
DEVELOPMENT OF PUBLIC MANAGEMENT IN BOSNIA AND HERZEGOVINA

Review

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Abstract

Public management continues to change at least in Bosnia and Herzegovina, even though it hovers at the door of the European Union. The interest in the concept of governance in public administration in Bosnia and Herzegovina is of recent date, which is why there is a lack of relevant research in this area. And certainly the specificities of the country's own organization contribute to the diversity of research and possible solutions and changes. The public sector in Bosnia and Herzegovina simply means public companies, public institutions and public administration (state, federal and county government and local self-government). This research, from the point of view of users of public administration services, also established a medium level of development of public management with regard to its functions and sought to obtain a more realistic picture from the point of view of citizens as users of its services.

Keywords: *public management, newpublic management, public sector, development, Bosnia and Herzegovina*

1. INTRODUCTION

Management involves the ability to manage resources, devise plans and encourage investment. In this context, it should be crucial to meeting human needs. We all pay the price if it's less efficient than it should or could be.

Unfortunately, the situation is not satisfactory in the public sector. This is where the money is mainly collected from taxes paid by citizens, and yet this money is least spent to meet their needs.

The concept of public management is the concept of a recent date in the public administration system, which aims to make the public administration system more efficient and of high quality in order to fully meet the requirements of users. The application of the concept of public management enables public administration organizations to better organize their businesses, operate more rationally, increase the quality of service delivery to end-users and continue to implement certain structural reforms.

The public sector in Bosnia and Herzegovina encompasses the institutions of the legislative, executive and judicial branches of government, public administration and all activities in which the state, entities, cantons, Brcko District, cities and municipalities have legal and property

rights, such as education, health, pension, disability and social protection, public enterprises or publicly owned companies, natural and cultural resources and other. Available at: <http://www.dei.gov.ba/dei/dokumenti/uskladjivanje/default.aspx?id=10275&langTag=bs-BA> (Accessed: 30.03.2019).

The emphasis in this paper is on defining terms such as administration, public administration and public management. The scope of this research is defined in Bosnia and Herzegovina because this country is specific. On the basis of everything, the conclusion is drawn about the development of public management in view of its functions from the standpoint of its users, actually in this case only citizens.

2. THEORETICAL REVIEW

In order to approximate the concept of public management, it is necessary to start from the basic components of the concept of public management. First of all, the term management, and then the concept of administration and public administration, since they represent the public sector system, that is, the system of management in public administration.

If one starts from the contemporary conception of the rule of law, **the administration** exercises its public function as a regulator of social processes. In the complex and dynamic conditions of modern life, it is the public administration that organizational infrastructure which has a great professional knowledge, human and material resources for efficient and effective public activity. At the same time, with the increase of the role of the administration as a public service instrument, its role as a practitioner of political power and coercion decreases, which is reflected directly in its overall activity or administrative activity at all (Milenković, 2009).

In scientific circles, there is still no general consensus on the notion of public administration, and this area is described as more heterodox than orthodox. First of all, the distinction is made between public administration and that which is private, non-public, in view of the management context, with governance in the political context being characteristic of public administration. (Heady, 2006).

Thus, the concept of public administration is not limited to the state administration, which is a very important part of it, but also applies to regional and local self-government, public companies, the activity of concessionaires and subsidized private persons in the performance of public services (Perko Šeparović, 2006).

Public administration is an organization that provides services to citizens, legal entities and the wider community. Services in public administration are intangible and in this context in a slightly different position from material ones. The activity of public administration is related to the provision of state administration services in the field of social protection, health, education, culture, security, protection of rights and freedom to citizens, ecology, users, and such services are intangible. Each area of this activity contributes to the organization and quality of the overall life for the individual and the wider community (Gužalić, 2005).

Management is a process of shaping and maintaining an environment in which individuals, working together in groups, efficiently realize the chosen goals (Weihrich i Koontz, 1998).

