

CULTURAL POLICY IN THE FUNCTION OF LOCAL COMMUNITY DEVELOPMENT IN BOSNIA AND HERZEGOVINA

KULTURNA POLITIKA U FUNKCIJI RAZVOJA LOKALNIH ZAJEDNICA U BOSNI I HERCEGOVINI

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Primljen / Received : 28. 3. 2024.

Prihvaćen / Accepted: 3. 5. 2024.

Abstract

Modern social movement imposes need for researching cultural policy, especially from their aspect of their creation and implementation at the local community level. Research conducted so far on development of local government and local policy in Bosnia and Herzegovina were primarily directed on economic and legally – the political aspect of local government. Goal of this research is advantage and possibility analysis, limiting the local growth of cultural politics on the level of territorial organisation of government in Bosnia and Herzegovina. What problems does the government face during creation of cultural policy? How are local and cultural identities formed? Do local governments have strategies for cultural development? In what measure is culture recognised as a developing chance especially in the time when Bosnia and Herzegovina becomes alternative tourist destination? How are cultural projects financed and in what measure do citizens show interest to participate in the growth of culture and local culture politics? By a strategic approach this research is contributing towards the definement of modern model culture policy, it is contributed to a total community growth of local communities.

Keywords: Public Policy, Cultural Policy, Local government, Bosnia and Herzegovina

Sažetak

Savremena društvena kretanja nameću potrebu za istraživanjem kulturnih politika, posebno sa aspekta njihovog kreiranja i implementacije na nivou lokalne zajednice. Dosadašnja istraživanja o razvoju lokalne uprave i lokalnih politika u Bosni i Hercegovini bila su prvenstveno usmjerena na ekonomski i pravno-politički aspekt lokalne uprave. Cilj ovog istraživanja je analiza prednosti i mogućnosti, ograničavanja lokalnog razvoja kulturne politike na nivou teritorijalne organizacije vlasti u Bosni i Hercegovini. Sa kakvim se problemima vlada suočava prilikom kreiranja kulturne politike? Kako se formiraju lokalni i kulturni identiteti? Da li lokalne samouprave imaju strategije za kulturni razvoj? U kojoj mjeri se kultura prepoznaje kao razvojna

šansa posebno u vrijeme kada Bosna i Hercegovina postaje alternativna turistička destinacija? Kako se finansiraju kulturni projekti i u kojoj mjeri građani pokazuju interes da učestvuju u razvoju kulture i lokalne kulturne politike? Strateškim pristupom ovo istraživanje doprinosi definisanju modernog modela kulturne politike, te doprinosi ukupnom razvoju zajednice lokalnih zajednica.

Ključne riječi: javne politike, kulturna politika, lokalna vlast, Bosna i Hercegovina

1. INTRODUCTION

Culture policy is a term commonly used when it comes to strategy of cultural development and States relationship towards culture. State that cultural politics relate to institutional support which direct, on one hand aesthetically, and on the other the overall way of life – cultural policy is the bridge between these two registers (Miller, Yúdice 2002, 20). Cultural policy can be explicitly determined by decisions and regulations of the competent authorities. In most cases, cultural politics is public policy towards art and culture, which is issued by competent ministries (or agencies) on national or local level that is commonly present model in Europe. In some countries cultural policies are not defined on States level. Besides government institutions other organizations such as private sectors, various foundations, also non-government organizations can influence the cultural policy.

From historical experience and political reforms in past centuries, it can be concluded that this concept implies on open regional or regional government system in which there are realistic chances in decision-making for the purpose of improving well-being of the whole community. Key role in defining cultural policies is by achieving publicly accepted goals in the field of culture. There is a State and states intervention (except when the liberal model of cultural policies is in question, liberal model implies policies of non-interference of the State in cultural development), which is why its importance is crucial for the establishment of a continuous cultural development in a particular community. There are several models of cultural policies in the world, each of these models are conditioned by the historical heritage and the traditional understanding cultures role in society. Certain models, such as the State model of cultural policies imply complete or partial State control over cultural development, while the liberal model implies the neutrality of the State in the cultural development and is fully conditioned by mechanisms of market culture. Each model of cultural policy has its advantage and disadvantage. Full state control always carries the risk of political influence for the sake of realization different interests that do not co-respond with strategical goals of cultural policies and real-life social interests, while States neutrality and lack of controls can lead to complete commercialization of culture and cultural content in social community.

