



Standing Conference  
of Towns and Municipalities

National Association of Local Authorities in Serbia

# Good Governance Index

Tool for assessment of capacities of local  
governments in Serbia for applying good  
governance principles

# Local government system in Serbia

- Local self-government: capital city, towns, municipalities and city municipalities
- City municipality is not a local government (LG) unit; it is a part of a territory of one town/city; city administration defines and delegates tasks from their scope of competences to the city municipalities' administration
- Number of inhabitants varies from several thousands to several hundred thousands with almost same competences
- Average size of one LG unit is 45.000 to 50.000 inhabitants (which puts Serbia amongst states with the largest LG units on the level of Europe)

# Methodology of Good Governance Index

- Primary based on already available and tested tool developed by the SCTM used for (self)evaluation of performance of the LSG in various fields/competences (local finances and tax administration, local economic development, rural development, human resource management, environmental protection, etc)
- Relies on international tools and methodologies, particularly 12 Principles of Good Democratic Governance of Council of Europe, adjusted to the legislative and institutional framework on Serbia and status of local governments

# Process

- Development of the **Good Governance Index** on the local level was supported by the project „Improving administrative efficiency and effectiveness on the local level“, implemented by the Standing Conference of towns and Municipalities with the support of the German Development Cooperation provided through GIZ project „Support to Public Administration Reform in the Republic of Serbia“

# Process

**Good Governance Index (GG Index)** is created within broad consultations organized at the beginning and at the end of the process, **gathering all stakeholders**, namely:

- Ministry of Public Administration and Local Self Governments,
- Representatives of the local self-governments,
- Independent bodies (Ombudsman office, Agency for Anticorruption, Office for Equality, State Audit Institution etc),
- More then 40 non-governmental organizations active in the field of good governance

# Structure of the GGI

GG Index has 126 indicators divided in five (5) different areas (clusters) of good governance:

- (1) Accountability;
- (2) Transparency and Participation;
- (3) Equality;
- (4) Predictability, Efficiency and Effectiveness
- (5) Anti-corruption.

These clusters of good governance principles that do not fully correspond to the principles most commonly used by reference international organizations. Many processes in LGs, and consequently the defined indicators, refer to many principles of good governance at the same time. The priority was to cluster some important processes in LGs and analyze them through a series of procedurally linked questions to underline, thus, the importance of their comprehensive application; subsequently they are classified into a principle or group of principles they predominantly belong to.

# Structure of the GGI

- Each **question/indicator** has predefined set of **responses**
- **Two types of indicators** (composite/multiple responses and scaled/mutually excluding responses)
- Each indicator has its introduction explaining **the legal requirements and the purpose** of the indicator
- Each indicator has its **sources of verification**
- For each selected response a **generic recommendations** are presented to the LSGs.

#### SADRŽAJ UPITNIKA

1. PRINCIP DOBROG UPRAVLJANJA:  
ODGOVORNOST

2. PRINCIP DOBROG UPRAVLJANJA:  
TRANSPARENTNOST, OTVORENOST I  
PARTICIPACIJA

3. PRINCIP DOBROG UPRAVLJANJA:  
RAVNOPRAVNOST

4. PRINCIP DOBROG UPRAVLJANJA:  
PREDVIDIVOST,  
EKONOMIČNOST/EFIKASNOST I  
DELOTVORNOST LOKALNE SAMOUPRAVE

5. PRINCIP DOBROG UPRAVLJANJA:  
ANTI KORUPCIJA

POVRATAK NA POČETNU STRANU



Postavite pitanje SKGO

## UPITNIK ZA VREDNOVANJE UČINKA U OBLASTI - DOBRA UPRAVA

**1.3.6. Izabrati odgovor koji je primeren situaciji u JLS u vezi  
praćenja primene kodeksa ponašanja službenika i nameštenika.**

#### NAPOMENA:

Kodeks ponašanja službenika i nameštenika potrebno je redovno pratiti, a izveštaj o njegovoj primeni je sastavni deo izveštaja o radu gradske/opštinske uprave.

#### Izvor podataka za verifikaciju odgovora:

Godišnji izveštaji o radu organa, službi i organizacija JLS, odnosno, gradske/opštinske uprave,  
Interni akt JLS.

**\*MOLIMO VAS DA ODABERITE JEDAN OD PONUDJENIH ODGOVORA:**

- ☐ Izveštaj o primeni kodeksa ponašanja službenika i nameštenika je sastavni deo godišnjeg izveštaja o radu organa i službi, odnosno gradske/opštinske uprave JLS
- ☒ Izveštaj o primeni kodeksa ponašanja službenika i nameštenika se razmatra povremeno, na zahtev nekog od organa JLS.

