

Local Self-Government in Bosnia and Herzegovina: Current State and Challenges

Introduction

The awareness of local self-government in Bosnia and Herzegovina has been quite prominent since 1994, when Bosnia and Herzegovina ratified the European Charter of Local Self-Government. Local self-government is a very conspicuous topic today, given that it has ever greater importance for Bosnia and Herzegovina, as well as for the broader region, the European Union and the world as a whole. Lying ahead of Bosnia and Herzegovina is a process of constitutional reforms that should, inter alia, adequately regulate the domain of local self-government in Bosnia and Herzegovina as a constitutional category. The relevance of local self-government will become even more apparent with the accession of Bosnia and Herzegovina to the European Union, wherein local and regional self-government play an important role.

In late 2004, one entity of Bosnia and Herzegovina, the Republika Srpska, adopted the Law on Local Self-Government of the Republika Srpska, and in 2006 the entity of the Federation of Bosnia and Herzegovina adopted the Law on Principles of Local Self-Government. Amendment I to the Constitution of Bosnia and Herzegovina has defined the Brčko District as a special and distinct unit of local self-government in Bosnia and Herzegovina. The statutes of the cities of Sarajevo, Mostar, and Banja Luka have been amended and modified in accordance with the above entity laws, or by decisions of the High Representative for Bosnia and Herzegovina.

Constitutional Framework for Local Self-Government

The current constitutional regime in Bosnia and Herzegovina has been established under the 1995 Constitution, as well as Annex IV to the General Framework Agreement for Peace in Bosnia and Herzegovina reached in Dayton, United States of America. A complicated, asymmetric and multi-layered structure of Bosnia and Herzegovina as a country has ultimately resulted in a nonfunctional structure of local self-government. In order to understand the state of local self-government in Bosnia and Herzegovina, one has to bear in mind that Bosnia and Herzegovina is a complex country, with an exceptionally complex organizational and functional structure, having two entities with great deal of independence and competencies in exercising the powers of the state government. Central bodies of the state government of Bosnia and Herzegovina have a very limited scope of powers and competencies (Mujakić 2014: 54).

Local self-government in Bosnia and Herzegovina has been advancing through two separate and, to some extent, distinct sub-systems – the system in the Republika Srpska and the one in the Federation of Bosnia and Herzegovina. Now, given that the entities of Bosnia and Herzegovina are quite different from one another, local self-government enjoys somewhat dissimilar treatment between the Republika Srpska and the Federation of Bosnia and Herzegovina. This is reflected in different competencies vested in the municipalities as local self-government units under their respective constitutions and laws, in a different degree to which the municipalities exercise the powers entrusted with them, and in different kinds of relationships the municipalities have with higher government levels.

The Constitution of Bosnia and Herzegovina does not contain any explicit provisions on local self-government. There is only one mention of the territorial organization of Bosnia and Herzegovina, in the provision stipulating the obligation of the entities and of their administrative units to uphold this Constitution and the general principles of public international law.²

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² See Article III(3)(b) of the Constitution of Bosnia and Herzegovina.

Indeed, it is noteworthy that the Constitution of Bosnia and Herzegovina treats local self-government in this way, unlike the majority of constitutions currently in place in developed and modern countries, wherein local self-government is regarded as prerogative of the citizens and wherein law pertaining to local self-government is defined in detail, which is not the case with the current Constitution of Bosnia and Herzegovina from 1995, wherein there is no mention of local self-government at all. The Constitution of Bosnia and Herzegovina does not contain a single general norm that would guarantee the right of the person to local self-government. In this regard, it is obvious that the Constitution of Bosnia and Herzegovina does not regulate local self-government (Mujakić 2014: 54). Nonetheless, given that Bosnia and Herzegovina has signed the 1994 European Charter of Local Self-Government, the Charter has become a constituent part of the legal system of Bosnia and Herzegovina, although not all elements of the Constitution and the laws in Bosnia and Herzegovina have been fully harmonized with the Charter (Trnka 2006: 385).

Respective entity legislations have provided a normative framework; still, improving the organization and functionality of local self-government in practice is a long lasting process. Local self-government models in the two entities, although very similar, have their distinctive advantages and disadvantages, while the major problem in both models is lack of sufficient autonomy of local self-government, which ultimately has bearing on its normal functioning.