2. LITERATURE REVIEW

By Dayton Peace Agreement Bosnia and Herzegovina is set up as distinctively decentralised country. Even though by an agreement, state of its country arrangement shape is not defined, by jurisdictions that belong to Bosnia and Herzegovina entities Bosnia and Herzegovina is nearest to federally organised country. According to some theorists of constitutional law, Bosnia and Herzegovina is a common decentralized country (Ibrahimagić 2005, 44). Entities have asymmetrical constitutional and territorial organisation of government. Entity Republic of Srpska has two levels of territorial organisation government, entity level and unit of local government level (municipality and city). Federation of Bosnia and Herzegovina entity has more complexed territorial organisation government in which next to entity and local government exists 10 cantons. Cantons as federal units have a wide political autonomy and their own legislative, judicial, executive government. With this a complex territorial-administrative structure of Bosnia and Herzegovina is established along with political and legal frame inside of which units of local government gained their lawful and constitutional position. Bosnia and Herzegovina constitution does not contain regulations on local government. Constitutional/Lawful position of local government is defined by constitutions and the legal systems of the entity. In entity Federation of Bosnia and Herzegovina entity, constitutions and laws of the canton define local government. District Brčko is a special government unit whose government circle is defined by statute of districts. In post-war period, local government in Bosnia and Herzegovina, unlike other countries that passed the process of transition, did not have adequate treatment from the side of entity governments and institutions of Bosnia and Herzegovina. The whole system of local government and entities was developing in postdating time in the lack of law frames and unfavourable relations in the institutional structure of entities and Bosnia and Herzegovina (Pejanović, Sadiković 2012, 41). The Constitution of Bosnia and Herzegovina from 1995 modified the internal organization of the country and established a specific organization of the complex state. It was established that Bosnia and Herzegovina consists of two entities: the Federation of Bosnia and Herzegovina and the Republic of Srpska. The Federation entity is organized on a federal basis, and the Republic of Srpska entity on a unitary basis (Trnka 2006, 253-254). In the state organization of Bosnia and Herzegovina, there are elements of federalism, with the fact that these elements are, in fact, the so-called ethnic elements, bosnian-herzegovinian federalism is ethnic federalism (Pobrić 2000, 320). Bosnia and Herzegovina even though a signatory of EU local government charter, in the constitution is not granted the right for government. Local government editing is strictly in the entities jurisdiction. Besides that, lawful treatment of local government in Bosnia and Herzegovina is misbalanced. In Republic of Srpska

entity, entities laws limit the right of local government. Entities organs take upon a significant part of jobs that should be in jurisdiction of local government. In the entity Federation of Bosnia and Herzegovina cantons as federal units have wide constitutional jurisdiction and significantly limit government scope and jurisdiction of local government units. Entities in Bosnia and Herzegovina since 1995 have changed legitimate frame of local government several times, searching for adequate legitimate solutions that will be compatible to the standards on which local government is established in the countries of EU. Actually in Bosnia and Herzegovina entities, legitimate basics of local government in accordance with findings that are set in European charter of local government are not set (Pejanović 2017, 186-190). As key problems in functioning and developing local government are limited legitimate scope and way of founding the unit of local government. Limited legitimate scope of government unit in performing jobs of local meaning is reflected in high degree of centralising the government on a level of cantons in Federation of Bosnia and Herzegovina, respectively on the level of entities in Republic of Srpska. Incomes of local governments in Bosnia and Herzegovina are not proportionate to their jurisdictions that limits the ability of local governments to perform its functions and satisfies the needs of the citizen.

