



**PERCEPTIONS OF PUBLIC ADMINISTRATION
BOSNIA AND HERZEGOVINA 2014**

September 2014

Perceptions of Public Administration

The public opinion survey and this publication are part of the Public Administration Reform Monitoring (PARM) project, which was implemented by TI BiH and CIN with the support of the Swedish International Development Cooperation Agency (SIDA) and the Government of the Kingdom of Denmark. The views and findings expressed in this publication do not necessarily reflect the views of SIDA or the Government of the Kingdom of Denmark.

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PUBLIC ADMINISTRATION, REFORM AND CITIZENS

1.1 PUBLIC TRUST AND PUBLIC ADMINISTRATION REFORM

The erosion of public confidence in government and public administration is a global phenomenon. To counteract this, over the last two decades more than 40% of the 123 largest countries have instituted or are still going through comprehensive reforms, while 15% have undertaken or are still carrying out sectoral reforms.¹ Hence, it can be concluded that never before have so many governments attempted to change so much, in such a short period and in such a similar manner.²

Trust in government is one of the essential foundations of the legitimacy and sustainability of countries' political systems, from which it follows that the successful implementation of reforms is impossible without public trust in government and public sector. Trust is an efficient means for lowering transaction costs in any social, economic and political relationship and increasing the efficiency of government activities.³ When it comes to implementing reforms, a high level of trust not only enables smoother and more consistent implementation, but also ensures sustainability of reforms, while in situations when public trust in government is low citizens tend to prioritise short-term benefits and those in power seek to secure their positions and interests through populist and opportunistic policies.⁴ Also, citizens' trust in government increases consistent adherence to laws and regulations, and reduces the cost of their implementation. It takes time to build trust, but it may take very little to lose it.

Public trust in government is premised on a wide range of economic, social and political interactions between citizens and government. The published literature commonly identifies four groups of factors that have a dominant influence: culture, institutional setting, economic and social indicators, and performance of

¹ E. C Kamarck , "Globalization and Public Administration Reform", in Nye, J.S. and Donahue, J.D. (eds.), *Governance in a Globalizing World*, Brookings, 2000

² D. F Kettl, *The Global Public Management Revolution: A Report on the Transformation of Governance*, Brookings Institute, 2005, 2nd ed

³ F. Fukuyama, *Trust: the Social virtues and creation of prosperity*, Free press New York 1995

⁴ D. Gyorffy, *Institutional trust and economic policy*, Central European university press, Budapest 2013

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institutions.⁵ While there is more or less a consensus about what factors are involved in influencing trust, opinions vary considerably as to the magnitude of their influence.

Bouckaert identifies three levels of analysis when it comes to trust in government.⁶ At the *macro* level, trust refers to political institutions and the functioning of democracy. At the *meso* level, trust relates to policy making and the ability of governments to manage economic and social challenges. At the *micro* level, trust refers to the impact of government on people's daily lives through service delivery. Efforts to strengthen trust therefore must be directed at all three levels. It follows that trust is not just something that happens to governments, but is the result of actions and policies that they plan and carry out. OECD identifies five components through which trust in government is reflected:

- *Reliability*: refers to the ability of governments to minimise uncertainty in economic, social and political environment and to act in a consistent and predictable manner;
- *Responsiveness*: the provision of accessible, efficient and citizen-oriented public services that are responsive to citizens' needs and expectations;
- *Openness*: a systemic, comprehensive approach to institutionalising a two-way communication with stakeholders, whereby relevant information is provided, and interaction is used as a means for improving transparency, accountability and citizen participation.
- *Integrity*: consistent alignment of government and public institutions with the principles and standards that relate to safeguarding the public interest and preventing corruption;
- *Fairness*: the consistent and fair treatment of citizens (and legal entities) in the policy-making and policy-implementations processes.

Kettl identifies six key dimensions relevant to the implementation of reforms:

⁵ P.K Blind, «Building Trust in government in 21st century: Review literature and emerging issues» in 7th Global forum on Reinventing government building trust in government 2007

⁶ G Bouckaert, Trust and public administration, Administration vol 60 No 1

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- Productivity: how to achieve more services for the same amount of money;
- Market-related mechanism: how to import structures and processes specific for the private sector into the public sector;
- Client-oriented approach: ensuring a good relationship with citizens through two-way communication and cooperation;
- Decentralisation: in order to increase efficiency and accountability, it is necessary to ensure that the decision-making and service-delivery processes are brought down to the level that is closest to the clients;
- Policies: improving the design and evaluation of policies;
- Responsibility: increasing the capability to deliver what was promised and making a shift from accountability to higher hierarchical levels towards accountability to citizens.

1.2 PUBLIC ADMINISTRATION, BACKGROUND AND STAKEHOLDERS

After the war in BiH, the international community, led by the Office of the High Representative (OHR), took a leading role in the reconstruction and building of the country and its institutions. After a period of immediate post-war physical reconstruction and stabilisation, in early 2000 the European Union began to play a more significant role in reform processes in the country. The environment for implementation of necessary socio-economic reforms in BiH was highly challenging and complex as a result of the complete institutional discontinuity, complex constitutional structure and lack of will among political elites to implement reforms. As was the case with other reform processes, the reform of public administration was conducted under the leadership of the international community.

Requirements concerning public administration reform have occupied a prominent place in the conditions that the EU set for BiH ever since the initial requirements of the EU were spelled out in the 2000 Road Map.⁷ Adoption of a civil service law was set out as one of the conditions in the 2000 Road Map. In 2002 OHR imposed the Law on Civil Service in the Institutions of BiH, after the

⁷ <http://www.esiweb.org/pdf/bridges/bosnia/EURoadMap.pdf>

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Council of Ministers approved the bill, and two chambers of the Parliamentary Assembly adopted different versions of the law.⁸

At the meeting of the Peace Implementation Council, held on 28 March 2003 in Brussels, the Chair of the Council of Ministers of BiH as well as the prime ministers of both entities committed themselves to undertake a comprehensive public administration reform.

In 2003, as part of a set of 16 requirements that BiH needed to fulfil before starting negotiations on a Stabilisation and Association Agreement (so called feasibility study), the EU called for improving the efficiency of public administration by initiating reform and building capacities of civil service agencies. The Public Administration Reform Coordinator's Office was established in 2004, which was soon followed by adoption of the Public Administration Reform Strategy in 2006.

Bosnia and Herzegovina signed the SAA in June 2008, thus entering into its first contractual relationship with the European Union. Article 8 of the SAA establishes a clear link between the accession process and the administrative reform in Bosnia and Herzegovina.⁹

After more than a decade of public administration reform activities in BiH, the studies of prominent international organisations (World Bank, SIGMA), as well as country progress reports produced by the EU, indicate that very little progress has been made in this field.

1.3 PUBLIC OPINION SURVEYS AND PUBLIC ADMINISTRATION REFORM

Public opinion surveys are a multiply useful tool for assessing and measuring the overall performance of public administration and satisfaction of end-users (citizens) with its services. Generally, individual institutions as well as governments and independent organisations may use public opinion surveys to

⁸ <http://www.ohr.int/ohr-dept/legal/laws-of-bih/pdf/009%20-%20PUBLIC%20ADMINISTRATION/Civil%20Service/BH/HR%20DECISION%20IMPOSING%20THE%20LAW%20ON%20CIVIL%20SERVICE%20182-02.pdf>

⁹ http://www.dei.gov.ba/bih_i_eu/ssp/default.aspx?id=1172&langTag=bs-BA

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identify the problems that people have with respect to public administration, but also to determine in which segments public administration is not meeting its statutory responsibilities. Over time it is possible to identify and follow trends, which facilitates proper planning and elimination of problems identified in the work of public administration. Public opinion surveys are particularly important when designing reforms and monitoring their results, but also for making necessary adjustments based on survey findings.

Public opinion surveys play an important role during the entire process of planning, preparation, implementation and evaluation of reforms in public administration. Experiences of OECD countries demonstrate that unequivocally.¹⁰ To this end, in 2014 TI BiH conducted a survey of public opinion, as part of the Public Administration Reform Monitoring project, in order to identify citizens' perceptions of public administration in BiH. The findings of this survey will be of use in further monitoring and project activities, and will also be offered to the relevant decision makers to be used for planning and preparation of further reform steps.

2. TECHNICAL DESCRIPTION OF THE PUBLIC OPINION SURVEY

2.1 ABOUT THE "PUBLIC ADMINISTRATION REFORM MONITORING" PROJECT

The overall objective of the **Public Administration Reform Monitoring (PARM) project** is to contribute to better implementation of the Public Administration Reform Strategy and greater involvement of civil society organisations in reform processes, aimed at creating a more transparent, efficient and effective public administration that is of benefit to all citizens. The aim of the project is to point to an immediate and tangible impact of implementation of public administration reform, as well as assess the progress made in implementation of the main objectives of institutional reform and public administration reform.

By implementing the PARM project with the support of the Swedish International

¹⁰ OECD (1998), "Public Opinion Surveys as Input to Administrative Reform", SIGMA Papers, No. 25, OECD Publishing. <http://dx.doi.org/10.1787/5kml611pccxq-en>

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Development Cooperation Agency (SIDA) and the Kingdom of Denmark, TI BiH and CIN aim to support implementation of the Public Administration Reform Strategy through active involvement of civil society organisations and provision of independent monitoring of public administration reform, with a focus on the results and evaluation of reform implementation, as well as through activities aimed at enhancing awareness and creating articulated demands for good governance and effective and efficient public administration among all relevant stakeholders and citizens.

2.2 ABOUT THE SURVEY AND METHODOLOGY

The research agency Partner Marketing Consulting conducted a public opinion survey in BiH on a sample of 1,551 adult respondents, which is representative of the territory of BiH. If we take into account the population figures according to the 2013 census (3,791,662), the statistical error of the proposed sample size of 1,551¹¹ respondents is $\pm 2.48\%$, which is more than allowed for the sample to be called statistically reliable.

It goes without saying that we respected the 95% confidence level, which assumes the percentage of respondents who would choose an answer that is in the confidence interval. For the purposes of this survey, RS is divided into 8 regions and Brčko District, and FBiH is divided into 10 cantons.

