

BASELINE ASSESSMENT REPORT

September, 2017

INCLUSIVE DEVELOPMENT PROGRAMME

Implemented by:

UN HABITAT
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List of abbreviations and acronyms

AI	Administrative Instruction
ACDC	Advocacy Centre for Democratic Culture
ASM	Association of Serb majority Municipalities
BLL	Blood lead level
CBM	Community Building Mitrovica
CDF	Community Development Fund
CHwB	Cultural Heritage without Borders
CIP	Capital Investment Project
CSO	Civil Society Organization
DA	Department of Administration
DAFRD	Department of Agriculture, Forestry and Rural Development
DARD	Department of Agriculture and Rural Development
DBF	Department of Budget and Finance
DE	Department of Education
DEDF	Department of Economy, Agriculture and Rural Development
DEMI	Democratic Effective Municipalities Initiative
DEARD	Department Economic Development and Finance
DEP	Department of Environmental Protection
DFDE	Department of Finance, Development and Economy
DGCP	Department of Geodesy, Cadastre and Property
DH	Department of Healthcare
DHSW	Department of Health and Social Welfare
DPR	Department of Protection and Rescue
DPS	Department of Public Services
DPSI	Department of Public Services and Infrastructure
DPU	Department of Planning and Urbanism
DRP	Detailed Regulatory Plan
DUCG	Department of Urbanism, Cadastre and Geodesy
DUEP	Department of Urbanism and Environment Protection
DUP	Detailed Urban Plan
EIA	Environmental Impact Assessment
EU	European Union
GBV	Gender-based violence
GEAP	Gender Equality Action Plan
GIS	Geographic Information System
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GUP	General Urban Plan
IDA	International Development Association
IDP	Internally Displaced Persons
IKAP	Kosovo Institute for Public Administration

IMC	Inter-Municipal Cooperation
InTER	Institute for Territorial Economic Development
ISP	Institute of Spatial Planning
K- Albanian	Kosovo Albanian
K-Serb	Kosovo Serb
KCA	Kosovo Cadastral Agency
KEPA	Kosovo Environment Protection Agency
KFOS	Kosovo Foundation for Open Society
KRO	Kosovo Relief Committee
KVFA	Kosovo Veterinary and Food Agency
LEAP	Local Environmental Action Plan
LED	Local Economic Development Plan
LSP	Law on Spatial Planning
M&E	Monitoring and Evaluation
MCYS	Ministry of Culture, Youth and Sports
MDP	Municipal Development Plan
MESP	Ministry of Environment and Spatial Planning
MEST	Ministry of Education, Science and Technology
MF	Ministry of Finances
MH	Ministry of Health
MI	Ministry of Infrastructure
MIA	Ministry of Internal Affairs
MIA	Ministry of Local Government Administration
MLSW	Ministry of Labour and Social Welfare
MNAO	Mitrovica North Administration Office
MPA	Ministry of Public Administration
MPGW	The Mission of People of Good Will
MPT	Municipal Planning Team
MRMT	Mitrovica Region Monitoring Team
MSC	Municipal Steering Committee
MTI	Ministry of Trade and Industry
MuSPP	Municipal Spatial Planning Support Programme
MZM	Municipal Zoning Map
NGO	Non Governmental Organization
OSCE	Organization for Security and Co-operation in Europe
REC	Regional Environmental Centre
SAA	Stabilization and Association Agreement
SEA	Strategic Environmental Assessment
SPAK	Spatial Planning Application for Kosovo
Sida	Swedish International Development Cooperation Agency
ToRs	Terms of Reference
UBT	University of Business and Technology
UDP	Urban Development Plan
UNDP	United Nations Development Programme
UN-Habitat	United Nations Human Settlements Programme
UNOPS	United Nations Office for Project Services
URP	Urban Regulation Plan
USAID	United States Agency for International Development
WB	World Bank
WHO	World Health Organization

Introduction

A glance at the programme

The programme “Fostering Inclusive Development and Good Governance in northern Kosovo” developed at the request of the Kosovo Government aims to provide a strategic, comprehensive package of support to build municipal planning and management capacities, strengthen the social contract and social cohesion, and enhance coordination within a framework of inter-municipal cooperation and multi-level governance with a view to foster inclusive development and good governance in northern Kosovo.

The project is financed by the Swedish Development Cooperation Agency and is jointly implemented with the Ministry of Environment and Spatial Planning and Ministry of Local Government Administration, PAX and Community Building Mitrovica, as well as concerned local authorities in Leposavic/Leposaviq, Mitrovica, Mitrovica North, Zubin Potok, and Zvecan as well as Skenderaj/Srbica and Vushtrri/Vucitrn.

A comprehensive baseline assessment

As part of the inception phase of the programme (September 2016 – August 2017), a comprehensive baseline assessment of the local governance environment is being rolled-out with a view to further understand the current situation and capacities at all levels and calibrate the scope of work/ support to be provided in the core implementation phase of the programme, plus devise/ refine related baseline, targets and indicators in agreement with all the parties. The baseline assessment will also serve both as an internal monitoring instrument for partners in the programme, benchmarking the current state of municipal and civil society capacity so that targets can be established for progress over the course of programme implementation; and as a means of identifying current challenges and devising responsive mechanisms on how to address them.

The assessment is several-fold and examines municipal and civil society capacities and practices, public perception on a range of planning-relevant topics, it also entails a gender analysis for north Kosovo. The municipal assessment is made against Kosovo’s legal framework relevant for planning functions and service delivery at the municipal level and will provide the ground for organizational and professional/community development for enhanced city planning and management, as well as joint service delivery in a coordinated and efficient manner within the integration prospect. On the other hand, the civil society baseline assessment is conducted to support civil society and citizens in better understanding their capacity to monitor the performance of local government, including policy and decision-making processes, implementation of legislation, and management of public resources. With a view to complement the baseline assessment of municipal capacities, focus groups were held with citizens as a means to survey public opinion on the state of development and governance in northern Kosovo, notably regarding performance, transparency, responsiveness and accountability of municipal administrations. These findings intend to support recommendations for municipalities and other stakeholders in addressing the main challenges and potentials related to good governance.

Finally, the gender analysis specific to north Kosovo highlights hierarchies of power, division of labor, social and cultural aspects (in institutions and in the communities). The gender analysis is undertaken in order to expose the manner in which gender relations affect the baseline assessment,

implementation and expected accomplishments of the programme. The analysis is also meant to assist in setting a gender baseline and targets as well as gender-responsive outcomes, outputs and indicators for monitoring progress over the course of the programme implementation phase.

The present report can be read in conjunction with the annexes that, beyond methodological insights, provide precious data and analyses on the current situation and the priority aspects to address planning, performance and participatory approaches in respective municipalities.

Chapter 1: Municipal baseline assessment report

1.1 Methodological approach

The exercise was carried out in the Municipalities of Leposavic, Mitrovica North, Zubin Potok, Zvecan, Mitrovica South, Skenderaj and Vushtrri from December 2016 to February 2017 combining desk review, interviews, on-line surveys as well as extensive stakeholder's registry.

The municipal assessment is made against the Kosovo legal framework relevant for planning functions and service delivery at the municipal level, according to which the central government administration coordinates drafting and implementation of legislative, strategic and operational spatial planning documents (Kosovo level), ensures compliance of central and local spatial planning documents with central, regional and EU policy orientations, legislation and respective hierarchy links, and is also meant to support local government administration by provision of training, advice and data in the scope of spatial planning legislation implementation. On the other hand, the local government administration is responsible for drafting and implementation of strategic and operational spatial planning documents at municipal level and manages respective processes and administrative procedures, incl. public participation. Beyond spatial planning, that includes urban and rural land use planning and development; environmental planning and management; sectoral planning, development and management, municipalities are competent for building regulations and building control standards; provision and maintenance of public utilities as well as provision of social services.

Why do we do it?

Understand the (non) institutional, planning, capacity situation with a view to tailor supportive mechanisms to be provided in the inception and core implementation phase of the programme that would ensure organizational and professional/community development for enhanced city planning and management and joint service delivery in coordinated and efficient manner within integration prospect.

How do we do it?

Diverse methodological tools and techniques were developed and used, notably:

- Municipal Self-Assessment Survey;
- Focus Group;
- Staff Skill Inventory Survey;
- Rapid SWOT.

Who are the respondents?

Participants are municipal officials, notably selected heads and officers of departments/sectors, as well as members of the Municipal Planning Team (MPT) established by the programme and containing both members from the Kosovo and Serbia administrative systems. Fifty-six officials, forty-one males and fifteen females contributed to the Self-Assessment Survey, whereas municipal focus groups gathered seventy officials, forty-five men and twenty-five women. A total of seventy-two officials took part in the staff skills inventory survey, forty-two of them were male and thirty were female. Further details are contained in annex 8.

Self-Assessment Survey, December 2016

Purpose:

- Identification/ assessment of the spatial and sectoral planning situation, as well as related capacities and experience.

Areas covered by the Self-Assessment Survey:

- Planning documents;
- Data and information;
- Legislative framework;
- Human capacities;
- Participation and gender;
- Funding;
- Cooperation and coordination with neighbouring municipalities at the local level; and with central and regional services/ utility providers; Ministries and specialized agencies at the central level.

Focus Group, January 2017

Purpose:

- Review and discussion of Self-Assessment Survey findings;
- Confirmation and adjustment of contents- complementation/supplementation.

Areas covered by the Focus Group:

- Same as Self-Assessment Survey.

Staff Skill Inventory (online) Survey, February 2017

Purpose:

- Identification/ assessment of the staff skills.

Areas covered by the Staff Skill Inventory Survey:

- Educational background;
- Professional experience;
- Professional development;
- Skills.

Rapid SWOT

Purpose:

- Recap and analysis of the municipal professional capacities, experience, planning situation and institutional cooperation in the seven northern municipalities.

1.2 Planning products and processes: where do the Municipalities stand today?

Spatial planning

In Leposavic, Mitrovica North, Zubin Potok and Zvecan, all statutory strategic/operational spatial planning documents were formulated based on the spatial planning legislative framework of Yugoslavia/Serbia and Montenegro/Serbia, and have expired or are considered invalid due to the entering into force of new spatial planning legislative framework of Serbia and Montenegro/Serbia. The only exception is the MDP/UDP of Mitrovica North, but this plan was drafted for Municipality of Mitrovica, before new municipalities of Mitrovica North and Mitrovica South were established.

On the contrary, the municipalities of Vushtrri, Mitrovica South and Skenderaj all have valid planning documents or are currently drafting new ones in order to conform to changes brought by the Law on Spatial Planning adopted in 2013.

This situation is exemplified by the time these documents were drafted: in the south, the oldest valid documents date from 2008, whereas the spatial planning processes for Municipalities of Leposavic, Zubin Potok and Zvecan took place from late 1960's to early 2000, and from late 1970's to late 2000 for the Municipality of Mitrovica.

In the seven municipalities, the local government administration outsourced formulation to independent or private authority/ies/entity/ies. In the four northern municipalities in particular, the formulation of spatial planning documents by the local government administration was banned by the law at that time as to avoid conflict of interest.

In all northern municipalities, the processes were managed by the local government administration while having the responsibility to provide administrative and technical support, notably handling the administrative procedures, preparing work plans, providing data and information available/organizing data and information collection activities, organizing and managing public/ local community and sectoral events- presentations/ reviews/ hearings/ debates, and reviewing drafts and providing feedback.

Also, in the seven municipalities, local government administrations were directly responsible for managing the implementation of the spatial planning documents, once approved. However, there were no designated mechanisms available for measuring the implementation degree, the monitoring and impact assessment for strategic/operational spatial planning documents.

Strategic:

General Urban Plan, Leposavic, 1994
Public Enterprise- Department for urban planning and construction, Serbia.

MDP/UDP, Mitrovica North, 2010
Companies "Metron" and "Lin-Projekt".

Municipal Spatial Plan, Mitrovica South, 2008
Companies "Metron" and "Lin-Projekt".

Urban Development Plan 2008-2025+, Mitrovica South, 2008
Companies "Metron" and "Lin-Projekt".

Urban Development Plan 2011-2018, Skenderaj, 2010
Companies "ADesign" and "4Atelier".

New Municipal Development Plan 2017-2025, Skenderaj (in progress)
Company "Vision Project".

New Municipal Development Plan+SEA 2016-2024, Vushtrri, 2016
Municipality of Vushtrri, Company "INTECH+".

General Urban Plan, Zubin Potok, 2000 (expired/revoked)
Institute for urban planning, Novi Sad, Vojvodina, Serbia.

Municipal Spatial Plan, Zubin Potok, 1991 (expired/revoked)
Institute for urban planning, Novi Sad, Vojvodina, Serbia.

General Urban Plan, Zvecan, 1996 (expired/revoked)
Institute for urban planning, Novi Sad, Vojvodina, Serbia.

Operational:

Detailed regulation plan, Leposavic, 2003 (expired/revoked)
Public Enterprise- Department for urban planning and construction, Serbia.

None for Mitrovica North

Several Detailed Regulation Plans, Mitrovica South, drafted between 2010 and 2015
Companies "Lin-Projekt", "Vision Project" and "Prima Engineering".

Urban Regulation Plan 2011-2016, Skenderaj, 2011 (outdated)
Company "Lin-Projekt".

Detailed Regulatory Plan, Skenderaj (in progress)
Company "Lin-Projekt".

Municipal Zoning Map, Skenderaj (in progress)
Companies "Vision Project".

Detailed Regulation Plan for 3 zones 2011-2025, Vushtrri, 2011
Companies "ART Design" and "Prima Engineering".

Detailed Urban Plan and Detailed Regulation Plan for the centre of Zubin Potok, 1992 (expired/revoked)
Institute for urban planning, Novi Sad, Vojvodina, Serbia.

Detailed Urban Plan for 'centre' of Zvecan, 1997 (expired/revoked)
Institute for urban planning, Novi Sad, Vojvodina, Serbia.

Detailed Regulation Plan for 'Banjska neighbourhood' in Zvecan, 2007 (expired/revoked)
Faculty of Architecture, University of Belgrade, Belgrade, Serbia.

In Skenderaj, Vushtrri and Mitrovica South, development conditions and construction permits for municipal investments are provided by the spatial planning authorities on an ad-hoc basis, based on previous MDPs. For construction permit requests targeting areas not covered by the URP, the construction conditions are also interpreted from the MDP/UDP.

However, the consultations of MDP/UDP or URP during the design or implementation of projects are generally insufficient. In particular, the issue of expropriations has been identified as one of the main challenges because of a lack of sufficient cooperation during planning processes.

In Leposavic, Mitrovica North, Zubin Potok and Zvecan, the local development, private and public interventions, such as technical and transportation infrastructure, as well as residential, social and commercial facilities; are guided and managed by local government administrations. The development conditions and construction permits for such interventions are based on the spatial planning documents (expired/extended by the municipal assembly for an undisclosed period of time, respectively until the new ones are formulated), although the demand for such a development interventions is low. The supervision of the implementation is conducted by local government administrations.

With regards to regional development, public interventions, such as technical and transportation infrastructure, environmental protection- conservation and restoration, as well as large social facilities; are managed by the central government administration. The development conditions and construction permits for such interventions are provided by the spatial planning authorities at the central level on an ad-hoc basis. The demand for such development interventions is increasing. The supervision of the implementation is conducted by the central government administration with support of the concerned local government administration.

In those four northern municipalities, no spatial planning documents were formulated so far in line with the Law no. 04/L-174 on Spatial Planning, Kosovo.

(Multi) Sectoral planning documents

In Vushtrri and Skenderaj, most strategic/operational sectoral documents were drafted in-house with support of municipal partners/donors. In Mitrovica South, there is no strategic sectoral plan, so most of the departments consist of sectoral operational plans and sectoral development is guided on an ad-hoc basis.

The situation in the four northern municipalities is different, as the formulation of non-statutory short-term sectoral/multi-sectoral planning documents was initiated and supported by the central government administration and the international organizations operating in Kosovo, in the absence of statutory planning documents and local government's administration readiness to initiate such processes.

Open calls for grants to stakeholders operating in the four northern municipalities were launched as the only alternative for guiding development. The beneficiaries of these grants were commonly nongovernmental organizations, generally affiliated with local/municipal leaders/officials. In return, access to data and information was facilitated by the municipal assembly, as well as endorsement of the said document. As a result, in the institutional vacuum prevailing at that time, action plans derived from the non-statutory sectoral/multi-sectoral planning documents do not necessarily reflect development agendas and priorities for the local administration and the common good.

At the end of these drafting processes, and despite of the evident lack of ownership by respective local administrations, most of these documents were adopted by the municipal assembly, and pose - at least theoretically - grounds for decision-making and sectoral investments, led by both the local government administration and non-governmental organizations. Such an approach seems to have further contributed to the poor relationship between stakeholders, citizens and local government administrations.

Register of (non) statutory sectoral/multi-sectoral planning documents

Strategic:

Tourism Strategic Development Plan 2017-2022, Leposavic, 2016,

“Media Puls” and “Sports and Tourism Organization-Leposavic”.

None for Mitrovica North

None for Mitrovica South

Strategy for Local Economic Development 2013-2017, Skenderaj, 2013

Municipality of Skenderaj, company “REA”.

Waste Management Plan 2016-2020, Skenderaj, 2015.

Municipality of Skenderaj, companies “Deutsche Gesellschaft für Zusammenarbeit” and “EcoStudio”.

Youth Action Plan, Skenderaj, 2010 (not approved)

Municipality of Skenderaj.

Strategy for Economic Development 2013-2018, Vushtrri, 2013.

Municipality of Vushtrri, University for Business and Technology.

3 year Housing Strategy 2015-2018, Vushtrri, 2015.

Municipality of Vushtrri.

Operational:

Local Environmental Action Plan 2017-2020, Leposavic, 2016

Municipality of Leposavic, Regional Environmental Centre, United States Agency for International Development (USAID)/Advancing Kosovo Together.

None for Mitrovica North

Three year Housing program 2016-2019, Mitrovica South, 2016

Municipality of Mitrovica South, MESP. **Several Action Plans, Mitrovica South, drafted between 2010 and 2017.**

Municipality of Mitrovica South.

None for Skenderaj

Local Environmental Action Plan 2014-2019, Vushtrri, 2014.

Municipality of Vushtrri, Regional Environmental Centre.

Municipal Energy Efficiency Plan 2014-2020, Vushtrri, 2015.

Municipality of Vushtrri.

Waste Management Plan 2016-2020, Vushtrri, 2015.

Municipality of Vushtrri, company “Deutsche Gesellschaft für Zusammenarbeit”.

Plan for Improvement of Mobility Services 2017-2019, Vushtrri, 2016.

Potok, 2014

Municipality of Zubin Potok, United States Agency for International Development (USAID)/ Advancing Kosovo Together.

Sectoral Strategy for fruits and vegetables producing and processing 2014-2018, Zubin Potok, 2013.

Municipality of Zubin Potok, Kosovo Relief Committee (KRC), International Development Association (IDA)

Local Economic Development Strategy 2014-2016, Zvecan, 2014 (expired/ revoked),

Municipality of Zvecan, United Nations Development Programme (UNDP) / Conflict Prevention, Community Stabilization and Support to Local Economic Development; International Development Association (IDA)- Local NGO; The Mission of People of Good Will (MPGW)- Local NGO.

Development Plan 2006- 2009, 2005 (expired/

Municipality of Vushtrri, USAID.

Local Environment Action Plan 2017-2020, Zubin Potok, 2016.

Municipality of Zubin Potok, United States Agency for International Development (USAID)/ Advancing Kosovo Together, local NGOs.

Municipal Energy Efficiency Plan 2015-2018, Zubin Potok, 2014.

Municipality of Zubin Potok, United States Agency for International Development (USAID)/ Advancing Kosovo Together.

Local Environmental Action Plan 2015- 2020, Zvecan, 2014,

Municipality of Zubin Potok, Regional Environmental Centre, United States

Environmental management documents

Mitrovica South and Vushtrri are the only municipalities who have a Strategic Environmental Assessment of the MDP. The report was drafted in-house in Mitrovica South and by a consulting company in Vushtrri.

In the four northern municipalities there is no strategic environmental assessment for spatial or sectoral planning documents. The Law on Strategic Environmental Assessment (for Plans and Programmes) and Environmental Impact Assessment (for Projects) were introduced in the environmental legislative framework of Serbia, for the first time, in 2004. Up until that time, the impact of planned development on the environment was not a legal requirement or a professional practice. However in the cases of major public developments e.g., industrial facilities, special environmental reports were drafted by the technology producers and operators, examining the impact of such facilities on the environment, which subsequently were considered by the authorities at the central level, and ultimately environmental conditions and permits were issued.

So far, no environmental management documents have been formulated in line with the Kosovo legal requirements in the four northern municipalities. However, preexisting Municipal Energy Efficiency Plans or Local Environmental Action Plans may constitute an initial basis.

Participation and gender

The level of citizen participation in the drafting process of planning documents varies greatly from one municipality to another.

With regards to the drafting of sectoral planning documents, thematic working groups were established in Mitrovica South, Vushtrri and Skenderaj. These groups were gender-mixed in Vushtrri and Skenderaj, however, no particular attention to gender representation has been noticed for Mitrovica South. Some of the tools used consisted in bilateral meetings and joint meetings with experts, directors, citizens or villagers. Unfortunately, no other details were provided. The

municipality of Mitrovica South just teamed-up with a local NGO to hold consultations with civil society ahead of the MDP redrafting¹.

In Skenderaj and Vushtrri, participatory processes and community outreach for the drafting of a new MDP were outsourced and conducted by a consulting company. Various tools were used such as thematic meetings, workshops, public debates etc. Also, according to the Department of Urbanism of Skenderaj, some consultations had been done with citizens, NGOs, businesses and other stakeholders when the previous MDP was drafted, but no evidence of that could be found.

On the other hand, UN-Habitat supported a “Mitrovica Visioning Workshop” in 2007 in Skopje which took into consideration the principles of inclusive and participatory approaches. Staff and stakeholders from both Mitrovica South and North were actively engaged and priorities listed from this workshop were taken into consideration during the Mitrovica MDP/UDP drafting. Although with no direct experience of participatory planning processes, in general the technical staff agrees on the importance of participatory and inclusive approaches. It is worth noting that selected officials participated in the public participation module of MuSPP Toolbox during its rolling-out in 2015, this was considered a real ‘eye-opening’ training.

In Leposavic, Zubin-Potok and Zvecan, all strategic and operational spatial planning processes were conducted with (i.e. ‘old school’) participatory processes. The tools and techniques applied consisted of public and local community presentations, debates and review periods. These processes were conducted in accordance with the spatial planning legislative framework of Yugoslavia/Serbia and Montenegro/Serbia; however, there is no data, information or reports available, on aspects such as categories of participants, local communities or non-governmental organizations, number of participants, nor is there participant gender sensitive disaggregated data. At the time, the mainstreaming of gender requirements in spatial planning documents was just not considered.

With respect to public and local community engagement in spatial and sectoral planning processes, the local government administrations of these Municipalities foresee some challenges. These challenges are related to a lack of trust vis-a-vis the government administrations, central or local, operating under administrative systems of Kosovo and/or Serbia, as well as vis-a-vis the non-governmental organizations, including political parties and international organizations, due to unclear or inconsistent agendas.

To date, the local government administration in Leposavic, Zvecan and Zubin Potok have not yet conducted a planning process from A to Z according to Kosovo law and standards. However, the local government administrations consider the public and local community engagement in future spatial and sectoral planning processes highly important, as well as the engagement of local non-governmental organizations. The pioneering participatory exercises in Mitrovica North for urban design of public spaces performed by UN-Habitat within the Block by Block project, as well as focus groups held with citizens under the Inclusive Development Programme, actually show that communities engage if offered to do so and are willing to contribute further.

¹ 7Arte’s project “Strengthening the Mitrovica community towards drafting the Municipal Development Plan” in collaboration with Mitrovica South Municipality

1.3 Another prerequisite for planning: data and information collection, storage, analysis and update, and financial resources

Data and information

All Municipalities have an existing but limited experience in conducting qualitative and quantitative data and information research in support of formulating strategic/operational planning documents.

However, it has not been possible to determine in detail which data are currently available at the municipal level. Indeed, the municipalities have never established a consolidated data and information system due to lack of technical and financial capacities. Moreover, except in Mitrovica North, there isn't a single department responsible for managing and maintaining data and information system: each department manages its own (Microsoft Word and Excel).

Municipal departments update data and information systems randomly/unsystematically-annually/bi-annually, as necessary for certain purposes. Data and information mostly come from the government at the central level- ministries and specialized agencies, central and regional service/utility providers (either from the Kosovo administrative system or from the Serbia administrative system for four northern municipalities). Municipal administrations were never provided with direct access to central sectoral data and information system (Serbian administrative system).

The last Serbian population and housing census covering Kosovo was conducted in 1991. More recent ones, which excluded Kosovo, were conducted in 2001 and 2011. Since 1991, the first census to cover most of the Kosovo population and housing took place in 2011. It is important to highlight the fact that this census was boycotted by most of the Serbian majority municipalities in Kosovo, including the 4 northern municipalities. The data and information issue remains sensitive since it's also linked to the budget envelope received from the Kosovo government (ratio budget/municipal population).

On the other hand, Mitrovica North possesses a list of buildings without permits collected via digital data geo-referencing (use of GIS system "SIKTK" - Cadastral Informative System of Kosovo land). The Municipality thus has consolidated the data and information system. Regarding the cadastral data, the textual component is almost fully updated and the spatial component is updated not more than 20% (due to lack of pre-2013 developments data).

Mitrovica is the only municipality to enjoy a continuous data and information system update (for the cadastre data). Finally, Mitrovica North is also the only municipality equipped with a department responsible for managing and maintaining the data and information system (Department of Urbanism, Cadastre and Geodesy).

Data and information sources

Administrative system of Kosovo:

Leposavic, Zvecan, Zubin Potok and Mitrovica North:

Non-Governmental Organizations, and International organizations- representative offices.

Skenderaj, Vushtrri and Mitrovica South:

Local government administration (Department of Geodesy, Cadastre and Property, etc.)

Ministries and specialized agencies (Kosovo Environmental Agency, Kosovo Cadastral Agency, Regional Institute for Protection of Monuments), Central and regional public enterprises/ utility providers (KEDS, UNITETI, KRU)

Administrative system of Serbia (lack of direct access at the moment):

Leposavic, Zvecan, Zubin Potok and Mitrovica North:

Central and regional government administration (de-concentrated)- ministries and specialized agencies;

Central and regional public enterprises/ utility companies.

