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## MEASUREMENT OF ORGANIZATIONAL CULTURE IN PUBLIC ADMINISTRATION: CASE STUDY OF 5 MUNICIPALITIES IN BOSNIA AND HERZEGOVINA

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**Abstract:** *Public administration is classified into a specific organizational form that follows the development of all civilizations. Today, more than ever, we deal with creating a new model of public administration. The reform of public administration intends to achieve the model adjusted to the needs of society, based on lawful solutions, and real conditions. The EU integration process puts a pressure on public administration to deliver better service, with more and more demands to increase the skills of employees, to make performance of duties and tasks more effective, adhering to the principles of good governance.*

*This paper presents a study of administrative body's organizational culture, based on the selected standpoint that the organizational culture is defined as a set of values, norms and beliefs in which the servants in administrative body share the same opinion. This brought ten characteristic values that can be shaped into the mission of observed local self-government (public administration) unit. We tried to estimate through this research how civil servants perceive these ten values, and whether they like it or not.*

**Keywords:** *public administration, organizational culture, measurement*

### 1. Introduction

Public administration fits into a specific organizational form that follows the development of all civilizations. Today, more than ever, we deal with creating a new model of public administration. The reform of public administration intends to achieve the model adjusted to the needs of society, based on lawful solutions, and real conditions. The principles of the European Charter on Local

Self-Government are built into this process, which, among other things, define governance as the right and the ability of local community to manage the important portion of public affairs within the legal boundaries.

Public administration reform in Bosnia and Herzegovina is one of the six key priorities of the European Partnership, and Public administration capable to adopt and implement the *Acquis Communautaire* (EU acquis) is one of the most important preconditions for membership in the European Union. Building of administrative capacities, ready to adopt and implement the 35 chapters of EU legislation – is the

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criterion for all countries wishing to become members of the Union, set in Copenhagen in 1993, and confirmed two years later in Madrid. Obligations of B&H towards the EU are defined through the Stabilisation and Association Agreement (On 16 June 2008 in Luxembourg Bosnia and Herzegovina signed the Stabilization and Association Agreement (SAA) with the European Union. This was the biggest step towards the membership in this biggest international creation which gathers developed countries of the European continent. After signing the Agreement, the next step is attaining the status of a candidate country for EU membership), whereby the country has committed itself to adopt and to implement "legislative, administrative, institutional and economic reforms". Current efforts being made in public administration reform will probably have little influence on the actual administration's effectiveness, because the focal issues are still political and not administrative. (SIGMA report, 2010)

The concept of Public administration – which includes skills, authority, expertise and responsibility – is not well understood; evaluation principle is not used for new employees, and employees are insufficiently qualified. The efforts on public administration reform in B&H had little or no political support of local political power and were not successful in solving the acute problems of state administration. (SIGMA report, 2010)

From SIGMA reports, as well as from the other reports that treat Public administration in B&H, it is clear that Public administration and, above all, units of local self-government have distinct characteristics of traditional bureaucracy, including a hierarchical structure, low level of training, poor working culture and the overall orientation towards internal processes rather than focusing towards meeting the needs of all interest groups. It is obvious that the mandate of local government requires new capacities, attitudes and approaches. This, however, includes the improvement of relations between the municipal councils and the

administration (executive power), between the management (municipal mayor and managerial officials) and the executors of the operations (state servants and employees), and between municipalities and interest groups.

Improvement of organizational efficiency in Public administration requires a paradigm shift from the introvert, bureaucratic systems, processes and attitudes, towards new ways of working that put the needs of the public to the fore. (White paper, 1997) The introduction of quality management systems in local self-government units can serve as a postmodern organizational theory in the context of a broader transformation associated with quality. In this context, a quality management is basically seen as a part of cultural revival that will represent a challenge to the rigidity of bureaucracy. (Tuchman, 1994)

Simultaneously, the local self-government units are faced with the growing demands and expectations to establish and organize their administration in a way that will allow them to be sensitive to the needs of local communities; to improve the public service culture and the accountability of employees; determine service standards for the existing and new services and make them publicly available, and become oriented to all interest groups.

Organizational changes mean that people must change themselves. The technique of changing the organization comes down to a question how to change people, their attitudes, habits and values, i.e. how to change the organizational culture. Numerous studies performed worldwide have shown that structural-functional reforms in administration have significantly less impact if the organizational culture type is not changed. (Koprić, 2004)

The types of organizational culture with reactive approach are predominant in Bosnia and Herzegovina and in neighbouring countries. Objectives of civil servants in such organization are to maintain the current

situation, to perform their tasks carefully and traditionally and to respond only to unavoidable issues. The civil servants, as a rule, perform their tasks according to pre-established rules and procedures, and the expectations from employees are clearly defined at the top of the organization, while deviations from the rules are treated as non-functional. This culture is suitable for individuals who prefer safety and order, while individuals who prefer creativity and innovation consider it as demotivating.

## 2. Local self-government

### 2.1. The concept of local self-government

Local self-government is the common name for various organized ways in which the citizens of local community relatively independently regulate public affairs and manage them at their own risk.

European Charter on Local Self-Government implies under local government the right and the ability of local governments to regulate and to manage the important share of public affairs in the interest of local inhabitants and at their own risk.

Decision-making and managing the local community is carried out by the members of the community themselves, whether directly or through their elected representatives. The development of local self-government is also one of the prerequisites of democracy and the rule of law, and since the self-government of local communities is usually guaranteed by the Constitution, it practically represents an obligation for the State to provide conditions for smooth, continuous functioning of the local community. Its special quality is that, in performing public affairs, provides citizen with an active relation and position to decide or at least to influence the decisions. Therefore, the importance and quality of local self-government is primarily expressed in the possibility of greater articulation of every day's needs and interest of citizens in a way where they become relevant factor in

decision-making.

In contrast to the State administration, characterized by hierarchical relationship, the subordination of lower to higher bodies, and centralized operations, the primary characteristics of local self-government are: autonomy and independence, decentralization and democratization.

#### 2.1.1. Type of organization of local self-government in Bosnia and Herzegovina

The Constitution of Bosnia and Herzegovina (Annex 4 of the General Framework Agreement for Peace in B&H – The Dayton Agreement) does not contain provisions on local self-government, except that in the part on territorial organization of Bosnia and Herzegovina, the provision establishing "obligation of entity and all its lower units" (The Constitution of B&H, 2013) defines obligation of all public officials in Bosnia and Herzegovina to adhere to the principles of international law and to respect the Constitution which says that "Bosnia and Herzegovina is a democratic state that operates on the principle of the rule of law and on the basis of free and democratic elections; and that the general principles of international law are a consisting part of the law order of Bosnia and Herzegovina" (The Constitution of B&H, 2013).