In Bosnia and Herzegovina, there currently exist two disparate systems of local self-government, given that the respective entity constitutions and laws have made different and contrasting arrangements on numerous issues regarding the position, competencies and the functioning of the municipalities, cities, and other forms of local self-government. In the territory of the Federation of Bosnia and Herzegovina there are 74 municipalities, while the Republika Srpska is administratively divided into 57 municipalities. Brčko is a distinct administrative unit of local self-government – a district of Bosnia and Herzegovina. In the Federation of Bosnia and Herzegovina there are currently six cities, as follows: the City of Sarajevo, the City of Mostar, and, as of 2014, the City of Tuzla, the City of Zenica, the City of Bihać, and the City of Široki Brijeg. In the Republika Srpska there are also six cities, as follows: the City of Banja Luka, the City of Istočno Sarajevo, and, as of 2012, the City of Bijeljina, the City of Doboj, the City of Prijedor, and the City of Trebinje.

Local Self-Government in the Entity of the Federation of Bosnia and Herzegovina

The Entity of the Federation of Bosnia and Herzegovina was established in Bosnia and Herzegovina in 1994, as an agreement between the Bosniaks and the Croats, with the involvement of the United States of America. The 1994 Constitution of the Federation of Bosnia and Herzegovina originally provided for the municipality as the only form of local self-government. The June 1996 Amendments to the Constitution of the Federation of Bosnia and Herzegovina have defined yet another level/form of local self-government – the city. Later on, in 1997, further amendments separately defined the position of Sarajevo as the capital and the position of the City of Mostar. The Federation of Bosnia and Herzegovina adopted the Law on Fundamentals of Local Self-Government in 1995, while the cantons have adopted their own laws on local self-government. This Law was in force until 2006. The new Law on Principles of Local Self-Government in the Federation of Bosnia and Herzegovina³ has included detailed provisions on local self-government as contained in the European Charter of Local Self-Government and the Constitution of the Federation of Bosnia and Herzegovina (Trnka 2006: 386). The Constitution of the Federation of Bosnia and Herzegovina stipulates that local self-government is exercised in municipalities.⁴

³ Official Gazette of the Federation of BiH, nos. 49/06 and 51/09.

⁴ See Article VI(2)(1) of the Constitution of the Federation of BiH, unofficial revised text of the Constitution of the Federation of BiH.

The Law on Principles of Local Self-Government in the Federation of Bosnia and Herzegovina stipulates the competencies of municipalities in the Federation of Bosnia and Herzegovina without any diverging or exceptions, at least formally. Thus, we can conclude that municipalities are monotypic in the Federation of Bosnia and Herzegovina, i.e. all municipalities have the same and equal competencies regardless of the number of inhabitants, the size of the territory/area, economic and commercial development, and other parameters. Local self-government in the Federation of Bosnia and Herzegovina has been organized and exercised in municipalities and cities as local self-government units, and it is carried out by the bodies of local self-government units and by citizens, in accordance with the Constitution, the laws and the statutes of respective units of local self-government.⁵ Regardless of the flaws in the Law pertaining to legal drafting techniques, it is obvious that the legislation on local self-government in the Federation of Bosnia and Herzegovina has evolved over the period between the old (1995) and the new (2006) law, and in a good way:

- a) It has accepted modern, European notion of local self-government (not as a prerogative of the citizens, but as the right of local bodies to administer a portion of local affairs in the interest of the local population);
- b) Into monotypic structure of local self-government, on top of municipalities, it has introduced cities as units of local self-government;
- c) It has gradually extended the competencies of municipalities;
- d) It has changed the manner of election of the mayor (it is now elected directly by the citizens, while it was previously selected by the municipal council).⁶

A municipality in the Federation of Bosnia and Herzegovina is a unit of local self-government, which is established under law based on fulfillment of certain requirements. It is a basic unit of local self-government in the Federation of Bosnia and Herzegovina. A city is a unit of local self-government that constitutes an urban, infrastructural unity connected through the daily needs of the population. A city can be established not only by the Constitution, but also under the Federation law based on an agreement of association between two or more municipalities, or by the decision of the municipal council of a municipality that meets the criteria provided for under the law, and has at least 30,000 inhabitants, or whose city center as an encircled urban area is inhabited by at least 10,000 people. Under the law, a city constitutes the seat of the canton even if other requirements under the law have not been met.

