

CITIZEN SERVICE CENTERS

Pathways Toward Improved Public Service Delivery

The City of Pančevo's Citizen Service Center, Serbia

Streamlining Service Delivery and Fostering Inclusion at the Municipal Level

Abstract

This case study provides an overview of the Pančevo Citizen Service Center (CSC), which, since its establishment in 2009, has delivered a variety of municipal services to citizens under one roof. It examines the measures established by the municipal team to guarantee equal access to services for all segments of the population and to improve the quality of service delivery, notably by migrating certain procedures online and providing citizens with rapid feedback mechanisms. While institutional coordination, funding, staff motivation, and capacity to meet demand remain challenges, the CSC has become a key focal point for the municipality, with the number of citizens visiting the center each year almost equaling the city's inhabitants. Successes achieved through this local-level, one-stop-shop model include easier access, greater efficiency, faster delivery, improved communication, and better quality of information for citizens.

1. Pančevo Citizen Service Center

Context and Legal Basis

The Pančevo Citizen Service Center, which began operations on June 29, 2009, is located inside the fully renovated town hall. It provides customer-oriented, efficient, and transparent services to the citizens of Pančevo. Its systems, procedures,

and technical solutions are aimed at providing equal access to all (see box 1 for more information about the city).

In 2001, the city assembly set up an information kiosk; in 2003, a call center; and in 2005, an initial service center. These actions, in addition to the start of the decentralization process in January 2007 (see box 2) paved the way for the assembly's 2008 decision, which provided the legal basis for the establishment of the CSC (see appendix 1). Construction work began soon after to prepare space for the CSC at the town hall, a process that went hand-in-hand with human resources planning, trainings, and the acquisition of necessary equipment.

These developments were motivated by the city assembly's desire to work toward achieving three key objectives:

1. Develop closer relationships with citizens by providing high-quality information regarding municipal services and more effective service delivery;
2. Increase the openness, transparency, and accountability of the city-level administration; and
3. Create a "go-to" focal point and a pleasant physical space for citizens seeking to resolve a range of issues.

Challenges and bottlenecks identified before the process began included scattered information provision and a

Box 1. Pančevo at a Glance: Becoming a Citizen-Oriented City

Pančevo is a medium-sized city of approximately 130,000 inhabitants, situated in South Vojvodina, 18 kilometers from the Serbian capital of Belgrade and stretching over 755 square kilometers. Twenty-six different ethnic groups live in the territory, and the municipality actively seeks to improve its interactions with citizens. For example, the city assembly has organized public hearings since December 2014^a and has taken action on gender-sensitive^b and participatory budgeting^c since 2015. In December 2016, Pančevo became the first city in Serbia to provide live streaming of its assembly meetings.^d

The city administration is using Facebook and YouTube to communicate with citizens. In March 2017, Pančevo's Facebook page was "liked" by over 11,000 users. The city assembly meeting was viewed by almost 500 people the first time it streamed on YouTube; and after this first streaming, the number of subscribers to the city's YouTube channel increased tenfold. A promotional video for Pančevo, released in November 2016, was viewed by almost 150,000 people.

In addition, as part of the Urban Partnership Program Plan on Integrity, the municipality is planning to introduce a system of "open doors," i.e. scheduled time dedicated to direct contact between municipal officials and citizens.

a. See <http://edoc.pancevo.rs/index.php?page=13&id=283&db=1>.

b. See the Center for Gender Equality website at <http://savetzarodnurnpravnost.rs/>.

c. See <http://www.pancevo.rs/lokalna-samouprava/participativno-budzetiranje/>.

d. See <https://www.youtube.com/user/PancevoGrad/feed>.

"multiple doors" system for citizens; these were replaced by a single point of contact for the municipality and a "one-door" model.

Basic Functioning and Architecture

The citizen service center is situated in a hall comprising 22 counters and an electronic ticketing system. Upon arrival, citizens choose among the services they would like to receive and obtain a ticket that indicates their user number and the counter to which they should go. The ticket also includes the time and date as well as the number of clients ahead of them. When their number appears on the appropriate screen, they approach the officer at the counter. A signal is sounded to announce each new client, making communication with relevant staff faster and easier, and shortening waiting times. The center is modern and brightly lit, it is air conditioned with double glass doors, and its offices have transparent glass walls. It opens onto a small garden patio, and the green and red colors of the furniture as well as the seating arrangements create a warm and welcoming atmosphere.