#### Preporuka:

Kodeks ponašanja službenika i nameštenika ispunije svoju svrhu ako se prati njegova primena i na osnovu toga izradi izveštaj. Njegovo povremeno razmatranje, na zahtev nekog od organa JLS nosi opasnost da se ne obezbedi puna primena kodeksa, te se preporučuje da izveštaj o primeni kodeksa bude sastavni deo izveštaja o radu organa i službi JLS.

- ☐ Izveštaj o primeni kodeksa ponašanja službenika i nameštenika se ne razmatra u JLS/ JLS nije usvojila Kodeks ponašanja službenika i nameštenika.



PRETHODNO PITANJE



ZAVRŠI  
UPITNIK



ŠTAMPAJ  
UPITNIK

SLEDEĆE PITANJE



## An example of a cumulative (composite) question (indicator)

1.2.2. What methods does LG use to manage risks in the budget process? (multiple answers may be selected)	Answers	Scoring system
	A risk management strategy has been drawn in compliance with the Budget System Law and Regulation	2
	Rulebook on Budget Accounting and Accounting Policies has been adopted	2
	Decision on Debt Management has been adopted	2
	A dual signature system has been adopted whereby no obligations can be assumed without signatures of both the responsible person and municipality president (mayor)/administration head	1
	The head of administration assigns a person responsible for preliminary checks of compliance of business operations with the law and their justifiability	1
	Rules for documenting all bookkeeping changes/business transactions in LG have been set in the Regulation on Budget Accounting	1
	Simple but clear criteria have been established for payment of the dues (maturity, importance of goods and services, etc.) in the Regulation on Budget Accounting	1
	Reports on external review of consolidated accounting reports in the last three years were positive, i.e. they did not suggest any shortcomings in the financial policy implementation	1

## An example of scaled questions - questions with excluding answers

What is the amount earmarked for professional training of staff in the budget (of the budget planned for staff salaries in town/municipality government)?	Answers	Scoring system
	More than 2% of the budget for staff salaries in the town/municipality government is earmarked for their professional training	5
	1.2-2% of the budget for staff salaries in town/municipality government is earmarked for their professional training	4
	0.6-1.2% of the budget for staff salaries in the town/municipality government is earmarked for their professional training	3
	0.3-0.6% of the budget for staff salaries in the town/municipality government is earmarked for their professional training	2
	Less than 0.3% of the budget for staff salaries in the town/municipality government is earmarked for their professional training	1
	There are no allocations from the budget earmarked for professional training of the staff	0

# Methodology of the GGI

- GG Index is **objectively measurable** (self)evaluation and learning tool
- GG Index measures the fulfilment of the **legal obligations** in each of five areas, but more importantly it tackles the **best practices** in them.
- Not all questions/indicators, or all sub-areas or principles of good governance are the same from the point of view of importance, volume and complexity, or from the point of view of the number of indicators covering them. In the course of methodology development different values were assigned to them (weight/ponder) following the pertinent rules on the each level of analysis (weights for each question/indicator, for each sub-area and for each principle/group of principles).

# Structure of the GGI

## 1. Accountability

- Accountable management of local community development (8 indicators)
- Accountable management of public resources (14 indicators)
- Establishment and implementation of mechanisms for accountability of officials and public servants in LGs (9 indicators)
- Protection of interests and rights of citizens (8 indicators)

# Structure of the GGI

## 2. Transparency, openness and participation –

- Transparency and citizen participation in the process of adoption of public policies on the local level (8 indicators)
- Transparency of LG assembly operations and citizen participation (3 indicators)
- Transparency and citizen participation in municipality/town budget planning and monitoring of its spending (4 indicators)
- Presence and nature of mechanisms and tools to achieve and promote transparency (4 indicators)
- Transparency of information on administrative procedures/services provided by LGs (3 indicators)
- Transparency of public procurement procedures (4 indicators)
- Transparency of competitions published by LGs (6 indicators))
- Enhancement of citizen participation through organizing and encouragement of direct participation in LGs operations (1 indicator)

# Structure of the GGI

## 3. Equality

- Monitoring the situation relating to vulnerable population (3 indicators)
- Defining the local policies to meet the needs of local vulnerable populations (6 indicators)
- Mechanism for prevention of discrimination (3 indicators)
- Special (affirmative) measures (1 indicator)
- Local finances and the principle of gender equality (3 indicators)

# Structure of the GGI

**4. Predictability, effectiveness and efficiency** – predominantly based on the new Law on General Administrative Procedure, Models of administrative procedures, one stop shops, mechanisms for citizens response and evaluation of the LGs performance/services provided

- Predictability (7 indicators)
- Efficiency (12 indicators)
- Effectiveness (13 indicators)
- Evaluation of LGs operations outcomes (6 indicators)

