STANDING CONFERENCE OF TOWNS AND MUNICIPALITIES
NATIONAL ASSOCIATION OF LOCAL AUTHORITIES IN SERBIA

ASSESSMENT OF THE PERFORMANCE AND CAPACITIES OF LOCAL SELF-GOVERNMENTS IN APPLYING THE PRINCIPLES OF GOOD GOVERNANCE AT THE LOCAL LEVEL

USING THE "GOOD GOVERNANCE INDEX"

- Excerpt from the Analysis -

June 2026.

This analysis examines the capacity of local self-government units (LSGs) to apply the principles of good governance when implementing statutory obligations and public policies within the competence of towns and municipalities. Drawing on data collected from a sample of 57 LSGs (13 towns and 44 municipalities), the analysis aims to provide detailed insight into the existing capacities and needs of local self-governments in applying good governance principles, to compare these findings with those from 2018, 2021 and 2023, and to highlight the significant trends observed over this period.

The analysis was prepared using the Good Governance Index (GGI). Through self-assessment or independent external assessment, the GGI enables LSGs to gain valuable insight into the extent to which good governance principles are being applied. Using objective and measurable indicators, LSGs can assess their own performance, identify procedures and processes in need of improvement, and recognise areas where good practice has already been established in implementing good governance principles.

The first part of the analysis outlines the GGI methodology and the methodological approach applied in conducting the study across the sample of 57 towns and municipalities. This is followed by a summary of key findings for each of the five GGI principles — accountability; transparency and participation; equality; predictability, efficiency and effectiveness; and anti-corruption — as well as key findings across the various categories of LSGs analysed (towns, municipalities, and level of development). Where applicable, findings are compared with results from 2018, 2021 and 2023, and observed trends are noted, most of which point to continued improvement in the fulfilment of indicators at the local self-government level. This section also forms the excerpt intended for the wider professional public.

The second part of the analysis presents, in detail, the data collected for each individual indicator comprising the GGI. For every indicator, separate figures (expressed as percentages) are given for towns, municipalities, and the entire group of 57 LSGs combined. Indicators are grouped by relevant thematic area, and following the presentation of results for each indicator, recommendations are provided alongside identified procedures and practices in LSGs that require improvement. Recommendations are given jointly for towns and municipalities, with particular emphasis placed on cases where a differentiated approach is needed for one of the two groups.

The third chapter sets out the general conclusions and recommendations, identifying priority directions for action in the period ahead, so that LSGs can receive the most effective possible support in applying the principles of good governance in implementing statutory obligations and public policies within the competence of towns and municipalities.

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I METHODOLOGY OF THE ANALYSIS

1.1. Why Good Governance?

At the core of the concept of good governance lies the responsibility of public authorities to respond to the needs of all interested parties, primarily citizens, in an inclusive, effective and transparent manner, while fully respecting and protecting human rights and freedoms. Since local self-government is the level of authority closest to citizens, the quality of its work has a direct impact on the everyday life of the community. It is therefore essential that any improvement of the system — whether through amendments to the regulatory framework or through the introduction of non-binding models of good practice — be grounded in the principles of good governance, such as accountability, transparency, participation, efficiency and equality.

Within this analysis, the term "good governance" is used in the context of the Good Governance Index (GGI), which focuses primarily on the work of city/municipal administrations, while also partly covering the conduct of other LSG bodies, such as the assembly, the council and the mayor/president of the municipality. Although the GGI does not directly measure the ultimate outcomes in terms of the quality of public services, nor does it cover all local stakeholders, it offers a reliable and comprehensive insight into the processes, procedures and institutional capacities that form a precondition for such improvements. In this way, the findings and recommendations stemming from the analysis provide a relevant basis for improving governance at the local level.

In addition, in the context of European integration and public administration reform, the principles of good governance represent an important standard for strengthening citizens' trust in institutions, enhancing transparency, and reducing the risk of irregularities and corruption. In this respect, the development and continuous monitoring of the application of these principles through the GGI contributes not only to improving the performance of LSGs but also aligning local governance with contemporary European practices.

For this reason, the continuous measurement of the performance and capacities of LSGs in applying the principles of good governance, carried out by the SCTM, serves a dual purpose: it acts as a mechanism for harmonising approaches and practices among towns and municipalities, while also serving as a means of continuously promoting and advancing the principles of good governance at the local level.

1.2. Subject of the Analysis

Within the "Partnership for Good Local Governance" programme, implemented with the support of the Government of Switzerland, the SCTM works towards achieving the key objectives set out in the organisation's Strategic Plan. As the SCTM's strategic document is aligned with key national-level strategies, the "Partnership for Good Local Governance" programme also contributes to systemic reform processes aimed at improving the position and functioning of local self-government in the Republic of Serbia. By measuring the performance of towns and municipalities in applying the principles of good governance through the GGI, the programme has generated information and findings that will further inform the design and delivery of support to local self-governments (LSGs) in strengthening their capacities in the field of good governance. The findings of the analysis, particularly those relating to existing good practices, may also be used to promote the principles of good governance — both by

further familiarising LSG representatives with the results and recommendations, and by promoting them more broadly (through various events, online channels or media coverage) to representatives of the public, civil and private sectors.

Following the implementation of the "Assessment of the Performance and Capacities of Local Self-Governments in Applying the Principles of Good Governance", first carried out by the SCTM in 2018 and subsequently repeated through comparative measurements in 2021, 2023 and 2025, the index underwent substantial revision in order to align it with amendments to the regulatory framework governing the functioning of LSGs. At the same time, several indicators measuring practices and standards already well established at the local level were replaced with new indicators designed to further improve and standardise LSG conduct. The findings of this measurement will serve as a basis for the continued monitoring of LSG performance in the field of good governance, as well as for tracking progress towards certain planned results under the SCTM Strategic Plan for the period 2026–2030.

While these changes to the structure of the GGI have slightly affected the consolidated findings at the level of individual principles and areas, it is important to emphasise that the new index still retains most of the indicators from the previous version that remain thematically relevant. In this way, continuity of measurement has been preserved, allowing progress to be tracked at the level of individual indicators from the 2018 measurement onwards.

The analysis was carried out on a sample of 57 LSGs, comprising 13 towns and 44 municipalities. Specifically, **the criteria for selecting LSGs to participate in the analysis are as follows:**

- Administrative districts – the list of selected LSGs was compiled to ensure that every administrative district is represented by at least one local self-government.
- Typology of local self-governments – proportional representation of cities and municipalities relative to their overall share among Serbia's LSGs (approximately 20% towns and 80% municipalities). The research covered 13 towns (23% of the total number of LSGs analysed) and 44 municipalities (approximately 77% of the total).
- Level of development – the analysis included LSGs from all four groups, in line with the applicable Decree on Establishing the Unified List of Development of Regions and Local Self-Government Units for 2014 (Official Gazette of the RS, No. 104, 1 October 2014): 6 LSGs (10%) from the first group, 14 LSGs (25%) from the second, 20 LSGs (35%) from the third, and 17 LSGs (30%) from the fourth group.
- The sample did not include the City of Belgrade (owing to the complexity of its administration) or city municipalities (owing to differences in their competences).

In order to ensure full comparability of results over time, invitations to participate in the research were sent to the same group of LSGs that had taken part in previous measurements, of which 57 LSGs (13 towns and 44 municipalities) responded. **This ensured an almost identical sample of LSGs and enabled a high degree of representativeness, comparability of measurement, and precise monitoring of trends.**

1.3. Methodological Approach

The Good Governance Index at the local level was developed within the project "Improvement of Administrative Efficiency and Effectiveness at the Local Level," implemented by the SCTM with the financial support of German Development Cooperation. The SCTM developed the GGI in direct cooperation with the Ministry of Public Administration and Local Self-Government (MPALSG), local self-governments, independent state bodies, and non-governmental organisations/partners active in the field of good governance at the local level. Methodologically, the GGI builds on an existing instrument, also developed by the SCTM, which is used to assess the performance of local self-governments across various areas, including human resource management, local finance and tax administration, local economic development, and rural development. At the same time, the resulting system of indicators draws on international good governance methodologies, adapted to the national and local legislative and institutional framework.

The GGI methodology begins with the construction of a certain "ideal-type" model of functioning, formulated in line with applicable statutory regulations and public policy documents, as well as with accepted domestic and international standards and good practices in delivering services to citizens. **A completed GGI for each individual local self-government shows the gap between (i) the existing situation and (ii) the desired — "ideal-type" — model of functioning, according to predetermined parameters, i.e. indicators.** LSG performance is expressed as a percentage, on a scale from 0 to 100. This further implies that, in practice, no town or municipality achieves the maximum result of 100%, while the difference between the score shown by the GGI and the maximum possible score represents room for improving performance and achieving higher standards of good governance.

Regarding the practical aspects of the methodology, each LSG answers the same set of questions defined within each good governance indicator. The answers to these questions reflect current practice in the specific GGI area. It is of fundamental importance that the selected answers correspond fully and objectively (or as closely as possible) to the actual situation in the LSG, as confirmed through the sources of verification.