Budget

For Mitrovica South, Vushtrri and Skenderaj, a budget is allocated for the drafting of strategic/operational planning documents (outsourcing vs. in-house drafting).

In Skenderaj, previous MDPs (including public engagement) have been allocated a budget of 70.000 EUR, of which 90% were spent. At the moment, a private company has been awarded a contract up to 60.000 EUR to refresh the previous MDP for the period 2017-2025 and draft the related SEA as well as develop the Municipal Zoning Map and a Detailed Regulatory Plan for the city centre.

In Vushtrri, 40.000 EUR were planned for drafting the new MDP, but only 14.000 EUR were actually spent. Expenses for the Public Engagement were covered by USAID through CHwB, although no data on the amount is available. Finally, 40.000 EUR are planned for the development of the Municipal Zoning Map.

In Mitrovica South, a budget of 40.000 EUR to draft spatial planning documents was allocated to the Department of Planning and Urbanism for 2017. No allocation has been made so far.

Sectoral planning documents are budgeted only in Skenderaj and Vushtrri.

In Skenderaj, no specific data are available (due to staff turnover). 10.000 EUR were allocated for the drafting of the Strategy for Local Economic Development 2013-2017, and 46.000 EUR have been allocated for the implementation of the Waste Management Plan, specifically for the 1st phase of implementation.

In Vushtrri, some activities related to the development of strategic/operational planning documents and processes (incl. public engagement) are supported but no data is available. Some funds have been allocated for the implementation of operational sectoral planning documents, such as:

- 25.000 EUR in 2017 for the Plan for improvement of mobility services;
- 30.000 EUR in 2018 to improve mobility of disabled people.

The municipality of Vushtrri stands out, as it is the only one that has a planned budget for the drafting of Strategic Environmental Assessments. Indeed, 3.000 EUR were allocated in 2016 to an outsourced consulting company to draft the SEA for the MDP 2016-2024. However, there is no information about other SEA being drafted/implemented with support of municipal budget or donor funds.

In Leposavic, Zvecan and Zubin Potok, the municipal departments are not established/consolidated yet, due to lack of internal organization and systematization of workplaces in accordance with Kosovo administrative system and respective legislative frameworks. Budget planning happens only for operational expenditures, including healthcare and education. There is no budget allocated for developing strategic/operational spatial planning documents and processes (incl. public engagement) or for drafting and implementing capital investment projects.

There was a fund allocated for Mitrovica North spatial plan drafting in 2014. Due to insufficient and unconsolidated capacities, this fund was turned back. The resources may be released by the Ministry of Environment and Spatial Planning and the Ministry of Local Government Administration when optimal conditions are set.

Still, for the four northern municipalities, it was mentioned that some activities within the framework of developing strategic/operational spatial planning documents and processes may be supported on the request of the head department of planning (once appointed), through the mayor. Whereas, as far as concerning the formulation and implementation of capital investment projects, each project should undergo a case-by-case review and consent to the Ministry of Local Government Administration/Ministry of Finance, prior to being approved by the Municipality.

1.4 Legislative & Institutional framework

Familiarity with relevant Legislative Framework

In Vushtrri, Skenderaj and Mitrovica South, employees unanimously consider they have a good/informative level regarding the different legislative frameworks (spatial/sectoral planning and development management, construction management, environmental planning and management). However, some weaknesses have been identified in both Vushtrri and Skenderaj when it comes to fully apprehend the Law on Spatial Planning and SEA legislation as well as the Law on construction and the Law on treatment of building without permit and related AIs.

If the Municipalities of Leposavic, Zvecan and Zubin Potok consider that they have a good/informative level regarding spatial planning and development management legislative framework, they also concede that as the municipal department of planning was administered based on the administrative system of Serbia, the municipal administrations are not informed formally on the Kosovo planning system and respective legislative framework. Relevant information was mainly gained from the training activities organized within the framework of “Rolling-out of the MuSPP toolbox” by UN-Habitat². Informally, the 3 municipal administrations have encountered difficulties in finding spatial planning legislative framework- particularly in the concerned Administrative Instructions (AIs), in the webpage of Ministry of Environment and Spatial Planning; in understanding it due to conflicting provisions and language errors in the Serbian versions.

For the same reasons, the Municipalities don’t consider themselves informed enough on legislative frameworks regarding construction management, sectoral planning and development management and environmental planning and management.

Out of the four northern municipalities, only the municipality of Mitrovica North considers having a sufficient level of understanding on the different spatial planning and development management legislative frameworks (however, with very limited practices of implementing the said frameworks).

²Drafting of Municipal Development Plan & Strategic Environmental Assessment, Public Participation and management of Capital Investment Projects

Navigating within the institutional framework: Cooperation and coordination

Institutional coordination/cooperation linkages

The municipalities of Mitrovica South, Vushtrri and Skenderaj have loose institutional coordination/cooperation linkages in the area of sectoral planning and capital projects. Intermunicipal cooperation mostly happens on an ad-hoc basis and without a formal agreement between municipalities. Some cooperation has been identified in the areas of joint road infrastructure projects, water and sewage system, waste management, exchange of information/experiences when drafting sectoral planning documents, exchange of information on cadastre and property issues/experiences.

On the other hand, the four northern Serb-majority municipalities have close institutional coordination/cooperation linkages in the area of sectoral planning and capital projects i.e., water-supply infrastructure, waste-management and environmental planning; as well as in joint social services delivery i.e., healthcare and education.

Interest for cooperation

Vushtrri and Skenderaj are interested in teaming-up with neighbouring municipalities for joint capital investments in the area of technical and transportation infrastructures and social facilities; and for service delivery i.e., healthcare; education; social protection; culture, youth and sports; public transportation; economic development, heating system and sectoral and integrated planning and management.

Mitrovica South is equally interested in teaming-up with both southern and northern municipalities, depending on the type of capital investment/service delivery. In particular, it would like to deepen its cooperation with Mitrovica North in the area of mobility, wastewater treatment, water resource management, heating system and emergency response.

The four northern municipalities are interested and committed in teaming-up with neighbouring municipalities in the 'region', in particularly with the northern Serbian majority municipalities, in joint design and implementation of capital projects in the area of technical and transportation, and social facilities; as well as in service delivery i.e., healthcare, education, social protection, culture, youth and sports, public transportation; economic development, and sectoral and integrated planning and management, etc.; with Serbian majority municipalities Kosovo-wide, in service delivery; with neighbouring municipalities in Kosovo in joint capital projects; and with neighbouring municipalities in Serbia, in capital projects and service delivery.

Coordination/cooperation with central and regional level

When it comes to coordination/cooperation with central and regional service/utility providers, Mitrovica South, Vushtrri and Skenderaj all cooperate with central and local government public enterprises. The three municipalities of Leposavic, Zubin Potok and Zvecan cooperate closely with central and local government public enterprises, functioning under the administrative system of Serbia, in the domain of technical and transportation infrastructure. For Mitrovica North, few details have been shared.

In Vushtrri, Skenderaj and Mitrovica South, coordination/cooperation with authorities at the central level - ministries and specialized agencies (Kosovo) - lies in the domain of: recycling of grey water,

infrastructure, culture, youth, sport, water management, education, agriculture, sewage system, budget planning.

For the four northern municipalities, this cooperation lies in the domain of financial planning and budgeting, as well as in design and implementation of capital projects in transportation and technical infrastructure, social facilities and respective equipment, and environmental protection.

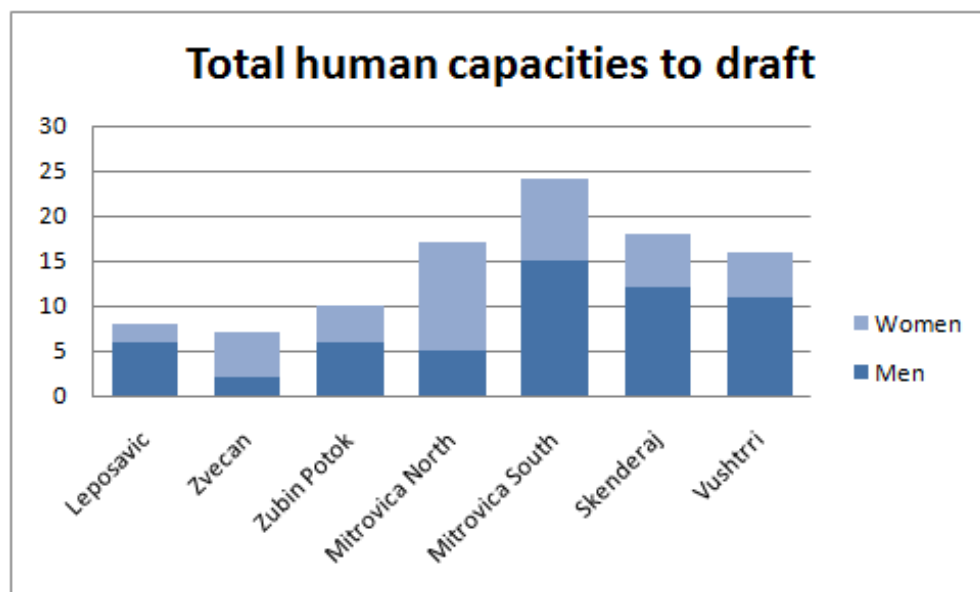
Policy dialogue with central-level ministries

In Skenderaj and Vushtrri, there is an existing policy dialogue with central-level ministries. Mitrovica South on the other hand has no policy dialogue with central-level ministries. Although the municipal staff is engaged in drafting/amending corresponding legislation, it is considered that their contribution/feedback is not taken under consideration in the respective documents.

Mitrovica South, Vushtrri and Skenderaj assess their current level of policy dialogue as “good”, even though some employees suggested that the MESP responsiveness and efficiency could be improved. According to them, the MESP should share the updates in legislation/legal reform/new requirement with municipalities more often.

In Leposavic, Zvecan and Zubin Potok, the current local-central policy dialogue, development and coordination of planning functions with the central level - ministries and specialized agencies - is considered poor. A set of possible options to improve such aspects include institutional coordination and cooperation with the central level - central and regional service/utility providers, in joint provision of services, capital projects and respective funding; as well as with ministries and specialized agencies, in sectoral and integrated legislative framework formulation and enforcement, budget planning and joint design and implementation of capital projects; all of which preferably under the framework of ‘Association of Serbian majority Municipalities’. In Mitrovica, a few contacts have been made with the MESP, Kosovo Cadastral Agency, Kosovo Privatisation Agency, or Kosovo property Agency.

1.5 A glance at municipal Human Resources

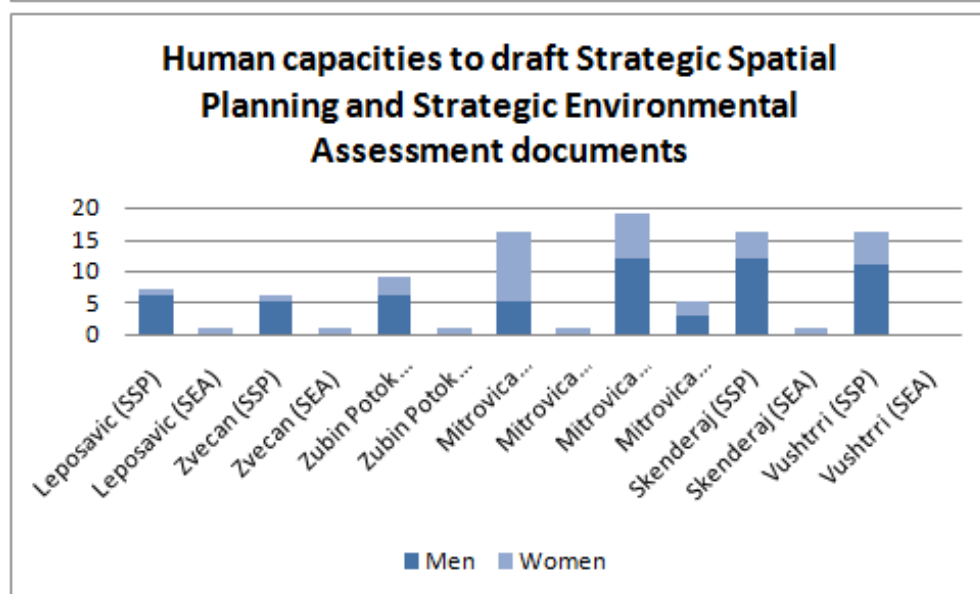


Total for VU, SK and MS: 56 (37 male and 19 female)

Total for LEP, ZV, ZP and MN: 42 (19 male and 23 female)

Grand Total
Female: 42
Male: 56

Total for VU, SK and MS: SSP: 50 (34 male and 16 female)
SEA: 6 (3 male and 3 female)



Total for LEP, ZV, ZP and MN: SSP: 38 (19 male and 19 female)
SEA: 4 female

Grand Total:
Female: 35
Male: 55
Grand Total SEA:
Female: 7
Male: 3

In Skenderaj, there are 16 employees conducting spatial planning, development and environmental management and inspection functions in the local government administration. Out of these, 11 of them are male and 5 of them are female: 1 male and 2 females with university diplomas in architecture, 2 males with university diplomas in agriculture, 3 males with diplomas in civil engineering, 1 female with a diploma in ecology, 1 male with a university diploma in pedagogy, 2 males and 1 female with university diplomas in law, 1 male with a diploma in geodesy, 1 male with emergency protection and 1 female with secondary school-leaving certificate.

In Vushtrri, there are 16 employees conducting spatial planning, development and environmental management and inspection functions in the local government administration. Out of these 16 employees, 11 are male and 5 are female: 3 males and 2 females have a university diplomas in architecture, 1 male has a hydraulic engineering diploma, 1 male has a diploma in mechanical

engineering, 1 male has a diploma in mining engineering, 2 males and 1 female have diplomas in economics, 1 male and 2 females with university diplomas in law, and 1 male with a university diploma in Emergency protection. Finally, 1 male has a secondary school leaving certificate in geodesy.

In Mitrovica South, there are 24 employees conducting spatial planning, development and environmental management and inspection functions in the local government administration, 15 are male and 9 are female. 5 of them are in charge of drafting and managing SEA (no information regarding their education background). Out of the 19 that work with spatial planning documents, 4 males have university diplomas in architecture, 3 males and 2 females have diplomas in civil engineering, 1 male and 1 female have diplomas in Geodesy, 1 female has a diploma in electrical engineering, 1 male in Geoscience and technology, 2 males and 1 female in economics, 1 male in law and 1 female in agriculture and veterinary, and 1 female has a secondary school- leaving certificate.

The situation in the northern municipalities is more complex, as local government administrations operate in parallel, given the two administrative systems (Kosovo and Serbia).

The number of officers employed in the local government administration varies from one administrative system to the other. Certain officers are employed by both administrations, Kosovo and Serbia; whereas the majority is employed by the administration of Serbia. The access to data and information on the exact number of employees, based on the administration, is denied at that stage.

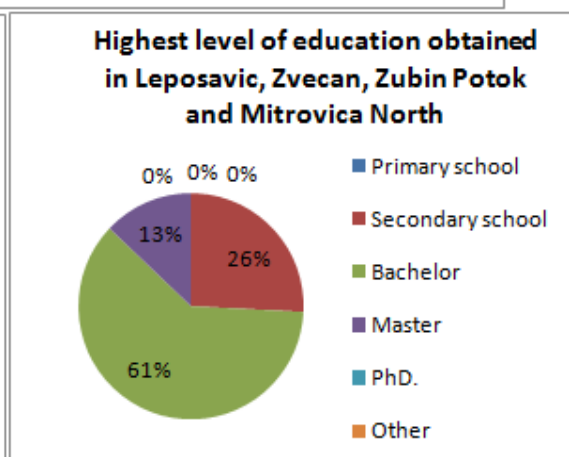
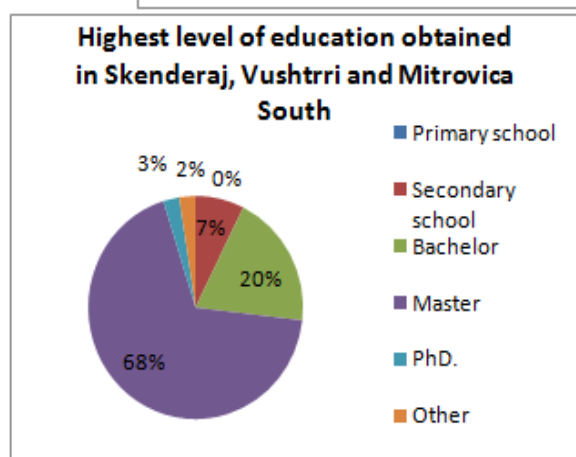
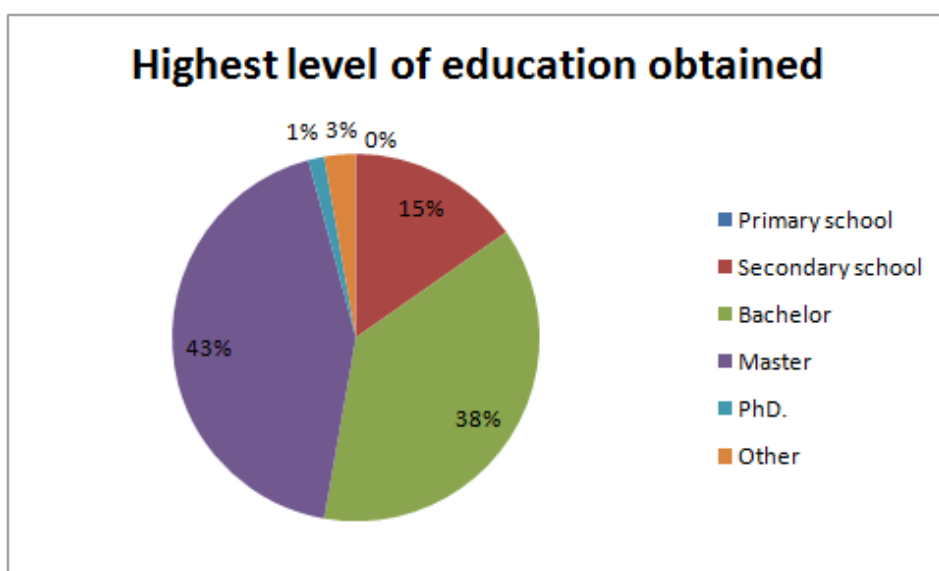
In Zvečan, there are 7 employees conducting spatial planning, development and environmental management and inspection functions in the local government administration: 2 males and 5 females. Out of these employees, 3 are employed by both administrations- a female with a university diploma in architecture and 21 years of professional working experience, and 2 males with secondary school leaving certificates in civil engineering also with 21 years of professional working experience; and 4 others employed by the administration of Serbia- 3 females with university diplomas in architecture and respectively 5, 10 and 21 years of professional working experience, and a male with a secondary school-leaving certificate in civil engineering with 5 years of professional working experience.

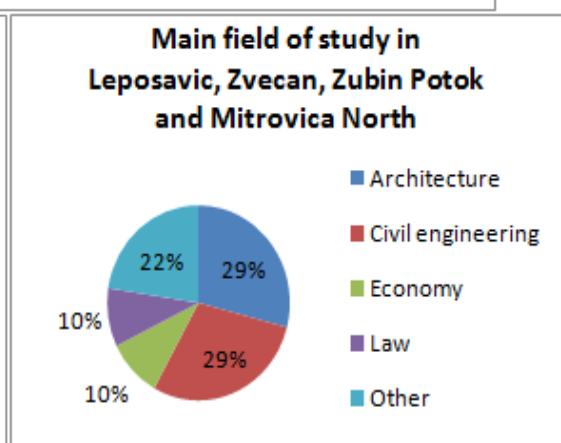
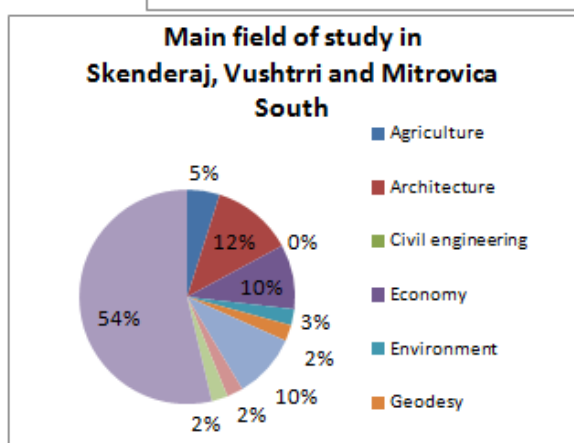
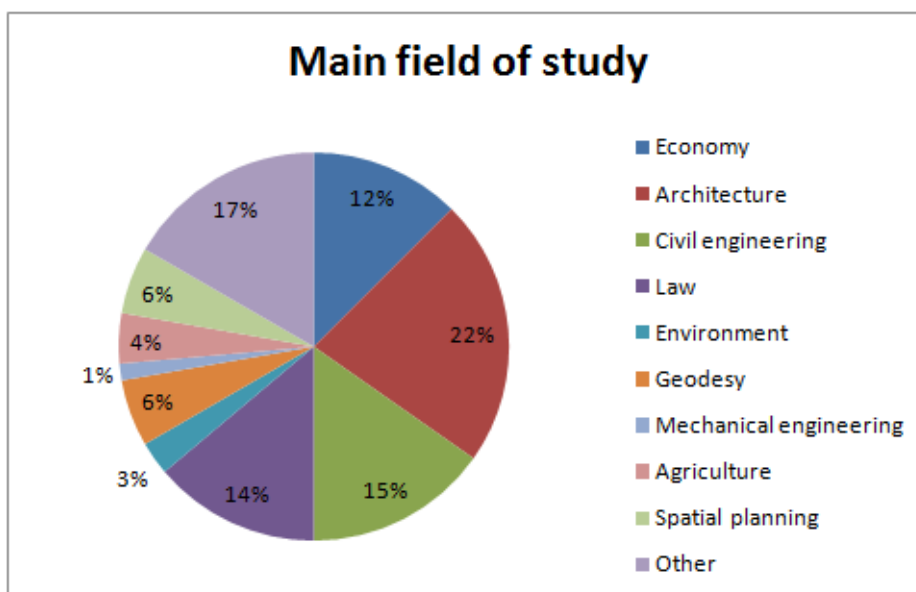
In Leposavić, there are 8 employees conducting spatial planning, development and environmental management and inspection functions in the local government administration: 6 males and 2 females. Out of these employees, 2 are employed by both administrations- a female with university diploma in biology- with 30 years of professional working experience, and a male with university diploma in civil engineering- with 10 years of professional working experience; one female with university diploma in architecture and 18 years of professional working experience is employed by the administration of Serbia; and 5 others are employed by the administration of Kosovo- 5 males, 1 male with university diploma in civil engineering and 3 years of professional working experience, 2 males with secondary school- leaving certificate in civil engineering with 29 and 30 years of professional working experience, 1 male with a university diploma in architecture and recently employed, and a male with a university diploma in electrical engineering and 6 years of professional working experience.

In Zubin Potok, there are 10 employees conducting spatial planning, development and environmental management and inspection functions, in the local government administration: 6 male and 4 female, all employed by the administration of Serbia: 1 female with a university diploma in spatial planning and 37 years of working experience, 1 female with a university diplomas in

landscape engineering and 23 years of working experience, 2 females with university diplomas in architecture and respectively 3 and 6 years of working experience, 1 male with a secondary school leaving certificate in civil engineering and 32 years of working experience, 2 males with secondary school leaving certificates in mechanical engineering and respectively 21 and 36 years of working experience, 1 male with a secondary school leaving certificate in telecom engineering and 20 years of working experience, 1 male with a university diploma in economics and 32 years of working experience and 1 male with university diploma in legal studies and 6 years of working experience.

In Mitrovica North, there are 17 employees conducting spatial planning, development and environmental management and inspection functions, in the local government administration, among which 7 (2 male and 5 female) are employed by Kosovo administrations: 1 male and 1 female with university diploma in law and 4 years of working experience, 1 female with university diploma in architecture and 4 years of working experience, 1 male with university diploma in Environmental protection and 3 years of working experience, 2 females with university diplomas in economy and 4-5 years of working experience, and 1 female with a secondary school leaving certificate in Finances, Banking and revision with 3 years of working experience. The 10 others, 3 males and 7 females, are employed by the Serbian administration.



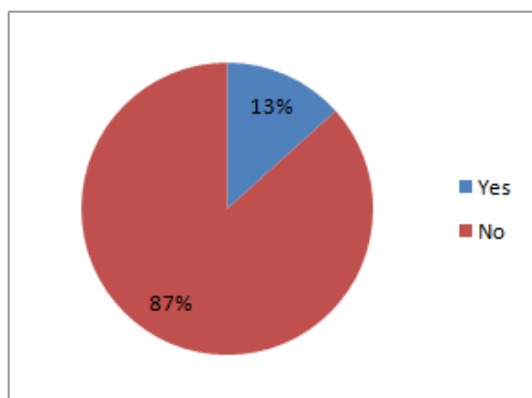


Municipal officers' skills and trainings

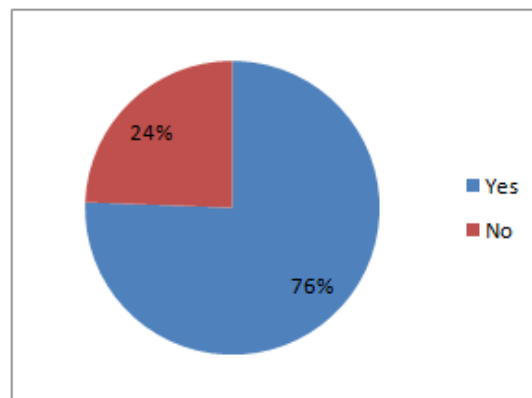
Most of the above local government administration officers have participated in certain planning processes, whether statutory or non-statutory; strategic or operational; spatial, sectoral or multi-sectoral, whether by providing technical support in management of processes or assistance in formulation of documents, they still bring some level of experience and a certain extent of knowledge over which the local government administration may rely.

Out of 41 respondents in Vushtrri, Skenderaj and Mitrovica South, 31 declared having been directly involved in this kind of activities. Almost all of them have participated in research activities, and some others were involved in drafting, implementation, coordination or reviewing activities. However, in the four northern municipalities, only 4 municipal employees among the respondents, all from Mitrovica North, declared having been directly involved in activities related to planning processes (mostly in terms of research and data collection and analysis or communication) in their career.

