procedures, 2007 and 2008
(percentage composition)

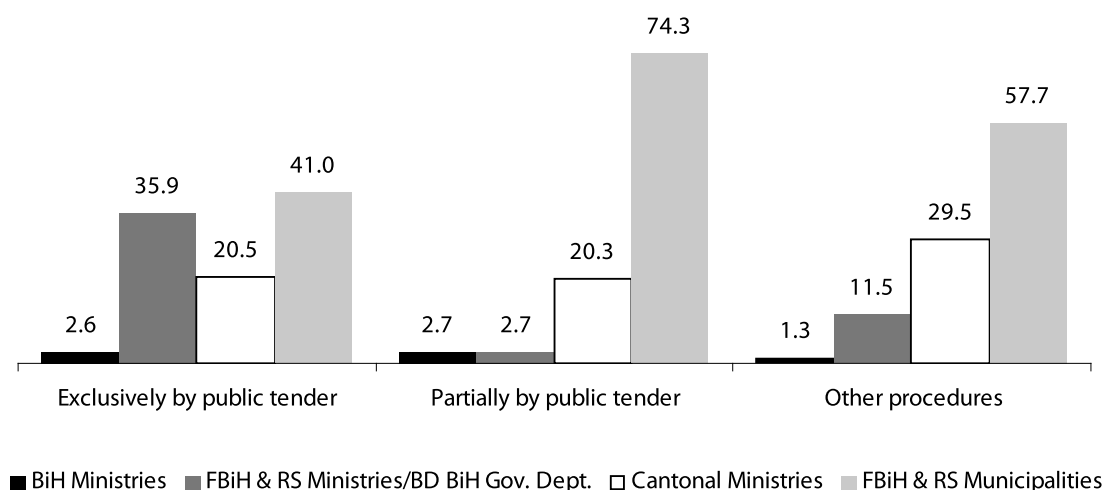
In total, 27,080,142.65 BAM were allocated without public tender procedures (for example, through planned annual programmes), which amounts to almost the same share of the total amount allocated without tenders in 2007 (22.9% in 2008 and 22.7% in 2007).

Graph 11. Allocation procedures in cases where none or some of the funds are allocated through public tenders, 2008 (percentage composition)



In cases where a part of the total amount is allocated through public tenders, funds are most often allocated through public tenders for “other types of CAs/NGOs” (38.9%); followed by sports organisations (22.6%); CAs/NGOs which focus on social services/social protection (21.3%) and, least often for disabled veterans’ associations and related organisations (17.2%).

Graph 12. Fund allocation procedures by administrative level, 2008 (percentage composition)



Of the surveyed institutions, 72.2% require the submission of both financial and narrative reports by NGOs, while 4.8% allocate funds **without** reporting requirements. 13.9% of institutions only require the submission of financial reports, 5.3% only narrative reports, while 3.7% require reports only for funds allocated to certain categories of CAs/NGOs (mostly CAs/NGOs focusing on social services/social protection and “other types of CAs/NGOs”).

In relation to 2007, when 78.5% of surveyed institutions reported they require the submission of reports, in 2008, this percentage has increased to 95.2%.

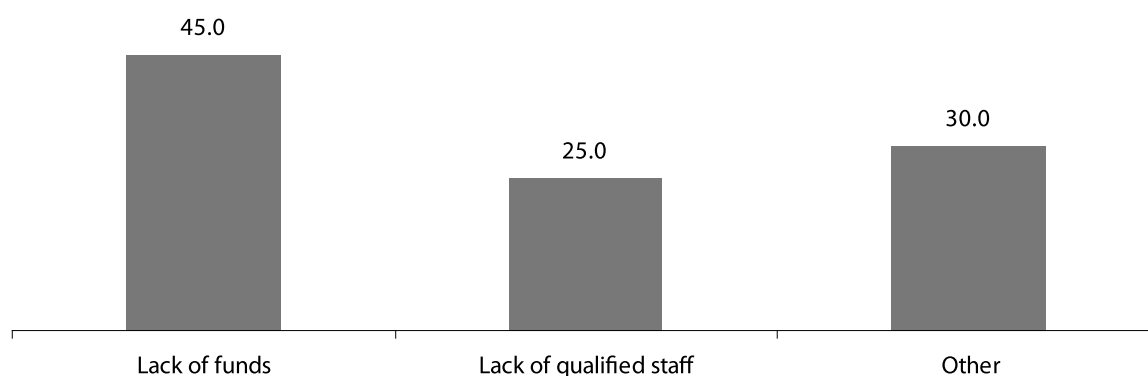
7.5% of institutions that do not require the submission of financial reports, and 12.3% of institutions that do not require the submission of narrative reports, plan to introduce reporting procedures in the near future. 4.3% of institutions that do not require the submission of financial and/or narrative reports, do not plan to introduce reporting procedures in the near future.

