
**Abstract:** The role of local governments in promoting policies is reflect in adopted and implemented sustainable development plan and refers to the territory of the local self-government unit. The process of creating and implementing the Plan is based on a participatory approach, which implies the direct involvement of all interested parties during the entire process. At the conceptual and analytical level, the article presents the contributions from the perspective of public policies and organizational management models in order to introduce an analytical framework based on strategy, analytics and management. This framework is developed based on the design of a strategy to measure a capabilities in a given local government by means of specific indicators: migration, poor diversification of economic activities, extensive agriculture as the dominant economic activity, high unemployment rate, lack of employment opportunities, weak and underdeveloped infrastructure, low GDP per capita compared to urban areas. Areas and an unpolulated environment facing potential threats. This analytical framework is applied through a case study of the municipality Opovo and its policies to promote sustainable development. Most of these problems are the result of global changes, therefore the results of the analysis highlight the importance of the combined action as a result of effort to implement policies at the local government level.

**Key words:** Regional plan, sustainable development, analysis, local self-government.
1. Introduction

The LGU development plan (local self-government unit) is a development planning document, and as such it represents a planning document of the widest scope and highest importance for the local self-government unit. The development plan of the municipality of Opovo was drawn up in accordance with the Law on the Planning System of the Republic of Serbia (hereinafter: ZPS), adopted on April 19, 2018, and accompanying decrees: Decree on Methodology for Public Policy Management; Regulation on methodology for the preparation of medium-term plans of state administration bodies and Regulation on mandatory elements of the development plan of autonomous provinces and local self-government units. In addition to the aforementioned regulations, during the process of developing the Development Plan, the Municipality fully consulted the Guidelines for the development of development plans of local self-government units prepared by SKGO, in cooperation with RSJP. The aforementioned guidelines represent a detailed methodological guide through the process of developing the LGU Development Plan.

With the adoption of the ZPS, a system of coordinated, efficient and transparent planning was established, with the aim of introducing a system of responsibility for results and measuring the efficiency of public administration work. When it comes to local self-government units, the ZPS regulates the obligation of the local government to, in accordance with the defined methodology and uniform general approach, plan public affairs within its jurisdiction. LGUs, according to the Law on Local Self-Government, are obliged to plan, organize and manage public affairs within their jurisdiction, which are of interest to the local population. The process of creating the Opovo Municipality Development Plan included several phases, clearly defined and structured, and was carried out through public consultations with all interested parties. Public consultations were carried out through organized meetings, focus groups, workshops, but also through exchange of materials electronically. The following consultative and working bodies were involved in the process: Partnership Forum made up of representatives of all interested parties, three thematic working groups and a coordination team made up of local self-government representatives with clearly defined tasks and with the aim of monitoring and directing the entire process. (Smernice za izradu planova razvoja, 2020). When creating the Development Plan, the municipality of Opovo took care of compliance with development planning documents/public policies at the national and regional level, and above all with the Sustainable Development Goals given within the 2030 Agenda and negotiation chapters with the EU.

1.2 Manufacturing process

When preparing the Development Plan for the period 2022 - 2029, the Municipality of Opovo fully respected the methodology and instructions given in the Guidelines for the preparation of LGU development plans, as well as the elements defined by the Law on the Planning System of the Republic of Serbia and accompanying regulations. The process of developing the Development Plan in terms of phases and their interrelationships (Zakon o planiranju i izgradnji, 52/2021). The phases of the development process have a clear chronology, with the completion of one phase, the second phase begins. Public consultation is an ongoing activity that was included in all phases of the Development Plan. Consultations were carried out through working and consultative meetings, but also through the public publication of information and documents resulting from the process of developing the Development Plan. Also, the collection and processing of data are continuous processes that pervade several stages of the Development Plan development process.