The value of each answer is expressed in points, in accordance with the nature of that answer in the context of good governance. The result for each LSG in a given area/principle or group of principles of good governance is calculated as the sum of points achieved in that area relative to the maximum possible number of points, and is expressed as a percentage:

Number of points won in the area (principle) / maximum number of points for the entire area (principle) (x 100) = result in the area (principle) in %

Finally, **the overall result for the entire Index is obtained as the percentage of the sum of points won for each indicator in five GG areas versus the maximum possible number of points**.

Number of points won for all principles / maximum number of points for the entire GGI (x 100) = GGI result in %

Bearing in mind the fact that not all indicators, nor all areas and principles of good governance, are equal in terms of significance, scope and complexity, a **differentiated valuation – weighting** was applied

systematically and in accordance with professional rules at every level of analysis: weights were applied at the level of each indicator, for each area, for all five GGI principles.

In the first phase of the work, the expert team carried out a systematic collection and analysis of publicly available data and documentation from LSG websites, the Public Procurement Portal, the Administrative Procedures Portal, as well as other available reports and relevant sources, with the aim of properly preparing for the fieldwork and organising field visits as efficiently as possible. Where applicable, the data collected were compared with findings from the previous cycle, primarily from 2023, in order to identify changes and trends in the application of the principles of good governance.

Field visits were carried out in the period December 2025–January 2026. During the visits, the experts, in cooperation with LSG representatives — heads of departments, their deputies, and representatives of the relevant organisational units — went through all indicators and verified the answers by reviewing official documentation, records and reports. In order to ensure the full accuracy and consistency of the data, additional consultations were organised in most LSGs after the visits, by telephone and e-mail.

Upon completion of filling in the index, draft results were submitted to the LSGs for additional verification. At the same time, the very process of participating in the analysis enabled the LSGs to gain a clearer insight into their own capacities and practices, particularly with regard to alignment with the applicable statutory framework and good governance standards.

The data collected are grouped into **five principles of good governance: (1) Accountability; (2) Transparency and Participation; (3) Equality; (4) Predictability, Efficiency and Effectiveness of Local Self-Government; and (5) Anti-Corruption** (a tabular overview of the indicators is provided in Annex 1). This grouping of the principles of good governance, which does not unambiguously correspond to the division of principles most commonly used by leading international organisations, resulted from workshops with representatives of the relevant national and local bodies held during the preparation of the GGI. **For each indicator, separate data (percentages) are presented for towns, municipalities and the overall sample of LSGs, and within the description, where relevant, a comparison is also given with data obtained during the 2018, 2021 and 2023 measurement cycles. Recommendations for procedures and practices requiring improvement are grouped at the level of the GG area and consolidated for towns and municipalities.**

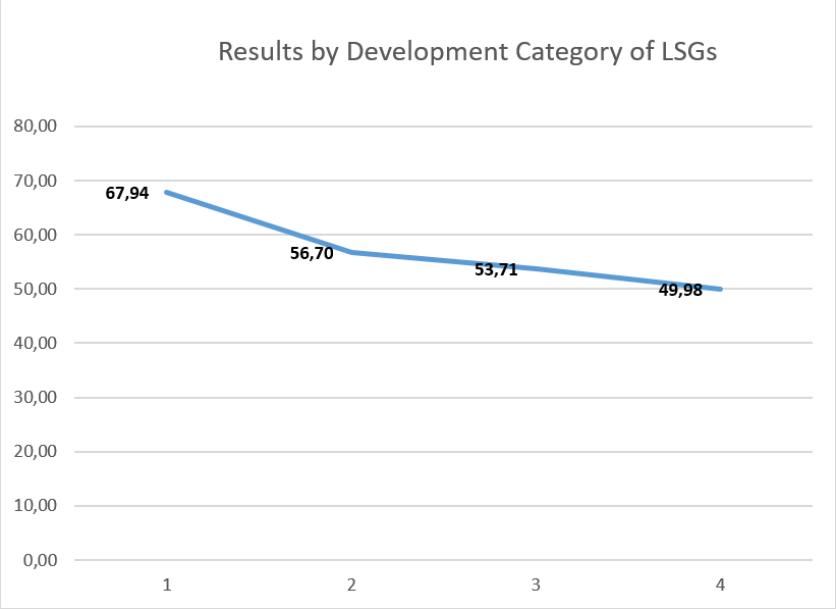
2. SUMMARY OF KEY FINDINGS

The average score across all local self-governments in the sample, based on the Good Governance Index (GGI) and calculated across all five principles, is **54.80%.** The analysis of the good governance principles, using the revised index, points to the following findings:

- **Pronounced differences among local self-governments.** Scores range from a low of 34% to a high of just under 72%, pointing to an uneven level of development of the good governance system. Towns range from 46% to 72%, while municipalities range from 34% to 68%.
- Examining the relationship between local self-government status and the scores achieved, towns consistently outperform municipalities, although the gap is gradually narrowing**. Towns achieved an average score of 62.13%, compared to 52.63% for municipalities** — a significant difference of 10 percentage points in the implementation of good governance principles.

A further dimension of the analysis concerns the **correlation between GGI results and the LSG's level of development**. Local self-governments belonging to the first of the four development groups — as defined by the 2014 Decree on Establishing the Unified List of Development of Regions and Local Self-Government Units — achieved a score of 67.94%. Notably, results for towns outside this top development group were close to those of municipalities within it. This suggests that good governance practices are more closely associated with a local self-government's overall level of development, regardless of whether it is a town or municipality, than with town status alone. Results for the less developed categories further confirm this pattern: the GGI score declines with each subsequent development group, falling to 56.70% in the second group, 53.71% in the third, and just under half — 49.98% — in the fourth.

Chart 1: Average GGI Result by LSG Level of Development in 2025



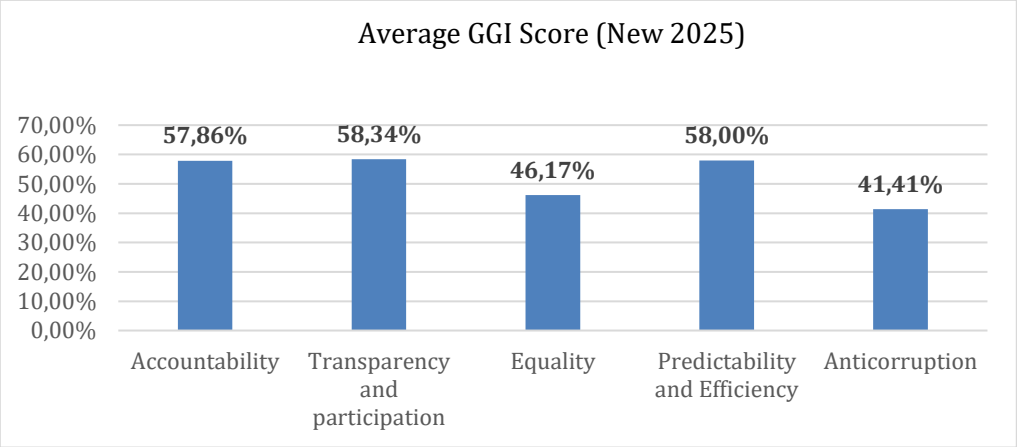
Regional differences also merit attention. Local self-governments in the Vojvodina region achieved the highest average score, at 61.46%, followed by Šumadija and Western Serbia at 52.25%, and Eastern and Southern Serbia at 51.72%. Score uniformity also varies by region: LSGs in Vojvodina show the most consistent results (standard deviation of 6.04), while those in Šumadija and Western Serbia show the greatest variation (standard deviation of 10.28) — this region is home to both the two highest-scoring

and the two lowest-scoring LSGs in the sample. Among the 10 top-ranked LSGs, 6 are from Vojvodina, 3 from Šumadija and Western Serbia, and 1 from Eastern and Southern Serbia; among the 10 lowest-ranked LSGs, none are from Vojvodina.

2.1. Score by Segments of the Good Governance Index

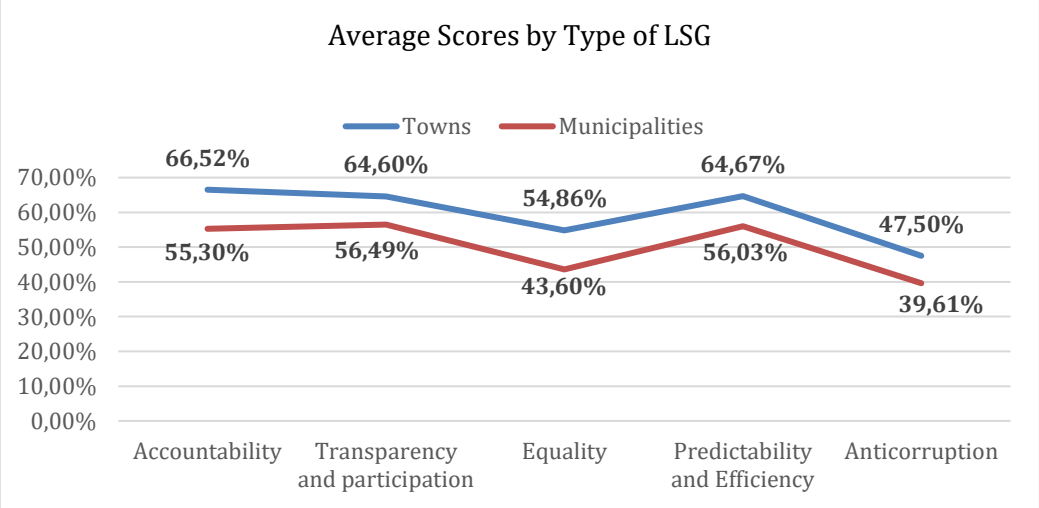
Local self-governments show uneven results across the individual GGI principles. The highest levels of fulfilment were recorded for **transparency and participation (approximately 58.34%),** followed by **predictability and efficiency (58.00%) and accountability (57.86%). The lowest results were recorded for equality (approximately 46.17%) and anti-corruption (41.41%),** pointing to the need for further improvement of these policies and for the strengthening of institutional mechanisms in the areas concerned.

