

Social Sustainability & Citizen Engagement

Urban Partnership Program II

Tuzla

City Synthesis Report

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Tuzla

City Synthesis Report

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Introduction

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

- *Social Accountability and Participation* to increase accountability in the delivery of services and programs and empower urban marginalized and vulnerable groups to participate in their cities' development; and
- Proactively addressing the challenges of *Marginalization* to identify the needs of socially excluded groups and associated inequalities.

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

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

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

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

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

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

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

For Phase 3, a Participatory Scenario Development (PSD) Workshop was held in Tuzla on July 18, 2016. The objectives of the PSD workshop were to:

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

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

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

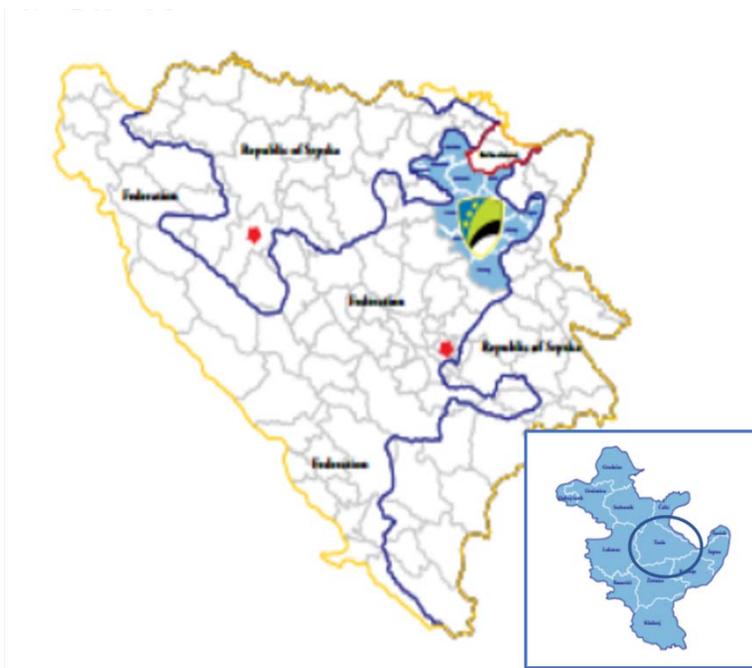
Two Annexes are included in this City Report. Annex 1 presents the concept and application of the SSCE Index. Despite efforts to harmonize the Index application and disaggregate data among different respondents, each city collected data differently, resulting in findings that are not able to be read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

1. City Profile

1.1. General City Profile

The City of Tuzla is a city located in northeastern Bosnia and Herzegovina. It is the third largest city in Bosnia and Herzegovina (BiH), following Sarajevo and Banja Luka. It is the economic, educational, medical, scientific and cultural center of the region, with the City of Tuzla acting as the administrative seat of the Tuzla Canton. Tuzla Canton is one of ten cantons composing the entity of the Federation of Bosnia and Herzegovina and includes 12 municipalities in addition to the City of Tuzla (See Figure below).

Tuzla Canton stands as the most populated canton in the Federation with a population size of 477,278 inhabitants, out of which 120,441 reside in the City of Tuzla residing in 42,958 households and 59,124 dwellings.¹ A substantial number of out-of-area residents (mostly from the other canton's municipalities) migrate to the city on a short or long term basis, which poses a substantial challenge to the city administration and service provision. All three constituent peoples of Bosnia and Herzegovina are represented among the population of the City of Tuzla in considerable numbers, including Bosniaks, Serbs, and Croats, as well as considerable percentages of minorities (notably Jews and Roma).



Geographic positioning of the Tuzla Canton in the Federation of Bosnia and Herzegovina, and the City of Tuzla in the Tuzla Canton
Source: Government of Tuzla Canton

The city has a long-standing tradition as an industrial management and manufacturing area due to the nearby presence of abundant natural resources, which have given rise to the competitive industries of wood and metal processing, plastics and chemical industries, as well as some agricultural and food production.

The name of the City of Tuzla stems from the Turkish word (*tuz*) meaning salt; the salt deposits under the city have given significant weight to its development, conditioning in diverse ways its economic and social growth.

Overall, the City of Tuzla is strategically well-positioned in the region with proximity to two border nations and good access to national and international transportation networks. However, a lack of employment opportunities remains as the greatest obstacle to better quality of livelihood in the City of Tuzla. Resource management capacities, water and sanitation system quality, environmental pollution

¹ Preliminary Results of the *Census of Population, Households and Dwellings*, 2013. Agency of Statistics of Bosnia and Herzegovina. http://www.bhas.ba/obavjestenja/Preliminarni_rezultati_bos.pdf

and, importantly, corruption remain as substantial challenges to socio-economic development of this municipality.

Data from the *Estimate of the Federation of Bosnia and Herzegovina Population of June 2008* show that the population of Tuzla accounts for the greatest number of inhabitants in the age group 15-64, as a positive indicator of a solid number of working age people for potential labor force development. However, the relatively equalized numbers of age groups 0-14 and +65 indicate a tendency for slow or negative population growth. Thus, it can be said that Tuzla's population is following the overall negative population growth pattern observable across the majority of state territory. These negative or zero growth tendencies among the population can be largely attributed to poor or unfavorable socioeconomic perspectives for family structures, low labor force participation and employment quality, lack of social safety nets, gender inequality, and declining family environments.

Tuzla is acknowledged as a multiethnic and multicultural city in Bosnia and Herzegovina. The city has long managed to keep its tolerant and coexisting environment by remaining inclusive of major ethnicities and, to a significant extent, minority populations. The city center of Tuzla houses a great number of religious institutions, including a large number of mosques, an Orthodox Church, a Catholic/Franciscan church (monastery), as well as an old Jewish cemetery and a multi-religious/multiethnic burial ground. The official local government portal² (Grad Tuzla) states a long tradition of Tuzla being an antifascist city, with a declared motto of coexistence through unity, human rights protection and anti-nationalism.

A decline in living standards due to low labor participation rates, lack of employment opportunities, small business volumes, as well as insufficient quality and poor distribution of social welfare in the City of Tuzla has been observed. Specifically contributing to an increase in poverty levels in the case of the City of Tuzla is the fact that this once industrial city has reduced its production capacities and/or privatized many of its businesses in post-war period, which has negatively impacted levels of income and quality of employment for many. In addition, water system quality and pollution levels continue to represent significant challenges to socioeconomic welfare.

1.2. Local Governance vis-à-vis Social Inclusion

Tuzla has one of the most progressive civic movements in the country, from academic groups to grassroots organizations, such as labor organizations, consumer associations, etc. Various civic and social accountability initiatives have been implemented in the city. The existing civic space in Tuzla is not possible to understand without reviewing the protest and follow-up citizen plenums that took place two years ago.³ These initiatives have been truly grassroots and have motivated citizens across the country to join their efforts. A European Stability Initiatives report from that year neatly summarizes what happened:

“On February 7th, 2014, violence broke out in Tuzla, the regional capital of Tuzla Canton in Northern Bosnia. War veterans, unemployed youth and football supporters of the local club took to the streets. The core protestors were former workers in socially-owned enterprises who had been demonstrating to save their companies for more than a decade.

² Official Portal of the City of Tuzla: <http://www.gradtuzla.ba>

³ Video about protests: <http://en.labournet.tv/video/6657/interview-dita-workers-tuzla>

Demonstrators entered the cantonal government building and set it on fire. The same day, violent clashes spread to other Bosnian cities, such as Zenica, Sarajevo, Mostar and Bihac. Three more cantonal buildings and the state archive in Sarajevo all went up in flames. Already on February 7th, Tuzla protestors published a declaration that stated, “Today in Tuzla a new future is being created.””

Quickly Citizen’s Assemblies sprang up in city after city and formulated demands. In Tuzla, protestors called for the “establishment of a technical government” of people who had never been in government before, to be chosen by “workers and students.” This government of experts was to annul the privatisation of a number of firms in the canton and to “return factories to workers... to start production in those factories where it is possible.” Other demands focused on paying outstanding social security contributions to former workers in socially owned enterprises, and to look better after the interests of veterans.”⁴

There have been many civic initiatives implemented in Tuzla in the area of social accountability.⁵ Grassroots civic initiatives, can be grouped into following categories: a) social movements around political accountability and improvement of governance in Tuzla Canton; b) workers’ movement supported by the broader public and various activists in demand for their economic rights, request to address economic crimes and corruption, and attempts to revive some companies; c) legal aid and social inclusion; and d) environmental projects addressing pollution and potential natural disasters.

The scope of work and competencies of cities and municipalities in Bosnia and Herzegovina are regulated by the Law on Principles of Local Self-Government in the Federation of Bosnia and Herzegovina (Official Gazette of FBiH No. 49/06). The City Council has 31 members, who are elected in local elections along with the Mayor. According to Article 21 of the Statute, members of national minorities have equal rights to get elected in the City Council and one seat is reserved for a member of a national minority. There are no data on the ethno-nationalist composition of the City Council, however, an informal name analysis indicates that as many as seven members may belong to non-Bosniak majority groups. In terms of gender composition, out of 31 members only six are women.

Based on this Law, the City Council adopted the Statute of City of Tuzla, which defines, in detail, the local self-governance bodies, authorities and forms of citizen participation in the local decision-making processes, such as: cities and municipalities can use public hearings, feedback lines, ombudsmen, designated open office hours/days for municipal council/assembly members and the mayor, and open local communities’ (*mjesne zajednice*) sessions for citizens to observe and participate.

One can call a referendum in cases of discussing a proposal for the amendment of the Statute of the City; proposed regulations or other general act on issues of self-government jurisdiction of the city; the adoption of laws on issues that are of interest to the life and work of citizens; voting of citizens on issues of general interest to the City, if the City Council has requested such a declaration; and when making decisions on other issues, the Statute, or other regulations of the City Council, as prescribed by law. The decision to call a referendum is made by the City Council. The proposal for a referendum may be submitted by the Mayor, at least one third of the

⁴ PROTESTS and ILLUSIONS How Bosnia and Herzegovina lost a decade. European Stability Initiative. December, 2014.

⁵ See for example of projects implemented in Tuzla: Annual Financial Reports of Civil Society Organizations in Bosnia and Herzegovina – 2011. Center for Civil Society Promotion (CPCD), 2012.

councilors of the City Council, and the local community of the territory impacted by such referendum.

In a Citizens' Assemblies (*zbor gradjana*), citizens can discuss all the issues under the self-government jurisdiction of the City, initiate and propose ways to resolve certain issues or make suggestions on the adoption of acts within the scope of the City Council. To convene the Citizens' Assembly, at least 50 people from the area where the Assembly is being convened have to support the initiative. The conclusions of the Citizens' Assemblies, should be submitted to the authorities and institutions to which they relate. These authorities should consider conclusions of the Citizens' Assembly and communicate their position and the measures taken back to the Assembly no later than 60 days after receiving the conclusions.