The survey was conducted using face-to-face interviews in the homes of respondents (quantitative method).

The basis of quantitative surveys is that they rely on numerical display of data, which is easier to understand when comparing data (as will be the case here).

Also, quantitative surveys rely on theories or hypotheses that we want to check, challenge, confirm, market or, for example, withdraw from the public.

Fieldwork interviewing of the respondents was conducted in June 2014.

¹¹ PARTNER MCA must protect the personal information about survey participants and all identifying details must be removed from the report and database. This survey does not reflect the opinions and views of the Agency.

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2.3 GENERAL SOCIO-POLITICAL BACKGROUND

This term is used to denote the conditions that accompany surveys, and includes economic, political and social relations at the time of the research. The economic situation in BiH for decades can be characterised as extremely poor, with trends that indicate no improvement. The country has not yet reached its pre-war level of economic indicators. Numerous studies conducted over the years have placed existential issues among top problems in BiH. Key issues are crime and corruption, and citizens' dissatisfaction with how authorities handle these problems.

The immediate economic and social (and partly political) background that preceded the implementation of fieldwork was the result of the natural disaster that befell the country in May 2014. The fieldwork was postponed for 30 days, until such time as proper conditions were created for the public opinion survey to be implemented on the ground. The residents of Doboje, who were particularly badly affected by the floods, left the city in large numbers, and the survey was taking place in difficult conditions. Almost half of the residents of Doboje were not in the city at the time of the survey. However, that did not affect the refusal rate.

The survey was conducted amid political campaigns undertaken in the run-up to the General Election in BiH.

The highest refusal rates (around 40%) were recorded in Laktaši, Mrkonjić Grad, City of Mostar and municipality Centar–Sarajevo.

The study involved participation of 42 interviewers and 16 supervisors.

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DEMOGRAPHIC CHARACTERISTICS OF THE SAMPLE

Region:		
	Number of respondents	Percentage
RS	572	36.9
FBIH	931	60.0
BD	48	3.1
TOTAL	1551	100.0

Regions and cantons:		
	Number of respondents in the region	Percentage
Canton Sarajevo	167	10.8
Prijedor	75	4.8
Doboj	94	6.1
Bijeljina	65	4.2
Trebinje	30	1.9
Zvornik	56	3.6
Pale	30	1.9
Višegrad	30	1.9
Brčko Distrikt	47	3.0
USC	114	7.4
PC	30	1.9
TC	181	11.7
ZDC	146	9.4
BPC	30	1.9
CBC	104	6.7
HNC	89	5.7
WHC	36	2.3
Banja Luka	193	12.4
C10	34	2.2
TOTAL	1551	100.0

Type of settlement:		
	Number of respondents	Percentage
Urban	940	60.6
Rural	611	39.4
TOTAL	1551	100.0

Gender:		
	Number of respondents	Percentage
M	769	49.6
F	782	50.4
TOTAL	1551	100.0

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Education:		
	Number of respondents	Percentage
Unskilled	72	4.6
Skilled	148	9.5
Secondary school	939	60.5
College or university	321	20.7
Master's degree or higher	23	1.5
DWA	48	3.1
TOTAL	1551	100.0

Age:		
	Number of respondents	Percentage
18-25	212	13.7
26-40	446	28.8
41-50	403	26.0
51-65	336	21.7
66+	125	8.1
DWA	29	1.9
TOTAL	1551	100.0

Ethnic origin:		
	Number of respondents	Percentage
S	493	31.8
C	296	19.1
B	714	46.0
Other	2	.1
DWA	46	3.0
TOTAL	1551	100.0

Employment status:		
	Number of respondents	Percentage
Employed	665	42.9
Unemployed	480	30.9
Pensioner	241	15.5
Student	134	8.6
DWA	31	2.0
TOTAL	1551	100.0

Annex:

Do you plan to vote in this year's election:		
	Number of respondents	Percentage
Yes	1048	67.6
No	182	11.7
Not sure	273	17.6
DWA	48	3.1
TOTAL	1551	100.0

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3. PUBLIC ADMINISTRATION IN BiH

Public administration in BiH is faced with a number of problems. Dysfunctional, inefficient, outdated, cumbersome, corrupt – these are but some of the terms that most international and national reports use to describe the state of public administration in BiH. The reasons for this are manifold. One part of the problem relates to the country's constitutional set-up whereby public administration is regulated at multiple levels of government (state, entity and cantonal). This, coupled with the absence of a formally guaranteed system of subordination, reduces harmonisation, and consequently public administration reform, to a question of good will of decision makers. The other part of the problem arises from the unwillingness of political elites to initiate necessary reform measures, which would primarily entail rationalisation of workforce, increased responsiveness of public administration to citizens and driving down costs of public administration. Political elites have mainly used public administration for buying social peace, by employing loyal party cadres. Such a system of public administration therefore represents an important lever of power for political elites, which they are not ready to give up, especially because measures such as rationalisation of workforce and reducing the cost of public administration would be extremely unpopular and would mean the loss of support of the electorate. Throughout the entire post-war period, political elites in BiH have shown no interest in implementing painful but necessary reforms, but only sought to secure short-term benefits for themselves, with long-term disastrous consequences for the country.

Undertaking a public administration reform requires both human and financial resources. Negative selection of personnel in public administration occurring as a result of nepotistic and clientelistic appointments and recruitment precluded the creation of an appropriate base of personnel who could take on the burden of reform. On the other hand, financial resources for the reform have been coming solely from foreign donors, while the budgets of governments in BiH mostly prioritised such short-term measures as the buying of social peace.

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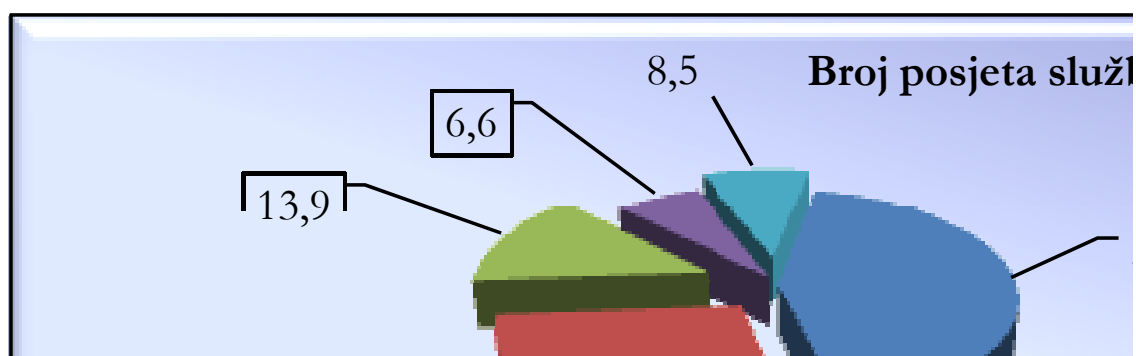
3.1. FINDINGS OF THE PUBLIC OPINION SURVEY

3.1.1. CITIZENS' SATISFACTION WITH AND AWARENESS ABOUT PUBLIC ADMINISTRATION REFORMS

Public administration reform in BiH was initiated by the European Union (EU) and has been very high on its list of priorities ever since the first set of conditions were laid down for BiH in the 2000 Road Map. All subsequent documents relating to the relationship between the EU and BiH have contained public administration reform as a high priority requirement. As a result of the EU's insistence, the Public Administration Reform Coordinator's Office was created and the Strategy and the corresponding action plans were adopted. In its annual progress reports the EU reviews the progress made by BiH towards public administration reform.

1. How many times in the last 30 days have you visited any of the public administration services (public institutions such as municipality and court, or public utilities such as power utility, water utility, district heating company, etc.)?

	Number of respondents	Percentage
Once	674	43.5
Twice	427	27.5
Five times	215	13.9
More than ten times	103	6.6
DK/DWA	132	8.5
TOTAL	1551	100.0



Numbers of visits to public administration services

Once

Twice

Five times

More than ten times

DK/DWA

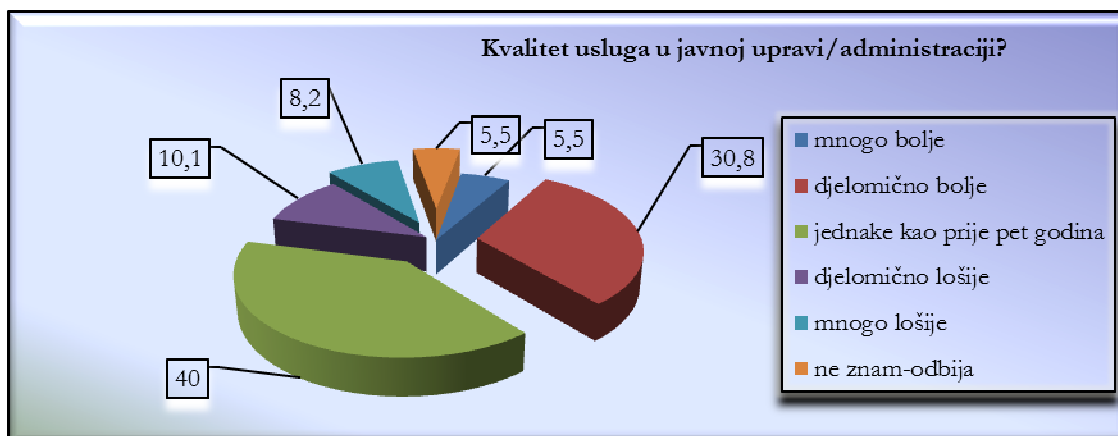
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Operationalisation of the public administration reform in BiH started in 2004 with the creation of the Public Administration Reform Coordinator’s Office (PARCO), which was tasked with coordinating all reform implementation activities, while the Public Administration Reform Fund was established to act as the recipient of all donor funds intended for implementation of the reform. PARCO prepared, and the authorities of BiH adopted the Public Administration Reform Strategy in 2006. The Strategy is structured around six reform areas: strategic planning, policy coordination and development, public finance, human resources management, administrative procedures and administrative services, institutional communication, and e-government. According to official data of the Public Administration Reform Fund, a total of € 11.5 million has been disbursed so far for public administration reform (mostly by the donor community). This amount does not include funds disbursed from outside the Fund. According to some estimates, the total amount of funds invested in public administration reform is over € 20 million.

