

Regional Diagnosis

PARTNER ORGANISATION

ZLATIBOR REGIONAL DEVELOPMENT AGENCY

Country

REPUBLIC OF SERBIA

Executive Summary

In the period 2022–2023, the Territorial Strategy for the urban area of Užice, Bajina Bašta, Požega, Priboj and Čajetina was developed for the first time, in line with European principles. Best practices compiled in the guidelines of the Joint Research Centre (JRC), along with support from local and international experts were applied to design an innovative strategy integrating priority investments, thematic objectives and diverse funding sources, addressing economic, environmental, climate, social and demographic challenges.

The development of the territorial strategy forms part of the implementation of the Sustainable Urban Development Strategy of the Republic of Serbia until 2030 (2019). The strategy contributes to Policy Objective 5 of EU Cohesion Policy 2021–2027 – A Europe closer to citizens – by promoting sustainable and integrated development of all types of territories. Furthermore, the objectives and measures defined by the strategy contribute to improving conditions for urban development in line with global and European frameworks, including the UN Agenda 2030 and Sustainable Development Goals, the Paris Agreement, the Territorial Agenda 2030, the Urban Agenda for the EU and the New Leipzig Charter, as well as regional initiatives such as the Digital Agenda and Green Agenda for the Western Balkans. This is perhaps the first time that all lessons on sustainable and integrated strategies, brought together in JRC handbooks, are applied in a local context. The goals and measures defined by the strategy contribute to improving the conditions for urban development in accordance with above-mentioned goals and agendas.

The strategy was developed with local and international expertise, using: i) multi-level governance; ii) a multi-stakeholder approach; iii) a participatory approach; iv) blending of different funding and financing sources, and c) strengthening transparency in decision-making. The strategy defines: i) the vision; ii) priority areas of intervention; iii) framework for strategic projects; iv) funding and financing; c) framework indicators for monitoring and evaluating the progress of strategy implementation. The territorial focus of the strategy is defined in the context of solving key problems and possible interventions that would use the potential and encourage territorial development. In line with JRC guidance, the prioritization of interventions is aligned with four domains of the Smart Specialization Strategy of the Republic of Serbia (2020): ICT, metal industry, food for the future and creative industries.

The strategy applies a multi-sectoral and integrated approach, enabling coordinated responses to urban challenges and strengthening cross-sectoral linkages. It is structured around five thematic objectives - 1) urban renewal, 2) energy transition, green and blue investments, climate change adaptation and mitigation, risk management and sustainable urban mobility, 3) innovative and smart economic transformation; 4) social well-being, and 5) urban governance – and therefore requires cross-sectoral integration.

The strategy promotes the blending of different sources of funding and financing of urban development. In addition to local budget, the possibilities of using funds from the following sources are particularly noteworthy programs and incentives of ministries and agencies and loans from commercial banks. In the following period, attention is focused on the possibility of

mobilizing international funds and programs: (i) Instrument for pre-accession aid IPA, Cross-border and transnational cooperation, Multi-user IPA; (ii) EU programs; (iii) Cohesion policy and other EU funds; (iv) International financial instruments; (v) Bilateral and multilateral cooperation, and donor programs.

The strategy formulation process encourages participation of local actors and promotes a change in planning culture towards inclusive, collaborative practices. This was achieved by applying a participatory approach through public dialogue and inter- and transdisciplinary cooperation of a wide range of actors - from different levels of administration, non-profit organizations, private companies, social groups, and academia. The participatory process took place through thematic round tables and workshops. In addition, a three-stage participation of citizens was carried out through: i) survey in the phase of problem and needs analysis; ii) citizens' forum in the phase of formulating the vision, goals and measures, and iii) public hearing of the draft strategy.

The process of creating a strategy delivered on these points and important milestones include: political decision and development of the Council for Strategy and a Working group; thematic round tables with different stakeholders; public forum with citizens; priority areas of intervention definition; framework for monitoring and evaluation; and Project coordination unit establishment.

A complementary strategic instrument is the Study on the Unique Identity of Urban Area within the Territorial Strategy for the Urban Area of the City of Užice and the Municipalities of Bajina Bašta, Čajetina, Priboj and Požega (2025), which contributes to shaping a shared strategic vision through the identification of common values, identity elements and development narratives. The Study strengthens the coherence and recognisability of the urban area and provides a qualitative framework for the strategic positioning of the territory.

The main strengths that make the regional model effective in supporting territorial strategies include: clearly defined governance frameworks, well-established coordination mechanisms, strong intersectoral (thematic) integration, and the integration (blending) of funding sources, supported by dedicated support measures. Key limitations that reduce the effectiveness of the model include: ensuring the long-term sustainability of institutional arrangements in the context of uncertain timelines related to EU accession and the availability of funds, fragmented responsibilities, insufficient administrative capacities, weak monitoring systems, and limited stakeholder engagement.

Examples of good practice in introducing innovative governance arrangements and participatory mechanisms, recognized as transferable models, include: 1) positioning urban governance within the territorial strategy as a dedicated component of innovative governance arrangements; 2) establishment of a Project Coordination Unit (PCU); 3) a collaborative initiative for the development of the Study of a Unique Identity of Urban Area; 4) the Integrated Investment Plan (IIP) for the implementation of the Strategy, aligned with thematic objectives, specific objectives and defined measures.

The main challenges for future policy development relate to the following: ensuring the long-term sustainability of institutional arrangements in the context of uncertain timelines regarding EU accession and the availability of funding; improving the implementation of integrated financing approaches; operationalising monitoring and evaluation of strategy implementation; establishing mechanisms to stimulate policy innovation; and strengthening capacities for the implementation of territorial strategies.

Taking into account local experience and recent research on fostering collaborative governance, the key aspects requiring attention for future improvement include: 1) policy innovation - encouraging the involvement of public, private and civil society sectors, as well as academia; establishing collaborative platforms; fostering a more open and collaborative governance culture; and developing new roles and mindsets in policy design and implementation; 2) alignment with EU frameworks – applying a combination of top-down and bottom-up approaches to ensure better alignment with EU objectives and regulatory frameworks.

1. Introduction

1.1 General regional context

The urban area of the City of Užice and the municipalities of Bajina Bašta, Čajetina, Požega and Priboj represents a territory characterized by pronounced spatial, socio-economic and institutional diversity. It is located in the western part of the Republic of Serbia and is defined by a mix of urban centres, small towns and rural areas, with strong functional linkages in employment, public services, transport systems and economic flows.

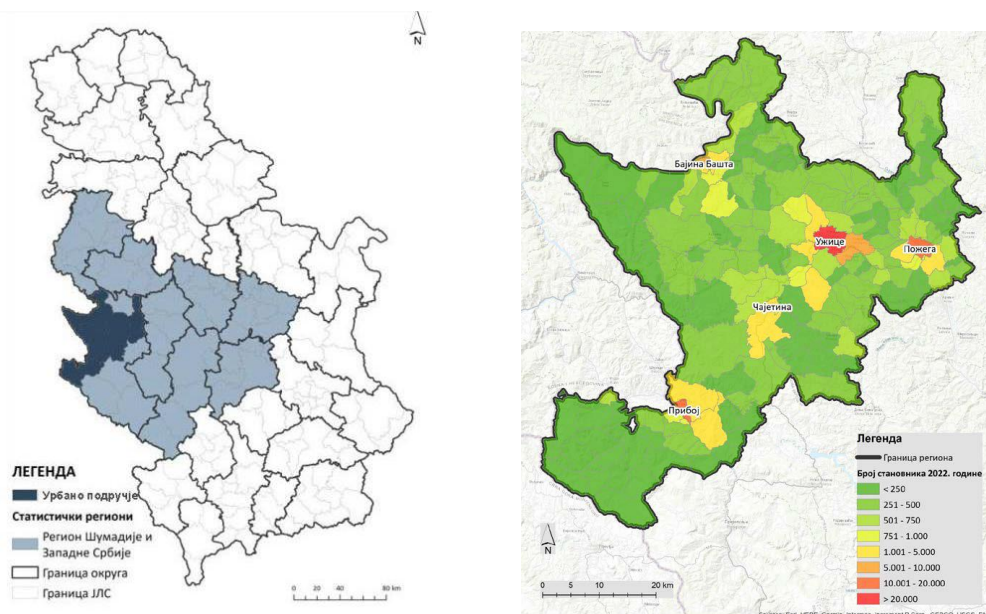
The area administratively belongs to the Šumadija and Western Serbia region (NUTS 2) (Figure 1a). It encompasses parts of the Zlatibor administrative district and the territories of five local self-government units: the City of Užice, the Municipality of Bajina Bašta, the Municipality of Požega, the Municipality of Priboj and the Municipality of Čajetina, with a total population of 157,617 inhabitants (Figure 1b) distributed across 174 settlements.

