Social Sustainability & Citizen Engagement

Urban Partnership Program II

Pančevo

City Synthesis Report

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Pančevo
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Introduction

As part of the World Bank Group-Austria Partnership Program for Strengthening Local Governments in South-Eastern-Europe countries, the World Bank Social Development Unit has developed a Social Sustainability and Citizen Engagement (SSCE) Initiative, which continues and expands on the successful approach of the social sustainability assessments undertaken in phase I of the Urban Partnership Program. These assessments addressed two dimensions of socially sustainable and inclusive urban development:

- *Social Accountability and Participation* to increase accountability in the delivery of services and programs and empower urban marginalized and vulnerable groups to participate in their cities' development; and

- Proactively addressing the challenges of *Marginalization* to identify the needs of socially excluded groups and associated inequalities.

The initiative aimed to increase knowledge and awareness about citizen engagement (CE) mechanisms among stakeholders, including vulnerable groups. The first phase of the project involved five pilot cities in four countries in South Eastern Europe (SEE): Banja Luka (BiH), Durres (Albania), Pristina (Kosovo), Sarajevo (BiH) and Skopje (FYR of Macedonia). The SSCE Initiative in UPP II builds upon the lessons and best practices that emerged during the first phase of the UPP, enhances the focus on the Citizen Engagement (CE) component, and expands its scope to include seven countries, and nine cities in this second cohort.

Co-PLAN Institute for Habitat Development in Tirana and the Institute for International Urban Development (I2UD) in Cambridge, Massachusetts have assembled a team of local experts to carry out research and fieldwork in this second phase in the following cities: Elbasan (Albania), Gjilan (Kosovo), Kumanovo (Former Yugoslav Republic of Macedonia), Tuzla (Bosnia and Herzegovina), Karlovac (Croatia), Ulcinj and Kolasin (Montenegro), Pančevo and Sabac (Serbia).

Phase 1 of this project resulted in detailed, analytical reports of each of the nine cities covering demographic, social, physical, economic, cultural, institutional and political issues. The results of this research are summarized in **Section 1 – City Profile**. The full reports are available upon request. During this initial stage, the city teams also identified vulnerable groups to be the focus of the second phase of the assessment. This selection was made on the basis of official information obtained from institutions responsible for the provision of various public services at a local level, findings from research studies made by international and national organizations, as well as other relevant documents (laws, provisions, local development strategies, etc.) and representatives from marginalized and vulnerable communities and NGOS consulted during the inception phase.

Phase 2 involved extensive fieldwork and consultation with community members and other stakeholders. Each city team carried out a multiple Focus Group Discussions (FGDs) and In-Depth Interviews (IDIs). The FGDs were held with each vulnerable group, often with men and women separated for part of the discussion. The teams also conducted FGDs with NGO representatives. The questionnaires used to conduct these discussions are available upon request. Focus group participants were recruited through a public call advertised via mailing lists and social networks and in cooperation with local grassroots NGOs that work with the identified vulnerable communities. In-Depth Interviews were carried out with at least two representatives of

three of the following groups of stakeholders: local government representatives, the business sector, and the NGO sector. Local Government Associations were also consulted and interviewed in the process.

Section 2 provides a summary overview of the issues raised during the FGDs and IDIs. The summary is organized according to the three themes covered during the FGDs:

- Social Inclusion vis-à-vis Social Inclusion
- Existing levels of social accountability and citizen engagement; and
- Opportunities and constraints for social accountability and citizen engagement.

For Phase 3, a Participatory Scenario Development (PSD) Workshop was held in Pančevo on July 5, 2016. The objectives of the PSD workshop were to:

- Raise awareness of the results of the previous two phases;
- Provide recommendations for the local government authorities, the wider civil society and intermediaries, i.e. NGOs, CBOs; and
- Map out solutions to reinforce socially sustainable city development and integrity in public services.

The workshop brought together stakeholders from multiple sectors and engaged them in identifying locally relevant pathways of autonomous and planned *change (improvements)* in the context of social accountability, sustainability and good governance.

The participants were encouraged to envision a future scenario for the introduction of various social accountability and social inclusion mechanisms. As a result, stakeholders developed a 'sense of ownership' for the scenarios. Particular focus was placed on the use of ICT tools for drafting socially inclusive accountability initiatives. **Section 3** builds on the scenarios agreed on by the workshop participants, as well as their recommended detailed actions for implementation, and suggests three key interventions to set the City of Pančevo on a path towards greater accountability and citizen engagement.

Two Annexes are included in this City Report. **Annex 1** presents the concept and application of the SSCE Index. Despite efforts to harmonize the Index application and disaggregate data among different respondents, each city collected data differently, resulting in findings that are not able to be read comparatively across cities. Findings nonetheless offer an evidence base for decision makers in each city analyzed. **Annex 2** provides a representation of the questions that constitute the questionnaire distributed in the participating cities. Different colors represent different pillars or categories both horizontally and vertically. Horizontal scores represent the different aspects of Citizen Engagement (CE) including willingness and capacity on the demand side, willingness and capacity on the supply side, and feedback and monitoring. Read horizontally, the matrix gives a Citizen Engagement "pulse" on different sectors that correlate to other components of the Urban Partnership Program.

1. City Profile

1.1. General City Profile

Located in southeastern Europe, in northern Serbia and in the southern part of Vojvodina Province, the City of Pančevo is the economic and cultural center of South Banat District. Pancevo is located 18 km southeast of the City of Belgrade, the capital of the Republic of Serbia. Covering an area of 756 km², Pančevo borders the municipalities of Kovačica, Alibunar, Kovin and the City of Belgrade.

Pančevo is one of the most important logistical hubs in Serbia, since all major international transport corridors either go through the city or pass in the vicinity. The most important corridors are the Pan-European Road Corridor 10, connecting Central Europe to Northern and Southern Europe, and the Pan-European River Corridor 7, along the inland, navigable waterway of the River Danube, the most important river transport system on the continent.

The City of Pančevo is one of the medium-sized cities of Serbia, according to territory and population, and among the ten largest cities in Serbia in terms of number of inhabitants.

The governance of Pančevo is not divided into urban municipalities, but rather concentrated at the level of the City Administration. Below the level of City Administration, there are also community centers at the level of villages within the Pančevo administrative area. Each village or settlement has its own community center, with local administrations responsible to the authorities of the City of Pančevo. Within the territory of the City of Pančevo, there are 10 inhabited settlements, encompassed by the urban area of the city with 76,203 inhabitants and nine other villages with 5,246 inhabitants on average.

The City of Pančevo experienced a surge in industrial activity in 1970s and 1980s, attracting residents from other cities to settle in Pančevo. Starting in 2000, however, there has been a sharp decline in population trends in Serbia and Pančevo is also being impacted by this trend, though to a lesser extent than in other parts of the country.

According to data from the 2011 census, the number of inhabitants in the territory of Pančevo is 123,414. Although there was a noticeable decline in the number of inhabitants in the City of Pančevo in 2011 compared to 2002, it is more moderate than the population decline recorded in the entire country. As for the structure of the population according to settlements, most of the

people (73.55%) live in the urban area of the City of Pančevo, while the rest of the population (26.44%) lives in villages.

The predominant ethnic group in the City of Pančevo is Serbs, making up close to 77.5% of the total population. Other significant ethnic groups include Romanians (4.75%), Slovaks (3.64%), Hungarians (3.48%), Roma (2.12%) and Macedonians (1.73%). According to the 2011 census and other available data, the religious structure in Pančevo is dominated by Orthodox Christians (86%).