Any issue within the scope of the City Council responsibilities may be raised for discussion by citizens' initiatives. The City Council is obliged to discuss the citizens' initiative if the initiative is supported by the signature of at least ten percent of the voters registered in the electoral register where the local community that made the initiative. The City Council has to decide on the citizens' initiative submitted in the next session and to answer no later than thirty days from the receipt of the initiative. In addition, every citizen has the right to submit petitions and complaints and make suggestions for addressing certain issues within the scope of local affairs of the City to the City Council and the Mayor.

Local Self-Government (*mjesna samouprava*) is another form of direct citizen participation in the operations of their local communities (*mjesne zajednice*) – the smallest organizational units comprising the City. Local self-government is the right of citizens to directly participate in decision-making in local affairs that directly affect their daily lives and work through their local communities. The local community is a legal entity and has a seal.

It is not possible through desk review to evaluate the actual activity level and depth of citizen engagement in local communities, particularly the use of local self-government mechanisms, aside from indications that participation varies across local communities and that this mechanism is not utilized to its fullest potential.⁶ However, on the level of the City, additional mechanisms, aside from those stipulated in the Statute, exist in Tuzla.

In July 2015, the Mayor of Tuzla formed the Advisory Council of the Mayor of the City of Tuzla, consisting of 30 socially-engaged citizens coming from different professional backgrounds (academia, private sector, and civic organizations). Members of the Advisory Council are appointed for the duration of the electoral mandate of the Mayor, and the activities and tasks performed are on a voluntary basis. The Council acts as an advisory body to the Mayor and helps in the preparation, proposal, adoption and implementation of decisions and other acts within its competence of the Statute and other regulations of the City of Tuzla.

The City of Tuzla also directly engages its citizens in the adoption of the annual budget. In 2014 and 2015, the draft budget proposals have been published on the City of Tuzla official website along the call for consultations.⁷ Aside from making the documents available, the presentation of the budgets in their current form is difficult for commoners to understand and analyze.

⁶ See Demir, Elma. Towards a Participatory Local Self-Governance: An Analysis of the Implementation of the Agreement between Municipal Councils, Municipality Governors and Non-Governmental Organisations in Bosnia and Herzegovina. CPCD, 2011. And Papić, Zarko. Analiza postojeće prakse saradnje vladinih institucija sa organizacijama civilnog društva. Kronauer Consulting doo, 2015.

⁷ <http://grad.tuzla.ba/budzet-za-tekucu-godinu/>

1.3. Vulnerable Groups and Social Exclusion

In 2010, the central government adopted the Strategy for Social Inclusion in Bosnia and Herzegovina, which aims to improve the social inclusion policy framework and governance at all levels of government in Bosnia and Herzegovina. Although, the process is coordinated by the Council of Ministers' Office for Economic Planning, municipalities play a significant role in taking over the process and rigorously implementing inclusion policies, in order to reform the social welfare programs. Tuzla adopted actions for equal opportunities among disadvantaged groups by including special programs for women, ethnic minorities (especially Roma) and returnees in the labor market targets. The Action Plan also includes provisions for establishing the needs of those in collective centers and alternative housing, sustainable return, and working with persons with disabilities, stressing the need to open an Autistic Children Center.

A decline in living standards due to low labor participation rates, lack of employment opportunities, small business volumes, as well as insufficient quality and poor distribution of social welfare in the City of Tuzla has been observed. Specifically contributing to an increase in poverty levels in the case of the City of Tuzla is the fact that this once industrial city has reduced its production capacities and/or privatized many of its businesses in post-war period, which has negatively impacted levels of income and quality of employment for many. In addition, water system quality and pollution levels continue to represent significant challenges to socioeconomic welfare.

In terms of identification of target populations for the social inclusion policies, various organizations did some research, but a comprehensive report on social exclusion in Tuzla does not exist in terms of empirical data and spatial mapping. Nevertheless, the socio-economic problems and affected populations are quite similar across the country and initial research indicates that following groups have particularly faced various obstacles in exercising their rights and accessing public services:

- Elderly citizens have experiences in the post-conflict period various forms of hardships including economic deprivation as a consequence of increasing poverty, migration of youth and a general decline in the efficiency of public service provision;
- Unemployed and low-paid workers are living on the social margins. While, on one hand, a small group of individuals closely connected to political and economic elites has largely benefited from political and economic turmoil in the past 20 years, regular workers and the majority of the population has been excluded from political and economic decision-making processes due to corruption, nepotism and crony privatization schemes;
- Children and youth. In BiH, 19% of children live under the relative poverty line and 26% of children live under the absolute poverty line. Regional differences in poverty rates in the Federation differ significantly between cantons. The absolute poverty rate for children is the lowest in Sarajevo Canton (9.6%) and West Herzegovina Canton (10.4%), and highest in Gorazde (36.8%) and Tuzla Canton (35.8%), where the largest number of children live (18% of children live in Tuzla Canton). Children in poor households live in generally poor living conditions reflected in their health, safety and social development. These children usually do not have things like computers, televisions, telephones, cars

and other appliances or home goods. More than half of children live in families without a computer (63%) in BiH. Furthermore, 60% of youth, which is labor active, is unemployed.

- Women are, in general, socially marginalized and gender discrimination is evident in political structures and socio-economic status across the country;
- Roma remain one of the most socially excluded and discriminated ethnic groups in BiH. Tuzla has one of the largest Roma populations in the country. Issues pertaining to their situation are discussed in more detail in the next section.
- Refugees and internally displaced persons. The Tuzla Canton has approximately 580,000, including over 80,000 refugees who are mostly Muslims displaced from territory now under the jurisdiction of the Republika Srpska. The UNHCR conducted a Survey on Displaced Persons in Tuzla Canton originally from the Podrinje, Eastern Republika Srpska in 2003, and elaborated numerous social issues related to this group. Full integration of these communities is still underway.

In terms of social inclusion of minorities, Tuzla Canton has adopted a Law on the Protection of Rights of Persons Belonging to National Minorities (“Official Gazette of Tuzla Canton” No. 14/09) in 2009. Based on this Law, the Tuzla Minority Council was established in May 2010, and has primarily advisory functions such as giving opinions, advice and proposals to the parliamentary and executive bodies in the areas that pertain to the realization of minority rights not only in cantonal institutions but also in the city and its municipalities.⁸

The City of Tuzla has limited responsibility in the area of social inclusion as the Canton of Tuzla is the lead implementation partner of the Social Inclusion Strategy in the Tuzla area. In this way, the Tuzla Canton adopted its Action Plan for Implementation of the Development Strategy and the Social Inclusion Strategy of BiH 2014-2016. The Action Plan envisions diverse measures, including reforms of the social welfare system. The Report on the Implementation of the Action Plan for Implementation of the Development Strategy and the Social Inclusion Strategy of BiH 2014-2016 of the the Tuzla Canton indicates quite a slow process. For many activities, funds have not been allocated in the public budget, which shows a low devotion to the actual implementation of planned social policies by cantonal agencies. One of the main issues in terms of social justice is a more efficient distribution of social welfare, which now is mostly based on the right of belonging to a specific social group (war veterans, civil victims of war, etc.) instead of on the need. As such, social welfare programs in Bosnia have been described as highly inefficient as they do not reach those in real need. According to the UNDP Human Development Report from 2007, only 20% of all social welfare is actually given to those in need.

According to the Special report on the status of Roma in Bosnia and Herzegovina of the Institution of Ombudsmen of BiH, and based on data received from the Roma associations, the largest number of Roma in BiH live in the area of Tuzla Canton (between 15,000 and 17,000). Among the Roma in Tuzla Canton, between 6,000 and 6,500 live in Tuzla Municipality, 3,500 in Živinice Municipality, around 2,540 in Lukavac Municipality, 112 in Srebrenik Municipality, 110 in Čelić Municipality, and 15 families with approximately 60 Roma live in the Kalesija Municipality. Most of the unemployed Roma are located in the territory of Zenica-Doboj Canton

⁸ Hodzic, Edin. Political Participation of National Minorities in Local Governance in BiH. Analitika – Center for Social Research, 2011.

(929), Tuzla Canton (674), and Sarajevo Canton (481). In Tuzla Canton, traditional Roma live in the following towns: Bukinje, Sicki ship Ljubače Husino, Kiseljak, Pasco, Red fields, Mosnik, Miladije, Krojčica, Chi village, Kojšino and Boric. Almost all of these settlements where Roma live are far from the City of Tuzla.

1.4. Social Accountability and Citizen Engagement Practices

In the recent years, City of Tuzla has adopted various offline and online social accountability tools (i.e. inclusion of minority's through reserved City Council seat and Minority Council; legislation such as the Law on Principles of Local Self Government; Citizen's Assemblies and their recent mobilization in light of the turmoil; City web portal and publishing of budget, guidelines for information access, link to public registries; various web portals; Mayor's expert groups, etc). The use of technologies in designing these tools has been instigated only recently. Namely, Tuzla has been largely affected by floods in May 2014, but due to local interventions and donor support, most of the affected areas have been cleaned out and houses rebuild. During the crisis, a formal-informal inter-agency was spontaneously formed and provided relief and later organized reconstruction. Various social accountability tools and ICT solutions were developed after floods, protests and plenums.

Tuzla's city administration recently upgraded their web portal, which includes various tools for making public services more easily available to citizens. News and information is regularly updated and shared with citizens via web but also through traditional and new media. However, these tools have not been used to their full potential in terms of social accountability. The city government to uses e-governance by providing online audiovisual content via its official portal (www.gradtuzla.ba), as well announcing a separate "e-Uprava" tab, which indicates the intention for further content build-up in this regard. In addition to a common presentation of local government structures, the budget planning documents are shared in digital form.

The city also provides a great deal of information on the website by providing digital copies of the official bulletins, public calls and announcements, strategy documents and development plans on its official portal. In addition, a step-by-step guideline for information access requests is made available online with a thorough review of citizen rights to information access, thus facilitating interaction between citizen and government institutions. A number of audiovisual materials are employed on the official portal of the City of Tuzla, together with limited information on tourism interests and cultural events of interest.

Youth are particularly active on social media, traditionally following ICT trends and showing high interest in ICT engagement opportunities. The most popular social media platforms (aside from global social networking platforms such as Facebook, Twitter, Instagram, and LinkedIn) are, for the most part, information media: Tuzlarije (www.bhstring.net), TIP.ba – Internet Vijesnik (www.tip.ba), Tuzlanski.ba – Informativni Web Medij (www.tuzlanski.ba), and Tuzla Live! – Sportski portal (www.tuzlalive.ba). Social media platforms and digital media have been used in recent support to workers protest in Tuzla's major chemical compound (Sodaso Dita) by a social media campaign #SelfieSaDitom calling on people to post photos with Dita products in support of the workers' protest and recent closure due to claimed mismanagement of factory structures to the detriment of its employees. A growing number of businesses are structuring their presence in social media, following the already significant presence of universities, local NGOs and the civil sector. BIT Centar represents a coworking/incubator space dedicated to the

expansion of projects in the field of ICT within municipality (www.bitcentar.com). Use of ICT has recently led to the information platform “Lotos” aiming to greater inclusion of persons with disability (<http://ic-lotos.org.ba/>).