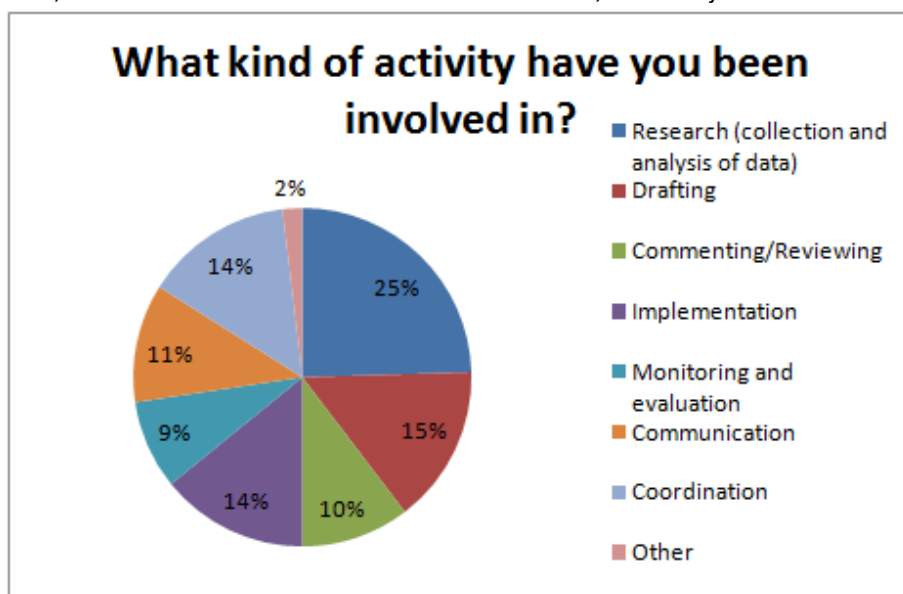
Have you ever been involved in any activity related to planning processes?



Leposavic, Zvecan, Zubin Potok and Mitrovica North



Vushtrri, Skenderaj and Mitrovica South³



To date, most of the local government administration officers have also participated in training activities in planning, development and environmental management, housing and property management, organized by UN-Habitat, other UN agencies and international organizations operating in Kosovo.

In Skenderaj, out of the 7 people that indicated having participated in trainings during their career (of a total of 10 respondents), only 1 attended trainings offered by UN-Habitat in the field of spatial planning. The other respondents mainly participated in trainings organized by the Kosovo Institute for Public Administration and the Ministry of Internal Affairs in project planning and implementation and in public investments.

In Vushtrri, 8 out of 11 respondents had attended several trainings during their career. These encompass a large spectrum of competences, among which mainly:

- Drafting of Municipal Development Plans (UN-Habitat);
- Drafting of Strategic Environmental Plans;

³ All the following charts are based on the Staff Skill Inventory (online) Survey, February 2017

- Planning -Management-control audit and financial monitoring (US Embassy, Ministry of Finance, etc).

In Mitrovica South, 15 out of 20 employees said they followed trainings during their career. 3 people attended one or more trainings by UN-Habitat (on Urban Planning and Management, but also on Drafting Strategic Environmental Assessment for Spatial Plans), 2 followed trainings on Cadastral Program and Geodesy (USAID catastrophe, EU, Kosovo Cadastral Agency). Diverse trainings on waste management (MESP, GIZ, REC), informal settlements or environmental protection and sustainable projects were also organised.

Leposavic is the administration with the lowest number of officers who have attended trainings (2 out of 8). It is also worth noting that these were mainly professional exams on civil engineering and architecture provided by Serbian institutions. The only trainings followed about urbanism were:

- Management of Municipal Property, 2016; CDF/ USAID, MLGA.
- Social Housing, 2016; OSCE;
- Public Participation in Spatial Planning, 2015; UN-Habitat.

In Zubin Potok, 5 out of 9 officers participated in at least one, if not both, of the following formations:

- Public participation in Spatial planning (UN-Habitat, 2015) ;
- Drafting Municipal development plans (UN-Habitat, 2015)

In Mitrovica North, every officer that participated in the staff inventory skills session had attended at least one training during his/her career. In view of the diversity of the profiles, the trainings followed encompass a large spectrum of competencies. However, the formations mainly focused on:

- Public participation in Spatial Planning, Capital Investments, SEA (UN-Habitat, 2015);
- Municipal Property Management (IKAP, 2014-2015-2016) ;
- Managing the performance of municipal services (USAID).

In Zvecan, every officer followed also at least one formation, these were mainly:

- Management of Municipal Property (CDF/USAID, MLGA, 2016) ;
- Social Housing (OSCE, 2016) ;
- Rolling-out of the MuSPP toolbox (UN-Habitat, 2015).

Zvecan officers seemed to have benefited the most from these trainings, however a limited number stated they had an impact on their professional practice.

Besides, in Vushtrri, Skenderaj and Mitrovica South, the majority of employees speak fluent Albanian (2 have good knowledge, 5 don't speak Albanian). Foremost, it is worth noting that around $\frac{3}{4}$ of employees have an understanding of the Serbian language: if 12 respondents have only basic knowledge of Serbian, 10 have a good and 10 even an excellent knowledge of this language. Regarding foreign languages, 36 respondents have a basic or good knowledge of English, 4 people mentioned speaking German and 3 people mentioned having Turkish language skills.

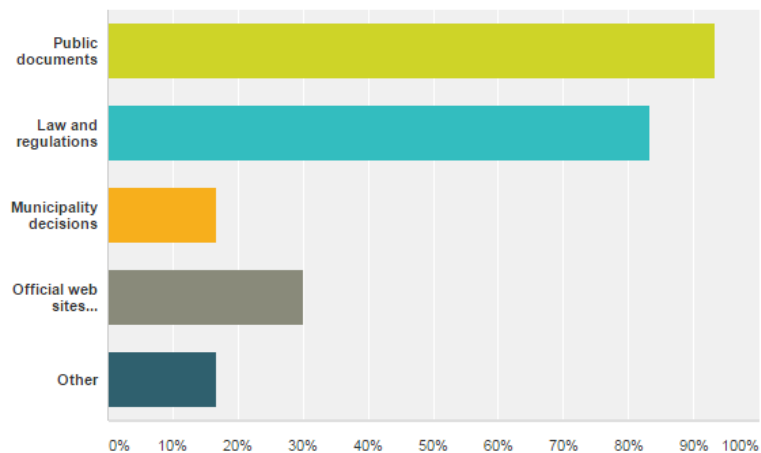
All the employees of the four northern municipalities speak fluent Serbian, as they are Serbian-native speakers, but for most of them, it is the only language they know. Indeed, out of 31 respondents, only 3 speak basic Albanian (2 in Mitrovica north and 1 in Leposavic), and 2 others from Mitrovica north have a good or excellent knowledge of that language. Finally, a few of them have a basic (9 respondents) or good (3 respondents) knowledge of English.

If the majority of northern municipality officers consult public documents and laws and regulations for data collection (63% précising they were using documents from Serbian institutions), officers

from Vushtrri, Skenderaj and Mitrovica South also rely quite heavily on municipal decisions and information on official websites for data collection.

What kind of sources you professionally use for data collection?

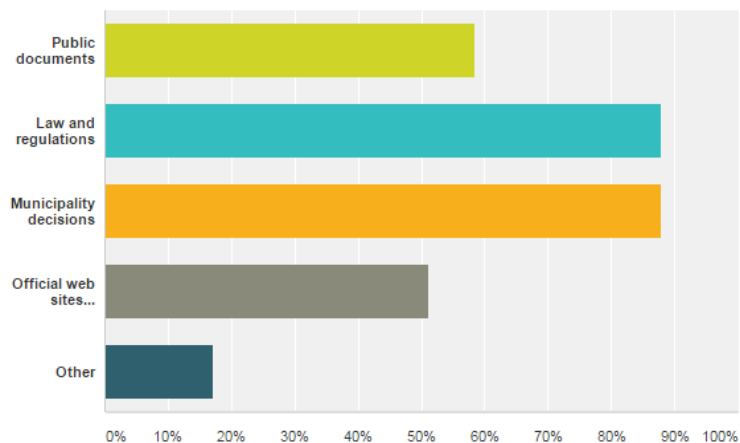
Answered: 30 Skipped: 1



Leposavic, Zvecan, Zubin Potok and Mitrovica North

What kind of sources you professionally use for data collection?

Answered: 41 Skipped: 0



Vushtrri, Skenderaj and Mitrovica South

Regarding municipal employees' IT skills, in Skenderaj, Vushtrri and Mitrovica South, almost 50% of the respondents declared that they had an "excellent" knowledge of Microsoft Office. Municipal officers equally use Microsoft Word, Excel or PowerPoint. In the four northern municipalities, 58% of surveyed officers stated their knowledge of Microsoft Office as "good", 29% as "basic" and only 13% as "excellent". Microsoft Word appears as the most used software, followed by Excel. In the four northern municipalities, people appear to be less proficient in PowerPoint (only used by 18 people).

Municipal officers' gaps and needs/training needs

Despite having attended already several trainings, the local government administrations in Skenderaj, Vushtrri and Mitrovica South recognize the need to strengthen the skills of existing human capacities, while the four northern municipalities stress their need to engage additional human resources as well. Local government administrations have expressed the need for the below listed legal and technical training activities.

Legal training and capacity building/strengthening needs vis-a-vis formulating documents and managing processes, such as:

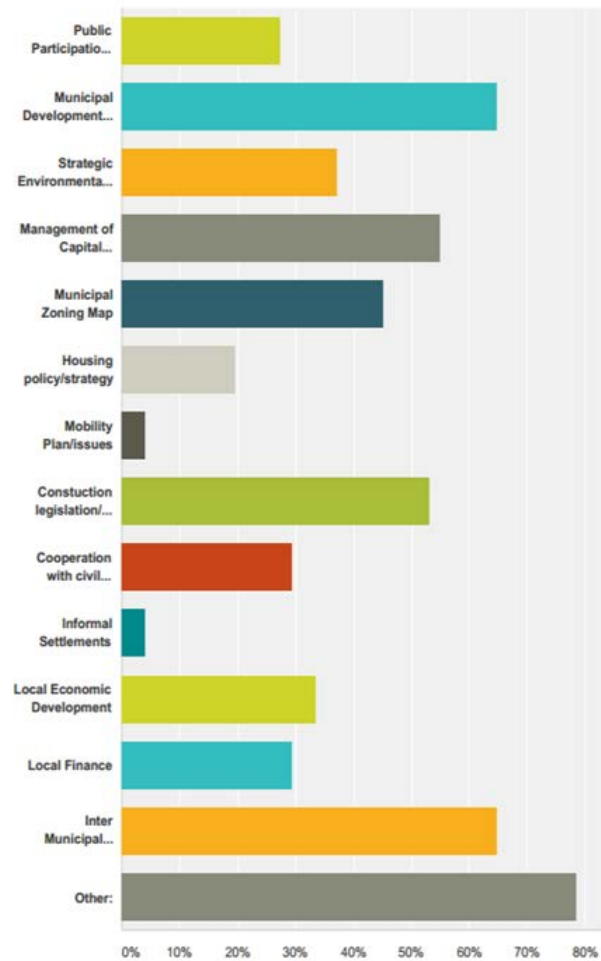
- Institutional frameworks- institutional roles and responsibilities;
- Sectoral and integrated planning/development/management legislative frameworks-administrative processes and procedures;
- Establishing monitoring indicators/tools/mechanism- institutional and technical – for all local policies;
- Reporting plan implementation degree vis-à-vis set spatial, economic and social development indicators.

Technical training and capacity building/strengthening needs vis-a-vis formulating & managing strategic/operational spatial planning, development and environmental management documents, such as:

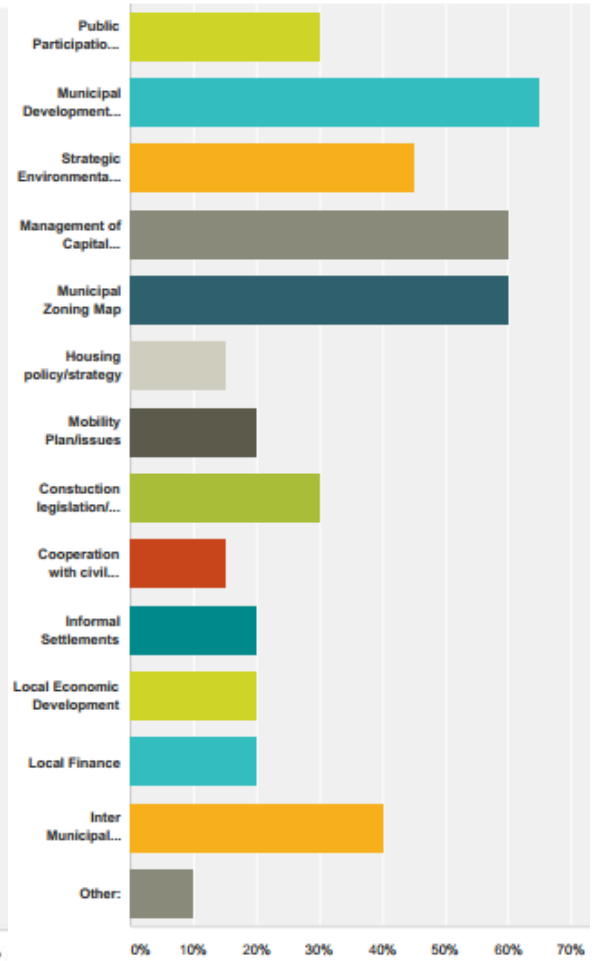
- Strategic spatial planning: introduction of spatial planning, construction and environment, other sectoral legal frameworks, including respective implementation in practice;
- Urban planning and design; drafting Strategic Environmental Assessment and Environment Impact Assessment;
- Project management: tools and techniques, coordination and cooperation (be it inter-municipal or with the civil society), stakeholder planning;
- Use of latest technology in spatial data collection (GIS and CAD software).

Which of the following new themes would you be interested in?

Leposavic, Zvecan, Zubin Potok and Mitrovica North



Vushtrri, Skenderaj and Mitrovica South



Regarding the lacking capacities, Vushtrri, Skenderaj and Mitrovica South don't seem to need more employees but would rather benefit from trainings and capacity building in the following fields:

- Conducting qualitative and quantitative data collection and analysis;
- Drafting/implementing MDP/Zoning map and other sectoral/operational planning documents;
- Drafting municipal financial strategy for innovative resource mobilization incl. donor mobilisation, public private partnership, promotion of local resources, etc;
- Strengthen urban resilience- public and political awareness, governance, finances & human resources.

It is estimated by the Municipalities of Leposavic, Zvecan and Zubin Potok that a spatial planner (with working experience in formulating sectoral and integrated strategic planning documents and issuing planning extracts), a GIS officer (with working experience in developing, managing and maintaining sectoral and integrated planning databases) as well as a spatial planner/architect (with working experience in formulating sectoral and integrated operational planning documents, issuing development conditions and construction permits) would be resourceful assets for the municipalities in terms of human capacities.

The four northern Municipalities also esteem that they are lacking an architect/spatial planner with working experience in managing integrated and sectoral operational planning and development management processes. Moreover, Zubin Potok and Leposavic expressed that they would need a legal officer with working experience in supporting integrated and sectoral operational planning and development management processes and an architect with working experience in reviewing integrated and sectoral activities, programmes and projects.

Moreover, for the four northern municipalities as well as for Vushtrri, having an Environmental officer with working experience in formulating strategic environmental assessment documents for sectoral and integrated plans and programmes, issuing environmental conditions and environmental/ integrated permits would be an invaluable asset for the team. Zvecan and Leposavic also expressed that they lack an environmental officer with working experience in managing strategic environmental assessment processes, including monitoring of sectoral and integrated plans and programmes.

Overall, whereas municipal employees in Skenderaj, Vushtrri and Mitrovica South seem to mainly need some capacity strengthening (as they were more heavily involved in planning document drafting), the officers in the four northern municipalities seem more confident in managing processes than in drafting spatial planning documents. Indeed, in the latter municipalities the municipal plans were mostly prepared at the Serbian central level. This is then reflected in the type of request for strengthening capacities, mainly in the field of strategic spatial planning, urban planning and design and project management.

Another challenge may reside in the long work experience of some of the employees in the public sector, especially in the four northern municipalities. While 55% of the employees in Skenderaj, Vushtrri and Mitrovica South have been in their positions for less than 10 years, the situation is a quite different among municipal employees in the North. Indeed, after 20 or 30 years in a position, and a career spent mainly in the public sector (only one female employee from Mitrovica North also has working experience in the civil society sector) it may be more challenging to learn new techniques or go with another workflow.

In terms of organisation, significant differences can be found between Skenderaj, Vushtrri and Mitrovica South and Leposavic, Zvecan, Zubin Potok and Mitrovica North.

In Skenderaj, Vushtrri and Mitrovica South, 86% of the employees have Terms of Reference annexed to their employment contracts, and all the respondents are frequently being evaluated on their job performance. Out of 41 respondents, 28 are evaluated annually (15 in Mitrovica South), and 1 is evaluated quarterly. Most of the municipal employees of Vushtrri and Skenderaj are evaluated by their director (90% for Vushtrri and 80% for Skenderaj), while 65% in Mitrovica South are evaluated by the Head of Division/Unit, and only 40% of them are evaluated by their director. Moreover, 65% of Skenderaj, Vushtrri and Mitrovica South employees declared that they were very satisfied or satisfied with the current methods of performance evaluation.

In the four northern municipalities, the situation varies from one municipality to the other. Municipal employees of Leposavic and Zvecan do not have clear Terms of Reference. In Zubin Potok, only one municipal officer has specific Terms of Reference. On the contrary, 6 out of the 7 respondents from Mitrovica North stated that they had Terms of Reference annexed to their current employment contracts.

Finally, employees of these Municipalities are currently not being evaluated regarding their performance, except for Mitrovica North where employees are evaluated annually by their director (1 answer not detailed).

Human resources in the municipalities

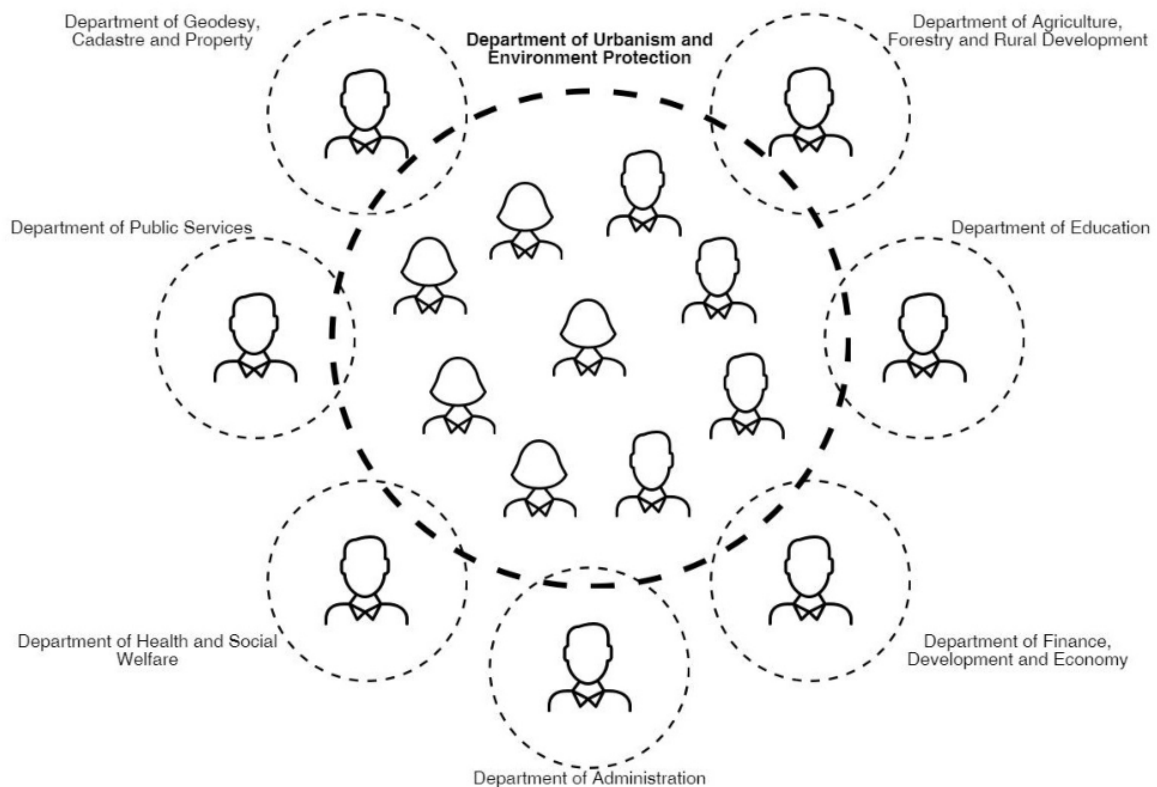
Below you will find illustrations of each municipality and related human resources dedicated to spatial planning, development and environment management and inspection

Relevant human capacities in Skenderaj

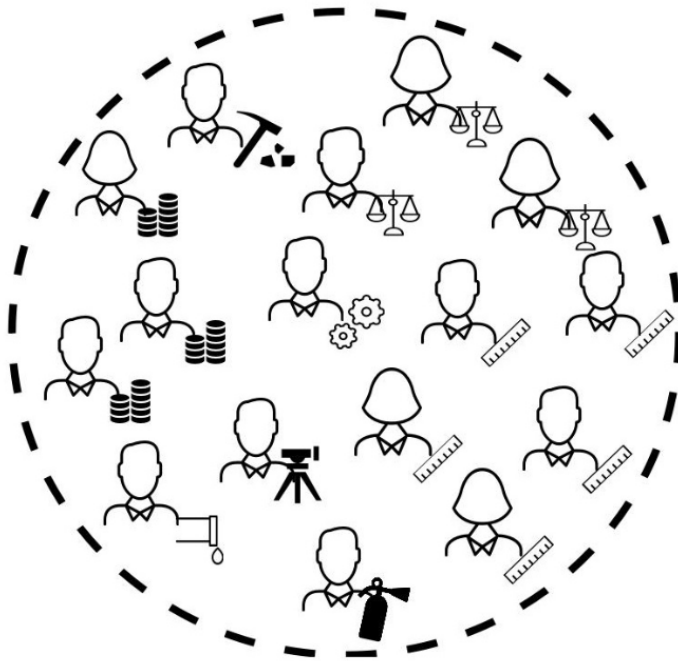


Total: 16 (11 male and 5 female)

The Municipal Planning Team in Skenderaj

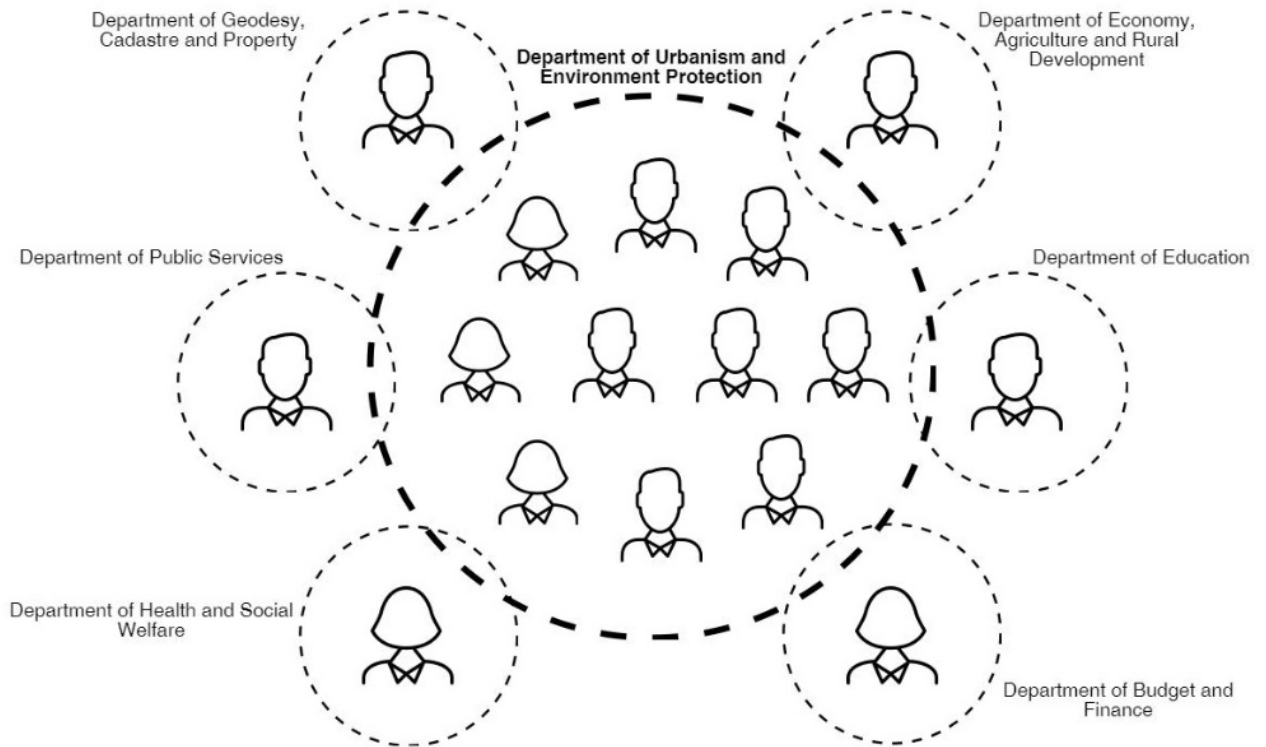


Relevant human capacities in Vushtrri

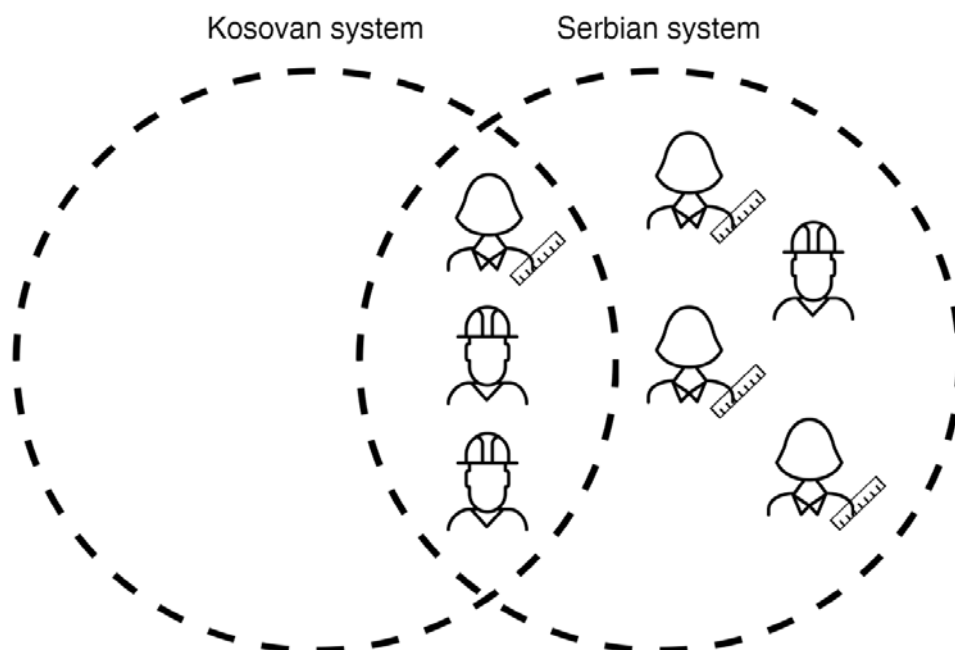


Total: 16 (11 male and 5 female)