The word "management" comes from the English word "management" and is most often associated with terms such as management and management. Management is both a complex concept and a complex phenomenon related to: (1) the process, (2) the holders of certain functions, (3) the skill, (4) scientific discipline, (5) the profession, sometimes at (6) function in the company. The process aspect defines management as a process of work with others and others in achieving organizational goals in a changing environment with effective and efficient use of limited resources (Buble, 2006)



Source: Wehrich, Koontz, 1994:15-17

Figure 1 Basic Management Functions

Management is necessary both in its entirety and in its parts, dealing with human beings who will be able to work together to make their own forces effective and their weakness irrelevant. We belong to any institution and we are witnesses of the implementation of good or bad leadership and fulfillment of this institution's mission. As management goes through its functions and moves from the beginning to the end it is actually a living being that is developing alongside the changes, needs and possibilities. Achievement as a major part of the internal part of the organization and external result are the main benchmarks that show the success and completeness of management (Drucker, 2005).

The concept of **public management** in itself includes and represents a greater dynamics of the work of the public administration bodies, it represents the orientation of public administration to activity by benchmarks similar to those in economic organizations in solving problems that are at the moment most important for a particular society and constitutional responsibility of the public administration (Pusić, 1993).

Public management or business management in public administration is a way that helps management to find the answer. This is a process in which management through employees implements the strategy of public administration development. Public Management implies effective and effective management and coordination of public administration in five areas: human resources management, asset management, resource management, information management and self-management (Peters, 1996).

Public management means seeking to bring most of the values and techniques of the private sector into the public sector, or seeking to reform the public sector so that it becomes more competitive and effective in the use of resources and services, and more directly accountable to the public through the application of a managerial approach in public administration as part of a broad movement to introduce market criteria into government action. The managerial approach is particularly popular in the Anglo-American countries, where it is defined as New Public Management and represents a change in the way government functions by incorporating market mechanisms and instruments in the public sector, resulting in improved efficiency, effectiveness and quality of service. the democratic effect of involving citizens in decision-making processes and setting priorities and needs that public services must meet (Đorđević, 2008).

The differences between public and private management determined by comparing the jobs of leading US public and private managers are: a) a limited timeframe for planning; b) a shorter appointment period; c) differences in methods and methods of performance measurement; d) autonomy in making personal decisions and directing the organization they lead; e) Different dominant values that the organization represents and promotes; f) various measures of exposure to influence and control from politics, to the public 1 of the media; g) Different impact of legislation and judiciary on work and decisions; h) clear or blurred lines of responsibility, and others (Allison, 1980).

The managerial approach to public administration is imported from the practice of managing private companies and emphasizes the freedom of the managerial staff in the organization and its responsibility for the final result to which the entire activity of the organization is subjected. This approach is also emphasized in contemporary public administration reforms that have been implemented in many countries since the late 1970s under the umbrella of a common doctrinal matrix known as **new public management**. However, the managerial approach consistently and radically applied in public administration is often contrary to the usual settings of its operation. This applies in particular to formalized forms of communication of treatment, protection of human rights, procedural correctness, official relations and the legal status of employees who, under traditional management, rest on their careers, seniority and formal education. Also, the independence of the management staff, emphasized by the managerial approach, sometimes contradicts the principles of the hierarchical organization of public administration (eg the principle of regular communication path, impersonal hierarchical relations, etc.), there are difficulties in determining and measuring quality in the public sector. etc. (Pusić, 2002).

New public management is the management philosophy used by governments since the 1980s to modernize the public sector. New public management is a broad and very complex term used to describe a series of public sector reforms around the world since the 1980s. Based on public choice and management schools of thought, new public management seeks to improve the efficiency of the public sector and the control that the government has over the public sector. The main hypothesis in the wave of reform of new public management is that greater market orientation in the public sector will lead to greater cost-effectiveness of governments without negative consequences for other goals or considerations (Perko-Šeparović, 2006).

3. SCOPE OF RESEARCH

3.1. The specificity of Bosnia and Herzegovina

Despite the fact that effective management or management is important for public administration, it does not pay enough attention to the public administration in Bosnia and Herzegovina. He has been talking about it only for the last ten years and he has only recently been paying more attention to the more effective management of public administration. Management in public administration has recently come to the literature as public management, replacing the concept of public administration that was in use before (Možina, S., et.al., 2002).