2. Overview and analysis of the existing situation

The municipality of Opovo is located in AP Vojvodina, in the South Banat district, 30 km from Belgrade and Pančevo and 40 km from Zrenjanin. The favorable geographical position of the municipality of Opovo is one of the greatest potentials for its further development. The municipality of Opovo borders on the north and east with the municipality of Kovačica (Ko Idvor, Ko Kovačica, Ko Debeljača and Ko Crepaja), on the south with the municipality Pančevo (Ko Glogonj), on the southwest with the city of Belgrade, and on the northwest with the municipality Zrenjanin (Ko Čenta and Ko Farkaždin) and is in close, lower or higher degrees of conditioning and connection with them (Ugrinov et.al., 2021). According to the last census (2011), there are 10,440 inhabitants in the municipality of Opovo. The gender structure of the total population indicates a very slight advantage of the female population (50.1%, ie 4,787) compared to the male population (49.9%, ie 4,774). When
observing the trend of the population of Opovo municipality in the period 2011-2020 year, a constant decline in the number of inhabitants is observed from year to year. The described trend is also characteristic of the South Banat region. Compared to the census year 2011, the number of inhabitants in the municipality of Opovo in 2020 decreased by 879 inhabitants. The population of the municipality of Opovo participates in the total population of the South Banat region with 3.5%, and in the total population of AP Vojvodina with only 0.5%.

Chart 1. Trend of the number of inhabitants 2013-2020. years

Natural increase recorded negative values (-64), since the number of live births (86) is less than the number of deaths (150). The rate of natural increase in the municipality of Opovo in 2020 is slightly more favorable than the value of the same indicator in AP Vojvodina (-6.69 ‰ and -7.5 ‰ respectively).

In the period 2016-2020 year, the value of the rate of natural increase was the most favorable in 2020 (-6.69‰), while the highest number of live births and deaths was recorded in 2016 (95, i.e. 188 children). Since 2018, the number of live births has recorded a slight increase. The most unfavorable value of the rate of natural increase was recorded in 2016 (-9.37‰).

Chart 2. Number of live births, deaths and natural increase by year, 2016-2020. Year

The fertility rate in the municipality of Opovo in 2020 was 1.5%, identical to the rate recorded in the South Banat Region and AP Vojvodina. The average age of the mother at the birth of the first child was 26.5 years. The low birth rate is a direct consequence of low fertility (1.5%) and, from the point of view of birth, a very unfavorable age structure (low participation of women in the fertile age (15-49). Family planning and the reproductive power of the population is strongly influenced by the modern reproductive model that leads reducing the fertility rate.

2.1 Economic development and structure of the economy

According to the data of the Agency for Business Registers, in the period from 2018 to 2021, there are no major fluctuations in the number of active companies. The number of newly founded companies was constant until 2020, and in 2021 it decreased to 3. The number of companies per 1000 inhabitants during the observed period is fairly uniform. However, the number of businesses per 1,000 inhabitants is lower than the average of the South Banat region (9.75 in 2020), as well as the average at the level of the Republic (12.23 in 2020). The net effect of the establishment of new companies in 2019 is 0.4,
means that 4 new companies are opened for every 10 closed companies, which is higher than the level of the South Banat region (0.3) and at the same level when compared to the average of the Republic of Serbia (0.42). When it comes to the number of entrepreneurs per 1,000 inhabitants, growth at an average annual rate of 9.1% is evident. In 2020, the number of entrepreneurial shops per 1,000 inhabitants is 34, which is 13% below the average of the Republic (the RS average is 39 entrepreneurial shops per 1,000 inhabitants), i.e. 3% more than the regional average of 33 entrepreneurs per 1,000 inhabitants. The net effect of the establishment of new entrepreneurs grows until 2019, while in 2020 the indicator drops to 1.7, which means that for every 10 closed entrepreneurial shops, 17 new ones are opened (Uzelac, et.al., 2022).

Only small and medium-sized enterprises operate on the territory of the municipality of Opovo. The most represented activity besides agriculture is processing. Agriculture is the primary economic branch of the Municipality. Intensive agricultural production is dominant, primarily corn. Wheat, buckwheat, sunflower and onion are grown to a significant extent. Animal husbandry is also developed, and pig and poultry breeding is dominant. Although some households are dedicated exclusively to animal husbandry, a slightly larger number are engaged in combined agriculture and animal husbandry. There is a high orientation towards primary agricultural production and the placement of products mainly as raw materials, although there are several processing businesses. This type of production orientation results in low profitability (Josipovic et.al. 2013).