Chart 2: Average Percentage of Fulfilment of the Principles of Good Governance in 2025



The next step examined differences in the percentage of GGI fulfilment by principle between towns (13) and municipalities (44). Consistent with previous findings, towns show better results than municipalities across the board, although the size of the difference varies across the individual GGI segments.

Chart 3: Average Result of Fulfilment of the Five Principles of Good Governance by Type of LSG in the Sample.



The largest gap between towns and municipalities was record about 79% of towns' scores. The smallest gap was recorded for transparency and participation, where municipalities achieved on average about 87% of towns' scores.

2.2. Key Findings by Individual Principles of the Good Governance Index

This part of the analysis presents some of the **key findings relating to the individual GGI principles**, highlighting the processes and conduct within LSGs where the most significant improvements are needed in the period ahead. Given the large number of indicators and specific findings generated by the analysis, this section does not cover all findings, nor the causal relationships between them.

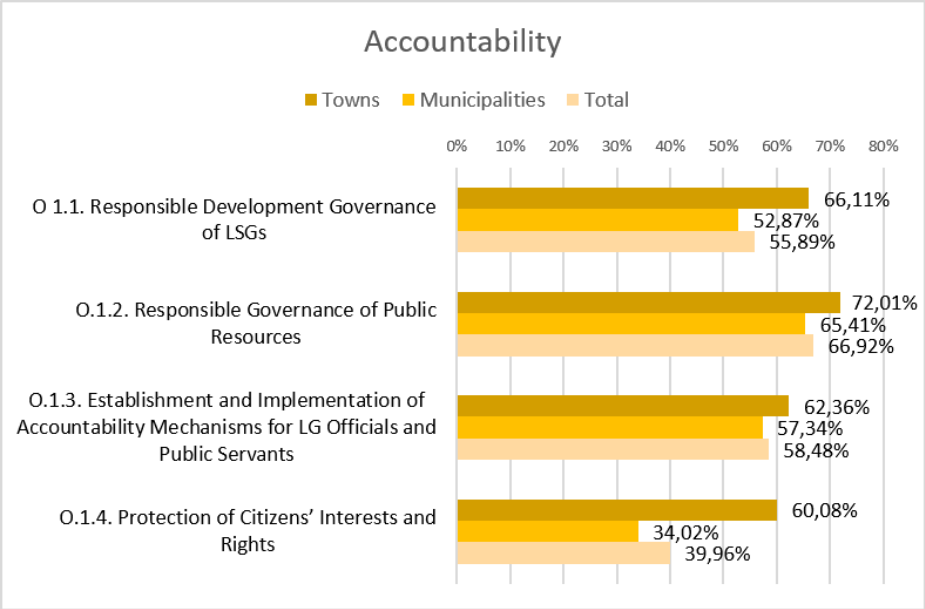
1. Principle of Good Governance: Accountability

Within the first principle of good governance measured by the Good Governance Index — Accountability — local self-governments achieved a score of 57.86% of the maximum possible result: 66.52% for towns and 55.30% for municipalities.

The principle of Accountability is divided into four areas:

1.1 Responsible management of local community development (6 indicators)
1.2 Responsible management of public resources (14 indicators)
1.3 Establishment and application of mechanisms for determining the accountability of officials and public servants in the LSG (9 indicators)
1.4 Protection of citizens' interests and rights (6 indicators).

Chart 4: Overview of Fulfilment by Area of the Principle of Accountability in 2025



The fulfilment of indicators in area 1**.1, Responsible Management of Local Community Development, stands at slightly above 55% across all LSGs covered by the sample**. The most important finding in this area is that development planning has become an almost universal practice: **as many as 96% of the local self-governments covered by the analysis have an adopted Development Plan — all towns and 95% of municipalities.** This represents significant progress compared to previous monitoring cycles: only 58% of

LSGs had a development plan in 2021, rising to 90% in 2023. **Similarly, spatial and urban plans exist in all LSGs analysed**, indicating a high level of coverage by key planning documents. This is highly encouraging, as such planning is essential for organised construction, continued infrastructure development, protection of residents' quality of life, control of urbanisation, and, ultimately, the development of the LSG itself.

Sectoral planning is present but unevenly developed across different areas. In 2025, the most common sectoral planning documents relate to employment (present in 72% of LSGs) and waste management (56%), while documents in the field of social protection are present in only 39% of LSGs. At the same time, stagnation or slight decline was observed in certain sectoral strategies, such as local economic development strategies and environmental protection plans. Significant progress has been achieved in medium-term planning: 49% of the LSGs covered by the analysis have adopted at least one three-year medium-term plan, compared to less than 30% in the previous monitoring cycle — although the annual renewal of medium-term plans remains a major challenge for LSGs.

However, **key challenges remain in institutional capacities for development management, monitoring, and reporting.** In most LSGs, these tasks are handled by staff with only partial engagement, and none of the local self-governments covered by the sample has established the practice of preparing and adopting reports on the implementation of development plans. Overall, the area shows a clear upward trend (for indicators included in previous measurement cycles), but there remains a need to strengthen institutional capacities, formalise strategic planning procedures, and more consistently link planning with budget and reporting cycles.

Area 1.2, Responsible Management of Public Resources, achieved the highest level of fulfilment among all areas within this principle, at 67%. Towns achieved somewhat better results — 72%, compared to municipalities' average of 65%.

Significant progress has been recorded in the transparency of capital investment planning. As many as 96% of LSGs show capital expenditures for the current year and the following two years in their budget decisions, representing major progress compared to just 24% in 2018. This finding is significant, as it indicates a commitment to long-term development, rational spending of budget funds, and the setting of priorities aimed at addressing the LSG's greatest problems. **Similarly, 95% of LSGs organise a public hearing on the investment component of the budget**, pointing to a significant increase in the transparency of the budget process. A more systematic approach to investment planning is gradually developing: **in 61% of LSGs, the investment component of the budget is based on a list of capital projects, while 67% of LSGs use standardised forms for proposing projects.** Progress is also visible in monitoring the implementation of capital projects: **in 46% of towns and 41% of municipalities, reports on project implementation are prepared and corrective measures are taken**, whereas this practice was considerably less common in 2021. However, mechanisms for prioritising capital projects remain insufficiently developed — they exist in only 30% of the LSGs analysed, although this is an improvement compared to 17% in 2023.

The financial management and control system shows stability: 72% of LSGs have a risk management strategy, and 86% apply a dual-signature system. On the other hand, only about 32% of LSGs have a decision on public debt management. Progress has also been achieved in the management of public

property: 63% of LSGs have established a unified real-estate register, and 74% maintain records of asset value. Nevertheless, dedicated organisational units for property management exist in only 23% of LSGs.

Despite this progress, it should be noted that an insufficient number of LSGs maintain a complete real estate register or systematically record data on the value of the assets they hold. This limits the potential for efficient asset management, reduces the transparency of operations, and hampers quality urban and infrastructure planning. Consequently, insufficiently developed asset-recording and management systems may also negatively affect the potential for increasing local budget revenues and achieving more sustainable management of local resources.

The trend in this area can be described as one of steady progress and system consolidation, accompanied by **risks stemming from insufficient prioritisation of investments, limited competition in public procurement, and inadequate investment in human resource development.**

The fulfilment rate in **area 1.3, Mechanisms of Accountability of Officials and Public Servants**, **reached 58%** (an increase from 41% in 2018, to 52% in 2021, and 56% in 2023). As in other areas, towns show a somewhat better result — 62% — than municipalities, at 57%.

The regulatory framework for integrity has largely been established. **A code of ethics for officials has been adopted in 95% of the LSGs** covered by the analysis, a stable result compared to previous monitoring cycles. **However, the application of the code in practice is considerably weaker**: in 59% of LSGs there is no body to monitor implementation of the code, and only 7% of LSGs regularly review reports on its implementation. **Procedures for considering breaches of the code were recorded in only 16% of municipalities**. A similar pattern is present with regard to **the code of conduct for public servants**: although the codes have been adopted almost universally, **52% of LSGs do not review implementation reports at all.**

As already mentioned, **progress is visible in the financial management and control system, which has been fully established in 77% of towns and 52% of municipalities** covered by the analysis. **Internal audit** capacities differ significantly between towns and municipalities: 9**2% of towns have filled internal-audit positions, compared to 45% of municipalities** — indicating a structural difference in institutional capacities.

The trend in this area points to **progress in the regulatory framework** but carries the risk that formal accountability mechanisms remain insufficiently applied in practice.

Area 1.4, Protection of Citizens' Interests and Rights, records the lowest level of fulfilment among all sub-areas of the accountability principle, at 40%.