Since 2011, the number of employees in Pančevo is decreasing steadily, mainly due to the decline in jobs and companies. At the same time, entrepreneurs are performing much better, with a steady increase in jobs over the past four years. Looking at age groups, it seems more difficult for woman to find appropriate jobs after the age of 30 than men, though they are more successful in preserving their jobs after the age of 54.

Pančevo has the highest level of economic activities in the South Banat with 52% of companies operating on its territory, employing 51% of total employed population of South Banat. The highest number of active entrepreneurs operated in the City 54%, and employed 58% of people employed by entrepreneurs. The total number of employed people in the city is 28,042 (2014). About 53.55% of all employment was concentrated in three sectors: the processing industry (31.66%), health and social care (12.33%), and retail and wholesale trading/vehicles maintenance (9.56%). The share of employment in the processing industry in terms of total number of employees in Pančevo (31,66%) is higher than in the County (29,24%) and in the Republic of Serbia.

Out of the total number of companies registered in the territory of Pančevo, 96.14% are small, 2.98% are medium and only 0.88% are large. Sectors with the largest number of companies are "Wholesale and retail trade and motor vehicles maintenance" (42.96%), "Manufacturing industries" (19.95%) and "Construction" (8.05%). These sectors also have the highest number of employees.

Agriculture, manufacturing and trade were the dominant activities in the first phase of development of Pančevo. Industrialization followed, making the city one of the strongest economic centers in the country. Its favorable geographical position at the crossroads of two empires, its fertile land, and and proximity to the waterways of the Tamis and the Danube caused the vigorous development of trade, especially between the two world wars, when the rivers exported impressive amounts of corn and wheat to domestic and foreign markets. Pančevo is one of the most important industrial centers in Vojvodina and Serbia. The industrial structure in Pančevo is extremely diversified. Drivers of the industrial development of Pančevo include the Pančevo Oil Refinery; "HIP-Azotara" fertilizer factory; "HIP-Petrohemija JSC," producer of petrochemicals; and factories for the production of metal profiles, fodder, etc.

1.2.   Vulnerable Groups and Social Exclusion

The most relevant, national, cross-sector strategies that tackle social inclusion are: the Anti-Discrimination Strategy, the Strategy for Advancing the Status of the Roma Population in the Republic of Serbia and the National Strategy for Advancing the Position of Women and Improving Gender Equality.

Pursuant to the Law on Ministries, the following institutions are primarily in charge of social inclusion policies in the Republic of Serbia: the Ministry of Labor, Employment, Veteran and Social Affairs; the Ministry of Health; the Ministry for Human and Minority Rights; the Ministry of Education, Science and Technological Development; the Ministry of Youth and Sports; and the Ministry of Economy. Also, there are special organizations, which tackle social inclusion policies: the Republic Secretariat for Public Policies, the Republic Statistical Office and the Institute for Social Insurance.

Looking at available data and the existing situation we can single out six vulnerable socio-economic categories in Serbia.

1. Single, female-headed households
2. Roma
3. Refugees
4. Elderly Rural Agricultural Households
5. Internally Displaced Persons (IDPs)
6. People with disabilities[1]

When we are looking at the labor market we are categorizing following vulnerable socio economic groups:

1. Women
2. Youth (15-24)
3. Elderly people working able (50-64)
4. People with lower education
5. People from rural areas[2]

When it comes to the territory of Serbia, the rate of poverty risk or social exclusion in 2014 was 43.2%, and the poverty rate was 25.6%. The threshold of poverty risk in 2014 was 13,408.00 RSD a month, on average, for a one-member household. For a household with two adults and one child under 14, the threshold for poverty risk was 24,134.00 RSD, whereas for a four-member household with two adults and two children under 14 the threshold was 28,156.80 RSD. In Pančevo, there are 9,876 recipients of social welfare, constituting 7.9% of total population in the city. The average percentage of recipients of social welfare in Serbia is 9.5%. In this regard Pančevo is in slightly better situation compared to the national average.

The City Development Social Welfare Strategy 2014-2018 defined as a general goal the development of the care system for sensible citizen categories, with an emphasis on children and youth, unemployed, elderly people, Roma people, and other vulnerable groups. According to the strategy the purpose and objective of the development of social services in the local community is the prevention of individuals, families and groups at risk from coming into a state of social isolation and permanent dependence on social services.

1.3. Local Governance vis-à-vis Social Inclusion

The Municipality of Pančevo obtained the status of a city in line with the Law on Territorial Organization of the Republic of Serbia on December 29, 2007. Governing bodies of the City of Pančevo are the City of Pančevo Assembly, the Mayor, the City Council and the City Administration. The City Assembly has 70 councilors. The City Council consists of 11 members in charge of different sectors, the Mayor/President of the City Council and the Deputy Mayor/Vice president of the City Council.

The Law on Local Government (2007) obliges the existence of three forms of direct citizen participation:
• Referendum
• Civic initiative
• Citizens addition - a specific form of exercising the right to directly participate in local governance.

Over the previous decade, the cities and municipalities in Serbia have adopted 815 various strategic documents, which are sorted in 57 different categories in this database. For the sake of data analysis, these 57 categories were reduced to 15 more general categories of strategic documents referring to the following areas: sustainable development / overall development, social policy, youth, improving the position of minority groups, improvement and development of utility services, environmental protection, economic development, agriculture and rural development, gender equality, tourism, good governance, urban planning, spatial planning and housing, capital investments, sports, safety, and other. Bearing in mind the type of sector strategies most commonly adopted by the local governments, it can be concluded that local CSOs dealing with social protection and improving the position of marginalized groups, including youth associations, most frequently have the opportunity to take part in the development of local strategies and plans, as stakeholders. In these fields, their expertise and the information at their disposal can be very useful for the local government when planning activities and projects in these areas.[3] Approximately 15% of local governments have clearly defined procedures for involving CSOs in the decision-making processes, i.e. their participation in the adoption of strategic documents, whereas 85% local governments do not have clearly fined procedures.

The most common form of civil sector engagement in the strategic planning process on the local level is formal membership of CSO representatives in working groups, formed for the purpose of developing a certain strategic document, followed by public debates, participation in the development of action plans for implementing strategic documents, as well as participation in the SWOT analysis preceding the development of strategic document. On the other hand, CSOs are rarely included in the work of thematic groups or are included as observers only. They are also very rarely included in the evaluation phase, assessing the effects and impact of strategic document. Unfortunately, the practice of obligatory inclusion of civil sector, as one of the stakeholders in the strategic planning processes on the local level, has not become a common practice. Major achievements in this regard are evident in only a third of cities/municipalities in Serbia, where both local authorities and the local non-government sector are satisfied with their mutual cooperation.

The City of Pancevo has recently been recognized as a business friendly municipality in the region of South East Europe. Namely, NALED together with partners from Bosnia and Herzegovina, Croatia and Macedonia conducted the Business Friendly Certification South East Europe (BFC SEE). This is a unique program for improving the quality of services and information provided by local governments in the region to businesses. The certification program provides local governments with a clear roadmap on how to develop a good business environment and introduce internationally recognized standards of efficient and transparent local administration. The program has 12 criteria that serve as a reminder of what capacities a local community should develop in order to improve its operations and efficiency, as well the level of participation of businesses and the civil sector. Pančevo has shown good communication with the business sector and citizens as well as a good level of services and mechanism for improvement of the existing business environment.