The My Place web portal is the result of a project implemented by Analitika – Center for Social Research since September 2010, with the overall goal of supporting local governance reform efforts in the country and offering support to practitioners and researchers that seek data on BiH municipalities. The My Place web portal⁹ offers free access to relevant data, information and documents on municipalities in Bosnia and Herzegovina (BiH). The content of the My Place web portal, officially launched in October 2011, includes statistical data, an overview of important municipal documents and general geographical, economic and social characteristics of local communities. The portal is available in local language and English.

Taking into account that Tuzla is an industrial city, pollution and other environmental problems remain a challenge.¹⁰ Many citizens find it important to influence development plans and ensure a better quality of life. The Center for Ecology and Energy in Tuzla has been implementing various initiatives in the area of environmental protection and food security. Furthermore, they are running a web portal (www.ekologija.ba) with extensive information on the aforementioned issues and activities with an aim to influence ecological awareness of citizens through education and capacity building as well as organized citizen actions.

Although various tools exist in terms of using ICTs in local governance, it is not clear how and to what extent these tools are used by citizens. City administration recently upgraded their web portal, which includes various tools for making public services more easily available to citizens. News and information is regularly updated and shared with citizens via web but also through traditional and new media. However, these tools have not been used for its full potential in terms of social accountability. Information on implemented outreach programs is not available and further research needs to be conducted. Another issue related to the use of ICTs is use of offline and online strategies in addressing social accountability.

Tuzla is also implementing a two-phase project *Tuzla Wireless City*, funded by the Norwegian government aiming to provide free Wi-Fi access throughout the City. The first phase established a free Wi-Fi network in the city center and the second phase is in preparation.

1.5. Access of Public Services

The City Administration has made various endeavors to modernize Tuzla and to provide good public services. These efforts have produced some results but the city administration is still lacking in resources and capital investments to implement larger development and infrastructure projects. Nevertheless, there is political will for progress as political leaders show aspiration for reforms and have opened their doors to citizens.

It is difficult to assess the quality of services that local institutions offer. A 2009 study by the World Bank on the public service satisfaction in BiH, through which services of local governments were assessed by their citizens, showed that service outcomes vary widely across

⁹ <http://www.mojemjesto.ba/>

¹⁰ For an informative research on environmental degradation and social issues in Tuzla see Broto, VC; (2013) Employment, environmental pollution and working class life in Tuzla, Bosnia and Herzegovina. *Journal of Political Ecology*, 20 (1) pp. 1-13

cities and municipalities. Tuzla scored higher than most other local governments that participated in the study.

When it comes to housing in Tuzla there are two pressing issues that need to be addressed: collective and alternative housing, and the influence of 2014 floods on housing in Tuzla. IDPs and other vulnerable categories such as civilian victims of war, torture victims etc., are numerous in Tuzla and when they are living in private housing that housing usually lacks the necessary legal permits. This was shown as quite a significant problem when the floods hit in 2014 and damaged or destroyed buildings, directly or indirectly by activating landslides and severely affecting these populations. Around 5,000 residences in all 40 local communities were affected by the floods with residences either being completely destroyed, damaged or rendered uninhabitable due to the activation of landslides in the areas they are on.

Even though, the budgetary allocations for housing for Roma have increased significantly, and some steps have been taken to improve housing for the Roma, they still remain the most vulnerable and disadvantaged minority (EC Progress Report Bosnia and Herzegovina, 2015). In December 2015 the Tuzla City Council adopted a decision on conditions, criteria and procedures for awarding and buying unoccupied apartments previously belonging to privatised companies that Tuzla City is now in charge of, as well as unoccupied apartments owned by Tuzla City (76 apartments in total). It was decided that the following employees of Tuzla City will be priorities in being awarded these premises: employees whose family members died during the war, employees who are wartime persons with disabilities, military and civilian, war veterans and other employees, in that order.

According to the Pedagogic Service of Tuzla Canton, there are 24 primary and 15 secondary schools, and two universities (one public and one private – the University of Tuzla and the American University in Bosnia and Herzegovina, respectively.) Relevant to low-income families and populations outside of the immediate city center rates tend to be lower, especially for secondary education, due to higher investments needed to ensure school attendance (i.e. transportation, loss of child participation in family daily tasks, etc.). The population outside of the urban area (Tuzla city's center districts) is in need of greater incentives for participation in the education system to attain greater levels of schooling and to prevent school abandonment as a development prerequisite, especially in rural areas. Further incentives are also importantly needed in the case of Roma minority children.

The health care institutions of the City of Tuzla consist of one general and regional hospital, one health center, 21 general clinics/surgeries and three occupational medicine clinics/surgeries. Unfortunately, infant mortality rates are 5.89 deaths per 1,000 childbirths, a very high level for an urban area when compared with the EU average, which is 3.7 infant deaths per 1,000 births. It is also slightly higher than the national average of 5.72.

The provision of water and sanitation facilities looks fairly adequate in urban areas of Tuzla, but it is lower in the other local communities of the municipality, mostly rural areas, with planned improvements to be implemented. With regards to access to drinking and wastewater networks, there are still large unmet needs and concerns, but Tuzla's current network manages to meet its water demand, and projections predict it will meet the demand even after the urban expansion, under the condition that the technical water losses in the network system are reduced from 50% to 30%.

The analysis of road infrastructure shows that the Municipality of Tuzla has around 600 km of linear infrastructure (roads) taking up roughly 12 km², whose backbone is made up of three trunk roads (Županja-Sarajevo; Šarajevo-Bijeljina, Doboj-Zvornik) and three regional roads (Tuzla-Solina-Brčko, Tuzla-Simin Han-Brčko, Tuzla-Dubrave). The City is in charge of local roads, while the rest are under the auspice of the Cantonal Ministry. Even though the network of local roads is fairly underdeveloped it is composed of 160.46 km of roads. The general conditions of the roads in the Municipality are poor and lag far behind European standards. In local communities other than the City itself, with the exception of the main roads, the other roads lack investments, and are therefore in poor conditions. Plans were made to construct a motorway to connect Tuzla to Corridor Vc, construct four additional primary distributor roads, and to expand the M-18 trunk road.

Telecommunication infrastructure is somehow more developed within central city districts when in comparison to out-of-city areas. This is more so the case for fast Internet connections (3G) where the coverage does not exceed 90%, which is the average coverage rate for state territory according to the Regulatory Agency for Communications of BiH. The local government strategic development projections state the intention of reinforcing and establishing access to the telecom network of these areas in the near future.

The existing surfaces for public green areas in the urban part of Tuzla take up only 0.9 % of its total area and are therefore insufficient. Overall, the citizens of Tuzla are quite unhappy with the state and availability of public green spaces.

Tuzla is considered to be Bosnia and Herzegovina's most polluted city. The Municipality of Tuzla, with its industrial past and present, outdated thermal power plant, traffic congestion, and lack of environmental and health protection measures over the years, is facing a very polluted environment today. The main water body in Tuzla is the River Jala. Given the high urbanization rate of Tuzla and the business developments in Tuzla, a large amount of industrial wastewater is discarded into the surface waters of Tuzla, primarily the River Jala.

The Municipality of Tuzla does not keep precise records of the amount of solid waste removed every day, although in approximate terms, the collection company thinks to evacuate about 120 tons of solid waste per day. The collection service seems to cover a considerable part of the city and service quality is adequate, as the collection procedures and vehicles are fairly new and up-to-date.

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

In total 66 persons (33 men and 33 women), took part in the focus group discussions. Eight FGDs were held with main four social categories (the elderly, unemployed, youth, and ethnic minorities) separated by gender (female/male). These categories have been identified in the earlier stages of research as the most vulnerable groups in the City of Tuzla.

As stipulated earlier, the project team ensured wide dissemination of the call for participation to citizens of Tuzla using various communication channels. This approach ensured a representative sample of focus groups participants not only in terms of their social status, but also age, gender, occupation and local neighborhood where they live in Tuzla. Another element in terms of designing the focus group sample was an attempt to map overlapping or multiple sources of vulnerability. Thus, aside from the gender basis for organizing focus groups (i.e. each group had participants from the same gender), the lead researcher mapped overlapping vulnerability in terms of disability and refugee/displaced person status.

Based on the templates and instructions received by the lead project coordinator, the lead researcher developed a detailed focus group script and list of questions. Certain questions were reformulated accordingly to suit the participants of each focus group. Each focus group started with a discussion of the terms “social accountability” and “citizen engagement” after the introductions and general information about the project and research was provided. This approach was in part designed based on the fact that the term “social accountability” is new in BiH public discourse and can mean different things depending on the subject of discussion.

Several focus groups were organized in the City of Tuzla administrative building located in the city center, while focus groups with the elderly took place in the Pensioners’ Home, a public housing and social work institution and facility that houses elderly residents and organizes social events for them. Focus groups with Roma were organized on the premises of a local Roma NGO and in the local neighborhood Kiseljak, which has large Roma population.

2.1. Social Inclusion vis-à-vis Service Provision

The field research indicates that while the marginalization of the youth and elderly citizens is a consequence of economic changes in the society, discrimination based on gender, disability, and race seems to have deep cultural roots and is caused by various forms of structural, political, and economic repressions. Furthermore, research shows that several groups are more vulnerable than others, as they face multiple forms of discrimination, such as Roma women and young people with disabilities. The main causes of marginalization are the low post-conflict economic development, rising unemployment, and poverty in the country. Many focus group participants blame politicians for the economic stagnation, as public institutions have been entangled in organized crime, fraudulent privatization, and corruption.

Vulnerable populations in Tuzla have problems accessing basic services as the cost of transportation and administrative fees are quite high for them. Most participants in focus groups expressed dissatisfaction with high public transportation costs, which have increased in the recent period. Only a few public companies provide cheaper services to certain social categories. Several elderly participants in focus groups stated that after they pay their utility costs and medicine, they do not enough money left to buy food to eat. The public administration and public

utility companies need to reform their price policies and adjust them to the living standards of different categories. The elderly, pupils and students, and people on the social welfare system should have more affordable access to basic public services.

Furthermore, people with disabilities face physical barriers in accessing streets and public buildings across the city. Streets usually don't have any pads or ramps. The Institute for Children with Development Disabilities is not accessible for people in wheelchairs. Even when certain access points for people with disabilities are constructed, the solutions that are adopted are not in line with the existing needs (for example, some sidewalks in the city). Elevators are missing in most public institutions. Elevators in the city hospital exist but patients cannot use them. Public buses, even when they have access doors for people in wheelchairs, don't use the middle door for letting passengers enter.