Accessibility

The CSC is located on the ground floor of the town hall, i.e., the city administration building, in the center of the city, making it easily accessible by public transportation. Bicycle racks are also available. People with disabilities can easily enter: there is a ramp for wheelchairs and no doorsteps or stairs to navigate. Regular weekday hours are 8:00 a.m.–3:00 p.m., except Wednesdays, when the center is open until 7:00 p.m. to increase access for working citizens.

2. Access, Services, and Inclusiveness

Access Channels

Citizens can access services at the CSC in person, or they can communicate with the CSC by email (usluznicentar@pancevo.rs) or telephone (013-311-211). The CSC's introduction was linked to some procedures becoming digitized so citizens can also use the city's online portal (www.pancevo.rs). The CSC is the focal point for System 48, a reporting line for citizens. Through this system, individuals can notify the

Box 2. Local Self Government in Serbia: An Overview

Legal Framework

The 2006 Constitution of the Republic of Serbia and the 2007 Law on Local Government provide for three levels of governance: central, provincial, and local. Local self-government units are divided into the City of Belgrade, which has a special status; 23 cities (grad); and 150 municipalities (opstina). A municipality is the basic unit of local self-government; to qualify as a city, an agglomeration must include over 100,000 inhabitants. Subsequent laws, such as the Law on Local Self-Government, the Law on the Capital City, the Law on Territorial Organization, the Law on Financing of Local Self-Government, and the Law on Local Elections further shape the decentralization process.

Responsibilities/Mandate of Municipalities

Article 190 of the constitution reads:

"The municipality shall, through its bodies, and in accordance with the Law:

1. regulate and provide for the performing and development of municipal activities;
2. regulate and provide for the use of urban construction sites and business premises;
3. be responsible for construction, reconstruction, maintenance and use of local network of roads and streets and other public facilities of municipal interest; regulate and provide for the local transport;
4. be responsible for meeting the needs of citizens in the field of education, culture, health care and social welfare, child welfare, sport and physical culture;

5. be responsible for development and improvement of tourism, craftsmanship, catering and commerce;
6. be responsible for environmental protection, protection against natural and other disasters; protection of cultural heritage of the municipal interest;
7. protection, improvement and use of agricultural land;
8. perform other duties specified by the Law."^a

Cities are also responsible for the local police services.^b

Governance of Municipalities

All municipalities have elected assemblies of 19–75 members serving four-year terms. The municipal executive (the president of municipality) is elected by the local assembly and also serves a four-year term.

Sources of Income/Financing

Local governments derive the majority of their revenues from four sources: (1) centrally administered personal income taxes; (2) a formula-based recurrent transfer from the central government; (3) local taxes, including the property tax; and (4) local fees (World Bank 2013). The importance of each of these sources, as well as the level of revenues they generate, varies by jurisdiction. The 2006 Law on Financing of Local Self-Government, amended in 2011, regulates financial transfers from the central to the local level of government. Since 2011, 80 percent of local income taxes received by self-governments have been based on the place of residence of the individual compared with 40 percent in prior years (Mijačić 2012).

a. See Serbian constitution at https://www.constituteproject.org/constitution/Serbia_2006.pdf?lang=en.

b. See "Division of Powers" at the European Committee of the Region's web site at <https://portal.cor.europa.eu/divisionpowers/countries/Candidates/Serbia/Pages/default.aspx>.