Significant institutional progress has been made in the area of personal data protection: a personal data protection officer has been appointed in all towns and 89% of municipalities, and employees in a large number of LSGs have undergone appropriate training. **Nevertheless, the regulatory framework remains incomplete:** only 32% of LSGs have adopted a general act on data protection, and only 11% hold a certificate in this area.

The function of local ombudsperson is present in 46% of towns but only 9% of municipalities, indicating a significant difference in institutional capacities between these two groups of LSGs and, consequently, in the mechanisms available for protecting citizens' rights. In LSGs that have an ombudsperson, there is

a high level of institutional support for their work: 70% of assemblies review the annual report, and in 90% of cases the ombudsperson's recommendations are acted upon.

Mechanisms for considering **citizens' petitions and complaints** exist in 79% of LSGs, but the reports from these bodies are most often not reviewed at assembly sessions.

The trend in this area shows slow but steady progress, though significant risks remain owing to insufficiently developed institutional mechanisms for protecting citizens' rights.

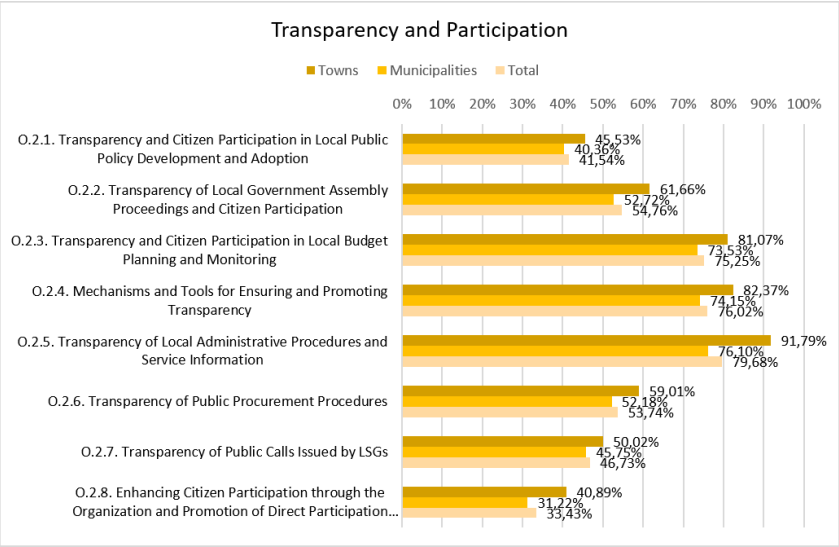
2. Principle of Good Governance: Transparency and Participation

With regard to transparency and participation, LSGs achieved the highest score among all principles, at 58.34% — 64.60% for towns and 56.49% for municipalities.

The principle of Transparency and Participation is divided into eight areas:

2.1 Transparency and citizen participation in the process of adopting public policies at the local level (3 indicators)
2.2 Transparency of the work of the LSG Assembly and citizen participation (3 indicators)
2.3 Transparency and citizen participation in creating and monitoring the municipal/city budget (4 indicators)
2.4 Existence and nature of mechanisms and tools through which transparency is achieved and promoted (4 indicators)
2.5 Transparency of information on administrative procedures/services provided by the LSG (3 indicators)
2.6 Transparency of public procurement procedures (4 indicators)
2.7 Transparency of calls for proposals published by the LSG (7 indicators)
2.8 Improvement of citizen participation through organising and encouraging forms of direct participation in the work of the LSG (1 indicator)

Chart 5: Overview of Fulfilment by Area of the Principle of Transparency and Participation in 2025



Area 2.1, Transparency and Citizen Participation in the Process of Adopting Public Policies at the Local Level, shows that public hearings have become a widely established practice in local self-government,

but that consultative and participatory processes remain insufficiently developed. Almost all LSGs — 98% — organise public hearings when drafting regulations, 88% publish draft regulations on their website, and 81% hold hearings lasting at least 20 days. On the other hand, very few LSGs publish annual regulation-drafting plans (2%) or notices on the commencement of work on public policy documents and regulations (10%), indicating that transparency and public involvement still predominantly begin at later stages of the decision-making process. The participation of civil society organisations is mostly directed towards formal inclusion through working groups, councils, and commissions, while the actual consultative process remains considerably less developed. Despite more developed procedural mechanisms, the actual level of citizen participation remains very low: no LSG confirmed that more than 0.2% of the population participates in consultations, while only 4% of LSGs report that more than 1% of residents participate in public hearings.

In area 2.2, Transparency of the Work of the Assembly, slight progress was recorded compared to the 2023 measurement.** Most LSGs publish basic information on the work of the assembly, such as its competences (96%) and the list of councillors (91%), but considerably less information is available to enable the public to follow the assembly's work in real time. For example, 56% of LSGs publish the proposed agenda of a session, 23% publish video recordings of sessions, while only 11% publish session reports. Transparency in the work of assembly working bodies is particularly limited: only 7% of LSGs publish a register of working bodies together with reports on their work.

For this reason, **it is recommended that guidelines and practical tools be further developed to improve the transparency of the assembly's work**, including the publication of session agendas, video broadcasts of sessions, and reports of working bodies. At the same time, **it is necessary to improve existing mechanisms and develop new ones for communication between citizens and councillors**, particularly in light of the proportional electoral system and the nature of large local self-governments. Under these circumstances, citizens often have limited opportunities to be informed in a timely manner about the work of the LSG and its assembly, or to submit proposals or bring problems of importance to the local community directly to councillors' attention.

In area 2.3, Transparency and Citizen Participation in Creating and Monitoring the Municipal/City Budget, a high level of transparency in the budget process was recorded, alongside slower progress in open budget data. Budget transparency is among the best-rated areas within the principle, with an overall result of about 75% — 81% for towns and 74% for municipalities. Public hearings on the budget have become standard practice and are organised in all LSGs, and the draft budget is available at the start of the hearing in 96% of LSGs. However, the transparency of budget execution remains less developed: monthly updated information on budget expenditures is available in 47% of LSGs, while only 19% have digital tools enabling citizens to track budget execution during the year. **It is recommended that guidelines and tools be further developed, including digital tools for budget monitoring and the publication of open budget data.**

Within area 2.4, Existence and Nature of Mechanisms and Tools Through Which Transparency Is Achieved and Promoted, an average of approximately 76% fulfilment was achieved — considerably above the average for the entire index and in line with the results of previous measurements. In almost all LSGs, an authorised person has been appointed to handle requests for access to information, and in 98% of municipalities there are no outstanding, unenforced Commissioner's decisions. Information

booklets contain all prescribed elements in 98% of LSGs, although a slight decline is observed in the regularity of their updating (89%).

The best results were achieved in the area of transparency of administrative procedures, area 2.5 — with a result of about 80% - this area represents the best-rated segment within the Index. As many as 98% of LSGs maintain a register of administrative procedures, representing significant progress compared to 67% in 2018. Nevertheless, the manner in which procedures are published is not uniform: only 39% of LSGs publish all procedures on the RAP Portal, while the rest use a combination of different channels. **It is recommended that the publication and standardisation of procedures through the RAP Portal continue, and that digital services be further developed.**

In area 2.6, Transparency of Public Procurement Procedures, a **slight decline in results was recorded in the latest measurement cycle**. Following a result of 45% in 2018, the area progressed to 60% in 2021 and 58.9% in 2023, but **declined to 53.7% in the most recent measurement**. **Although almost all LSGs publish public procurement plans (96%), transparency at the contract-implementation stage remains very low**: only 7% of LSGs publish reports on contract implementation, a decline compared to 17% in 2023 and 23% in 2021. **It is recommended that standards be developed for publishing data on contract implementation, and that LSG capacities for open data in the field of public procurement be further strengthened.**

In area 2.7, Transparency of Calls for Proposals Published by the LSG, 47% of the total possible points were recorded, indicating a medium level of development of procedures and considerable room for improvement. The basic elements of transparency in call-for-proposal procedures are largely established: most LSGs publish calls for proposals, funding-award decisions, and public invitations in accordance with regulations, while media calls for proposals are almost entirely transparent at the announcement and award stages. **However, participation, monitoring, and evaluation mechanisms remain insufficiently developed.** Representatives of CSOs and the professional public rarely participate in evaluation committees for calls for proposals, very few LSGs conduct evaluations of implemented projects, and no LSG publishes annual reports on CSO funding or on the effects of supported projects. A similar picture emerges in other areas: transparency of recruitment procedures is mostly limited to meeting the statutory minimum, while transparency in the management and leasing of public property remains low. Particular attention needs to be paid to public property management, as insufficient transparency increases the risk of inefficient asset use and may result in public property being used below market value or left underutilised. Beyond reducing transparency and citizens' trust in the work of local self-government, such an approach may also carry direct negative consequences for local finances, through missed opportunities to increase the LSG's budget revenues.

The results indicate that, in the period ahead, it is necessary to strengthen LSG capacities for monitoring, evaluation, and public reporting, and to improve the involvement of CSOs and citizens in call-for-proposal procedures. In addition to supporting LSGs through training and expert assistance, it is important to encourage greater interest among citizens and CSOs in using and monitoring publicly available information, with particular efforts needed to improve the transparency of asset management.