1.4.   Social Accountability and Citizen Engagement Practices

The Internet presentation of the City of Pancevo at the website[4] provides general information on the City. Hosted on the city's website, SYSTEM 48[5] offers citizens a quick way to resolve problems with utilities. The system enables citizens to identify problems in the utility sector through a phone call, SMS, filling in a web form, or in person at the Citizen Service Center. Geographic Information System (GIS) data available online[6] enables citizens to access information from the General Urban Plan of Pančevo on landplots, construction conditions, and infrastructure, among other things. Investment locations are available on interactive map on the City of Pančevo webpage.[7]

The City of Pančevo has implemented a participatory budgeting project together with nine local governments in Serbia. The National Alliance for Local Economic Development (NALED) is a key partner and the Balkan Investigative Reporting Network-BIRN Serbia is the lead.

This project provides opportunities for participation of different stakeholders in budget discussions, decision making and monitoring, thus strengthening the notion of good governance, including principles of transparency, accountability and openness, in selected public administrations. In the long run, the action will support Serbian society in practicing EU values and recognizing that people's involvement in policy-making is crucial for the accountability and legitimacy of democratic governance. By introducing the practice of public participation into decision-making and monitoring, the project seeks to strengthen the role that the media, civil society, businesses and citizens (including vulnerable groups) play in the democratic process and to raise the credibility of the public administration's budget decisions.

The City of Pančevo, together with BIRN prepared list of potential projects that were incorporated into a questionnaire specially created for each municipality and offered to citizens the opportunity to select priority projects to be fulfilled in 2016 and with the possibility of adding to the list. Citizens of Pančevo voted to purchase a Tourist Boat that would contribute to the city's tourism offer and create additional content for the citizens and guests of Pančevo.

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[4] www.pancevo.rs
[5] www.pancevo.rs/sistem48
[6] http://gis.pancevo.rs/gpPancevo/
[7] http://gis.pancevo.rs/lokacije/

Pančevo has recently initiated a new official web site[8] available in six languages. Related to the transparency of the content available at the official web site, Pančevo has been ranked fourth out of 170 municipalities in Serbia analyzed in recently published study by Transparency Serbia[9].

The City also has a very strong presence on social networks such as Facebook, with frequent publishing of news and stories from the City and an interactive approach from the administrator.

The Pančevo City Service Center became operational in 2008. The City Administration enabled citizens and legal entities to address their needs in more efficient and contemporary manner. City Service Center employs 30 employees providing the following services: issuing basis documents; receiving submissions; certifying documents; providing information on the inspection and supervision; approving payment of children allowance and student scholarships; performing other administrative tasks in competence of the city. The space of the City Service Center is adjusted enable persons with disabilities to access services.

1.5.   Access of Public Services

The City of Pančevo has 19 primary and seven secondary schools, music and ballet school, school for mentally disabled students. Pančevo General Hospital is health center of regional importance. The hospital provides health care to a large number of patients from Pančevo and neighboring municipalities and settlements (over 300,000 inhabitants).

The telecommunication company "Telekom Srbije" covers the entire territory of the city with a GSM and 3G network. In addition to provision of mobile and land-line phone connections, the company provides Internet, data transfer, ISDN, satellite, multimedia and other services.

While distant heating is used by 43% of households in the city, hot water is used only by 7%. More hot water users could be connected to the system within its existing capacity.

Using 79 busses, the public utility company "Autotransport Pančevo" is currently providing public transportation on 11 city and 22 inter-cities lines. The busses travel over 20,000 km daily and transport over 30,000 passengers. The bus system connects all nine settlements (Glogonj, Jabuka, Kačarevo, Banatsko Novo Selo, Dolovo, Starčevo, Omoljica, Ivanovo and Banatski Brestovac) with the city.

The number of inhabitants using the water supply network is 96,000. The length of the distributive water supply network in the city and the settlements is 200 km, or 300 km including water supply connections. Out of 261,295 apartments in Banat, 246 have been connected to the water supply and sewerage network (94.31%). Settlements connected to the water supply network in addition to the City of Pančevo are Starčevo, Omoljica, Banatski Brestovac and Ivanovo. Dolovo, Jabuka, Kačarevo, Banatsko Novo Selo and Glogonj are not connected to the water supply network. A main design for wastewater treatment in the City of Pančevo has been completed. The Pančevo Waste Management Plan has been adopted as well as the Regional Waste Management Plan for the Region Pančevo/Opovo. Funds for completion of the Regional Landfill in Pančevo have been obtained.

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[8] http://www.pancevo.rs/
[9] http://transparentnost.org.rs/LTI/opstine/Pancevo.html

2. Summary of Focus Group Discussions and In-Depth Interviews

In order to confirm, clarify and deepen the findings from the inception phase, the City Team of Pancevo organized four Focus Group Discussions (FGDs) and ten in depth interviews (IDIs). Taking into consideration the findings from Analytical Report, the City Team organized FGDs with the representatives of the following groups of citizens: young people from rural areas, people with disabilities, unemployed people aged 50 and above, and NGOs. A total of 45 persons (18 men and 31 women) attended the FDGs.

The representatives of the targeted groups were invited to attend the FGDs by the public call displayed on the City website. Moreover, the City sent invitations to all relevant civil society organizations. Despite the exceptional effort invested by the City to facilitate participation at FGDs, the number of participants was not satisfactory. The City advertised the public call related to the FGD on the webpage almost two weeks in advance and contacted s large number of NGOs and potential participants directly by e-mails and phone calls. It is interesting to note that none of the participants attended the FGD as a response to the public call displayed on the City's webpage, but through the direct invitation either by the City or one of the NGOs. Still, the recorded variety of participants (not only in terms of vulnerability but also age and education level, as well as a significant number of NGO representatives) provided the City Team with sufficient information on how the local government is perceived in terms of transparency, social accountability and inclusion.

2.1. Social Inclusion vis-à-vis Service Provision

 Specific issues identified by FGD - Young people from the rural areas

The FGD participants pointed out the apathy of young people from the rural areas caused by number of factors, including: a lack of information, limited offerings of cultural and sports activities in rural settlements, restricted access to events in the City due to transport availability (the bus connection to the City in not available in the evening and during the night), and a lack of support from parents to actively participate in any organized volunteering work, among other factors. Nevertheless, some young people in certain rural settlements participate in the activities organized by the NGO sector.

FGD participants pointed out that the activation of young people through volunteering work is very important. The City has supported the initiative of young people to create a database of volunteers through the Regional Volunteering Center. However, further support is needed to

achieve more active participation among the institutions to engage and reward volunteers. Moreover, the FGD pointed out the need for the public recognition of outstanding volunteers.

FGD participants emphasized that a webpage particularly dedicated to young people would be very helpful. The City has provided initial support to the project "Info point," which displays information relevant to young people in one place within a different section of the website and establishes direct contact between young people and designated officials in various public institutions. Further support to the project in needed. Participants also recognized the necessity for the young people to have a space to gather, interact with their peers and constructively spend time. The Youth Office within the City Administration has not adequately addressed this need to date.

Specific issues identified by FDG – Persons with disabilities

FGD participants stated that significant progress has been made in the implementation of the adopted Accessibility Strategy. However, some institutions remain inaccessible.

FGD participants pointed out the lack of a systematic approach in tracking and supporting persons with disabilties within the health institutions. Following the diagnoses of disability when a child is born, the health institutions offer no support to parents to more easily accept and handle the issue. Moreover, no data on persons with disabilities are gathered, nor are patients followed up with. Unless they or their families actively ask for assistance, they remain invisible to society. Therefore, the visibility of NGOs providing assistance to persons with disabilities is vital.