In general, the social life of young people is "poor" because of increasing poverty among youth but also because they are marginalized in the social city structure. In most instances, when included in decision-making processes, youth participate formally and access is granted to those with family connections. There is only one cinema in the city and one theatre. Young people divide their time between school, sports betting shops, social media, and coffee bars where they can drink coffee for 1 BAM. Opportunities for employment are small and open only to those who have a connection (*štela*) through family or friends. The City of Tuzla provides a few scholarships to students, but only to children of demobilized soldiers and to the gifted and talented.

In recent years, begging on the streets and using young children, the elderly, or persons with disabilities has been an increasing trend, especially among Roma. Begging is oftentimes organized and these groups are exploited by men who organize the work. Abuse of Roma children and women or people with disabilities by other Roma men is a common occurrence. Beggars are obliged to collect a certain amount in a day, otherwise they get physically and mentally abused. Similarly, abuse of humanitarian actions has also been noted and there is even a case that was investigated by the cantonal Office of the Prosecutor. Certain organizations (such as "Osmijeh života") have been hiring young people to work as volunteers but have been collecting money (especially during the summer when the number of people in the city increases) from citizens and then using these funds for their own profit.

Social inclusion in schools has been introduced formally. Teachers haven't undergone any training however and the level of social inclusion depends on the goodwill of teachers and other students to understand the special needs of their fellow pupils.

The evident sites of intervention should be youth education, employment and entrepreneurship. Many participants in focus groups told their life stories of struggling for years to find a job or to start a business. Many of them managed to start a business but were then faced with extensive bureaucracy and financial/tax burdens. Businesses are faced with similar fees whether they are a large national company or a small local business. Small and medium businesses cannot afford to hire staff legally or to cover all necessary taxes and fees. Public regulations and fees are forcing citizens into informality. Many young people, even when they work, are not registered and don't have any form of social protection. In this instance, youth cooperatives could be established to gather young women and men and to provide education, re-professionalization, vocational courses, and employment services directly to them. Young entrepreneurs could run their businesses through such cooperatives. The Roma Association 'Bolja buducnost' established their

own Roma Cooperative and are now seeking land where they can build their cooperative and work on agricultural projects. The city owns some agricultural land and could give it to these vulnerable populations. There have been some promises made to the Association that they will get such land from the city.

In terms of solutions, several initiatives have been proposed and discussed in focus groups. Associations that work with people with disabilities should be involved in designing solutions with city planners. The civic sector should instigate processes of thematic public discussions on issues important to vulnerable populations, i.e. how to ensure better provision of public services to different social groups. The local authorities currently provide limited support to vulnerable population and youth. Innovative ways of including youth in city planning and development should be created. There is strong interest among the youth to actively work on the improvement of their communities. The political youth citizen organization “Citizen Force” currently gathers around 200 supporters and has approximately 77 active members, who are almost all under the age of 30, who gather each week and initiate and implement a “work action” (*radna akcija*) during which they clean up a park, renovate a building and do something of value at the local level.¹¹ They registered for the forthcoming elections and plan to be an active element of the city’s political life. Another youth organization “Big Children” initiated protests a few years ago and regroups many young men without jobs. They want to create a youth center and offer various activities for personal and professional development for children and youth but have not received any support so far. These initiatives are grassroots and express the existing need to develop public projects, which will engage and employ young people. With some support from the city administration, these groups could initiate community development projects.

A similar approach should be developed in supporting elderly or other vulnerable groups, such as Roma or people with disabilities. There are active associations that gather these groups and work with them. The Centre for Healthy Aging has been established in Tuzla (about 20 groups with 30-40 persons), as well as a Pensioner’s House. With some support, the joint development of initiatives, and funding from external donors, facilities and services to elderly can significantly improve. For example, the Pensioners’ House is not easily accessible to elderly from remote areas; bus lines could be arranged to facilitate transport for them. An overpass to safely cross the two-lane highway next to the house is also needed.

Tuzla has the largest Roma population in the country. Approximately 15,000 Roma live in Tuzla Canton, 5,000 of which live in the city. The association “Bolja buducnost” works with Roma in all city neighborhoods where Roma live. Although they have invited the city administration as partners in many projects, their collaboration ended with few meetings. This organization works on addressing the educational, health, and social needs of Roma, and oftentimes provides services that should be organized by the city, such as sewage infrastructure, housing, and roads. They pay for construction costs but also cover all administrative fees for construction. All Roma settlements are informal and require serious urban management considerations.

The organization proudly stated that not a single Roma is held in prison or convicted of any crime or use of drugs in Tuzla. Moreover, Roma are victims of organized crimes, especially women and children (human trafficking, arranged marriages, domestic violence, prostitution,

¹¹ The youth political citizen organization “Citizen Force” was established through Facebook. The founder of the party, Dejan Pavic, sent an open message announcing that he was establishing a political party and that the initial meeting was to be held in a hotel the same evening. 40 people showed up.

forced beggary). However, the society itself perceives Roma as criminals and not as victims. Few Roma children are educated and only three Roma students are studying at the University of Tuzla. Aside from educational needs, the Roma population (especially women) have many health problems. Preventive care and education needs to be organized and provided to Roma women (family planning, nutrition, vaccinations, etc.).

According to the articles 48 and 39 of the Law on Professionalization and Employment of People with Disabilities, the City of Tuzla is obliged to adopt measures and harmonize all its policies in accordance with this Law. The City of Tuzla participated in planning of such activities but did not financially support their implementation. The Association “Lotos” organized such professionalization and employment activities for people with disabilities by seeking funding from foreign donors. They established the Intrag Publishing Company, which employs people with different forms of disabilities and organizes study visits, newspaper publishings, and workshops. This social enterprise project should be supported by the city, not only through donations, but by doing business with the company.

As suggested by the many, the civil society needs better funding and, in that instance, to build partnerships with other organizations operating on the national or international level. The City of Tuzla should also be a partnering institution in such projects.

2.2. Existing Social Accountability and Participation Levels

In the initial part of every focus group discussion, the lead researcher asked participants to come up with their own definitions of the terms “social accountability” and “citizen engagement”. Taking into account that the term “social accountability” is new in the public discourse in Bosnia and Herzegovina. Namely, as the research shows, social accountability in Tuzla has been described and understood in two main ways:

- a) Citizen accountability – duties of individuals as citizens to actively take part in direct and indirect forms of democracy in their community and responsibilities towards their fellow citizens and government;
- b) Political accountability – responsibility of elected political officials and civil servants to perform their duties in accordance with the public interest and refrain from abuse of the office.

In most focus groups, participants would connect these two forms of accountability and state that political accountability is based on the level of citizen accountability. Furthermore, citizen accountability could be seen as a demand for political accountability. Without having engaged citizenry, one cannot expect increases in political accountability over time. In such circumstances, openness, transparency and quality of public services in the end are dependent solely on the will of the political leadership. This is precisely the main problem in Tuzla, as described by many focus groups participants.

Although one would think that after large-scale social protests and citizen plenums, which took place in 2014 and gathered a large number of Tuzla’s citizens, the rule of law, and economic reforms, the overall level of citizen engagement in Tuzla is not very high. It is higher than in many other cities in the country but it has not yet developed its capacities to act as an equal partner to public authorities.

Constant brain drain takes young people from this sector and the City to larger urban areas in the region and Europe. Several participants noted that many schools are now empty which once has hundreds of school children. Brain drain needs to be addressed, though it is primarily economically motivated and would require economic changes to change the phenomenon. Nevertheless, without offering job opportunities, the City will continue to face constant emigration of the most educated and skilled youth and hence social degradation in the long run.

Another cause of the low level of social engagement among citizens, particularly youth, is that such engagement is solely voluntary, informal, and is not supported by the educational system. There is one course called Democracy and Human Rights, which is taught in secondary schools, however, the curriculum is quite general and pupils do not learn anything about the Constitution, their rights, or local self-governance.

Focus group discussions showed that citizens in Tuzla strongly correlate social accountability with the effective provision of public services. They find that any citizen engagement instrument or any such initiative should aim to provide better services and should include a component, which transforms citizens' recommendations and needs into public policies. In this way, the engagement of citizens in developing, monitoring and evaluating public services has been proposed across sectors. In the following paragraphs the most prevalent public service problems have been summarized and proposed citizen engagement solutions described:

- Utilities and infrastructure are better developed in the urban neighborhoods than in rural ones. Thus, future development plans should focus on rural areas, as many of them have large populations, including vulnerable groups (particularly Roma), and have rural and thermal waters tourist potential, which should be utilized (the best example is MZ Kiseljak). A few participants emphasized the fact that the closest nature excursion place is Ilicica, but there is no public transportation to this place. Such places could be developed inside the city and public transportation organized.
- Tuzla faced serious water shortage problems in the past but in 2006 a water company was built and helped the City address many of the water supply issues. However, during focus group discussions and IDIs, many raised that current issues with the water supply and management system should be addressed by the city administration as a matter of priority. In a first instance, users living in collective units have not been able to install water meters in their apartments and have been charged significantly higher water fees than users living in individual housing units. This policy has had a particularly negative affect on the elderly, as utilities cost the same for them as for any other social group but the pensions they receive cannot cover their living costs.
- Fixed rate fees are an issue related to garbage disposal as well. The garbage disposal company Komunalac issues garbage disposal fees and fees for communal services. After inquiries, citizens found that that each year they are paying for the purchase of new containers. It was unclear whether these garbage containers have been purchased new every year and whether such a thing is even necessary. Communal waste (industry, large, sand, etc.) has been collected twice a year in April and October but citizens are charged for this service every month of the year. In August 2013, a citizen reported that the garbage disposal costs went up by 150%. On the other hand, the quality of their services is questionable. Certain parts of the city are quite clean while others are neglected (Šišički Brod).

- Heating fees have also been rising related to the operation of Centralno grijanje public company. Heating is also off from 23:00 until 03:00 (during the night) but citizen pay prices as if the heat was on 24 hours a day. Empty or temporarily vacant apartments cannot be excluded from the system and they have to pay for the heating although it is not in use.
- The monopolization of provision of utilities by public companies in Tuzla needs to be addressed and solved in a similar way as electricity on the national/entity level. In particular, the supply of water needs to be separated out from the water system management and different companies need to be established.
- Employment in public companies needs to be re-systematized, evaluated, and corrupt practices stopped. Political parties use public companies as their employment tool and it enables political corruption and economic crimes.
- Public administration and public utility companies have a tendency to issue additional fees in utility bills. For example, when the city administration building was damaged during protests, the water supply company issued 10% higher costs for water and stated that the funds should go into city building reconstruction.
- Many have described public transportation in Tuzla (GSP) as disorganized, late, and expensive. Prices for fares within the city are more expensive than fares to neighboring towns (because private buses can operate on these lines). Elderly residents and students pay lower fees for monthly passes but prices for these have also increased. The Association of Consumers of Tuzla Canton conducted research on public transportation in Tuzla and found that bus schedules are three years old and that buses run late because the number of buses are reduced but citizens are not informed (for one bus they found that instead of 56 planned bus rounds, it made only 40). Bus stations have been demolished and there are no boards with bus schedules. Buses to rural parts of the city are late, outdated, and often do not operate in difficult weather because of bad roads.
- The public health system in Tuzla is complicated and does not work in the interest of citizens. If a person is sick, he/she needs to go to a local ambulance and seek further medical order (*uputnica*) to see a specialist. Many elderly people who have to see their specialists often have to go to these local ambulances although they know and have seen their specialist for years. These ambulances have been developed into administrators whose primary purpose is to take time from people before they can receive medical services.
- The public lake company Panonica has provided great services and has been used by many citizens. However, in recent years, the lakes have been overcrowded and there is no regulation as to the number of people who can enter daily. This issue needs to be regulated as it has safety and health ramifications. Furthermore, some citizens expressed concern with how the money from Panonica is being spent, as they assume the earnings of this company must be high but there are no official reports about how this money is used.
- Public companies have been the main polluters in Tuzla; emission limits are not respected and nobody is held accountable.