Between the two official population censuses conducted in 2011 and 2022, the region recorded a population decline of approximately 10%. The average population density is 53 inhabitants per km², which is significantly lower than the national average for the Republic of Serbia, which stood at 85.7 inhabitants per km² in 2022.

According to demographic size, settlements within the wider urban area are predominantly small (so-called “micro-settlements”) with up to 250 inhabitants, accounting for approximately 46% of the total population of the urban area. The municipal centre of Čajetina, together with the urban settlement of Zlatibor, falls within the category of 1,000–5,000 inhabitants, while the urban settlements of Sevojno and Bajina Bašta are in the 5,000–10,000 category. In terms of population size, the centres of Požega and Priboj are also significant, while the regional centre of Užice holds the greatest importance, concentrating 30.8% of the total population of the urban

area. The urban settlement of Užice represents the geographic, administrative, economic, political and cultural hub of the Zlatibor area.

Figure 1: (a) NUTS 2 Region of Šumadija and West Serbia, (b) Population density in the territory of the Strategy (b), Source: <https://www.euproplus.org.rs/en/strategije/teritorijalne-strategije>



Changes in total population are also the result of intensive migration trends, which under current conditions may represent a significant constraint to development. Migration impacts all municipalities, both in terms of total population and demographic structure, as for several decades younger, reproductive-age and working-age populations have been leaving smaller settlements, primarily towards the central urban settlement of the area. Ageing and outmigration particularly affect rural areas, where the decline in the working-age population reduces the capacity for sustainable management and utilisation of natural resources.

The migration balance of internal movements is positive only in the Municipality of Čajetina, where a significant increase has been recorded (from 23 in 2011 to 395 in 2024), indicating that more people move into than out of the area annually. In contrast, all other municipalities experience depopulation, with more people leaving than arriving. This represents a key cross-cutting challenge for regional development, requiring ambitious, integrated and long-term policy responses.

More intensive daily commuting patterns of the active population are observed in the territory of the City of Užice (65% of daily commuters work in another municipality, predominantly Čajetina), which, together with the Municipality of Požega, forms part of the West Morava development axis. Spatial-functional transformation and integration are taking place along

major state roads, where a significant concentration of population and economic activities is evident. Of particular importance for the spatial-functional integration of the wider urban area is the state road connecting Užice and Bajina Bašta with Bosnia and Herzegovina. Priboj is recognized as an important transit zone, as it lies along state road corridors leading to Podgorica and Sarajevo, as well as the Belgrade–Bar railway, where there is a clear need for infrastructure modernization. Daily migration towards Priboj is also driven by local development potentials, such as Pribojska Banja spa and the free customs zone in the border area with Bosnia and Herzegovina.

The socio-economic development of the region is based on a diversified economic structure, encompassing industrial production, tourism, agriculture and the service sector. The City of Užice and the Municipality of Priboj have a strong industrial legacy, while Čajetina and Bajina Bašta demonstrate significant tourism potential, grounded in natural assets and the development of destinations such as the Zlatibor Nature Park and Tara National Park. Požega plays a key role as a regional transport and logistics hub, contributing to territorial connectivity and supporting more balanced and sustainable regional development in line with EU smart specialisation and sustainable mobility frameworks.

The region is facing a range of challenges, including demographic decline, youth outmigration, uneven economic development and disparities in administrative capacities among local self-government units. These factors directly underline the need for integrated territorial strategies that effectively link economic development, employment and social inclusion, in line with EU Cohesion Policy objectives and the principles of inclusive and sustainable growth.

The region is characterized by a high-quality natural environment, with significant protected areas, including Tara National Park, as well as areas of special ecological value such as nature parks and landscapes of outstanding features. In addition, the region includes: key water sources with existing and planned reservoirs and flood protection infrastructure; the West Morava infrastructure corridor and the future Belgrade–South Adriatic corridor; agricultural and livestock production areas; zones with considerable renewable energy potential, particularly hydropower systems with opportunities for upgrading existing and constructing new water management facilities; areas with significant mineral resource reserves; and special-purpose zones with existing and planned border crossings and border areas towards the Republic of Srpska and Montenegro (Regional Spatial Plan, 2013). At the same time, the region is exposed to environmental challenges, including waste management, air quality in urban areas, increasing climate risks and the need for the sustainable use of natural resources, in line with the EU Green Deal and climate resilience objectives.

The institutional framework for territorial development is based on the competences of local self-government units, with a significant role of national institutions in defining strategic and financial frameworks. The establishment of the urban area and joint governance bodies—namely the Urban Area Development Council, the Project Coordination Unit and thematic working

groups—represents an important step towards strengthening multi-level governance, enhancing inter-institutional cooperation and enabling integrated, place-based approach in line with EU territorial governance principles. However, challenges persist in terms of coordination of sectoral policies, administrative capacities and the long-term sustainability of institutional arrangements, further underscoring the need to strengthen integrated territorial approaches through initiatives such as the INTEGRA project, in line with EU place-based development and multi-level governance principles.

With technical assistance from the EU PRO Plus programme, financed under IPA 2020 and implemented by [UNOPS](#) in Serbia, the Territorial Strategy for the urban area of Užice, Bajina Bašta, Požega, Priboj and Čajetina was developed for the first time in the period 2022–2023, in line with European principles. The process relied on best practices compiled in the guidelines of the Joint Research Centre, as well as the support of local and international experts, to design an innovative strategy integrating priority investments, thematic objectives and multiple funding sources. The formulation of this Territorial Strategy, together with 11 other territorial strategies under the EU PRO Plus programme, represents part of the establishment of a national model for integrated and sustainable territorial development.

The Strategy contributes to Policy Objective 5 of the EU Cohesion Policy 2021–2027 – *A Europe closer to citizens* – by promoting sustainable and integrated development across all types of territories. It is structured around five objectives representing distinct thematic areas:

1. urban regeneration and the urban–rural continuum;
2. energy transition, green and blue investments, climate change adaptation and mitigation, risk management and sustainable urban mobility;
3. innovative and smart economic transformation;
4. social well-being; and
5. governance of urban and territorial development.

The green transition and digital technologies are mainstreamed across two thematic objectives (TO) and their corresponding specific objectives (SO). TO2 includes specific objectives related to greenhouse gas emissions reduction, renewable energy, smart energy systems, climate resilience, nature, biodiversity and green infrastructure, as well as smart, safe and sustainable intermodal networks. TO3 covers specific objectives linked to advanced technologies, digitalization, smart specialization (S4) and digital connectivity. The thematic objective on social well-being (TO4) encompasses specific objectives addressing employment and social entrepreneurship, social infrastructure and services, social innovation, socio-economic inclusion integrating housing and social services, education, healthcare, culture, sport and recreation, as well as youth initiatives and activities.

1.2 Scope of the analysis

The scope of the analysis includes a detailed description of the regional model, with particular attention to the types of territorial strategies existing in the region, their role, and their position within Cohesion Policy and other relevant policy frameworks. The analysis maps the territorial strategy and explains the programming process through which it was designed, adopted, and started its implementation. This required gathering information on the institutional actors involved, the mechanisms of coordination and participation, and the links between different levels of governance (EU, national, regional, and local). This section provides complementary information on the content of the strategies (e.g., thematic priorities, territorial focus, integration with climate, digital, or social objectives) and on how they interact with other instruments of regional development.