Area 2.8, Direct Citizen Participation in the Work of the LSG, remained the greatest challenge. Progress has been achieved in informing citizens about ways to participate and in the use of social media, but institutional mechanisms for direct participation remain poorly developed. It is recommended that

models of civic participation (citizen initiatives, public consultations, participatory budgeting) be further developed, and that LSG capacities for their application be strengthened — particularly in light of the applicable proportional electoral system and the concept of large LSGs, which also reduces the possibility of direct communication with citizens.

Principle 2 shows significant progress in the institutionalisation of transparency, particularly in the areas of public hearings, budget transparency, and the availability of information. However, further development requires a shift from formal transparency towards more active citizen involvement and the publication of detailed, open data — particularly in the areas of public procurement, the work of the assembly, and the monitoring of implementation of public policies.

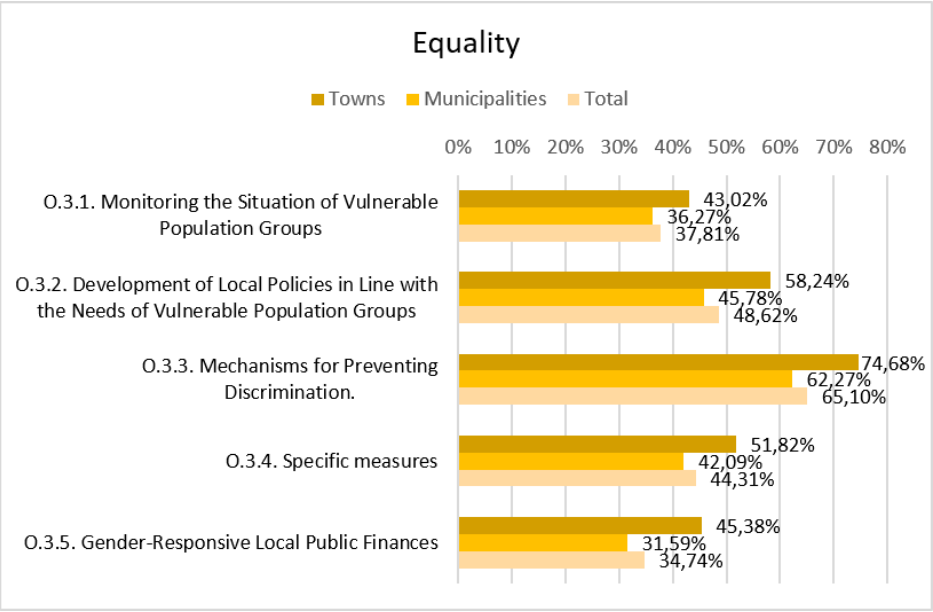
3. Principle of Good Governance: Equality

The average result achieved by local self-governments in implementing the principle of Equality is 46.17% — 54.86% for towns and 43.60% for municipalities.

The principle comprises five areas:

3.1. Monitoring the situation of vulnerable population groups (3 indicators)
3.2. Defining local policies in line with the needs of vulnerable population groups (6 indicators)
3.3. Mechanisms for preventing discrimination (3 indicators)
3.4. Special measures (2 indicators)
3.5. Local finances driven by the principle of gender equality (2 indicators)

Chart 6: Overview of Fulfilment by Area of the Principle of Equality in 2025



Area 3.1, Monitoring the Situation of Vulnerable Population Groups, records a score of about 38% of the maximum possible points, indicating limited development of practices for the systematic collection and use of data. In the vast majority of LSGs (88%), data on vulnerable groups are collected *ad hoc* or at the request of other institutions, most often during the drafting of planning documents and local regulations. Data are most often kept on children and youth, refugees, internally displaced persons, social-assistance beneficiaries, and Roma people, while persons over 65 and persons with disabilities

remain insufficiently covered by systematic records. Although gradual progress has been recorded compared to previous measurements, the results indicate that sufficiently developed and continuous monitoring of vulnerable groups still does not exist. A particular challenge is posed by the insufficiently developed analysis of the accessibility of public services to different social groups. Such analyses are present in administration reports in 39% of LSGs, while public enterprises prepare them considerably less often. It should be added that public enterprises, and primarily public institutions, are the most important actors for raising the population's quality of life — particularly that of vulnerable social groups — so the absence of a systematic approach may deepen social inequality affecting these groups.

The results point to a need for more systematic collection and use of data on vulnerable groups, better linking such data with planning and budgeting processes, and for strengthened cooperation with civil society organisations working to improve the position of these groups. Particular attention should be directed towards developing data and measures for older persons, given the pronounced demographic trend of population ageing.

In area 3.2, Defining Local Policies in Line with the Needs of Vulnerable Population Groups, an average of 48% was recorded, with towns achieving better results than municipalities. The analysis shows moderate progress in the availability of certain services and the inclusion of equality issues in local policies, but also stagnation in institutional mechanisms and planning approaches. Almost all LSGs today carry out some form of needs assessment for vulnerable groups, all LSGs covered by the analysis provide at least one social protection service, and more than half provide five or more services. Although a positive result has been recorded regarding the provision of social protection services, it would be desirable to intensify this process to expand service provision through mechanisms such as intermunicipal cooperation and the development of innovative services. Physical accessibility of public services for persons with disabilities has also improved, with some LSGs implementing projects to remove architectural barriers. On the other hand, certain segments show stagnation or decline. Fewer LSGs are now allocating funds to implement the recommendations of inter-sectoral commissions supporting children with developmental difficulties, and there has also been a decline in the number of local action plans and support programmes for Roma men and women. This declining trend in funding for inter-sectoral commission recommendations may lead to deepening developmental difficulties, hindered inclusion in the education system, an increased burden on families raising children with developmental difficulties, and, more broadly, a greater risk of social exclusion.

The results indicate that measures supporting vulnerable groups remain insufficiently systematised and sustainable in the long term. It is therefore necessary to further strengthen the planning approach, conduct regular needs assessments, and ensure more stable financing for social inclusion programmes at the local level.

Area 3.3, Mechanisms for Preventing Discrimination, achieved an average of 65%, a result above the average for the principle of equality, confirming continuous progress compared to previous measurements. In particular, institutional support for gender equality has improved — the number of LSGs with dedicated, systematised posts dealing with gender equality has increased, while free legal aid has become almost universally available, provided in 98% of LSGs.

At the same time, **cooperation with civil society organisations has been considerably strengthened**: 81% of LSGs consult CSOs when defining local policies, while 75% involve CSOs in analysing the needs of

vulnerable groups. **Further progress in this area should focus on institutionalising cooperation with CSOs through formal partnership mechanisms and joint policy planning.**

Area 3.4, Implementation of Special Measures for Vulnerable Groups, has gradually increased. The overall result raise from 24% in 2018 to 36% in 2021, then 47% in 2023, and stands at about 51% in the latest measurement.

More significant growth has been recorded in measures for persons over 65 (47% of LSGs, compared to 37% in 2023) and persons with disabilities (60%, compared to 51%). On the other hand, measures intended for the Roma population show stagnation or slight decline. **In addition to increasing the number of LSGs applying special measures, it would be useful to develop a monitoring system that cross-references this data with the actual situation and needs within the LSG, and with the effects of the measures implemented, in order to assess their real contribution to improving equality.**

Area 3.5, Local Finances Driven by the Principle of Gender Equality, achieved about 35%, one of the weaker results within the index. Although gradual progress has been recorded in introducing a gender perspective into the budget process, its scope remains limited. The share of LSGs with between 25% and 49% gender-responsive objectives in the budget increased from 11% in 2023 to 30%, while the number of LSGs without a single gender-responsive objective decreased from 22% to 11%. Similarly, 79% of LSGs use at least some sex-disaggregated indicators (73% in 2023, 50% in 2021, and 35% in 2018), but in most cases the number of such indicators remains limited, while 9% of LSGs still have none at all.

The results indicate that **gender-responsive budgeting is still not systematically integrated into the budget processes of most LSGs, particularly municipalities**. Further progress requires continuous expert support, additional training, **and stronger linkage between the gender perspective and programme budgeting and local policy-planning processes.**

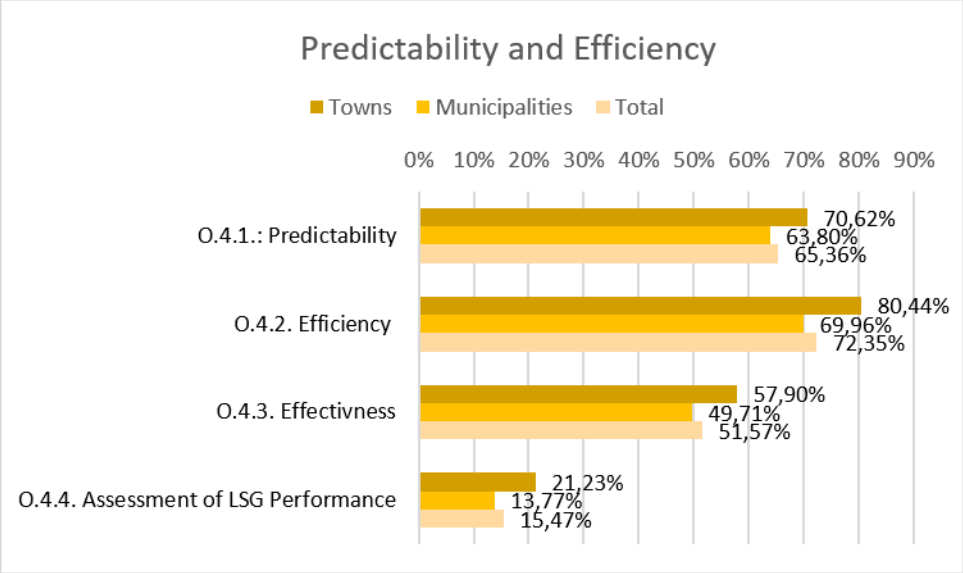
The principle of equality shows gradual progress in institutional mechanisms and the application of special measures, but the results still indicate an insufficiently developed systemic approach to monitoring the position of vulnerable groups and integrating their needs into public policies. Further progress requires strengthening the analytical capacities of local self-governments, more stable financing of social and inclusive policies, as well as better integration of the gender and social perspective into planning and budgeting processes at the local level.