When we talk about culture and cultural progress policies, it is necessary to have fragmented the complexity of an apolitical system of Bosnia and Herzegovina in mind. Insight in the state of art and culture in Bosnia and Herzegovina we can clearly see an evident lack of determination towards this field (Tahirović, Kuka 2020, 95). One of the most important shortcomings that directly affects the lack of organised approach in the development of culture is the complexity of the countries arrangements. On the state level, state ministry for culture does not exist. Strategy of the state's politics on the states level that was adopted in 2008 is not being conducted even though an action plan was developed. In Bosnia and Herzegovina, main body responsible for adopting the documents that are referred to public policy is Ministry of civil businesses in Bosnia and Herzegovina. As a part of this ministry there are nine sectors and one of them is a sector for science and culture with a branch for culture that engages a manager and four more persons. Next in the composition of Government of federation of Bosnia and Herzegovina exist ministry for culture and sport, within which exists a sector for cultural heritage and culture. Ministry for culture and sports of Federation of Bosnia and Herzegovina is not an orderly part, but coordinated accordingly to lower levels of government, which means that this ministry cannot be a creator nor an instrument of conducting cultural policy.

On a canton level exist ministries of culture and sport with sectors for culture that conduct administrative and other expert businesses, they are referred to as:

Confirming and suggesting policy of cultural development and cultural activities, preparations, conducting and monitoring laws and regulations within the field of the culture, monitoring the work of public institutions of culture within the ministries jurisdiction, organising and participating in the organisations of cultural manifestations significant for the canton, regulating and providing conditions for protection, revitalisation, restoration of cultural-historical and construction heritage, museums, monuments and monuments ensembles in the field of cantons, and conducts other expert jobs that are under the jurisdiction of ministry in the field of culture.

In Republic of Srpska entity the situation is simpler, since the Ministry of Education exist their role is not only to coordinate with lower level authorities, creating and implementing politics is also possible. Therefore, there are fourteen Ministries in the State that are engaged in cultural or, according to their constitutional powers have culture in their jurisdiction. However, when it comes to unique acts on the territory of the whole State there is no vertical subordination from the highest to the lowest body. In a situation like this when a huge number of ministries have influence on the culture by the principle of everyone is nobody's role of the local community and its local cultural policies representing a crucial instance and it is also closest to the citizens.

Bosnia and Herzegovina's cultural policy should be based on the following postulates: the formation of a functional state ministry of culture; allocation funds through tax rates to funds for culture; change the understanding of culture exclusively as part of public consumption; interdepartmental connecting culture with economy, tourism and ecology; change valid legislation; transformation of existing organizational and management models in cultural institutions, etc. (Delibašić 2022, 35).

3. METHODOLOGY

For research needs, secondary data is made available in the statistic agency of the Bosnia and Herzegovina. Agency for statistic in Federation of Bosnia and Herzegovina, Agency for statistic of Republic of Srpska, research conducted by the side of non-governmental organisations Action initiative of cultural workers, GALDI-initiative for public policy creation, UNDP, development program of United Nations and other relative sources. On the basics of acquired data, indicators about function of the art institution system is set as well as in the units of local government in Bosnia and Herzegovina. Also in the cause of proving research, hypothesis comparative method is used while for the checking if the facts verification method is used. Research was conducted in 30 local communities across Bosnia and Herzegovina in the period from June-September 2017. Technique used to acquire data was a questioning poll, launched by the e-survey and delivered via electronic way to examine.

Research was conducted with the employees and executives of municipal services for community activities or general management. It included 30 units of local government in Bosnia and Herzegovina. It was conducted in the period from June until September 2017. Method of acquiring primary data was a questionnaire with structured and unstructured questions with the help from application e-survey. The research had a purpose to verify theoretically set hypotheses and assumptions in local government in Bosnia and Herzegovina. Collecting the data from 30 examinees, helped answer with statistical analysis all the set research questions and acknowledge all theoretical questions. The data is processed with the help of software program package for statistical processing the data from the field of community research SPSS for Windows 20.0 (Statistical Package for Social Science) program Microsoft Excel 2007 and program Microsoft Visio.