A total of 3,838,485.00 BAM was allocated without the obligation to submit reports (3.3% of the total amount, as compared to 2.2% of the amount that was allocated without the obligation to submit reports in 2007).

53% of surveyed institutions have reported they conduct analyses of results of the work of CAs/NGOs for which the funds were allocated; 24.9% exclusively perform financial analyses, while 22.2% do not perform any form of result-based or expenditure analyses for the allocated funds. The number of institutions which conduct programme and/or financial analyses increased by 29 percentage points in 2008.

Unlike in 2007, when the main reported reason for not conducting analyses was the lack of qualified staff, in 2008 the main reason reported was the lack of funds for conducting analyses. The lack of need to conduct detailed analyses of implemented activities and budgetary expenditures due to the “insignificant amount of allocated funds” remains one of the most frequently reported additional reasons for the absence of analyses.

Graph 13. Reasons for not conducting analyses of results of work of funded CAs/NGOs, 2008
(percentage composition)



Brief overview: neighbouring countries

Because of the lack of data for 2008 for neighbouring countries, the following estimates for Bosnia and Herzegovina refer to the total amount planned by the governmental sector for the non-governmental sector in 2007 (107,219,316.05 BAM).¹⁶

In 2008, the number of registered CAs/NGOs in Bosnia and Herzegovina was 12,189.¹⁷ In the Republic of Croatia, the number of registered CAs/NGOs was 34,149¹⁸, while the estimated number of registered CAs/NGOs in the Republic of Serbia was 2,000.¹⁹

¹⁶ IBHI, *Government Allocations for the Non-governmental Sector in Bosnia and Herzegovina in 2007*, (Sarajevo: IBHI, July 2008).

¹⁷ Kronauer Consulting, *Analysis of the Status of the Civil Sector in BiH*, (Sarajevo: Kronauer Consulting, 2009)

¹⁸ Tomislav Tadić, 'Jedna udruga na 129 stanovnika', (One association per 129 inhabitants), <www.vjesnik.hr>, (16-17/02/08) <www.vjesnik.hr/pdf/2008/02/16/06A6.PDF>, [accessed 30/01/09].

¹⁹ Estimate of the Centre for Development of the Non-Profit Sector, <www.crnps.org.yu>.

Table 2. Allocations of governmental institutions for the non-governmental sector as a share of the GDP, 2007 (absolute values in BAM and percentage values)

Country	Total allocations for CAs/NGOs	GDP	Percentage of GDP
Bosnia and Herzegovina	107,219,316	21,641,000,000 ²⁰	0.50%
Republic of Croatia ²¹	326,451,707 ²²	71,970,511,804 ²³	0.45%
Republic of Serbia ²⁴	110,503,251 ²⁵	48,567,221,108 ²⁶	0.23%

In relation to the registered income of CAs/NGOs from governmental sources, the estimated income per CA/NGO in Bosnia and Herzegovina, in 2007, amounted to 8,796 BAM. For the Republic of Croatia, the estimated income from governmental sources per organisation amounted to 9,560 BAM, while in the Republic of Serbia, due to the low number of registered organisations, the income is higher, at 55,252 BAM per organisation.

Due to the need to decreased public costs arising as a result of the global economic crisis, it is probable that the positive overall trend of allocations for the non-governmental sector will be reversed in the coming period.

²⁰ The preliminary GDP estimate for 2007 amounts to 21,641 million BAM. Data from the Agency for Statistics of BiH, *Table: Basic Indicators – Annual Level*, <www.bhas.ba> [accessed 01/02/09].

²¹ BiH Central Bank mid-market exchange rate on 18/02/09: 1 BAM = 3.82119 HRK.

²² Office for Cooperation with NGOs – the Government of the Republic of Croatia, <www.uzuvrh.hr/defaulthrv.aspx> [accessed 30/01/09].

²³ The annual estimate of the GDP of the Republic of Croatia for 2007 amounted to 275,013 million HRK (72,586 million BAM). Data of the Central Bureau of Statistics of the Republic of Croatia, *Statistical Yearbook 2008*, <www.dzs.hr> [accessed 01/02/09] p. 209.