Also, there is no law regulating this area on the state level, even though there were advocates to bring the "umbrella" law on Local Self-Government. Therefore, the local self-government is outside the competence of the state authorities of Bosnia and Herzegovina.

Bosnia and Herzegovina ratified the European Charter of Local Self-Government on 12 July 2002, which was an obligation overtaken by the reception of B&H into the Council of Europe on April 2002.

The local self-government in B&H is developed through two separate and significantly different forms of organization – the one in Republic of Srpska and the one

in Federation of B&H. The reason for this is that the structure of the two entities of Bosnia and Herzegovina differs a lot, and therefore the local self-government has different treatment in Federation of B&H and in Republic of Srpska. This is reflected in different jurisdictions that constitutions and laws confer on municipalities as units of local self-government, in different level in which municipalities establish trusted power and in different relations of municipalities with higher levels of authority, as well as in different number of levels of authority.

There are 80 municipalities in the Federation of B&H and 62 municipalities in Republic of Srpska. Brčko is a separate administrative unit – a District. There are currently twelve cities having status of local self-government in B&H: Sarajevo, Mostar, Zenica, Tuzla, Bihać and Široki Brijeg in FB&H and Banja Luka, Istočno Sarajevo, Bijeljina, Doboj, Prijedor and Trebinje in Republic of Srpska.

### 3. Organizational culture

#### 3.1. Introduction

The organization's ability to manage the process of continuous improvement highly depends on the culture of organization. The organizational culture is the foundation upon which the organizational changes are based, and understanding the culture can help in quality system implementation through focusing on the key issues of changes. On the other hand, in the context of political modernization, mostly conditioned by stabilization and association process, and by a need to change the classic roles of state administration and the public sector, the classic regulatory approach does not provide appropriate response to the change of external and internal environment and is increasingly replaced by creative partnership with social subsystems.

The old organizational paradigm is no longer capable to offer concepts explaining why some organizations or national economy

successfully achieve their goals, and some do not. With the development of the theory of organization in the 1980's, there are new concepts introducing new significant "soft" factors that affect the success of the organization.

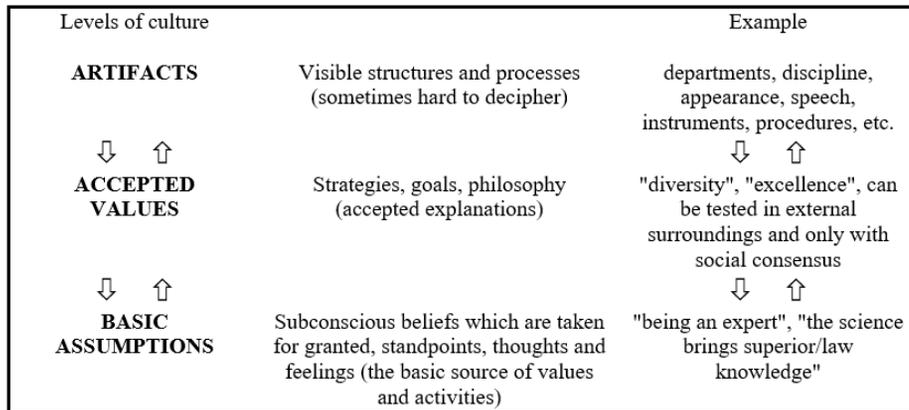
Schein describes organizational culture as "a model of basic assumptions invented, discovered or developed by some groups in the process of learning how to deal with its problems of external and internal integration, and which functioned well enough to be considered valid, and new members need to learn it as the correct way of acceptance, thinking or feeling these problems" (Schein, 2004). The quoted definition of organizational culture states that culture in organization is created, developed and regenerated through the process. According to Schein, the organizational culture consists of three levels: the level of visible phenomena and artefacts, the level of values, and the level of invisible, subconscious basic assumptions (Figure 1.).

Presented levels of organizational culture help us to understand how complex and difficult is to change it, because we can decode the patterns of action and thus establish the ways of changing in a way that through recognition of visible phenomena and actions we determine its values and recognize its mismatch with the basic assumptions. Ignorance or disregard of organizational culture in all three of these aspects can lead to that even the ideal plans are not realized and that the best solutions do not function.

Kilmann, Saxton, Serpa and associates explain that the culture is "common philosophy, ideology, values, assumptions, beliefs, expectations, attitudes and norms that structure the community together. These psychological traits reveal the agreement of group, implicit or explicit, on how to approach decision-making and solving the problem, the way things are done here." (Kilmann et al., 1985). They also note that the culture has an impact to a level that

provides direction and force, and is omnipresent. The direction refers to the direction caused by a particular culture, followed by the organization; the power

refers to the level of pressure that culture imposes to community members, and the ubiquity represents the extent to which the culture is shared.



**Figure 1.** Levels of the organizational culture (Schein, 2004)

Basic principles of quality management, such as customer orientation, mutually beneficial relationships to suppliers and customers, continuous improvement of products and services, holistic, systemic and process approach to management, directing employees towards quality in a systematic manner and process is based to the approach of management, directing employees and management towards quality can have an impact or influence or can lead to the transformation of values, norms, vision and mission of the organization, group attitudes and behaviour, in other words, the components of the organizational culture. (Goetsch et al., 2008)

Changes at the level of organizational culture are of immeasurable importance. As Schein states, "structures, systems and procedures are important, but they are secondary mechanisms of change. Changing of culture is a key objective of the quality management system ". (Schein, 2004)

### 3.2. Significance and types of organizational culture

The predominant attitude in the literature is

that, from the standpoint of management, the organizational culture reinforces commitment to the organization and increases the uniformity in behaviour of employees. On the other hand, from the standpoint of employees, the organizational culture is important because it reduces ambiguity, suggesting how the job should be done and what is really important in given organization. However, the fact is that organizational culture can be a cause of "inertia of organization", i.e. as the culture is stronger, it prevents reactions to changes more and thus prevents or significantly hinders or slows introduction of reforms, changes, innovations etc. Some of basic functions of organizational culture are (Sikavica and. Novak, 1999):

- setting goals and values that will serve as a measure for evaluating of performance,
- provision of appropriate relationships between individuals and organization,
- determination of control of behaviour in organization, and
- promotion of quality and characteristics of employees that

will be evaluated, meaning rewarded or punished.