4. RESULTS

Local community branding is a top priority for any administrative structure, every mission and vision involves raising the name and the reputation of the Municipality. Culture, with all its activities, along with other branches of economy, represents an incentive to establish high quality of life for each citizen. With that in mind, the first hypothesis is elaborated through questions on which the respondents gave answers, where the current state of cultural policy of the local community is seen, and its further directions. The problem was located and the indisputable need for a decision or systemic attitude towards affirmation of the local community brand and cultures role in that process. The results of the research show that constant cultural activities represent the largest percentage of accomplished art programs with 46.6%, while occasional cultural activities give 43.33%. Festivals or cultural days 6.6% and by no means 3.33%. Permanent cultural activities are conducted in larger cities (Sarajevo, Tuzla, and Banja Luka). In smaller Municipalities cultural activities, if there are any, are only occasional or even reduced to the festival level.

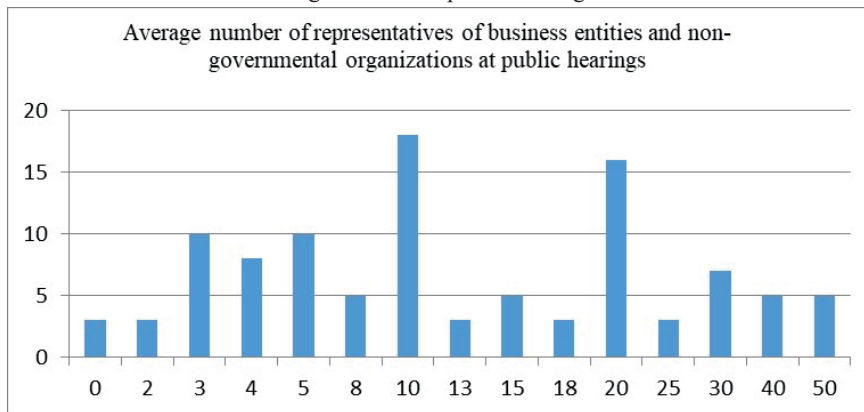
Realizing the importance of all the activities for raising the name and reputation of the local communities' respondents in vast majority (70%) indicated that the staff management fully understands the importance of affirming the identity and brand of the local community.

Coefficient correlation analysis indicated that planning and realisation of projects from cultural field is very important in building local community brand. In addition, it is important to point out that municipality which continuously preforms affirmation of cultural activities in the cause of promoting tourist potentials, where the degree of correlation between gained answers on these two statements amounts 0.806. Furthermore, in the existing conduction of cultural projects with

the goal of promoting the brand, municipalities do not net and conduct cultural projects in the cause of promoting tourist potentials. These two independent variables municipalities brand and tourist potential are exceptionally tied and must not be conducted without one another, because they directly influence promotion of municipalities' tourist potential. Cultural projects do not realise with additional goal of affirmation cultural identities, which affects the global community growth of a local community. There are positive improvements, but they are not initiated by decisions from administration, which is a clear mark that there are no adequate attitude or policy in this case culture, when we analyse the first hypothesis and questions that follow. These indicators enable adaptation conclusions that is used to confirm first helping hypothesis. Government expenditures for civilian use consist of goods and services that the government procures for its own use, other than those used for defense purposes (Castels 1998, 297).

The biggest sponsor of culture are the local community and the budgets of higher levels of government. This raises a clear question of the criteria for allocating these funds, the conditions for allocation and more. There are very important items in which the citizens' initiative should be included in the transparent way of allocating funds because the non-transparent way of allocating funds to cultural organizations can cause a passive attitude and mistrust among citizens. There is no doubt that there is a need for a clear, transparent and enforceable strategy for the cultural development of the local community which should include as many citizens as possible, representatives of business entities and representatives of the non-governmental sector must be involved. In addition, the result of examining the percentage of involvement of citizens, legal entities and civil initiatives in public hearings is presented:

Picture 1. Average number of representatives of business entities and non-governmental organizations at public hearings



The results of the research show that the number of representatives of business entities and non- governmental organizations at public hearings ranges from 3 to 18. The low level of participation in the forms of direct decision-making also indicates the lethargy and non-transparent information of the representatives of business entities and non-governmental organizations.