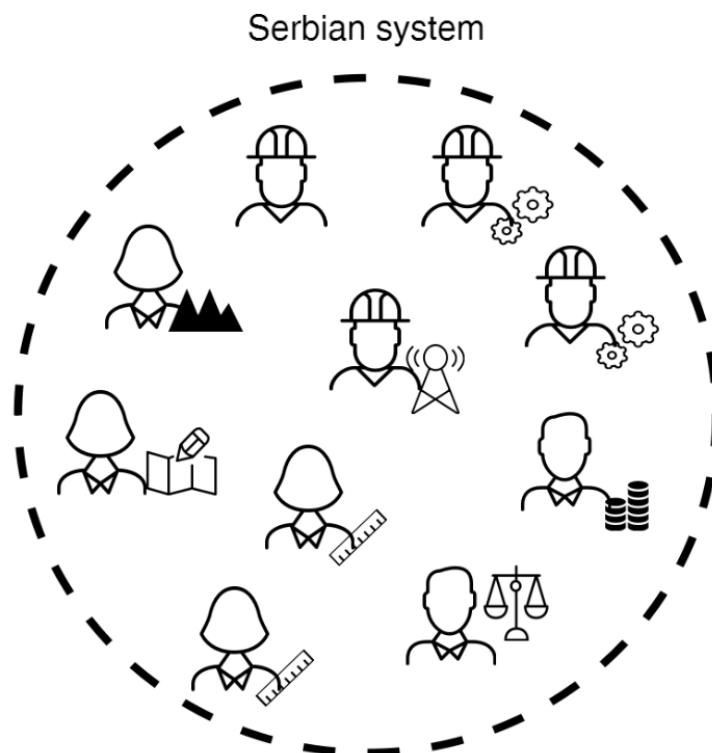
The Municipal Planning Team in Vushtrri



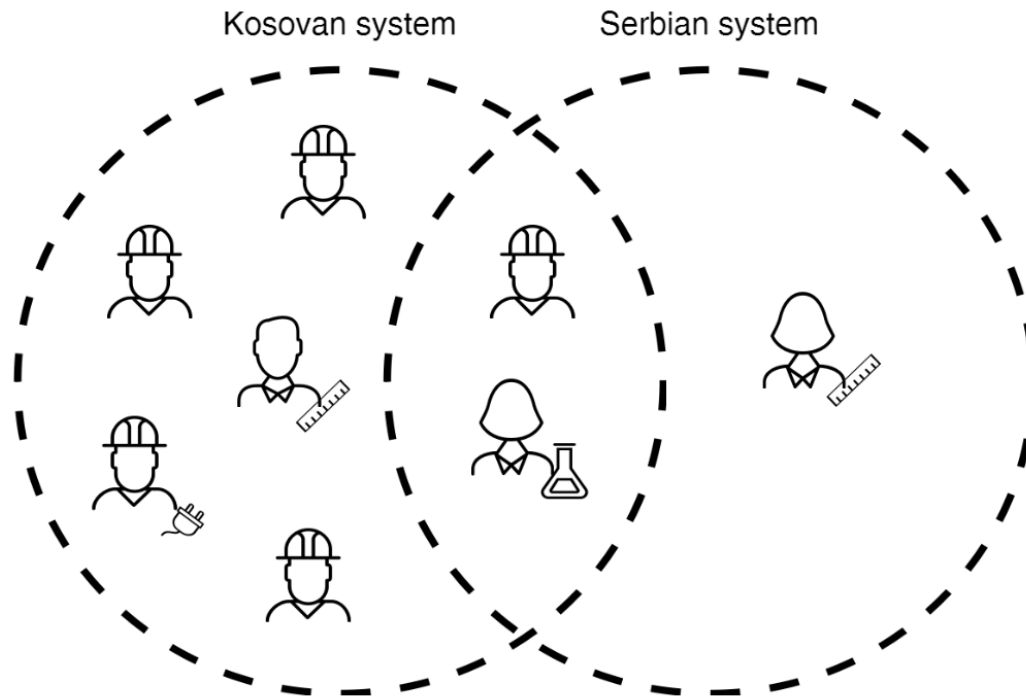
Relevant human capacities in Zvecan



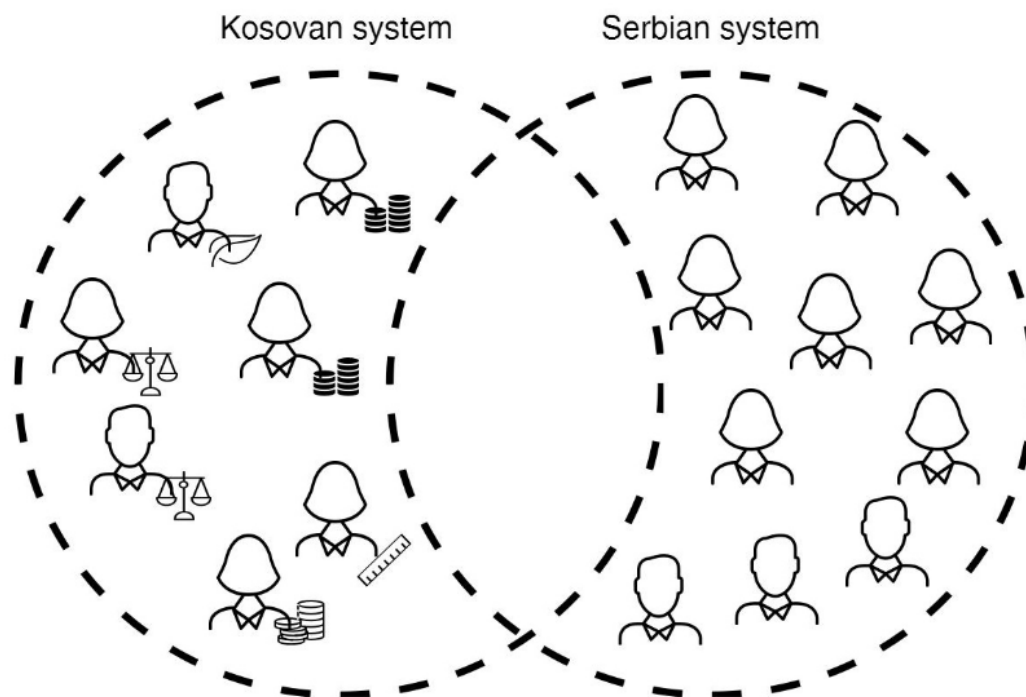
Relevant human capacities in Zubin Potok



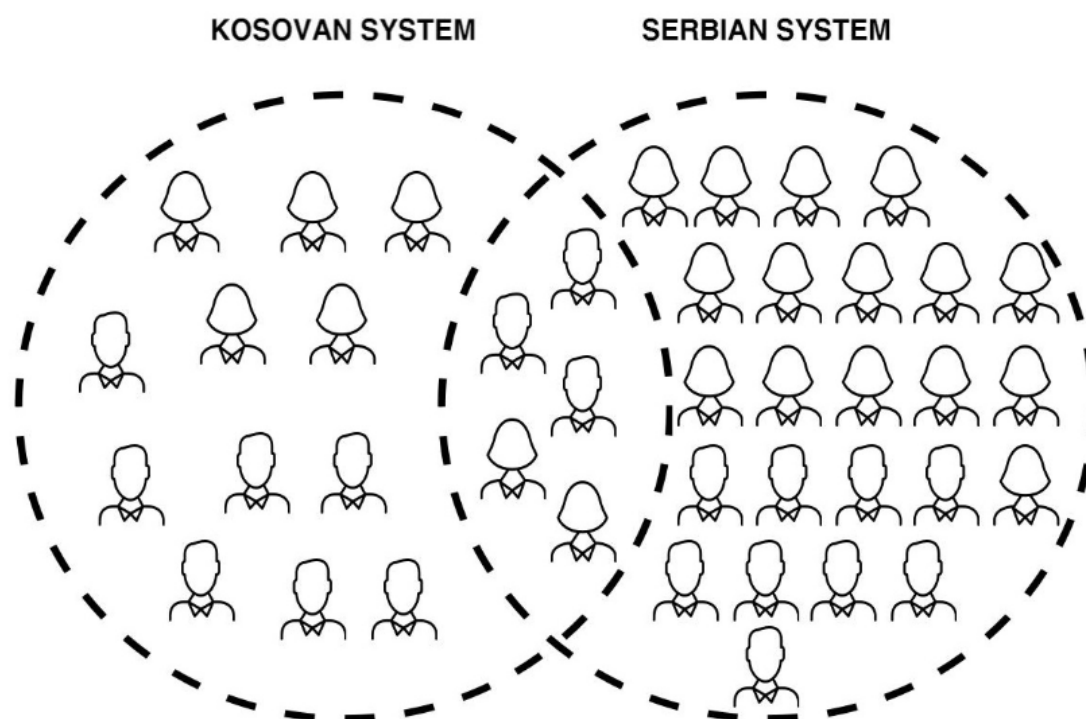
Relevant human capacities in Leposavic



Relevant human capacities in Mitrovica North



Total human capacities in Leposavic, Zvecan, and Zubin Potok and Mitrovica North



Kosovan system: **17 (10 male and 7 female)**
Serbian system: **29 (12 male and 17 female)**

Legend

	/ (w/ secondary school leaving certificate)		Mining engineer (w/ university diploma)
	Hydraulic engineer officer (w/ university diploma)		Education specialist (w/ university diploma)
	Geoscientist (w/ university diploma)		Agricultural engineer (w/ university diploma)
	Emergency protection officer (w/ university diploma)		Geodesist (w/ university diploma)
	Environmental officer (w/ university diploma)		Biologist (w/ university diploma)
	Architect (w/ university diploma)		Mechanical engineer (w/ secondary school leaving certificate)
	Civil engineer (w/ secondary school leaving certificate)		Telecom engineer (w/ secondary school leaving certificate)
	Spatial planner (w/ university diploma)		Landscape engineer (w/ university diploma)
	Jurist (w/ university diploma)		Electrical engineer (w/ university diploma)
	Economist (w/ university diploma)		Economist (w/ secondary school leaving certificate)

Source:

Respective local government administrations

1.6 SWOT: Recap and analysis of the municipal planning stand, professional capacities, experience, and institutional cooperation in the seven municipalities.

Spatial/ Sectoral/ Multi-Sectoral Strategic/ Operational Products and Processes

Strengths	Weaknesses
<p>-Selected statutory strategic spatial planning documents i.e. MDP and UDP (MS, VU, SK, MN); serving as a basis for issuing development conditions and construction permits for certain specific public and private investments.</p> <p>-Strategic spatial planning documents i.e., MDP and UDP (MS, VU, SK, MN); formulated based on legislative framework of Kosovo; and by third parties in compliance with Spatial Plan of Kosovo (KSP).</p> <p>-Selected statutory strategic spatial/sectoral planning documents (expired/revoked) i.e., MSP (ZP), GUPs (ZV, ZP, MN, LP), DUPs (ZV, ZP, LP), DRPs (ZV, ZP, LP); and Urban Design Plans (ZP, LP) used in support of guiding and managing municipal, both urban and rural development, for public and private interventions.</p> <p>-Strategic Environmental Assessment (SEA) conducted for the strategic spatial plans i.e. MDP/UDP. (MS, VU)</p> <p>-Effective (non) statutory operational sectoral planning documents i.e. LEAP's (ZV, ZP, LP), MEEP's (ZV, ZP); LED's (ZV, ZP), and TDP (LP); formulated by third parties (NGOs, international specialized agencies) with support of the Kosovo central government administration and international organizations.</p>	<p>-Limited participation of municipal departments in the drafting process of existing documents and lack of ownership towards the municipal plan. (ALL)</p> <p>-Limited or lack of municipal commitment and funds/budget requested/allocated for the formulation of planning documents or managing respective processes and for the design and implementation of capital projects. (ALL)</p> <p>-Public investments/capital projects mostly done on an ad-hoc basis, without considering all aspects. (ALL)</p> <p>-No mechanism for quality control of planning documents (in drafting/implementation process). (MS, VU, SK)</p> <p>-No review of spatial planning documents has been conducted to reflect the new administrative border of Mitrovica South and the corresponding adjustments in terms of municipal data, development priorities, activity plans and related implementation provisions. (MS, MN)</p> <p>-Strategic spatial plans GUPs/Urban Design Plans drafted based on the Serbian Spatial Planning System and with no update in decades. (ZV, ZP, MN, LP)</p> <p>-No monitoring plans/reports on the implementation of previous planning documents/strategies. (ALL)</p> <p>-No environmental assessment developed for spatial plans. (SK, ZV, ZP, MN, LP)</p>
Opportunities	Threats
<p>-Spatial planning legislative reform, hence, a new set of decentralised planning instruments to be devised under the leadership of the local government administration, and related support of the Inclusive Development Programme. (ALL)</p>	<p>-Low awareness and knowledge related to strategic and operational spatial planning among the Municipal Assembly members and political parties. (ALL)</p> <p>-Low technical exchange between MN and MS; Political disputes related to the municipal</p>

<p>-Brussels Agreement: Possibility to draft consistent spatial planning documents with the Municipality of Mitrovica North under the guidance of MESP, with the support of UN-Habitat. (MS, MN)</p> <p>-Development of M&E system and ToRs for staff and consulting companies in support of establishing or strengthening concerned municipal departments. (SK, LP, ZP, ZV)</p> <p>-Ongoing drafting of environmental assessment for MDP (consulting companies) (SK) and technical support/on-job assistance for technical staff in drafting SEA/EIA for planning documents. (VU, SK)</p> <p>-Existing guidelines and training modules in relevant languages. (ZV, ZP, MN, LP)</p>	<p>boundary hampering the initiation of the MDP revision/drafting. (MS, MN)</p> <p>-Lack of accessibility (location and language) to effective central government administration statutory strategic/operational sectoral planning documents and instructions/guidelines to draft decentralised instruments required by the law. (ZV, ZP, MN, LP)</p>
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Data and Information - Securing, Storing, Collecting, Sharing, Updating

Strengths	Weaknesses
<p>-Availability of some cadastral data and cartographic database with systematic or occasional update. (MS, VU, SK)</p> <p>-Some data and information available in the scope of expired/revoked statutory/non-statutory strategic and operational spatial/sectoral/multi-sectoral planning documents. (ZV, ZP, MN, LP)</p> <p>-Some selected sectoral data available/collected by the Kosovo/Serbia local government administrations. (ZV, ZP, MN, LP)</p> <p>-Effective archiving system and complete register of development conditions and construction permits issued. (ZV, ZP, MN, LP)</p>	<p>-Lack of data and information management protocols: securing, storing, collecting, sharing, updating. (ALL)</p> <p>-Lack of consolidated municipal data and information system. (MS, VU, SK)</p> <p>-Poor data and information presentation; with no sources or collection periods. (ZV, ZP, MN, LP)</p> <p>-Lack of consolidated data and information systems due to lack of human, technical and financial capacities in Kosovo/Serbia local government administrations. (ZV, ZP, MN, LP)</p> <p>-Lack of orthographic satellite images in digital format made available at municipal level. (ZV, ZP, LP)</p>
Opportunities	Threats
<p>-Central support available for establishing integrated spatial database at municipal level in line with Spatial Planning Application Kosovo (SPAK) to be rolled out. (ALL)</p> <p>-Development & management of integrated database and cadastral information. (VU, SK, MS)</p>	<p>-Spatial/sectoral planning, development and management decisions taken based on estimated and outdated data and information or on an ad-hoc basis. (ZV, ZP, LP)</p> <p>-Lack of data and information on population and housing (no census), undermining assessment and projection for future investments and financing needs. (ZV, ZP, MN, LP)</p>

Legislative Frameworks - Laws, By-Laws, Regulations and Rule-books

Strengths	Weaknesses
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<p>-Good knowledge of the spatial and sectoral legislative framework (self-assessment) among the Department of Planning and Urbanism and of sectoral legislative framework among the corresponding sectoral departments. (MS, VU, SK)</p> <p>-Advanced knowledge on the revoked/applicable legislative frameworks for planning, development and management-Serbia/Serbia and Montenegro/Yugoslavia and interest to get acknowledged on the applicable legislative frameworks for spatial/sectoral planning, development and management in the local Kosovo institutional structure. (ZV, ZP, MN, LP)</p>	<p>-Limited knowledge of SEA legislation (SK), Law on construction and related AIs, Law on treatment of building without permit and related AIs and SEA (VU) and of the Municipal Zoning Map drafting process. (MS, VU, SK)</p> <p>-Lack of practical implementation of spatial/sectoral planning, development and management legislative frameworks in the local Kosovo institutional structure. (ZV, ZP, MN, LP)</p>
<p>Opportunities</p>	<p>Threats</p>
<p>-Availability of guidelines and tools for drafting and implementing strategic/operational spatial and environmental planning documents in line with the spatial planning legislation framework + spatial/sectoral planning, development and environmental management legislative frameworks related to the local Kosovo institutional structure (MuSPP Toolbox) in Serbian language. (MS, ZV, ZP, MN, LP)</p> <p>-Training and capacity building/strengthening activities in support of implementing spatial planning, development and environmental management legislative frameworks, as well as for managing respective inclusive participatory processes (KIPA training programme). (ALL)</p> <p>-Municipal Zoning Map guidelines and ensuing training to be released 'soon' by MESP. (ALL)</p> <p>-Local elections scheduled in October 2017: right momentum to sensitize the municipal leadership and management. (ALL)</p>	<p>-Difficulties due to the existence of dual administrative systems in local government administration, difficulties in locating applicable legislative frameworks, in particular Administrative Instruction for spatial/sectoral planning, development and management in the Kosovo central government administration, web-systems; as well as understanding it due to conflicting provisions and substantial errors in Serbian language. (ZV, ZP, MN, LP)</p> <p>-Application of spatial planning, development management (construction and treatment of constructions without permit) and environmental management legislative frameworks within the parallel (Serbian) institutional structure. (ZV, ZP, MN, LP)</p> <p>-Lack of necessary mechanisms at the central level for effective monitoring of the spatial planning legal framework implementation. (ALL)</p> <p>-Low awareness and knowledge related to planning among the assembly members/decision-makers can affect/prolong planning processes. (ALL)</p>

Human Resources - Formulation of Documents; Management of Processes

<p>Strengths</p>	<p>Weaknesses</p>
<p>-Some experience with inclusive and participative processes. (VU, SK, MS)</p> <p>-Some experience in supporting/conducting</p>	<p>-Incomplete local government administration-Kosovo, required by the administrative regulations. (ZV, ZP, LEP)</p>

<p>qualitative/quantitative data and information research; managing and supporting strategic/operational spatial/sectoral planning processes; and issuing development conditions, development permits and respective implementation supervision. (MS, ZV, ZP, MN, LP)</p> <p>-Strong coordination/cooperation within the same department (MS) and between technical staff of different departments. (VU, SK)</p> <p>-Acknowledgement of the importance of integrated planning in addressing the local needs expressed by the technical staff. (VU, SK)</p>	<p>-Lack of knowledge/experience in conducting/supporting spatial/sectoral planning exercises, qualitative/quantitative data and information research (MN) and digital georeferencing, and in managing and supporting strategic/operational spatial/sectoral planning processes. (ZV, ZP, MN, LP)</p> <p>-Lack of specialized profiles. (MS, VU)</p> <p>-Low political awareness and knowledge regarding the role and use of integrated spatial planning and sectoral policies as a tool for development. (MS, VU, SK)</p>
Opportunities	Threats
<p>-Young professionals/staff members (MS) and newly established Municipal Planning Team. (VU, SK, MS)</p> <p>-Established Municipal Planning Teams (MPT) with resource persons from both local government administrations to accelerate the formulation process and to promote integration. (ZV, ZP, MN, LP)</p> <p>-Targeted trainings and capacity building/strengthening activities provided by various municipal partners, including by Inclusive Development Programme. (ALL)</p> <p>-Local government administration reorganization and systematization process in progress. (ZV, ZP, MN, LP)</p> <p>-Certain local government administration officers employed by both the Kosovo and Serbia administrative system (from an integration perspective). (ZV, ZP, LP)</p>	<p>-Political and other interferences in decision-making processes regarding spatial planning products being endorsed. (MS, VU, SK)</p> <p>-Indefinite time-frame for the reorganization and consolidation of local government administration. (ZV, ZP, MN, LP)</p>

Cooperation and Coordination

Strengths	Weaknesses
<p>-Contacts and data exchange on the technical level with some neighboring municipalities. (MS, VU, SK)</p> <p>-Capital investment projects supported/facilitated by central institutions. (ALL)</p> <p>-Existence of institutional coordination/cooperation and joint investments/service delivery among northern Serbian majority</p>	<p>-Lack of initiative and limited cooperation with the neighboring municipalities on both the political and technical level, in terms of joint development projects and planning documents. (MS, VU, SK)</p> <p>-Lack of communication lines, coordination and cooperation among northern Albanian and Serbian-majority municipalities and between the</p>

<p>municipalities. (ZV, ZP, MN, LP)</p> <p>-Interest/commitment for teaming-up with local government administrations among Kosovo municipalities, in particular with northern Serbian-majority municipalities and with neighboring local government administrations in Kosovo and in Serbia. (ZV, ZP, MN, LP)</p> <p>-Progressive exchange visits to local Kosovo government administrations dedicated to spatial/sectoral planning and development management processes. (ZV, ZP, MN, LP)</p>	<p>Kosovo central government administration, ministries and specialized agencies, and the northern Serbian-majority municipalities in the area of design and implementation of joint capital projects and service delivery. (ZV, ZP, MN, LP)</p>
<p>Opportunities</p>	<p>Threats</p>
<p>-Policy dialogues on sectoral issues with the neighboring municipalities and central government. (MS)</p> <p>-Potential for exchange of experiences/information and for cooperation in fields such as spatial planning, housing, tourism, regional development, joint projects etc. (VU, SK)</p> <p>-Numerous capital investment projects in northern Serbian majority municipalities supported by the Kosovo central government administration and Development Fund for northern Kosovo; as well as international organizations. (ZV, ZP, MN, LP)</p> <p>-Commencement of institutional coordination/ cooperation with central and regional service/ utility providers- Kosovo; as well as policy dialogue with central Kosovo government administration, ministries and specialized agencies to be connected with the rest of Kosovo. (ZV, ZP, MN, LP)</p>	<p>-Political dynamics (local elections) may contribute to prolonged planning processes. (ALL)</p> <p>-Further coordination/cooperation with local and central Kosovo government administrations relying on the Association of Serb-majority Municipalities, that is yet to be established; as well as on the outcome of the EU-facilitated dialogue. (ZV, ZP, MN, LP)</p> <p>-Lack of local community trust in local government administrations, local NGOs, and in Kosovo/Serbia central government administrations. (ZV, ZP, MN, LP)</p>

Gender perspective in spatial planning and decision-making processes

Strengths	Weaknesses
<p>-Some women among technical staff and leadership. (ALL)</p> <p>-Gender officer. (MS, SK, VU)</p>	<p>-No gender disaggregated data included in strategic/operational spatial planning documents. (ALL)</p> <p>-No planning, development and management processes conducted with gender sensitive approaches. (ALL)</p> <p>-Very poor female representation at the political level/directors (MS, VU, SK) and in municipal administration (VU, SK).</p>

Opportunities	Threats
<p>-Women and girls empowerment addressed by various NGO initiatives, including in spatial planning processes. (MS, SK)</p> <p>- Encourage having an equal distribution of women and men in municipal planning teams and reaping the benefits of mixed municipal planning teams to move gradually towards more gender sensitive and transformative plans and projects</p> <p>- Training module on gender mainstreaming available for further rolling-out</p>	<p>-Risk of leaving gender issues at the bottom of the agenda, due to other priorities. (MS, VU, SK)</p> <p>-NGOs dealing with gender issues lack funds and are not working with integration of gender in spatial planning process. (VU, SK)</p>

Partnership with civil society

Strengths	Weaknesses
<p>-Certain planning, development and management processes/activities conducted with local community engagement. (ALL)</p> <p>-Availability of data/information/ reports on planning processes/activities, visioning workshops, conducted with some participatory processes: drafting process of MDP (MS, VU, SK), and Strategy for Local Economic Development (SK).</p> <p>-Existing cooperation between municipal departments and NGOs. (SK, VU)</p>	<p>-No sustainable cooperation mechanism between respective departments and civil society (mainly on an ad-hoc basis and with initiative of NGOs). (ALL)</p> <p>-Limited municipal capacities in managing inclusive planning processes, isolated cases mainly supported by municipal partners. (ALL)</p> <p>-Lack of knowledge/experience in leading and supporting inclusive participatory and community outreach processes. (ALL)</p>
Opportunities	Threats
<p>-Right momentum for engagement of civil society (drafting process of MDP/SEA/Zoning map, housing etc). (ALL)</p> <p>-Willingness of communities/citizens to be informed, to participate and contribute to planning processes. (ALL)</p> <p>-Local knowledge/Active local NGOs in addressing various youth, gender and planning aspects. (MS)</p>	<p>-Low level of trust towards the municipal administration among civil society organizations. (ALL)</p> <p>-Risk of ignoring and/or misunderstanding the potential of civil society due to the lack of knowledge and other priorities (elections etc). (ALL)</p>

1.7 Findings and Recommendations

Spatial/ Sectoral/ Multi-Sectoral Strategic/ Operational Products and Processes

- In the seven municipalities, participation of municipal departments in the drafting process of existing documents appears as limited; thus, involving all relevant municipal departments in drafting processes would help strengthening municipal capacities and reinforcing ownership towards the municipal plan.
 - Similarly, all municipalities seem to have insufficient funds/ budget allocated for the formulation of planning documents or managing respective processes and for the design and implementation of capital projects; there is a need to deepen municipal commitment.
 - Awareness and knowledge related to strategic and operational spatial planning needs to be raised among the Municipal Assembly members and political parties.
- ⇒ The Spatial planning legislative reform, a new set of decentralised planning instruments to be devised under the leadership of the local government administration, and related support of Inclusive Development Programme, could/should be used as an opportunity to strengthen municipal drafting, implementing and M&E capacities.