Table 1. The Link between the Types of CSC-Provided Services and Human Rights

Type of service	Description of service	Link to Human Rights
Social services	Transactions related to child allowances and child support.	Convention on the Rights of the Child (1989), Article 26: "every child has the right to benefit from social security, including social insurance," and Article 27, "states parties must ... take appropriate measures to assist parents to implement this right and shall in case of need provide material assistance and support programs, particularly with regard to nutrition, clothing and housing."
Tax-related services	Transactions related to local tax administration.	
Administrative services	Transactions related to birth, marriage, and death registrations; provision of birth certificates; authentication of documents.	Convention on the Rights of the Child (1989), Article 7(1): "The child shall be registered immediately after birth and shall have the right from birth to a name, the right to acquire a nationality."
Education	Provision of information about student loans and scholarships.	Convention on the Rights of the Child (1989), Article 28(1): "States Parties recognize the right of the child to education, and with a view to achieving this right progressively and on the basis of equal opportunity, they shall, in particular: ... (c) Make higher education accessible to all on the basis of capacity by every appropriate means; (d) Make educational and vocational information and guidance available and accessible to all."
Land	Provision of information about urban planning, construction, and engineering.	Council of Europe, European Social Charter (1996), Article 31: "Everyone has the right to housing."
Services for refugees	The position of the Commissioner for Refugees was established in local self-government units after the breakup of Yugoslavia in the 1990s, which led to significant numbers of internally displaced people. The refugee status allowed many citizens to receive support from the Serbian government, such as financial and housing assistance, after the war. Nowadays, given that Serbia has become more of a transition than a destination country in terms of international migration flows, the need for this institution has decreased somewhat.	Universal Declaration of Human Rights (1948), Article 3: "Everyone has the right to life, liberty and security of person." 1951 Convention relating to the Status of Refugees, Article 33: "Prohibition of expulsion or return ("refoulement") 1. No Contracting State shall expel or return ("refouler") a refugee in any manner whatsoever to the frontiers of territories where his life or freedom would be threatened on account of his race, religion, nationality, membership of a particular social group or political opinion."
System 48	A municipal complaint mechanism for citizens that guarantees a response within 48 hours.	International Covenant on Civil and Political Rights (1976), Article 25(c): "Every citizen shall have the right and the opportunity ... to have access, on general terms of equality, to public service in his country."



Orientation table in Braille donated by the Ministry of Labor, Employment, Veteran and Social Affairs

municipality by telephone, email, or text message regarding a problem, and they are guaranteed a response within 48 hours, detailing the manner and time by which the problem will be solved. This system is present in several municipalities in Serbia (see box 5).

Implementing and Involved Agencies

The secretary of the Secretariat for Common Affairs/General Administration is in charge of the CSC. Six agencies provide services through the CSC: (1) Registry Office, (2) Local Tax Administration, (3) Public Services and Social Affairs, (4) Commissioner for Refugees, (5) Student Services; and (6) Utilities-Related Services. In addition, a dedicated CSC counter files citizen complaints under the System 48 framework (see box 5).

Mechanisms to Guarantee Nondiscrimination and Access for Marginalized and Vulnerable Populations

The citizen service center is particularly dedicated to guaranteeing equal access to services to all segments of the population.

To this end, it provides services to rural areas; sensitizes staff to respond to the needs of the elderly and people with low levels of literacy regarding



Hearing loop



Tactile paving at the entrance of the CSC.

all services; engages a coordinator for issues affecting Roma people; and provides a barrier-free infrastructure, including a ramp and elevator for people in wheelchairs, tactile paving, a table with Braille lettering, and a hearing or induction loop system for the identification of speech for people with hearing or speaking disabilities.

The barrier-free infrastructure for people with disabilities is the result of the municipality team's initiative and is in line with national strategies and laws. The city administration has also issued instructions regarding people using the assistance of guide dogs on the premises.¹

The CSC plays an important role in the integration of Roma people—among the service providers it houses is the coordinator for issues affecting the population. The coordinator facilitates communications with and support to the Roma community, such as issuing identification cards,

The citizen service center has put in space special measures for:

- Citizens living in rural or remote areas,
- The elderly,
- Ethnic and linguistic minorities,
- People with disabilities, and
- Persons with limited levels of literacy.

1. See the City of Pančevo website at <http://www.pancevo.rs/lokalna-samouprava/pravilnici/>.

helping them access the health care and education systems, and participating in projects specifically designed to include the Roma. Under this umbrella and based on local needs, the municipality organizes and finances mobile teams composed of doctors and psychologists, for example, to travel to nearby localities (and sometimes schools) to bring services closer to the Roma population.

In addition, birth certificates are being provided in the languages of national minorities, such as Bulgarian, Hungarian, Macedonian, and Romanian.