2. In your opinion, has the quality of services of public administration improved or grown worse in the last five years?		
	Number of respondents	Percentage
much better	86	5.5
somewhat better	477	30.8
same like five years ago	620	40.0
somewhat worse	156	10.1
much worse	127	8.2
DK/DWA	85	5.5
TOTAL	1551	100.0

Responses to Question 2 indicate that two-thirds of respondents see absolutely no progress in the quality of public administration services, compared to five years ago. That these are actually attitudes based on personal experiences is evident from the responses to Question 1, where over 90% of those surveyed confirmed they had used the services of the public administration in the last 30 days. It can therefore be argued that almost decade-long reform efforts to improve public administration have failed to bring about qualitative changes for the vast majority of citizens.

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Quality of services in public administration
 much better
 somewhat better
 same like 5 years ago
 somewhat worse
 much worse
 DK/DWA

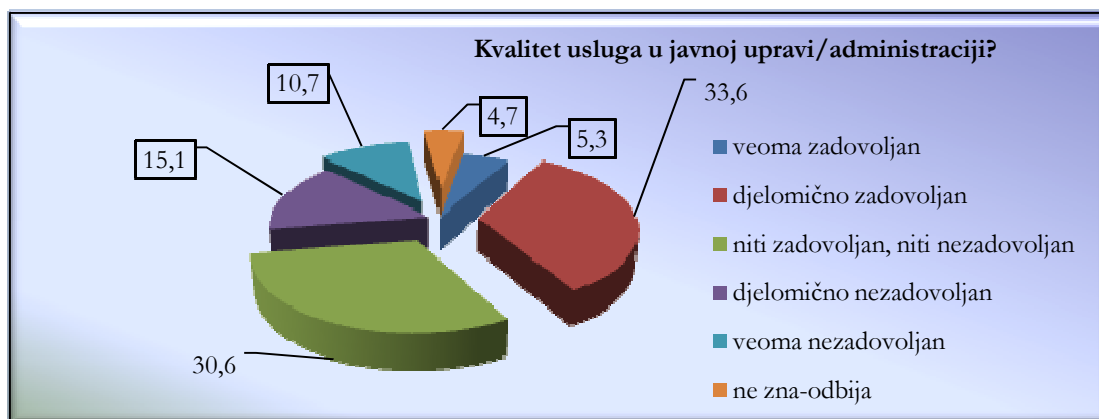
Public perceptions are generally consistent with the findings of reports and surveys of international organisations and institutions. Thus, the EU Progress Report concludes that, overall, very limited progress has been made in reforming public administration, citing the lack of political support as the main reason for this.¹²

3. How satisfied are you with the services of the public administration (services of public institutions and public enterprises)?		
	Number of respondents	Percentage
very satisfied	82	5.3
somewhat satisfied	521	33.6
neither satisfied nor dissatisfied	475	30.6
somewhat dissatisfied	234	15.1
very dissatisfied	166	10.7
DK/DWA	73	4.7
TOTAL	1551	100.0

Complete satisfaction with the quality of public administration services is present in only 5.3% of those surveyed, while the highest proportion of respondents are only partially satisfied or dissatisfied with the services provided.

¹² Bosnia and Herzegovina 2013 Progress Report

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Quality of services in public administration

very satisfied

somewhat satisfied

neither satisfied nor dissatisfied

somewhat dissatisfied

very dissatisfied

DK/DWA

More than 50% or 875 respondents reported reasons for dissatisfaction in communicating with public administration. Of the identified reasons, respondents most frequently cite procedures that are too cumbersome (26%) and require visits to various departments and/or offices in order to receive a specific service (24%). Rude/unprofessional staff also features prominently among the reasons for citizens' dissatisfaction. Cumbersome procedures are a problem that has been identified in a number of previous studies. Thus, for example, according to the World Bank's Doing Business 2014 study, BiH ranked 131st out of a total of 188 countries surveyed. The study also reports that in BiH there are 11 procedures required to start a business which take on average 37 days to complete.¹³ As is the case with many other indicators that included Bosnia and Herzegovina, over the last decade the country has not seen any significant progress, and in some segments the situation has grown even worse. These findings provide an answer as to why the level of foreign investment in BiH is very low even compared to countries in the most immediate neighbourhood.

¹³ <http://www.doingbusiness.org/data/exploreeconomies/bosnia-and-herzegovina>

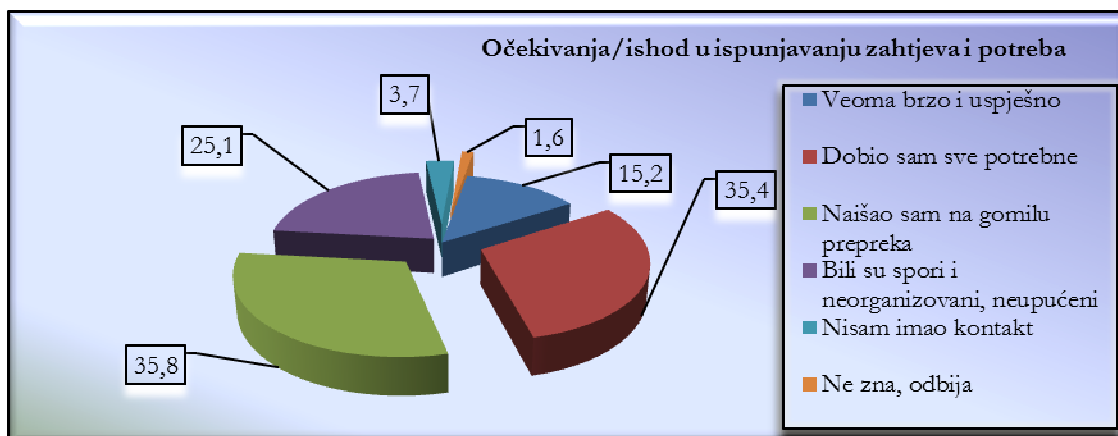
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4. If you are dissatisfied with the services, what do you find to be the greatest obstacle in communicating with public administration institutions, or during procedures for which you are approaching them?		
	Number of respondents	Percentage
The fact that I don't have enough information about the procedure, required documentation, the steps to be taken	230	14.8
The fact that the public administration staff are rude, uninformed and unprofessional	346	22.3
The fact that the procedure is too cumbersome, i.e. takes longer than is reasonably necessary	404	26.0
The fact that the procedure is complicated; I have to submit different documents-payment slips, and to obtain them I have to go to different places	372	24.0
The fact that deadlines for processing applications/requests are unpredictable (they can be very short, or very long)	132	8.5
Other (please specify) ¹⁴	10	.6
DK/DWA	43	2.8

5. If you compare your expectations regarding the work of public administration with what you eventually got from the public administration services after completing the process, to what extent did the final outcome meet your requirements and needs?		
	Number of respondents	Percentage
I completed the procedure very quickly and successfully	236	15.2
I was given all the necessary information and instructions	549	35.4
I came across a number of different obstacles	556	35.8
They were slow, disorganised and uninformed	389	25.1
I had no contact with public administration services	57	3.7
DK/DWA	25	1,6

¹⁴ The response "Other", which was supplied by fewer than 30 respondents, is considered statistically insignificant.

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Citizens' expectations/outcome in accessing services very quickly and successfully
 I was given all the necessary information and instructions
 I came across a number of different obstacles they were slow, disorganised and uninformed
 I had no contact
 DK/DWA

Comparison of the degrees of public trust in different levels of government reveals very interesting findings. As a general rule, the findings demonstrate that the higher the level of government, the less public trust it inspires from citizens. Thus, citizens are found to be most likely to have trust in local administration – 35.9% of respondents (5.5% very much and 30.4% generally). These findings can be accounted for by the fact that citizens make most of their direct contacts with local administration. Hence, the relatively high level of trust in local administration compared to other levels of government is largely based on citizens' personal experiences. Furthermore, these findings are based on the fact that citizens are largely familiar with the work of local administration, given the whole range of citizens' needs that are met through local administration services.

6. Please tell us how much trust do you have in the following institutions? LOCAL ADMINISTRATION (the whole country)		
	Number of respondents	Percentage
Very much	86	5.5
I generally have trust	471	30.4
Neutral	585	37.7
I generally don't have trust	244	15.7
No trust at all	129	8.3
DK/DWA	36	2.3
TOTAL	1551	100.0

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The higher the level of government, the less trust the public has in it. Thus, significantly fewer citizens have trust in cantonal institutions, only 26.5% (2.7 very much and 23.8% mostly).

7. Please tell us how much trust do you have in the following institutions? CANTONAL ADMINISTRATION (ONLY FBiH)		
	Number of respondents	Percentage
Very much	25	2.7
I generally have trust	221	23.8
Neutral	368	39.6
I generally don't have trust	179	19.2
No trust at all	121	13.0
DK/DWA	17	1.7
TOTAL	931	100.0
Didn't answer the question	620	
TOTAL	1551	

Citizens tend to show much less trust in entity governments. Only 19.3% of those surveyed report having trust in the entity-level authorities. These findings are highly significant in view of the broad jurisdiction of the entity governments, especially in RS. The state government is faced with the lowest level of public trust of only 18.8%. Such indicators of citizens' perceptions about the state-level government are largely due to the fact that for the majority of citizens state-level authorities have come to symbolise all negative aspects of all government levels in the country. The public perceives state-level authorities in a largely negative light due to their high wages, inefficiency, political bickering, trading in positions, etc. After all, the first serious civic revolt in the country, which broke out in response to the failure to adopt a law on unique master citizen number, was a reaction to the indolence of the state-level legislature.