- The management of collective housing units has been problematic. This service has been privatized and citizens can choose from four companies to work in their building. Now, it is evident that most companies do not have the necessary equipment and expertise; many buildings are being neglected and damage will become greater over the years; apartment owners have to pay themselves for any reconstruction costs although they regularly pay building maintenance fees.
- A shelter for abandoned animals needs to be built as the number of stray dogs is increasing. The current shelter is very remote and is not accessible in winter. Citizens themselves are at fault, because they don't take care of their animals. Vaccination and an animal chip costs approximately 20 BAM, so it is inexpensive but many people are unaware of their obligations in this instance. Awareness raising campaigns and policies should be developed.

Another issue that was raised as problematic was the approach of the city administration to adopt regulations at the local level, which is not in accordance with higher-level laws. Sometimes, administrative acts, such as “conditions” or some decisions are in force although higher-level laws are not in line with their stipulations. For example, technical conditions for installing water meters are not technically or legally implementable. If somebody wants to install a water meter in their apartment, in case other residents in that apartment building do not want it, then he/she needs to collect permission and signatures from all other apartments owners in that building. Oftentimes, this is impossible, as property rights are not solved for apartments and owners do not live there.

Focus group participants also expressed concern about how old buildings in the city are being knocked down. They would like to see the preservation of cultural heritage within the city and feel that these old buildings should be reconstructed, not destroyed.

2.3. Opportunities and Constraints for Social Accountability and Engagement

The main obstacle to social accountability in Tuzla, many described, was corruption, which manifests itself also as a form of protection of people in public institutions. Thus, even when citizens complain about certain misuses of public office, other public institutions do not react, as they are protecting each other. Appointments in supervisory and executive boards of public institutions are not transparent and are not merit based.

The City of Tuzla has created several ongoing consultation mechanisms with various groups, particularly experts and businesses. The Collegium of the Mayor gathers all heads of city administration departments, administrative units and other guests depending on the agenda (oftentimes executives from public companies are present as well) and serves as a communication and consultation tool between different public administration units. The Mayor's advisory councils gather prominent experts in various fields such as academics and professionals, while another council gathers private sector representatives. However, participants expressed concern over the transparency of selection procedures for their members. Thus, in the future, it is suggested that membership of these councils should be evaluated and a public call for re-election published.

The City usually holds public discussions when the annual budget is adopted. In addition, urban regulatory plans, when adopted, are usually discussed with citizens through public discussions in local neighborhoods. Recently, public consultations on a *Decision on keeping and taking care of domestic animals* have been organized. Although the city administration offers possibilities for citizen engagement in various ways, wider citizen engagement in these activities should be ensured. Information should be presented in a user-friendly manner and through accessible tools.

Citizen engagement exists in most local neighborhoods (*mjesne zajednice*) in the City of Tuzla but most of their activities are organized by the major political group that won the elections. Namely, according to the existing regulation, local neighborhoods in Tuzla are formed by political representatives appointed by elected political party members.¹² It was evident from the research conducted that such an approach alienates many citizens, as activities and functions of local neighborhoods are perceived as highly political. Thus, these rules should be changed in order to ensure a true public nature of local neighborhoods and instigate wider public engagement in their operations. Finally, facilities of certain local neighborhoods are not adequate and should be developed in accordance with the needs of the community. For example, the local neighborhood Senjak has approximately 1,400 elderly people but their facilities are too small for them to use for their activities.

Current rules for lawsuits in the area of communal affairs makes it possible for public companies to sue citizens and to publish their bringing a suit in the daily newspapers; this is considered a sufficient way for the respondent to be informed that he/she is being sued and that there will be a court hearing. Many focus group participants stated that the City of Tuzla needs to stop using the Municipal Court in Tuzla as its own legal service.

The administrative complaint system in public administration and public companies is not functional. It requires expert knowledge, resources in terms of time and funding, and institutions tend not to reply. When they do reply to the issue, in most cases they do not do so in the favor of the citizen or consumer.

Many focus group participants find that information about public authorities and services is scattered on the internet and that it is quite difficult to find the exact information one is looking for. In most cases, citizens in Tuzla rely on web forums to find information about how to address a problem they have or which institutions are in charge.

Finally, it was noted in several groups that citizens are concerned with the low level of corporate responsibility of the private sector in Tuzla. For example, the electric power company “Termoelektrana” is the main polluter of air and water in Tuzla but allocates a meagre 0.40 BAM per citizen as reimbursement.

2.4. In-Depth Interviews

In-depth interviews (IDIs) were held with diverse stakeholders in order to map varying opinions and perspectives on local self-governance issues in Tuzla, assess the level of social accountability in the city, and identify obstacles and opportunities for intervention. IDIs were

¹² The City Council elects members of local neighborhoods according to the election results for that particular neighborhood (each party gets number of seats based on their election results). A positive example of a policy is the rule that president and members of a local neighborhood have to submit their monthly report on their activities to be paid.

held one-on-one and all interviewees signed consent forms. IDIs were organized with the following participants:

IDIs with CSOs representatives

Gordana Bulic, Association of Consumers of Tuzla Canton

Suad Murselovic, Youth Resource Center/Political party “Citizen Force”

Dejan Pavic, businessmen and founder of the Political party “Citizen Force”

Nisveta Topalovic and *Ljubinka Hadzifejzovic*, Womens Association “Nasa kuca”

Almir Arnaut, Youth Association “Velika djeca”

Larisa Kovacevic, Roma Association “Bolja buducnost”

Teufika Ibrahimefendic and *Fahira Hodžić*, Womens Association “Viva zene”

IDIs with City administration representatives

Zijad Lugavic, Inspection Department and E-Government, City of Tuzla

Milan Colic, Head of Department for Local Neighborhoods and Communal Affairs

IDIs with academia

Edin Delic, Initiative Tuzla founder and professor at the University of Tuzla

Enes Osmancevic, journalist and professor at the University of Tuzla

During the IDIs, certain issues were raised by many interviewees and have been identified as priorities for local government consideration and intervention. Interviewed professionals and socially engaged individuals propose similar approaches as citizens in the focus groups when designing civic projects, such as: including a wide range of stakeholders, ensuring diversified funding, incorporating sustainability and monitoring and evaluation mechanisms, promoting strong public outreach, and measuring impact. In the following paragraphs, the most outstanding parts of discussions from the IDIs are presented as necessary solutions for city development through citizen engagement and social accountability.

Removing impediments to local economic development – key priority for all levels of government

Global de-industrialization, post-socialist economic transition and the conflict in the 1990s have made a significant impact on the socio-economic landscape of Tuzla. These challenges have been described as the key causes for increased poverty, unemployment, and marginalization. The current political system in Bosnia and Herzegovina offers limited possibilities for local authorities to foster economic development in their territories. These obstacles are of an administrative and financial nature, posed by higher levels of power, foremost by the government of the Canton of Tuzla and the entity Federation of BiH.

The City of Tuzla calls for more fair fiscal rules between cantons in the Federation of BiH. The local governments currently get only a small fraction of the taxes they collect.¹³

Investments in the economy should be initiated by all responsible authorities but should also entail the creation of a favorable policy environment and the enforcement of contracts in order to attract and maintain foreign investment. Investments should be made in projects that are sustainable, socially accountable, environmentally friendly and have included the local population in the decision-making processes. Furthermore, the city administration could initiate

¹³ These issues were discussed at the National Dialogue Conference organized by the World Bank in Sarajevo on June 14th 2016, and also raised by the representative of the City of Tuzla.

business development plans and projects for rural communities in collaboration with diverse stakeholders, particularly international donors and agencies.

Land registration reforms need to be completed by the entity government of the Federation of BiH, as former projects have not been completed and citizens, as well as local authorities, do not have a functional land property registration system at their disposal yet. Taking into account that clear and transparent rules around property laws (such as equal access to these rights) are a crucial step towards economic development, the finalization of the aforementioned reform should be a priority on the political agenda of the entity government. In addition, the City of Tuzla needs better access to land registration documentation, which is often not easily accessible from the Canton and not in a user-friendly format. Conflict around legal-property rights of unutilized land and facilities can be resolved as a result of such policies and instigate investments.

Reform of the citizen registry should be completed. The verification of documents should not be completed by citizens, but rather an alternative model should be used, as adopted in the region.

A revision of privatization needs to be completed by the entity and cantonal authorities in order to fine for fraudulent activities, save companies and some funds (if possible), and establish new rules and monitoring mechanisms.

Social welfare reforms also need to be initiated and social welfare distributed based on need and not on social categorization. Since social welfare is regulated at the entity and cantonal level, such reforms should be started there. However, in its current city policies, while providing aid and scholarships, the City should also adopt criteria that favors those in need.

Public institutions and officials have been prone to use a negative (exclusive) approach to deal with conflicts of responsibilities between institutions. Namely, in cases when different governments (for example, city, cantonal, and entity) share authorities in managing public services (such as roads), and a problem arises or citizens complain, all institutions state that the issue at stake is not under their jurisdiction or authority. Such an approach needs to be reformed and addressed. Particularly, CSOs could use strategic litigation to challenge such decision-making and force public institutions and their officials to take responsibility for problems that arise within their authority.

Employment procedures in the city administration and public companies need to be revised and further developed. Merit-based employment and career advancement have to strictly abide rules. Public evaluation (internal and external) of the performance of public servants, particularly heads of departments and units, should be introduced into operations of public administration. The city administration and public companies should ensure the inclusion of women, youth, and all ethnicities in its work force and also refrain from any discrimination based on political engagement or physical disability. Particularly, many research participants found that women should take a more proactive role in city management and be appointed to leadership positions.

Finally, local level statistics are missing, although various institutions produce extensive amount of data. Much of it is not recorded in a user-friendly manner (i.e. in print) and it is not collected, verified, and summarized for use by other departments and institutions. Policies pertaining to the collection and use of public data should be developed and implemented.

All aforementioned reforms need to be adopted jointly at all levels of governments and require higher-level leadership.