4. Principle of Good Governance: Predictability, Efficiency and Effectiveness of Local Self-Government

In the area of predictability, efficiency, and effectiveness, LSGs achieved an average result of 58.00% — 64.67% for towns and 56.03% for municipalities.

Within this principle, the GGI defines four areas:
4.1. Predictability (6 indicators)
4.2. Efficiency (11 indicators)
4.3. Effectiveness (11 indicators)
4.4. Assessment of LSG Performance Results (6 indicators)

Chart 7: Overview of Fulfilment by Area of the Principle of Predictability, Efficiency and Effectiveness of LSGs in 2025



In area 4.1, Predictability, an average fulfilment of 65% was recorded — about 71% for towns and 64% for municipalities. This result is above the index average, and the progress achieved points to a strengthening of legal certainty and transparency in the work of local administration.

Progress is particularly visible in relations with clients: 91% of LSGs notify clients of changes to regulations, and there has been a significant increase in the number of LSGs enabling electronic case tracking (from 8% to 33%). At the same time, traditional communication channels remain widely available, contributing to the accessibility of administration. However, weaker standardisation of administrative practice was again observed: in about 70% of LSGs, practice is harmonised *ad hoc*, and control of the process was recorded in only 9% of LSGs. This indicates that predictability depends largely on individual officials rather than on systemic solutions, resulting in a lack of the legal certainty needed and leading to undesirable arbitrariness — that is, subjectivity — in decision-making. Quality, efficient administration relies on the equal treatment of citizens in exercising their rights before the administration, and on the ability to predict local decisions.

In addition, although the appeals procedure is formally well established and functions in accordance with statutory obligations — timely forwarding of appeals and delivery of responses — **data on objections and appeals are rarely used to improve administrative practice**. There is no developed system for analysing and using this data to identify systemic problems and harmonise conduct, representing a missed opportunity to strengthen predictability and legal certainty. In line with these findings, **it is recommended that formal mechanisms for harmonising practice be further developed (internal procedures, administrative-practice databases, control systems), and that targeted support for the application of the General Administrative Procedure Act continue.**

Area 4.2, Economy/Efficiency, is the most successful area within the principle, with 72% fulfilment, placing it among the best-rated areas in the entire index.

The efficiency of local self-government represents the most developed segment of this principle, marked by continuous performance growth and a high level of compliance with deadlines and procedural

organisation. Most LSGs consistently achieve strong results in complying with the deadlines set by the Law on General Administrative Procedure: 91% issue decisions within the deadline, whether proceedings are initiated at a client's request or *ex officio*. Furthermore, 89% of LSGs reported that most decisions — over 95% — were issued within a period shorter than the maximum prescribed by law, representing significant progress compared to earlier measurement cycles. **Digitalisation has further improved efficiency, particularly through the widespread use of deadline-tracking systems and eGovernment tools.**

Additional progress has been achieved in the organisation of service provision through the introduction of a **single administrative point, established in 47% of LSGs** (compared to 38% in 2023 and only 15% in 2018). This model enables the consolidated provision of services, reduces the administrative burden on citizens, and increases the efficiency of the administration's work.

Although efficiency has significantly improved — particularly in compliance with deadlines, digitalisation, and the introduction of single administrative points — further development requires wider application of this model and the strengthening of the administration's organisational and management capacities.

In area 4.3, Effectiveness, fulfilment of 52% was recorded. Progress is visible in the operational segment: 70% of LSGs use software to track services, providing better insight into the scope and structure of the administration's work. However, **this data is insufficiently used to assess the effects of measures implemented by LSGs**, as analyses of results and policy impact are conducted only sporadically, and most LSGs lack systematic monitoring of the outcomes and effects of their interventions. Only a firm commitment to directing the LSG's work towards achieving concrete effects can ensure that public policies are determined in a participatory manner, accompanied by comprehensive analyses of expected results and meticulous monitoring of the effects of measures implemented.

In the area of inspection oversight, partial progress is evident: most LSGs — about 75% — adopt annual and operational plans, and preventive activities are widely present, with over 90% of LSGs publishing plans and checklists. Nevertheless, strategic planning of inspection oversight remains limited (about 23% of LSGs), while informing the public about risks and oversight results remains insufficiently developed. Coordination of inspections exists but is not always systematic and regular. It is also worth noting the lack of staffing capacity in a significant number of LSGs to organise the necessary inspection services, which as a result leaves them unable to carry out oversight in areas such as construction, traffic, and environmental protection inspection.

Nevertheless, effectiveness has improved in the operational monitoring of work and the planning of inspection oversight, but there remains significant room for improvement in the systematic monitoring of the effects of measures and policies, as well as in strengthening a strategic and coordinated approach to inspection oversight.

Area 4.4, Assessment of LSG Performance Results, records the lowest level of fulfilment, at about 15% of achievement, with no significant progress compared to previous cycles — indicating that the evaluation of the administration's work remains systemically neglected.

Although slight progress has been recorded in gathering feedback (37% of LSGs use questionnaires, compared to 25% in 2023), 39% of LSGs still have no mechanism for evaluating their work. However, even

where data is collected, its use remains limited: in 47% of LSGs, the results of analyses are not reviewed. This suggests that citizens' feedback has very little influence on decision-making and the improvement of the administration's work. The absence, or insufficient scope, of the collection and evaluation of citizens' feedback, comments, or expressions of (dis)satisfaction regarding LSG conduct prevents an understanding of performance from the user's perspective, thereby limiting the LSG's ability to improve its work through this channel. **It is necessary to continue establishing a system for the regular collection and analysis of feedback, to involve LSG assemblies in reviewing the findings, and to develop mechanisms for the independent evaluation of service quality.**

The greatest progress within Principle 4 was achieved in the efficiency and digitalisation of local administration, but the greatest weaknesses are also found in quality management, data analysis, and evaluation of the administration's work. Further development requires a shift from operational efficiency towards systemic performance management, including the institutionalisation of administrative practice, the strengthening of analytical capacities, and the introduction of mechanisms for the continuous improvement of public service quality.

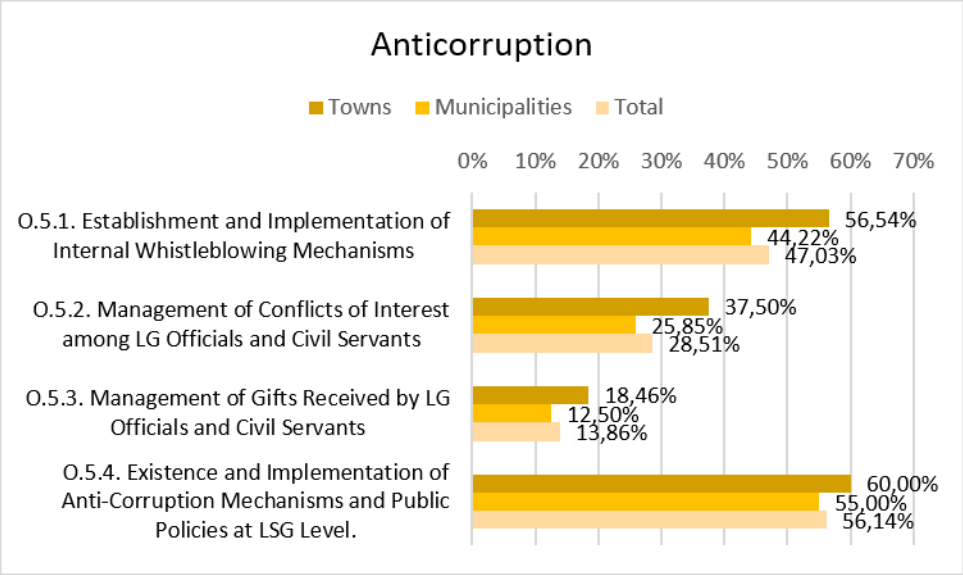
5. Principle of Good Governance: Anti-Corruption

The principle of anti-corruption is one of the principles in which LSGs achieved the weakest results (alongside the principle of Equality) — 41.41% (47.50% for towns and 39.61% for municipalities).