1.3 Sources and stakeholders consulted

The preparation of the diagnostic assessment was based on the following key sources:

- The Development Strategy for the Urban Area of the City of Užice and the municipalities of Bajina Bašta, Čajetina, Požega and Priboj;
- Study on the Unique Identity of Urban Area within the Territorial Strategy for the Urban Area of the City of Užice and the Municipalities of Bajina Bašta, Čajetina, Priboj and Požega ;
- The Integrated Investment Plan 2026–2030 for the implementation of the Strategy;
- Local and regional development and sectoral strategic documents;
- National strategic and planning documents relevant to territorial development, including the Sustainable Urban Development Strategy of the Republic of Serbia and the Smart Specialization Strategy of the Republic of Serbia;
- European Union programming documents and guidelines, including those related to Cohesion Policy and sustainable development;
- Statistical data from the Statistical Office of the Republic of Serbia;
- Administrative and analytical data from competent institutions and public utility companies;
- Studies, analyses and expert reports prepared by regional development institutions and external experts.

The combination of the above-mentioned sources and stakeholder consultations enabled a comprehensive and evidence-based approach to the preparation of the regional diagnostic, ensuring the relevance of findings and their applicability in the further development and implementation of integrated territorial strategies within the INTEGRA project, in line with EU policy frameworks on place-based development and sustainable territorial governance.

2. Analysis of strategies building block

2.1 Strategic Dimension

The regional model for the urban area of the City of Užice and the municipalities of Bajina Bašta, Čajetina, Požega and Priboj frames the strategic vision of territorial development through a combination of national strategic frameworks, sectoral policies and locally adopted development strategies.

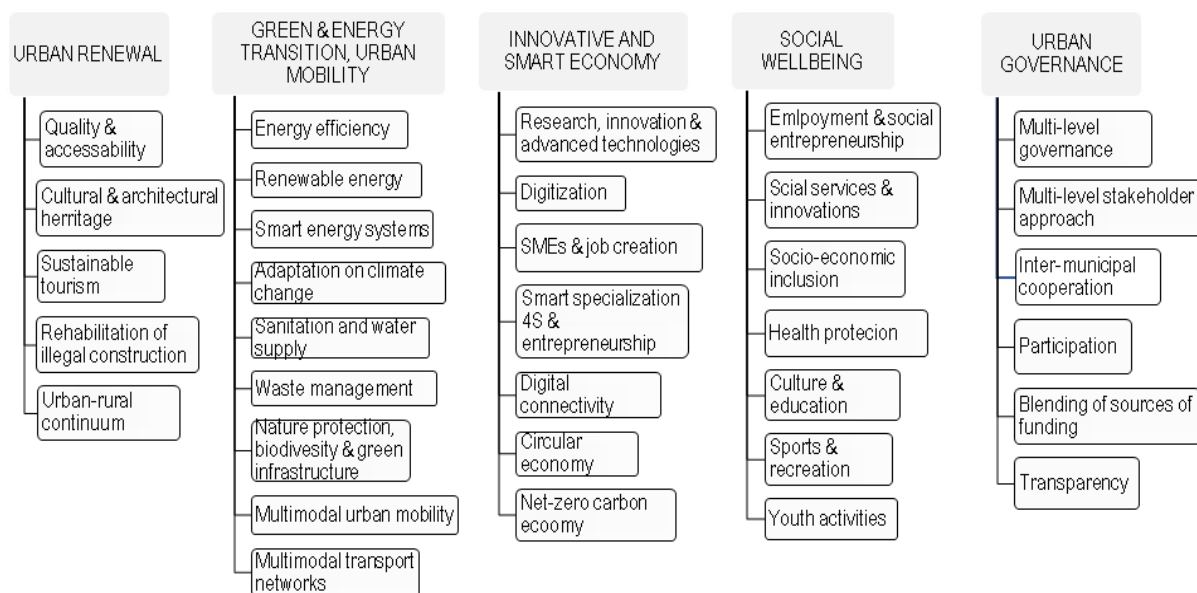
The Development Strategy for the Urban Area of the City of Užice and the municipalities of Bajina Bašta, Čajetina, Požega and Priboj is oriented towards addressing economic, environmental, climate, social and demographic challenges. In addition to contributing to Policy Objective 5 of EU Cohesion Policy 2021–2027, the objectives and measures defined in the Strategy support improved conditions for urban development in alignment with United Nations Agenda 2030 and the Sustainable Development Goals (SDGs), the Paris Agreement, the European Green Deal, the Territorial Agenda 2030, the Urban Agenda for the EU, the New Leipzig Charter, as well as regional policy frameworks such as the Digital Agenda for the Western Balkans and the Green Agenda for the Western Balkans.

The national framework for territorial strategies is defined by public policies developed and adopted within Serbia's EU accession process. The development of territorial strategies forms part of the implementation of the Sustainable Urban Development Strategy of the Republic of Serbia until 2030 (2019).

At the level of the urban area of the City of Užice and the municipalities of Bajina Bašta, Čajetina, Požega and Priboj, the definition and operationalisation of the strategic vision relies on clearly identified key planning and strategic documents, which serve as a reference framework for territorial coalitions and competent governance bodies. The central document is the Development Strategy for the Urban Area of the City of Užice and the municipalities of Bajina Bašta, Čajetina, Požega and Priboj, which establishes long-term development objectives (Figure 2), priorities and a framework for strategic projects, as well as a governance and coordination model among local self-government units. The Strategy ensures an integrated, place-based approach to development and provides the foundation for planning and implementing territorial interventions.

The development of the Strategy is based on: (i) multi-level governance; (ii) a multi-stakeholder approach; (iii) a participatory approach; (iv) the combination of different funding instruments and sources; and (v) enhanced transparency in decision-making (Pertoldi et al., 2022).

Figure 2: Thematic and Specific Objectives of the Strategy



In accordance with EU regulations – specifically Regulation (EU) 2021/1060– the Strategy includes the following chapters: the strategic approach; description of the territory and its context; SWOT analysis and identified needs; vision, thematic and specific objectives and measures; priority intervention areas and a framework for strategic projects; financing; indicative monitoring and evaluation framework; and implementation arrangements.

Drawing on the guidelines of the Joint Research Centre, the prioritization of intervention areas is aligned with four strategic directions defined in the Smart Specialization Strategy of the Republic of Serbia (2020): ICT, metal industry, food for the future and creative industries. These are supported under Thematic Objective 3, which includes specific objectives related to innovative and smart economic transformation—namely smart specialization (S4), industrial transition and entrepreneurship within the quadruple helix innovation model, as well as the promotion of a circular and low-carbon economy and ICT integration.

These priorities are further elaborated through development drivers presented in the graphical annex on Priority Intervention Areas (Figure 3).

A complementary strategic instrument is the Study on the Unique Identity of Urban Area within the Territorial Strategy for the Urban Area of the City of Užice and the Municipalities of Bajina Bašta, Čajetina, Priboj and Požega (2025), which contributes to shaping a shared strategic vision through the identification of common values, identity elements and development narratives. The Study enhances the coherence and visibility of the urban area and provides a qualitative framework for the strategic positioning of the territory.

In addition to the above-mentioned documents, the process of defining the strategic vision is supported at the national level through the Sustainable Urban Development Strategy of the Republic of Serbia until 2030 (2019). The Regional Development Agency Zlatibor plays a key facilitative role, providing support to local stakeholders through analytical inputs, coordination and alignment with broader public policy frameworks.

The model promotes innovative approaches to public policy design through the application of co-creation and participatory methods, aimed at defining a long-term strategic vision and objectives (see chapters on Governance and Transformative Capacities).