Managers, i.e. administration, can and must influence the organizational culture. They must be able to determine the "cultural basis" and identify people who have characteristics in accordance to defined basis. In business sector this process has much larger "space for manoeuvre", because it is possible to apply improvement potentials of such employees, as well as to eliminate those who strongly deny these values. In public administration, where it is harder to fire the employees, there are no possibilities for rewarding them, because their performance is not linked to any rewarding for achieved results. Therefore, it is necessary to develop more subtle tools and ways of rewarding those who respect and promote the desired organizational values, as well as encouraging those who struggle.

Hence, in order to perceive an individual organization as "quality", the organizational culture must recognize and accept the concept of quality in everyday activities of all employees in all segments, i.e. activities and processes.

According to significance that organizational culture has for every organization we distinguish the following organizational cultures:

- dominant culture and subculture,
- strong and weak culture,
- clear and unclear culture,
- excellent and terrible culture,
- stable and flexible culture, and
- participatory and non-participatory culture.

Each of these cultures is based on an obvious characteristic (or more of them). So, the dominant culture is the one of which most employees think the same. If a dominant culture is comprehensive and supported by employees, then we can say that it is a strong culture. As for the strong culture, it is necessary to say that this is a set of informal rules that "prescribe" how people behave, but also that their behaviour ensures better feeling for what they work. To build a strong

organizational culture, primarily the management or administration has to clearly, visibly and convincingly hold values that it implements or wants to implement. The opposite of a strong culture is a weak culture which is not supported by employees, and generally there are only a few specific values that are common.

According to the clarity and distinctness the culture can be clear and unclear. The clear culture is the one which is, upon its characteristics or symbols, recognizable to both its employees and to external environment. The unclear culture does not have visible, striking characteristics and it is not easy to recognize it and it is often a consequence of the change of management, and is similarly influenced by political changes and changes in management as a result of election.

According to its characteristic, the organizational culture can be excellent and terrible. In excellent culture there is an order that contributes to the excellence, and the employees feel as they are members of one community, almost the family. The opposite of this is a terrible culture, which is recognizable by the confusion, where it is difficult to find order, where working climate is bad and uncomfortable.

In response to the environment in which organization operates, the organizational culture can be stable and flexible. Organizations that operate in stable environment have stable culture, while organizations that operate in changing, dynamic or unsafe environment, have changing or adjustable organizational culture.

Finally, according to the level of participation that can exist among employees the culture can be participatory and non-participatory. (Sikavica and Novak, 1999)

Different cultures correspond to different organizations and different environments. There is no universally desirable and the only positive culture, e.g. strong culture is desirable but only in case if it supports

strategic goals and commitments of organization, and in fact it is extremely unfavourable and undesirable if this is not the case, because as we have stronger culture we will have greater resistance to changes, and it is more difficult to achieve desired patterns of behaviour and work. As we earlier suggested, the management, first of all, should carefully analyse and determine which are the core values and desirable characteristics to be promoted and nurtured, and accordingly influence the change of existing and creating the new, desirable culture. Also, it is known that the public administration in most countries, especially in Bosnia and Herzegovina, is oversized. This also applies to units of local self-government, and the big number of employees is one of their characteristics. Observing this in context of aforesaid about the organizational culture, as the organization is bigger and more complex, there is bigger possibility to have more than one type of culture in it. It is possible, even very likely, that the cultures will vary among employees and departments.

### **3.3. Organizational culture in the Public administration**

The culture in public administration can be observed on several levels. We can talk about the characteristic, common values, but also about cultures that characterize the state administration of not only one country, but groups of countries. On this basis, we distinguish continental-European and Anglo-Saxon countries. While the administrations of continental-European countries are marked by political and legal values (procedures), the Anglo-Saxon countries are characterized by the economic values (effects).

As there are common characteristics that distinguish the culture of one group of countries from the other, within a single country there are also groups characterized by similar or the same cultures. Within the state administration of some country, the organizational culture between different

administrative organizations can differ. According to the nature of work, we distinguish administrative organizations similar to economic organizations (tax administration) from the ones dealing with classic office works (DG), which certainly is reflected to some extent to organizational culture of those administrative organizations. Still, despite partial differences in organizational culture of some administrative organizations, there is a minimum of joint cultural elements that can be identified in all administrative organizations of some country. Therefore, one can say that organizational culture of administrative organizations, in fact, is a peculiar mix of elements of social culture on one hand, and professional cultures that occur in organization, on the other hand. (Luc, 1995)

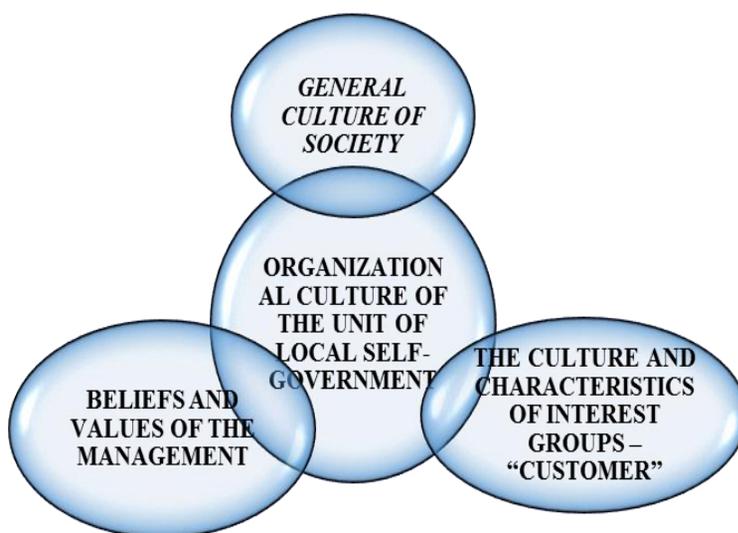
As for the origin of culture of local self-government unit, it can be said at first glance that it arises from a combination of three factors. The first factor is the unquestionable effect of general beliefs, values and understandings, or general culture of society, i.e. the environment in which the Local Self-Government unit operates. The second factor are the service customers themselves, or interest groups who are service customers and who are in different situation in various relations with public administration, i.e. Local Self-Government unit. The third factor arises from the basic characteristics of the Local Self-Government unit, its understandings, values and beliefs, because they operate as a mechanism that encourages and carries these beliefs. All of these factors are presented in Figure 2.