The state of Bosnia and Herzegovina, established in its present-day constitution by the 1995 Dayton Peace Agreement, has a limited central authority with most of the functions delegated to two entities: the Federation of Bosnia and Herzegovina and the Republika Srpska. Both entities have their own governments and civilian structures. The Federation of Bosnia and Herzegovina is highly decentralized and has ten cantonal governments. Unlike FBiH, Republika Srpska has one centralized government. Brcko District of Bosnia and Herzegovina is the third administrative unit under international administration. In March 2000., an amendment to the Constitution of Bosnia and Herzegovina was adopted, regulating the Brcko District of BiH in accordance with the decision of the Arbitration Tribunal. The whole country has 14 administrative-administrative units, five levels of administration and more than 150 ministries and government agencies. Available at: <http://www.mhrr.gov.ba/PDF/LjudskaPrava/Core.pdf> (Accessed:26.03.2019). The Herzegovina-Neretva County is the seventh out of ten counties in the Federation of Bosnia and Herzegovina. It is located in the southern part of Bosnia and Herzegovina and encompasses the area around the Neretva River and overlooks the sea. It consists of the following municipalities: Capljina, Citluk, Jablanica, Konjic, Mostar, Neum, Prozor-Rama, Ravno and Stolac. The county center is the city of Mostar. Available at: <https://www.vlada-hnz-k.ba/> (Accessed: 20.03.2019).

Table 1 Population by ethnic origin in Mostar from population census in 2013.

Ethnic origin	Population
Croats	51,216
Muslims	46,752
Serbs	4,421
Others	3,408
<i>Total</i>	<i>105,797</i>

Source: Available at: <http://fzs.ba/> (Accessed:19.3.2019.)

Bosnia and Herzegovina as a country is certainly specific. Considering that the public sector in Bosnia and Herzegovina encompasses the institutions of legislative, executive and judicial authorities, public administration and all activities in which the state, entities, cantons, Brcko District, cities and municipalities have jurisdictional rights, such as education, health, pension and disability and social protection, public enterprises or publicly owned companies, natural and cultural resources and the like.

In other words, the public sector in Bosnia and Herzegovina simply means public companies, public institutions and public administration (state, federal and county government and local self-government). Available at: <http://www.dei.gov.ba/dei/dokumenti/uskladjivanje/default.aspx?id=10275&langTag=bs-BA> (Accessed:30.03.2019).

Therefore, as a geographic scope for future research, Bosnia and Herzegovina is very interesting. And as such a criterion, the city of Mostar was selected as the county center for this research.

3.2. The Role of Citizens in Public Management Analysis

Public management analysis can be done in the same way as private sector management analysis, taking into account differences in selecting the performance to be analyzed. Analysis of public management can also be conducted as an analysis of the management of the organization as a whole and the management of parts of the organization and areas of business, and it is necessary to consider separately the management of functions in the organization of public administration, the performance of which constitutes the process of business organization, because the management of business functions, ie functional areas business, connected as a whole constitutes the overall process of managing an organization (Jovanović, 2006).

In relation to citizens and the social environment, the most important issue is the problem of responsiveness, ie the extent to which the administration respects the requirements that come from the social environment. Management should be open to feedback from the public (citizens, civil society, the private sector) on their work, or on intended decisions (eg in the process of public policy making, drafting regulations, etc.). The relationship is two-way, from citizens to public authorities, which takes into account the opinions and suggestions of the public when making decisions or correcting their work (OECD, 2001; Bannister, Connolly, 2010).

Citizens of modern democracies are not just consumers of public services but members of a political community with special civil rights and obligations. These rights are mostly related to public administration, according to which citizens submit requests that the administration should respect and fulfill. The concept of citizenship has a connotation of activities and contradicts the passive concept of consumers, ie consumer services in the private sector. In order to exercise their rights and influence the quality of services, citizens must use formal and informal methods of pressure (media, petitions, initiatives, debates, etc.). While in contrast, private sector users may be totally indifferent to quality in a private company because it will be done for them by the market mechanism. If a citizen is dissatisfied with the service in the private sector, he will simply seek the

service and obtain it from another provider until he finds a service that fully meets his requirements, and the service providers must consider the quality and satisfaction of the customer as this is a requirement for their survival in the market. Furthermore, certain services have a monopoly position in the public sector, and there is no exaggerated tendency to increase the quality of their services (Kettl, Dilulio, John, 1995).