2.2 Territorial Focus

Taking into account the context of the Republic of Serbia and the organisation of its urban system, comprising city areas and functional areas spanning multiple municipalities, the following criteria for the selection of the territory were defined:

1. to include at least one local self-government unit classified as an urban area—an integration centre with more than 100,000 inhabitants, as defined in the system of urban centres in the Draft Spatial Plan of the Republic of Serbia 2021–2035;
2. to ensure territorial continuity;
3. to establish a partnership with at least three (3) local self-government units, confirmed through the signing of a partnership statement for application and a partnership agreement among LSUs; and
4. to secure partnership with a Regional Development Agency (RDA) covering the relevant territory.

In addition, a set of complementary criteria was defined, including:

1. the capacities of the applicant to implement territorial development tools (availability of internal institutional capacities, including urban planning departments, institutes or public enterprises within LSUs; local economic development offices or similar structures; departments/institutions for social and environmental protection issues; as well as experience in similar actions—particularly in participatory processes, application of innovative methods and EU-funded urban development projects);
2. socio-economic and spatial characteristics (shared features such as key infrastructure corridors, geographical and morphological coherence, industrial capacities, endogenous potential, common needs, challenges and development priorities, as well as joint development plans and initiatives); and
3. experience in partnerships (relevant partnerships established for the implementation of similar or related initiatives, which can serve as a foundation for governance mechanisms ensuring the implementation of the territorial strategy).

In line with EU urban and territorial development practices, the Development Strategy for the Urban Area of the City of Užice and the municipalities of Bajina Bašta, Čajetina and Požega adopts a clear territorial focus. Specific to the local context is that this territorial focus is also shaped by priority intervention areas defined in the Sustainable Urban Development Strategy of the Republic of Serbia until 2030 (2019). These priority intervention areas in urban settlements may include:

1. industrial/business and commercial zones, including brownfield sites;
2. informally developed and underdeveloped peripheral urban areas (urban sprawl) and degradation of rural areas;
3. vulnerable urban structures, urban matrices and central urban zones;
4. areas with a concentration of social challenges—targeting social inclusion and poverty reduction;
5. settlements or parts of settlements affected by environmental pressures and climate change-related risks;
6. spatial units with cultural and architectural heritage, representing key milestones in the cultural and historical development of urban settlements and clusters.

This approach reflects EU place-based and integrated territorial development principles, ensuring that interventions are tailored to the specific spatial, socio-economic and environmental characteristics of the territory.

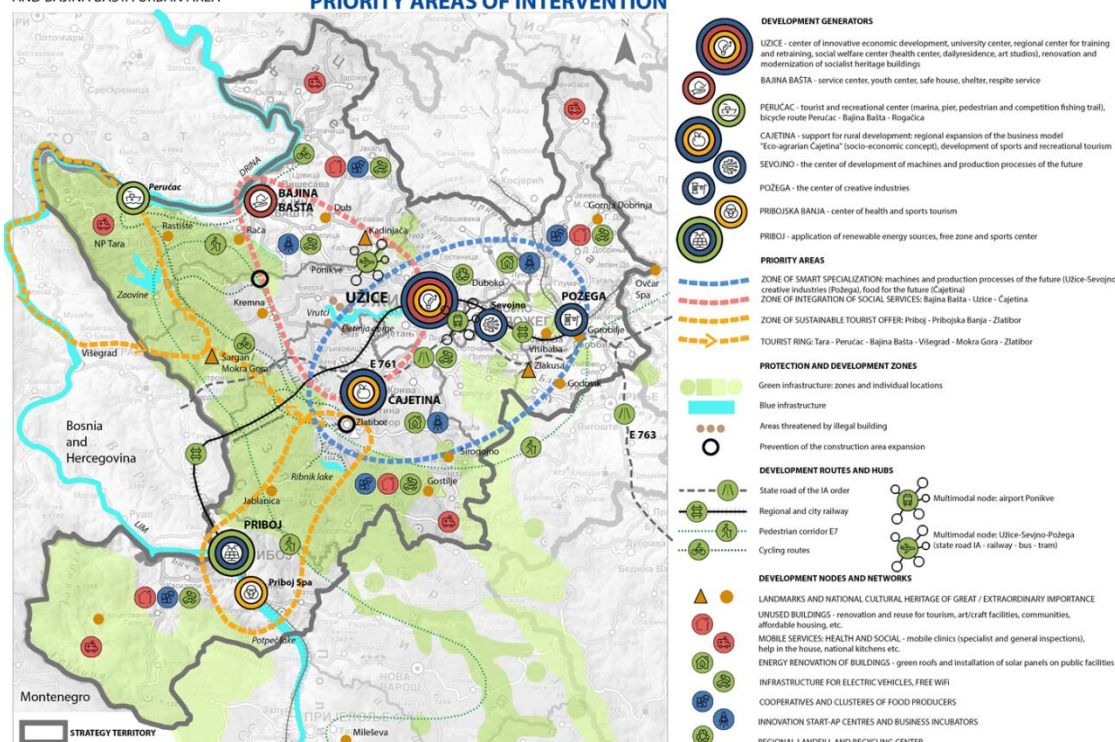
The approach to urban–rural linkages within the Strategy is addressed under Thematic Objective 1 and its related specific objectives. TO1 includes specific objectives focused on strengthening and improving governance of urban–rural linkages through the development of public service provision, transport and technical infrastructure, suburban public transport (bus and rail), and municipal services. It also covers ecosystem services, the regeneration of underutilized assets in rural areas and their transformation into multifunctional centres, tourism facilities, artistic and craft communities, social housing, sports infrastructure and other uses. Within the same thematic objective, specific objectives are defined in relation to nature protection, including protected areas such as national parks, as well as the development of eco- and rural tourism.

Specific objectives supporting the development of the circular and agro-food economy, as well as innovation, are defined under Thematic Objective 3 (TO3). These are further elaborated through development drivers (e.g. *food for the future*), protection and development zones, urban regeneration areas and development networks, as presented in the graphical annex on Priority Intervention Areas (Figure 3). Project proposals are further operationalised through the Study of a Unique Identity of Urban Area (2025) and the Integrated Investment Plan (2025) for the implementation of the Strategy.

Figure 3: Priority Intervention Areas

SUSTAINABLE AND INTEGRATED TERRITORIAL DEVELOPMENT STRATEGY OF THE CITY OF UŽICE AND MUNICIPALITIES OF ČAJETINA, PRIBOJ, POŽEGA AND BAJINA BASTA URBAN AREA

PRIORITY AREAS OF INTERVENTION



The promotion of cross-border and interregional cooperation is ensured under Thematic Objective 2 and its related specific objectives. TO2 includes objectives aimed at improving the road network and road transport systems, traffic management systems, railway infrastructure and services, as well as the development of new and upgraded multimodal connections. In addition, these dimensions are reinforced under Thematic Objective 5 (TO5), which includes specific objectives related to strengthening multi-level governance at local, national, international and EU levels, as well as promoting the blending of different financing sources for urban development, including national and international funding.

Cross-border and interregional cooperation is further supported through participation in cooperation programmes with Bosnia and Herzegovina and Montenegro, as well as through EU-funded instruments such as IPA, IPA II, Interreg IPA ADRIAN Programme 2021–2027 and the Interreg Danube Region Programme.

2.3 Governance

Multi-level Governance and Partnerships

Within the urban area, a well-developed framework of multi-level governance is in place, based on coordination and alignment of activities across international, national and local levels of administration. This approach enables the integration of local development needs and potentials with national policies and international development programmes, particularly in the field of urban and territorial development.

Territorial coalitions have been established through several formally constituted bodies at the urban area level. The key governance body is the Urban Area Development Council of the City of Užice and the municipalities of Bajina Bašta, Čajetina, Požega and Priboj, composed of the Mayor of the City of Užice and the Presidents of the respective municipalities.

The responsibilities of the Council include:

- coordinating and overseeing the implementation of the Territorial Strategy;
- proposing strategic projects relevant for the development of the functional urban area;
- ensuring the coherence and alignment of strategic interventions across the territory covered by the Strategy.

In addition to the Council, a Working Group for the preparation of the Territorial Strategy of the urban area of the City of Užice and the municipalities of Bajina Bašta, Požega, Čajetina and Priboj was established. Its role was to carry out all phases of the Strategy development process, define key development objectives and priorities, and propose strategic projects to the Urban Area Development Council.