The value dimension of some administrative organization's organizational culture mainly expresses legal, political, and/or economic values. One of the dimensions of organizational culture based on practices that can significantly affect the realization of accepted value in organization is the one which expresses orientation of civil servant to the organization, i.e. to professional standards. Orientation to professional

standards, in fact, means proactive approach towards those standards, commitment to achieve goals set in front of the administrative organization, i.e. employees, but in accordance with the rules in the best possible way. On the other hand, the orientation that measures goals and tasks through the lens of preserving the integrity and impact of state administration, single administrative organization, or the position of employee himself, we refer to as the reactive orientation. It is reactive not because it would go actively against these goals, but because it strives to preserve the existing conditions (status quo), cautious and traditional

performing of tasks and responding only to unavoidable. The first of these orientations could be called professional-proactive, and the other one office-reactive. (Koprić, 1999).

When Weber (Weber, M. 1979. Economy and society, University of California Press, Berkeley) cited positive characteristics of bureaucracy (hierarchical structure, division of tasks, formal rules and regulations), he certainly did not predict that they will result in a particular culture with negative characteristics which cause the public administration to become inefficient, inflexible and unaccountable to the citizens.



**Figure 2.** The origin of organizational culture of the units of local self-government

At this stage, one cannot categorically say that the bureaucratic culture is negative, even though it seems that these values precisely occur when, on one hand, there is over-conformism among employees, and on the other hand, when there is greater appropriation of authority by the management. This leads to passivity, mechanical performance of tasks and the lack of new ideas which are unquestionably negative characteristics. In this regard, Kono (Kono, 1990), Meyer (Meyer, 1985) and Morse (Morse, 1986) confirm that

bureaucratic culture implies stability which is usually detrimental to the needs of innovation process and, therefore, for any kind of change.

Given the proven ineffectiveness of bureaucratic culture that characterizes public administration at all levels, it is appropriate to consider the organizational culture whose characteristics correspond to goals which include reform of public administration, rather than of what is called culture with a focus to citizens.

In order to describe characteristics of this new culture we can quote Stewart and Clarke (Stewart and Clarke, 1987) for whom the orientation of public administration should be based on the following assumptions:

- The tasks and activities carried out by the Public administration are exclusively directed to useful services to citizens,
- The organization will be evaluated according to the quality of service provided in accordance with available funds,
- Offered services represent joint value of organization of Public administration under the condition that all members of organization share it,
- The quality of service implies the right approach to citizens.

Aforementioned orientation could also include some other characteristics:

- Citizens have the primary role in the scale of common values,
- Continuous contact with citizens,
- Problems occurring during working process are thoroughly analysed,
- Fast service is required from all

organizational units of public administration, and

- The way you treat people is regulated by the rules.

In conclusion, it can be said that the organizational culture of bureaucratic characteristics, inherent in public administration at all levels, with larger or smaller differences which are characterized by a focus to the authority and control, the rule of law and bureaucratic procedures, inefficient usage of resources, unfocusedness to results should be replaced by a new paradigm which focuses on meeting the needs of citizens (Table 1).

#### 4. Research

The research was carried out in five municipalities of the Zenica-Doboj Canton: Zavidovići, Žepče, Maglaj, Kakanj and Vareš, among civil servants and employees who are daily in contact with citizens and working on providing services and meeting the requirements of citizens and other interest groups, on a sample of 20%, i.e. 100 respondents for five municipalities.

**Table 1.** Paradigm in Public administration (Adjusted to Zalami, 2005)

<b>Old paradigm</b>	<b>New paradigm</b>
Public administration is the source of control and authority	Public administration offers services and solves regular issues (problems)
Public administration acts according to culture rules and refuses any changes	Public administration is focused on the result and changes in order to meet emerging needs
Civil servants are focused only to themselves and their needs	Civil servants are focused on meeting the needs of citizens

This high percentage of a representative sample was used because of the structure of employees, bearing in mind that most of the employees in B&H municipalities, according to available data, are appointees. The research was carried out through a questionnaire

We have sent the 20 questionnaires in each municipality, in total 100 questionnaires, and

80 of them responded, meaning 80%, which indicates that most of the respondents showed interest in the subject matter. The highest return was from the Municipality of Zavidovići (100%), and the lowest from the Municipality of Žepče (65%).

#### 4.1. The structure of respondents

Tables 2-4 show the structure of respondents according to different criteria: gender, age,

working experience. We wanted to have different groups in this research and we hope we succeeded.

**Table 2.** Gender structure of respondents (Jašarević and Miličević, 2016)

No.	Municipality	Male	Percentage	Female	Percentage
1.	Zavidovići	10	50,00%	10	50,00%
2.	Kakanj	6	33,33%	12	66,67%
3.	Žepče	7	46,67%	8	53,33%
4.	Vareš	9	69,23%	4	30,77%
5.	Maglaj	6	42,86%	8	57,14%
<b>TOTAL:</b>		<b>38</b>	<b>47,50%</b>	<b>42</b>	<b>52,50%</b>

**Table 3.** Age structure of respondents (Jašarević and Miličević, 2016)

No.	Municipality	Age									
		18-30	%	31-40	%	41-50	%	51-60	%	>60	%
1	Zavidovići	1	5,00	5	25,00	6	30,00	7	35,00	1	5,00
2	Kakanj	1	5,56	7	38,89	3	16,67	6	33,33	1	5,56
3	Žepče	5	33,33	2	13,33	2	13,33	5	33,33	1	6,67
4	Vareš	2	15,39	4	30,80	2	15,38	4	30,80	1	7,69
5	Maglaj	1	7,14	3	21,43	6	42,86	3	21,43	1	7,14
<b>TOTAL:</b>		<b>7</b>	<b>7,50</b>	<b>21</b>	<b>26,25</b>	<b>19</b>	<b>23,75</b>	<b>26</b>	<b>32,50</b>	<b>3</b>	<b>3,75</b>

**Table 4.** Structure of respondents in accordance with the working experience (Jašarević and Miličević, 2016)

No.	Municipality	Working experience (years)									
		<5	%	6-10	%	11-20	%	21-30	%	31-40	%
1	Zavidovići	1	5,00	3	15,00	2	10,00	9	45,00	5	25,00
2	Kakanj	2	11,11	5	27,78	4	22,22	4	22,22	3	15
3	Žepče	4	26,67	2	13,33	2	13,33	2	13,33	5	33,33
4	Vareš	4	38,46	2	15,38	2	15,38	4	38,46	1	7,69
5	Maglaj	1	7,14	2	14,29	5	35,71	3	21,43	3	21,43
<b>TOTAL:</b>		<b>12</b>	<b>15%</b>	<b>14</b>	<b>17,5%</b>	<b>15</b>	<b>18,75%</b>	<b>22</b>	<b>27,5%</b>	<b>17</b>	<b>21,25%</b>

#### 5. Research results

To study the organizational culture of public administration we selected the standpoint that the organizational culture is: a set of values, norms and beliefs in which the servants in this public administration have the same opinion (Robbins, 1995). Based on this, there are ten characteristic values that can be shaped in the mission of observed

unit of local self-government (public administration). These values are: initiative and independence at work, support of their superiors, control, reward, safety, tolerance, clarity of objectives, integration, communication and motivation to work. We tried to obtain data through the research how servants perceived these ten values, and whether they like it or not. The results are presented in Tables 5–21.