ICT for better service provision

The City of Tuzla plans to adopt an e-governance system, which includes tools for citizens not only to download various administrative forms but also to initiate and complete various administrative procedures in obtaining or submitting documents. The city administration has already invested resources in this e-governance system and needs 100,000 EUR for its completion. They envisage that such a system would provide better information and services to citizens and the private sector. Furthermore, it will help the administration to join and harmonize their datasets and use that data for policy analysis and planning. As such, regulation on e-signatures, e-documents and overall legislation on the development of information systems still needs to be adopted at the local level.

Strengthen analytical and policy planning functions of the city administration

Although the city administration had a department for strategic policy and economic planning, during the restructuring of the late 1990s the department was closed. Such a department should be re-established and experts should be hired to perform research and analysis for various departments and public companies. Various reforms should be directly managed by this department, which should also ensure wide citizen and expert engagement in the development and implementation of policies at the city level. This department should be particularly equipped with personnel with skills in writing project and business proposals, in order to procure external funding for reforms.

Citizen engagement tools: combine offline and online strategies

The City of Tuzla developed a new website with several e-governance features. However, the site has not been developed with different users in mind and restructuring is suggested for better orientation towards different users of the site (citizens and CSOs, media, local companies, and foreigners). In particular, information for citizens and CSOs should be presented in the same place. Accuracy and ongoing updates of the posted information should be included in the regular operations of the city administration across all departments. Interactive tools should be developed and social media pages should be linked with the website. Citizens also proposed for the city website to include information on all decisions and materials adopted by the city council and information on how each councilor voted on each issue.

Offline and online citizen engagement tools should be joined in mobilizing the participation of citizens in their communities. Public servants and councilors have to be more visible and active in the community and directly work with citizens.

Public outreach of activities of the city administration

Much of the work of the city administration remains invisible to citizens, as information is not disseminated widely and regularly. Although the city administration uses various communication channels, it should foster direct communication as an important and regular part of its activities of all departments. A positive example was the housing reconstruction project that took place after the floods. The city administration provided assistance to affected families through local neighborhoods (*mjesne zajednice*), whose representatives worked to fill out the necessary administrative forms by going from door to door.

Collaboration with the civil sector

As demonstrated in the Analytical Report, the City of Tuzla has developed diverse citizen engagement instruments. Two recently have been introduced and developed in collaboration with civil society organizations. “Ethical Line,” through which citizens can report corruption safely to the city administration, has been put into service through collaboration with the NGO “Luna,” which has established similar lines in several other public institutions. “Centre 72,” through which citizens can report a problem or need using ICTs, has been developed in collaboration with the Center for the Protection of the Public Interest (CPI), which also works with several other municipalities on the same tool. Taking into account that these are recent initiatives, it will take some time to evaluate their use. However, these partnerships present a model of CSO collaboration with the city administration. In order to foster such partnerships, the City of Tuzla could develop an ongoing call for such projects (with adopted procedures and formats for applications) and seek external funding with CSOs.

Furthermore, the city administration and public companies and institutions can use associations that work with vulnerable groups to develop joint initiatives aimed at social inclusion and better delivery of services to these populations. Organizations involved in this phase of the research have expressed a strong interest to collaborate with public institutions, especially the city administration. These organizations include: the Association of Consumers of Tuzla Canton, the Association of Roma “Bolja Buducnost”, the Association for Persons with Disabilities “Lotos”, and the Association “Velika djeca”.

However, transparency in dealing with CSOs was also emphasized during interviews, as many expressed concern over the fact that many CSOs operating in the City are political in their operations or have been established by the opposing political parties. Thus, the city administration needs to ensure that transparent and open procedures are in place when allocating support to CSOs. Furthermore, many find that prior merit and evaluation of prior work of organizations should be included in the criteria for evaluation of project proposals, and that organizations that did not deliver results and impact on previous projects should be prohibited from applying. Local authorities should also evaluate the work of CSOs through field visits and participate in project evaluations.

Finally, several respondents from various sectors found that contact with the city administration can be very slow and difficult. Some people stated that they waited for months to have a meeting with the mayor or get a response on their issue. It would be useful to create a comprehensive list of all CSOs active in Tuzla, and develop a weekly newsletter where all relevant information of importance to the civic sector could be shared. Thematic meetings and occasional issue-specific public consultations could be held regularly.

Local neighborhoods (mjesne zajednice) should be reformed

Rules around the establishment of local neighborhoods in Tuzla need to be changed as interviewees, similar to focus groups participants, expressed concern with the current framework. Political influence on the composition of the local neighborhoods should be minimized in order to ensure wider citizen participation in community organizing at the lowest possible level.

Another proposal suggests fostering the economic potential of different local neighborhoods through giving them back their legal status. This status was taken away from local neighborhoods, but several interviewees stated that the development potential of local neighborhoods should not be neglected. As a legal body, they could attract investments and apply for EU funds. There are examples from other places where local neighborhoods have taken

an active role in local economic development. The local neighborhood Drijenca (part of Celinac) has a legal status and applied for 2.5 million BAM worth of funding and got EU support to reconstruct roads and street lighting. Furthermore, different local neighborhoods are facing different issues: Sisicki Brod is having infrastructure problems, while Bukinje is highly polluted. Tuzla has diverse local neighborhoods, some of which are quite urban while others are quite rural and these have different needs and priorities.

The working hours of local neighborhoods, which have citizen registrars, are quite short and oftentimes not respected by their staff.

Independence of the media needs to be seriously addressed

Many interviewees expressed concern about the extensive influence of political parties on the operations of the media. They prohibit wide and open access to the media in Tuzla Canton and political opponents cannot easily provide information to citizens. Youth in particular rely on the Internet and web portals for news, as well as public opinion forums.

Revitalize parks and public squares

The City has invested in the reconstruction of parks and public squares, but respondents found these places empty or not mobilized for community purposes.

Local elections

Many focus groups participants and interviewees expressed concern about forthcoming elections and potential fraudulent schemes. Many respondents stated their own personal experiences with fraud during past national and local elections, and they have lost their belief in the democratic system. Many stated that a vote costs 20, 50 or 100 BAM depending on who you are (i.e. which social group you belong) and many people go to the booths just to vote and take this money (they have to record how they voted with their mobile phones in the booth and after they vote they show the image to receive the money). Political parties are directly paying bribes to citizens through their representatives during elections. Functions and positions are being promised, as well as jobs in public institutions and companies.

3. Scenario Development Workshop Outcomes and Recommendations

The Participatory Scenario Development Workshop for the city of Tuzla was conceptualized and organized as a joint event between the Association for Research and Innovation (ADT) and the City of Tuzla. The role of the World Bank, Co-Plan, and other partners were described in the Call for Participation and during the event. The event was held on July 18, 2016 in Tuzla. More than 50 participants joined the workshop representing local government institutions, civil society, and the media.

Mr. Jasmin Imamovic, Mayor of Tuzla, gave the opening speech and highlighted the city's readiness to commit to reforms and city development, and the need to strengthen social accountability on all levels of power in the country. Next, Ms. Elma Demir presented the analysis and research findings from the City Analytical Report entitled "Public Services, Citizen Engagement, Social Accountability and Social Inclusion in the City of Tuzla." This presentation covered findings from the Tuzla city desk assessment phase, results from focus group discussions and in-depth interviews, and best practices in addressing social accountability issues and their connection to overall public service. The remaining structure of the workshop was elaborated and agreed upon with participants. At this point, the plenary discussion started and participants engaged in asking questions and commenting on different aspects of social accountability challenges in the city.

During the initial sessions, the workshop moderator recorded all concerns, challenges and issues raised by participants. During the break, participants divided themselves into groups and discussed in an open and informal manner. After returning from the break, they rejoined the plenary session and proposed policy options and issues that need to be addressed by the city administration and civil society. Various partnership options were proposed, as well as wider use of monitoring and evaluation tools in the planning and implementation of development projects and provision of public services more generally.

It was evident from the discussions that the level of trust is very low between stakeholders at the local level; many parties are divided in their stances. This fact might have been caused by the proximity of forthcoming local elections in October. Nevertheless, the overall impression from the workshop indicates a need for trust building, networking and partnership development programs.

The following overview consists of issues raised pertaining to the local level of governance and identified solutions. Many of these were discussed back and forth and the workshop moderator organized these into inter-related categories. Related problems have been grouped and followed up with a solution.

Three main issues have been identified as major obstacles to social accountability in the City of Tuzla. Similarly to the focus group discussions and in-depth interviews, the workshop indicated citizens' understanding that social accountability is built upon citizen's accountability and political accountability and that these two are inter-related. One must work on both aspects of social accountability in order to make a good governance mechanism work.

All three proposals contain the use of ICT tools, especially social media, in engaging citizens in project planning and implementation. Furthermore, instead of building new ICT tools, all proposals entail the use of existing websites and social media platforms. As such, proposals are low in cost and foresee bringing together experts and engaged citizens with local authorities to develop adequate policies and services with wide public outreach and impact.

The workshop moderator and participants agreed that the moderator would prepare a report with identified challenges to social accountability in Tuzla and proposed solutions in September, after the summer vacation period, and disseminate it to all participants and all local authorities and public companies for comments and feedback.

3.1. Theme 1: Monitoring and Evaluation Mechanisms are not fully functional

3.3.1. Existing problems and corresponding potential solutions

a. Exact data on the quality of public services and impact of implemented projects is missing

Solution: Conduct regular and expert analysis and evaluations of services and projects

b. Low institutional responsiveness rates to citizens' requests and complaints

Solution: Ensure political and public accountability for operations of public institutions and companies

c. Administrative complexity and a lack of public information on M&E mechanisms and complaint procedures make it difficult of citizens to impact provision of services and policies

Solution: Analyze existing regulations and mechanisms; develop recommendations for improvement and publish guidebooks

d. Uncontrolled/unsustainable employment in public administration and especially public companies

Solution: Monitor existing employment practices and publish data, engage citizens and city administration and council

e. National, entity and cantonal laws have great impact on the local level but this impact is rarely monitored

Solution: Analyze applications of laws on the local level and provide feedback to higher levels of government

f. Non-responsive complaint mechanisms decrease trust in public governance

Solution: Build citizens' trust in governance through responsive and transparent institutions and policies

3.1.2 Vision (Desired Situation)

Monitoring and Evaluation becomes an integral part of the policy and decision-making cycle in the City of Tuzla

The City relies on citizens' feedback as well as on expert monitoring and evaluation mechanisms in a regular overview of its services and projects and takes this input into account in its ongoing operations.