Data and Information - Collecting, Sharing, Updating, Securing, Storing,

- Data and information management systems and protocols at municipal level need to be severely upgraded, starting with data collection in the four north municipalities.
- ⇒ The central support available for establishing integrated spatial database at municipal level in line with Spatial Planning Application Kosovo (SPAK) to be rolled out could/should be used as an opportunity to consolidate municipal data and information systems.

Legislative Frameworks - Laws, By-Laws, Regulations and Rule-books

- In Vushtrri, Skenderaj and Mitrovica South, knowledge of SEA legislation, Law on construction, Law on treatment of building without permit and related administrative instructions and SEA and of the Municipal Zoning Map drafting process needs to be improved.
- In Leposavic, Zvecan, Zubin Potok and Mitrovica North, spatial/ sectoral planning, development and management legislative frameworks- Kosovo needs to be implemented from scratch.
- Mechanisms at the central level for effective support and monitoring of the spatial planning legal framework implementation should be introduced, ensuring the consistency between the plans and catalytic effects of actions being taken at different scales.
- Awareness and knowledge related to planning among the assembly members/decision-makers can affect/prolong planning processes should be raised.

- ⇒ The training and capacity building/strengthening activities could/should be used in support of implementing spatial planning, development and environmental management legislative frameworks, as well as for managing respective inclusive participatory processes (KIPA training programme).

The Municipal Zoning Map guidelines and ensuing training that MESP will shortly release could/should also be considered as an opportunity to help municipal officers drafting Municipal Zoning maps.

Finally, the forthcoming elections can be the right momentum to sensitize the municipal leadership and management about relevant legislative frameworks and corresponding tools

for decision-makers.

Human Resources - Formulation of Documents; Management of Processes

- In Vushtrri, Skenderaj and Mitrovica South, there is a need to raise political awareness and knowledge regarding the role and use of integrated spatial planning and sectoral policies as a tool for development.
 - In Leposavic, Zvecan, Zubin Potok and Mitrovica North, local administrations need to be developed/completed as per Kosovo system (the situation varies considerably from one municipality to another), and existing capacities need gain knowledge/experience in conducting/supporting spatial/sectoral planning exercises, qualitative/quantitative data and information research and digital geo-referencing, and in managing and supporting strategic/operational spatial/sectoral planning processes.
- ⇒ For all municipalities, targeted trainings and capacity building/ strengthening activities provided by various municipal partners, including by Inclusive Development Programme should be used as a basis for municipal capacity-building.
- On-the-job assistance with all members of the Municipal Planning Teams (mixed Kosovo and Serbian local administrations) and integrated officers from the civil protection to Kosovo central entities in the north can help accelerating municipal delivery when the transition from the Serbian to Kosovan system will be completed. No one should be left behind during the process.

Cooperation and Coordination

- In Leposavic, Zvecan, Zubin Potok and Mitrovica North, better communication, coordination and cooperation lines among northern Albanian and Serbian majority municipalities and between the central government administration- Kosovo and northern Serbian majority municipalities should be implemented, and institutional coordination/ cooperation with central and regional service/ utility providers- Kosovo; as well as policy dialogue with central government administration- Kosovo, ministries and specialized agencies to be connected with the rest of Kosovo should be continued and deepened.
 - In those municipalities, reinforcing local community trust in local government administration, local NGOs, and in central government administrations- Kosovo/ Serbia should also be seen as a priority.
- Overall, there is a need to encourage initiative for cooperation with neighbouring municipalities- both at a political and a technical level, by pooling HR and financial resources. The Capital Investment Facility to be introduced in the core phase of the programme should use criteria for eligibility to support further horizontal and vertical cooperation.

Gender perspective in spatial planning and decision-making processes

- In all municipalities, there is a need to increase the presence of women among technical staff and leadership. The gender component is absent from all documents/ policies/ decisions/ budget leading the development and management of the municipality.
- ⇒ The introduction of gender disaggregated data in strategic/ operational spatial planning documents and advocate for gender sensitive planning, development and management processes should be supported.

Partnership with civil society

- All municipalities need to develop sustainable cooperation mechanisms between respective departments and civil society (since partnerships are mainly on ad-hoc basis and initiated by NGOs).
 - Awareness and knowledge regarding the potential of civil society and in leading and supporting inclusive participatory and community outreach processes needs to be raised to encourage municipalities to (take initiative to) conduct inclusive planning processes and participatory policy development and decision-making.
- ⇒ Involving and empowering civil society (citizens and communities) in planning processes (drafting process of MDP/SEA/Zoning map, housing etc) and policy development & M&E, could/should be used as a way to increase their level of trust towards the municipal administration and enhanced responsiveness and delivery by local administrations.

Addendum 1 - SWOT: Recap and analysis of the municipal planning stand, professional capacities, experience, and institutional cooperation in the four northern municipalities.

Spatial/Sectoral/Multi-Sectoral Strategic/Operational Products and Processes

Strengths	Weaknesses
<p>-Selected statutory strategic spatial planning documents i.e., Municipal Development Plan (MDP) (MN, MS); and Urban Development Plan (UDP) (MN, MS); serving as a basis for issuing development conditions and construction permits for certain specific public and private investments;</p> <p>-Selected statutory strategic spatial planning documents i.e., MDP (MN, MS); and UDP (MN, MS); formulated based on legislative framework of Kosovo; and by third parties (specialized public enterprises), hence in compliance with Spatial Plan of Kosovo (KSP).</p> <p>-Selected statutory strategic/operational spatial/sectoral planning documents (expired/revoked) i.e., Municipal Spatial Plan (MSP) (ZP); General Urban Plans (GUPs) (ZV, ZP, MN, LP); Detailed Urban Plans (DUPs) (ZV, ZP, LP); Detailed Regulatory Plans (DRPs) (ZV, ZP, LP); and Urban Design Projects (UDPs) (ZP, LP); used in support of guiding and managing municipal- urban and rural development (issuing development conditions and construction permits, and respective supervision), for public and private interventions. (ZV, ZP, LP)</p> <p>-Effective (non) statutory operational sectoral planning documents i.e., Local Environmental Action Plan's (LEAP's) (ZV, ZP, LP); Municipal Energy Efficiency Plan's (MEEP's) (ZV, ZP); Local Economic Development Plan's (LED's) (ZV, ZP); and Tourism Development Plan (TDP) (LP); formulated based on legislative framework of Kosovo, by third parties (non-governmental organizations- NGO's, and international specialized agencies) with support of central government administration- Kosovo, and the international organizations.</p>	<p>-No information on the role and responsibilities or on the level of engagement of the local government administration in Mitrovica North (MN) functioning under the United Nations Interim Administration Mission in Kosovo (UNMIK), in the formulation of statutory strategic spatial planning documents i.e., MDP (MN, MS); and UDP (MN, MS).</p> <p>-No provisions related to strategic development orientations deriving from the statutory strategic spatial planning documents i.e., MDP (MN, MS); and UDP (MN, MS); were taken into consideration.</p> <p>-Statutory strategic/operational spatial planning documents (expired/amended several time until recently and ultimately revoked); formulated based on legislative framework of Serbia/Serbia and Montenegro/Yugoslavia; and by third parties (specialized public enterprises), hence not in compliance with KSP. (ZV, ZP, MN, LP)</p> <p>-Effective (non) statutory operational sectoral planning documents drafted in response to local government administrations readiness to initiate such processes, however with correlated lack of ownership and leadership. (ZV, ZP, LP)</p> <p>-Effective (non) statutory operational sectoral planning documents associated with ambiguous formulation processes, development agendas and priorities driven by diverse interests. (ZV, ZP, LP)</p> <p>-No strategic/operational environmental assessment reports formulated for (non) statutory strategic/operational spatial/sectoral planning documents available- ad-hoc managed environment. (ZV, ZP, MN, MS, LP)</p> <p>-No evaluation processes/activities were conducted on the implementation degree or monitoring extent of the effective or expired/</p>

<p>-Effective (non) statutory operational sectoral planning documents implemented by the local government administration. (ZV, ZP, LP)</p> <p>-Certain planning, development and management processes/activities conducted with local community engagement. (ZV, ZP, MN, LP)</p> <p>-Availability of data/information/reports on planning processes/activities, visioning workshops, conducted with inclusive participatory processes. (MN)</p> <p>-Certain processes/activities within the framework of formulating planning documents or managing respective processes (including local community and public engagement) may be supported on the request of the head department of planning, through the mayor. (ZV, ZP, MN, LP)</p>	<p>revoked strategic/operational spatial/sectoral planning documents. (ZV, ZP, MN, LP)</p> <p>-No data/information/reports on planning, development and management processes/activities conducted with inclusive participatory processes. (ZV, ZP, LP)</p> <p>-No planning, development and management processes conducted with gender sensitive approaches. (ZV, ZP, MN, LP)</p> <p>-Lack of municipal commitment and funds/budget requested/ allocated for the following activities: formulation of planning documents or managing respective processes; design and implementation of capital projects (case-by-case review and funds/budget allocation by the Kosovo central government administration-). (ZV, ZP, LP)</p>
<p>Opportunities:</p>	<p>Threats</p>
<p>-Spatial planning legislative reform, hence, a new set of decentralised planning instruments to be devised under the leadership of the local government administration, and related support of the Inclusive Development Programme. (ZV, ZP, MN, LP)</p> <p>- Legislative reform on construction, hence, a new set of development management regulations (constructions development and treatment of constructions without permit) to be enforced by the local government administration, and related support of Inclusive Development Programme. (ZV, ZP, MN, LP)</p> <p>Effective statutory strategic/operational sectoral planning documents formulated by central government administration. (ZV, ZP, MN, LP)</p>	<p>- Lack of accessibility (locating and language) to effective central government administration statutory strategic/operational sectoral planning documents. (ZV, ZP, MN, LP)</p> <p>Ongoing disputes over the administrative boundaries between the municipalities of Mitrovica North and South. (ZV, ZP, MN, LP)</p>

Data and Information- Securing, Storing, Collecting, Sharing, Updating

Strengths	Weaknesses
<p>-Certain (comparative) data and information available in the scope of expired/revoked statutory/non-statutory strategic and operational spatial/sectoral/multi-sectoral planning documents. (ZV, ZP, MN, LP)</p> <p>-Certain effective sectoral data and information systems available by the local Kosovo/Serbia government administration. (ZV, ZP, MN, LP)</p> <p>-Certain sectoral data and information (including sex disaggregated) available/collected by the local Kosovo/Serbia government administration; available in Microsoft Word/Excel formats. (ZV, ZP, MN, LP)</p> <p>-Certain sectoral data and information available/collected by the public enterprises, accessed by the Serbian local government administration. (ZV, ZP, MN, LP)</p> <p>-Availability of updated orthographic satellite images in digital format. (MN)</p> <p>-Effective archiving system and complete register of development conditions and construction permits issued. (ZV, ZP, MN, LP)</p>	<p>-Poor data and information presentation; with no sources or collection periods. (ZV, ZP, MN, LP)</p> <p>-Lack of consolidated data and information systems due to lack of human, technical and financial capacities in local Kosovo/Serbiagovernment administration. (ZV, ZP, MN, LP)</p> <p>-Demand driven sectoral data and information collection/update processes. (ZV, ZP, MN, LP)</p> <p>-Unknown quantity and quality of sectoral data and information available. (ZV, ZP, MN, LP)</p> <p>-Lack of orthographic satellite images in digital format. (ZV, ZP, LP)</p> <p>-Access to data and information granted to officers employed by the local government administration- Serbia. (LP)</p> <p>-Lack of data and information exchange with neighbouring municipalities. (MN)</p> <p>-Lack of data and information management protocols: securing, storing, collecting, sharing, updating.(ZV, ZP, MN, LP)</p>
Opportunities	Threats
<p>-Land and property cadastre system managed by the local and central Kosovo government administration; Available in digital format: textual section updated instantly; graphical section updated periodically. (MN)</p> <p>-Digital database system of constructions without permit managed by the local and central Kosovo government administration;</p>	<p>-Land and property cadastre system managed by the central Serbian government administration; Available in hardcopy format; textual and graphical updates banned since 1999. (ZV, ZP, LP)</p> <p>-Spatial/sectoral planning, development and management decisions taken based on estimated and outdated data and information or on ad-hoc basis. (ZV, ZP, LP)</p> <p>-Lack of data and information on population and</p>

<p>Available in digital format: updated periodically. (MN)</p> <p>-Support of Kosovo central government administration and related support of the Inclusive Development Programme, for establishing and using spatial and sectoral data systems and respective protocols in support of planning and development, and respective decision-making. (ZV, ZP, LP)</p> <p>-Certain spatial data and information available by the central Kosovo government administration. (ZV, ZP, MN, LP)</p>	<p>housing(Boycott of 2011 Kosovo population and housing census by the Serb-majority municipalities). (ZV, ZP, MN, LP)</p>
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Legislative Frameworks- Laws, By-Laws, Regulations and Rule-books

Strengths:	Weaknesses:
<p>-Advanced information and knowledge on the revoked/applicable legislative frameworks for planning, development and management-Serbia/Serbia and Montenegro/Yugoslavia. (ZV, ZP, LP)</p> <p>-Limited information and knowledge on the applicable legislative frameworks for spatial/sectoral planning, development and management in the Kosovo institutional structure. (ZV, ZP, MN, LP)</p>	<p>-Lack of practical implementation of spatial/sectoral planning, development and management legislative frameworks in the Kosovo institutional structure. (ZV, ZP, MN, LP)</p>
Opportunities:	Threat:
<p>-Availability of spatial/sectoral planning, development and environmental management legislative frameworks in the Kosovo institutional structure, in Serbian language. (ZV, ZP, MN, LP)</p> <p>-Bespoke guidelines and tools for implementing spatial planning, development and environmental management legislative frameworks, as well as for managing respective inclusive participatory processes, are available in the scope of Municipal Spatial Planning Support Programme (MuSPP) Toolbox, in Serbian language. (ZV, ZP, MN, LP)</p> <p>-Tailored training and capacity building/strengthening activities in support of implementing spatial planning, development and environmental management legislative</p>	<p>-Difficulties in locating applicable legislative frameworks, in particularly Administrative Instruction, for spatial/sectoral planning, development and management in the central Kosovo government administration, web-systems; as well as understanding it due to conflicting provisions and substantial errors in Serbian language. (ZV, ZP, MN, LP)</p> <p>-Application of spatial planning, development management (construction and treatment of constructions without permit) and environmental management legislative frameworks in the Serbian institutional structure. (ZV, ZP, MN, LP)</p> <p>-The existence of dual administrative systems in local government administrations. (ZV, ZP, MN, LP)</p>

<p>frameworks, as well as for managing respective inclusive participatory processes, organized as a part of the Kosovo Institute of Public Administration (KIPA) training programme. (ZV, ZP, MN, LP)</p>	
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Human Resources – Formulation of Documents; Management of Processes

Strengths:	Weaknesses:
<p>-The local Kosovo government administration staff engaged in spatial planning, development and environmental management, and respective inspection, is a group of male and female officers in different age groups with diverse educational backgrounds, such as school leaving certificates and university diplomas in architecture, spatial planning, tourism planning, environment, land surveying, landscape/civil engineering, law and economy among others. The amount of professional working experience is also diverse, ranging from from 0 up to 37 years. (ZV, ZP, MN, LP)</p> <p>-Accomplishment of employment quota (number and capacity/ skill), by the local Kosovo government administration, required by the administrative regulations. (MN)</p> <p>-Limited knowledge and experience in: supporting/conducting qualitative/quantitative data and information research; managing and supporting strategic/operational spatial/sectoral planning processes. (ZV, ZP, LP)</p> <p>-Some experience in issuing development conditions, development permits and respective implementation supervision. (ZV, ZP, MN, LP)</p> <p>-A number of local government administration officers, engaged by both administrative systems, have participated in</p>	<p>-The capacities employed are insufficient in terms of quality for conducting/supporting spatial/sectoral planning exercises. (MN)</p> <p>-Incomplete local government administration (staffing) - Kosovo, required by the administrative regulations. (ZV, ZP, LP)</p> <p>-No knowledge/experience in: supporting/conducting qualitative/quantitative data and information research; managing and supporting strategic/operational spatial/sectoral planning processes; leading and supporting inclusive participatory and community outreach processes. (MN)</p> <p>-No knowledge/experience in: conducting digital data and information geo-referencing; mainstreaming gender consideration in planning processes and documents; formulating strategic/operational spatial/sectoral planning documents, and respective environmental assessment reports. (ZV, ZP, MN, LP)</p> <p>-No experience in issuing environmental conditions, environmental permits and respective implementation supervision. (ZV, ZP, MN, LP)</p>

<p>training and capacity building/strengthening activities, organized in the framework of 'Rolling-out of MuSPP Toolbox'; (ZV, ZP, MN, LP)</p> <p>-Recognition of the needs for legal and additional technical training and capacity building/strengthening vis-a-vis formulating documents and managing processes, and interest in continuous learning. (ZV, ZP, MN, LP)</p>	
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Opportunities	Threats
<p>-Established Municipal Planning Teams (MPT) with resource persons from both local government administrations to accelerate the formulation process and to promote integration. (ZV, ZP, MN, LP)</p> <p>-Certain local government administration officers employed by both the Kosovo and Serbia administrative system (from an integration perspective). (ZV, ZP, MN, LP)</p> <p>-Extended cooperation/coordination among local government administrations working by diverse administrative systems. (ZV, ZP, MN)</p> <p>-Local government administration reorganization and systematization process in progress. (ZV, ZP, MN, LP)</p>	<p>-No cooperation/coordination among local government administrations working by diverse administrative systems. (LP)</p> <p>-Indefinite time-frame for the reorganization and consolidation of local government administration. (ZV, ZP, MN, LP)</p>

Cooperation and Coordination

Strengths:	Weaknesses:
<p>-Some knowledge and experience with IMC. (ZV, ZP, MN, LP)</p> <p>-Institutional coordination/cooperation</p>	<p>-Lack of initiative for Inter-Municipal Cooperation (IMC). (ZV, ZP, MN, LP)</p>

<p>among northern Serb-majority municipalities in the following areas: water-supply infrastructure; solid-waste management; environmental management planning. (ZV, ZP, MN, LP)</p> <p>-Joint investments/service delivery among northern Serb-majority municipalities in the following areas: healthcare and education. (ZV, ZP, MN, LP)</p> <p>-Interest/commitment for teaming-up with following authorities</p> <ul style="list-style-type: none"> - local government administrations in the 'region', in particularly with northern Serbian majority municipalities; - Serbian majority local government administrations in Kosovo; - neighbouring local government administrations in Kosovo; - neighbouring local government administrations in Serbia; <p>- In design and implementation of capital projects and service delivery. (ZV, ZP, MN, LP)</p> <p>-Progressive exchange visits to local government administrations- Kosovo, designated to spatial/sectoral planning and development management processes. (ZV, ZP, MN, LP)</p>	
<p>Opportunities:</p>	<p>Threat:</p>
<p>-Numerous capital investment projects in northern Serbian majority municipalities supported by the Kosovo central government administration and Development Fund for Northern Kosovo; as well as international organizations. (ZV, ZP, MN, LP)</p> <p>-Commencement of institutional coordination/cooperation with Kosovo central and regional service/utility providers; as well as policy dialogue with the Kosovo central government administration, ministries and specialized agencies. (ZV, ZP, MN, LP)</p>	<p>-Unclear communication lines, coordination and cooperation between the Kosovo central government administration, ministries and specialized agencies, and northern Serbian majority municipalities in the area of design and implementation of capital projects and service delivery. (ZV, ZP, MN, LP)</p> <p>-Lack of communication lines, coordination and cooperation among northern Albanian and Serb-majority municipalities in the area of design and implementation of joint capital projects and service delivery. (ZV, ZP, MN, LP)</p> <p>-Continuity of institutional coordination/</p>

	<p>cooperation with Serbian central and regional service/ utility providers, and policy dialogue with the central Serbian government administration outside the administrative system of Kosovo. (ZV, ZP, MN, LP)</p> <p>- Further coordination/cooperation with local and central Kosovo government administrations, relying on the Association of Serb majority Municipalities, that is yet to be established; as well as on the outcome of the EU-facilitated dialogue. (ZV, ZP, MN, LP)</p> <p>-Highly politicised local communities and NGOs. (ZV, ZP, MN, LP)</p> <p>-Lack of trust in local government administration, local NGOs, and in the Kosovo/Serbia central government administrations. (ZV, ZP, MN, LP)</p>
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Addendum 2 - SWOT: Recap and analysis of the municipal planning stand, professional capacities, experience, and institutional cooperation in the three southern municipalities.

Spatial/ Sectoral/ Multi-Sectoral Strategic/ Operational Products and Processes

Strengths	Weaknesses
<p>-Selected statutory strategic spatial planning documents i.e., Municipal Development Plan (MDP) (MS, VU, SK); and Urban Development Plan (UDP) (MS, VU, SK); serving as a basis for issuing development conditions and construction permits for certain specific public and private investments.</p> <p>-Strategic spatial planning documents i.e., MDP (MS, VU, SK); and UDP (MS, VU, SK); formulated based on legislative framework of Kosovo; and by third parties (specialized consulting companies), hence in compliance with Spatial Plan of Kosovo (KSP).</p> <p>-Strategic Environmental Assessment (SEA) conducted for the strategic spatial plans i.e. Municipal Development Plan (MDP) and Urban Development Plan (UDP) (MS, VU)</p> <p>-Effective (non) statutory operational sectoral planning documents i.e., Plan for waste management (VU, SK); Plan for elimination of illegal waste dumps (SK); Plan for floods (SK); Plan for management of river basins (SK); Plan for emergency response (SK), Local Environment Action Plan (VU).</p> <p>-Certain planning, development and management processes/activities conducted with local community engagement (MS, VU, SK)</p> <p>-Availability of data/information/reports on planning processes/activities-visioning workshops, conducted with inclusive participatory processes (MS, VU, SK)</p>	<p>-Lack of crucial sectoral policies such as local economic development strategy, housing strategy, mobility plan (MS)</p> <p>-Strategic spatial plans i.e. MDP/UDP drafted based on the revoked Law no. 2003/14 on Spatial Planning (MS)</p> <p>-Strategic spatial plans drafted during year 2008, covering the territory of the former Municipality of Mitrovica, including MS and MN. No review of spatial planning documents has been conducted to reflect the new administrative border of Mitrovica South and the corresponding adjustments in terms of municipal data, development priorities, activity plans and related implementation provisions (MS)</p> <p>-SEA conducted after the completion of MDP/UDP. (MS)</p> <p>-No municipal capacities to develop SEA/EIA. (VU, SK) or specific fund allocated for SEA and public engagement (SK)</p> <p>-Limited participation of municipal departments in the drafting process of the MDP/UDP and lack of ownership towards the municipal plan (MS, VU, SK)</p> <p>-Integrated and sectoral strategies mainly drafted by consulting companies, which often don't go into the field to check what has changed in order to reflect those changes in planning documents (VU, SK)</p> <p>-No mechanism for quality control of planning documents (in drafting/implementation process). No implementation plans/no proper harmonization of proposed activities with D. of Finances and other sectors. No monitoring plans/reports on the implementation of previous planning documents/strategies (MS, VU, SK).</p> <p>-Public investments/capital projects mostly done on ad-hoc basis, without considering all aspects (MS, VU, SK)</p>

	<p>-Spatial plans i.e. MDP/UDP do not guide sectoral development. Ad-hoc project development/implementation by the other municipal departments (MS).</p> <p>-No provisions related to strategic development orientations deriving from the statutory strategic spatial planning documents were taken into consideration (MS).</p> <p>-Ad-hoc amendments of spatial plans (land use modification for selected sites, development regulations adjustments i.e. increase of construction coefficient). These amendments are approved by the Municipal Assembly, with limited consideration on spatial and service delivery implications (MS).</p>
Opportunities	Threats
<p>-Brussels Agreement: Possibility to draft consistent spatial planning documents with the Municipality of Mitrovica North under the guidance of Ministry of Environment and Spatial Planning (MESP), with the support of UN-Habitat (MS)</p> <p>-Ongoing drafting of environmental assessment for MDP/UDP (consulting company) (SK)</p> <p>-Systematic support by international partners in drafting sectoral strategies/plans (MS)</p> <p>-Development of M&E system and ToRs for staff and consulting companies (VU, SK)</p> <p>-Technical support/on-job assistance for technical staff in drafting SEA/EIA for planning documents (VU, SK)</p> <p>-Raise awareness on use of planning/environmental instruments by different sectors (SK)</p> <p>-Environment cleaning actions can be taken by NGOs (VU, SK)</p> <p>-Development & management of integrated database (VU, SK)</p>	<p>-Low awareness and knowledge related to strategic and operational spatial planning among the Municipal Assembly members and political parties. (MS, VU, SK)</p> <p>-Low technical exchange between the Municipality of Mitrovica South and Mitrovica North; Political disputes related to the municipal boundary hampering the initiation of the MDP revision/drafting (MS-MN)</p> <p>-Political interference (in decision making, budget planning etc). (VU, SK)</p> <p>-Risk of leaving environmental issues down on the agendas, due to the current and emerging political issues. (VU, SK)</p> <p>-Lack of NGOs dealing with environmental issues. (VU, SK)</p> <p>-Managerial, operational and financial problems of regional companies (KURM, UNITETI) responsible for water and waste management. (VU, SK)</p> <p>-Lack of professionalism among drafting companies (VU, SK)</p>

Data and Information - Securing, Storing, Collecting, Sharing, Updating

Strengths	Weaknesses
-Availability of sectoral data in digital format (MS)	-Lack of consolidated municipal data and information system (MS, VU, SK)

<ul style="list-style-type: none"> -Availability of cartographic database of strategic and operational spatial plans i.e. Municipal Development Plan (MDP), Urban Development Plan (UDP) and Urban Regulatory Plans (URP) in GIS format. (MS) -Availability of some cadastral data and information: Geo Medai, GIS, KICILIS etc (VU); Reconstruction of cadastral information for 11 zones (out of 52 zones) while 4 other zones are in reconstruction process (SK). -Systematic update of textual cadastral data (MS) -Each department has its own data (but not very updated) (VU, SK) 	<ul style="list-style-type: none"> -Lack of data and information management protocols: securing, storing, collecting, sharing, updating (MS, VU, SK) -Lack of consolidated cartographic database, deriving from strategic and operational spatial plans; Lack of spatial data update mechanism (MS) -Lack of compliance between textual and cartographic cadastral data (MS)
Opportunities	Threats
<ul style="list-style-type: none"> -Central support for establishing an integrated spatial database (MS) -Development & management of integrated database and cadastral information (VU, SK) 	<ul style="list-style-type: none"> -The timeframe for the central institutions to establish the integrated spatial database and provide necessary technical support to establish and manage such database at the local level (MS) -Incomplete cadastral database (VU, SK)