As an operational body, a Project Coordination Unit was subsequently established, responsible for monitoring and coordinating the implementation of projects under the Strategy. The City of Užice opted to establish its Project Coordination Unit as a “working group” model, relying on existing staff and redistributing human and institutional resources within the local administration. While some municipalities considered establishing new administrative units, they ultimately opted for the more flexible and efficient working group model.

In the previous period, a significant number of projects and programmes were implemented, with financial values ranging from several thousand to several hundred thousand euros. Their implementation involved a wide range of actors, including ministries of the Republic of Serbia, international organizations and donors (notably the European Union, bilateral donors and development agencies), as well as local self-government units and the Standing Conference of Towns and Municipalities. This partnership structure indicates the existence of solid institutional capacities for cooperation and the management of complex project arrangements. Thematically,

these projects cover a broad range of areas, including infrastructure and environmental development, reconstruction and construction, strengthening development management systems, enhancing administrative and institutional capacities, as well as the preparation of strategic and planning documents in the field of territorial development.

The preparation of planning documents at the local level is characterized by a multi-stakeholder approach, ensuring a participatory governance. The process involves representatives of the public sector, the private sector, civil society and research institutions, contributing to better alignment of development documents with local needs, relevant development trends and the promotion of innovation.

The process of developing the strategy has fostered active engagement of local stakeholders and promoted a shift in planning culture towards inclusive and collaborative practices. This was achieved through a participatory approach based on public dialogue and inter- and transdisciplinary cooperation among a wide range of stakeholders across different administrative levels, non-profit organizations, private sector actors, social groups and academia. The collaboration process is characterized by diversity (in terms of institutions, participants, governance levels, policy areas and disciplines) and interaction, applying both consultative and active participation methods.

Figure 4: Steps in the Strategy Development Process



The participatory process was carried out through thematic roundtables and four workshops with members of the working groups, covering the following steps: SWOT analysis and needs assessment; development of vision, objectives and measures; analysis of funding sources;

definition of priority intervention areas and strategic projects; monitoring, evaluation and implementation of the Strategy; and the design of governance structures (Figure 4). In addition, a three-stage citizen engagement process was conducted: i) surveys during the problem and needs assessment phase; ii) a citizens' forum during the formulation of vision, objectives and measures; and iii) a public consultation on the draft Strategy. Furthermore, pupils from two primary schools contributed by presenting their needs and vision through an art competition under the theme: *"My City in the Future."*

2.4 Cross-Sectoral Integration

Intersectoral integration represents one of the key principles in the planning and implementation of territorial strategies at the level of the urban area encompassing the City of Užice and the municipalities of Bajina Bašta, Čajetina, Požega and Priboj. An integrated approach to development has been established through strategic documents, institutional arrangements and programme requirements, with the aim of linking different sectoral policies and generating synergies at the territorial level.

The integration of economic, social, spatial and environmental dimensions of development is ensured through the definition of general objectives, specific objectives and measures within the Development Strategy of the urban area. This structure enables the identification of interdependencies across sectors and their alignment within common development priorities, thereby ensuring a coherent and place-based approach to territorial development.

Examples of promoting an integrated approach include:

- Combination of interventions across thematic areas and sectors - The Strategy applies a multi-sectoral approach, supporting place-based and integrated solutions that enable interconnected and cross-sectoral responses to urban challenges, as well as the protection and enhancement of urban development. This approach aims to overcome "silo structures", i.e. the traditional fragmentation of responsibilities across sectors or policy areas. The Strategy is structured around five thematic objectives, which inherently require strong intersectoral integration.
- Integration (blending) of funding sources – In addition to combining interventions across sectors, the Strategy promotes the blending of different funding and financing sources for urban development. Alongside local budgets, particular attention is given to opportunities from: (i) national programmes and incentives provided by ministries and agencies, as well as commercial bank loans; (ii) international funding sources and programmes, including the Instrument for Pre-Accession Assistance (IPA), cross-border and transnational cooperation programmes, and multi-country IPA; (iii) EU programmes; (iv) EU Cohesion Policy funds; (v) international financial instruments; and (vi) bilateral and multilateral cooperation and donor programmes.

The organization of the territorial strategy development process involved coordinating cooperation across different sectors and levels of governance, facilitating communication among planning stakeholders, establishing governance and stakeholder networks within the urban area and its wider surroundings, and ensuring the involvement of the local economy, public institutions, education and research actors, as well as other relevant stakeholders in the planning and implementation of urban development programmes and projects.

In addition to members of the Urban Area Development Council, the Working Group and the EU PRO Plus programme, the process engaged representatives of public administration, public utilities and institutions, civil society organisations, local businesses, non-governmental organisations and other stakeholders.

The Strategy consistently addresses the following thematic (policy) areas:

1. the application of an integrated and participatory approach to the development of society and the economy, landscape development, cultural and built heritage, natural heritage, sustainable tourism and the strengthening of urban–rural linkages;
2. the transition to clean and just energy, green and blue investments, climate change mitigation and adaptation, risk prevention and management, and sustainable, multimodal urban mobility;
3. strengthening an innovative, smart, low-carbon and circular economy, with enhanced use of digital technologies for innovation purposes;
4. reinforcing the social dimension through the implementation of the European Pillar of Social Rights in areas such as employment, education, socio-economic inclusion and integration, housing, social and healthcare services, culture, sport and recreation, as well as fostering an enabling environment for youth initiatives and social innovation (see Graphical Annex 2: Thematic and Specific Objectives of the Strategy).

Furthermore, the participatory process implemented through thematic roundtables, workshops with local stakeholders and public forums with citizens, enabled the identification of additional, context-specific objectives, including:

1. specific objectives under Thematic Objective 1 (TO1) related to improved and balanced quality of spatial planning and accessibility across the urban area (SO1.1), as well as promoting integrated and sustainable approaches to addressing and preventing informal construction (SO1.4);
2. specific objectives related to ensuring equal access to sanitation and water supply and improving sustainable water management (SO2.5), enhancing air quality (SO2.7), and improving waste management systems (SO2.6);

3. specific objectives focused on ensuring equal access to cultural services, programmes and facilities (SO4.6), sport and recreation (SO4.7), and creating an enabling environment for youth initiatives and activities (SO4.8);
4. Thematic Objective 5 (TO5) on governance of urban development, structured around several specific objectives: promoting multi-level governance; fostering a multi-stakeholder approach; strengthening participatory practices; encouraging the blending of different financing sources for urban development; and enhancing transparency in decision-making at the urban area level.

The achievement and monitoring of indicators defined within the territorial strategy represent an important operational measure of the level of inter-sectoral integration. Most indicators relate to outcomes resulting from coordinated actions across multiple sectors and stakeholders, enabling the assessment of the impacts of integrated interventions at the urban area level. Thematic clustering is further operationalised through the Integrated Investment Plan, as elaborated in Chapter 2.7 – Transformative Capacity.

2.5 Funding and Finance

Based on concluded bilateral and multilateral international framework agreements on development cooperation, as well as agreements on the implementation of various instruments and programmes financed through international development assistance, local self-government units in the Republic of Serbia have access to funding from a wide range of national and international sources. These funding streams are aimed at supporting strategic reforms within the EU accession process, as well as fostering overall socio-economic development. Currently, available financial resources at the local level are largely sufficient only for smaller-scale projects. However, the situation regarding the development of long-term investment projects (LIPs) is gradually improving. Through the above-mentioned international agreements and funding instruments, local governments are increasingly able to access diversified funding sources that support both EU integration reforms and broader territorial development objectives.

The financing of territorial strategies at the urban area level is based on a combination of domestic and external funding sources, ensuring an integrated and multi-layered approach to achieving development objectives.

Domestic funding sources

Domestic funding sources include:

- programmes and incentive schemes provided by ministries of the Republic of Serbia;
- national funds, including the Development Fund of the Republic of Serbia, the Innovation Fund Serbia and the Science Fund of the Republic of Serbia;

- Budgetary resources of local self-government units.