7. Please tell us how much trust do you have in the following institutions? ENTITY ADMINISTRATION		
	Number of respondents	Percentage/only those who answered
Very much	26	1.7
I generally have trust	265	17.6
Neutral	571	38.0
I generally don't have trust	321	21.4
No trust at all	228	15.2
DK/DWA	92	6.1
TOTAL	1503	100.0
Didn't answer the question	48	
TOTAL	1551	

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7. Please tell us how much trust do you have in the following institutions? STATE ADMINISTRATION – (the whole country)		
	Number of respondents	Percentage
Very much	28	1.8
I generally have trust	263	17.0
Neutral	545	35.1
I generally don't have trust	338	21.8
No trust at all	306	19.7
DK/DWA	71	4.6
TOTAL	1551	100.0

Brčko District is the only exception to the abovementioned trend of citizens having relatively greater trust in local governments. However, it should be noted that the administration in Brčko District has much wider powers than local authorities in the entities. The level of public trust in the District institutions is between the levels of trust in the cantonal and entity administrations and stands at 21.9%.

7. Please tell us how much trust do you have in the following institutions? BRČKO DISTRICT ADMINISTRATION (only BD)		
	Number of respondents	Percentage/only those who answered
Very much	1	2.1
I generally have trust	10	20.8
Neutral	18	37.5
I generally don't have trust	13	27.1
No trust at all	6	12.5
TOTAL	48	100.0
Didn't answer the question	1503	
TOTAL	1551	

Such survey findings go in favour of the largely neglected school of thought in BiH, which argues that the process of constitutional changes should take account of the need to grant more powers to local governments (cities and municipalities). Highly centralised entity government in RS and unclear and confusing division of powers in FBiH between the Federation, cantons and municipalities, and in some cases the cities, puts local governments at a disadvantage. So far, the constitutional debate has revolved only around the question of strengthening or maintaining powers of the state, entity and cantonal levels. The only attempt to introduce the question of strengthening

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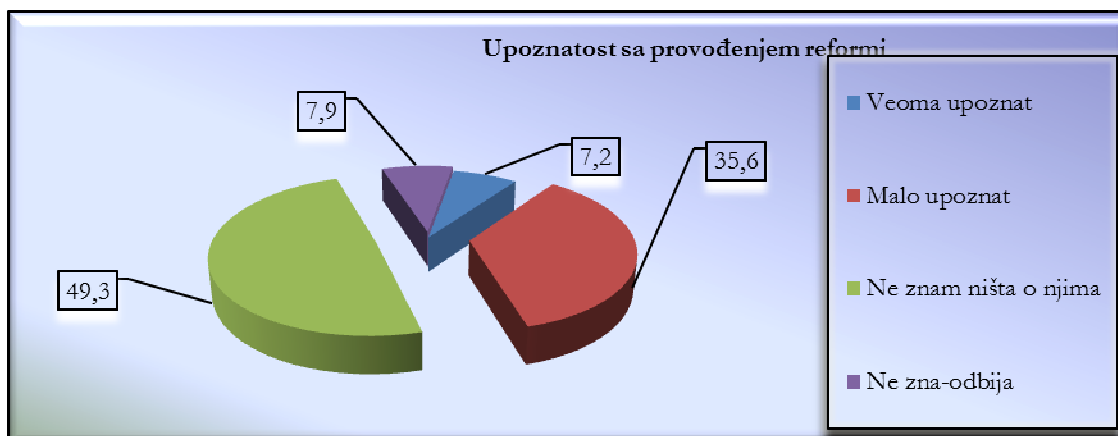
powers of local governments into the public debate was the initiative of a group of nongovernmental organisations K143 which advocated the granting of more powers to municipal governments.

The principle of subsidiarity, or decision-making at the level at which it is most rational and efficient, also speaks in favour of strengthening the municipal level of government as it is closest to citizens. Not only does this make it possible for citizens to participate in decision-making most effectively, but also results in increased government accountability for policy implementation. The relatively high level of trust in local government is yet another reminder of this long-neglected aspect of reforming the entire public administration.

8. In order for BiH to join the EU, it needs to implement certain public administration reforms. How familiar are you with the specific public administration reforms that need to be implemented?		
	Number of respondents	Percentage
Very familiar	112	7.2
Vaguely familiar	552	35.6
Not familiar at all	764	49.3
DK/DWA	123	7.9
TOTAL	1551	100.0

Another aggravating factor in implementing public administration reform is the fact that nearly half of the respondents (49.3%) are completely ignorant of the reforms, while 35.6% are only vaguely familiar with them; however, the largest proportion of those surveyed (19.3%) agree with the statement that the reforms will be influenced by party politics. The fundamental orientation of public administration reform towards a more citizen- and service-oriented public administration cannot be realised without the participation of citizens. Therefore, one of the priority reform tasks in the next period should be getting the process closer to the grassroots and considering citizens' attitudes and perceptions in the planning and implementation of activities.

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Awareness of reform implementation

Very familiar

Vaguely familiar

Not familiar at all

DK/DWA

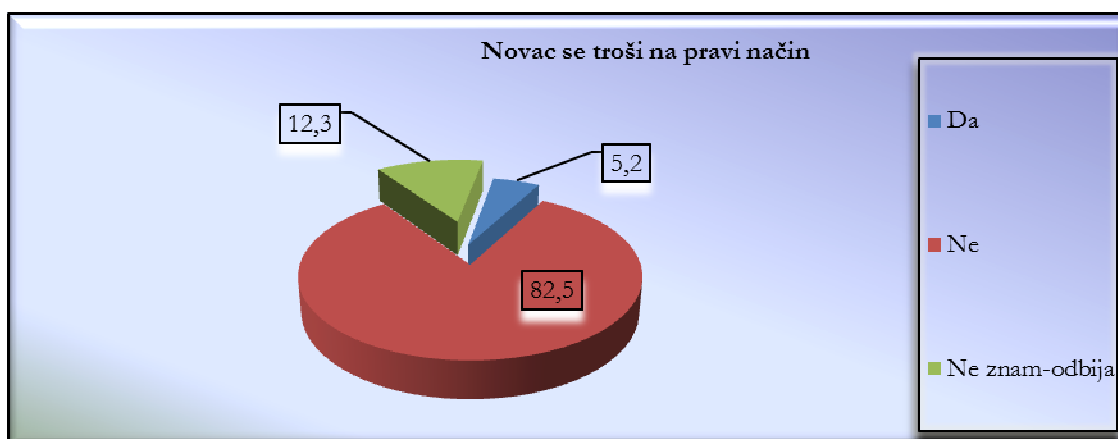
9. Please tell us which of the following statements you agree with		
	Number of respondents who agreed with the statements	Percentage
Reforms make sense	237	15.3
Each institution requires different reform	189	12.2
Citizens will not benefit from reforms	189	12.2
The benefits of reforms are not explained	205	13.2
Reforms will be influenced by party politics	308	19.9
Reforms will not be created by experienced professionals	181	11.7
There is no cooperation between local authorities and administration	86	5.5
The legislative framework for reform is too complicated	53	3.4
DK/DWA/NA	1	.1

3.1.2 PUBLIC FINANCE

Public finance is envisaged as a separate reform area under the Public Administration Reform Strategy. Furthermore, public finance also happens to be the area that the majority of technical assistance projects implemented so far have been focused on. Despite this fact, the survey reveals a discouraging finding which shows that **82.5% of citizens believe that the public/taxpayers' money is not spent wisely.**

Perceptions of Public Administration

10. Do you think that taxpayers' money is spent wisely?		
	Number of respondents	Percentage
Yes	81	5.2
No	1279	82.5
DK/DWA	191	12.3
TOTAL	1551	100.0



Money is spent wisely
 Yes
 No
 DK/DWA

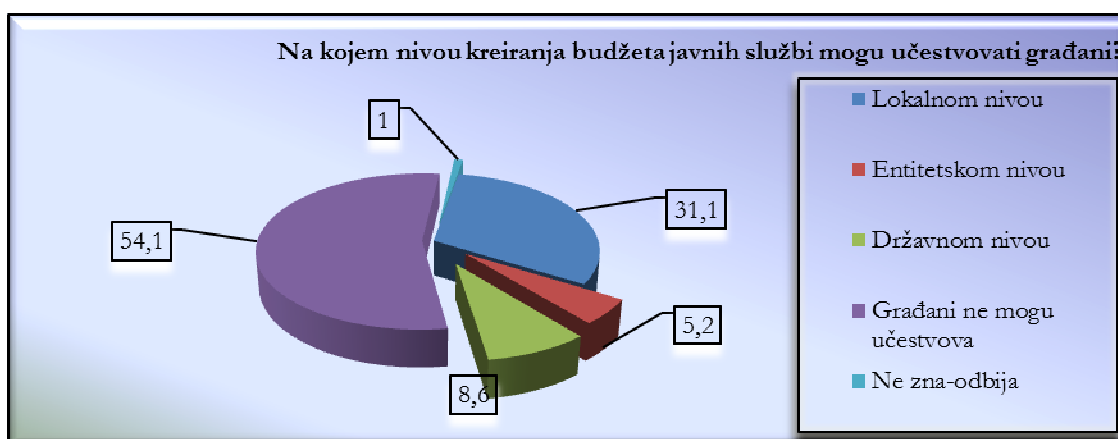
BiH has a very high level of public spending exceeding 50% of the country's GDP.¹⁵ On top of that, the budget planning and executing process is extremely non-transparent. According to the latest Open Budget Index study, which ranks countries on a scale of 0 to 100 according to the degree of accessibility of budget information, BiH achieved a score of 50 index points.¹⁶ Reports of public sector audit offices have consistently revealed a large number of irregularities in the spending of budget funds. However, even though auditor's reports have continued to uncover regularities year after year, law enforcement agencies and the judiciary did not generally seek to establish individual responsibility in such cases, and the governments and parliaments have shown no readiness to implement systemic solutions that would contribute to more transparent and accountable spending.

¹⁵ *Bosnia and Herzegovina – Challenges and directions for reform: a public expenditure and institutional review.* Public expenditure review (PER) World Bank. 2012.