Legislative Frameworks - Laws, By-Laws, Regulations and Rule-books

Strengths	Weaknesses
<ul style="list-style-type: none"> -Good knowledge of the spatial and sectoral legislative framework among the Department of Planning and Urbanism (MS, VU, SK) -Good knowledge of sectoral legislative framework among the corresponding sectoral departments (MS, VU, SK) -Availability of various municipal regulations addressing sectoral issues (MS) 	<ul style="list-style-type: none"> -Insufficient understanding of the Municipal Zoning Map (MS) -Limited knowledge of spatial planning legislative framework among other sectoral departments (MS) -Limited knowledge of Law on Spatial Planning and SEA legislation (SK) -Limited knowledge of Law on construction and related AIs, Law on treatment of building without permit and related AIs and SEA (VU) -Limited municipal mechanisms to address the lack of municipal land for efficient service delivery, increase of construction coefficient in exchange of use of the private property for road construction (MS)
Opportunities	Threats
<ul style="list-style-type: none"> -Availability of tailored guidelines for drafting strategic and operational spatial and environmental planning documents in line 	<ul style="list-style-type: none"> -The timeframe for the central institutions to mobilise the needed technical capacities to implement the spatial planning legal framework

<p>with the spatial planning legislation framework, including MuSPP Toolbox. Municipal Zoning Map guidelines and ensuing training to be released 'soon' by MESP (MS, VU, SK)</p>	<p>(MS) -Lack of necessary mechanisms at the central level for effective monitoring of the spatial planning legal framework implementation (MS) -Low awareness and knowledge related to planning among the assembly members/ decision-makers can affect/prolong planning processes (VU)</p>
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Human Resources - Formulation of Documents; Management of Processes

Strengths	Weaknesses
<p>-Sufficient municipal/technical staff for managing spatial planning processes- drafting and implementation (MS) -Experienced senior technical staff in managing spatial and environmental planning processes (MS) -Experienced senior technical staff in issuing development conditions, development permits and respective implementation supervision. (MS, VU, SK) -Experienced senior technical staff in drafting municipal regulations. (MS) -Some experience with inclusive and participative process. (VU, SK) -Strong inter-sectoral (within the same department) coordination. (MS) -Good cooperation between technical staff of different departments. (VU, SK) -Acknowledgement of the importance of integrated planning in addressing the local needs expressed by the technical staff. (VU, SK)</p>	<p>-Low political awareness and knowledge regarding the role and use of integrated spatial planning and sectoral policies as a tool for development. (MS, VU, SK) -Low awareness and knowledge related to planning among the assembly members/decision-makers. (SK) -Lack of specialized profiles, incl.: GIS, mobility, housing, economic development- rural development and tourism, disaster risk reduction, etc. (MS, VU, SK) -Underutilized young professional staff, incl. staff members, interns. (MS) -Some staff members on maternity leave (not replaced, they were never part of planning processes) or soon to be retired, and high turnover (SK) -Current staff prone to political interferences, (SK) -ToRs of employees too general (SK) -Poor technical capacities to monitor plan implementation (MS, VU, SK) -Lack of initiative to set up municipal mechanisms for an improved implementation, monitoring and evaluation of the spatial plans. (MS) -Lack of institutional memory, lack of ownership on drafted documents, and lack of support in drafting strategic planning documents (by international organizations). (SK) -Weak inter-departmental coordination for implementing strategic spatial plans and sectoral policies. (MS, VU) -Educational background not always suitable to staff responsibilities, particularly with aged staff.</p>

	<p>(VU, SK) -Limited budget compared to municipal needs (including various equipments, e.g. cars for field work, or adequate communication and alarming equipments in case of emergency cases, floods, fire etc). (SK)</p>
Opportunities	Threats
<p>-Targeted trainings provided by various municipal partners incl. UN-Habitat, GIZ, etc. (MS, SK) -Political context: Joint capacity building/strengthening opportunities for managing policy development processes and service delivery in cooperation with Mitrovica North. (MS) -Easiness to achieve consensus in decision making process (municipality governed by one party majority-if well managed it can be good). (SK) -Young professionals/staff members. (MS) -Newly established Municipal Planning Team. (VU, SK) -Consultative Committee for Spatial Planning (established but still not functional). (VU)</p> <p>-A lot of space for capacity building/strengthening of municipal staff (trainings, on-job assistance etc) in the topics as presented below: -Spatial planning related trainings. -Development of Monitoring and Evaluation (M&E) system. -Raise awareness on use of planning instruments by different sectors. -Formulation of the project proposals and fundraising. -Research methods. (VU)</p>	<p>- Political and other interferences in decision-making process (central and local level in drafting of MDP, staff etc.). (MS, VU, SK) -Easiness to achieve consensus in decision making process (municipality governed by one party majority, if not managed properly, it can bring problems). (SK) -Delays expected due to the election campaign. (VU, SK) -Low motivation. (MS, SK) -Limited professional opportunities, especially for the young professionals. (MS)</p>

Cooperation and Coordination

Strengths	Weaknesses
<p>-Contacts and data exchange on the technical level with some neighboring municipalities. (MS, VU, SK) -Capital investment projects supported/facilitated by central institutions. (MS, VU, SK)</p>	<p>-Limited cooperation with the neighboring municipalities- political and technical level, in terms of joint development projects, of planning documents. (MS, VU, SK) -Lack of initiative at the technical and political</p>

<p>-Inter-municipal cooperation supported/facilitated by central institutions MESP with Albanian and Serbian majority municipalities (MS).</p> <p>-Some support from international organizations (VU).</p>	<p>level for teaming up with other municipalities in service delivery. (MS)</p> <p>-Limited coordination between the municipal departments in implementing spatial plans. (MS, VU, SK)</p> <p>-Lack of proper information/communication mechanism between departments in terms of planning issues (ad-hoc basis). (VU, SK)</p> <p>-No permanent mechanisms of cooperation are established (ad-hoc basis). (VU, SK)</p>
Opportunities	Threats
<p>-The process of MDP revision to engage various stakeholders from central and other neighboring municipal institutions (MS).</p> <p>-Policy dialogues on sectoral issues with the neighboring municipalities and central government (MS).</p> <p>-Potential for exchange of experiences/information and for cooperation in the field of spatial planning, housing, tourism, regional development, joint projects etc. (VU, SK)</p>	<p>-Political dynamics (local elections) may contribute to prolonged planning processes (MS, VU, SK).</p>

Gender perspective in spatial planning and decision-making processes

Strengths	Weaknesses
<p>-High percentage of female technical staff (MS)</p> <p>-Gender officer (MS, SK, VU)</p> <p>-3 out of 9 departments are headed by women (Dept. of Culture, Dept. of Administration and Dept. of Economy, Agriculture, Rural Development and Forestry and 1 Legal Officer (woman) was part of the drafting/refreshing process of MDP (also member of the Municipal Planning Team). (VU)</p> <p>-Strategy against domestic violence, 2016-2020 (drafted) and regulation for Gender Equality (drafting process). (SK)</p> <p>-Committee for Human Rights and Gender Equality; Forum for Gender Equality, 26 members; (both were very active during 2003-2007). (SK)</p> <p>-All contacted female officers (gender officer, officer for culture, legal officer etc) expressed interest to be part of planning processes and</p>	<p>-Gender is still not treated as a specific issue in municipal activities. (SK)</p> <p>-Very poor female representation at the political level/directors (MS, VU, SK) and in municipal administration (VU, SK)</p> <p>-Very low level of women participation in the drafting/refreshing process of MDP, both at department and municipal level. (VU, SK)</p> <p>-Gender officer operating under the DPSI/sector of Infrastructure. (MS)</p> <p>-Gender officer not involved/consulted during the drafting process of current draft MDP. (SK)</p> <p>-No planning, development and management processes conducted with gender sensitive approaches. (MS, SK)</p> <p>-No gender disaggregated data included in strategic/operational spatial planning documents. (MS, VU, SK)</p> <p>-No allocated budget specifically for women engagement. (VU, SK)</p>

related trainings. (SK)	
Opportunities	Threats
<p>-Women's and girls' empowerment addressed by various NGO initiatives (MS, SK)</p> <p>-Potential to engage more female staff in trainings organized by UN-Habitat and other relevant organizations. (SK)</p> <p>-Activities of local NGO "7 Arte" to organize sex-differentiated focus groups in support of the Municipal Development Plan (MDP) revision, organized in coordination with the Municipality of Mitrovica South/Department of Planning and Urbanism. (MS)</p> <p>-Adoption of respective gender regulations/strategies (SK)</p>	<p>-Low awareness among the political and technical staff regarding the added value of gender mainstreaming in strategic/operational spatial/sectoral plans. (MS)</p> <p>-Risk of leaving gender issues down on the agendas, due to other priorities/issues. (VU, SK)</p> <p>-No NGOs familiarized/working with integration of gender in spatial planning process. (VU, SK)</p> <p>-Inactivity of NGOs dealing with gender issues due to the lack of funds (the main NGO, Prehja, is not active anymore). (VU, SK)</p>

Partnership with civil society

Strengths	Weaknesses
<p>-Some experience with participative and inclusive processes: drafting process of MDP (MS, VU), drafting process of the Strategy for Local Economic Development of Skenderaj and previous MDP (SK).</p> <p>-Good examples of inclusive capital investment projects implemented in the Municipality of Mitrovica South (MS).</p> <p>-Each department has some cooperation with NGOs (depending on the field) (SK, VU).</p> <p>-1 Youth Officer (dealing also with cooperation with NGOs, Department of Youth, Culture and Sports) (SK, VU).</p>	<p>-Limited municipal capacities in managing inclusive planning processes- isolated cases mainly supported by municipal partners (MS, VU, SK).</p> <p>-Low awareness on the potential of civil society engagement in spatial planning process (MS).</p> <p>-No sustainable cooperation mechanism between respective departments and civil society (mainly on an ad-hoc basis and on the initiative of NGOs) (VU, SK)</p> <p>-No transparent and standardized forms and procedures for supporting NGOs and community initiatives (no open calls etc.) (VU, SK).</p> <p>-Limited consideration by the municipal staff and/or contracted companies towards inclusive/balanced representation in strategic/operational spatial/sectoral planning processes regarding vulnerable community groups: women, children, elderly, disabled (MS).</p> <p>-Lack of professional capacities within NGOs in terms of spatial planning (integrated and sectoral planning).</p>
Opportunities	Threats
<p>-Local knowledge/Active local NGOs in addressing various youth, gender and planning</p>	<p>-Low level of trust towards the municipal administration among civil society organizations</p>

<p>aspects. (MS).</p> <ul style="list-style-type: none"> -Capacity building/financial support for NGOs (writing project proposals, support them in finding their niche/sectoral profiling etc). -Right momentum for engagement of civil society (drafting process of MDP/SEA/Zoning map, housing etc). 	<p>(MS).</p> <ul style="list-style-type: none"> -Risk of ignoring and/or misunderstanding the potential of civil society due to the lack of knowledge and other priorities (elections etc). Inactivity of NGOs due to the lack of funds (very few active NGOs). Lack of critical mass to react on certain irregularities (lack of transparency, lack of accountability etc). -No NGOs familiarized/working with spatial planning issues or inclusive/participative processes (SK).
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Chapter 2: Civil Society Organizations baseline assessment report

2.1 Key recommendations

- CSOs should strengthen their internal management capacities (especially financial management capacities), their technical expertise in areas on which they focus (especially spatial planning, for those CSOs involved in implementation of the UN-Habitat-PAX joint programme), their strategic orientation, and their capacity for ensuring visibility and promoting two-way communication with the public.
- In designing and preparing training curricula, particular attention should be paid to the specific needs of CSOs, whereas the level of training (basic or advanced) should be adjusted to their absorption capacities.
- CSOs need training in strengthening their interaction with their constituencies to better address community needs and voice their concerns to local authorities.
- Support to the Mitrovica Regional Monitoring Team should enhance the ability of CSOs in Mitrovica Region to act collaboratively and thereby increase their impact on local governance.
- Municipalities should establish staff and adequately finance mechanisms for strategic cooperation with civil society, such as Citizen Access Offices, and develop specific, measurable, and realistic Citizen Participation Plans that describe the opportunities for civil society to act on behalf of or in conjunction with citizens to impact policy.
- Sectoral cooperation between municipalities and CSOs should be codified wherever possible and informed by best practices from the region and Kosovo more broadly.
- Municipalities should set measurable targets for the adoption of direct democracy mechanisms, such as participatory budgeting.

2.2 Introduction

Inclusive development is an approach that equally values and incorporates the contributions of all stakeholders in addressing development issues. If all stakeholders are involved in the public policy cycle, from planning to implementation to evaluation, development cooperation outcomes will be better-aligned with citizen needs and expectations, and less likely to exclude or disadvantage specific constituencies in society. Good governance, in which public institutions are responsive, transparent, and accountable to citizens, is thus an essential precondition for inclusive development. Good governance means that the responsibility for managing the affairs of a municipality is not limited to local governments, but encompasses a wide variety of stakeholders, including central and local government, the private sector, the media, professional associations, community-based organizations, and others.

The role of civil society organizations (CSOs) in inclusive development and good governance is vital, as CSOs can serve as a bridge between citizens and public institutions, mobilizing and articulating citizen needs and expectations, and negotiating with and supporting officials to govern in the public interest. The aim of this civil society baseline assessment is to understand the situation of CSOs in northern Kosovo and the extent to which they can represent citizen voices and influence policy. It summarizes the current context for CSOs in Kosovo and Mitrovica Region and assesses the legal context, organizational capacities of CSOs, and existing dialogue and cooperation between

municipalities and CSOs. It concludes with a set of recommendations on strengthening the impact of CSOs in relation to local governance.

The results of the baseline assessment will serve to better calibrate support provided to CSOs in the context of a joint programme developed and implemented by UN-Habitat and PAX. It will also form the basis of the framework for monitoring the results of that support. More broadly, the baseline assessment represents a snapshot of the present state of civil society in northern Kosovo which will be of value to Kosovan and international actors interested in advancing inclusive development and good governance in the region.

2.3 Context analysis

2.3.1 The state of civil society in Kosovo

The work and role of CSOs in Kosovo changed dramatically after the 1998-99 conflict. Large-scale funding made available to CSOs by the international donor community enabled the majority of these organizations to get involved in emergency and humanitarian relief efforts and provision of social assistance. From 2000, the number of CSOs increased dramatically, which shifted their focus into other sectors.

Kosovo-wide, inclusion of civil society in establishing the legal infrastructure and building public institutions has been a continuous challenge due to the lack of capacities both on the part of government and civil society. Given its importance, many donors have invested in creating the necessary expertise for civil society so they can contribute to these processes. The inclusion of civil society in decision-making processes is guaranteed by the relevant legal framework. In addition to this, many institutional mechanisms, such as councils established at central and local governments, include the participation of CSOs in drafting policies and decision-making processes, ensuring that the interests of the citizens are addressed and democratic standards are met. In the past three years, the overall contribution of civil society to policymaking intensified, given the increased functionality of public institutions. The work of civil society helps in setting good governance principles and ensuring the transparency and accountability of institutions.

Kosovo became an official candidate for EU membership in 2012⁴, and the European Commission adopted a Stabilisation and Association Agreement (SAA) in 2015⁵. The SAA between the European Union and Kosovo outlines the conditions that Kosovo should fulfil in order to commence the process of accession to the European Union⁶. The participation of CSOs in Kosovo's accession process is rudimentary, despite recent efforts to engage them in a more coherent manner in public policymaking and implementation of the EU reform agenda. A Government Strategy for Cooperation with Civil Society was adopted on July 2013, recognizing the positive role of civil society in Kosovo in

⁴ European Commission. (2012). *Communication from the Commission to the European Parliament and the Council on a Feasibility Study for a Stabilisation and Association Agreement between the European Union and Kosovo*. {SWD(2012) 339 final}. Brussels; European Commission.

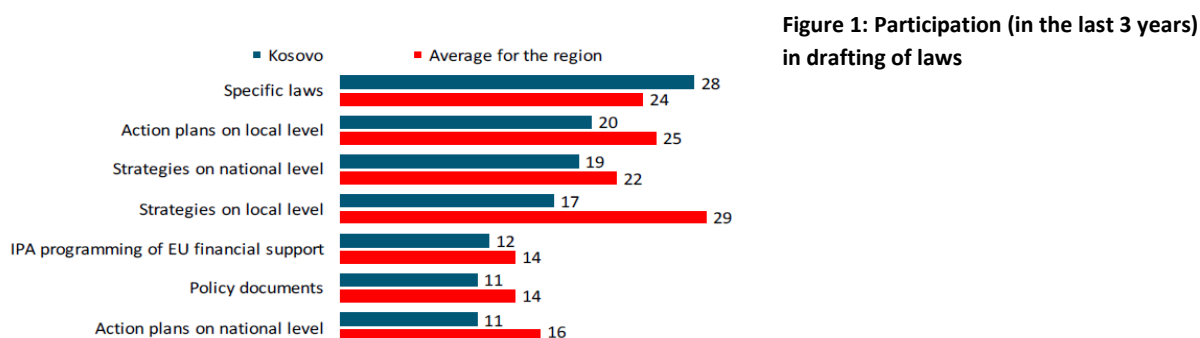
⁵http://eeas.europa.eu/delegations/kosovo/press_corner/all_news/news/2015/20150430_en.htm

⁶ European Commission. (2015). *Stabilization and Association Agreement between the European Union and Kosovo*. Brussels: European Commission, available at <http://www.consilium.europa.eu/en/press/press-releases/2015/10/27-kosovo-eu-stabilisation-association-agreement/>

the process of European integration⁷. This includes participation in public policymaking, service provision and policy dialogue. Thanks to the requirement to consult CSOs while drafting public policies, a slight increase in the involvement of civil society in drafting such policies has been observed during the last three years.

The EU has noted that Kosovo civil society's contribution to inclusive development and good governance presents a mixed picture, and there is a need to support the sector by broadening and deepening the base for civic engagement beyond traditional actors in the centres and continue building capacity for civil society and governmental cooperation also at municipal and grassroots level. The capacities of CSOs as independent and accountable actors that can fully realise their potential as both watchdogs and constructive and collaborative contributors to policy formulation and execution need to be developed further⁸. The transparency and accountability of public administration, efficiency of judiciary, fight against corruption, and support for the vulnerable groups are some of the fields in which civil society can help improve inclusive development and good governance in Kosovo.

There are more than 8000 CSOs registered in Kosovo, but only about 10-15% are reported to be active. The data of the Ipsos report⁹ show that these organizations engage in the public policymaking process, particularly at the local level. The Kosovo-wide report shows that the percentage of CSO representatives who think that the existing mechanisms for cooperation with state institutions are useful (26%) is almost on the same level as other countries in the region (28%), while the percentage of those who claim that mechanisms for cooperation with local institutions are useful (26%) is below the average for World Bank (WB) countries and Turkey (31%)¹⁰. Participation of Kosovo CSOs in drafting of public strategies, legislation, policies, action plans and other documents at the local or national level is moderate (43%)¹¹. The most significant deviation from the average for WB countries and Turkey is registered in the case of consultations regarding drafting of local strategies. Only 17% of CSO representatives participated in these consultation processes, which is considerably below the average for the region (29%).



⁷ Office of the Prime Minister. (2013). *Government Strategy for Cooperation with Civil Society 2013-2017*. Pristina: Office on Good Governance.

⁸ https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/pdf/financial_assistance/ipa/2016/ipa_ii_2016-038-960.05_2017-038-961.05-csf_media-kosovo.pdf

⁹ A survey conducted with population in Kosovo (100 respondents) and a sample of 136 organisations in 2016. Ipsos conducted parallel surveys in the countries of the Western Balkans and Turkey.

¹⁰ *ibid*

¹¹ Organizations which didn't actively participate in consultation processes also include those which didn't make a single comment or suggestion during the consultation processes.

2.3.2 Civil society in Mitrovica Region

Following the 1998-99 conflict, the mainly Serb population of northern Kosovo uniformly rejected the authority of Kosovo institutions based in Pristina, and the institutions of Serbia and Kosovo intersected and overlapped there without formal boundaries or rules. This division of the Mitrovica Region resulted in Albanian and Serb communities living in separate social, political and security structures in close proximity, contributing to the cycle of fear, disorder and insecurity. Civil society was also divided, with most CSOs formed in the post-conflict period operating either in Serb-majority municipalities to the north or Albanian-majority municipalities to the south, and institutional or operational links seldom connecting them.

In the 7 municipalities¹² of the Mitrovica Region, there are reportedly 61 active CSOs. The landscape of CSOs consists of relatively small organizations, which are often dependent on short-term funding from a single donor. These organizations are typically mono-ethnic in character. Few have a genuine public constituency or undertake long-term advocacy and campaign actions. The administrative, financial, and managerial capacities of the region's CSOs are uneven. In terms of visibility, civil society presence in media is low, while communication and understanding between the two sectors is limited¹³. The impact of CSOs on policy development and implementation is very limited, due not only to the shortcomings of civil society itself, but also to the challenges around accountability, responsiveness and transparency that characterize public institutions in the region, as elsewhere in Kosovo. A recent assessment of the civil society sector¹⁴ found that, overall, a good basis for civic engagement at all levels of government has been developed, but the use of this foundation is lagging behind the framework of laws and policies. As such, civil society in the Mitrovica Region is limited in its ability to represent the collective voice of citizens in relation to the state.

In the Serb-majority municipalities, the situation of CSOs is even more complex. Elections in the four Serb-majority municipalities in 2013 established new institutions in line with Kosovo law. However, previous ("parallel") municipal structures reporting to Belgrade were not dissolved, relations with Pristina remain fraught, and the orientation of newly-elected local leaders toward Belgrade has undermined public confidence. As such, CSOs face the challenge of navigating the ambiguous and sometimes fraught relations between municipal authorities operating inside the Kosovan and Serbian systems, respectively. Civil society comes under particularly intense political pressure when they seek to cooperate with partners from the south.

2.4 Assessment of CSOs in Mitrovica Region

2.4.1 Legal framework

CSOs in Kosovo are primarily governed through the Law on Freedom of Association¹⁵, which regulates the main elements of establishing, organizing, internal governance and dissolution of CSOs

¹²Mitrovica North and South, Skenderaj, Vushtrri, Zvecan, Zubin Potok, and Leposavic.

¹³https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/pdf/financial_assistance/ipa/2016/ipa_ii_2016-038-960.05_2017-038-961.05-csf_media-kosovo.pdf

¹⁴ Kosovo Needs Assessment Report, January 2014: http://www.tacso.org/doc/nar_ko2014april.pdf

¹⁵http://www.gazetazyrtare.com/e-gov/index.php?option=com_content&task=view&id=333&lang=en

and the main elements of Public Beneficiary Status. At local level, the legal framework for involvement of civil society is established by the Law on Local Self-Government¹⁶. This law establishes the legal basis for a sustainable local self-government system and sets mechanisms for citizen participation. Every municipality is obliged to hold a public meeting at least twice a year, at which any person or organization with an interest in the municipality may participate¹⁷. In addition, municipalities are obliged to inform citizens of any important plans or programs of public interest, which shall be regulated by the Municipal Statute¹⁸. Municipal Assemblies are required to adopt municipal regulation promoting transparency, enhancing public participation in decision-making and facilitating public access to official documents of the municipalities. Such regulation has been adopted in all municipalities, but implementation remains uneven.

Other laws that regulate specific aspects of cooperation between CSOs and local governments include:

- the Law on Local Public Finances¹⁹;
- the Law on Public Financial Management and Accountability;
- the Law on Empowerment and Participation of Youth²⁰;
- the Law on Spatial Planning²¹; and,
- the Law on Access to Public Documents²².

There are also a number of relevant bylaws and municipal regulations, such as the statutes, regulations on transparency, rules of procedure, etc. Overall, this legislative and regulatory framework is assessed to be advanced and in line with the highest EU standards and best practices of good governance. Nonetheless, an adequate legislative and regulatory framework is not sufficient to ensure qualitative transparency of any municipality toward CSOs and citizens, or consistent inclusion of CSOs and citizens in municipal policymaking²³.

2.4.2 Organisational capacity

The organisational capacities of CSOs in Kosovo have improved over the last decade, thanks, among others, to international and national donor interventions and targeted technical assistance to CSOs. Many of the CSOs operating in the Mitrovica Region lack experience and have limited organizational capacities, as indicated below:

- Employment of staff is mainly done on a project basis and in the majority of the cases there are up to two (2) permanent staff members employed in the organisation. Volunteers, such as interns, activists and members, are becoming an increasingly important resource for CSOs; however, there is a lack of coherence in integrating these resources into the organisations.

¹⁶Official Gazette, Law on Local Self Government, at http://www.gazetazyrtare.com/e-gov/index.php?option=com_content&task=view&id=147&Itemid=56

¹⁷ Law on local self government, Article 68 - <http://www.assembly-kosova.org/common/docs/ligjet/2010-215-eng.pdf>

¹⁸ Ibid

¹⁹Official Gazette, Law on Public Financial Management and Accountability, at http://www.gazetazyrtare.com/e-gov/index.php?option=com_content&task=view&id=141&Itemid=56

²⁰http://www.youthpolicy.org/national/Kosovo_2009_Youth_Law.pdf

²¹Official Gazette, Law on Spatial Planning, at http://www.gazetazyrtare.com/e-gov/index.php?option=com_content&task=view&id=92&Itemid=28&lang=en

²²Official Gazette, Law on Access to Public Documents, at http://www.gazetazyrtare.com/e-gov/index.php?option=com_content&task=view&id=91&Itemid=28&lang=en

²³For details please refer to Civil Society in Mitrovica region, Baseline Matrix, annex of this report.