**Table 5.** Which of the following statements would you use to describe your organization (services, departments, divisions) (Jašarević and Miličević, 2016)

ASSERTION	Zavidovići	Kakanj	Žepče	Vareš	Maglaj
	%	%	%	%	%
Employees working creatively	15,00	33,33	13,33	15,38	21,43
Superiors are professional	20,00	50,00	33,33	7,69	50,00
Superiors are politically similar, and not competent	10,00	0,00	13,33	15,38	7,15
There is a strict hierarchy	5,00	0,00	6,67	0,00	0,00
Tasks are clear	45,00	44,44	60,00	61,54	57,14
There are prescribed procedures that have been respected	45,00	83,33	66,67	46,15	78,57
The organization is non-existent	20,00	0,00	0,00	15,38	0,00
The corruption is prevailing	0,00	0,00	0,00	0,00	0,00

(\*employees can give more answers, and the percentage is calculated in relation to the number of employees taking participation in the questionnaire)

Table 5 shows that majority of respondents opted for the assertion that "tasks are clear" and that "there are prescribed procedures which they respect", which to some extent indicates the organizational static and bureaucratic approach to tasks, but on the other hand, such approach to daily tasks ensures correct and timely performance of work, and gives actually a positive image with a fact that a significant number of respondents underlined creativity of employees (from 15,00% to 33,33%). Only data that a significant number of respondents

in Zavidovići (20,00%) and in Vareš (15,38%) chose the assertion that "organization is non-existing" is disturbing. It is also interesting that none of respondents chose assertion "the corruption is prevailing", which indicates to differences in perception of seriousness and extent of the problem of corruption in public administration by the employees and public (Transparency International Corruption Index for 2013 positioned B&H on the 72. Place in the group of 176 countries)

**Table 6.** Are you familiar with a clear description of responsibilities and obligations in performing your job? (Jašarević and Miličević, 2016)

MUNICIPALITY	YES	%	NO	%
Zavidovići	19	95,00	1	5,00
Kakanj	18	100,00	0	0,00
Žepče	14	93,33	1	6,67
Vareš	13	100,00	0	0,00
Maglaj	14	100,00	0	0,00

Table 6 shows that 100% respondents in almost all municipalities (except for Zavidovići and Žepče) said they were aware of duties and responsibilities, and taken jobs and tasks. Since the legislation in public administration and in all units of local self-government is more or

less prescribed (laws, regulations, ordinance etc.) it is concluded that those regulations are properly applied in everyday work. The research showed that respondents know goals of organizations and know their tasks and duties of the job.

**Table 7.** What do you feel really important in your Municipality (service, department) (Jašarević and Miličević, 2016)

Assertion	Zavidovići	Kakanj	Žepče	Vareš	Maglaj
	%	%	%	%	%
I am enabled to perform my job independently	65,00	50,00	46,67	46,15	64,29
That the superiors are professional and have their own opinion	50,00	44,44	60,00	38,46	28,57
That I can learn how to work in a better way	25,00	44,44	66,67	46,15	50,00
To have fair superiors	30,00	33,33	33,33	53,85	14,24
That my superiors are always at my disposal	0,00	27,78	46,67	15,38	50,00

(\*employees can give more answers, and the percentage is calculated in relation to the number of employees taking participation in the questionnaire)

Table 7 shows that in all municipalities many respondents declared that they want to work independently (46,15 – 65,00%), and that they want to learn how to work in the best way (25 – 66,67%). In the range of 14,24% (Maglaj) to 53,85% (Vareš) the respondents want fair superiors. Also, a significant percentage of respondents want their superiors be professional and have their standpoint on the occasion of establishing tasks and priorities (28,57 – 60,00%), and also they expect superiors to be at their disposal at all time

(27,78 – 50,00%), except for in Zavidovići where there are no such expectations. Observing the summary results, it can be concluded that a significant number of employees know the rules, their tasks and obligations, while on the other hand superiors do not support them sufficiently in performing daily tasks, i.e. superiors do not respect work of employees. It follows that the hierarchy of relationships in tested municipalities is not satisfying.

**Table 8.** Do you feel there is a need for professional training in your working environment? (Jašarević and Miličević, 2016)

Assertion	Zavidovići	Kakanj	Žepče	Vareš	Maglaj
	%	%	%	%	%
Yes, there is	85,00	88,89	100	100,00	78,57
No, there is no need, everything is clear	5,00	0,00	0,00	12,00	14,29
Nobody follows needs for professional training	15,00	11,11	0,00	10,00	14,29
There is no motivation for professional training	15,00	5,56	20,00	10,00	0,00
Professional training is not important here	0,00	5,56	0,00	12,00	0,00

(\*employees can give more answers, and the percentage is calculated in relation to the number of employees taking participation in the questionnaire)

A very high percentage of respondents in all municipalities, from 78,57% in Maglaj, to 100,00% in Žepče and Vareš stated that there was a need for professional training which shows that there is developed awareness about needs for changes in tested units of local self-governments. Most of

respondents in the municipalities of Zavidovići (15,00%), Žepče (20,00%) and Vareš (10,00%) thinks that the obstacle for professional training is the lack of motivation, while this standpoint in the Municipality of Kakanj is represented by 5,56% of respondents. (Table 8)

**Table 9.** Is there a professional training at the level of administrative authority (internally or through the Civil Service Agency)?

Municipality	YES	%	NO	%
Zavidovići	8	55,00	12	45,00
Kakanj	18	100,00	0	0,00
Žepče	9	60,00	6	40,00
Vareš	11	84,62	2	15,38
Maglaj	5	35,71	9	64,29

Reported need for professional training speaks that there was a change in observing the need for education in the units of local self-government, i.e. that it is observed as a mechanism of future development which has got significantly positive influence to organizational development and working processes.