¹⁶ <http://internationalbudget.org/wp-content/uploads/OBI2012-BosniaHerzegovinaCS-English.pdf>

Perceptions of Public Administration

11. At what level of budgeting for public services can citizens participate?		
	Number of respondents	Percentage
Local level	482	31.1
Entity level	80	5.2
State level	134	8.6
Citizens cannot participate in the drawing up of public budgets	839	54.1
DK/DWA	16	1.0
TOTAL	1551	100.0



At what level of budgeting for public services can citizens participate?

Local level

Entity level

State level

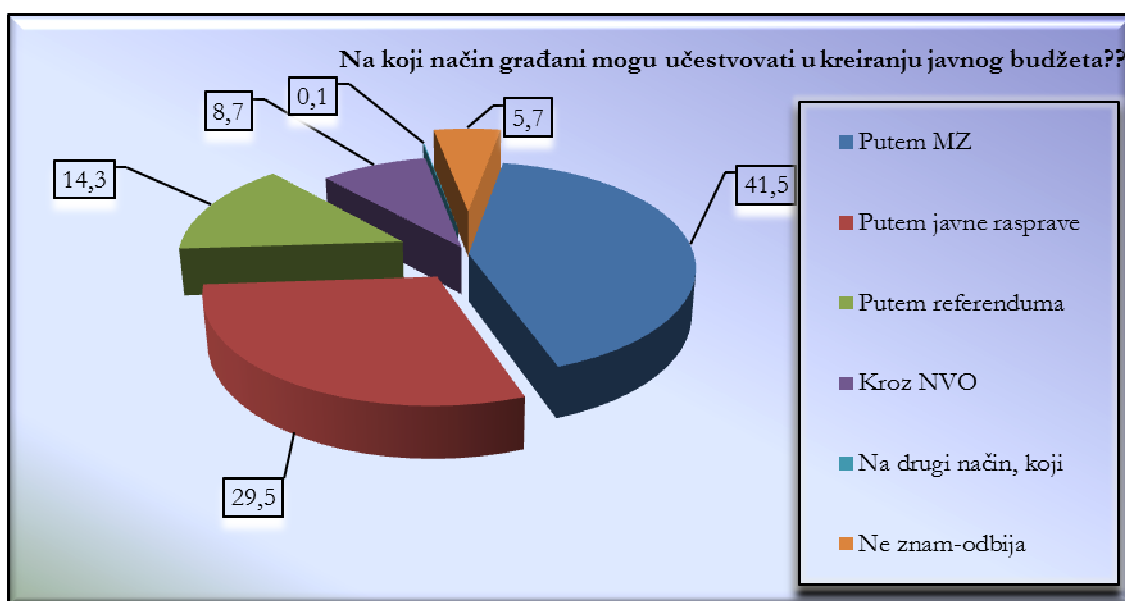
Citizens cannot participate in drawing up public budgets

DK/DWA

In BiH there has been virtually no public debate about which direction the country's budget framework should take. Experts, civil society organisations and citizens have very rarely had the opportunity to participate in discussions about budget planning and execution. This is best illustrated by the finding from Question 11, which shows **that 54% of respondents think that citizens cannot participate in the drawing up of public budgets**. In its previous mandate, the Council of Ministers failed to adopt budgets within the stipulated time frame, causing some institutions to operate without a budget throughout the budget year. Also, entities did not coordinate their budgets within the National Fiscal Council. All this clearly shows that the opening of the budget process to the public has been very far from being a priority in the previous period.

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12. How can citizens participate in drawing up public budgets?			
	Number of respondents	Percentage/total	Percentage/excluding those who did not answer the question
Through local communities	290	18.7	41.5
Through public debates	206	13.3	29.5
Through referendums	100	6.4	14.3
Through NGOs	61	3.9	8.7
In other ways (please specify)	1	.1	.1
DK/DWA	40	2.6	5.7
TOTAL	698	45.0	100.0
Didn't answer the question	853	55.0	
TOTAL	1551	100.0	



How can citizens participate in drawing up public budgets?

Through local communities

Through public debates

Through referendums

Through NGOs

In other ways

DK/DWA

13. Would you support placing a ceiling on the wages of officials in public enterprises and institutions?

	Number of respondents	Percentage
Yes	1203	77.6
No	139	9.0
DK/DWA	209	13.5
TOTAL	1551	100.0

Perceptions of Public Administration



Placing a ceiling on the wages of officials in public enterprises and institutions

Yes

No

DK/DWA

Overall, BiH outdoes all other countries in the Western Balkans not only when it comes to total public expenditure but also in terms of the total wage bill in the public sector. The country's public-sector wage bill makes up 35% of GDP. This situation is obviously unsustainable in the long run, and citizens clearly recognise that, because **more than 77% believe that the public-sector wage bill needs to be slashed**. True, there is an alternative to reducing the wage bill for public administration, and this is rationalisation of workforce. As has been discussed earlier, both reform options are painful and may have a high political price, which the authorities in BiH have never had the courage to pay.

3.1.3 HUMAN RESOURCES

Functional and efficient public administration is inconceivable without proper human resource management, which includes the following functions: planning, recruitment, performance management, development, promotion, compensation and professional ethics. For these functions to be carried out, state institutions need to have adequate capacity to plan and implement HR-related policies. While the first step which relates to the creation of a legislative framework and the establishment of institutions has been completed, the other, much more demanding step, which refers to the consistent and transparent implementation, remains a big challenge. On the other hand, public administration operates in a broader socio-economic context, which has an important impact on all functions

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of public administration. In a situation of extremely high unemployment, the state is the largest and also the most desirable employer. Reasons for this are multiple, including primarily job security and guaranteed employment rights – conditions that the private sector is far from being able to offer. Great influence, or even control, exerted by political parties over state institutions has resulted in a widespread practice of clientelistic and nepotistic recruitment in public institutions. For years complaints relating to recruitment in public administration have made up the majority of citizens’ complaints received by TI BiH’s Advocacy and Legal Advice Centre (as many as almost a quarter of all complaints).¹⁷ Also, the media have widely reported on numerous situations in which the law was violated in order to ensure employment for persons who have a particular party affiliation or are related to holders of political or public administration functions.¹⁸

14. Please tell us which of the following statements you agree with		
	Number of respondents who agreed with the statements	Percentage
The number of employees in public administration is optimal	232	15.0
It is necessary to employ more people in public administration	187	12.1
It is necessary to reduce the number of employees in public administration	677	43.6
Public administration employs persons of appropriate education and experience	120	7.7
Public administration employs persons on the basis of their party affiliation, family connections, etc.	822	53.0

It is evident from the responses to question 14 that citizens are well aware of the need to reduce the number of employees in public administration (43.6%). Rationalisation of workforce in public administration is being continuously delayed because there has never been political will to tackle this issue. Albeit necessary, such a move would be extremely unpopular and could result in loss of support for the political forces that would opt for it.

There is a prevailing sentiment among citizens that education and experience play almost no role in recruitment for public administration (only 7.7% of those

¹⁷ See Transparency International BiH www.ti.bih.org

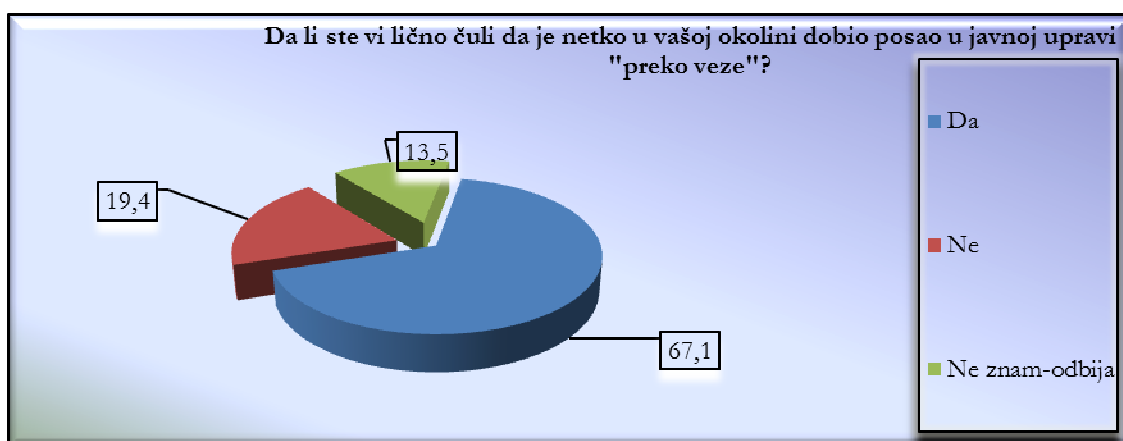
¹⁸ See Centre for Investigative Reporting www.cin.ba

Perceptions of Public Administration

surveyed believe that experience and knowledge are the main criteria in hiring new personnel). **More than half of survey respondents (53%) cite political affiliation or partisan membership as well as family connections as the key criteria.**

15. Have you personally ever heard of someone around you getting a job in public administration in a non-transparent manner ("through the use of connections")?

	Number of respondents	Percentage
Yes	1041	67.1
No	301	19.4
DK/DWA	209	13.5
TOTAL	1551	100.0



Have you personally ever heard of someone around you getting a job in public administration "through the use of connections"?

Yes

No

DK/DWA

That the perception of corruption as the dominant way in which recruitment is done in public administration is well founded is further confirmed by the very high number of respondents (67%) with a personal experience or knowledge of someone around them who got a job in an illegal manner.

These findings actually show that people have almost no trust in the legality of recruitment procedures in public administration, and are acutely aware that political parties misuse public administration to recruit their own supporters. While the issue of human resource management and creation of a professional public administration is placed high on the list of priorities of the public administration reform strategy and action plan, public perception of recruitment procedures in public administration has hardly changed in the last decade.

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Numerous cases of nepotistic and clientelistic employment in public administration, which received intense media attention, have, almost as a rule, never seen an institutional response by law enforcement agencies and the judiciary. This has only gone to further reinforce such a public perception and brought the corrupt practices in recruitment, as evidenced by the results of this survey, to the level of a socially acceptable, if not desired behaviour.