In accordance with that through the set of claims/questions about international cooperation and clustering culture activities with other local communities, local government in Bosnia and Herzegovina so fairly analysed.

By analysing the answers, it is concluded that institutions from territories of local communities do not conduct international cooperation with the cause of positive effects on cultural activities. Furthermore, cultural cooperation so far was somewhat of a bigger scale but did not find an example of concluding and evaluating cultural policy to gain tips and create its own universal policy. In addition, there is no clear cultural policy, or strategy in which international cooperation or networking with other local communities would be involved. So far not every cultural activity especially when it comes to smaller local communities, are helped by the senior levels of government. Cultural activities in local community act organizationally and completely independently operate financially, thus confirming third auxiliary hypothesis.

Art organizations role in tourist offer of the local community was measured through response analysis about the degree of planned representation cultural organizations in tourism offered by local communities. In addition, the response analysis refers to the very participation of the artistic organization, as well as the reasons for the existence of these organizations. This raises the question of whether cultural organizations should initiate a contemporary cultural policy in which they would be the main participants, thus justifying their existence. By binding the services of art organizations with the tourist offer to the local community contributes to greater socio-economic development. These are local goods, the benefits of which are limited to those living in one local community (Stiglitz 1999, 749). The most obvious option of public policies at the national level implies direct action of the state in solving the problem or its subsequent clarification (Hill 2009, 192).

Law on Affliction of Public Incomes in the Federation of Bosnia and Herzegovina regulates allocation of public resource in entity of Federation Bosnia and Herzegovina. Public income, in term of this Law, are considered direct and indirect taxes, fees, charges, donation contributions and other income determined by laws and other regulations of Bosnia and Herzegovina, Federation, cantons and local government units. The law regulates the distribution between Federation, cantons and local government units, which serves to finance Federation function. By law, these funds are distributed to: financing the function of Federation (36.2%);

Financing of the Cantonal functions (51.48%); Financing the functions of local units government (8.42%) and the Roads Directorate (3.9%).

Act 11 states that the distribution is performed on the basis of a formula based on the following ratios of local government with a population exceeding 60,000: 68% based on the number of inhabitants in the local government units, 5% based on the local government unit, 20% based on the number of students in primary education and 7% based on the level of development of Municipalities, which is defined through the development index.

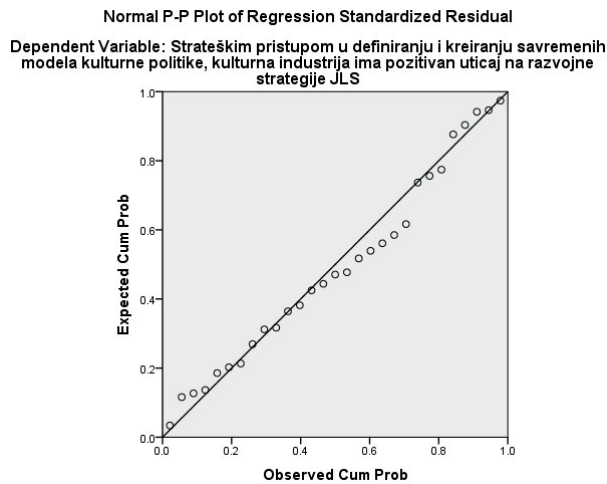
The Municipalities Development Index represents the ratio of income tax revenues and Federation income taxes, and the average income tax per a citizen. The coefficients in the formula are applied to the number of inhabitants: Municipalities with less than 20% of the Federation average have a coefficient of 1.8; Municipalities with less than 40% of the Federation average have a coefficient of 1.5; Municipalities with less than 60% of the Federation average have a coefficient of 1.4; Municipalities with less than 80% of the Federation average have a coefficient of 1.2.