The principle is divided into four areas:

5.1 Establishment and application of internal whistleblowing mechanisms (3 indicators)
5.2 Management of conflicts of interest of LSG officials and public servants (2 indicators)
5.3 Management of gifts to LSG officials and public servants (1 indicator)
5.4 Existence and application of anti-corruption mechanisms and public policies at LSG level (2 indicators)

Chart 8: Overview of Fulfilment by Area of the Principle of Anti-Corruption in 2025



Principle 5 is characterised by gradual but uneven progress across all measurement cycles. Compared to 2018, a significant shift is visible in most areas, whereas compared to 2021 and 2023, progress has been slower and more selective, with pronounced stagnation in key systemic areas. While normative

and formal elements have significantly improved, practical application, oversight, and the effects of anti-corruption mechanisms lag behind — a gap that may develop into a systemic risk.

The situation regarding **internal whistleblowing mechanisms** is a good example of how LSG activities often stop halfway toward achieving the desired goal. A high level of establishment of the formal framework was recorded: 89% of LSGs have internal acts, 84% have appointed persons, and 70% have a published act. Similarly, employee awareness is high, with 88% of LSGs informing employees. **Nevertheless, concrete anti-corruption effects depend on the LSG's willingness not to stop at merely meeting formal obligations, but to effectively implement anti-corruption mechanisms at the local level** — educating both employees and the public about rights and obligations relating to combating corruption, and ensuring that corruption cases reach a concrete outcome following relevant proceedings.

The management of conflict of interest, as reflected in the GGI results, also **leaves considerable room for improvement**, given that conflict-of-interest management among officials was rated more poorly than among employees.

Finally, 79% of the LSGs analysed have adopted local anti-corruption plans in line with the model of the Anti-Corruption Agency, but it is necessary to improve the application of anti-corruption mechanisms, particularly with regard to whistleblowing, conflict-of-interest management, and the management of gifts to LSG officials and public servants.

3. General Conclusions and Recommendations

The results of the analysis indicate clear and continuous progress by local self-governments in applying the principles of good governance over the period 2018-2025. **The average Good Governance Index score goes from 39.1% (2018) to 54.80% (2025**), confirming that reform processes, regulatory changes and targeted support have contributed to improving institutional capacities and practices at the local level.

It is particularly encouraging that **the difference between cities and municipalities is gradually narrowing**, representing an important systemic shift towards a more uniform quality of local administration across Serbia, although this difference remains more pronounced in certain, more complex areas such as anti-corruption, quality management and strategic management. A significant shift has also been recorded in **the alignment of the local regulatory framework with existing normative requirements** (in most areas, LSGs have established the necessary plans, strategies and procedures). Also, the analysis clearly shows greater fulfilment of those indicators whose application constitutes a statutory obligation.

Despite the progress achieved, certain areas still lag considerably behind the maximum possible result. The greatest room for improvement persists in the areas of **anti-corruption, care for vulnerable population groups, and the assessment of LSG performance results**– as in previous measurement cycles. The range of results between the highest and lowest-ranked LSGs (from about 34% to 73%) also indicates that differences in institutional development, capacities and priorities remain pronounced, and are closely linked to the general level of development of the local self-government itself.

The recommendations suggested by these conclusions point in several directions:

The analysis shows that the system of good governance at the local level in Serbia is in a phase of consolidation: the basic mechanisms have been established, but their application and effects are not yet uniform or fully developed.

The key challenge for the forthcoming period therefore remains the shift from formal compliance with standards to their consistent application and integration into the everyday functioning of the administration.

Further progress in applying the principles of good governance requires:

- reducing the differences between LSGs;
- strengthening institutional, human and analytical capacities;
- directing the administration's work towards concrete results and the quality of services for citizens.

Finally, the systematic monitoring of the performance of local self-governments, based on the collection and analysis of objectively verifiable data – to which this Good Governance Index makes an important contribution – is of great significance for promoting and introducing the principles of good governance. Bearing in mind that data on performance and existing capacities in the field of good governance has been collected periodically through the Good Governance Index (four measurements have been carried out), the findings obtained enable the SCTM, following the analysis, to define its activities aimed at advocating amendments to the relevant legislation in the areas concerned, but, primarily, to identify needs and design concrete forms of support for its members to improve their capacities with a view to an even better application of the principles of good governance. In addition to contributing to the gradual, systemic improvement of good governance at the local level, this support also helps to mitigate the differences in conduct that arise between LSGs owing to the differing levels of development and capacities.

Annex - Overview of Good Governance Index Indicators

1. Principle of Good Governance: ACCOUNTABILITY

The principle of Accountability is divided into four areas, namely:

1.1 Responsible management of local community development
1.2 Responsible management of public resources
1.3 Establishment and application of mechanisms for determining the accountability of officials and employees in the LSG
1.4 Protection of citizens' interests and rights

Area 1.1: Responsible Management of Local Community Development

1.1.1. Indicator: Existence of key public policy and development planning documents at the local level

1.1.2. Indicator: Validity period of the LSG Development Plan/overarching planning document

1.1.3. Indicator: Preparation and adoption of reports on the performance of development plan implementation

1.1.4. Indicator: Institutional framework for development management at the local level

1.1.5. Indicator: Broader coordination in the processes of development planning and monitoring of the implementation of the LSG's development plan, and public involvement

1.1.6. Indicator: Operationalisation of LSG planning documents through medium-term planning and programme budgeting

Area 1.2: Responsible Management of Public Resources

1.2.1. Indicator: Planning of capital projects

1.2.2. Indicator: Risk management in the budget process

1.2.3. Indicator: Reporting on budget execution

1.2.4. Indicator: Database of bidders, initiated procedures and awarded contracts

1.2.5. Indicator: Monitoring of implementation and control of individual public procurement contracts

1.2.6. Indicator: Share of competitive procedures in the value of the total number of procedures

1.2.7. Indicator: Inventory of assets and registration of public ownership rights in favour of the LSG

1.2.8. Indicator: Maintenance of records on the value of LSG assets

1.2.9. Indicator: Consolidation of tasks relating to public property management

1.2.10. Indicator: Coverage of the human resource management function

1.2.11. Indicator: Method of verifying candidates' professional qualifications

1.2.12. Indicator: Amount of funds planned for professional development in the LSG budget

1.2.13. Indicator: Method of decision-making in the procedure for awarding funds to media outlets on the basis of a call for proposals

1.2.14. Indicator: Procedure for establishing the public interest on the basis of which funds are approved for co-financing projects of civil society organisations/associations

Area 1.3: Establishment and Application of Mechanisms for Determining the Accountability of LSG Officials and Employees

1.3.1. Indicator: Code of ethics for local self-government officials

1.3.2. Indicator: Working body for monitoring the application of the Code of Ethics for local self-government officials

1.3.3. Indicator: Measures imposed on officials in the event of breach of the Code of Ethics for local self-government officials

1.3.4. Indicator: Existence of a mechanism for receiving, systematising, acting upon and monitoring compliance with the recommendations and other acts of independent state bodies

1.3.5. Indicator: Code of conduct for LSG public servants and support staff

1.3.6. Indicator: Monitoring of the application of the Code of Conduct for public servants and support staff

1.3.7. Indicator: Financial management and control (FMC) system

1.3.8. Indicator: Internal audit

1.3.9. Indicator: Establishment of standing or ad hoc working bodies in the LSG

Area 1.4: Protection of Citizens' Interests and Rights

1.4.1. Indicator: Regulation of personal data protection matters

1.4.2. Indicator: Organisation of personal data protection tasks in the LSG

1.4.3. Indicator: Local ombudsman in the LSG

1.4.4. Indicator: Submission and review of the local ombudsman's report

1.4.5. Indicator: Action taken on the local ombudsman's reports and recommendations

1.4.6. Indicator: Assembly working body for considering citizens' petitions and complaints

2. Principle of Good Governance: TRANSPARENCY AND PARTICIPATION

The principle of Transparency and Participation is divided into eight areas, namely:

2.1 Transparency and citizen participation in the process of adopting public policies at the local level (3 indicators)
2.2 Transparency of the work of the LSG Assembly and citizen participation (3 indicators)
2.3 Transparency and citizen participation in creating and monitoring the spending of the municipal/city budget (4 indicators)
2.4 Existence and nature of mechanisms and tools through which transparency is achieved and promoted (4 indicators)
2.5 Transparency of information on administrative procedures/services provided by the LSG (3 indicators)
2.6 Transparency of public procurement procedures (4 indicators)
2.7 Transparency of calls for proposals published by the LSG (7 indicators)
2.8 Improvement of citizen participation through organising and encouraging forms of direct participation in the work of the LSG (1 indicator)

Area 2.1: Transparency and Citizen Participation in the Process of Adopting Public Policies at the Local Level

2.1.1 Indicator: Participation of civil society organisations in the process of adopting public policies at the local level

2.1.2. Indicator: Organisation and conduct of consultations as an important element for increasing transparency and public participation in the process of planning and drafting public policy documents and regulations at the local level

2.1.3. Indicator: Organisation and conduct of public hearings as an important element for increasing transparency and public participation in the process of adopting public policies at the local level

Area 2.2: Transparency of the Work of the LSG Assembly and Citizen Participation

2.2.1 Indicator: Publication of information on the Municipal/City Assembly and cooperation with it

2.2.2 Indicator: Publication of information on the activities of the Municipal/City Assembly

2.2.3. Indicator: Availability of data on the LSG's standing or ad hoc working bodies and the results of their work

Area 2.3: Transparency and Citizen Participation in Creating and Monitoring the Spending of the Municipal/City Budget