Specific Proposal: Establish an inter-sectorial monitoring and evaluation expert working group for analysis and evaluation of the existing complaint system and administrative law in the City of Tuzla

WHAT

This proposal entails the establishment of a working group by the City of Tuzla consisting of M&E experts from local government, civil society and the media. The working group should instigate processes of strengthening monitoring and evaluation mechanisms in the city, which should then lead to greater social accountability. Monitoring and evaluation mechanisms, in this instance, are governance tools envisaged to ensure more efficient and accountable implementation of projects and provision of public services, and to ensure citizen feedback. Primary mechanisms include: M&E committees, complaint procedures, and other administrative regulations that affect citizens' input in services and policies. Besides investigating the existing M&E system on the local level and producing policy recommendations for their strengthening, the working group should be a permanent body with a duty to regularly conduct independent monitoring and evaluation reports on public institutions and companies, and to propose appropriate actions to the Mayor and the City Council.

WHY

Current monitoring and evaluation mechanisms, although regulated, are not fully operational in practice. The work of public institutions and companies (provision of public services as well as the implementation of development projects) is not regularly monitored by citizens. In addition, complaint and citizen feedback mechanisms are not fully operational. Without these mechanisms in place, social accountability cannot be strengthened. These mechanisms enable citizens to directly address issues that concern them and that affect them personally.

HOW

1. Prepare a city decree on the establishment of a working group
2. Invite civil society and experts to participate
3. Develop working group Plan of Action
4. Develop an expert report on M&E and existing complaint mechanisms in Tuzla and policy proposals for strengthening each mechanism in different sectors
5. Develop guidebooks for monitoring and evaluation mechanisms for different sectors and mechanisms
6. Print guidebook posters and post them in all public institutions and facilities, as well as on websites of the City of Tuzla and public institutions

7. Meet monthly to review complaints received and prepare responses, initiatives and actions
8. Engage local neighborhoods (*mjesne zajednice*), and use traditional and social media for outreach and citizen engagement in all activities
9. Establish contacts and engage relevant institutions and companies
10. Develop and publish special M&E reports on the work of different public institutions and companies
11. Organize special City Council sessions on prepared reports and ensure wide stakeholder engagement.

WHO	The City of Tuzla, NGOs, M&E experts, media
WHEN	1-2 years
INDICATORS	Working groups established; number of held meetings; number of guidebooks published; number of published special reports; number of website users/guidebook downloaders; increased number of complaints received after project implementation.
HOW MUCH	In order to ensure active professional and active engagement of the working group members some compensation should be planned. The City could provide premises for meetings, while outside funding would be needed for design and dissemination of guidebooks and posters.

3.2. Theme 2: Social Exclusion makes services and decision-making inaccessible for many marginalized citizens

3.2.1 Existing problems and corresponding potential solutions

a. Poverty makes services and policy decision-making inaccessible for many marginalized groups

Solution: Identify obstacles to rights and service access points for marginalized groups

b. Communication between the city administration and marginalized groups are sparse and ad-hoc

Solution: Establish regular communication channels for marginalized groups and the city administration

c. Administrative complexity and a lack of public information makes it difficult for marginalized groups to access their rights and services

Solution: Provide administrative and legal aid

d. Voices of marginalized citizens are rarely publicly visible

Solution: Ensure social inclusion for all policy decision-making bodies; utilize local neighborhoods (*mjesne zajednice*) as access points for city services and

outreach; use traditional and social media for outreach about services for marginalized groups

e. National, entity and cantonal laws have a great impact on the local level in terms of how different social groups are affected, but this impact is rarely monitored

Solution: Analyze applications of laws on the local level and provide feedback to higher levels of government

f. Services and funds usually do not reach the target group due to internal corruption problems between interest groups within marginalized populations

Solution: Develop M&E and anti-corruption mechanisms for all projects targeting marginalized populations

3.2.2 Vision (Desired Situation)

Social Inclusion becomes an integral objective in the provision of services and decision-making procedures in the City of Tuzla

The City relies on its social welfare departments, associations of marginalized citizens, professional NGOs and local neighborhoods to ensure that all citizens have equal access to public services and policy/decision-making at the local level.

Specific Proposal: Establish a network of social inclusion organizations, including governance institutions, associations of marginalized groups and other NGOs

WHAT

In order to ensure the implementation of social inclusion regulations at the local level, and at the same time make its services and decision making procedures universally accessible to all citizens, the City needs to assess its current policies for social inclusion and instigate gender mainstreaming as well as other social inclusion assessments and engage marginalized groups in the development and implementation of its programs.

WHY

Administrative complexity, poverty, a lack of education, and corruption within marginalized populations makes it difficult for persons in need to get adequate social assistance and support although they are entitled to it through various social welfare programs. Policy and development priorities are defined by the local government in communication with its departments, public companies and the private sector.

HOW

1. Invite civil society and experts to participate
2. Develop Plan of Action
3. Develop an expert report on social inclusion in Tuzla
4. Meet monthly to review received complaints and prepare responses, initiatives and actions
5. Engage local neighborhoods (*mjesne zajednice*), and use traditional and social media for outreach and citizen engagement in all activities
6. Develop project proposals for joint partnerships on social inclusion and

- accountability by the city administration and the civil society
7. Establish partnerships for the provision of social services between the city administration and the civil society
 8. Organize special City Council sessions and ensure wide stakeholder engagement.
 9. Organize field visits to urban and rural sites of marginalization and develop projects for community development, entrepreneurship support, educational and cultural revitalization.
 10. Fundraise from various sources and donors for community development projects in Tuzla aimed to increase employment and the standard of living for marginalized groups
 11. Promote the public visibility of marginalized groups
 12. Ensure public institutions and companies provide physical and administrative access to their services

WHO	The City of Tuzla, NGOs, academia, media
WHEN	1-2 years
INDICATORS	Number of developed community initiatives; extent and number of marginalized populations which received direct and indirect benefits from the project; impact on social status of targeted groups; extent of public outreach.
HOW MUCH	In order to ensure professional and active engagement of the network members some compensation should be planned. The City could provide premises for meetings and transportation to field sites.

3.3. Theme 3: Local neighborhoods (*mjesne zajednice*) are not utilized to their full economic and social potential

3.3.1 Existing problems and corresponding potential solutions

a. Local neighborhoods (*mjesne zajednice*) cannot apply for projects and external funding because they do not have a legal status

Solution: Change regulations so as to give legal status to local neighborhoods and ensure the transparent operations of local neighborhoods

b. Local neighborhoods (*mjesne zajednice*) are not used for community development projects. They are only used for dealing with communal issues.

Solution: Change regulations to empower neighborhoods with an economic role in local community development; organize capacity building workshops; develop and implement community development projects; instigate employment through projects

c. Local neighborhoods (*mjesne zajednice*) are controlled by different political parties depending on the results of elections. This fact creates an obstacle for citizens who are not members of winning parties in that local neighborhood to become

engaged in its operations and activities

Solution: Change regulations to ensure the public status (and not only political status) of local neighborhoods (*mjesne zajednice*)

d. Local political decision-makers are removed from citizens, resulting in low political accountability

Solution: Organize meetings, thematic sessions, public consultations of city councilors in facilities of local neighborhoods; ensure public outreach of councilors activities

e. There is a lack of synergy in the implementation of development projects and a lack of focus on citizens' needs and long term sustainable development objectives

Solution: Implement joint projects by local neighborhoods, NGOs, businesses and the media

3.3.2 Local neighborhoods (*mjesne zajednice*) have a role in political accountability, local economic development and social inclusion in the City of Tuzla

The City manages sustainable growth through its local neighborhoods (*mjesne zajednice*) as the lowest level of political decision-making and unit of local economic development

Specific Proposal: Revitalization of local neighborhoods (*mjesne zajednice*) in the City of Tuzla

WHAT

Develop a set of new policies related to the appointments and operations of local neighborhoods (*mjesne zajednice*) giving them a wider number of representatives/overall participation, youth engagement, and political and economic decision-making powers

WHY

Although local neighborhoods (*mjesne zajednice*) in Tuzla are more active compared to other cities in the country, their potential in instigating local economic development, social inclusion and accountability has not been utilized. These communities consist of a small number of representatives, do not have legal status and are mostly consisting of political candidates.

HOW

1. Express interest and join existing UN, WB and other projects aiming to strengthen local neighborhoods
2. Develop Strategy for revitalization of local neighborhoods in Tuzla with a detailed analysis, action plan and communication/outreach campaign
3. Ensure participation of experts and civil society in the development of initiatives and their implementation
4. Develop feasibility studies for community development projects
5. Organize special City Council sessions and ensure wide stakeholder engagement.
6. Establish a working group or a committee to instigate and monitor city administration activities on the implementation of the strategy and its action plan

7. Organize meetings and forums in premises of local neighborhoods

WHO

The City of Tuzla, NGOs, private sector, media

WHEN

1-2 years

INDICATORS

Working groups established; number of held meetings in local neighborhood; number of community projects developed; extent of impact on targeted population.

HOW MUCH

In order to ensure active professional and active engagement of the working group members some compensation should be planned. The City could provide premises for meetings, while outside funding would be needed for media outreach and transportation.

4. Key Considerations for Next Steps

Results of the social sustainability and citizen engagement audit, including the City Analytical Report, in-depth interviews with experts, focus groups with marginalized communities and the Workshop, showcased an existing institutional framework for citizen engagement and social inclusion in decision-making processes. However, the results also indicated that citizens and civil society groups have not been utilizing existing mechanisms to the fullest potential. Citizen engagement takes place, but it is sporadic and does not involve comprehensive outreach activities. Citizens and civil society organizations seemed particularly interested in provision of services of public companies and institutions and seek to have greater input in decision-making processes pertaining to these companies and institutions. Based on the proposed scenarios, it was concluded that, the focus of the City Action Plan would have to be on increasing citizen engagement pertaining to the operations of public companies and institutions managed by City of Tuzla. In more specific terms, the Action Plan would help stir more action in the following directions:

- Preparing and writing public outreach materials on institutional framework for filling complaints related to provision of public services (website, pamphlets and posters in public buildings);
- Systematic reviewing of complaint system in public companies/institutions and ensure companies/institutions abide by existing regulation;
- Conducting audit and systematization of employment policies and practices in all public companies;
- Ensuring publication of employment adds in public companies/institutions;
- Organizing public hearings in the City Council on public services provided by public companies managed by the City of Tuzla (water and sewage, heating, garbage disposal have been identified as priorities by citizens, particularly marginalized communities), prepare reports and integrate them into policies with aim to improve provision of public services and foster social inclusion.

The City Action Plan, having been developed by the City of Tuzla Administration in collaboration with the Local City Team with proposed implementation period throughout 2017, comes as an internal initiative to strengthen its evaluation and monitoring of the operation of public companies managed by the City. Subject of the city action plan are activities which are envisioned by the law, but have not been utilized regularly and do not have citizen engagement and public outreach incorporated in their implementation.

During the Socially Inclusive Cities regional conference held in Zagreb at the end of March 2017, the City Team presented advancements and next steps in thinking through the implementation of Tuzla's city action plan. To respond to citizen's demand for more information on these public companies, the initiative will unfold in four phases: training and capacity building on evaluation and analysis of public companies; analysis of public companies operating in Tuzla; participatory decision making for more transparent, accessible, and visible monitoring of public companies; and outreach, communication, and implementation of progress indicators.