FGD participants agreed that separate sections of the City's webpage dedicated to persons with disabilities would be very helpful. Such a page should gather information on the rights of persons with disabilities but also point out various NGOs operating in the City. Also, deaf and mute persons are invisible (6,000 in Pancevo).

While the people with obvious physical disability have no problem being prioritized in most of the public institutions, people with mental or no visible disability often have problems. FGD participants agreed that clear indication on priority status of persons with physical or mental disabilities in one of the counters of the Citizens Assistance Center would be useful.

Specific issues identified by FDG – Unemployed persons aged 50 and over

FDG participants pointed out the difficulties they are facing with very low employment probability and economic vulnerability. Most of the participants perceive the National Employment Service as a redundant institution offering very little. Programs of self employment assistance are insufficient in respect to the number of people in this category but are also inadequate in terms of the very small allowances to cover the operation costs of new companies for a year, which is proscribed as a contractual obligation to beneficiaries.

Similar programs offered by the City offer more reasonable allowances and additional administrative support but are very limited due to the funds available in the budget. FGD participants positively evaluated Employment Fairs. Considering the number of young people the fairs gather, the FGD participants agreed that they are not significantly increasing their chances of getting a job.

All FDG participants agreed that the City could organize public meeting with business sector representatives where the unemployed people aged 50 and older could have an opportunity to directly approach employers.

Specific issues identified by FDG – NGOs

The perception among FGD participants is that the public call system in the City is transparent and features clearly explained procedure and criteria as well as open sessions for questions and clarifications available to all organizations interested in responding to the public call. However, only the information of the projects selected for financing is provided, while the information on the evaluation procedure is not always available. Moreover, the FGD participants pointed out that there is no data on the actual results of the project.

FDG participants indicated that there is a lack of counseling assistance in all areas of the city (development of people with disabilities, marriage and family etc.)

Free legal aid is available to citizens through the Chamber of Lawyers. However, the City has limited funds to finance this service and demand for it exceeds the supply. Moreover, due to the rotation of the available lawyers and their particular expertise, the quality of the service is not always the best.

Public spaces in cultural institutions are becoming limited to certain cultural initiatives due to required prior approval of the institution directors. The quality of public services, in particular communal services, is not the same in urban and rural area.

The City should prepare an action plan on strengthening the civil sector in the City. NGO representatives emphasized that clinics – advisory centers (i.e. youth centers, marriage advice, safe houses, etc.) are not functioning well or are not present in the city at all.

2.2. Existing Social Accountability Levels

2.2.1. Views on the Current State of Local Affairs

The trust of citizens towards all levels of governance seems to be strongly affected by perceptions of strong political influences. On one hand, not having political affiliations or a willingness to be recruited by political parties, most of the FGD participants believe that such an engagement would improve their status in all aspects. However, no particular distrust was demonstrated towards the local government. FGDs gave a lot of positive comments with respect to public calls, a participatory approach in preparation of strategic documents and budget, the quality of the information on public services and ICT tools used by the City such as the webpage, Facebook page and System 48 that offers citizens a quick way to resolve problems with utilities.

With respect to transparency in decision making, most of the FGD participants stated that a mechanism that would enable them to have more direct contact with the decision makers should be put in place. For instance, while different City Departments are easily accessible and helpful, the decision makers are more difficult to reach. The open door policy is practiced (up to a point) by the Mayor but not the City Councilors. While the representatives of two labor unions are present at the Municipal Council Sessions on a regular bases, citizens and NGO representatives are not.

All FGD participants recognized the efforts invested by the City to improve the quality of services. In particular, all agreed that the Citizens Service Center and System 48 operate in an efficient manner and that significant progress has been made in the implementation of the adopted Accessibility Strategy and introduction of social services.

However, the participants agreed that the quality of service vary between urban and rural areas; in particular, the quality of various communal and transportation services.

2.2.2. Methods for Organizing information about Public Services

The quality of information in the City was positively evaluated by the majority of FGD participants, as well as the communication channels used by the City such as the webpage and Facebook profile. However, the impression is that the City can do more to better respond to the needs of particular groups of citizens. For instance, a section of the webpage could be dedicated to

persons with disabilities and provide more information on their rights. Information targeting young people should be presented in another way to better target their particular needs and information boards could be placed in rural areas to reach citizens who cannot or do not have the habit of using available ICT tools.

The general impression is that the citizens' apathy is manifested in different ways depending on the vulnerable group. On one hand, there was a relatively low number of participants in the FGDs for young people from rural areas and unemployed people over 50, which is indicative of this apathy. According to the representatives from NGOs working with youth, while the activism of young people in the urban areas is high, the apathy of young people from the rural areas is caused by a number of factors, including: the limited offering of cultural and sports activities in rural settlements, restricted access to events in the City due to transport availability (the bus connection to the City is not available in the evening and during the night), a lack of support from parents to actively participate in any organized volunteering work, among others.

Unemployed people aged 50 and over are not gathered under any form of organization. They seem to be lost in the maze of economic vulnerability, low levels of employment probability and limited employment assistance measures available through the National Employment Service.

A large number of very active NGOs work with persons with disabilities with a high level of support from the City. The City and the NGOs recognize that the biggest problem is the lack of records on persons with disabilities. Unless persons with disabilities or their families address the City, the Center for Social Care or one of the NGOs, the City is unable to reach them. Once the disability diagnosed is established, parents of children with disabilities receive no guidance from health institutions on how to deal with the issue and who to address to get assistance and support.

2.2.3. *Methods for Inquiries/Complaints about Services and Participation*

FGD participants recognized System 48 as an efficient way to resolve problems with utilities through a phone call, SMS, or filling in of a web form, but it should be more promoted and visible at the City's official website.

The City's Citizen Defender is tasked with protecting the individual rights and interests of citizens from illegal and irregular practices by City Administration, Public Utilities and other public institutions founded by the City. Some of the FGD participants had used the Citizen Defender and had positive experiences.

The City also has the Patient's Rights Defender who is tasked with protecting the rights of citizens in the area of health protection. Some of the FGD participants had reached out to the Defender complaining about the health service but were not pleased with the outcome.

Citizens often address the Mayor with particular complaints and complaints are responded to in a timely manner.

Free legal aid is available to citizens through the Chamber of Lawyers. However, the City has limited funds to finance this service and demand for it exceeds the supply. Moreover, due to the rotation of the available lawyers and their particular expertise, the quality of the service is not always the best.

2.3. Opportunities and Constraints for Social Accountability and Engagement

2.3.1. City Activities related to Accountability and Citizen Engagement

The perception of FGD participants is that the public call system in the City is transparent, from a clearly explained procedure and criteria, to the open sessions for questions and clarifications available to all organizations interested in applying. However, only information for the projects selected for financing is provided, while information on the proposals' evaluation is not always available. Moreover, the FGD participants pointed out that there is no data on the actual results of the project.

FGD participants agreed that NGOs are not visible enough in the City. Visibility of NGOs providing assistance to persons with disabilities is particularly vital in order to reach different categories of citizens, as there is no systematic approach to following them in place by health institutions and, accordingly, data are not available. A lack of a systematic approach to the care of elderly citizens was also pointed out by a number of FGD participants.