The Federation of Bosnia and Herzegovina currently has 74 municipalities⁷ and six cities. Based on the provisions ensuing from the Law on Principles of Local Self-Government in the Federation of Bosnia and Herzegovina, as well as on continued advocacy by Tuzla, Zenica, Bihać, and Široki Brijeg, in 2014 the Parliament of the Federation of Bosnia and Herzegovina passed four laws, turning these municipalities into cities. All of these cities have maintained their respective territories they had as municipalities and they were given the legal status of cities as units of local self-government. Their city councils have been established as self-governing bodies, and their city mayors as executive bodies, with the councilors who had been elected to the municipal councils and the municipal mayors elected at the municipal elections continuing their work, without interruption, as the city councilors and the city mayors respectively.⁸

Local Self-Government in the Entity of the Republika Srpska

The Republika Srpska as an entity within Bosnia and Herzegovina has formally come into being with the signing of the Dayton Peace Agreement in 1995. Article 5 of the Constitution of the Republika Srpska provides for local self-government as one of the elements on which constitutional

⁵ Article 3 of the Law on Principles of Local Self-Government in the Federation of BiH, (Official Gazette of the Federation of BiH, nos. 49/06 and 51/09).

⁶ Group of authors "Kocka do kocke - dobro je dobro graditi - Modeli organizacije lokalne samouprave", Banja Luka, 2007, p. 183.

⁷ See the Law on Federation Units (Official Gazette of the Federation of BiH, no. 9/96).

⁸ See the Law on the City of Zenica, the Law on the City of Tuzla, the Law on the City of Bihać, and the Law on the City of Široki Brijeg (Official Gazette of the Federation of BiH, no. 80/14).

regime is founded. In the Republika Srpska, municipalities operate more as decentralized bodies of the entity government than as bodies of local self-government (Trnka 2006: 388). The reason for this is that in the entity of the Republika Srpska there is no extra government layer between the municipality and the entity (multilayered governance), as is the case with the cantons in the Federation of Bosnia and Herzegovina. Central bodies of the entity have direct influence on the units and bodies of local self-government in the Republika Srpska (for example, in the domain of education, healthcare, etc.)

The Constitution of the Republika Srpska provides for the following primordial competencies, under which the municipality: 1. Adopts development programs, urban plans, and budgets; 2. Regulates and safeguards utility operations; 3. Regulates and safeguards the use of city construction land and business premises; 4. Establishes bodies, organizations, and services for the needs of the municipality and regulates their organization and operation.⁹

The Republika Srpska adopted the Law on Territorial Organization and Local Self-Government as early as in 1994, then a new one in 1999¹⁰, and the current one in 2004, whose application has begun as of January 1, 2005. The new Law on Local Self-Government of the Republika Srpska¹¹ stipulates in somewhat more detail local self-government in this Bosnian-Herzegovinian entity. The novelty compared to the old laws is that it enumerates the principles of the European Charter of Local Self-Government, the law is harmonized with the other laws currently in force, as well as some other arrangements. Local self-government in the Republika Srpska is single-layered i.e. monotypic, wherein citizens enjoy some degree of independence and freedom in the execution of certain tasks, rights and duties. Even though local self-government is exercised in the municipality, the Constitution of the Republika Srpska provides for the possibility to entrust the city with the performance of certain tasks of local self-government by law (Dmičić 2008: 20). On top of this law, in the Republika Srpska we have the Law on Territorial Organization of the Republika Srpska¹², stipulating the territorial organization of the Republika Srpska, as well as the requirements and procedure for territorial changes.

Unlike the Federation of Bosnia and Herzegovina, which is a complex political and territorial community consisting of cantons, the Republika Srpska is organized as a unitary entity. This means that between the units of local self-government (as the lowest level of government) and the entity government there are no intra-governments, be it cantons, counties, districts, or regions (Zlokapa 2007: 188).

Municipalities are the basic territorial units of local self-government, which are established as parts of a settlement, for one settlement or for more than one settlement. Normatively, just like in the Federation of Bosnia and Herzegovina, the Republika Srpska has accepted a monotypic model of municipality mentioned above, which means that all municipalities have the same competencies and powers, i.e. the legal status of all municipalities is equal, regardless of their size, number of inhabitants, level of development, or any other peculiarities.