# Structure of the GGI

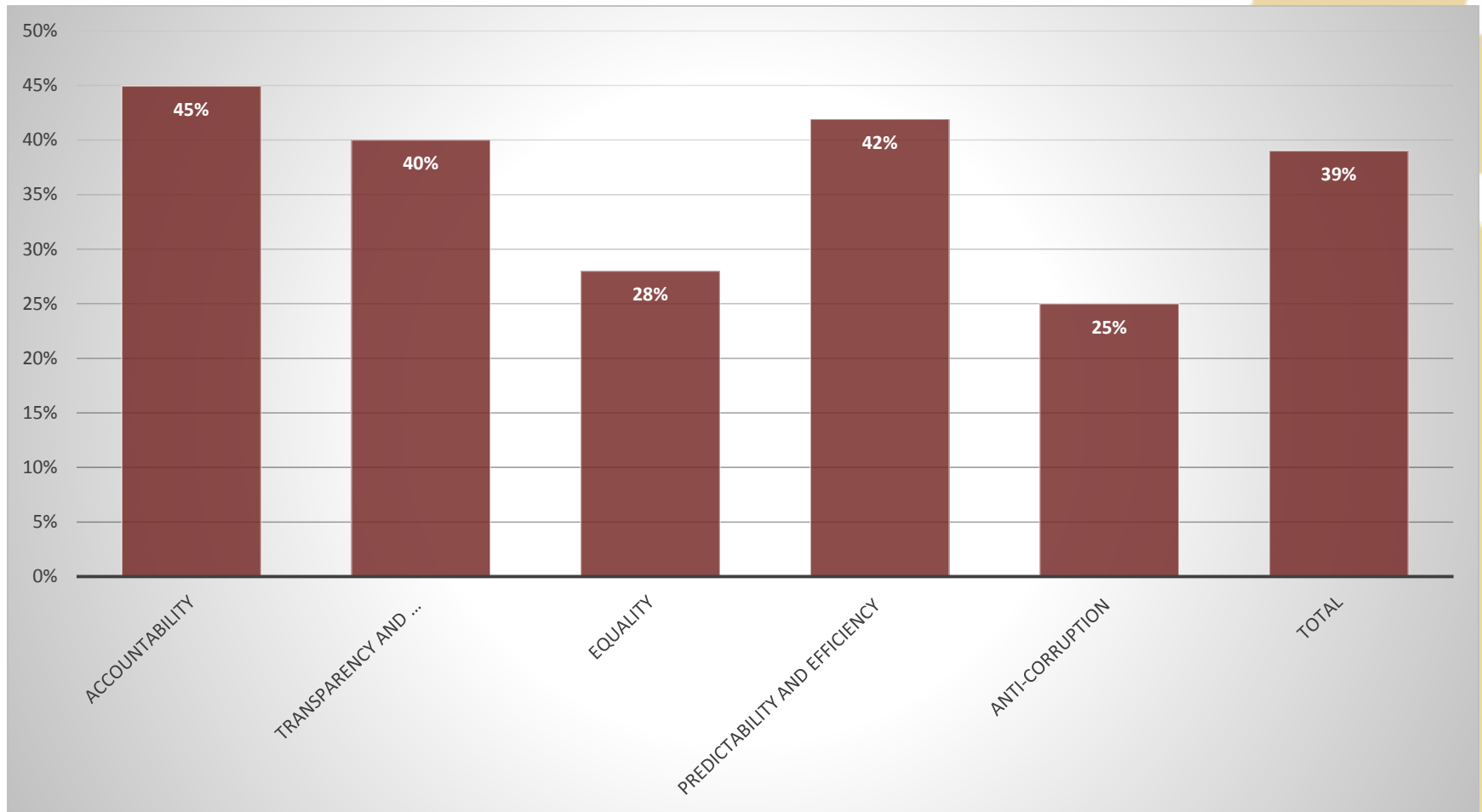
## 5. Anti-corruption

- Establishing and implementation of internal mechanisms in cases of whistle-blowing (3 indicators)
- Management of conflict of interest of officials and civil servants in local governments (2 indicators)
- Management of gifts received by officials and civil servants in local governments (1 indicator)
- Availability and implementation of anti-corruption mechanisms and public policies on the LGs level (2 indicators)

# GGI Assessment

- Before finalizing GG Index was tested in 5 different LSGs
- Based on the GG Index, SCTM through SWISS PRO programme (Swiss government funded project), implemented first assessment of the LSGs capacities to implement GG principles on the representative sample of 60 LSGs
- The results of this assessment provided valuable insight in current LSGs capacities, gaps and needs and will serve to tailor the future support in enhancement of LSGs capacities, procedures and services through trainings, models of local acts, advisory support, direct technical support to single LSGs, etc.

# Assessment results



# Thank you

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