ANNEX 1: SOCIAL SUSTAINABILITY AND CITIZEN ENGAGEMENT INDEX

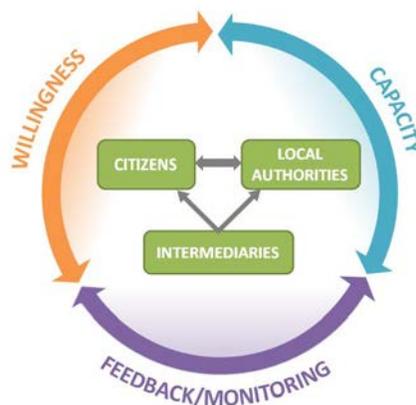
Concept Note

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

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

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

Conceptual Framework of the SSCE Index



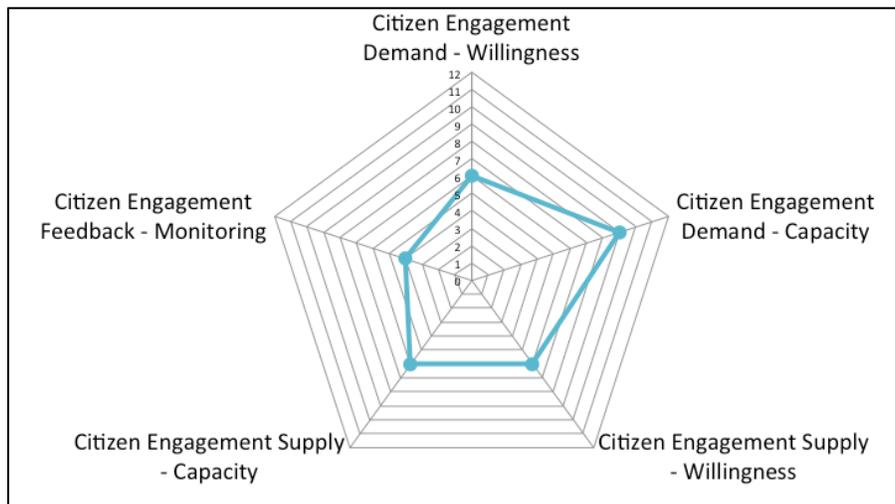
The SSCE Index is structured as six questions addressing five pillars of citizen engagement being investigated throughout this project cycle based on the three concepts of Willingness (demand and supply); Capacity (demand and supply); and the Feedback/Monitoring that serves as the connective tissue.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

During the participatory stages of the project, particularly FGS, IDIs and the PSD Workshop, the researcher gathered data from participants on their opinions and attitudes on questions/issues

listed in the Index Template. Using a matrix, the researcher made notes on different opinions and made remarks on differences stemming on the grounds of age, gender, status, vulnerability, etc.

The biggest difference in opinions was noted between participants associated with the City of Tuzla administration (including different city institutions) and regular citizens. It is evident that those working in the public institutions tend to evaluate the level of social accountability and citizen engagement higher than others. This fact is not only caused by the bias in the opinions but simply because services are closer and more approachable to them, as they are familiar with the functioning of institutions and rely on contacts they have in the community and administration. Vulnerable groups, particularly Roma, elderly and youth evaluated social accountability and citizen engagement quite low.

Index Results for Tuzla



The conducted research indicates that although citizen engagement mechanisms exist, one's participation depends on his or her own initiative and being accepted as part of the group. There are extremely strong political identities in Tuzla (social democrats vs. nationalists) that tend to trump other identities (gender, age, social status, etc.). Communication between different groups seems to be poor, sparse, and based on preconceived perceptions. This fact instigates low social trust and acknowledgment of successes from both sides.

More specific observations based on an analysis of each pillar include the following:

Demand – Willingness. The City Council seems closed to citizen engagement in recent times and citizens tend to communicate more directly with the Mayor and City Administration. Members of the City Council rarely go to communities and gather opinions or communicate with citizens, etc. (There is only one exception).

Demand – Capacity. The activities and openness of neighbourhood councils depends on the willingness and readiness of its members to initiate actions and engage others; only a few positive examples have been noted. Since membership in neighbourhood councils is based on political results from elections, they tend to be perceived as political units of a particular party that won that district rather than institutions open to all.

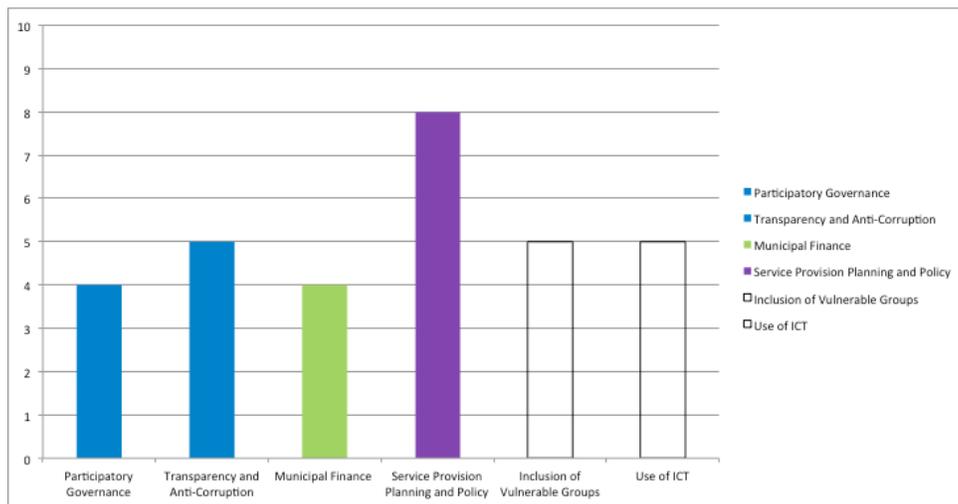
Supply – Willingness and Capacity. Formal procedures and mechanisms exist but they have not been described as approachable or easily accessible by most participants. Representation and

inclusion of CSOs is higher in certain aspects than in others. CSOs would like to be consulted more on various issues (education for people with physical and mental disabilities; social protection for Roma; operations of public companies particularly is of interest of the elderly but also others).

Feedback and Monitoring. As with other mechanisms, citizens and CSOs representatives find that although formally there are procedures in place, they are not easily accessible to many due to legality, formality and the length of the processes. Citizens feel their feedback is not incorporated into policies. Feedback and monitoring mechanisms rely on formal administrative procedures, which entail written communication between involved parties and, as such, rarely entail the use of ICT.

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

Citizen Engagement Pulse Scores for Tuzla



The City of Tuzla performs relatively well in areas of Service Provision, Planning and Policies. Participants are satisfied with the overall operation of the City Administration. Transparency and Anti-Corruption issues have been noted more positively for certain institutions than for others. For instance, citizens expressed high concern about irregular employment procedures in public companies managed by the City.

Participatory Governance and Municipal Finance, both issues that are related to direct inclusion of citizens in decision-making processes, have been evaluated as existing but not at the scope and level that citizens and CSOs would like to see. They indicated that inclusion it is sporadic, ad-hoc, and oftentimes not substantial.

The use of ICT has been scored as relatively average, but at the same time it was not evaluated as a strong point. New technologies are used for one-way communication rather than for active engagement. Also, the elderly and vulnerable groups expressed concern that many of their constituents are not technology savvy, given problems with general illiteracy and access to computers and the Internet.

ANNEX 2: INDEX QUESTIONS AND SCORING FRAMEWORK
(WITH RESULTS FOR TUZLA)

	Participatory Governance (0,1,2)	Transparency & Anti-Corruption (0,1,2)	Municipal Finance (0,1,2)	Service Provision, Planning & Policy (0,1,2)	Inclusion of Vulnerable Groups (0,1,2)	Use of ICT (0,1,2)	
CE Demand – Willingness	1. Do citizens attend and actively participate in city council meetings? 0	2. Is there an anonymous way to report municipal fraud or corruption? 1	3. Is there demand for participatory budgeting processes from citizens or CSOs? 1	4. Do platforms exist through which civil society discusses municipal service / planning / policy? 2	5. Are minority or vulnerable communities represented in the current city council? 1	6. Do citizens and CSOs engage with the municipality online? 1	Total CE Demand Willingness Score 6 (out of 12)
CE Demand – Capacity	1. Are there elected neighborhood councils or equivalent structures? 2	2. Are citizens given sufficient notice about upcoming city council meetings or public forums? 1	3. Are citizens aware of how the city's budget is spent? 1	4. Do citizens know where to go to report a municipal issue or grievance? 1	5. Do NGOs exist that actively engage in representing the interests of vulnerable groups? 2	6. Are citizens able to reliably access municipal information online? 2	Total CE Demand Capacity Score 9 (out of 12)
CE Supply – Willingness	1. Is the municipality accountable to other institutions in terms of implementing mechanisms of citizen engagement? 0	2. Is there a document (charter) outlining the responsibilities of both government and citizens that is publicly accessible? 1	3. Does the city administration present municipal budgets to neighborhoods as part of the formal fiscal preparation cycle? 1	4. Is there an active information desk available to citizens? 2	5. Are vulnerable groups consulted in preparing strategic policy documents, budgets, etc.? 1	6. Does the municipality have an open data policy? 1	Total CE Supply Willingness Score 6 (out of 12)
CE Supply – Capacity	1. Does the city hold meetings/ consultations with the public to gain information on issues that are important to citizens? 1	2. Is citizen-accessible information updated regularly through various platforms? 1	3. Does the municipality have financial resources for investment in citizen engagement or a participatory budget? 0	4. Is there an annual citizen service satisfaction survey? 2	5. Does the city have a program to engage with vulnerable groups or CSOs that represent them? 1	6. Are there municipal staff with ICT training or the opportunity for such training? 1	Total CE Supply Capacity Score 6 (out of 12)
CE Feedback / Monitoring	1. Are neighborhood councils (or similar structures) effectively linking the citizens to the city (or municipality)? 1	2. Are citizen grievances responded to or addressed in a timely and transparent manner by the relevant departments / service providers? 1	3. Are citizen or civil society inputs incorporated into municipal budgets? 1	4. Are time limits for responses to citizen grievances / reports abided by? 1	5. Has the municipality addressed key issues of concern to vulnerable groups based on their inputs? 0	6. Do grievance/ complaint systems use multiple types of technology? 0	Total CE Feedback Loop Score 4 (out of 12)
	Total Participatory Governance Score 4 (out of 10)	Total Transparency & Anti-Corruption Score 5 (out of 10)	Total Municipal Finance Score 4 (out of 10)	Total Service Provision, Planning, and Policy 8 (out of 10)	Total Inclusion Score 5 (out of 10)	Total ICT Score 5 (out of 10)	SSCE SCORE 31 (out of 60)
	↑ Cities without Corruption (CE Pulse)	↑ Cities without Corruption (CE Pulse)	↑ MFSA (CE Pulse)	↑ UPSA (CE Pulse)			