2.3.2. Perceived obstacles to participation in decision making

The FDG participants pointed out the lack of direct access to the Municipal Councilors as the main obstacle to more actively participate in decision making. Introduction of the open door policy would enable citizens with an opportunity to more easily introduce decision makers to their needs or give constructive suggestions with respect to various issues. Moreover, the City could consider enabling the regular attendance of NGO representatives at Municipal Council sessions.

2.3.3. Suggestions to improve Social Accountability

FGD participants listed different suggestions on how to improve social accountability. All agreed that the introduction of an open door policy with the Municipal Councilors is very important, as it would enable citizens to individually or collectively (through NGO representation) have more direct access to the decision making process. Most of them agreed that the results of the project financed through public calls should be publicly displayed and, in the case of successful projects, promoted.

2.4. In-Depth Interviews

On June 10, the City Team conducted IDIs with the following respondents:

Saša Pavlov, Mayor
Milenko Čučković, Member of the Municipal Council for Labor, Employment and Social Protection
Miroljub Kršanin, Tehnomarket Company
Violeta Jovanov Peštanac, Journalist of the independent portal "Moj kraj"
Zorica Debeljački, National Employment Service
Zoran Albijanić, Director of the Center for Social Care
Dragana Dačić, Secretariat for Public Services and Social Affairs

Nataša Lenđel, President of NGO KOMPAS
Marija Komanov, Coordinator of the Youth Office
Danijela Raketić, Deputy Mayor of the City Administration
Ivan Milivojević, Association of Municipalities of Serbia

The interviews were guided by specific questions but the conversation was more focused on obtaining respondents' views on the issues identified by the FGD participants. The interviews revealed that there are no large discrepancies in perceptions of the current state of affairs and a general consensus around the necessity for the quality of information and some of services to be improved and social accountability, citizen engagement and social inclusion to be increased. However, IDI respondents pointed out the two main constrains of the public sector as limited budgets and the number of employees. According to the Director of the Center for Social Care, while the number of people addressing the institution is increasing continuously, the attendance is handled by the same number of people due to prohibition of employment in the public sector.

All representatives interviewed noticed information was generally available to citizens and that the 48 hour service, as well the City Service Centre were functioning very well. Education programs for employees could be an important mechanism for the better functioning of the City Administration and a better understanding of different citizen groups' needs.

Feedback from the Association of Municipalities in Serbia

In the last years, there has not been any detailed research or analysis on the existing levels of accountability and CE in the country. However, after conducting the analysis on "the impact of harmonization of regulations within negotiating Chapter 23 (Judiciary and fundamental rights) to the local governments in Serbia" – Chapter 4 of the Analysis; there are some basic information concerning the obligations of local governments such as fight against corruption; gender equality; national minorities, councils, strategies, etc. Transparency Serbia, related to the transparency index of local governments, conducted a recent survey in 2015. – a survey with 168 LSs in Serbia concerning the transparent process in the budget, relationship with the citizens, free access to information, public procurements, public utility companies. About the use of electronic communication / IT technologies, the Directorate for E-Government performs certain ranking of local governments.

The Association of Municipalities in Serbia is currently implementing a project in cooperation with UNDP, "More efficient accountability mechanisms in public finance". The project component implemented by SCTM is designed towards the development of electronic reporting system for municipal assemblies on the local budgets – i.e. the development of public budget portals (PBP). The development of public budget portals in 10 pilot municipalities will enable the MPs in cities/municipalities to engage in the budget preparation process much earlier, through continuous monitoring of budget preparation and execution throughout the year. This way they will have detailed information about the execution of the current budget and the preparation of the new one from a very early stage, through networking with the official budget system and finance department, through public budget portals.

Within the EU funded project Exchange 5, which is about to start in March this year, in addition to further support to local governments in preparing and monitoring the execution of program

budget, the planned activities include the development of civic budget model and support to the local governments in creating such budget, which would be more "readable" for the citizens and civil society. Additionally, the planned activities for the beginning of the following year include a project which would provide support to local governments for good governance, through regional and online trainings and direct support to individual LGs for the application of good governance principles (including participation, transparency and accountability).

3. Scenario Development Workshop Outcomes and Recommendations

The Participatory Scenario Development Workshop for the City of Pancevo was held on the City Administration premises on Tuesday, July 5, 2016. The Workshop was attended by a total of 35 people that included representatives of vulnerable groups, NGOs and the City Administration.

The Mayor of the City of Pancevo was not able to participate the workshop due to a medical condition. On behalf of the Mayor, the Deputy Mayor highlighted the City's willingness and commitment to matters pertaining to social accountability in the opening speech.

Following the speech of the Deputy Mayor Predrag Zivkovic, Tamara Nikolic, Operations Officer from the Urban, Rural and Social Development Unit of the World Bank, and Ivana Bogosavljevic Cikic, NALED Project Manager, highlighted the significance of the project, reminded participants of the project methodology and steps undertaken to date. NALED consultant Maja Todorovic presented emerging findings of the social sustainability assessment related to social accountability aspects and the use of ICT. The presentation included findings with respect to the current state of affairs at the local level, including existing methods for obtaining information about public services, placing questions or complaints, an overview of participation in the City's activities, identified obstacles to participation in decision making, and particular issues identified by each of the vulnerable groups with respect to access to services and communication and engagement with the city about services.

Following the presentation of findings, the participants were divided into three groups to discuss three main themes:
1. Improving quality and quantity of information available to vulnerable citizens
2. Increasing the level of social accountability and citizen participation
3. Improving citizens' access to services, communication with the City and inclusion

3.1.   Theme 1: Improving the quality and quantity of information available to vulnerable citizens

3.1.1.   *Existing problems and corresponding potential solutions*

a. Persons with disabilities have a difficult time obtaining information on particular rights, as well as, particular programs offered not only by the City Administration but other institutions and NGOs. Information on the rights of people with disabilities are often hidden in a maze of complex legislative provisions,

> **Solution:** Develop a separate section on the City's webpage called "Accessible Governance" that would contain all information relevant for different groups of persons with disabiltities. This section will also serve as a valuable resource to NGOs providing services to persons with disabilities to increase their visibility and promote programs they are implementing. Moreover, the section will have an interactive component.

b. Youth find it difficult to handle an overwhelming quantity and disputable quality of information available online in order to find information about their particular interests, including the various programs and services provided by the City Administration, other institutions and organizations operating in Pancevo.

> **Solution:** Create a separate interactive platform "Info Point for Youth" containing information related to different areas of interest to youth in one place and establishing direct contact between young people and designated officials in various institutions.

c. People who do not use the internet and available ICT tools have more difficulties to access information.

> **Solution:** Place information boards to reach citizens who cannot or do not use available ICT tools.

d. Persons with disabilities are difficult to reach, as their basic census information is not available (population and residence). In order to obtain assistance they have to address the City Administration or NGOs.

> **Solution:** Increase the visibility of NGOs providing services to persons with disabilities.

3.1.2   Vision (Desired Situation)

Vulnerable citizens well informed about their rights and available services and programs

The City has already made several efforts to inform citizens of available services by using various ICT tools. However, participants agreed that the information should be tailored to better target particular vulnerable groups' issues. Expanding the City's webpage to include two separate sections – one targeting persons with disabilities and one targeting youth – will provide relevant information tailored to address the particular needs of these groups, increase the number of users of different services and programs available to each of the groups, and serve to promote the work of NGOs relevant to each of these groups.

Specific Proposal: Expand the City's webpage to include an interactive section titled "Accessible Governance" targeted at persons with disabilities.