The entity of the Republika Srpska has 58 municipalities. A city may be established by law in an urban area constituting a coherent geographical, social, economic, historical, and territorial unity with an adequate level of development. A city that does not have in its composition multiple municipalities (two or more) has the competencies that are entrusted with, i.e. pertain to municipalities. In the entity of the Republika Srpska there are currently six cities: the City of Banja

⁹ Article 102 of the Constitution of the Republika Srpska.

¹⁰ Official Gazette of the RS, nos. 35/99, 20/01, and 51/01.

¹¹ Official Gazette of the RS, nos. 101/04, 42/05, 118/05, and 98/13.

¹² Official Gazette of the RS, nos. 69/09 and 70/12.

Luka, the City of Istočno Sarajevo, and, as of 2012, the City of Bijeljina, the City of Doboj, the City of Prijedor, and the City of Trebinje.¹³

Local Self-Government in the Brčko District

Annex II to the General Framework Agreement for Peace in Bosnia and Herzegovina has defined the Brčko District as “a self-governing administrative unit under the sovereignty of Bosnia and Herzegovina”. The Brčko District is undoubtedly one of particularities of Bosnia and Herzegovina, in every way, from its foundation to the issue of its constitutional status.¹⁴ The setup of Brčko and its surroundings has been organized in a special way within Bosnia and Herzegovina. The particularity of the way the Brčko District is established was conditioned by the interests of both B-H entities, the Federation of Bosnia and Herzegovina and the Republika Srpska, as the parties to the dispute over having the territory of the former Brčko municipality become part of their entity. This is why the issue has not been settled under the Dayton Peace Agreement, but rather it was agreed for the matter to be resolved by arbitration. Upon the establishment of the Arbitral Tribunal, both parties presented their arguments in favor of having Brčko assigned to their entity.

Aiming at finding the best solution, the Arbitral Commission for the Brčko District has decided, based on the Final Award of the Arbitral Tribunal,¹⁵ for the territory of Brčko not to belong to either the Republika Srpska or the Federation of Bosnia and Herzegovina, but rather they organized Brčko as a special territorial and local administration unit – a district. On top of the existing territorial organizations of the entities in Bosnia and Herzegovina, this decision has established yet another *sui generis* form of territorial organization.

The Brčko District of Bosnia and Herzegovina is a unique administrative unit of local self-government, which is under the sovereignty of Bosnia and Herzegovina.¹⁶ The powers of the District regarding local self-government arise from the fact that each entity has delegated to the District Government all of their governing powers, which had previously been carried out by the two entities and three municipal authorities in the territory of the pre-war municipality of Brčko, prior to the establishment of the institutions of the Brčko District.

The Final Arbitration Award required an establishment of a special governance regime, so the High Representative for Bosnia and Herzegovina has made Decision on the Establishment of the Brčko District of Bosnia and Herzegovina.¹⁷ All municipal authorities that had existed in the territory of the District as at March 08, 2000 have ceased to exist as of that date. The Brčko District of Bosnia and Herzegovina is a legal successor of the portion of the Brčko municipality in the Republika Srpska, as well as of the administrative arrangements of Brka and Ravne-Brčko¹⁸ in the Federation of Bosnia and Herzegovina.

The status of the Brčko District of Bosnia and Herzegovina was finally settled as late as in 2009, when the Parliamentary Assembly of Bosnia and Herzegovina adopted Amendment I to the Constitution of Bosnia and Herzegovina.¹⁹ This Amendment has resolved the status of the Brčko District by defining it as a special unit of local self-government with its own institutions, laws, and regulations, with its own powers and status, which is under the sovereignty of Bosnia and Herzegovina and falls under the jurisdiction of the institutions of Bosnia and Herzegovina, whose territory is in joint ownership (condominium) of the entities. The legislator has provided for the possibility for a more detailed relationship between the Brčko District of Bosnia and Herzegovina

¹³ See the Law on Territorial Organization of the Republika Srpska, Official Gazette of the RS, nos. 69/09 and 70/12.

¹⁴ Group of authors “Uvod u politički sistem Bosne i Hercegovine - izabrani aspekti” Sarajevo, 2009, p. 337.

¹⁵ Final Arbitration Award for the Brčko District available at: www.bdcentral.net and www.oht.int.