The local self-government unit is the biggest beneficiary of regional development incentives. According to the data of the Agency for Economic Registers, in the period 01.01-30.06.2021. The municipal administration participates with 80% in regional development incentives. Agricultural farms follow with 18.2%, while other users have a very small share (below 1%). The largest part of incentives refers to the development of transport infrastructure and agriculture, where non-reimbursable financial support and non-reimbursable subsidies are used to the greatest extent, and the largest implementers of these incentives are the Administration for Capital Investments of AP Vojvodina, the Ministry of Finance, the Development Agency of Serbia and the Development Fund of AP Vojvodina (Čalasan, et.al., 2021). The total amount of realized investments in the territory of the municipality of Opovo in 2020 was 279,158,000 dinars.

2.1.1 Job market

Registered employment according to the municipality of residence in relation to the number of inhabitants in the territory of the municipality of Opovo was 31% in 2020, which is above the average of the South Banat region (30%), and lower than the average of the RS (32.1%). In the period from 2016 to 2020, the number of employees grew at an average annual rate of 4.62%. In 2020, of the total number of employees, as many as 60.1% are employed by legal entities, 25.4% are private entrepreneurs and their employees, while 14.5% are registered as individual farmers. In 2020, the total unemployment rate is 19.72%, while the unemployment rate for women is 23.87% and for men 16.60%. According to the age structure, in 2020, the most unemployed are among the age group from 30 to 54 years old (55%), followed by those aged 55 and over (27%), and young people from 18 to 29 years old (18%) (Kaludjevovic i Grbovic, 2022). Earnings in the observed period nominally grew at an average annual rate of 9.41%. In 2020, wages in the municipality of Opovo (50,270 dinars) are lower
than the South Banat region (57,125 dinars) by 13.64%, than the region of Vojvodina (57,186 dinars) by 13.76%, and than the Republic of Serbia (60,073 RSD) by 19.50%.

Chart 4. Registered employees by municipality of residence, 2018—2020.*

Source: DevInfo, Statistics of employment and earnings, RZS

### 2.1.2 Agriculture and forestry

Agriculture represents the dominant economic branch of the Municipality. The Department of Economy and Finance of the Municipality is responsible for the field of agriculture and rural development. On the territory of the municipality, different types of chernozem prevail, which cover 67.11% of the total territory and provide the possibility of practicing almost all forms of agriculture. However, a significant share has alluvium that is salted or barren, which negatively affects production possibilities (Jakšić, 2023). Also, on the territory of the Municipality there are marshy soils, salt marshes (3.68%) and salty salt marshes (1.58%), while the share of meadow and rite blacks is relatively low. According to the 2018 survey, the total area under arable land and gardens is 13,893 ha, orchards 89 ha, while vineyards are 5 ha. According to data from 2012, the total area of available agricultural land was 15,496 ha, which represents approximately 0.94% of the area of Vojvodina.

The available agricultural land occupies 76.33% of the total area of the Municipality, while 9.3 ha of used agricultural land per household. The share of agricultural land used for agricultural production is 92.96%. The municipality also has significant water and forest resources, which provide an excellent basis for the diversification of economic activities, which would provide additional income for agricultural farms. The increase in floor area is also evident perennial fruit plantations, which are younger than 20 years old, which is also one of the national strategic priorities in agricultural production. Sufficient amounts of water and meadows/pastures enable the further development of animal husbandry, which already exists in the area of the municipality. An important natural resource in the territory of the municipality of Opovo are forests, which occupy an area of 1,313 hectares, that is, 10% of the total territory of the municipality of Opovo.

### 2.1.3 Tourism

The municipality of Opovo may not be on the maps of tourist tour operators, but this part of Srednji Potamišje still has significant tourist resources. Tourism, as an expanding economic branch, has great potential for the municipality of Opovo. The municipality has numerous cultural monuments, manifestations, exceptional natural beauty, opportunities for eco, recreational and spa tourism, active vacations, sport fishing, catering and cooking, which can make for a diverse and attractive tourist offer. The most developed tourist branch is sport fishing and active tourism (birdwatching, hiking through nature, boating, regattas and camping) has become increasingly popular in recent years. The municipality of Opovo does not have an established tourism organization, but the tourism products of the area are advertised within the tourism organization of Vojvodina (Boškov, 2016). The central place when it comes to the cultural contents of the municipality is occupied by the municipal National Library, under whose jurisdiction is also the exhibition space (pinacoteca) Gallery "Jovan Popović" in Opovo.