- Only 10% of CSOs in the Mitrovica Region have developed strategies and established long-term internal structures. That so few CSOs have developed strategies precludes them from thinking long-term and investing in organisational development interventions. A small number of more developed CSOs (Mundesia, 7 Arte, ACDC, and AKTIV, among others) have started to invest in strengthening their general organizational capacities, establishing adequate governing structures and internal rules and procedures for their better and easier functioning. Despite such efforts, there is still insufficient funding available for CSOs to invest in capacity building in a more strategic manner (with exceptions like the 2016 EU Office in Kosovo grant facility for grassroots advocacy initiatives²⁴).
- More than half of organisations (45 of 61) communicate with the public via website and Facebook pages and (25 out of 45) to promote their mission, goals and vision. Only three of them publish financial reports/accounts on the web.

Only a small number of organisations operating in these seven municipalities work in partnership with one or more organisations to increase their collective scope or voice. Mutually-beneficial cooperation between CSOs from Albanian- and Serb-majority municipalities is a rarity, and this collaboration is not structured but rather project-based. One of the few examples of meaningful collaborative action by civil society—and one with an inter-ethnic character—is the Mitrovica Regional Monitoring Team (MRMT), an informal coalition established to increase the impact of CSOs with a focus on monitoring local governments and promoting good governance. The coalition counts 21 member organisations working in the Mitrovica Region, out of which 8 are mainly Serb organisations. MRMT has developed its strategy supported by CBM.

Funding remains a key issue affecting organizational capacities. In the wake of new political developments and elections held in northern municipalities, the interest of donors for funding CSO projects has increased and specific funding mechanisms were established after 2013. However, NGOs in this region complain that donors ignore small organisations; they mainly fund the projects of a bigger NGO and claim to have fulfilled their obligation of supporting NGOs in the north. This approach is discouraging for many small organisations and makes them apathetic. According to one respondent: “Donors have to recognize our role as partners and understand that, in addition to big NGOs with whom they work, there are also small actors on the ground”²⁵.

In the Serb-majority municipalities in northern Kosovo, donors apply strict security rules and often avoid visiting in person. During and at the conclusion of projects, they must rely on reports to assess whether a certain project has been implemented well or not. Very often donors use the premises of CSOs in Albanian-majority municipalities to the south to meet and discuss with the representatives of CSOs from Serb-majority municipalities. There have been cases when, in order to fund a project in the Serb-majority municipalities, the donor completed all the paperwork on behalf of an organization, because the best-positioned CSO did not have the expertise and staff to do so²⁶.

Even though the majority of the active organisations in the Mitrovica region are considered to be small, with a few medium-sized organisations, their collective contribution in mobilizing the community toward addressing the needs of citizens in specific related areas is substantive. Based on the findings of a Needs Assessment Report produced by Community Building Mitrovica in 2014, more than half of CSOs in the Mitrovica Region indicated that their area of interest and expertise is civic participation, monitoring transparency and cooperation with municipalities. Yet only 10% of

²⁴ <http://kcsfoundation.org/eugrants/en/home>

²⁵ Interview with Blagica Radovanovic, Santa Marija

²⁶ Interview with Aferdita Sylja, Executive Director Community Building Mitrovica

them had more than 5 years of experience in working with local authorities, and about half of them up to 3 years of experience.

Feedback from the individual and focal group discussions with CSOs indicate that all CSOs are aware about their limited capacities and experience in the field of promoting good governance at the local level. The need to increase capacities is even greater for organisations working in the Serb-majority municipalities: it is worth noting that, generally, the capacities of CSOs in the Serb-majority municipalities are less developed than those of organizations in the rest of Kosovo²⁷.

Based on the results of the assessment, it is clear that the connection between CSOs and the general public is often weak. Some CSOs are viewed by citizens as de facto employment schemes for their own staff members, responsive to donor agendas and distant from the real needs of the population. Likewise, many of the CSOs in the Mitrovica Region have focused intensively on professionalization, to the detriment of their ability to access a broad spectrum of volunteers and mobilize members of the general public on a regular basis or as needed.

Finally, CSO organizational capacities were assessed in relation to a key technical focus area for the UN-Habitat/PAX joint programme: spatial planning. Limited evidence of technical expertise in this area was detected. Few CSOs in Mitrovica Region are aware of or have been part of spatial planning processes, and where there was participation it was usually in some form of public hearing, rather than a more dynamic collaborative exercise.

2.4.3 Dialogue and cooperation between municipalities and CSOs

In general, civil society argues that municipalities do not have adequate mechanisms for cooperation. There is no municipal Civil Society Office in Kosovo, and municipal Offices for Public Communications have not been operationalized, lacking adequate staffing and resourcing. In some instances, the dedicated municipal Youth Officer within the Department of Youth, Culture and Sports is charged with responsibility for cooperation with civil society (as in the cases of Vushtrri and Skenderaj), and with improved management and complemented with some professional training, Youth Officers can be effective in this function.

There are no standardized procedures for general cooperation with CSOs. In the meantime, CSOs tend to be limited in some cases to initiating or promoting ad hoc cooperation opportunities with municipal authorities due to lack of adequate capacities. Many municipal departments and offices cooperate with CSOs on an ad hoc basis, with no coordination among them. Instead of comprehensive structured dialogue and cooperation between municipalities and civil society, this sort of sectoral cooperation has been predominant. There are several good examples of such sectoral cooperation which are established through Memoranda of Understanding (MOUs) between certain municipalities or specific departments:

- In Skenderaj, the Department of Forestry and Agriculture cooperates with a farmer's association, the Beekeeping Women's Association Ocarina of Runik.
- In Mitrovica South, the municipality has cooperated extensively with the CSO 7 Arte on eliciting public input for the Municipal Development Plan (MDP), an example of good practice based on close coordination during the design of the conceptual framework of the project, which encouraged mutual buy-in and ownership; and the proactive stance of 7 Arte,

²⁷ Kosovo Civil Society Strengthening Project Evaluation, page 2 - <http://democracyinternational.com/sites/default/files/Democracy%20International-Kosovo%20CSSP%20Evaluation%20Final%20Report.pdf>

which enabled it to provide input in a way that recognized the limitations facing the municipality.

- The signing of MoUs between 7 municipalities and UN-Habitat and PAX to support implementation of the joint programme on inclusive development and good governance is another example, and demonstrates the willingness of municipalities to commit (at least in principle) to cooperating with CSOs.

Although the cooperation between municipalities and organisations in the Serb-majority municipalities is at a lower level, there are also good examples of cooperation:

- Advocacy Centre for Democratic Culture (ACDC) has signed 10 MoUs with municipalities establishing cooperation principles on the areas of transparency, integrity, and monitoring the application of laws and other standards related to good governance, as well as quality provision of services to citizens and issues of interest to youth²⁸.
- Media Pulse supports municipal strategic planning by preparing strategic documents, their official adoption and integration in municipal legislation, for example preparation of the strategic documents related to tourism in Leposavic.
- Santa Marija has signed open Memorandums of Cooperation with the municipalities of Zvecan, Zubin Potok and Leposavic²⁹ to jointly address the needs of women and children in rural areas, considered a marginalized group.

Involvement of Kosovo citizens in policymaking processes at local level is limited. Direct democracy mechanisms, foreseen in the Law on Local Self-Government and municipal statutes, are not widely used in the Mitrovica Region. Kosovo-wide, more than one-third of municipalities have applied such tools, however, these are not commonly applied in the Mitrovica Region. Local governments typically fail to substantially involve citizens in decision-making through public consultation processes, public meetings, participatory budgeting, or other related tools. Yet there are examples of good practice:

- Recently, Vushtrri organized a public debate with citizens to discuss a new cultural centre that will be built with central government support; the same municipality has cooperated with CSOs like the NGO KULT in the field of cultural heritage.
- While monitoring the municipal financial transparency in Skenderaj, the CSO Iniciativa Qytetare convinced the Municipal Committee for Budget and Finances to reduce the budget for “goods and services” by 25% and instead proposed investment on issues of interest of citizens as identified in a series of consultation meetings³⁰.
- In Zvecan, the organisation Santa Marija regularly provides inputs related to the advancement of gender equality in the process of drafting municipal action plans of northern municipalities.

Another typical form of cooperation between CSOs and local authorities is through the monitoring by civil society of the performance of the Municipal Assembly, measuring implementation of the Law on Access to Public Documents, and participation in meetings of different thematic committees of the municipality. There are some central level CSOs engaged in monitoring efforts in some of the seven municipalities, and they usually enter into partnerships with local CSOs in order to implement their projects. This practice has revealed that there is a need for expertise and trainings of local CSOs which are willing to get engaged.

²⁸ Interview with Dusan Radakovic, ACDC

²⁹ Interview with Blagica Radovanovic, Santa Marija-Zvecan

³⁰ Interview with Milazim Mustafa, Iniciativa Qytetare Skenderaj

Some municipalities also invite CSOs to contribute to the drafting process of certain strategic documents, such as the MDP, the Strategy for Local Economic Development, the Youth Action Plan, or the Waste Management Plan. The CSO contribution is still limited in this case, considering that in the majority of cases their engagement ends with publication of a report. Organisations usually get involved only in some segments of consultation process or monitoring actions, for example: they seek participation in the spatial planning process but do not have a clear vision of involvement and contributing to assessment of the impact of specific spatial action plan³¹ to the life of citizens.

The situation in the four Serb-majority municipalities³² is even more complex, as dual local government structures operate concurrently but in line with different legal frameworks (Kosovo's and Serbia's, respectively). The process of phasing-out Serbian municipal structures while establishing and consolidating new municipal institutions under the Kosovo system is slow, complicated, and politicized. According to CSO respondents, citizens living in the Serb-majority municipalities are "collateral damage" in this situation³³. When conducting a monitoring or advocacy action, CSOs from the Serb-majority municipalities need to decide first which institution to monitor based on its capacity relative to an institution which may or may not exist in the other system, which legislation to adhere to, and to whom they should present findings and recommendations³⁴.

It is worth noting that more public funds are distributed to CSOs from the municipalities than central institutions (11% compared to 9%). On both levels, public funds have been granted without defined criteria and transparency standards.

2.5. Recommendations

Organizational capacity

- CSOs must strengthen their internal management capacities, and financial management in particular, including (but not limited to) appropriate financial management software that will equip them to more efficiently manage financial resources and demonstrate financial transparency.
- CSOs must strengthen their technical expertise in the areas on which they focus, including the details of relevant legislation, institutional infrastructure, and policy development and implementation processes. Narrowing thematic focus would enable more CSOs to develop the necessary expertise to make a meaningful impact on policy.
- Strengthening strategic and internal governance structures ensures the sustainability of CSOs and fulfilment of their missions, and should be prioritized. These interventions should be provided individually to CSOs, to ensure that resulting strategic documents will continuously serve all staff members, while implementing current projects and developing ideas for new projects. This would also help CSOs to switch from project-driven to a more narrowly-focused and sustainable organisation, and to attract more long-term financial support.
- Based on the assessment results, key areas in which capacity development support is crucial include:

³¹Interview with Klodeta Krasniqi, UN-Habitat-Municipal Spatial Planning Advisor, Municipality of Mitrovica South

³²Zvecan, Zubin Potok, Leposavic and Mitrovica North.

³³Focus group discussion with CSOs working in north municipalities, Mitrovica North, February 2017.

³⁴ibid

- Principles of transparency and monitoring work
 - Budgetary cycle of local administration and monitoring of municipal finance and expenditure
 - Research methodologies
 - Standards of consultations process
 - Advocacy and lobbying
 - Public relations
 - Project preparation and fund raising
- In designing and preparing training curricula, particular attention should be paid to specific needs of the beneficiary CSOs, whereas the level of training (basic or advanced) should be adjusted to their absorption capacities. It would be beneficial to prepare specific manuals to accompany the trainings and equip organisations not only with knowledge but also with tools which will be used after the training and by more than one member of the organisation. Practical work, such as preparation of the project proposal during the training on how to write project proposals, would help organisations to convert theoretical knowledge into practical skills.
 - CSOs involved in the UN-Habitat/PAX joint programme need specific assistance in strengthening technical capacities around spatial planning, to support citizens to engage at all stages of the planning cycle, and including (but not limited to) areas such as public participation in spatial planning processes, drafting of MDPs and Strategic Environmental Assessment Reports, and management of Capital Investment Projects.
 - CSOs' capacity for visibility and communication should be improved. The online presence of CSOs is an emerging standard, although significant differences remain between organisations of divergent maturity. CSOs need particular assistance in engaging in two-way communication with the general public.
 - Given the unique circumstances, a comprehensive monitoring and technical support system for civil society in the Serb-majority municipalities is needed to ensure that communities in the region benefit meaningfully from donor assistance.
 - To address the gap between CSOs and citizens, CSOs need training in strengthening their interaction with their constituencies in order to better address community needs and voice their concerns to local authorities. Stronger connection with citizens will contribute to the legitimacy of their work and give rise to new ideas that may be translation into projects.
 - Support to MRMT should enhance the ability of CSOs in Mitrovica Region to act collaboratively and thereby increase their impact on local governance. MRMT should be the main platform for development of supplemental partnerships between groups of CSOs. Technical assistance is needed in order to mobilize member organisations in using this coalition more frequently while conducting monitoring work, facilitating civic participation in decision-making processes and undertaking advocacy actions. Furthermore, members of MRMT should decide in the near future whether to convert the coalition into a legal entity or to continue functioning as of until now.

Dialogue and coordination between municipalities and CSOs

- Municipalities should establish staff and adequately finance mechanisms for strategic cooperation with civil society. This could begin with training and resourcing of Youth Officers in the short-term to serve as focal points for civil society in municipal institutions, and establishment of Citizen Access Offices in the longer-term; and development of specific, measurable, and realistic Citizen Participation Plans that describe the opportunities for civil society to act on behalf of, or in conjunction with, citizens to impact policy development, implementation and evaluation, and commit municipalities to maximum responsiveness, transparency and accountability.

- Sectoral cooperation between municipalities and CSOs should be codified wherever possible and informed by best practices from the region and Kosovo more broadly, including development of municipal buy-in and ownership and the proactive approach of CSOs. MoUs between municipalities and CSOs are an important tool for mainstreaming cooperation.
- Municipalities should set measurable targets for the adoption of direct democracy mechanisms, foreseen in the Law on Local Self-Government and municipal statutes, to substantially involve citizens in decision-making through public consultation processes, participatory budgeting, and related practices.
- Municipalities should adopt maximum transparency around the criteria for allocation of public funds to CSOs.

Chapter 3: A glance at public opinion (general report of focus groups)

3.1 Introduction

The focus groups are part of the larger systematic assessment of political/technical municipal and civil society willingness/capacities, as well as public opinion on the state of development and governance in northern Kosovo. The focus groups examine a set of good governance principles, from the public's perspective. The focus group sessions are a complement to the gender analysis, municipal and CSO assessments. The objective of the focus group exercise is to examine the public perception of good governance principles, such as the public's ability to demand open, accountable, transparent, and responsive local government policy. The results of these sessions will contribute to the recommendations for municipalities and other stakeholders to address the main challenges and potentials related to good governance.

3.2 Implementation methods

Three focus groups were held on the 15th of February and on the 28th and the 30th of March 2017, in Mitrovica South, Zubin Potok and Mitrovica North.

In an attempt of gender mainstreaming, the first group exclusively gathered women from Mitrovica South, while the other two focus groups confronted opinions from male and female participants from 2 different municipalities: one with citizens of Mitrovica North and Zvečan, the other with citizens from Leposavić and Zubin Potok.

Efforts were made to achieve diversity in terms of gender and socio-economic background (pensioners, unemployed, students, farmers, teachers and/or civil society organizations members and activists):

Gender distribution:

- Female: 21
- Male: 10

The focus group with exclusively women participants lasted 5 hours (break included) and followed this schedule:

- 10h-10h30: Foreword and introduction to gender issue and planning.
- 10h30-12h: Exercise on municipal performance.
- 12h-13h: Break
- 13h-13h30: Debate on municipal responsiveness and accountability.
- 13h30-13h45: Exercise on municipal transparency.

The other two focus groups lasted 2 hours and followed this schedule:

- 13h-13h15: Foreword and introduction to participation and municipal planning.
- 13h15-13h45: Discussion on municipal performance.
- 13h45-14h: Exercise on municipal performance.
- 14h-14h30: Debate on municipal responsiveness and accountability.
- 14h30-14h45: Exercise on municipal transparency.

3.3 Findings

Exercise

Performance

In general, people seemed rather unsatisfied with municipal services. Indeed, a high number of "very unsatisfied" answers from respondents could be seen in all focus groups. However, for the purpose of this report only the main issues will be presented.

Below is a ranking of the municipal services which the respondents were *most* satisfied with:

Zvecan	Zubin Potok	Mitrovica South	Mitrovica North	Leposavic	
Public Transport	Sports & Recreation	Administrative Services	Public Transport	Education	1st
Healthcare	Water Supply	Water Supply	Administrative Services	Administrative Services	2nd
Administrative Services	Sewage System	Sewage System	Education	Healthcare	3rd

Remarkably, all municipalities agreed that the delivery of administrative services is satisfying. A common trend can be found between the municipalities of Leposavic, Mitrovica North and Zvecan on the one hand, and between Mitrovica South and Zubin Potok and the other hand. The first municipalities pin-pointed:

- Education: existence of educational institutions, even though new equipments would be welcomed;
- Healthcare: good overall condition of healthcare facilities and services;
- Public Transport: current offer in accordance with the local needs, but can still be improved (use of old buses, poor transport organisation with Serbia and Serbian majority municipalities).

The respondents from Mitrovica South and Zubin Potok emphasized:

- Water Supply: new equipment; improvement of water supply;
- Sewage System: good and functional, although it can still be improved.

Below is a ranking of the municipal services which the respondents were *least* satisfied with::

Zvecan	Zubin Potok	Mitrovica South	Mitrovica North	Leposavic	
Water Supply	Non-motorized Mobility	Non-motorized Mobility	Non-motorized Mobility	Sports and Recreation	1st
Sports & Recreation	Healthcare	Public Transport	Healthcare	Solid waste Collection	2nd
Social Centres	Public Transport	Solid Waste Collection	Public Space	Non-motorized Mobility	3rd

The inhabitants of Mitrovica North-South, Leposavic and Zubin Potok all pointed out the “Non-motorized Mobility” as one (if not the first) of the least satisfying municipal service. They brought up:

- The lack of cycling paths and sidewalks;

- The misuse of sidewalks as parking spaces;
- The problem of accessibility for people with disabilities;
- The limitation of satisfactory non-motorised mobility possibilities.

With regards to other complaints, not just one may be distinguished; however, the following ones may be pointed out:

- Healthcare: lack of maintenance and poor condition of health centers; lack of professional staff (unavailability and poor attitude towards patients); lack of medication;
- Public Transport: non-existent or in poor condition, use of old vehicles;
- Solid Waste Collection: absence of a waste disposal in Leposavic; irregular and incomplete service as well as poor performance of the public enterprise in Mitrovica South;
- Sports & Recreation: absence or poor condition of equipments (absence of swimming pool and athletic path in Leposavic, lack of youth centers in Zvecan).

Zvecan seems to have specific problems, as only the participants from this Municipality pointed out that “Water Supply” (bad water quality, poor supply) and “Social Centres” (no home for elderly, poor services) are issues in their municipality.

Although the “Solid waste collection” service was considered “very unsatisfying” only by inhabitants from Leposavic and Mitrovica South, it is worth noting that every participant from each municipality pointed out the issue of trash, river pollution and informal landfills during the debate.

According to the respondents, the priorities in their municipalities should be:

Zvecan	Zubin Potok	Mitrovica South	Mitrovica North	Leposavic	
Sports & Recreation	Education	Education	Education	Social Centres	1st
Social Centres	Healthcare	Healthcare	Healthcare	Healthcare	2nd
Education	Public Space	Public Space	Public Space	Public Transport	3rd

All municipalities (except Leposavic) prioritized “Education”. In Mitrovica North, people outlined the need to improve relations and communication between pupils, parents and teachers, and to introduce performance reports on the school personnel as well as more extracurricular activities for pupils. In both Mitrovica North and Zubin Potok, citizens expressed their wish to invest in modern technology and methods of teaching.

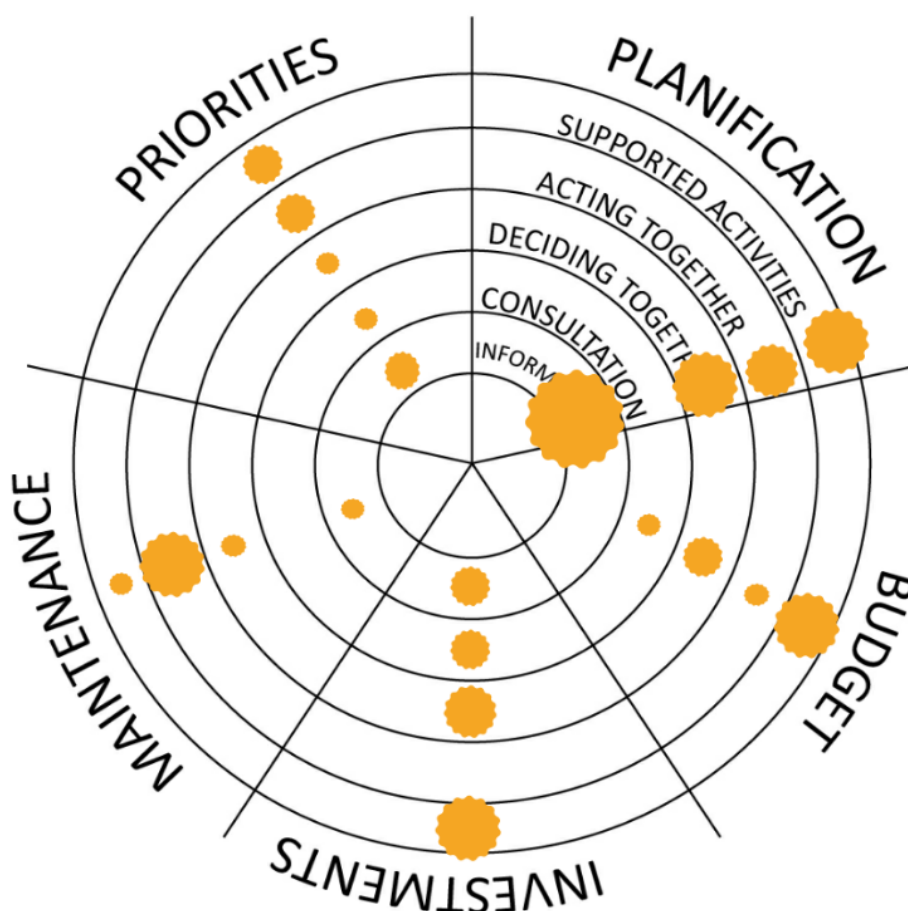
The second priority outlined concerned “Healthcare”. All agreed on the need to invest in modern equipment, while participants from Leposavic and Zubin Potok highlighted the importance of ambulance vehicles, with particular attention to rural areas. Another priority in Zubin Potok and Mitrovica North and South was to improve the availability and service of the medical staff, and citizens from Mitrovica North even suggested introducing performance evaluation methods to ensure a qualitative service delivery.

“Public Space” emerged as a third priority for three municipalities, Mitrovica North, Mitrovica South and Zubin Potok (citizens of Zvecan also mentioned Public Space as one of the most important service to be invested in). In these municipalities, citizens would like to see a general improvement of public spaces’ equipments, to make green open areas more inclusive, so that all groups of people could go there (elderly, youngsters, people with disabilities). In Zubin Potok, people suggested the creation of playgrounds.

Finally, “Social Centers” emerged as a priority for Leposavic and Zvecan. According to the participants of these municipalities, there should be a focus on enhanced service delivery for women (better protection of women’s rights and care of single mothers) and this should be operated in a well-connected manner, including throughout rural areas.

Transparency

In this exercise, participants were asked to state in which kind of activity they have ever been involved in their respective municipality. In general, participants seemed to have been mostly involved in the “Planning” part of the planning process, at all stages of planning, except for “Consultation”. Secondly, there is the involvement in “Capital Investments” and “Budget” with a particular focus on “Supported Activities”. Finally, there is involvement in activities related to “Maintenance” and “Priorities”, with a focus on “Acting together”.



Recommendations for improving municipal transparency:

- Citizens should be more involved, especially when it comes to budget planning, investment, participation in decision-making processes and leverage.
- They would also like to participate more in planning processes, and especially to be involved in the earliest stages of the planning process.
- Involving more people in “Consultation” and “Acting together” is also desirable.

Debate

The lack of clarity was a recurring theme along the debate. Participants began with the difficulty to cope with the dual system of Kosovo and Serbia, and evoked the surrealism of having two identities among the two systems. It was also stated that people usually don't know in which municipality or system they should go to in order to obtain the documents or the services they need. This situation creates unnecessary constraints for citizens, businesses and other organizations and has a huge negative impact on the daily life, living conditions and environment.

In the next section, aspects of responsiveness and accountability will be covered by findings from the MCQ questionnaire and then deepened by participants' opinions from the debates.

Responsiveness

Regarding the municipal administration's response to enquiries, participants had to assess it according to several criteria (for instance, creativity and flexibility). For Mitrovica South, no particular trend could be noticed in the survey. On the other hand, most of the participants from Mitrovica North, Zubin Potok and Leposavic view their municipality's responsiveness as neither timely nor adapted, and even less creative and flexible.

The debate brought more precision regarding the level of responsiveness, in that it depends on the municipality:

- In Zvecan: according to some participants, the current administration has made considerable improvements. The responses to citizens' requests are now more frequent and timelier.
- In Mitrovica North and South: lack of feedback to citizens' enquiries.
- In Zubin Potok and Leposavic: lack of a timely and adapted responsiveness.

In the 4 north municipalities, there is also a general lack of responsiveness when it comes to waste collection.

Recommendations to improve responsiveness:

- Need to focus on environment, clean and rehabilitate the river banks.
- Need to better implement laws.

Accountability

There seemed to be an agreement to say that the municipal administration supports/encourages the contribution of citizens or members of CSOs in decision-making processes.

The majority of participants agreed that the municipal administration hasn't communicated clear goals and objectives for municipal development. Only in Mitrovica South do they think otherwise.

All participants were quite mild when stating whether or not the investments and provided services by the municipal administration contribute to achieve the goals and objectives set for the development of the municipality: no clear trend could be deciphered.

A fact that lot of participants emphasized was the lack of trust citizens have in the administrations, again increased by the existence of parallel administrative systems. People perceive that urban planners are not competent and that the administrations don't function properly.

Some participants also consider that there is a problem of passivity coming both from the municipality and the citizens.

Moreover, another issue that was pointed out was the lack of communication between the citizens and the administration. In Zubin Potok, Mitrovica North and Leposavic, most of the participants feel that they are not well-informed regarding services and projects implemented by the municipal administration, whereas in Mitrovica South, participants feel that they are rather well-informed but

they considered that current communication channels with the municipal officials were not easily accessible.