4. RESEARCH

4.1. Description and Objective of Research

The aim of the research was to try to get answers among public service users, citizens, about how they see some of the elements of management functions (planning, organizing, staffing, leadership, controlling). For this research, the city of Mostar was chosen because it is a county center.

The survey sample consisted of 165 respondents. Citizens have been told in advance that the inquiry is anonymous and that the data obtained will be used for research purposes.

4.2. Respondent structure and importance of public management

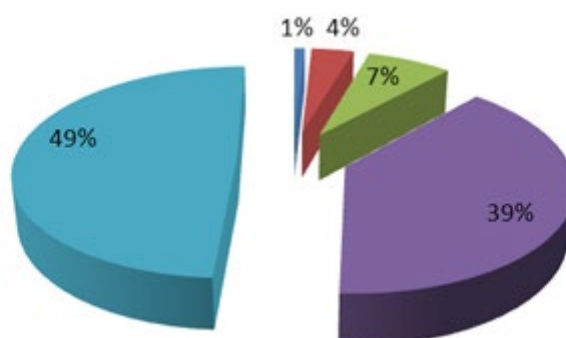
In order to gain a better insight into the structure of the respondents, an analysis was made according to socio-economic and demographic characteristics, as can be seen in the following Table 2.

Table 2 Analysis of respondents

SEX	AGE	EDUCATION
male 31%	Up to 20 years 2%	SSS or lower 20%
female 69%	21-30 25%	VŠS 8%
	31-40 40%	VSS 67%
	41-50 20%	magistrate and more 5%
	More than 51 13%	

Source: author

When asked *how important they think public management is important*, 49% of respondents think it is very important, 39% think it is important, 7% are neither important nor irrelevant, 4% are partially important, while only 1% consider public management irrelevant.



Source: author

Graph 1 The importance of public management

4.3. Development of public management based on its functions

As already emphasized, the development of public management has been analyzed by research of individual functions of management and / or public management, namely: planning, organizing, staffing, leading and controlling, from the point of view of the citizens of Mostar.

Respondents were offered Likret's response scale, ranging from 1 to 5, respectively, from absolutely disagree to the absolute agree.

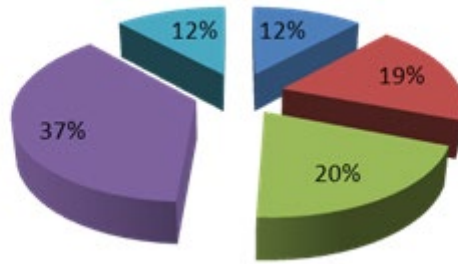
Table 3 Analysis of the results of the PLANNING function

Claims on development of PLANNING function	1 absolutely disagree		2 disagree		3 neither agree nor disagree		4 somewhat agree		5 absolutely agree		average grade
	number of respondents	%	number of respondents	%	number of respondents	%	number of respondents	%	number of respondents	%	
management is autonomous and independent in decision making	33	20	47	28,48	42	25,45	34	20,61	9	5,45	2,63
management is aware of the good and bad sides of public service	29	17,58	33	20	53	32,12	41	24,85	9	5,45	2,81
The vision and mission are clearly defined	15	9,09	25	15,15	44	26,67	55	33,33	26	15,76	3,31
the goals are clearly defined	12	7,27	3	1,82	20	12,12	55	33,33	75	45,45	4,08
strategies are known	23	13,94	43	26,06	39	23,64	43	26,06	17	10,3	2,93
The PLANNING function is developed	13	7,88	22	13,13	50	30,3	62	37,58	18	10,91	3,30

Source: author

Inquiries about the allegations concerning the ORGANIZING function were also widely answered by the respondents.

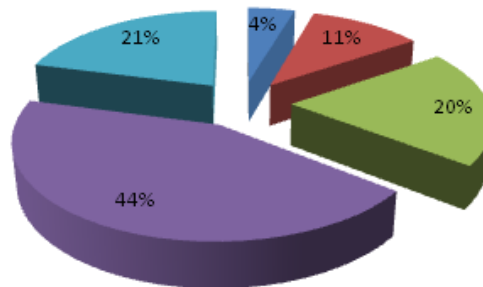
On the claim that *the funds and staff are adequately organized*, 37% of the respondents consider the date absolutely disagreeing, 20% disagree, 19% disagree or disagree, 12% disagree, while 12% absolutely agree.