¹⁶ Article 1 of the Statute of the Brčko District of Bosnia and Herzegovina (Official Gazette of the Brčko District of BiH, no. 2/10).

¹⁷ Official Gazette of BiH, no. 9/00.

¹⁸ Article 77 of the Statute of the Brčko District of Bosnia and Herzegovina (Official Gazette of the Brčko District of BiH, no. 2/10).

¹⁹ Amendment I to the Constitution of Bosnia and Herzegovina (Official Gazette of BiH, no. 29/09).

and the institutions of Bosnia and Herzegovina and the entities to be regulated by law passed by the Parliamentary Assembly of Bosnia and Herzegovina.

In Conclusion

The reform of local self-government in Bosnia and Herzegovina is not at the very beginning, but local self-government is surely far from being fully reformed, European-like local self-government. Nothing has been brought to conclusion or finally resolved in this domain. The biggest shortcoming of the prior course of reforms to local self-government in Bosnia and Herzegovina is that they were almost exclusively done in the normative sphere (“cosmetic reforms”), by fixing old and passing new regulations. In Bosnia and Herzegovina, as we can see from the above outlined, we have solid legislation (although not fully harmonized with the European Charter of Local Self-Government) compared to very inequitable local self-government. The reason for having major problems in this domain is inadequate and inconsistent application of the laws and of the European Charter of Local Self-Government.

We can see that the provisions regarding local self-government in Bosnia and Herzegovina are very diverse. It is obvious that local self-government in Bosnia and Herzegovina has many ambiguities regarding the division of competencies between municipalities and higher government levels, which is particularly pronounced in the Federation of Bosnia and Herzegovina, in the relations between the municipalities and the cantons, where the cantons often do not respect the independence and autonomy of local self-government units. In both entities, higher government levels often grasp at the powers of the municipalities, usurp their rights and property, thus denying and challenging the principles of the European Charter of Local Self-Government.

We can mention some good examples that represent positive side of local self-government in Bosnia and Herzegovina, such as unity of local governments all over Bosnia and Herzegovina in their demands for a balanced functional and fiscal decentralization – redistribution of competencies and material resources in favor of the local government level. The local level is the only government level in Bosnia and Herzegovina that has had the tradition and continuity of operation, and the Brčko District of Bosnia and Herzegovina is a domestic example of positive and swift effects of functional and fiscal decentralization.

Having outlined the current situation, i.e. the legal framework for local self-government *de lege lata*, we should now make proposals *de lege ferenda*. In our opinion, the following should be done in Bosnia and Herzegovina in the domain of local self-government:

1. Incorporate in the Constitution of Bosnia and Herzegovina, as minimum, general provisions on local self-government in Bosnia and Herzegovina, i.e. stipulate that local self-government in Bosnia and Herzegovina is exercised at the level of municipalities and cities. It is a fact that Amendment I to the Constitution of Bosnia and Herzegovina, which settles the status of the Brčko District and which led the Brčko District become part of the Constitution of Bosnia and Herzegovina, does mention *local self-government* in the context of definition of the Brčko District as a special self-governing administrative unit, but this is not enough, because the issue of local self-government should be clearly regulated, at least by general constitutional norms, as a constitutional category.
2. It is necessary for both entity laws on local self-government – the Law on Principles of Local Self-Government in the Federation of Bosnia and Herzegovina and the Law on Local Self-Government of the Republika Srpska – to be mutually harmonized and to establish a uniform (symmetrical) system of local self-government across the territory of Bosnia and Herzegovina. This would imply the same or similar scope of competencies for the municipalities, the same municipal bodies, the same requirements for the establishment/forming of the cities, and a series of other things that currently lead to unequal treatment between the two B-H entities when it comes to local self-government.