According to declaration of respondents it is obvious that the administration of local self-government also recognized the importance

and the need for professional training of employees, which was carried out in all municipalities except for in Maglaj. In fact, in all municipalities, except for in Maglaj (35,71%) the majority of respondents in Zavidovići (55,00%), Žepče (60,00%), Vareš (84,62%) and even 100,00% in Kakanj stated that there was some kind of professional training in their municipalities. (Table 9)

**Table 10.** Who are well-positioned persons in your Municipality? (Jašarević and Miličević, 2016)

Assertion	Zavidovići	Kakanj	Žepče	Vareš	Maglaj
	%	%	%	%	%
The ones who obey rules and correctly perform their tasks	25,00	16,67	46,67	23,08	7,14
Competent and diligent	10,00	5,56	33,33	38,46	35,71
Cooperative, responsible and caring	10,00	22,22	20,00	15,38	0,00
The ones who clearly express their loyalty to the superior	25,00	33,33	26,67	23,08	28,57
The ones who know how to use politics and power	50,00	27,78	20,00	15,38	50,00
Corrupted	0,00	0,00	0,00	0,00	7,14

(\*employees can give more answers, and the percentage is calculated in relation to the number of employees taking participation in the questionnaire)

According to results of research in the municipalities of Zavidovići and Maglaj, the best positioned persons are the ones who know how to use politics and power (50,00%), while in Kakanj those are the persons who clearly express their loyalty to the superior. In Žepče the best positioned persons are the ones who obey rules and correctly perform their tasks (46,67%), and in Vareš the ones who are competent and diligent. The cooperative, responsible and

caring in all municipalities are the ones on the lowest positions, except for in Kakanj where they are competent and diligent.

The results, unfortunately, indicate that the majority believes there is lack of competence, evaluation of knowledge and skills, and that, under the umbrella of politics in units of local self-government, in administration there are various types of personality (in negative sense), and that the politics still has a key role regarding

managerial personnel in the way that similar people are well positioned but not the competent ones. These findings do not apply to the Municipality of Žepče, considering the

results of research, i.e. the best positioned persons are the ones obeying the rules and correctly performing tasks (46,67%). (Table 10)

**Table 11.** What is characteristic for the process of making decisions in your Municipality? (Jašarević and Miličević, 2016)

Assertion	Zavidovići	Kakanj	Žepče	Vareš	Maglaj
	%	%	%	%	%
Decisions are made by the persons (executors) involved in resolving tasks	15,00	33,33	26,67	15,38	64,29
Respecting formal procedures and rules	25,00	50,00	60	38,46	35,71
Consensus as a method of making decisions	5,00	0,00	26,67	15,38	0,00
Directives and orders from the top of hierarchy	45,00	16,67	0,00	7,69	14,29
It is not clear who decides and who makes decisions	20,00	16,67	13,33	30,77	0,00

(\*employees can give more answers, and the percentage is calculated in relation to the number of employees taking participation in the questionnaire)

As for the characteristics of decision-making process in municipalities that were subject of research, 45,00% of respondents in Zavidovići said that those are the directives and orders from the top of hierarchy, 25,00% of respondents said that they follow procedures and rules, and only 5% said that consensus was a method of making decisions, and even 20,00% of respondents said it was not clear who decides and who makes decisions, which suggest to a conclusion that here is a strict hierarchy and that there is no belief in professionalism and honesty of employees and there is no group deciding in which decisions were made jointly.

As for the method of making decisions in Kakanj (50,00%), Vareš (38,46%) and Žepče (60%) most respondents marked the respecting procedures and rules, a small number of respondents marked directives from the top of hierarchy: Kakanj 16,67%, Vareš 7,69% and Žepče 0,00%. The consensus, as a method of decision-making,

does not live in Kakanj and Vareš, and it was marked in the following percentages: Kakanj 0,00%, Vareš 15,38%, while in Žepče the Consensus as mentioned method is represented in the same measure as decision-making by the persons involved in resolving tasks – 26,67% and shows that they went the farthest in building quality process of decision-making, and that employees can be loyal to adopted decisions because they were made jointly, which was not the case in other municipalities. (Table 11)

Maglaj has the similar situation as in other municipalities, with a difference that the largest number of respondents, as a prevailing method, chose decision-makers the ones who are involved in resolving the tasks (64,29%), while the significant percentage (35,71%) of respondents chose respecting the procedures and rules, and 14,29% of respondents chose directives and orders from the top of hierarchy. The consensus as a method was not represented at all.

**Table 12.** Do you have an opportunity to work in a team? (Jašarević and Miličević, 2016)

Assertion	Zavidovići	Kakanj	Žepče	Vareš	Maglaj
	%	%	%	%	%
Yes, in my environment we support each other professionally as a team and we are in good relations	25,00	66,67	80,00	38,46	78,57
Sometimes we want to work in a team in order to solve some complex task, but there is no possibility for this	50,00	16,67	13,33	38,46	14,29
There is no need to work in a team	10,00	5,56	6,67	7,69	7,14
I am not interested to work in a team	0,00	0,00	0,00	0,00	0,00
No, nobody understands what do work in a team	15,00	11,11	0,00	15,38	0,00

Most of respondents in municipalities of Kakanj (66,67%), Žepče (80%) and Maglaj (78,57%) stated that they had team support and were in good relationships. In Vareš, the same number of respondents (38,46%) stated that they had team support and were in good relationships, and that they would like to work in a team when solving some more complex task, but that there is no possibility for this. In Zavidovići, a half of respondents (50%) chose this assertion, while 25% stated that they had team support in professionalism and were in good relationships. It is significant that no respondent stated that he/she did not want to work in a team, and also a small percentage of respondents stated that there was no need to work in a team. Also, a certain number of respondents in Zavidovići (15,00%), Kakanj

(11,11%) and Vareš (15,38%) stated that they did not understand what to do in a team. These results indicate a good direction in which all municipalities move to, i.e. that employees are familiar with close team work, and that they accepted it as a daily performing of tasks. The respondents want to work in a team and mainly have the same possibilities to work in a team. In the municipalities of Zavidovići, Kakanj and Vareš a certain number of employees are not familiar with the team work for the reason of ignorance of the methodology of teamwork, but for the reason of lack of interest and desire, which is a good indicators, provided that the administration should conduct activities to educate employees about teamwork. (Table 12)

**Table 13.** Servants receive obligations and working tasks on the basis of the following: (Jašarević and Miličević, 2016)

Assertion	Zavidovići	Kakanj	Žepče	Vareš	Maglaj
	%	%	%	%	%
Needs and plans (of the service, department)	50,00	33,33	66,67	38,46	35,71
Compliance of a working place and own abilities	15,00	11,11	20,00	7,69	7,14
Personal evaluation, beliefs and desire by the superiors	15,00	11,11	6,67	15,38	7,14
We exclusively solve tasks that we receive	15,00	44,44	6,67	30,77	42,86
We design working tasks on our own	5,00	0,00	0,00	15,38	7,14