External funding sources

External funding sources include:

- the Instrument for Pre-Accession Assistance (IPA);
- EU programmes such as Digital Europe Programme, Horizon Europe, Employment and Social Innovation Programme, Erasmus+, Creative Europe, Interreg IPA ADRION Programme, URBACT Programme and others;
- EU Cohesion Policy instruments, including those linked to the Green Agenda for the Western Balkans and the Digital Agenda for the Western Balkans;
- international financial institutions and development banks, such as the European Investment Bank, the European Bank for Reconstruction and Development, the World Bank, the Council of Europe Development Bank and KfW;
- bilateral and multilateral donor programmes and development cooperation mechanisms.

At the level of the urban area, there is no formally established single mechanism for combining multiple funds within a unified integrated financial instrument. However, in practice, a functional “multi-fund” approach is applied through the complementary use of different funding sources to achieve shared strategic objectives defined by the Territorial Strategy. This is particularly evident in the blending of local budget resources with national programmes and funds, as well as EU and other international donor funding, enabling phased financing of strategic projects and the generation of synergies.

Although administrative procedures are still largely governed by the rules of individual funds and programmes, certain mechanisms to reduce administrative burden and simplify procedures are emerging at regional and local levels. These include institutional support from regional development organisations, coordination through joint governance bodies of the Strategy, and the use of digital platforms for information sharing and project preparation. While not yet fully standardised, these mechanisms facilitate improved access to funding for territorial coalitions and provide a foundation for further enhancement within the INTEGRA project.

2.6 Monitoring

At the level of the urban area of the City of Užice and the municipalities of Bajina Bašta, Čajetina, Požega and Priboj, the monitoring of territorial strategy implementation is based on a combination of standardized and locally adapted indicator systems. Although there is no single, formally institutionalized system for monitoring all strategies at the regional level, cooperation between local self-government units, working groups and established governance bodies enables the harmonization of indicators and methodologies.

The monitoring methodology covers economic, social, spatial and environmental dimensions, with specific indicators defined during the preparation of the Urban Area Development Strategy. Working groups and advisory bodies established within the Strategy participated in workshops where, through a participatory process, indicators relevant to the achievement of general and specific objectives were identified. These indicators are aligned with national frameworks and EU funding requirements, ensuring standardization and enabling comparability of results at regional and national levels.

Monitoring and evaluation are key components of the implementation process and fulfil several important functions:

- **Efficiency and effectiveness of strategies:** monitoring generates data and knowledge to track progress, provides a basis for revisions, and supports the assessment of results achieved through the measures defined in the Strategy;
- **Transparency and accountability:** monitoring ensures that activities and results are aligned with agreed objectives and makes data accessible to all stakeholders, including local communities;
- **Visibility and capacity building:** demonstrating achieved results strengthens local mobilization and ownership, while the involvement of local actors in monitoring contributes to capacity development and learning processes.

A general framework of indicators for monitoring and evaluating progress in the implementation of the Strategy has been developed (Annex 1). The proposed list of indicators is structured according to the five thematic objectives defined in the Strategy and is intended to serve as a “menu” for implementing bodies, allowing them to select appropriate indicators depending on their chosen objectives. While the indicators cover a broad range of objectives, they cannot fully capture all territory-specific contexts; therefore, each territory may define additional, context-specific indicators to be included in its strategy.

The proposed indicators are based on a range of international and national sources. Wherever possible, indicators are drawn from existing national frameworks, such as the Sustainable Urban Development Strategy of the Republic of Serbia until 2030, the Smart Specialization Strategy of the Republic of Serbia 2020–2027 and the Low-Carbon Development Strategy. However, the majority of indicators are derived from the list of so-called common indicators defined within the framework of EU Cohesion Policy 2021–2027.

2.7 Transformative Capacity

The territorial development model of the urban area of the City of Užice and the municipalities of Bajina Bašta, Čajetina, Požega and Priboj is oriented towards achieving systemic changes, and not exclusively towards gradual, partial improvements. The transformative character of the

model is reflected in an integrated approach to territorial development. The applied approach (integrated, participatory, place-based), the steps in the process and the content of the territorial strategies were implemented in accordance with European Commission regulations and the good practice guidelines of the Joint Research Centre.

In order to answer the questions whether the model promotes systemic changes as opposed to incremental improvements, whether it encourages innovation, transferability and scalability of innovative practices, we relied on the opinion from the URBACT call in 2024. As one of the pilot projects within the EU PRO Plus programme, which applied the same methodology as the City of Užice, the City of Leskovac received the URBACT Good Practice label, highlighting in particular the thematic objective of Urban Governance. The applied methodology and broad public participation are not a legal obligation, although the development of the strategy is foreseen by the Law on the Planning System. Relying on EU and national policies, the strategy encouraged synergies between integrated urban development and smart specialization. The process can be applied to other cities. The implementation of the strategy development, together with 11 other territorial strategies, includes 12 Serbian cities and 19 municipalities (a total of 31 local self-government units) within the EU PRO Plus programme, as part of establishing a national model for integrated and sustainable urban and territorial development.

The urban area development strategy sets transformative goals that go beyond sectoral solutions and imply changes in the way of planning, governance and implementation of public policies, particularly in the areas of sustainable urban mobility, energy and digital transition, green and blue infrastructure, smart economy and participatory governance. In this way, a paradigm shift is encouraged – from fragmented and sector-oriented development towards an integrated and place-based model.

Within the implementation of the Strategy, pilot projects, experimental approaches and institutional innovations are envisaged, which serve as testing of new solutions before their wider application. These projects include innovative governance models, new methodological tools, as well as the application of modern digital and “green” solutions in urban development. Particular importance is given to projects implemented within programmes such as EU PRO Plus, INTERREG, URBACT, Horizon Europe – EIT New European Bauhaus (BioRider) and other international initiatives, where urban policies are developed through experimentation, learning and exchange of knowledge.

During 2025, a structured co-creation process was implemented through 15 participatory events held in cultural centres and public spaces across all five local self-government units. These events were carried out within the preparation of the Study of a Unique Identity of Urban Area and enabled inclusive dialogue, joint shaping of the vision and integration of local perspectives into strategic development directions and project proposals.

In addition, by the end of 2025, an Integrated Investment Plan (IIP) for the implementation of the territorial strategy was prepared, also with the support of the EU PRO Plus programme. The IIP is adopted for a period of five years and is in the process of adoption by all five local self-government units. Through the IIP, the Strategy is implemented, in accordance with thematic objectives, specific objectives and measures, and investments are planned.

Transformative capacity is further strengthened through mechanisms of scaling and transferability of innovative practices. Sharing of knowledge and practices is achieved through networks of local self-government units, partnership projects, as well as through participation in national and international programmes and platforms. In this way, it is ensured that successful pilot projects and innovative governance models do not remain isolated examples, but become part of a broader system of territorial development, with the potential for application in other regions. The applied model of strategy development encourages transferability and scalability of innovative practices. Since 2026, data on the process of strategy development and the Territorial Strategy itself have been available on the EC STRAT-board website – Additional resources: *Piloting an Integrated Territorial Development Approach in Serbia through the EU-funded EU PRO Plus Programme*.

Also, the EU INTEGRA programme, through its component implemented by UNOPS, provides technical assistance in the development of territorial strategies in line with the regulatory framework of EU Cohesion Policy and instruments for integrated sustainable territorial development. This includes support in establishing governance arrangements for the implementation, monitoring and evaluation of strategy implementation, together with the development of integrated investment plans. The call was open from 7 July to 12 September 2025. Approved applications for the development of territorial strategies include: 6 territories from Vojvodina, 3 territories from Southern and Eastern Serbia and 2 territories from Šumadija and Western Serbia, covering 42 local self-government units.

2.8 SWOT analysis of the regional territorial tools

The results of the analysis are summarized in the following SWOT table.