3. Organization

Coordination and Cooperation

According to municipal representatives, coordination across city departments was already fairly smooth prior to the introduction of the CSC; little has changed in this respect. The establishment of the CSC did, however, markedly improve relations between the municipality and central-level agencies and between state-owned enterprises and utility providers primarily due to System 48 (see box 5). CSC agency heads note that there has also been progress in terms of both horizontal and vertical coordination and cooperation.

Simplification of Processes/Legal Framework

The main process changes relate to the legal framework, which has shifted the burden of providing justificatory documents away from the citizen and toward state agencies. Citizens used to have to submit documents that the state already possessed; cooperation among agencies is now required to gather these documents through back-office processes (see box 3).

Funding and Costs

While financial support for information technology equipment (computers and printers) was provided by USAID, the entire budget of the CSC is covered by the City of Pančevo. Costs related to the CSC are not separated from the overall city budget; they are integrated into other administration expenses. This integrated funding model reduces pressure on the CSC budget and guarantees a degree of support and sustainability. Funding remains an issue, however, which constrains the extent to which the CSC can achieve its goals and improve its performance.

Box 3. The 2016 Act on General Administrative Procedure

On February 29, 2016, the Serbian parliament adopted the Act on General Administrative Procedure, which sets out the principle of effectiveness and economy of procedures. The principle requires that public authorities only request that citizens provide data and documents in cases where no official records are otherwise kept. If official records are available, the administration is responsible for obtaining and processing them. Authorities who request unnecessary documents from citizens could be charged with a misdemeanor. If another agency is holding the records, the authority in charge of the proceedings must request them; the agency must provide access to the data free of charge within 15 days and, if possible, electronically submit the requested documents. The administrative actions covered by the act include record keeping, the issuing of certificates, the provision of information, and the collecting of statements. The law therefore lays the basis for a one-stop-shop approach because the burden of providing information and official documents shifts from citizens to the authorities.

Source: Aksić and Mirković (2016).

Information Technology and Digitization

Alongside the opening of CSC, the city introduced e-government services (see box 4), which primarily allow citizens to request documents over the Internet, such as birth and citizenship certificates or copies of existing birth, marriage, and death certificates; or to check data in the electoral register.

In addition, the center introduced the SMS-based System 48 service, which allows citizens to directly receive notifications from the city administration about the status of their complaints on their mobile phones.

Pančevo is the first local administration in the country that allows citizens to submit tax requests through a mobile application and to view the current status of their accounts. However, less than 10 percent of legal entities and entrepreneurs currently use the application—most still prefer personal interaction at a CSC counter.

Box 4. E-services Procedures

Citizens wishing to use the City of Pančevo online services must visit the official website at www.pancevo.rs, open the “E-Governance” page, and enter their personal identification number issued by the Department for Information. After being logged in, citizens can then select the documents they want to order; requests are logged in by the Registry Office. Copies can be picked up at the CSC or be delivered by mail. The website includes relevant information about administrative fees for ordering documents, and payments can be made on delivery. When obtaining a personal identification number, citizens can opt for SMS services and choose to receive notifications on their mobile phone from the city. The e-governance and SMS services are managed by the city's Information Technology Department (informatika@pancevo.rs; 013 344 422 ext. 200).

4. Staffing and Organizational Culture

Personnel, Recruitment, and Training

The CSC employs 30 staff members on open-ended contracts who are recruited by the respective city administration departments dealing with service delivery. CSC staff have received training, most notably delivered by USAID, on communicating and working with customers, utilizing information technology, and using the electronic ticketing system.

Incentives and Job Satisfaction

In the absence of clear options for influencing extrinsic motivation, for instance by designing reward and punishment systems for staff, the municipality is considering the introduction of a staff evaluation system—often considered a prerequisite to quality human resource management because it creates a safe space for staff and managers to interact. Given the relatively low salaries in the public sector, however, progress and increased efficiency are primarily due to the personal initiative and commitment of motivated individuals—the intrinsic motivation of the CSC staff is quite high.