The largest number of respondents in Zavidovići (50%), Žepče (66,67%) and Vareš (38,46%) stated that their work was based on the needs and plans of organization, while in Kakanj (44,44%) and Maglaj (42,86%) they exclusively solved received cases, and significant percentage of respondents in Vareš (30,77%) also decided for this assertion. In Zavidovići (15,00%) and Žepče (20,00%) respondents think that there is a consistency between their working places and their capabilities, while in Kakanj (11,11%), Vareš (7,69%) and Maglaj (7,14%) this was considered by some smaller percentage of respondents. It is significant that the standpoint of respondents to design

working tasks on their own was expressed in insignificant percentage or not at all – Kakanj and Žepče 0,00%, Zavidovići 5,00%, Maglaj 7,14% and a little bit more in Vareš 15,38%. Obtained results indicate to a still bureaucratic standpoint in the municipalities of Žepče, Vareš and Maglaj that exclusively received cases have been solved, without involvement of own initiative and creativity. Similar situation is in other two municipalities where employees are directed to achieving plans and needs, and less to initiative and creative and innovative structuring their own tasks and obligations. (Table 13)

**Table 14.** Do you personally think there is enough attention paid to the communication with customers? (Jašarević and Miličević, 2016)

Assertion	Zavidovići	Kakanj	Žepče	Vareš	Maglaj
	%	%	%	%	%
Yes, my working position leads me to communicate, and I try to be at service by informing the parties to the legal deadline	85,00	88,89	80,00	84,62	100
There is no special time for the parties and they cannot get necessary information	10,00	11,11	0,00	7,69	0,00
I do not devote myself to the parties because I have too many activities and tasks	0,00	0,00	6,67	0,00	0,00
Information is given only by a superior, and he/she is not always available	0,00	0,00	13,33	7,69	0,00
The parties are not so important	5,00	0,00	0,00	0,00	0,00

The majority of respondents said that the working place instructs them to communication to parties and that they try to be at their service, informing parties in legal deadline – Zavidovići 85,00%, Kakanj 88,89%, Žepče 80,00%, Vareš 84,62% and Maglaj 100,00%, which indicates a bureaucratic standpoint and formal behaviour with expressed lack of creativity and innovation at work. The work is performed as proscribed, without any

additional engagement of employees. It is significant to mention that no respondent, except in Zavidovići (5,00%) stated that parties were not important, which indicates to a significant fact that parties are not deemed irrelevant and that this is not a reason of major determination of respondents, but that it was still strong bureaucratic consciousness and practice, particularly in the municipality of Maglaj. (Table 14)

**Table 15.** The managerial officers and superiors in your Municipality are: (Jašarević and Miličević, 2016)

Assertion	Zavidovići	Kakanj	Žepče	Vareš	Maglaj
	%	%	%	%	%
Strong personality and determined	27,78	27,78	20,00	7,69	50,00
Strong but fair	22,22	22,22	6,67	7,69	7,14
Supportive, responsible and interested in the problems and needs of their subordinates	27,78	27,78	46,67	30,77	14,29
Cold but competent and avoiding power for their benefit	22,22	22,22	6,67	46,15	28,57
Not professional and not competent	0,00	0,00	20,00,00	7,69	0

In Zavidovići (40%) and Žepče (46,67%) majority of respondents said that superiors in their municipality were supportive, responsible and interested in problems and needs of their subordinates, while in Kakanj equal number of respondents (27,78%) decided for this assertion and assertion that their superiors were strong personality and determined. In Maglaj 50,00% of respondents decided for this last assertion, while in Vareš 46,15% respondents decided for assertion that their superiors were cold but competent and avoiding power for their benefit. On the basis of given answers it is easy to conclude that majority of

respondents rely on the authority of superiors, and that there was still lack of own initiative and creativity. Besides Vareš, relatively significant number of respondents in Zavidovići (30,00%), Kakanj (22,22%) and Maglaj (28,57%) decided for assertion that their superior were cold but competent and avoiding power for their benefit, while in Žepče 20% of respondents said that their superiors were not professional and not competent. These statements correspond to the issue of well-positioned persons, and indicate a problem of selection of managerial personnel in the units of local self-governments. (Table 15)

**Table 16.** In your opinion, what are the causes for corruption in general: (more answers) (Jašarević and Miličević, 2016)

Assertion	Zavidovići	Kakanj	Žepče	Vareš	Maglaj
	%	%	%	%	%
Poor application of the Law	45,00	11,11	13,33	53,85	21,43
The lack of transparency	15,00	11,11	13,33	7,69	14,29
Low income	15,00	11,11	26,67	7,69	28,57
The lack of internal control	30,00	33,33	26,67	30,77	14,29
I do not want to say	10,00	33,33	20,00	0,00	21,43

According to respondents the causes of corruption are primarily in the poor application of the Law – Zavidovići 45,00% and Vareš 53,85%, low income – Maglaj 28,57%, the lack of internal control – Kakanj 33,33%, while in Žepče equal number of respondents decided for low income and the lack of internal control – 26,67%. A significant percentage of respondents also stated the lack of transparency and the lack

of internal control as causes of corruption. It is indicative that not small number of respondents refused to declare (excluding the municipality of Vareš) about causes of corruption – Zavidovići 10%, Kakanj 33,33%, Žepče 20,00% and Maglaj 21,43%. The results indicate the existence of deviant behaviour, lack of rules of conduct, organizational dysfunction and poor motivation of employees. (Table 16)

**Table 17.** In your opinion, what are the possibilities of improvement of the efficiency of work in your working environment? (Jašarević and Miličević, 2016)

Assertion	Zavidovići	Kakanj	Žepče	Vareš	Maglaj
	%	%	%	%	%
Encouragement by the superiors, given rewards according to results	35,00	11,11	33,33	46,15	42,86
Creation of better working conditions by involving the IT	10,00	16,67	13,33	0,00	21,43
Clearer definition of tasks, duties and responsibilities	35,00	11,11	26,67	23,08	0,00
Additional education of servants	5,00	27,78	6,67	15,38	14,29
Development of cooperation and teamwork among officers	15,00	33,33	20,00	15,38	21,43

As for the possibility of improving the efficiency of work in the units of local self-government, in the municipalities of Žepče (33,33%), Vareš (46,15%) and Maglaj (42,86%) the highest number of respondents think that the answer is in encouragement by superiors, given rewards according to results. The respondents in the municipality of Zavidovići (35,00%) decided for the answer of clear definition of tasks, duties and responsibilities. In the municipality of Kakanj