Strengths - With technical assistance for the development of territorial strategies in line with the regulatory framework of EU Cohesion Policy and instruments for integrated sustainable territorial development, a clear governance framework for territorial development has been established. - Joint governance bodies have been set up, including the Urban Area Development Council, the Project Coordination Unit and the Working Group. - There is demonstrated institutional capacity for cooperation and the management of complex project arrangements, supported by the use of digital platforms for information sharing and project preparation. - Following the adoption of the Strategy, the Regional Development Agency became actively involved in the implementation of projects under programmes such as Interreg Programme, URBACT Programme and the New European Bauhaus.	Weaknesses - Lack of dedicated and long-term funding sources for territorial development. - Support measures heavily reliant on national and international funding sources. - Absence of a formalized, unified mechanism for blending multiple funding sources within a single integrated financial instrument. - Insufficient administrative capacities, requiring continuous technical assistance. - Limited long-term sustainability of institutional arrangements. - Persisting fragmentation of responsibilities and insufficiently strong inter-sectoral integration. - A monitoring framework has been established but is not yet operational. - Limited stakeholder engagement.
Opportunities - The Government of the Republic of Serbia adopted the Draft Law on the establishment and functioning of the system for managing EU Cohesion Policy, January 2026. - Coordination arrangements should include representatives of ISTD (Integrated Sustainable Territorial Development) territories to ensure that local realities are	Threats - Uncertain timelines regarding EU accession and the availability of EU funds. - Weak coordination of sectoral policies. - Insufficiently strong vertical coordination mechanisms across governance levels. - Delayed investments in strategic development corridors and networks,

adequately considered and that effective information flows are established between different levels of governance. - Networking as a capacity-building mechanism – enabling both horizontal and vertical exchange. - use of collaborative platforms for information sharing, exchange of competences, and preparation of project applications	including airport infrastructure. - Upcoming local and parliamentary elections, potentially affecting policy continuity and implementation dynamics.
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3. Conclusions

3.1 Implications for INTEGRA Future Activities

- Good Practices and Policy Improvement Priorities

Examples of good practice in introducing innovative governance arrangements and participatory mechanisms, recognized as transferable examples, are as follows:

- Positioning urban governance within the territorial strategy is part of innovative governance arrangements and has been recognized by EU partners. As one of the pilot projects within the EU PRO Plus programme, which applied the same methodology as the City of Užice, the City of Leskovac received the URBACT Good Practice label. This call aims to provide visibility to impactful local practices in sustainable urban development and to offer inspiration and opportunities for transferring good practices to other European cities. “Positioning governance as a specific thematic objective can be seen as added value. This implies support to multi-level governance, a multi-stakeholder approach and stakeholder participation, blending of financing and ensuring transparency” ([URBACT](#) IV, 2024). This practice example has also been recognized on the [Portico](#) portal. The specific thematic objective 5 of the strategy, which refers to urban development governance, is structured in such a way as to include specific objectives: promoting multi-level governance – local, national, transnational, EU, etc., and the application of different governance instruments; promoting a multi-actor approach – economy, education, science, public and civil sector; improving inter-municipal cooperation; promoting a participatory approach and inclusion of local actors; promoting the blending of urban development financing from different sources (domestic and international), and strengthening transparency of decision-making at the level of the urban area.

- For the implementation of the territorial strategy, the City of Užice and four municipalities established a Project Coordination Unit (PCU), which, as an operational body, is responsible for monitoring and coordinating project implementation. The establishment of this Project Coordination Unit represents one of the models for an efficient and effective way of overcoming identified obstacles in the functioning of the public sector, especially cooperation between local authorities and relevant departments. The PCU is established within an existing administrative unit whose scope of work can be appropriately adapted so that it also covers the tasks and functions of the PCU. The Project Coordination Unit has a clear mandate from the mayor and reports directly to the mayor's cabinet. The following personnel are appointed as a minimum within the municipality for the functions of the Project Coordination Unit: Head of the Project Coordination Unit; project manager; engineer/expert for project implementation; procurement officer; financial manager or administrator; IT specialist for data collection; Community Officer and Liaison and Communications Officer; policy and sector coordination officer.
- In addition to the participatory process of developing the territorial strategy, the collaborative initiative of developing the Study of a Unique Identity of Urban Area is also of importance. It was carried out through a co-creation [process](#), which enabled inclusive dialogue, joint shaping of the vision and integration of local perspectives into strategic development directions and project proposals. The strategic development directions are structured as follows: 1) identification of the uniqueness of the area; 2) reactivation of spaces for the local community; 3) connection with nature for a sustainable future; 4) application of smart public services; and 5) remodeling governance of urban and territorial development and partnerships. The Study explores a framework for improving the identity of urban areas adopted from international studies and projects representing examples of good practice (JRC, 2023, the Urban Agenda Partnerships, New European Bauhaus; URBACT, Urban Innovative Actions, Interreg). Project proposals from the Study are included in the Integrated Investment Plan.
- For the implementation of the territorial strategy, by the end of 2025 an Integrated Investment Plan (IIP) was prepared. Through the IIP, the Strategy is implemented in accordance with thematic objectives, specific objectives and measures, and investments are planned. The IIP enables local self-government units to plan long-term project implementation aligned with objectives, select the most mature and impactful investments with rational use of budget resources, and attract and combine different sources of financing (state, international and private funds). The Integrated Investment Plan contains an overview of projects, investment packages – clusters and project summaries. Investment packages – clusters represent grouped projects that jointly contribute to achieving a single development objective and enable coordinated planning, financing and implementation. The clusters are as follows: 1) strengthening urban identity and urban regeneration; 2) circular economy and agri-food economy; 3)

water management and climate resilience; 4) sustainable mobility; 5) innovation, knowledge and digital transformation; and 6) social inclusion and housing.

The areas in which the region could benefit from exchange through INTEGRA partnerships are as follows:

- How to ensure the long-term sustainability of institutional arrangements in the context of uncertain timelines related to EU accession and the availability of funds;
- Integrated approaches to financing;
- Although the territorial strategy includes a general framework of indicators for monitoring and evaluating progress in implementation, the operationalisation of monitoring and evaluation is lacking, making this an important topic for exchange and learning;
- Mechanisms for fostering policy innovation;
- Capacity building for the implementation of the territorial strategy.

3.2 Lessons Learned and Preliminary Recommendations for Policy Improvement

- Strengths and Weaknesses of the Regional Model

The process of creating a strategy delivered on these points and important milestones include: political decision and development of the council for strategy and a working group, thematic round tables with different stakeholders, public forum with citizens, priority areas of intervention definition, framework for monitoring and evaluation; and project coordination unit establishment.

The main strengths that make the regional model effective in supporting territorial strategies are as follows:

- clear governance frameworks;
- clear coordination mechanisms;
- strong intersectoral (thematic) integration and integration (blending) of funding sources;
- support measures.

Key limitations that reduce the effectiveness of the model are as follows:

- ensuring the sustainability of institutional arrangements in the context of uncertain timelines related to EU accession and the availability of funds;
- fragmented responsibilities;
- insufficient administrative capacities;
- weak monitoring systems;

- limited stakeholder engagement.
- Preliminary Recommendations for Future Strategic Development

Taking into account local experience and recent research on fostering collaborative governance, the main aspects requiring attention for future improvement are as follows:

- for policy innovation:
 1. encouraging the involvement of the public, private and civil sectors, as well as academia;
 2. establishing collaborative platforms (as recognised through the INTEGRA project);
 3. fostering a more open and collaborative culture, and developing new roles and ways of thinking in policy design and implementation;
- for better alignment with EU objectives and regulatory frameworks:
 1. Applying a combination of top-down and bottom-up approaches (as applied in the case of the territorial strategy).

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Annex 1.