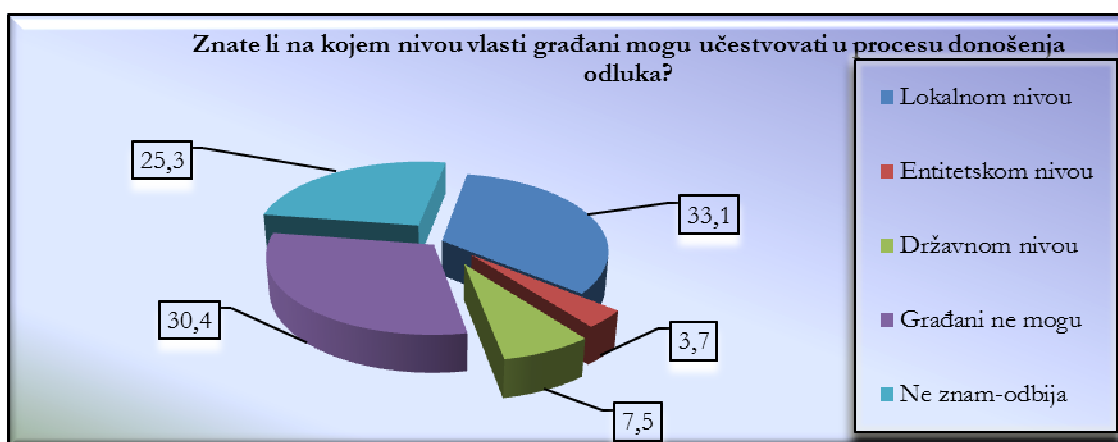
3.1.4 RELATIONSHIPS WITH CLIENTS AND COOPERATION WITH COMMUNITY

Citizen participation in decision-making processes presupposes the greatest possible degree of institutional transparency. Without access to the broadest possible range of information, citizens cannot be in a position to participate in decision-making. Therefore, in the last ten-plus years, there has been a prevailing awareness of the necessity to treat the right of access to information as a fundamental human right, which was also institutionalised through the case law of the European Court of Human Rights. Numerous initiatives at the international and regional levels are also moving in this direction. One such initiative, which has proved the greatest success, is the multilateral Open Government Partnership initiative, which was launched three years ago by a few developed countries, and so far has been joined by 64 members. The idea behind this initiative is for countries to voluntarily take upon themselves the obligation to adhere to the principle of complete openness of government to the citizens and public availability of the broadest range of information, with a view to ensuring that citizens can participate in decision-making, which would ultimately lead to increased government accountability.

BiH is the only country in the region that has not joined the initiative, and is still in the initial stages of joining it.

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16. Do you know at which level of government citizens can participate in decision-making processes?		
	Number of respondents	Percentage
Local level	513	33.1
Entity level	57	3.7
State level	117	7.5
Citizens cannot influence decision-making processes	471	30.4
DK/DWA	393	25.3
TOTAL	1551	100.0



Do you know at which level of government citizens can participate in decision-making?

Local level

Entity level

State level

Citizens cannot influence decision-making

DK/DWA

Responses to Question 16 show that more than half of the people do not know how they can participate in decision-making. However, the majority of citizens are aware of the opportunities to participate in decision-making at the local level. A 2012 survey into the participation of citizens in decision-making, which was carried out by the Centre of Civil Initiatives, shows that 80% of people are interested in taking part in the decision-making process, but 73.2% have never taken part in such processes.¹⁹

¹⁹ <http://www.cci.ba/pubs/1/21/1.html>

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17. How can citizens participate in decision-making processes?			
	Number of respondents	Percentage/total	Percentage/those who responded
Through local communities	305	19.7	44.4
Through public debates	203	13.1	29.5
Through referendums	110	7.1	16.0
Through NGOs	50	3.2	7.3
In other ways (please specify)	2	.1	.3
DK/DWA	17	1.1	2.5
TOTAL	687	44.3	100.0
Didn't answer the question	864	55.7	
TOTAL	1551	100.0	

Despite the fact that local communities are a neglected and inadequately regulated organisational unit, the majority of citizens believe that it is through them that they can have the biggest impact on decision-making processes. Public debate as a method of citizen participation was cited by 29.5% of survey respondents. It should be borne in mind that public debates are a method that is very rarely used by institutions. Even when they are formally organised, such debates are devoid of actual content because citizens are not properly informed about them, and the initiatives and suggestions put forward are very rarely taken into consideration by decision-makers.

18. Please tell us whether you agree with the following statement: Employees in public administration are friendly and helpful		
	Number of respondents	Percentage
YES	683	44.0
NO	648	41.8
DK/DWA	220	14.2
TOTAL	1551	100.0

18. Please tell us whether you agree with the following statement: The service I sought was addressed in a satisfactory manner		
	Number of respondents	Percentage
YES	755	48.7
NO	612	39.5
DK/DWA	184	11.9
TOTAL	1551	100.0

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18. Please tell us whether you agree with the following statement: I was provided with all the necessary information

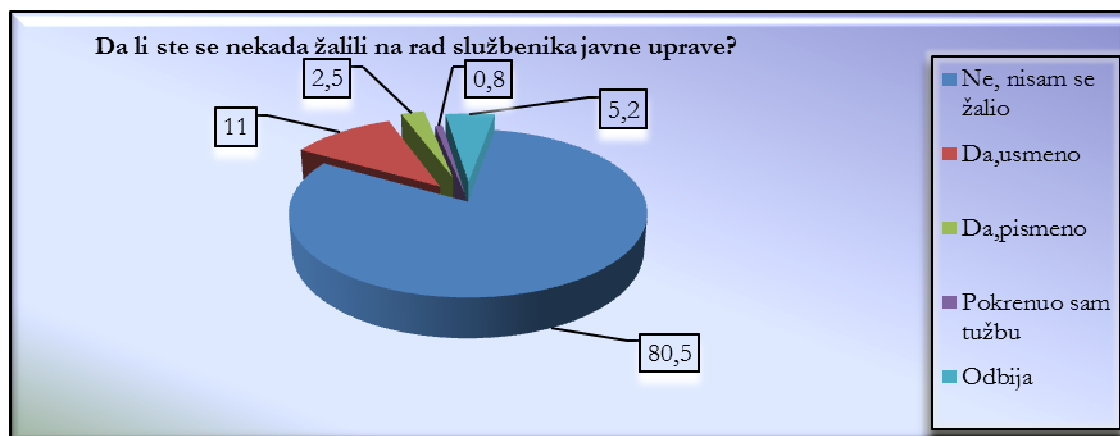
	Number of respondents	Percentage
YES	701	45.2
NO	653	42.1
DK/DWA	197	12.7
TOTAL	1551	100.0

18. Please tell us whether you agree with the following statement: I have complete confidence in public administration staff

	Number of respondents	Percentage
YES	388	25.0
NO	865	55.8
DK/DWA	298	19.2
TOTAL	1551	100.0

19. Have you ever complained against a member of public administration staff, and if so in what way?

	Number of respondents	Percentage
No, I haven't	1249	80.5
Yes, I complained to their superior, in person	170	11.0
Yes, I complained to their superior, in writing	39	2.5
I brought a lawsuit	13	.8
DWA	80	5.2
TOTAL	1551	100.0



Have you ever complained against a member of public administration staff?

No, I haven't

Yes, in person

Yes, in writing

I brought a lawsuit

DWA

Even though nearly 60% of respondents reported being exposed to different types of inconvenience and unprofessional conduct in dealing with public

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administration and 67% reported having knowledge of corruption in recruitment procedures, as many as 80.5% of those surveyed said that they had never complained against a member of public administration staff.

This points to the conclusion that citizens do not have trust in institutions, i.e. do not believe that their complaints and grievances can eliminate the reasons for their dissatisfaction. If two thirds of the population are aware of corruption in employment, it is then quite logical to assume that they consider public administration staff to be protected from bearing any consequences for unprofessional conduct.

20. In the last two years, have you experienced any of the following types of inconvenience while communicating with a member of public administration staff?		
	Number of respondents	Percentage
They were fixing things for their friends and acquaintances out of turn	308	19.9
They made me repeatedly go back for additional documents	409	26.4
I had to wait because they were talking on the phone or with their colleagues	341	22.0
They were rude or disrespectful to me or to other citizens around me	302	19.5
I had to wait because they ignored me	181	11.7
No, I haven't experienced any inconvenience	578	37.3
DK/DWA	109	7.0

21. Where do you get information about the work and services of public administration?		
	Number of respondents	Percentage
I go directly to the public service and get information from them	670	43.2
On TV	225	14.5
On the website of the specific public service	173	11.2
From friends and acquaintances	410	26.4
I know in advance where I need to go	205	13.2
DK/DWA	33	2.1

3.1.5 CORRUPTION

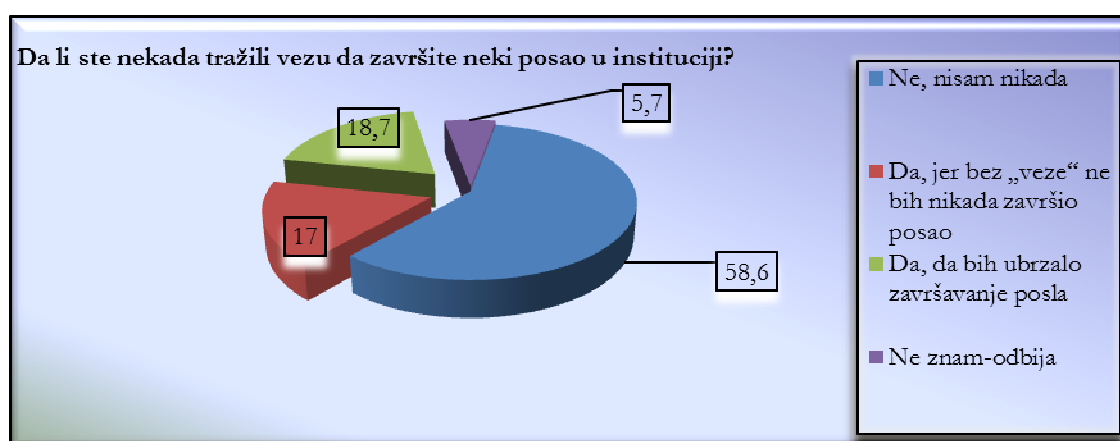
The problem of corruption in BiH is deeply rooted and pervasive. Relevant research conducted over the years indicates that the results in fighting