The situation in the Republic of Srpska entity is somewhat different. The distribution of income is regulated by the Law on the Budget System of the Republic of Srpska. Act 9 and 10 that states Incomes that are shared between the budget of Republic, the budget of the Municipalities, cities and other users are: a) Incomes from indirect taxes paid into the budget of the Republic of Srpska from the Single Account of the ITA, which after the allocating part of the funds for servicing the external debt of the Republic, are distributed as follows: 1) Republic budget 72%; 2) Municipalities and cities budget 24%; 3) JP "Roads of Republic of Srpska" 4%; b) Tax revenue income: Tax on income from employment, which is divided between the budget of the Republic and the budget of the Municipalities and Cities in the 75:25 ratio. Furthermore Act 10 reads as follows: Individual participation of Municipalities and cities in the distribution of incomes referred to in Act 9. a) of this law is performed in accordance with the following criteria: (a) 75% based on the number of inhabitants of the Municipality and the City: (b) 15% based on the area of the Municipality and the city; (c) 10% based on the number of students in secondary schools.

A positive correlation was confirmed between the dependent variable (social development of the local community) and the independent variable (strategic approach of modern models of cultural policy) all in order to determine whether these independent variables (affirmation of cultural identities of the local community, unclear cultural development strategies, cultural policy actions of local community without a network of international cooperation, linking the services of art organizations with the tourist offer and the impact of the territorial size and population on the strategy of cultural policy development) good predictors of the dependent variable. Multiple

linear regression was performed. The degree of agreement between the variations in the development of possible models of cultural policy of the local community in the Bosnia and Herzegovina and the social development of the local community from the regression model will enable the assessment of the effectiveness of cultural development in the local community.

Picture 2. Scatter diagram



Source: Autors Research, september 2017.

As shown in the diagram, the response have normal distribution, which argues for the application of a regression model. The average score of correlations between the four observed hypotheses is 0,937.

High degree of standard deviation (0.365) indicates a large difference in the responses of respondents by Municipalities, which again indicates large differences in the development in cultural and social policy. Dependent variable, that is main hypothesis in the cultural policies as a set of cultural heritage, traditions and organized activities of cultural development is an important segment of the overall development of local communities. The strategic approach in defining contemporary models of cultural policy contributes to the overall social development of local communities, is formed as a composite variable of four auxiliary hypotheses, and the analysis of responses is presented through the presented scattering diagram.

5. DISCUSSION

Taking into account the fact that the goal is to position culture and its role in social development of the local community, research was conducted on the possibilities of creating and adopting social (public) decisions, that is policies in that jurisdiction. Based on the research, a proposal was given for possible improvement through consideration of culture and its place in the local community. Testing of the main hypothesis was presented. Out of 144 local government units in Bosnia and Herzegovina, 33 Municipalities were randomly tested that is 22.91% of the total number and is enough to draw a relevant conclusion about the hypotheses set. From 33 tested Municipalities 27 (87.88%) are from the entities of the Federation of Bosnia and Herzegovina, and five (12.12%) is from Republic of Srpska entity. Municipalities were selected at random from the aspect of territory, size, budget and other possible division criteria.

6. CONCLUSIONS

Culture needs to be treated as a branch with which the specific needs of citizens are met. In addition, through its more active application, it is especially important to contribute enriching tourist offer to the local community.

Future research should address the importance of cultural centres, especially in smaller local communities in Bosnia and Herzegovina.

Recommendations for new research may relate to higher education institutions that can create a curriculum in line with the needs of the market for cultural administration.

The adoption of a new strategic framework for the cultural policy of the local community can be expanded with the aim of introducing participants from the public, private and civil sectors.

The general conclusion is that the strategic document of cultural policy is necessary in building the society of smaller local communities in Bosnia and Herzegovina, and the general social progress of the State.

In the new conditions, cultural organizations did not participate more in tourist offer. Cultural management or the management of cultural institutions, in this case cultural centres or other manifestation institutes, have not yet found their place in these aspects.

The conducted research can be the base for future research and for shaping cultural policy strategies in local governments in Bosnia and Herzegovina.

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