Table 1: General indicator framework

Thematic objectives TO	Indicators	Units
TO 1. on Identity of urban area		
1.1 Improving and balancing the quality of development and accessibility of the urban area	- Strategies for integrated territorial development supported - Integrated projects for territorial development - Open space created or rehabilitated in urban areas - Rehabilitated land used for green areas, social housing, economic or other uses	No. of Strategies No. of projects contracted Square meters Square meters
1.2 Supporting the protection of cultural and architectural heritage	- Total funds spent for the protection, preservation and conservation of cultural and architectural heritage, and vernacular architecture	Euro
1.3 Supporting the development of sustainable tourism	- Visitors of cultural and tourism projects funded by the programme	No. of increase of visitors
1.4 Supporting an integrated and sustainable approach in the rehabilitation of illegal construction and its prevention	- Rehabilitated, renovated and reused substandard or informal areas and units	Hectares/Square meters
1.5 Strengthening and improving the management of urban-rural linkages	- Integrated projects for territorial development of ecosystem services that rural areas provide to urban settlements	No. of projects
TO 2. on Energy transition, green and blue investments, climate change adaptation and mitigation, risk management and sustainable urban mobility		
2.1 Improving energy efficiency and reducing greenhouse gas emissions	- Annual primary energy consumption (of which: dwellings, public buildings, enterprises, other) - Estimated greenhouse gas emissions	Reduction in MJoules Reduction Tonnes of CO ₂
2.2 Encouraging the use of renewable energy sources	- Total renewable energy produced (of which: electricity, thermal,...)	MWh
2.3 Development of smart energy systems, networks and storage	- Users connected to smart energy systems	No. of users
2.4 Adaptation to climate change and disaster risk prevention, strengthening resilience to climate change, considering an ecosystem-based approach	- Green infrastructure built or upgraded for adaptation to climate change - Population benefiting from flood protection measures	Hectares/Square meters No. of people
2.5 Ensuring equal access to sanitation, water supply and improvement of sustainable water management	- Population connected to improved public water supply - Population connected to at least secondary public water treatment - Coastal strip, river bank and lakeshore flood protection newly built or consolidated	No. of households No. of households km/m
2.6 Improvement of waste management	- Waste collected separately - Waste recycled	Tonnes Tonnes
2.7. Strengthening the protection and preservation of nature, biodiversity and green infrastructure, and reducing all forms of pollution	- Green infrastructure supported with the purpose to protect biodiversity and preserve natural habitats. - Surface of Natura 2000 sites covered by protection and restoration measures - Surface area of rehabilitated land supported - Area covered by systems for monitoring air pollution	Square meters (or hectares) Square meters (or hectares) Square meters (or

	- Population benefiting from measures to improve air quality - Population having access to new or improved green infrastructure	hectares) Square meters (or hectares) No. of people No. of people
2.8 Encouraging sustainable multimodal urban mobility	- Annual users of new or modernised public transport - Annual users of new or modernised tram lines - Annual users of dedicated cycling infrastructure	No. of increase of users
2.9 Development of a smart, safe, sustainable and intermodal network of international and national importance as part of transition to net zero carbon economy	- Annual users of newly built, reconstructed, upgraded or modernised roads - Annual users of newly built, upgraded, reconstructed or modernised railways - Freight transport on rail	No. of increase of users No. of increase of users
2.10 Development and strengthening of sustainable, smart and intermodal national, regional and local mobility as part of transition to net zero carbon economy, including better access to the transport network of international and national importance and cross-border mobility	- Freight transport on inland waterways	Tonnes Tonnes

TO 3. on Innovative and smart economic transformation		
3.1 Development and strengthening of research and innovation capacities and application of advanced technologies	- Enterprises supported (of which: micro, small, medium, large) - Jobs created in supported entities - Research jobs created in supported entities	No. of enterprises No. of people
3.2 Using the advantages of digitisation for citizens, companies, research institutions and public administration bodies	- Users of new and upgraded public digital services, products and processes - Users of new and upgraded digital services, products and processes developed by enterprises - Enterprises reached high digital intensity	No. of users No. of users No. of enterprises
3.3 Strengthening the sustainable growth and competitiveness of SMEs and creating jobs	- New enterprises surviving in the market - SMEs using incubator services after incubator creation - Enterprises turnover - SMEs benefiting from the value added per employee	No. of enterprises survived 2 years after establishment No. of enterprises No. of enterprises No. of enterprises
3.4. Development of competences for smart 4S specialisation, industrial transition and entrepreneurship, within the quadruple and quintuple helix of innovation (economy, academia, public and civil sector - institutional participants)	- Apprenticeships supported in SMEs - SMEs staff completing training for skills for smart specialisation, for industrial transition and entrepreneurship (by type of skill: technical, management, entrepreneurship, green, other)	No. of people
3.5 Strengthening digital connectivity	- Dwellings with broadband subscriptions to a very high-capacity network - Enterprises with broadband subscriptions to a very high-capacity network	No. of dwellings No. of enterprises
3.6 Promoting the transition to a circular and resource-efficient economy	- Waste used as raw materials	Increase of Tonnes
3.7 Supporting and promoting the transition to a net zero carbon economy	- Estimated greenhouse gas emissions - Estimated greenhouse emissions by boilers and heating systems converted from solid and oil fossil	Reduction Tonnes CO2 Reduction Tonnes

	fuels to gas - Alternative fuels infrastructure (refuelling/charging points) - Afforestation	CO2 No. of points Square meters/hectares
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TO 4. on Social well-being		
4.1 Improving the effectiveness and inclusiveness of labour markets and access to quality employment and dignified work through the development of social infrastructure and the promotion of social entrepreneurship	- Surface of new or modernised facilities for employment services - Annual users of new or modernised facilities for employment services	Square meters No. of users
4.2 Development of social infrastructure and services and encouragement of social inclusion and social innovation	- Annual users of new and modernised social care facilities - Population covered by projects in the framework of integrated actions for socioeconomic inclusion of marginalised communities, low-income households and disadvantaged groups	No. of users
4.3. Promoting the socioeconomic inclusion of marginalised communities, low-income households and disadvantaged social groups, including people with special needs, through integrated action that includes housing and social services	- Annual users of new or modernised social housing	No. or households
4.4 Improving equal access to inclusive and quality education	- Annual users of new or modernised childcare facilities - Annual users of new or modernised education facilities	No. of users
4.5 Ensuring equal access to health care and fostering the resilience of health systems	- Annual users of new and modernised e-health care services - Annual users of new health care facilities	No. of people
4.6 Ensuring equal access to cultural services, programmes and facilities	- Annual users of new or modernised cultural facilities	No. of people
4.7 Ensuring equal access to sports and recreation services, contents and facilities	- Annual users of new or modernised sport and recreation facilities	No. of people
4.8 Creating a stimulating environment for youth initiatives and activities	- Annual users of new or modernised youth initiatives and activities facilities	No. of people

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TO 5. on Urban and territorial governance		
5.1 Supporting urban/territorial governance at multiple levels - local, national, international, EU, etc.	- Established Project Coordination Unit (PCU) to support the City to implement the Strategy - Integrated projects for territorial development that involve local, national, international, EU level, and comprise different governance instruments – collaborative, command, hybrid	Y/N No. of contract for projects
5.2 Supporting a multi-stakeholder approach - economy, academia, public and civil sector	- Application of the Quadruple and Quintuple Helix Model of innovation	No. of initiatives
5.3 Improvement of inter-municipal cooperation through institutional cooperation	- Population covered by projects in the framework of strategies for integrated territorial development	No. of people

5.4 Supporting participatory approach and community-led initiatives with the involvement of local actors	- Stakeholders involved in the preparation and implementation of strategies/projects for integrated territorial development - CLLD strategies supported - Developed innovative solutions like open innovation platform, living laboratory, citizen science, etc. - Application of a gender-responsive approach in the development and implementation of strategies	No. of stakeholders No. of people
5.5 Supporting blending of urban development funding from different types of funding (domestic and international)	- The use of different sources of financing of the priority interventions of the urban area strategy - Implementation of public-private partnerships - Strategies for integrated territorial development supported - CLLD strategies supported	Value in EUR No. of PPP projects No. of strategies
5.6 Strengthening the transparency of decision-making at the urban area level	- Development of information systems for the needs of territorial governance	No. of systems