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corruption have been largely absent, and that corruption continues to have devastating consequences for the country and its citizens. Transparency International's (TI) survey Global Corruption Barometer 2013 shows that almost two-thirds of citizens believe that the problem of corruption has increased in the last two years (34% think it has increased significantly, and 31% think it has increased a little).²⁰

When it comes to people's personal experiences of corruption, i.e. admission that they were involved in corrupt activities, the majority of public opinion surveys are faced with certain restrictions. Corruption is a criminal offence, and therefore a lot of people, when they talk about it, seek to give socially desirable answers, especially in regard to their own experience and involvement in corrupt transactions. Notwithstanding this limitation, **more than a quarter of people admitted being personally involved in corrupt activities.**

22. Have you ever sought a "connection" to finish some work in a public institution, and if so, why?		
	Number of respondents	Percentage
No, never	909	58.6
Yes, because if I hadn't had a connection, I would never have finished what I came for	263	17.0
Yes, to speed up the process	290	18.7
DK/DWA	89	5.7
TOTAL	1551	100.0



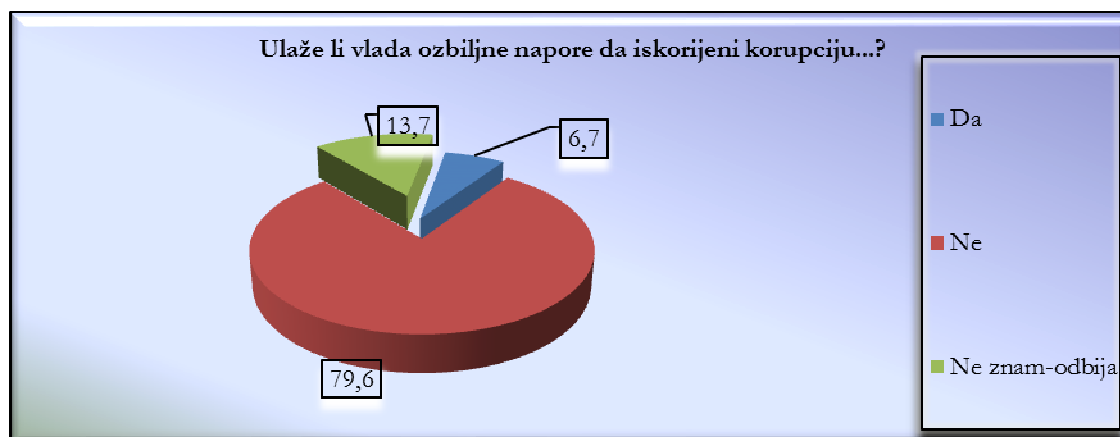
Have you ever sought a "connection" to finish some work in a public institution?
 No, never
 Yes, because without it, I would never have finished what I came for
 Yes, to speed up the process
 DK/DWA

²⁰ <http://www.transparency.org/gcb2013>

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Enormous distrust in authorities' efforts to eradicate corruption is evident from the responses to Question 23, where **almost 80% of those surveyed believe that the government is not expending enough effort in combating corruption.**

23. Are those presently in power making serious efforts to root out corruption among high-ranking government officials and lower-ranking officials who are in contact with the public?		
	Number of respondents	Percentage
Yes	104	6.7
No	1234	79.6
DK/DWA	213	13.7
TOTAL	1551	100.0



Is the present government making serious efforts to eradicate corruption...?

Yes
No
DK/DWA

Citizens' perception of absence of true intention by the authorities to fight corruption corresponds with the findings of reports by international and national institutions and organisations. The EU's Bosnia and Herzegovina 2013 Progress Report also notes the lack of progress in combating corruption. Transparency International's 2013 Corruption Perceptions Index report also ranks BiH among the most corrupt countries in the region with a chronic lack of progress in combating corruption.

The problem of corruption is certainly one of the biggest obstacles to reforming public administration. Unless a systemic solution to the problem of corruption is found, it will not be possible to make further steps forward in any reform area

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within the overall public administration reform. It is evident from previous responses that the recruitment in public administration and ways of planning and spending public money are two most acute problems in the process of public administration reform. Both problems are very much linked to corruption, i.e. corrupt practices are deeply rooted in both these segments. Addressing these issues will be very demanding. Resistance that occurs at the middle management level and at the highest political level is actually driven by the great benefits that corrupt officials reap, while, on the other hand, investigative authorities and law enforcement agencies remain ineffective to the extent that persons involved in corrupt activities are not afraid of any sanctions. This actually speaks to the point that public administration reform cannot be viewed in isolation from other reforms in the country.

24. Which institution should play a leading role in the fight against corruption?		
	Number of respondents	Percentage
the executive	673	43.4
the judiciary	461	29.7
the legislature	77	5.0
international community	80	5.2
high representative	33	2.1
civic associations	76	4.9
supreme auditor	18	1.2
ombudsperson	18	1.2
public services	40	2.6
media	24	1.5
monitoring agencies	4	.3
private sector	7	.5
other (please specify)	28	1.8
DK/DWA	12	.8
TOTAL	1551	100.0

Despite the high level of distrust, the vast majority of respondents believe that the leading role in the fight against corruption should belong to the executive (43.4%), followed by judicial institutions.

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24. Other – please specify			
	Number of respondents	Percentage	Percentage
police	5	.3	17.9
prosecutor's office	5	.3	17.9
anti-corruption agency	1	.1	3.6
all of the above	11	.7	39.3
people	2	.1	7.1
presidency	2	.1	7.1
a newly formed institution	1	.1	3.6
various NGOs	1	.1	3.6
TOTAL	28	1.8	100.0
Didn't answer the question	1523	98.2	
TOTAL	1551	100.0	

As in previous surveys, political parties are again perceived as the most corrupt institution in the society. This shows that the public are well aware that the biggest problem is political corruption as it generates and causes corruption that pervades all social and state institutions. At the same time, political corruption is the most complex form of corruption and the fight against it is the most complex and most uncertain. Political parties project their power to all other state institutions such as the judiciary, which is perceived as the second most corrupt institution in the country, immediately after political parties.

25. In which of the following institutions corruption is most widespread?		
	Number of respondents	Percentage
political parties	557	35.9
police	147	9.5
the judiciary	189	12.2
customs	102	6.6
state-owned enterprises	103	6.6
municipal administration	69	4.4
private companies	20	1.3
health	133	8.6
police	54	3.5
government (entity, cantonal, state, BD)	162	10.4
DK/DWA	15	1.0
TOTAL	1551	100.0

As already noted, the overall success of public administration reform will hinge on concrete results in the fight against corruption, which suggests an association between PAR and other reforms, in particular reform of the justice sector and anti-corruption reforms. Within the public administration reform, public trust can

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be built on the basis of greater transparency and openness, which will also help to create a solid foundation for detection and prosecution of corruption.

4. IN LIEU OF A CONCLUSION

Findings and results of the survey into citizens' perceptions about public administration in BiH are not to be understood in any other way than as a call to action without delay. Efforts to reform public administration in the last ten-plus years have obviously failed to deliver satisfactory results. Significant financial support and conditionality by the EU and the wider international community and professed political will in BiH were apparently not enough to materialise public administration reform in a way that would make citizens, as end-users of public services, feel its results. There are two critical points through which the failure of the reform is reflected, as demonstrated by this survey as well as many other qualitative surveys. These are: human resource management or, more precisely, recruitment, and public finance management. Also, the fact remains that no significant progress will be achieved in these two reform areas, as indeed in the public administration reform as a whole, unless there is progress in other reform processes, particularly in the reform of the judiciary. Numerous examples of striking systematic violations and arbitrary interpretation of the law, arbitrariness and corruption, both political and administrative, are precisely the things that pose the main obstacle to reforming public administration.

The deep public dissatisfaction with all aspects of public administration therefore does not come as a major surprise. Such a deep distrust of the government by citizens, coupled with an awareness of the enormous resources that were spent in improving the state of public administration only to produce modest results, is certainly not the best starting point for future reforms. However, there is also a significant level of understanding among citizens that this situation is not sustainable and that painful reform measures must be instituted in the short term as well. Therefore, the priority task in implementation of public administration reform is to ensure complete openness of the administration towards citizens in all aspects of its work. This would enable citizen participation in decision-making as well as the creation of, currently almost non-existent,

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public confidence in the work of public administration. Creating the political will to undertake painful reform processes, which are related to the rationalisation of public administration and public spending, and establishing a system of accountability in public administration will be the most difficult aspects of the reform process. This will only be possible with the exertion of stronger pressure by civil society and the media, combined with pressure from the EU within the European integration process.

ANNEX I

KEY FINDINGS OF THE PUBLIC OPINION SURVEY ON CITIZENS' SATISFACTION AND AWARENESS WITH REGARD TO PUBLIC ADMINISTRATION REFORM

GENERAL SECTION

- ✚ When asked how many times they visited public administration services in the last month, the majority of respondents (43.5%) reported visiting them only once, while nearly 7% said that they had visited public administration services more than ten times!
- ✚ When asked whether services in public administration have improved in the last five years, the majority of those surveyed believed that the quality of services had neither improved nor deteriorated. Dissatisfaction with the quality of services was expressed by 18.3% of those polled, while as many as 36.3% were of the opinion that public administration services were much better and somewhat better.
- ✚ One third of those surveyed are partially satisfied with the services of public administration, while another third do not think highly of these services. These services are obviously perceived as something necessary, something that must be done, so people do not care so much about satisfaction with the services provided, but are more focused on achieving their goal, i.e. completing the process initiated before the public administration service.
- ✚ Those who were dissatisfied with the services of public administration cited reasons for their dissatisfaction. A total of 875 survey respondents reported reasons for their dissatisfaction in communicating with public administration institutions. The majority of citizens believe that the procedures are too cumbersome and that in reality their completion takes much less time. So, they find the communication with public administration institutions much more complicated than it really should be. Also, employees in public administration institutions are perceived as rude and unprofessional and uninformed about the things their job entails.
- ✚ A total of 603 respondents who were satisfied with the services cited the greatest benefits of their communication with public administration

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institutions. The quality of information received was cited as the greatest benefit. Unlike their disgruntled counterparts, these respondents believed that public administration staff were informed, courteous, and professional.