On the territory of the Municipality, a dozen archaeological sites whose antiquity extends from the Neolithic to the Middle Ages were explored. The most famous are Ugar Bajbuk and Beli Breg near
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Opovo, Trnovačka Greda near Baranda and Truntalj near Sakule. Numerous archaeological artefacts of
the Starčevo and Vinča cultures were found and processed in these localities, which today adorn the
display cases of the museums in Novi Sad, Pančevo and Vršac. On the banks of the Tamis there are
also numerous natural or organized places suitable for excursions and camping. These are primarily
localities: Most in Sečkerin, Debelo drvo, Main beach and Spitz in Opovo, Mačkov vir, Števanija and
Staro selo in Sakule. In the observed period (2016–2020), the number of employees in the
accommodation and catering services sector, as a % of the total number of employees, decreased by
0.2% cumulatively. Looking at the year 2020, the number of employees in the accommodation and
catering services sector, as a % of the total number of employees in the municipality of Opovo (3.0%) is
lower than the South Banat region (3.08%) and the RS average (4.0%).

2.2 Environmental Protection

According to the Free Plan, there is no established monitoring of air, water and soil quality on the
territory of the Municipality. Of the direct sources of soil pollution in the municipality, the poorly
controlled use of chemical protection agents in agricultural production stands out, and of the indirect
sources, the increased frequency of traffic in urban areas (Trklija, et.al. 2016). Agricultural land is not
polluted with dangerous and harmful substances, and the amounts of pesticide residues are within
limits that do not endanger agricultural production and human health. The Tamish River rises in the
northern parts of the Romanian Carpathians, passes through the Banat and flows into the Danube near
Pancevo. The total length, from the source to the mouth, is 359 km.

Over the years, the water quality of the river has seriously deteriorated and has a bad effect on the
environment and the ecosystem of the river. When it comes to the concentrated sources of pollution of
the Tamish River, the most significant group includes, among others, the outflows of the Opova
sewage system, as well as numerous channels for the drainage of agricultural land (Ilic Krstić, 2015). A
big problem is also inadequately regulated septic tanks, which significantly contribute to the diffuse
pollution of the river with ammonia nitrogen, chlorides, etc.

The total length of the constructed sewage network in the municipality of Opovo has not changed in the
past ten years and is 8 km. According to the data of the Analytical Service of local self-government
units, a slight increase in the number of households connected to the sewage network can be observed
in the period from 2016 to 2018, from 3.3 to 4.5%. The municipality of Opovo is far below the average
for the Republic of Serbia in terms of the number of households connected to the sewage network. In
the territory of the Republic of Serbia, the number of households connected to the sewage network is
62.6%, while in the South Banat region it is 53.35%.

Organized waste collection in the territory of the municipality of Opovo has been carried out since
2006. Maintenance of cleanliness in the municipality was entrusted to JP "Mladost" RJ "Higijena" in
the period from 2006 to 2009, after which the company "Brantner otpadna privereda" d.o.o. took over
that role. from Novi Bečej. Wild landfills, created by the disposal of household, industrial and
agricultural waste, with their large area, quantity and heterogeneous composition, have a significant
negative impact on the environment. This impact is reflected in the following:

- air pollution, due to the emission of landfill gas and other harmful gases created by burning
  waste;
- water pollution (surface and underground), a special problem is waste disposal in the valleys
  of streams and rivers. Also, leachate from municipal and wild landfills pollutes watercourses;
- soil pollution with municipal waste blown by the wind and animals from unkempt and wild
  landfills, as well as soil destruction by surface mining;
- jeopardizing people's health through the use of polluted surface and underground water and
  through the use of contaminated agricultural foodstuffs;
- The sanitary landfill in Pancevo started operating in 2015. Phase I of a total of three phases
  was built at the landfill in Pančevo, and further phased construction is planned: for waste
  disposal Phases I, II and III - each with subphases a and b, as well as phased construction of
  planned contents and facilities at the landfill.