2.3.1 Indicator: Enabling public participation in budget preparation – regulation

2.3.2. Indicator: Enabling public participation in budget preparation – practice

2.3.3. Indicator: Enabling monitoring of the budget during the year

2.3.4. Indicator: Enabling monitoring of data on the review of budget expenditures

Area 2.4: Existence and Nature of Mechanisms and Tools Through Which Transparency Is Achieved and Promoted

2.4.1. Indicator: Access to information of public importance

2.4.2. Indicator: Information booklet on work

2.4.3. Indicator: LSG website

2.4.4. Indicator: Public relations

Area 2.5: Transparency of Information on Administrative Procedures/Services Provided by the LSG

2.5.1. Indicator: Register and publication of administrative procedures/services provided by the LSG

2.5.2. Indicator: Manner of publishing information on administrative procedures/services provided by the LSG

2.5.3. Content of information on published/publicly available administrative procedures/services

Area 2.6: Transparency of Public Procurement Procedures

2.6.1. Indicator: Procuring entity's general act more closely regulating the public procurement procedure

2.6.2. Indicator: Public procurement plans

2.6.3. Indicator: Reports on the implementation of public procurement plans

2.6.4. Indicator: Published documents monitoring contract execution

Area 2.7: Transparency of Calls for Proposals Published by the LSG

2.7.1. Indicator: Transparency of calls for proposals awarding funds to civil society organisations

2.7.2. Indicator: Institutional capacities of the LSG for defining the areas of public interest covered by a public call for proposals, for monitoring project implementation, and for their evaluation and impact analysis

2.7.3. Indicator: Calls for proposals awarding funds to media outlets in the field of realising the public interest in the field of public information

2.7.4. Indicator: Filling of posts through a public competition announcement

2.7.5. Indicator: Filling of posts through an internal competition announcement

2.7.6. Indicator: Filling of posts through a public competition announcement for the selection of directors of public services (enterprises and institutions)

2.7.7. Indicator: Transparency of calls for proposals for leasing publicly owned property held by the LSG

Area 2.8: Improvement of Citizen Participation Through Organising and Encouraging Forms of Direct Participation in the Work of the LSG

2.8.1 Indicator: Direct citizen participation in the work of the LSG

3. Principle of Good Governance: EQUALITY

The principle of Equality is divided into five areas, namely:

3.1 Monitoring the situation regarding the position of vulnerable population groups (3 indicators)
3.2 Defining local policies in line with the needs of vulnerable population groups (6 indicators)
3.3 Mechanisms for preventing discrimination (3 indicators)
3.4 Special measures (2 indicators)
3.5 Local finances driven by the principle of gender equality (2 indicators)

Area 3.1: Monitoring the Situation Regarding the Position of Vulnerable Population Groups

3.1.1 Indicator: Statistical data on vulnerable population groups

3.1.2 Indicator: Vulnerable population groups covered by statistical record-keeping

3.1.3 Indicator: Analysis of equal accessibility of LSG services to all population groups

Area 3.2: Defining Local Policies in Line with the Needs of Vulnerable Population Groups

3.2.1 Indicator: Analysis of the needs of vulnerable population groups

3.2.2. Indicator: Adoption of local social protection improvement programmes

3.2.3. Indicator: Provision of local social protection services

3.2.4 Indicator: Improvement of accessibility for persons with disabilities

3.2.5. Indicator: Use of the languages and scripts of national minorities

3.2.6. Indicator: Improvement of the position of Roma men and women

Area 3.3: Mechanisms for Preventing Discrimination

3.3.1 Indicator: Local gender equality mechanism

3.3.2 Indicator: Free legal aid

3.3.3. Indicator: Partnership with civil society organisations (CSOs) supporting vulnerable social groups

Area 3.4: Special Measures

3.4.1 Indicator: Implementation of special measures

3.4.2 Indicator: Implementation of special measures for vulnerable social groups

Area 3.5: Local Finances Driven by the Principle of Gender Equality

3.5.1 Indicator: Definition of gender-responsive objectives in the budget

3.5.2 Indicator: Introduction of gender-responsive indicators in the budget

4. Principle of Good Governance: PREDICTABILITY, EFFICIENCY AND EFFECTIVENESS OF LOCAL SELF-GOVERNMENT

The principle of Predictability is divided into four areas, namely:

4.1 Predictability (6 indicators)
4.2 Efficiency (11 indicators)
4.3 Effectiveness (11 indicators)
4.4 Assessment of LSG performance results (6 indicators)

Area 4.1: Predictability

4.1.1. Indicator: Harmonisation of administrative practice within the LSG

4.1.2. Indicator: Control of the process of harmonising administrative practice

4.1.3. Indicator: Availability of harmonised administrative practice

4.1.4. Indicator: Delivery of first-instance bodies' responses to an appeal

4.1.5. Indicator: Notifying a party of changes to regulations during proceedings

4.1.6. Indicator: Tracking the progress of a case

Area 4.2: Efficiency

4.2.1. Indicator: Monitoring compliance with the deadlines set by the Law on General Administrative Procedure and deadlines prescribed by other laws/reporting on measures taken in cases where deadlines are exceeded

4.2.2. Indicator: Deadlines within which a decision is issued in proceedings initiated at a party's request or ex officio under the General Administrative Procedure Act

4.2.3. Indicator: Deadlines for issuing certificates on facts recorded in official records

4.2.4. Indicator: Introduction of electronic office operations

4.2.5. Indicator: Existence of a single point for providing information and receiving parties' requests

4.2.6. Indicator: Existence of a single administrative point

4.2.7. Indicator: Conduct of disciplinary proceedings, decisions on disciplinary liability, and imposition of disciplinary measures for serious breach of employment duties, negligent, untimely or incomplete performance of tasks or a superior's orders

4.2.8. Indicator: Cooperation and association with other LSGs and their bodies and services

4.2.9. Indicator: LSG competences carried out through inter-municipal cooperation

4.2.10. Indicator: Stages completed for using the Data Exchange System based on the Information System on the e-Government Portal of the Republic of Serbia

4.2.11. Indicator: Information security

Area 4.3: Effectiveness

4.3.1. Indicator: Standards for conduct in providing city/municipal administration services

4.3.2. Indicator: Mechanism for tracking the number and frequency of services within the LSG's original and delegated competences

4.3.3. Indicator: Analysis and measures taken on the basis of the established mechanism for tracking the number and frequency of services within the LSG's original and delegated competences, and adaptation of the city/municipal administration's organisation to the situation established

4.3.4. Indicator: Mechanisms for the organised monitoring of regulatory changes implemented by the LSG

4.3.5. Indicator: Analysis of the effects of regulations adopted by the LSG

4.3.6. Indicator: Records of objections submitted regarding the work of bodies, institutions and public enterprises founded by the LSG

4.3.7. Indicator: Records of action taken on appeals against decisions on objections concerning bodies, institutions and public enterprises founded by the LSG

4.3.8. Indicator: Data collection, monitoring and analysis of the situation in the field of inspection oversight

4.3.9. Indicator: Inspection oversight plans

4.3.10. Indicator: Preventive action by the inspectorate

4.3.11. Indicator: Coordination of inspection oversight of matters within the LSG's original competence

Area 4.4: Assessment of LSG Performance Results

4.4.1. Indicator: Ways in which the LSG enables citizens to rate the performance of LSG bodies

4.4.2. Indicator: Conduct of analysis of ratings of LSG bodies' performance and citizens' proposals for improving performance

4.4.3. Indicator: Action taken by competent bodies following the analysis of ratings given for LSG bodies' performance and citizens' proposals for improving performance

4.4.4. Indicator: Conduct of surveys and analyses on the assessment of the performance of LSG bodies and services

4.4.5. Indicator: Informing citizens of the results of internal or external assessments of LSG performance results and proposals for improving performance

4.4.6. Indicator: Established system for rapid responses

5. Principle of Good Governance: ANTI-CORRUPTION

The principle of Anti-Corruption is divided into four areas, namely:

5.1 Establishment and application of internal mechanisms in whistleblowing procedures (3 indicators)
5.2 Management of conflicts of interest of local self-government officials and public servants (2 indicators)
5.3 Management of gifts to local self-government officials and public servants (1 indicator)
5.4 Existence and application of anti-corruption mechanisms and public policies at LSG level (2 indicators)

Area 5.1: Establishment and Application of Internal Mechanisms in Whistleblowing Procedures

5.1.1. Indicator: Ensuring the necessary conditions for acting on whistleblower reports

5.1.2. Indicator: Informing employees and the public of their rights in the whistleblowing procedure

5.1.3. Indicator: Outcomes of whistleblowing procedures

Area 5.2: Management of Conflicts of Interest of Local Self-Government Officials and Public Servants

5.2.1 Indicator: Management of conflicts of interest of public officials

5.2.2. Indicator: Prevention of conflicts of interest of local self-government public servants

Area 5.3: Management of Gifts to Local Self-Government Officials and Public Servants

5.3.1. Indicator: Existence of internal mechanisms for managing gifts to officials and public servants

Area 5.4: Existence and Application of Anti-Corruption Mechanisms and Public Policies at LSG Level

5.4.1 Indicator: Adoption and implementation of the integrity plan

5.4.2. Indicator: Adoption and implementation of the local anti-corruption plan (LAP)