33,33% of respondents think that the improvement of efficiency could be achieved by development of cooperation and teamwork among servants. From these answers for all municipalities we can recognize quality standards of public administration (encouragement by rewarding, definition of tasks, development of teamwork) which is possible to achieve by identification of an employee with a vision and mission of the unit of local self-government. (Table 17)

**Table 18.** You made a mistake that nobody will notice. What will you do? (Jašarević and Miličević, 2016)

Assertion	Zavidovići	Kakanj	Žepče	Vareš	Maglaj
	%	%	%	%	%
I keep quiet about it and hope it will remain unnoticed	5,00	94,44	0,00	7,69	28,57
I am reporting it with assumption that it is understandable that people make mistakes	95,00	5,56	100,00	92,31	71,43
Making a plan how to switch this mistake to another person	0,00	0,00	0,00	0,00	0,00

Majority of respondents, Zavidovići 95,00%, Žepče 100,00%, Vareš 92,31% and Maglaj 71,43% answered that they should report about mistake to their superiors, which indicates to a proper understanding of working processes, and the proper role of leadership. In contrast to this, respondents in Kakanj 94,44% answered that they would keep quiet about mistake and, if possible, cover it, which indicates to undeveloped aspect of mistake correction, which is the

wrong approach towards mistakes, as well as inadequate access of management to mistakes made in the process of work. This observation is confirmed by results of third assertion where no respondent determined to switch mistake to another person, which indicates to correct relationships between employees. We have to underline that, also in Maglaj, besides majority of respondents who chose second assertion, there are still many respondents, 28,57%, chose an option

to keep quiet about mistake and this indicates to a need for additional engagement when considering this aspect of

organizational culture and quality. (Table 18)

**Table 19.** You have an idea for improvement of working process, or for the project, but this involves cooperation with other service. You will do the following: (Jašarević and Miličević, 2016)

Assertion	Zavidovići	Kakanj	Žepče	Vareš	Maglaj
	%	%	%	%	%
Directly contact colleague in other service	25,00	38,89	33,33	69,23	21,43
Follow hierarchy – you will contact your superior, he/she will contact managerial officer in other service and so on	70,00	61,11	66,67	30,77	71,43
Forget about the idea, because the lack of cooperation among servants will disable any result	5,00	0,00	0,00	0,00	7,14

As for the cooperation between organizational units most of respondents chose bureaucratic approach, following prescribed procedure and rules, and strictly hierarchical approach – Zavidovići 70,00%, Kakanj 61,11%, Žepče 66,67%, and with the biggest number of

respondents in the Municipality of Maglaj 71,43%, with the exception of the Municipality of Vareš where most of respondents chose an assertion of direct contacting other colleagues (69,23%). (Table 19)

**Table 20.** Employees on occasional celebration (New Year’s party, 8<sup>th</sup> March party, etc.) (Jašarević and Miličević, 2016)

Assertion	Zavidovići	Kakanj	Žepče	Vareš	Maglaj
	%	%	%	%	%
Stick to colleagues from his/her service	35,00	50,00	0,00	30,77	28,57
They are all together and it seems having lots of fun	15,00	50,00	100,00	30,77	71,43
They seem to wish being somewhere else. Actually, many of them are somewhere else, and there are only a few present.	50,00	0,00	0,00	38,46	0,00

When we observe the quality of communication, the results vary from one municipality to another. Namely, commitment of respondents for third assertion in Zavidovići (50,00%) and Vareš (38,46%) indicates to the lack of qualitative communication among employees and poor working atmosphere, which is one of the biggest and most serious threats to qualitative organizational culture. In the municipalities of Žepče (100,00%) and Maglaj (71,43%), according to selected

assertion there are good relationships and communication among employees, which creates good basis for reform and improvement of situation. In the municipality of Kakanj an equal number of respondents decided for first and second assertion (50,00%) which, in fact, points to good relationships, but also that internal units are held within themselves, and this is the direction in which they should act in order to improve situation. (Table 20)

**Table 21.** You have been set impossible deadlines for completion of work. You will do the following: (Jašarević and Miličević, 2016)

Assertion	Zavidovići	Kakanj	Žepče	Vareš	Maglaj
	%	%	%	%	%
Working overtime because you have to	20,00	5,56	6,67	15,38	0,00
Working overtime because you want to complete the task within deadline	65,00	72,22	73,33	38,46	92,86
I do not know the answer because so far I was not set any unreal deadlines for completion of work	15,00	22,22	20,00	46,15	7,14

When observing the issue of professionalism and personal responsibility towards work most of respondents in municipalities of Zavidovići (65,00%), Kakanj (72,22%), Žepče (73,33%) and Maglaj (92,86%) stated they would voluntarily work overtime in order to carry out tasks. However, this points to a fact that there are situations of setting impossible deadlines, therefore inadequate planning and non-systematic approach to delegating working tasks by superiors. The Municipality of Vareš went the furthest in this where such extraordinary situations are less frequent, because 46,15 of respondents stated that they were not set an impossible deadline so far. (Table 21)

## 6. Conclusion

Considering the aforementioned we can make the following conclusions:

- Public administration represents an important place where many things happen and many problems are solved in direct contact with citizens (customers) and where we can feel their satisfaction or vice versa.
- The system of Public administration in Bosnia and Herzegovina is very complicated and different in some parts, considering the organization of the state.
- Through the research on sample of 5 municipalities that belong to the same canton we tried to show and identify perception of employees in

the sense of organizational culture through certain number of questions and through the jobs they meet.

- There is an appropriate behaviour in relation to the legislative and proper procedure – the aspect of the principle of legal certainty, predictability.
- The majority of respondents recognize goals of the organization but there is insufficient focus on creativity in instructing activities and tasks, and in some municipalities there is no focus to results.
- There is no elaborated system of advancement, employees do not participate in decision making, and there is presence of political factors in deciding.
- There is expressed need of respondents for the application of the aspect of quality system (improvement of efficiency through motivation by rewarding according to results, development of teamwork).

Certainly some of these things are consequences of the earlier system in which municipalities had operated and which needs to be changed, and one of the ways is certainly the construction of the quality system in units of local self-government (municipalities). The central feature of the quality management system is the idea of cultural change of inhabitants incorporated into theory and practice of quality management. The goal is to change the

standpoint of management and employees towards the culture of quality. One part of change of quality culture through the quality

system is to achieve the transformation of people's attitude towards the work they perform, as well as their role in that work.

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