²⁴ BiH Central Bank mid-market exchange rate on 18/02/09: 1 BAM = 47.96239 RSD.

²⁵ Blic Online, *Iz budžeta u 2007. godini 60 miliona evra za stranke, crkve, NVO... (60 Million Euro From the Budget in 2007 for Parties, Churches, NGOs...)*, (30/09/08) <www.blic.rs/ekonomija.php?id=59093> [accessed 30/01/09].

²⁶ The annual estimate of the GDP of the Republic of Serbia for 2007 amounted to 2,329,400 million RSD (48,607 million BAM). Data of the Statistical Office of the Republic of Serbia, *Table: Gross Domestic Product (GDP) of the Republic of Serbia 1997-2007*, <webzrs.stat.gov.rs/axd/drugastrana.php?Sifra=0001&izbor=odel&tab=30> [accessed 01/02/09].

ANNEX I DATA TABLES

Table 1. Funds allocated to the non-governmental sector in BiH, 2008 (absolute values in BAM)

Administrative level	Total	Sports org.	Disabled veterans' org.	CAs/NGOs for social services	Other types of CAs/NGOs
BiH Ministries	6,894,801.63	1,362,193.94	0.00	125,740.31	5,406,893.18
	6,894,801.63	1,362,193.94	0.00	125,740.31	5,406,893.18
FBiH Ministries	10,421,330.25	2,217,941.98	1,391,213.51	1,605,219.65	5,206,963.88
RS Ministries	1,794,697.64	0.00	523,918.62	320,172.18	950,607.27
BD BiH Government Departments	4,641,113.12	1,016,930.16	303,872.80	0.00	3,320,324.90
	16,857,141.01	3,234,872.14	2,219,004.93	1,925,391.83	9,477,896.05
FBiH Municipalities	29,964,883.71	12,287,170.57	4,990,971.41	4,979,939.72	7,706,779.50
RS Municipalities	33,983,661.75	14,904,087.28	4,701,877.31	5,691,614.15	8,686,060.82
	63,948,545.46	27,191,257.85	9,692,848.72	10,671,553.87	16,392,840.32
Una-Sana Canton	2,179,113.58	878,740.83	755,490.66	241,002.26	303,875.78
Posavina Canton	889,618.02	471,528.67	73,872.53	37,198.17	307,019.32
Tuzla Canton	4,989,628.58	1,938,506.75	908,789.25	1,207,526.11	934,798.39
Zenica-Doboj Canton	2,178,359.14	1,099,080.94	482,005.13	146,697.03	450,574.43
Bosnia Podrinje Canton	842,889.50	471,004.75	261,959.31	57,761.95	52,161.85
Central Bosnia Canton	5,030,827.64	1,761,107.19	943,053.52	277,676.52	2,048,993.52
Herzegovina-Neretva Canton	1,289,369.82	264,056.06	518,155.52	224,236.89	282,918.83
Western-Herzegovina Canton	1,147,387.20	303,874.03	298,633.62	0.00	544,880.71
Sarajevo Canton	11,383,967.15	4,575,504.64	1,102,324.79	1,098,132.04	4,608,014.24
Canton10	401,742.70	220,046.71	110,022.91	31,435.08	40,237.34
	30,332,903.33	11,983,450.57	5,454,307.24	3,321,666.05	9,573,474.41
UKUPNO	118,033,391.43	43,771,774.50	17,366,160.89	16,044,352.06	40,851,103.96

Table 2. Funds allocated to the non-governmental sector by surveyed institutions at the level of the BiH, FBiH, RS and BD BiH Governments, 2008 (absolute values in BAM)

Administrative level	Total	Sports org.	Disabled veterans' org.	CAs/NGOs for social services	Other types of CAs/NGOs
BiH Government	6,894,801.63	1,362,193.94	0.00	125,740.31	5,406,893.18
FBiH Government	70,719,117.29	26,488,563.12	11,836,492.16	9,906,825.42	22,487,217.79
RS Government	35,778,359.39	14,904,087.28	5,225,795.93	6,011,786.33	9,636,668.09
BD BiH Government	4,641,113.12	1,016,930.16	303,872.80	0.00	3,320,324.90

ANNEX II SAMPLE AND METHODOLOGY

Sample and response rates

The total population comprises of 280 government institutions: all municipalities in BiH, all cantonal, entity and state ministries and departments of the BD BiH Government. The target population included 249 government institutions at different administrative levels that are of relevance for the allocation of funds to non-governmental organisations (sports organisations, disabled veterans' associations and related organisations;²⁷ CAs/NGOs focusing on the provision of social services/social protection to citizens and other types of CAs/NGOs). The target population included ministries with the following jurisdiction:

- labour;
- social policy/protection;
- health;
- education;
- environment;
- civil affairs;
- financing; and
- rural development/agriculture.