Education

The program of preschool upbringing and education is organized in 4 facilities within PU "Bambi",
which is one of the smallest preschool institutions in the South Banat district. The main activity of PU
is organized upbringing and education of children aged 20 months to 7 years, care and preventive health care of children, nutrition, social work, rest and recreation. Within the PU, a care program for school-age children is organized at the request of parents. The main facility of PU is located in the settlement of Opovo, and the other three facilities are in the settlements of Baranda, Sakule and Sefkerin. The facilities are surrounded by greenery and have yards that are adequately equipped and adapted to the needs of preschool children.

2.3 Health and social protection

On the territory of the municipality of Opovo, there is one institution of the primary level of health care - Dom zdravlja Opovo, which includes the central facility in Opovo, the Baranda health clinic, the Sakule health clinic and the Seferin health clinic. The health clinics are currently in solid condition and apart from ongoing investments (painting, repairs to electrical, water and sewerage networks) major investments are not necessary except for the reconstruction of the boiler room in the Sakule Health Clinic. The central facility of the Opovo Health Center requires complete reconstruction, for which there is complete project documentation, as well as funding approval from the Republic Office for Public Investment Management. In the Opovo Health Center, the following services provide health services:

- Service for the health care of the adult population, which includes the department for emergency medical assistance, the department for home treatment and medical transport of patients;
- Service for health care of children, school children, women and specialist activities;
- OJ of the dental health care department;
- Department for pharmaceutical activity;
- Department for laboratory ultrasound and X-ray diagnostics.

According to the data of the RZS, in 2020 a total of 67 people were employed at the Opovo Health Center, of which 47 were health workers and associates and 20 were non-medical workers. Compared to the previous year 2019, the number of employees has increased. The number of inhabitants per doctor in the municipality of Opovo in 2020 was 637, which is significantly less favorable than the same indicator for the South Banat district (384) and the Vojvodina region (399).

The basic institution for exercising rights in the field of social protection is the Center for Social Work. In 2005, the Assembly of the Municipality of Opovo made a decision on the establishment of the Center for Social Work "Opovo", with headquarters in Opovo. Renovation of the building is also necessary, which includes replacement of carpentry and roof repair, as well as additional construction works that would enable unhindered access and movement for people with disabilities and mobility difficulties (accessible mobile ramps, adaptation of corridors and toilets to the needs of people with disabilities) (Kostić, et.al., 2022). The Center for Social Work has one passenger vehicle, which is insufficient considering the importance of timely response to applications, the number of interventions and field visits. In the municipality of Opovo, the beneficiaries of social protection are vulnerable groups of the population, i.e. groups with an increased risk of poverty and social exclusion, primarily children and the elderly, but also those with low incomes (unemployed, elderly without pensions), vulnerable ethnic minorities (Roma), persons with disabilities, etc.

The total number of beneficiaries of social protection on the records of the Center for Social Work in 2020 was 2,082 persons, which is 21.8% of the total population of the Municipality. There is a noticeable tendency to increase the number of users, and compared to 2017, that number increased by 8.4%. The coverage of social protection beneficiaries (21.8%) is significantly higher than the coverage of that population category at the regional (11.3%) and national level (10.2%). If we look at the ratio between the number of residents and professional workers of the Center for Social Work, the capacities of the Center for Social Work are more favorable than the average of the Republic of Serbia and AP Vojvodina, but this is not the case if we look at the number of professional workers in relation to the total number of beneficiaries of social protection (Markovic, et.al., 2020).

In 2013, the Opovo Municipal Assembly passed the Decision on the establishment of the Office for Youth in the Opovo Municipality. The local office for youth was established in 2017, and in 2018 it adopted the Action Plan for Youth in the Municipality of Opovo 2018-2021. The main tasks of the Youth Office are:

- creation, implementation of activities and revision of the Local Action Plan;
• providing support to local associations of young people and for young people;
• finding new sources of funding for youth programs;
• connecting all local subjects of youth policy and enabling cooperation on common goals;
• implementing the goals of the National Strategy for Youth at the local level.