WHAT	An "Accessible Governance" section of the City's webpage will enable well-structured and user friendly information relevant to various groups of persons with disabilities including information about their rights, as well as various services and programs implemented by the City Administration, other institutions, and NGOs. The interactive component of the section is envisaged as a "Forum" that will enable citizens to ask questions and obtain answers and allow service providers to exchange information and establish cooperation.
WHY	Relevant, well-structured and user friendly information displayed in one place will help citizens with disabilities to understand and exercise their rights and use available services. The interactive "Forum" will enable direct interaction among citizens and between citizens and service providers. Moreover, the "Forum" will be used by service providers to

exchange information, increase cooperation and generate ideas on cooperative projects.

HOW	The "Accessible Governance" section of the City's webpage will be created by the relevant City Administration units, including the Secretariat for Public Service and Social Affairs, PR Office, and IT Department. The content of the section will be prepared and administered in cooperation with relevant stakeholders such as relevant institutions and NGOs working with persons with disabilities.
WHO	The Secretariat for Public Service and Social Affairs, PR Office, IT Department, and institutions and NGOs working with persons with disabilities.
WHEN	By December 2016
INDICATORS	The "Accessible Governance" section of the City's webpage is online and functional.
HOW MUCH	No cost is foreseen. The City has the internal capacity to undertake the work.

Specific Proposal: targeting Youth.	**Expand the City's webpage to include a section titled "Info Point"**
WHAT	An "Info Point" section of the City's webpage will enable well-structured and user friendly information targeting areas of interest to youth as per the City of Pancevo's Youth Care Strategy 2014-2017 through active cooperation with relevant institutions, NGOs working with youth and other youth service and program creators and providers.
WHY	The "Info Point" section of the City's webpage will help youth to obtain all the information that interests them in one place. Well-selected and structured information will help youth become better informed about available services and programs and allow for easier access to it through Info Point contact persons in various institutions. Moreover, the section will be used to activate youth by promoting volunteering work.
HOW	The "Info Point" section of the City's webpage will be created by relevant City Administration units, including the Youth Office, PR Office, and IT Department. The content of the "Info Point" will be prepared and administrated in cooperation with relevant stakeholders such as institutions and NGOs working with youth ("youth for youth" approach).
WHO	Youth Office, PR Office, IT Department, and relevant institutions and NGOs working with youth.
WHEN	By December 2016
INDICATORS	An "Info point" section of the City's webpage is online and functional.

HOW MUCH	No cost is foreseen. The City has the internal capacity to undertake the work.

3.2. Theme 2 - Increasing the level of social accountability and participation

3.2.1. *Existing problems and corresponding potential solutions*

a. Municipal councilors have different communication practices; some of them have an open door policy while direct contact with others is not possible.

> **Solution:** Establish a permanent open door policy of the Mayor and all members of the Municipal Council.

b. There is no practice of regular attendance among the at City Council sessions.

> **Solution:** Introduce a practice whereby NGO representatives are invited to participate in City Council sessions, depending on topics to be discussed.

c. Different practices exist with regards to publishing the results of projects financed through public calls.

> **Solution:** Introduce the submission of a one-page project results summary paper as an integral part of the final report and publish it following the project's completion.

d. The form for submitting complaints and suggestions and the procedure for obtaining and submitting it is not clear for citizens.

> **Solution:** Revise the form, and prepare and publish a clear description of the procedure. Make both the form and the description of the procedure available in the Citizen Service Center and on the City's webpage.

e. Efforts to mobilize youth in doing volunteer work in the City are insufficient.

> **Solution:** Promote distinguished volunteers within the "Info point" section of the City's webpage.

3.2.2 *Vision (Desired Situation)*

Firm partnership between the City Administration and citizens

Create a strong partnership between the City Administration and citizens in solving problems of public interest. The direct access of citizens and NGOs to the Mayor and all members of the City Council will help the City Administration to better understand citizens' needs, be more responsive in addressing identified problems, and to find the most appropriate solutions.

Specific Proposal: Introduce an open door policy for the Mayor and all City Council members

WHAT	The Mayor and all City Council Members will allocate a couple of hours a week to meet with citizens.

WHY	The lack of direct access to decision makers was recognized as the main obstacle to citizen participation in decision making processes and the creation of a valuable partnership between the citizens and the City Administration. An open door policy allowing for direct access to decision makers will enable citizens not only to easily express their needs but also to provide constructive suggestions and participate in the decision making process.
HOW	The Mayor and all City Council Members will allocate a couple of hours a week to an open door policy – meant to facilitate meetings with citizens and their representatives. A clear procedure for scheduling the meetings will be established and published on the City's webpage.
WHO	Mayor, City Council Members and relevant City Administration organizational units
WHEN	By December 2016
INDICATORS	A clear procedure for scheduling the meetings is established, published on the City's webpage and is functional.
HOW MUCH	No cost is foreseen.

Specific Proposal: Improve citizen's mechanism for submitting complaints and suggestions

WHAT	Prepare a clear description of the procedure on how to submit complaints and suggestions and revise the existing form.
WHY	The procedure on how to submit complaints and suggestions is not clear. The existing form for this purpose is neither clear nor user friendly.
HOW	Prepare a clear description of the procedure on how to submit complaints and suggestions and make it available together with the revised form in the Citizen Service Center and on the City's webpage.
WHO	The City Administration
WHEN	By December 2016
INDICATORS	A clear description of the procedure on how to submit complaints and suggestions and user-friendly form are available in the Citizen Service Center and on the City's webpage.
HOW MUCH	No cost is foreseen.

3.3. Theme 3 - Improving citizens' access to services, communication with the City and inclusion

3.3.1. *Existing problems and corresponding potential solutions*

a. There is a limited offering of cultural and recreational activities in rural settlements.

Solution: The Youth Office, as well as the NGOs working with youth, should consider spatially distributing them equally among urban and rural spaces when organizing events.

b. There is a current lack of space to be used by young people to spend productive time with their peers.

Solution: Determine and allocate adequate space to be used jointly by all NGOs working with youth.

c. Persons with disabilities (especially people whose disability is not obvious) are facing negative reactions from other citizens in their attempts to exercise their priority right in using the services of the Citizen Service Center.

Solution: Display information on the priority status of persons with disabilities, pregnant women and senior citizens using the services in the Citizen Service Center at each of the service checkpoints.

3.3.2 Vision (Desired Situation)

Provision of services tailored to the needs of citizens.

The City is committed to on the continued improvement of services to citizens to better address their particular needs.

Specific Proposal: Raising awareness among citizens of the priority status of vulnerable groups (persons with disabilities, pregnant women and senior citizens) in using the services in the Citizen Service Center.

WHAT	Display information related to the priority status of vulnerable groups (persons with disabilities, pregnant women and senior citizens) in using the services in the Citizen Service Center at each service checkpoint.
WHY	Priority in using the services in the Citizens Service Center is given to vulnerable groups of citizens (persons with disabilities, pregnant women and senior citizens) but information indicating this practice is not displayed. Therefore the practice is not always accepted without negative reactions from other citizens.
HOW	Display information related to the priority status of vulnerable groups (persons with disabilities, pregnant women and senior citizens) in using the services in the Citizen Service Center at each service checkpoint.
WHO	The City Administration
WHEN	By December 2016
INDICATORS	Information related to the priority status of vulnerable groups (persons with disabilities, pregnant women and senior citizens) in using the services in the Citizen Service Center is displayed at each service checkpoint and the negative comments of other citizens subside.
HOW MUCH	It is not possible to envisage a cost at this stage.

4. Key Considerations for Next Steps

The PSD workshop and the specific proposals developed by the participants address many of the issues raised during the previous phases of the project.