- ✚ When asked to compare their expectations of public administration institutions and the results obtained at the end of the process, the respondents reported that in contact with these institutions they had received all necessary information and instructions (35.4%), but also that they had met with a number of different obstacles while seeking services in public administration institutions (35.8%). Only 15.2% reported completing their tasks quickly and successfully.
- ✚ Confidence in **local administration** is both existent and non-existent! The highest proportion of survey respondents neither have nor do not have confidence in local administration (37.7%). However, the sum percentage of those who trust local administration very much (5.5%) and those who trust it generally (30.4%) is much higher than the sum percentage of those who do not trust it – at all or generally (24%).
- ✚ Trust in **cantonal administration** – only respondents in FBiH were asked this question – is much lower than trust in local administration. A very high proportion of respondents (32.2%) reported not having trust in cantonal institutions – at all or generally. The highest proportion of survey respondents are undecided, with 39.6% saying that they “neither have nor do not have trust” in these institutions.
- ✚ Confidence in **entity authorities** was investigated in the entire country, with the exception of Brčko District. Again, the majority of those polled were undecided, neither having nor not having trust in entity governments. However, the sum percentage of those who “generally do not have trust” (21.4%) and those who “do not have trust at all” (15.2%) is very high.
- ✚ Trust in **state authorities** is also very low, with as many as 19.7% of survey respondents not having trust at all and 21.8% generally not having trust in these institutions. Here again, the highest percentage of respondents are undecided as to whether they have or do not have trust in these institutions.
- ✚ Residents of Brčko District showed almost the same level of distrust in their institutions; the sum of negative responses was 39.6%, a clear indication of the level of distrust in the **Brčko District authorities**. Here, also, the highest percentage of those polled were undecided, with as many as 37.5% neither having nor not having confidence in the Brčko District authorities.
- ✚ Implementation of public administration reform as a requirement in the EU integration process is a big unknown for our survey respondents. Almost 50% of those surveyed reported not knowing anything about these reforms, and the response “vaguely familiar” can mean that they had heard that the reforms should be implemented, but did not know what

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reforms exactly or where. Answers to this question indicate that survey respondents are generally ignorant about the reforms that need to be implemented in public administration.

- ✚ The majority of survey respondents believe that the shape and enforcement of reforms will be influenced by party politics. Also, there is a large proportion of those who believe that the reforms make sense, but that each institution will require different reform. Furthermore, a sizeable proportion of respondents believe that reforms are not fully explained to the public.

PUBLIC FINANCE

- ✚ More than 80% of respondents believe that public money is not spent in the right way. Only 5.2% of respondents said that public money is spent properly.
- ✚ A great proportion of respondents think that citizens cannot participate in drawing up public budgets. The majority of those who do believe that citizens can participate in drawing up public budgets think that they can do so only at the local level.
- ✚ Those surveyed believe that their participation in drawing up public budgets can be achieved through local communities (41.5%), through public debates (29.5%), through referendums (14.3%), or through NGOs (8.7%).
- ✚ Nearly 80% of survey participants would support placing a ceiling on the wages of employees in public enterprises and institutions.
- ✚ 43.6% of those polled are of the opinion that it is necessary to reduce the number of employees in public administration, 12.1% believe that it is necessary to employ more people in public administration, and 15% believe the number to be optimal.
- ✚ 37.1% of respondents reported having personally heard of someone around them getting a job in public administration in a non-transparent manner ("through the use of connections").

RELATIONSHIPS WITH CLIENTS AND COOPERATION WITH COMMUNITY

- ✚ Similar to the issue of budgeting, citizen participation in decision-making, too, is an insufficiently understood sphere of civic activism, with as many as 30.4% of respondents believing that they cannot participate in decision-making. One third believe that they can do so at the local level, while 3.7% of respondents say that they can participate in decision-making at the entity level and 7.5% say that they can participate at the state level.

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- ✚ The highest proportion of respondents believe that the participation in decision-making should be effected through local communities (44.4%) or through public debates (29.5%).
- ✚ When it comes to how friendly and helpful employees in public administration are, opinions are split, with 44% of respondents saying that employees are friendly and 41.8% saying they are not.
- ✚ The highest proportion of those polled (48.7%) reported having the services they sought in public administration addressed in a satisfactory manner.
- ✚ Respondents also have mixed opinions in respect to the provision of necessary information, with 45.2% saying that they were provided with all the necessary information and 42.1% saying the opposite.
- ✚ There is a great difference in the percentages showing the level of confidence in public administration employees. Only 25% of survey respondents have a positive opinion, while 55.8% said that they did not have complete trust in public administration staff.
- ✚ Although they are sometimes dissatisfied with public administration staff, 80.5% have never complained about their work; of those who did complain, the majority did so with the staff's superior, in person.
- ✚ In communicating with public administration staff, respondents sometimes experienced inconvenience. More than a third of our survey respondents reported having experienced no inconvenience in contact with public administration staff, while 26.4% reported being repeatedly sent back for additional documents; 22% were made to wait because staff were talking on the phone or with their colleagues; 19.9% of them experienced inconvenience when a public administration employee was fixing things for his/her friends or acquaintances out of turn.
- ✚ When asked where they got information about the work and services of public administration, citizens were most likely to report going directly to the public service in question and getting information from them (43.2%).

CORRUPTION

- ✚ 58.6% of respondents said that they had never sought a "connection" to finish some work in a public institution. 35.7% reported seeking a "connection" because without it they would never have finished what they came for, or using it to speed up the process.
- ✚ Efforts of the present government to eradicate corruption among junior-level officials were evaluated as negative, with almost 80% of those polled feeling that the government was not investing enough effort to root out corruption among lower-ranking officials who are in contact with the public.

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- ✚ Respondents were of the opinion that the executive should play a leading role in the fight against corruption (43.4%), followed by the judiciary (29.7%).
- ✚ Survey participants perceive corruption to be most widespread in political parties (35.9%), the judiciary (12.2%), police (9.5%), health (8.6%), governments (10.4%), customs, state-owned enterprises, municipal administrations, police, etc.

COMPARISON OF RESULTS BY ENTITIES

- ✚ Most respondents from FBiH report visiting public administration services once a month (46%). In BD respondents were most likely to visit public administration services more than ten times (10.4%).
- ✚ Most satisfied with the services of public administration were respondents in FBiH, albeit with a very small and statistically almost insignificant difference compared to those in RS and BD. Most dissatisfied were respondents in RS.
- ✚ Respondents who were dissatisfied with the services provided by public administration in FBiH (the highest percentage) cited as the biggest problem the fact they did not have enough information about the required documentation; the highest proportion of those surveyed in FBiH complained that public administration staff were rude; roughly equal percentages of respondents in RS and FBiH felt that the procedure took longer than was reasonably necessary; similar is true of the opinion that the procedures are complicated.
- ✚ Respondents who were satisfied cited as the biggest advantage the fact that they were given information about the procedure and the steps to be taken (emphasised in FBiH), followed by the opinion that staff were friendly and professional, while the lowest proportion of respondents believed that the procedure was relatively quick to complete.
- ✚ When asked to compare their expectations regarding the work of public administration (e.g. municipal administration, court, tax authorities, etc.) with what they eventually got from public administration services after completing the process, respondents were most likely to report having been given all the necessary information and instructions, but a significant number also reported coming across a number of different obstacles.
- ✚ Local administration is most likely to be trusted by residents of RS.
- ✚ Confidence in the entity government was much higher in RS than in FBiH.
- ✚ Also, respondents in RS have much more confidence in the state government.

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- ✚ RS citizens are most likely to be familiar with public administration reforms that the country needs to implement in order to join the EU (35.5% – vaguely familiar and 8.9% – very familiar).
- ✚ FBiH citizens are most likely to believe that public money is not spent in the right way (87.6%).
- ✚ Most of the respondents from FBiH believe that citizens can participate in the drawing up of public budgets (57.5%).
- ✚ Of those who believe that citizens can participate in the drawing up of public budgets, the majority think that this can be achieved through local communities. The highest proportion of those who think so are from FBiH (46.3%).
- ✚ 86.9% of respondents from FBiH would support placing a ceiling on the wages of officials in public enterprises and institutions.
- ✚ Citizens in RS are most likely (71%) to have personally heard of someone around them getting a job in public administration “through the use of connections”.
- ✚ Citizens in BD are most likely (43.8%) to believe that people can participate in decision-making at the local level.
- ✚ Friendliness and helpfulness of public administration staff was rated most highly by respondents in FBiH (44.7%). The opinion that the services sought were addressed in satisfactory manner was most likely to be expressed by respondents in FBiH – more than 50%. Also, survey respondents from FBiH were most likely to report being provided with all the necessary information (46.9%). More than half of respondents in both entities and BD reported not having complete trust in public administration employees, with the highest level of distrust seen in BD (58.3%).
- ✚ In the last two years, have you experienced any of the following types of inconvenience while communicating with a member of public administration staff? – respondents in RS were most likely to report being repeatedly sent back for additional documents (30.1%); in BD public administration employees are most likely to ignore citizens and talk with colleagues or on the phone (31.2%); employees are perceived to be most unfriendly in BD (22.9%); also, administration staff in BD are most likely to ignore citizens – 14.6%. These forms of inconvenience are most likely to be absent in FBiH – 40.4%.
- ✚ Citizens are most likely to get information about the work and services of public administration by going directly to the public service in question and getting information from them, and most often so in RS – 45.3%.
- ✚ Citizens in RS are most likely to resort to string-pulling to finish a job in a public institution, with 43.3% doing so.

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- ✚ Opinion that the current government is not making serious effort to eradicate corruption among senior government officials as well as lower-ranking officials who are in contact with citizens is most likely to be expressed by respondents in FBiH – 86.9%.
- ✚ Citizens in FBiH are most likely (38.5%) to feel that corruption is most widespread in political parties.