Source: author

Graph 2 Resources and staff are adequately organized

According to the claim that *the organizational structure and the defined goals are harmonized*, 44% of the respondents believe that they absolutely disagree, 21% disagree, 20% neither agree nor disagree, 11% somewhat agree, while only 4% absolutely agree.



Source: author

Graph 3 The organizational structure and the defined goals are aligned

Some of the queries about the claims related to STAFFING functions were answered by the respondents:

According to the claim that *human resources needs are determined on the basis of real needs*, 65% of respondents believe that they absolutely disagree, 26% disagree, 4% neither agree nor disagree, 3% somewhat agree, while only 2% absolutely agree .

On the claim that *promotion is made possible based on work results*, 66% of respondents think they absolutely disagree, 28% disagree, 1% disagree or disagree, 2% disagree, while only 3% agree absolutely.

Table 4 Analysis of the results of the LEADERSHIP function

Claims about the development of the LEADERSHIP function	1 absolutely disagree		2 disagree		3 neither agree nor disagree		4 somewhat agree		5 absolutely agree		Average grade
	number of respondents	%	number of respondents	%	%	%	%	%			
management encourages creativity and innovation in work	33	20	47	28,48	42	25,45	34	20,61	9	5,45	2,63
management encourages teamwork	29	17,58	33	20	53	32,12	41	24,85	9	5,45	2,81
Management delegates jobs	15	9,09	25	15,15	44	26,67	55	33,33	26	15,76	3,31
The LEADERSHIP function has been developed	55	33,33	75	45,45	20	12,12	12	7,27	3	1,82	4,08

Source: author

Some of the queries regarding the claims regarding the CONTROLLING function were answered by:

According to the claim *about periodic review and comparison*, 15% of respondents believe they absolutely disagree, 6% disagree, 10% neither agree nor disagree, 55% somewhat agree, while only 14% absolutely agree.

According to the claim that *labor standards are clearly defined in appropriate documentation and regulations*, 12% of respondents believe they absolutely disagree, 8% disagree, 7% neither agree nor disagree, 62% somewhat agree, while only 11% agree agrees.

According to the opinions of the citizens of Mostar, the county center of the HNŽ, it can be concluded that public management in this research has medium development.

Citizens believe that the most attention is paid to functions such as planning and controlling, and least to organizing and leadership, while the staffing is considered inconsistent with the initial planning.

When asked, open-minded, about some of the illogicalities or frustrations that result from this management, the citizens listed the following:

- *nepotism in employment,*
- *corruption,*
- *party employment,*
- *irresponsibility of employees,*
- *lack of professionalism,*
- *lack of creativity of the staff,*
- *low quality of the services they provide,*
- *high costs,*
- *low transparency of work,*

- *the accumulation of various services and institutions without a specific goal,*
- *insufficient involvement of science, educational institutions and experts,*
- *legal restrictions,*
- *inadequate laws,*
- *increasing unnecessary regulations and more.*

These are just some of the claims that characterize the current state of public management in Bosnia and Herzegovina from the point of view of citizens. All these problems indicate that change is badly needed.

5. CONCLUSION

Like any business, public management requires analysis to determine its level of development, all with the aim of improving functioning.

The research was conducted in Bosnia and Herzegovina, in Mostar, which belongs to the Herzegovina-Neretva County. And given the specificity of the city and the county itself, citizens provided specific answers about the development of certain functions of public management, such as planning, organizing, staffing, managing and controlling.

According to the opinions of the citizens of Mostar, the county center of the HNŽ, it can be concluded that public management in this research has medium development.

Citizens believe that the most attention is paid to functions such as planning and controlling, and least to organizing and leadership, while the staffing is considered inconsistent with the initial planning.

Also there are some of the illogicalities that characterize the current state of public management in Bosnia and Herzegovina, such as redundancies, nepotism in employment, corruption, party employment and more. What is certain is fact that change is necessary.

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