During the workshops, the City Administration and NGO representatives as well as the citizens focused on developing proposals that are feasible in terms of time and available resources. At the end of the workshop the participants demonstrated a high level of satisfaction with the developed proposals and commitment to its implementation. It was agreed that the stakeholders identified related to each of the specific proposal will meet on a regular basis.

The workshop participants agreed that activities that allow various stakeholders to discuss and address concrete issues are valuable not only for providing different views on problems and constructive solutions but also to create strong links between the City and its citizens. Such activities should therefore become a regular practice in the City.

The City will prepare Memorandums of Understanding (MoUs) with some NGOs in order to distinguish activities where needed. The City will also inform citizens and involved stakeholders about these city action plans primarily through the website.

During the Socially Inclusive Cities regional conference held in Zagreb at the end of March 2017, city representatives from Pančevo discussed the need for their action plan to be accompanied by a communication campaign to inform and feedback to participants in the various elements of the SSCE process. The group agreed that their city team still needs to determine the most appropriate indicators to measure the results of their action plan initiatives (both quantitatively and qualitatively) and develop precision as to how to include the beneficiaries of municipal services from the beginning of action plan implementation to the end. City representatives informed project partners in Zagreb that they were currently implementing several action plan components and requires no external funding due to internal capacities to perform these activities.

ANNEX 1: SOCIAL SUSTAINABILITY AND CITIZEN ENGAGEMENT INDEX

Concept Note

The objective of the SSCE Index is to assist municipalities, civic groups and NGOs to develop a set of indicators that gauge progress towards increasing social accountability and citizen engagement, particularly among marginalized communities or vulnerable groups.

The Index originally emerged from the Social Sustainability Audit of UPP I (2012-2013), which functioned as a tool used by City Teams to assess the supply and demand of information and participation in a given municipality and the state of feedback/monitoring mechanisms based on the three date gathering phases – Municipal Profile, FGDs and IDIs, and Participatory Scenario Development Workshops. This index has been revised in content and application to demonstrate greater conceptual linkages with the other three UPP II initiatives and alignment with the World Bank's Citizen Engagement Framework.

The consortium built upon the Index developed during UPP I and tried to preserve as much of its content as was relevant to the new conceptual organization of the new Index. While the Social Sustainability Index assessed the supply and demand side factors of Transparency and Participation and the feedback mechanisms that create a continuous process, the SSCE Index assesses the supply and demand sides of willingness and capacity for citizen engagement, as well as the feedback mechanisms that create a continuous process and the use of ICT to broaden the reach of CE initiatives and streamline CE processes.

Conceptual Framework of the SSCE Index

The SSCE Index is structured as a series of six questions for each of the five pillars of citizen engagement being investigated throughout this project cycle based on the three concepts of Willingness (demand and supply); Capacity (demand and supply); and the Feedback/Monitoring that serves as the connective tissue. In addition, the same six questions can be read in a way that gives an additional reading of the thematic strengths and weaknesses of social accountability and citizen engagement initiatives in each municipality (a "pulse" on perceptions of citizen engagement in areas related to other components of the UPP).

The index in Pančevo was administered to 20 individuals that participated in the FDGs among the four groups: young people from rural areas; residents with disabilities; unemployed and NGOs. The results of this process are presented below.

Index Results for Pančevo
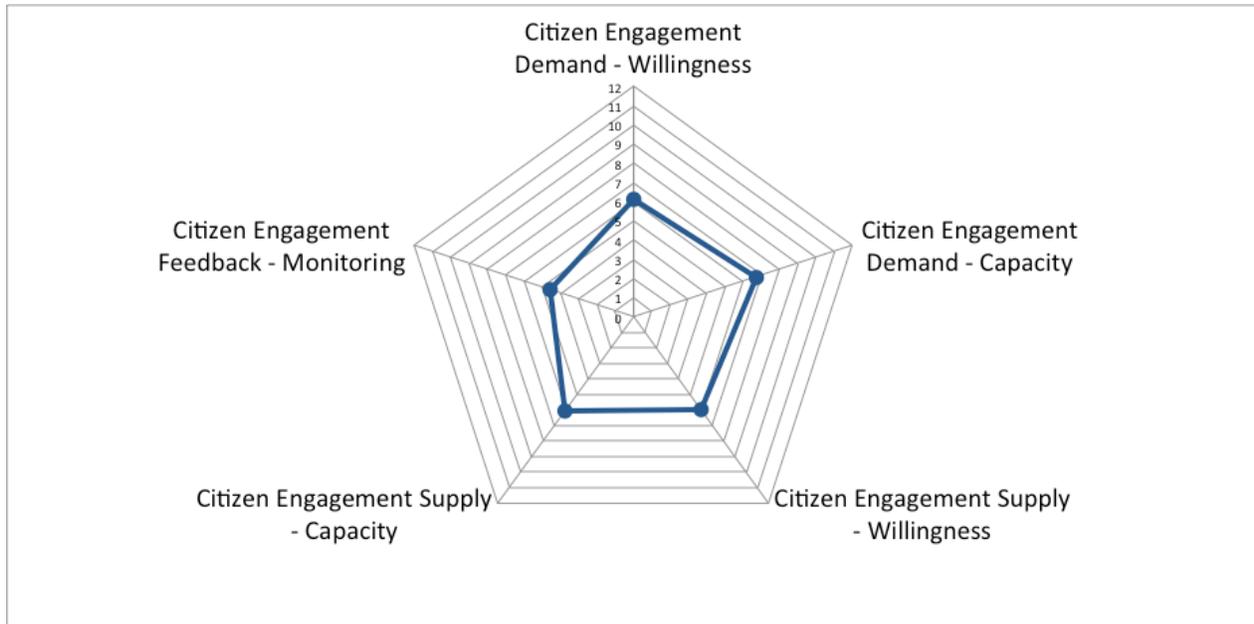
For Pančevo, there is a consistency in the scores among the four key elements of willingness (demand and supply) and capacity (demand and supply), with the four scoring 6.0 to 6.75 out of a possible score of 12. From the perception of the respondents, there is a weakness of Feedback Monitoring in relation to the other four elements with a score of 4.5. More specific observations based on an analysis of each of the five pillars include the following:

Demand – Willingness. There is an interest among citizens in attending city council meetings and an even greater interest in participatory budgeting. Respondents also noted that citizens and CSOs engage with the municipality online.

Supply – Willingness. Respondents noted that the city administration presents municipal budgets to neighborhoods; this may also reflect the interest in participatory budgeting. In addition, there was a generally positive response regarding the availability of an active information desk, access to information for rural residents remains a challenge. The on-line presence of municipality was noted as positive.

Demand – Capacity. There a general agreement that the municipality does hold meetings and consultations with the public to obtain information on issues, that information provided to citizens is updated and made available on different platforms and that the municipal staff have ICT training. In regards to outreach to vulnerable groups the responses indicate that additional outreach is required.

Supply – Capacity. The most positive response is regarding the availability of information through various platforms and the availability of resources for investments in citizen engagement or a participatory budget. Indications are that more programs are required to engage vulnerable groups and support CSOs in this regard.

Feedback Monitoring. The lack of neighborhood councils or similar structures was noted, as well as the need for incorporating citizen inputs into municipal budgets. Reflecting the municipality's use of System 48.70% noted that the time limits for responding to grievances are respected.