The key drivers of staff motivation are human relationships and trainings. As a result of the simplification to administrative processes (for example, the responsibility for the verification of documents being recently transferred to public notaries), some staff who used to be overburdened have regained some degree of availability. An issue raised by the heads of the agencies represented in the CSC in terms of human resource management is that some staff are getting older but are still required to engage in intense face-to-face interactions with clients.

Organizational Culture

Human rights are an integral part of the organization's culture. For instance, the CSC's presentation leaflet, which was produced at the time of its launch, notes that the center aims to ensure that citizens can directly communicate with informed officials and “exercise their rights within the local

government jurisdiction.” References to human rights are included in training materials, official documents, and other communication materials. The common understanding of “rights,” however, is linked to national and local regulations and the legal framework, i.e., the rights that citizens are entitled to in the national or local context; much less from the perspective of broader, universal human rights.

An additional key element of the organizational culture is the thriving for excellence in service delivery.

5. Operational Results

Monitoring Mechanisms

Performance indicators measured by the CSC include:

- Waiting time for visitors,
- Time to process request (by service),
- Attendant’s performance/behavior,
- Number of completed transactions per service, and
- Number of complaints.

The head of the Secretariat for Common Affairs monitors the quality of service on a daily basis; surveys are also periodically conducted for this purpose.

Implementation Challenges

In a 2017 online survey, using a scale of 1 (not a challenge at all) to 5 (a very significant challenge), municipal representatives with knowledge of the CSC rated the following elements:

- Institutional coordination: 4
- Funding: 4
- Staff motivation: 4
- Capacity to meet demand: 4
- Legal framework: 3
- Technology: 2

Regarding institutional coordination, according to the Act on General Administrative Procedure, other agencies must deliver CSC-requested documents within 15 days. Some agencies, however, have been rather slow in responding to CSC’s requests, delaying service delivery to citizens.

Regarding funding, staff motivation, and capacity to meet demand, key remaining obstacles include limited financial resources and few opportunities for the training of employees. In addition, the expectations of citizens must be managed. For instance, when media disseminate the information that “construction permits can now be issued within five days”, some citizens do not realize that this timeframe only applies after they have submitted all necessary documents, which can lead to disappointment.

The legal framework and technology seem to pose less of a challenge, but measures to improve service delivery might include the continuous modernization of technical equipment (hardware and software).

Successes in Implementation

The three factors that helped the CSC implementation process the most were political leadership, capital investment, and reengineering of processes.

Key successes include:

- **Easier access for citizens and greater efficiency in service delivery.** In 2016, 117,929 citizens visited the citizen service center—a monthly average of 9,827 users with variations, for example, in January, when the number was lower, and in February, when it was over 10,000. With the city’s total population size at around 130,000, these numbers are quite significant. The Tax Administration Department is among the most-visited agencies at the CSC. It serves an average of 87 citizens per day, i.e., over 43 people at each of its two counters, compared to 30 per day at other counters. The department also participates in an educational effort to help citizens better understand the role and importance of local-level taxes.



The citizen service center's welcoming booth with an e-ticketing system, waiting area, and service counters.

- **Faster service for citizens.** In 2016, the average waiting was 2 minutes, 51 seconds; the average transaction time was 9 minutes, 11 seconds. The latest figures indicate that in February 2017, the CSC was visited by 450 to 600 users per day with an average of 471 visitors per day; 3 minutes, 51 seconds of waiting time; and 10 minutes of transaction time.
 - **Greater overall satisfaction, particularly with quality of information.** A January 2017 public perception survey regarding citizens' opinions on the quality of communication and their general satisfaction with services provided reveals that, on a scale of one (lowest) to five (highest) Pančevo's citizen service center ranks a strong "4" for both questions. Regarding overall satisfaction,
- 24.8 percent of service users said they were completely satisfied, 34.2 percent were satisfied, 26.2 percent were neither satisfied nor unsatisfied, 6 percent were not satisfied and 8.6 percent were not satisfied at all. In terms of quality of information provided by the CSCs employees, 16.3 percent of users rated it as excellent, 25.5 percent very good, and 40 percent good, with only 11.6 percent bad and 6.7 percent very bad.
- **Effective communication strategy.** The CSC's launch in June 2009 was accompanied by a widespread public relations and marketing campaign. Information about the opening of the CSC was sent to the post boxes of all citizens, leaflets were distributed, and local buses were branded with CSC-related communications. The center's



Logo designed for the
Citizen Service Center

communication strategy is based on ongoing public relations and marketing campaigns, including the provision of information on its official website, through local media, and on social media.