Stratification: the sample was divided into 16 strata in order to take into account the different administrative sources for the allocation of funds. The strata and corresponding response rates are presented in the following table.

Table 1. The number of governmental institutions included in the sample and response rates by stratum, 2008 (absolute and percentage values)

Administrative level	Sample / [responses]	Response rate by stratum	Administrative level	Sample / [responses]	Response rate by stratum
BiH Ministries	9 [6]	66.7%	Bosnia Podrinje Canton	5 [5]	100.0%
FBiH Ministries	30 [28]	93.3%	Central Bosnia Canton	6 [5]	83.3%
RS Ministries	10 [9]	90.0%	Herzegovina-Neretva Canton	6 [6]	100.0%
BD BiH Gov. Departments	5 [5]	100.0%	Western-Herzegovina Canton	4 [4]	100.0%
Una-Sana Canton	5 [5]	100.0%	Sarajevo Canton	6 [6]	100.0%
Posavina Canton	4 [4]	100.0%	Canton10	5 [5]	100.0%
Tuzla Canton	7 [7]	100.0%	FBiH Municipalities	79 [64]	81.0%
Zenica-Doboj Canton	6 [6]	100.0%	RS Municipalities	62 [53]	85.5%
			Total:	249 [218]	87.6%

Representativeness was achieved at the following levels:

BiH: total of 218 institutions
 FBiH: total of 145 (28 + 64 + 53)
 RS: total 62 (9 + 53)
 FBiH municipalities: 64
 RS municipalities: 53
 Cantonal ministries, total only (not individually by canton): 53

²⁷ The Federal Ministry of Finance forwarded the questionnaire to FBiH Governmental institutions. Thus, the planned sample was expanded from 232 to 249 institutions.

METHODOLOGY

The questionnaire was submitted together with a letter explaining the purpose of the research, to the target institutions.

If a response was not received within 3 weeks, institutions were contacted by telephone and submitted a letter of urgency. This procedure was repeated until a representative sample was achieved. Data was collected over the period 19 November 2008 – 26 January 2009.

Changes in the 2008 questionnaire compared to 2007

The 2008 questionnaire was changed in relation to 2007 with the aim of addressing the need for additional information on allocations for CAs/NGOs that focus on social services/social protection, as well as gathering additional information on public tender procedures, reporting and analysis of fund allocations.

Changes in the questionnaire consist of the following:

1. The question on individual amounts allocated to sports organisations, disabled veterans' associations and related organisations and other CAs/NGOs was expanded so that the category "other CAs/NGOs" was divided into "CAs/NGOs focusing on social protection/social services" and "other types of CAs/NGOs".
2. The question on allocation procedures was expanded to collect information on whether institutions allocate the entire sum through public tenders, part of the sum or whether the entire amount is allocated through other procedures.
3. A question was introduced to collect information on categories of CAs/NGOs that use public tenders when allocating funds, in cases where public tenders are used for allocating only part of the total funds.
4. A question was introduced on allocation procedures in cases where the total amount is allocated through procedures other than public tenders, whether this is through: distribution through annual programmes, individual decisions or other methods.
5. The question on submission of reports was expanded to include information on whether the institutions require: financial and narrative reports, only financial or only narrative reports.
6. Two questions were introduced on whether the institution plans to introduce regular reporting procedures through the submission of financial or narrative reports by CAs/NGOs in those cases where they currently do not require both, or one of these reports.
7. A separate question was introduced to collect information on the reasons why the institution does not analyse results of projects implemented with the allocated funds.

In certain cases, the changes in the questionnaires influenced the comparability of 2007 and 2008 data. This particularly concerns the split of "other CAs/NGOs" into "CAs/NGOs focusing on social protection/social services" and "other types of CAs/NGOs", where 2008 data for the two separate categories was merged in order to enable comparisons with 2007.

Methodological notes

It must be kept in mind that the amounts provided in this document are estimates of the amounts reported by surveyed institutions. It is probable that institutions that were not included in the survey also allocate funds for the non-governmental sector.

Along with the planned amount for 2008, a number of institutions also reported the amount of funds realised up to the survey period. Due to discrepancies in data on planned amounts, the calculations were based on the **planned amount** for 2008.



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