3. It is necessary for both entity laws on local self-government – the Law on Principles of Local Self-Government in the Federation of Bosnia and Herzegovina and the Law on Local Self-Government of the Republika Srpska – to be fully harmonized with the European Charter of Local Self-Government, because the Law on Local Self-Government of the Republika Srpska is not harmonized with the basic principles of the European Charter, as is not harmonized with other documents and regulations of the Council of Europe and the European Union, in particular in view of the European integration of Bosnia and Herzegovina.
4. All provisions of the European Charter of Local Self-Government must be literally applied at all government levels in Bosnia and Herzegovina, in a manner that Bosnia and Herzegovina, as a country that has ratified the Charter, should delegate to its entities and units of local self-government clear orders for full application of the Charter, and this should also be stipulated by a framework law from the next item.
5. In Bosnia and Herzegovina, it is necessary to adopt a framework or general law on local self-government at the state level, i.e. a law on the fundamentals of local self-government that should organize in a uniform manner the system of local self-government in accordance with the European Charter of Local Self-Government, and this framework law should define the competencies of local self-government units. In our opinion, these competencies are: preparing budgets of local self-government units, adopting development and urban plans, administering and managing local property, collecting local revenues, administering and managing natural resources, administering utility operations, as well as competencies from within the areas of culture, social welfare, sports, local level tourism, etc.
6. Furthermore, it is necessary to adopt a framework law on the financing of local self-government units, i.e. on their corresponding shares in public revenues, in a uniform way across Bosnia and Herzegovina, without any major discrepancies in the financing of local self-government, as is the case now. The proposal to adopt a state-level law on the financing of local self-government ensues from the fact that the percentage of total revenues allocated for local self-government in the Republika Srpska is 23%, unlike the percentage in the Federation of Bosnia and Herzegovina, which is 8.42%. Financing of local self-government in Bosnia and Herzegovina must be appropriate for units of local self-government, i.e. the allocated funds must be distributed evenly based on criteria such as the number of inhabitants, size of municipality or any other criterion to be determined by the legislator, provided that it is appropriate.
7. The City of Sarajevo, as the capital of Bosnia and Herzegovina, should be organized in a unique manner, even more so given that the current City of Sarajevo consists of only four municipalities (Centar, Novi Grad, Stari Grad, and Novo Sarajevo), while before the war in Bosnia and Herzegovina it had consisted of six city and four suburban municipalities. We believe that an adequate form of organizing the City of Sarajevo as the capital of Bosnia and Herzegovina might be to organize Sarajevo as a district of Bosnia and Herzegovina, in a similar way the Brčko District has been established.
8. City statuses in Bosnia and Herzegovina should be harmonized, these being the City of Sarajevo, the City of Banja Luka, and the City of Mostar, in the way that the election of mayor should be uniform (either indirect, through city councils, as is the case with the City of Sarajevo and the City of Mostar, even with the Brčko District, or direct, as is the case with Banja Luka). Moreover, it should be clearly stipulated that the mayor, deputy mayors and the president of the city council and his deputies cannot come from the same constituent peoples. In the context of such harmonization, one should use some positive experiences from the Brčko District of Bosnia and Herzegovina, as it is a good organizational model with years of experience in multiethnic local self-government.
9. The new cities in the Federation of Bosnia and Herzegovina (the City of Zenica, the City of Tuzla, the City of Bihać, the City of Široki Brijeg) and in the Republika Srpska (the City of Bijeljina, the City of Doboj, the City of Prijedor, and the City of Trebinje) should be further strengthened in terms of capacity building for good-quality and functional local self-

government based on the principles of the European Charter, instead of these cities having the same functions as they did when they were municipalities, with their new status being reflected solely in their new name.

10. It is necessary to ensure greater autonomy for the municipalities (in particular when it comes to their provision of public services) and to strengthen the capacities in all municipal segments, such as finance, human resources, technical capacity, IT, operations, etc.
11. It is necessary to render the municipal administration functional and efficient in order to ensure provision of good-quality services to the citizens, to computerize public administration in the municipalities, such as the introduction of *e-administration*, as well as to provide and facilitate administrative procedures at the local level, which means to reduce the quantity of documents involved in dealing with the rights of citizens when it comes to local needs, to simplify the procedure for obtaining documents issued by local municipal bodies, such as: city planning approval, construction permits, etc.
12. Ensure a uniform system of protection of the right to local self-government in the entire Bosnia and Herzegovina by ensuring constitutional mechanisms for protection of the right to local self-government, in the manner it is settled in the Federation of Bosnia and Herzegovina, where the Constitutional Court is vested with the protection of the right to local self-government. Thus, it is necessary to define similar provision/norm in the Constitution of Bosnia and Herzegovina (and in the Constitution of the Republika Srpska, which currently does not contain any mechanisms for protection of the right to local self-government) in order to ensure the same level of protection of local self-government units across the territory of Bosnia and Herzegovina in a uniform way.

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