The logo of the City of Pančevo's citizen service center symbolizes the creation of a link between citizens and the city administration as well as the improvement of processes through e-procedures—the circle is reminiscent of the “@” sign. The red, gray, and green colors that define the CSC's physical space evokes a warm feeling, unlike the traditional “administration blue.”

6. Citizen Engagement and the Way Forward

Toward a Citizen-Centered Model of Service Delivery

The “ED Comment” is a monitoring system at Pančevo's CSC that measures citizen satisfaction. Data are collected on a monthly basis to reorganize and improve the center's everyday functioning.

The center also offers citizens the opportunity to voice complaints. A citizen can use the System 48 reporting mechanism, which guarantees that the municipality will respond within two days (see box 5). Alternatively, a citizen can submit a complaint form, which is forwarded to the mayor's cabinet. Another option is for the citizen to write something into a “book of complaints,” i.e., a form sent to the head of the administration, which can lead to a meeting being organized to resolve

Box 5. System 48

System 48 is a two-way citizen–municipality feedback system, which has been introduced in several Serbian cities on a voluntary basis. This system allows citizens to contact their city administration by SMS, email, or telephone to highlight problems related to utilities, public health and safety, water, roads, electricity infrastructure, or other matters. Administrators have 48 hours to respond once the citizen's message has been logged, using the same communication channel unless the citizen indicates another preference. If possible, the municipality tries to ensure that problems are also solved within 48 hours. If a resolution will take longer than that, the citizen is given the name of the person in charge of the request and the estimated time it will take to resolve the issue. The head administrator, the focal point for receiving System 48 notifications in Pančevo, forwards them to the relevant actors. The system recognizes delays and indicates red flags when answers have not been provided in the 48-hour timeframe.

the issue. Finally, complaints can be addressed through interactive and proactive communications through email, regular mail, social media, or in person. At this stage, no statistics are being kept on the complaints submitted by citizens.

A few weeks after the launch of the CSC, a survey was carried out to seek feedback from citizens regarding the organization of the CSC's counters, leading to a reorganization of the counters to reflect their preferences.

In terms of proactive service delivery, the CSC has made an effort to inform tax-paying entities in advance of any monies owed through early notifications, which reduces delays during peak visiting times of the year.



Additional rooms in the citizen service center complement the service counters to offer more privacy to citizens, if appropriate

Appendix 1. Decision of the City Administration Providing the Legal Framework for the Citizen Service Center

“By the Decision of the City Administration, adopted by the City Assembly in 2008, the Secretariat for General Administration is in charge of the modernization of the city administration, improvement of services and citizen service center.

The Decision of City Administration is in accordance with the Law on Local Self-Government of The Republic of Serbia and in accordance with national strategic documents, which all include modernization and adjustment of state, province and local administration to the European Union standards.

The citizen service center is established for performing services under jurisdiction of six agencies/secretariats, including reception of submissions, birth, marriage and death certificates, local tax administration issues, Roma issues, child allowance, refugee, exiled, and internally displaced persons trustee, parent allowance, submission and report on communal problems...

By the Regulation on internal organization of the City Administration, the position of the CSC Coordinator is established with the job description of organizing tasks within CSC, taking care of efficiency, and continuity in providing services for clients.

Pančevo Citizen Service Center is founded with the aims to enable direct and two-way quality communication, higher level of accessibility of services, simplification of procedures, and overall improvement of City Administration performance.”

The Way Forward

The CSC is currently working to improve its internal communications across departments as well as its digital communications. Efforts include the development of the “Action Plan 2020” to further improve procedures.

The next milestones envisaged involve improving document management at the CSC and moving toward paperless procedures and digital-by-default systems. (Tax returns, for example, still must be submitted in paper form.) In addition, the municipal team would like to develop new opportunities to stimulate staff through capacity-building and trainings. Other priorities include renewing information technology equipment and possibly developing a more integrated one-stop shop that would include additional service providers at the same location (e.g., utility providers and banks).

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