These results generally reflect the FDGs summarized in section 2.2: Existing Social Accountability Levels. While FGDs gave positive comments on a participatory approach in the preparation of strategic documents and the budget, the responses to the index to participatory budgeting show that there is a strong interest in further strengthening this approach. The FGDs and the index also indicate the need for strengthening the feedback mechanisms through more direct means of accessing decision makers and council members. The adoption of System 48 and the Citizen Service Center is also reflected in the responses to the index with generally favorable responses to questions regarding time limits in response to citizen grievances and the use of multiple platforms (phone calls, SMS or filling in web forms), which reflects the use of ICT.

The results of the index also reflect the proposed solutions coming out of the Scenario Development Workshops. For example, the targeting of interventions for greater web presence for persons with disabilities (Accessible Governance) and youth (Info Point) reflect how the existing web platform for the municipality is available and flexible and can meet more specific needs. The recommendations to expand the open-door policy and to invite NGOs to council meetings show an interest in creating opportunities for engagement with decision makers. Lastly, the recommendations to improve specific services for youth in rural areas and improving the mechanisms for submitting complaints and suggestions are also reflected in the responses to the question in the index regarding the general appreciation that there is a system in place that can be improved with minimal costs.

In order to see how social accountability and citizen engagement initiatives at the municipal level relate with themes such as anti-corruption, municipal finance, and urban planning and in order to find synergies between the SSCE program and other components of UPP II, responses of the participants in FGDs, IDIs and PSD workshop were analyzed by topic. These "pulse" scores for Pančevo are calculated below.

Citizen Engagement Pulse Scores for Pančevo
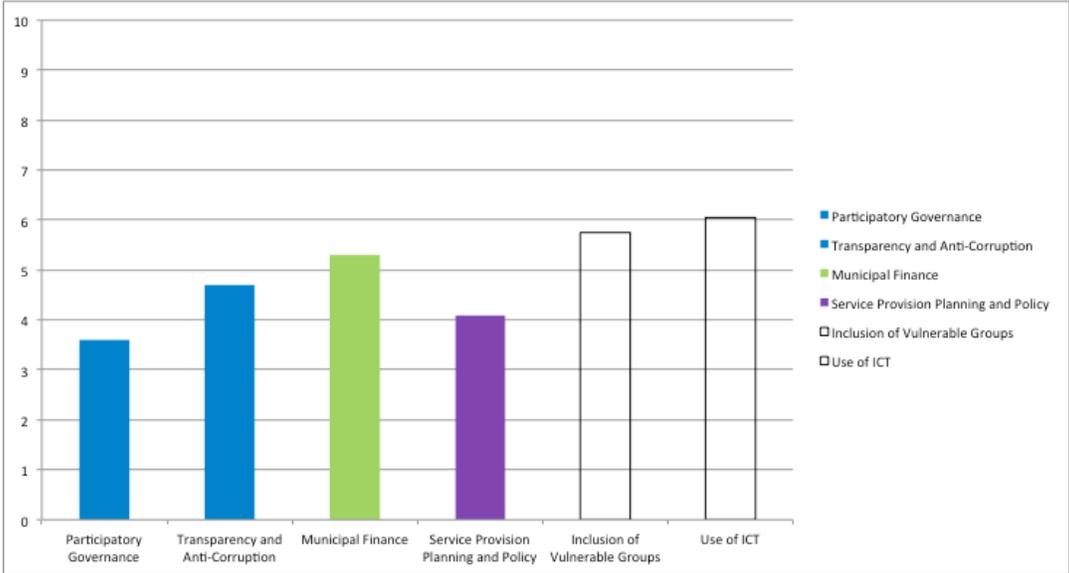
The ICT category scores relatively higher, which accurately reflects information from previous phases of Pančevo's research. In addition, Municipal Finance as a category also is performing well relative to the other categories and reflects the generally positive answers to questions related to outreach and informing the community regarding the municipal budget process. The lower score for participatory governance reflects the lack of opportunities for NGOs and other groups to attend the City Council meetings and the perceived lack of access to senior officials and councilors.

ANNEX 2: INDEX QUESTIONS AND SCORING FRAMEWORK

	Participatory Governance (0,1,2)	Transparency & Anti-Corruption (0,1,2)	Municipal Finance (0,1,2)	Service Provision, Planning & Policy (0,1,2)	Inclusion of Vulnerable Groups (0,1,2)	Use of ICT (0,1,2)	
CE Demand – Willingness	1. Do citizens attend and actively participate in city council meetings? 1	2. Is there an anonymous way to report municipal fraud or corruption? 1	3. Is there demand for participatory budgeting processes from citizens or CSOs? 1	4. Do platforms exist through which civil society discusses municipal service / planning / policy? 1	5. Are minority or vulnerable communities represented in the current city council? 1	6. Do citizens and CSOs engage with the municipality online? 1	Total CE Demand Willingness Score 6 (out of 12)
CE Demand – Capacity	1. Are there elected neighborhood councils or equivalent structures? 1	2. Are citizens given sufficient notice about upcoming city council meetings or public forums? 1	3. Are citizens aware of how the city's budget is spent? 1	4. Do citizens know where to go to report a municipal issue or grievance? 1	5. Do NGOs exist that actively engage in representing the interests of vulnerable groups? 2	6. Are citizens able to reliably access municipal information online? 2	Total CE Demand Capacity Score 8 (out of 12)
CE Supply – Willingness	1. Is the municipality accountable to other institutions in terms of implementing mechanisms of citizen engagement? 1	2. Is there a document (charter) outlining the responsibilities of both government and citizens that is publicly accessible? 1	3. Does the city administration present municipal budgets to neighborhoods as part of the formal fiscal preparation cycle? 1	4. Is there an active information desk available to citizens? 1	5. Are vulnerable groups consulted in preparing strategic policy documents, budgets, etc.? 1	6. Does the municipality have an open data policy? 1	Total CE Supply Willingness Score 6 (out of 12)
CE Supply - Capacity	1. Does the city hold meetings/ consultations with the public to gain information on issues that are important to citizens? 1	2. Is citizen-accessible information updated regularly through various platforms? 1	3. Does the municipality have financial resources for investment in citizen engagement or a participatory budget? 1	4. Is there an annual citizen service satisfaction survey? 0	5. Does the city have a program to engage with vulnerable groups or CSOs that represent them? 1	6. Are there municipal staff with ICT training or the opportunity for such training? 1	Total CE Supply Capacity Score 5 (out of 12)
CE Feedback / Monitoring	1. Are neighborhood councils (or similar structures) effectively linking the citizens to the city (or municipality)? 0	2. Are citizen grievances responded to or addressed in a timely and transparent manner by the relevant departments / service providers? 1	3. Are citizen or civil society inputs incorporated into municipal budgets? 1	4. Are time limits for responses to citizen grievances / reports abided by? 1	5. Has the municipality addressed key issues of concern to vulnerable groups based on their inputs? 1	6. Do grievance/ complaint systems use multiple types of technology? 1	Total CE Feedback Loop Score 5 (out of 12)
	Total Participatory Governance Score 4 (out of 10)	Total Transparency & Anti-Corruption Score 5 (out of 10)	Total Municipal Finance Score 5 (out of 10)	Total Service Provision, Planning, and Policy 4 (out of 10)	Total Inclusion Score 6 (out of 10)	Total ICT Score 6 (out of 10)	SSCE SCORE 30 (out of 60)
	↑ Cities without Corruption (CE Pulse)	↑ Cities without Corruption (CE Pulse)	↑ MFSA (CE Pulse)	↑ UPSA (CE Pulse)			