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<tr>
<th>Strengths</th>
<th>Weaknesses</th>
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<tr>
<td>- Good geographical position (close to Belgrade, River Tamiš, lake, Preserved natural environment (natural resources)</td>
<td>-- Unfinished asphalting of streets in populated areas,</td>
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<td>- Solved the problem of the spring for drinking water supply,</td>
<td>- The problem of the pier and coastal development,</td>
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<td>- Up-to-date planning and urban documentation,</td>
<td>- No monitoring of air pollution,</td>
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<td>- Well-organized system of issuing permits and other documentation, interesting for investors,</td>
<td>- The problem of illegal landfills and the establishment of a waste management system,</td>
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<td>- New, modern drinking water factory</td>
<td>- Unfinished reconstruction of the water supply network in all populated areas,</td>
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<td>- Created a modern sports and recreation center with courts, Newly built market according to the highest international standards,</td>
<td>- No sewage network was built in Opovo and all populated areas,</td>
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<td>- Good availability of primary health care services in all populated areas,</td>
<td>- Insufficient number of wind protection belts,</td>
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<td>- Good availability of social protection services,</td>
<td>- Lack of sports hall and swimming pool for sports and recreation,</td>
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<td>- Primary schools in all populated areas,</td>
<td>- Poorly organized suburban transport and lack of intercity local transport,</td>
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<td>- Sufficient capacities for admission of children to a preschool institution,</td>
<td>- Insufficient utilization of the capacity of renewable energy sources (biomass, sun),</td>
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<td>- An office for youth was established, A good share of young people in the total population, Greater involvement of children and youth in sports</td>
<td>- Zoo hygiene problem,</td>
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<td>- Insufficient spatial capacities of the Center for Social Work,</td>
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<td>- Insufficient financial resources for maintaining social protection services,</td>
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<td>- Bad condition of elementary school facilities,</td>
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<td>- Insufficient professional and competent staff in primary schools,</td>
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<td>- Insufficiently equipped premises of the Youth Office,</td>
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<td>- Absence of an institution of secondary education,</td>
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<td>- The absence of a youth club</td>
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<td>Chances</td>
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<td>- A well-organized system of applying for funds from higher authorities and international organizations,</td>
<td>- Connection to the gas network has not been resolved,</td>
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<td>- Natural resources for the development of tourism,</td>
<td>- Public transport,</td>
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<td>- Natural conditions for the development of organic production,</td>
<td>- Connection to the Pancevo regional landfill,</td>
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<td>- An environment without heavy industry and large pollutants,</td>
<td>- Reducing the flow of potentially interested investors,</td>
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<td>- Strategic proximity to major cities, good geoeconomic position (Belgrade, Zrenjanin, Pančevo),</td>
<td>- Extension of the unfavorable epidemiological situation,</td>
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<td>- Natural prerequisites for the development of projects of alternative energy sources</td>
<td>- Outflow of the younger population to nearby cities,</td>
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<td>- The need for secondary school</td>
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3. Conclusion

The municipal development plan is the umbrella document of development planning. It presents development directions, priorities and goals that the Municipality strives to achieve during the document’s validity. The development plan equally treats all areas of vital importance for the residents of the municipality and aims at objective and realistic planning and optimal use of budget funds.
The basic idea of development is to improve the quality of life through the development of the potential of all citizens from the territory of the municipality, while respecting the basic principles of sustainable development. Emphasis is placed on the construction and reconstruction of communal and traffic infrastructure, as well as equipping industrial zones. Also, significant attention is focused on the development of economy and agriculture, revitalization of villages, environmental protection and preservation of natural resources. The goal is to make the municipality attractive for investors. Social protection and care for the family is at the very top of the priorities, as is the fight for a more favorable demographic picture in the municipalities.

All interested actors of the municipality, representatives of the public sector, councilors, businessmen, civil sector and citizens participate in the development of the Development Plan. Public insight ensured transparency in the drafting of this very important document and a general consensus on the key directions of development. Responsible planning will achieve the vision of an economically developed municipality with an organized infrastructure, create new opportunities for all residents of the municipality, while respecting the basic principles of sustainable development and improve the quality of life and work.

**Literature**