Overall, a lot of participants from the five municipalities acknowledged a problem of communication channels between the municipality and the citizens.

Recommendations to improve accountability:

- The municipality should raise citizens' awareness regarding their rights, and create opportunities for them to communicate: local administrations could introduce mechanisms like a permanence/office where they could describe their problems and receive feedback/service to their enquiries/needs.
- The information should be available for public debate (in Serbian language), in particular in printed format (better for rural areas, where there's not always internet connection).
- To improve the two-way communication between citizens and municipality, municipalities should report their achievements. There should also be focus on how municipalities integrate the ideas of citizens into their decision-making processes.

As a conclusion, the urgency for citizens to act collectively to solve their problems was highlighted. Indeed, to face the administration and claim their rights, citizens should gather and organize themselves instead of acting individually.

Finally, all agreed that the problems could not be solved only on the local level, political and financial assistance from central level is needed.

3.4 Conclusions

In order to verify the reliability of our findings, we can compare our results with the ones from the Kosovo Mozaik 2015 Survey³⁵ (KMS).

According to this survey, Kosovans are generally satisfied with the public administration services, which is in accordance with our own findings. However, the average satisfaction level with all public services has decreased slightly between 2012 and 2015.

The results from the KMS also confirm some of our findings regarding satisfaction towards municipalities' efficiency, transparency and responsiveness:

- Only half of Kosovans stated that they feel informed or very informed about their municipality's work in general.
- Slightly more than half of Kosovans consider their local governments as responsive to their citizens' needs and requirements: 4.1% believe that their local government fully takes into account the needs and concerns of its citizens in the decision-making processes.
- Between 13% and 16% of the respondents participated in decision-making processes by attending meetings of a political party/political action group, a protest/demonstration, a municipal public meeting, a public debate, or by contacting a politician or public official. Only 10.5% claimed to have attended a participatory planning meeting at the community level.

³⁵ Kosovo Mozaik 2015, Ministry of Local Government Administration (MLGA), United Nations Development Programme (UNDP), and United States Agency for International Development (USAID).

Regarding healthcare, KMS found that Kosovans generally have a relatively good access to healthcare services and pharmacies in terms of geographical proximity, even though access to hospitals is more problematic. The focus groups showed that indeed, people were overall satisfied with the quantity of healthcare services but wanted to enhance the quality of these services. They also highlighted the need for more hospitals, healthcare centers and ambulances in rural areas.

The average level of satisfaction with public transportation has decreased drastically between 2012 and 2015. Indeed, public transport appeared among the least satisfying services for two municipalities, Mitrovica South and Leposavic, in which people reported that transport possibilities were non-existent or in very poor conditions. Nevertheless, according to KMS, more than half of Kosovans (55.9%) reported that they were satisfied or very satisfied with public transportation in their municipality. As a confirmation of this data, participants from Mitrovica North and Zvecan declared that public transport was satisfying in their municipalities.

Finally, slightly more than one third of Kosovans (34.9%) are satisfied or very satisfied with the work of Centers for Social Work in their municipality and the average satisfaction level with this service has declined significantly compared to 2012. According to KMS, only 24.2% of respondents in Leposavic and 19.6% in Zvecan were satisfied with the social centers. In the focus groups, social centers appeared as a priority for Leposavic and Zvecan, which confirms that the need to improve this municipal service is important to the respondents.

However, some data found in the focus groups tend to highlight some specificities in north municipalities, that nuance the Mozaik Survey national results. Indeed, the level of satisfaction in Leposavic, Mitrovica North, Zvecan and Zubin Potok is often lower than the national average.

- KMS 2015 data show that slightly more than half of Kosovans (52.4%) are satisfied or very satisfied with the sidewalks in their municipality. A closer look at the data shows differences between northern municipalities and the rest of Kosovo. Only 41.3% of the people in Leposavic, 31.1% in Mitrovica North, 26.3% in Mitrovica South and 15.4% in Leposavic are satisfied with the sidewalks (in terms of availability, usability and condition).
- Despite the decrease in the satisfaction level since 2012, more than half of Kosovans (56.3%) reported to be satisfied with maintenance of streets in their municipality, calculated as the average of the satisfaction levels for cleanliness of municipal streets, their condition, and horizontal and vertical signage. Yet again, northern municipalities seem much less satisfied than the rest of Kosovo. As an example, only 13.3% of Zubin Potok's inhabitants are satisfied with the level of street cleanliness compared to 56% nationally. The lack of street maintenance appeared as a recurrent problem during the focus groups.
- Data trend analysis shows that the satisfaction level for solid waste collection services increased between 2012 and 2015, while it decreased for sewage and sanitation. However, in Zubin Potok, only 13.5% declared themselves satisfied with solid waste collection services. Similarly, the issue of solid waste collection degradation was raised during the focus groups, particularly in Zubin Potok and Leposavic.

Finally, while the 2015 Mozaik Survey asserts that Kosovans generally trust their local governments, all the focus groups showed the opposite. General distrust in the local governments was expressed

during the discussions. Once again, a difference can be found between southern and northern Kosovo.

In order to better understand the specific results that were found in the northern municipalities, findings from another survey³⁶ could be worth analysing:

- The level of trust is the highest with the Government in Belgrade (14, 3%), then followed by the interim institutions in the north (12, 2%), and the municipalities formed after the April 2013 elections (10, 8%).
- 56% of the citizens support the participation of Serbian representatives in Kosovo institutions because they believe this is the only way to protect the rights of the Serbian community in Kosovo.
- At the same time, only 45% of the respondents had the opportunity to use services of Kosovo institutions.

As a conclusion, people are less dissatisfied than uninformed about the municipal services in the north. One of the most important and urgent recommendations would be to inform citizens about their rights and introduce mechanisms that allow them to discuss and exchange with the municipalities' officers and include them in decision-making processes.

Tackling the lack of clarity around parallel institutions would also make things run more efficiently and make people more involved and trusting towards institutions.

³⁶ Views of the citizens in North Kosovo, Political, economic and security aspects, "AKTIV" and "Centre for Peace and Tolerance", September 2015.

Chapter 4: Gender Analysis in North Kosovo and concerned local authorities

4.1 Introduction

4.1.1 Background and Purpose

Gender Analysis in north Kosovo and concerned local authorities presents key findings of collection and analysis of sex disaggregated household, workplace and community data/information in the four Serbian municipalities in north of Kosovo. The analysis covers key areas of concern such as demography, labour market, local economy, health, education, politics, natural resources, infrastructure, safety etc. so as to gain insights into what resources are available in the targeted communities, and how women and men access to and benefit from these resources. It also includes an overview of public institutions and women's and men's access to their services.

The gender analysis is part of the comprehensive baseline assessment of the local governance environment in northern Kosovo.

The general purpose of the gender analysis specific to the north Kosovo is to highlight hierarchies of power, division of labour, social and cultural aspects (in institutions and in the community) in order to expose the manner in which gender relations will affect the baseline assessment, implementation and expected accomplishments of the Programme. The results of the analysis also aim to assist in setting gender baseline and targets as well as gender-responsive outcomes, outputs and indicators for monitoring progress over the course of the programme implementation, that are presented in a separate report "Gender Assessment of the Programme Proposal Fostering Inclusive Development and Good Governance in northern Kosovo."

More particularly, the gender analysis is meant to:

Community level

- Assess the activity profile in the community in municipality: Who does what? Who has what, incl. access and control of the resources, services and institutions of decision-making and the benefits from the development of the projects and programmes (tangible and less tangible resources such as land, capital, time, planning process, access to education, etc.)? Underline any specific roles relating to elderly women/men, single women/men young boys/girls etc. Highlight any particular prevailing attitudes of communities to women and girls and related conflict risk factors;
- Describe any actual barriers to access existing services, information and resources for women and men, and associated risks if barriers continue or increase;
- Analyze any influencing factors (past, present or in the future) that affect the situation. The factors may be political, economic, cultural etc. or constraints or opportunities that can impact women's participation and benefit;

Institution level

- Assess the composition of the municipality staff, decision-making positions, scope of activities etc. from the gender perspective;

- Assess the weight of the gender perspective in spatial planning documents and current service delivery at municipal level;
- Identify the existing services being provided by national and international partners to assist women and girls when it comes to planning, service delivery and local decision-making;
- Assess counterpart/partner capacity for gender-responsive planning, implementation and monitoring, and develop strategies to strengthen capacity.

4.1.2 Methodology

Data collection has included both primary and secondary sources. Individual face-to-face interviews and focus discussion groups were organized with citizens, local administration representatives, NGOs, international organizations, religious actors etc..

Data collection tools have been developed and key data providers identified. Considerable obstacles were experienced in accessing relevant data and information, in particularly data disaggregated by sex, age, location etc. due to the lack of census and statistics for the municipalities in north of Kosovo.

The analysis is structured around three key gender-sensitive elements:

- 1) **Community profile** -This part presents key relevant data about the municipality such as demography, ethnic composition, economy, politics, natural resources, infrastructure etc.
- 2) **Assets and control profile** - The key question addressed here is what assets women and men have to use as their strategies to improve their power, position and wellbeing. Assets may include knowledge, skills, professional experience, access to and use of different resources as well factors that influence the effective use of these assets (vulnerability context).
- 3) **Institutional profile** - The issues relate to the existence and functionality of local institutions when it comes to access and quality of public services. This part also includes an assessment of institutional gender capacities of municipalities.

4.2 Gender and sustainable cities

The 2030 Agenda for Sustainable Development, a new global development framework, includes 17 Sustainable Development Goals (SDGs). SDG 11 is focused on making cities and human settlements inclusive, safe, resilient and sustainable. This means that sustainable cities provide for mobility, ensure safety and security, give access to resources, have accessible green and public space, and provide economic opportunities for all. In their work city administrations practice gender-responsive planning and budgeting. Working with gender-responsiveness requires high level of awareness, knowledge and skills for visioning, planning, formulating policies etc. that demonstrate capability for identifying and understanding as well as capacity for action to address gender inequalities.

Research and practical experience show that women and men, girls and boys are differently affected by the way human settlements develop and grow as well as how they are managed. Women are commonly more disadvantaged compared to men in terms of equal access to employment and job opportunities, education, transport, asset ownership etc. In addition, they experience more limited mobility and domestic and public violence than men.

Gender inequalities and patriarchal gender roles often make women's work and added value invisible. Women's specific practical needs, expectations and strategic interests are rarely taken into consideration in the decision-making process and policy formulations. Women have also limited access to participation, decision-making and opportunity to access municipal services and exercise their rights. They are commonly underrepresented in political bodies.

This gender analysis provide basis for incorporating gender aspect into the Programme as well as the activities that need to be undertaken to address gender inequalities.

4.3 North of Kosovo

The findings presented in the following pages are based on a comprehensive assessment of data available primarily from the local administrations. Data was used also from other sources such as NGOs, international organizations etc. The key challenge during the process of data collection in the field was access to reliable data. The reason for this is the lack of census since 1991 and time constraints. In cases when data was available it was rarely disaggregated by sex. This poses a limitation of gaining a deeper insight into the situation of women and men, girls and boys to fully uncover gender inequalities in different areas of social life demonstrating where actions relevant for the Programme might be most needed.

This report presents the situation in each of the municipality separately. In the following section, some common key issues that all four municipalities share are presented. Women generally face limited access to and control of various types of productive and non-productive resources placing them at disadvantage in relation to men and maintaining their vulnerable position in areas of security at home and in public, economic dependency, reduced decision-making and accessing economic opportunities.

It is reported that demographic development varies among the municipalities; in some it is positive, while in others it is negative. Due to the lack of census we do not have precise number of women and men, girls and boys living in the targeted municipalities. Figures provided are estimations and are not sex disaggregated. Only one municipality (Zvecan) provided data on live-births, indicating that more baby girls are born than baby boys. This slight female advantage might get even bigger during childhood, owing to generally higher male than female mortality. Statistically, we know that women live longer than men and consequently, women outnumber men in older age groups.

No precise data is available on migration, but respondents indicate that women migrate more than men mainly due to prevailing social norms that require females moving to the male's household. However, respondents report that migration is chiefly motivated by economic and political factors. No precise data of number of women and men in different age groups is available.

Respondents report that marriage patterns have changed over the past three decades. Generally, women and men are marrying later. This may be a reflection of later entry into the labour market, higher education level and greater independence of women. On the other side, it may also reflect the socio-economic difficulties that create obstacles for young couples to build a family. No data is available for rural women and as well as women and men in different minority communities e.g. Romas. The average age of becoming a parent is between 25-27 years for women and around 28 for men. Women become parents younger than men. No data was available about child marriage.

At least three municipalities (Zvečan, Zubin Potok and Leposavić) have large communities of internally displaced persons. Data disaggregated by sex and age was not available. The biggest community of IDPs is in Zvečan with 25% of the total population.

Although all municipalities have substantial natural resources local economy remains underdeveloped. Entrepreneurship level varies. Consequently, unemployment is a big socio-economic challenge that women and men face in all four municipalities. Women are more unemployed than men and experience greater level of economic dependency. This has severe impact on their opportunities to income-generating economic activities.

Informal economic activities are widespread. Women make a greater share among informal work, mainly within agriculture, picking of berries and herbs and sales of fresh fruits and vegetables and home-made products. Although such work gives women opportunities to generate some well-needed cash it also puts women in vulnerable position of not being protected by the system and thus not having access to certain rights such as health care and pensions.

Poverty is prevalent and social assistance provided is not sufficient to meet the needs of all low-income persons and/or families. This has greater impact on women who are economically dependent, older women and men and persons with disabilities.

Division of labour is traditional, with women doing most of the household and child-care work. Slight indication of change among younger couples is visible in particular related to fathers being more engaged into child-care.

Traditional social norms are very strong in relation to the ownership of land and property, commonly inherited by men and registered in men's names.

Mobility of women is more limited than those of men, in particular of rural women. This is mainly due to underdeveloped transportation network and the problem of affordability due to high transportation prices and low incomes. Women drive less and have more limited access to cars.

Women are underrepresented in politics and they report that they do not feel welcome nor attracted to get engaged into politics. They are generally not engaged into other types of community work. The only exception is the non-governmental sector that provides opportunities for women to get involved and influence the community life.

It is reported that corruption such as nepotism and cronyism are widespread practices and that it is not possible to get a job without political and personal connections. This may include paying bribes. According to the recently released Audit Report³⁷ all four municipalities face severe integrity challenges related to public procurement, transparency of spending public funds, flaws in organizational systems and procedures (e.g. lack of internal auditing) etc.

Infrastructure is rather solid in all municipalities with women and men having access to electricity, water (occasionally with reduced access) and sewage system. None of the municipalities have sewage collectors and all sewage is dispatched into the rivers.

In general, respondents consider public safety as good. However, there is fear and insecurity present among the respondents on their future within the context of Kosovo state. Women report the existence of gender-based violence, in particular within the household. There is not safe house in any of the municipality. According to the statistics provided by the Regional Police Department North Mitrovica women are victims of domestic violence to much greater extent than men. In case of murders men kill women and not vice versa. Men commit suicide much more than women. In the period 2013-2016 there were 436 crimes committed. There were seven murders committed by males, with five males and two females victims. 24 persons committed suicide, 20 males and 4 females; three incidents based on ethnic hatred with males only as suspected perpetrators and eight male victims; and seven cases of domestic violence, with six males and one female suspected and one male and six females as victims. The total number of committed crimes in 2016 was 102. The most common crimes are: light physical injuries, destruction or damage to property, assault, theft, illegal hunting, heavy theft, causing general danger, suspicious death. Among 102 crimes there were one rape, one sexual attack, one harassment, one sexual abuse of minor and one case of domestic violence. In 2016 there were 61 suspected, 60 males and one female, and 98 victims, 78 males and 20 females.

The report's main findings per municipality are presented below.

³⁷ Kosovo Sever portal, http://kossev.info/strana/arhiva/revizorski_izvestaji_/12899

4.4 Municipality of Zvecan

4.4.1 Community profile



Geographic location of Zvecan

Location and demographics

Located in the north of Kosovo the municipality of Zvecan covers an area of 122.4 km² and includes the town of Zvecan and 35 villages³⁸. Surrounding hills and the flat land along the river Ibar make 60% of urban and 40% of rural part of the municipality³⁹.

³⁸ Source: OSCE Municipal Profile Zvecan, Sept. 2015

³⁹ Source: Municipality of Zvecan

According to the OSCE Municipal Profile of Zvecan there are approximately 16,650 women and men, girls and boys residing in the municipality. The local government of Zvecan estimates there are around 15,000 inhabitants. In the census carried out in 1991 this figure was 10,030. There are 36 settlements in the municipality. 40% of the population lives in the urban areas, while the rest lives in the rural areas.

The municipality of Zvecan is ethnically homogeneous community. The Serbs make 98% of the population in the municipality. There is a small Albanian community of 2 % living in three settlements and villages of Lipa, Žaža and Boljatin. Other small-size ethnicities residing in the municipalities are Bosniaks, Roma, Turks, Italians, Lithuanians and Montenegrins.

There is a big community of internally displaced persons (IDP) and refugees living in the municipality. According to the sources from the municipality of Zvecan IDPs and refugees constitute approximately 25% of the population. Data disaggregated by sex and age for this group is not available.

Demographic development is positive and continuously growing with a natural increase of 10,7%⁴⁰. Zvecan has “relatively young” population, with 40% being below 19 years of age. Number of girls and boys younger than 16 years is 25%⁴¹. In the last four years there were 372 children born, out of which 187 girls and 185 boys⁴². The nearly gender-equal distribution of number of live births in the last four years looks as follows:

Year	Total number of live births	Girls	Boys
2016	97	47	50
2015	81	41	40
2014	94	48	46
2013	100	51	49
Total	372	187	185

Number of live births in Zvecan / Source: Local government of Zvecan⁴³

There is lack of data on people migrating to and from the north of Kosovo. According to the sources from the municipality migration is assessed to be high and is economically and politically motivated.

The average age of mother and father for the first child is 27 years for women and 28,5 years for men. The average age for the second child is same for both sexes. See the childbirth order presented in the table below.

Childbirth order	Mother, average age	Father, average age
1 st child	27 years	28,5 years
2 nd child	31,5 years	31,5 years

Childbirth order in Zvecan/ Source: Local government of Zvecan

⁴⁰ Source: Strategy for local economic development of the municipality of Zvecan 2014-2016

⁴¹ Source: <http://www.opstinazvecan.rs/index.php/opstina-zvecan/demografija>

⁴² Source: Municipality of Zvecan

⁴³ Source: Municipality of Zvecan, Department for social affairs, Unit for children’s protection

Local economy

Mining industry used to be the key local economic development driver. The Trepca mine was the primary source of income for the local population until it was closed down due to considerable pollution. It used to employ 19.000 persons⁴⁴, mainly men. Women were chiefly employed in the administration of the company. The collapsed mining industry has left many men out of job market, with only few employed, mainly men. This has caused migration in search for jobs, mainly to Serbia, and the expansion of service and trade sector within informal economy, in which many women are working.

Agricultural work is very limited and sporadic. There is low level of state-funded incentives and absence of more strategic and systematic approach to the development of agriculture. Most people are moving out to the bigger and urban centers in north of Kosovo or in Serbia. The key reason is high unemployment, but also other reasons such as access to bigger social networks, educational opportunities as well as career development opportunities. There are also other motives. As parents can choose school and kindergarten for their children many opt for those located in urban parts of the municipality of North Mitrovica as they tend to provide higher service quality.

Informal economy is widespread with many women occupying various informal jobs. Respondents report that women have managed to adapt to this type of work better than men. They have become economically active providing services such as beauty treatments, hair styling, catering, cleaning, child care, sales of various products such as milk, honey, vegetables, fruits, jams etc. Some respondents even report that women's income from informal work is considered vital and has saved many families in the past period. This was, and to a large extent still is, the only survival strategy for many families.

However, women performing informal economic activities are unprotected and their work is not registered which denies them access to certain rights such as access to health care and pension.

According to data provided by Tax Administration Kosovo-Mitrovica South Office there were 49 officially registered businesses in Zvecan in 2016. Data about female business owners was not available. Zvecan has the least number of registered businesses of all four municipalities in the north of Kosovo included in this analysis. A three-year comparative overview is presented below:

Year	Zvecan	N. Mitrovica	Zubin Potok	Leposavic
2014	63	2254 (north and south)	81	126
2015	89	89 (north)	81	35
2016	49	108 (north)	159	95

Source: Tax Administration Kosovo Mitrovica South Office

The majority of the firms are micro and small and it is estimated that they employ around 500 workers in total. The companies are operating mainly in commerce sector (app. 60%), but sectors such as industry, construction, hotels and restaurants are also present (10-15%). Agricultural, health and transport make a small part of the business community in Zvecan (3-5%). Data disaggregated by sex is not available and respondents report that women work predominately in the sectors of commerce, health, hotels and restaurants.

⁴⁴ Strategy for economic development of the Municipality of Zvecan 2014-2016

Entrepreneurial spirit is considered to be low. Key reason lies in the industrial history of Zvečan. The town has been part of a great mining complex Trepča where most of the male workers, and to some extent female workers, could find a job and secure regular and decent income for themselves and their household members.

Labour market

According to the Employment Office there are around 2,000 persons employed. 1,795 persons are unemployed, 609 women or 34% and 1,186 men or 66%⁴⁵. Youth unemployment is very high (around 56%) and most graduated students experience difficulties in finding a job. Young women face additional barriers such as gender-based discrimination in the work place.

Massive unemployment is considered to be the biggest problem that citizens of Zvečan face⁴⁶. There are around 500 employees in the public sector, 25 in non-governmental organizations and around 400 in the private sector⁴⁷. Around 37,5% were employed in the private sector, 42% in the public sector, 19% in SMEs and only 2,20% in the agricultural sector. This is the key income generated for about 1000 households. Precarious jobs are overrepresented and imply high level of insecurity in the labour market. Such workers are first to lose their jobs in times of economic crisis and last to be recruited in times of economic recovery. Around 46% citizens of Zvečan report that their employment income is insufficient for their decent living and their household members. Around 42% have permanent type of employment, while 58% say they have temporary type of employment. Data disaggregated by sex is not available.

Many rural households use the land for cultivation of agricultural products, mainly for its own consumption and survival, while smaller parts are being sold in the market and along the streets (work usually done by women). Women are also largely involved in informal economic activities such as picking berries, fruits and herbs in the nearby forests that are sold in the market. Women usually sell grown vegetables and fruits, but also other home-made products such as jams, honey, juices, salads, herb teas, cheese, cow milk, berries, mushrooms etc. Some women provide services for hair cutting and styling, beauty treatments etc. Men are more present in construction work and transportation services (e.g. taxi driving).

Many women work on service contracts, some of them up to 10-12 years, without the right to vacation. When they get pregnant their contracts are commonly not extended and they lose their jobs. Such labour conditions make family planning difficult and women are forced to choose between job and family.

A prohibition of employment in public sector in northern municipalities has been in force since 2012. Some respondents stressed that this is not respected in practices as many have got employment in municipality through personal connections. This type of recruitment is viewed as highly problematic as employees do not always get their jobs based on merits, but rather through political, family and/or personal connections. Practicing nepotism and cronyism lowers trust into municipal

⁴⁵ Municipal Energy Efficiency Plan 2016-2020, p. 10

⁴⁶ Socio-economic conditions in the North: Perceptions about healthcare, education, social welfare and employment, European Center for Minority Issues, 2013,

http://www.ecmikosovo.org/uploads/Final_report_Eng.pdf

⁴⁷ <http://www.opstinazvecan.rs/index.php/privreda>

governance and services. These employments are based on service contracts for preliminary tasks for up to three months. They are usually extended but this type of employment is insecure as employees are never sure if the contract will be extended, fearing that they would lose their jobs. Connections among politicians, friends and relatives make it easier to stay in job.

Illiteracy is very low and it is estimated that only 3% of the population are illiterate, mainly old women and men.

Health

Nearly 50% of women and men in Zvečan are quite satisfied with the quality of healthcare in terms of medical equipment and its way to satisfy the needs of people. However, it is alarming that around 40% of citizens find it poor or very poor. In comparison to the neighboring municipalities citizens of Zvečan stand out also when it comes to the need for improvement of quality of staff within health care system in Zvečan. They have ranked it as a priority concern.

Citizens of Zvečan reflect low level of awareness about reproductive healthcare. Respondents in the above-mentioned study relating to perceptions about healthcare, education, social welfare and employment regard the topic as a taboo not to be discussed publicly and are even sometime unfamiliar with the terms. There are no major gender differences in responses. Young women in rural areas are not familiar with reproductive health services as they are unlikely to undergo checkups for fear of being seen as pregnant by community members.

Lead-related health concern may exist in the municipality. In a WHO-study carried out in 2004 blood samples showed that children in Zvečan under age of 4 had a mean blood lead level (BLL) of 32,59 micrograms per deciliter, double than same sample group of children in North Mitrovica and six times higher than in Zubin Potok (BLL 4.54). Data disaggregated by sex was not available. More recent update on BLL in Zvečan is not available.

High number of women and men are addicted to nicotine, around 30,5%. This figure is estimated less than 20% in OECD countries.

Natural resources

The municipality of Zvečan is rich with water. The main river Ibar and its two tributary streams Koriljska river and Banska river are the key sources of water supply. The municipality does not have waste water management system and system for monitoring water quality. Ibar is polluted by sewage water directly discharged into the river as well as by toxic elements of sulfur and lead leaking from unprotected areas. Also, large quantities of nitrogen are produced each year from livestock leaching into soil and local water bodies⁴⁸. Effective water system in place is an important precondition for developing and strengthening economic activities in the field of agriculture, tourism and industry. The lack of water management system contributes also to flooding in the risk areas such as Grabovackopolje (Grabovica field).

Zvečan has springs of thermal waters located in the settlement Banjska, 15 km from the center. Its temperature is 46-56 C and it is known for its healing quality. In the end of 2015 the process of reconstruction of this spa has been initiated. It has good but unused potential for wellness tourism.

⁴⁸p.35, <http://siteresources.worldbank.org/INTKOSOVO/Resources/KosovoCEA.pdf>

The land available is made of plowed fields, orchards, vineyards, pastures, meadows and forests. The majority of land available or 64% is privately owned. The biggest share of the privately owned land is made of forests, followed by plowed fields and pastures. All of these types of land are potential sources of income for its owners/users. Forests include trees such as oak, ash, European hop-hornbeam (serb. grab), thorn apple, Turkish oak (serb. cer) etc. The forests are rich with juniper (Serb. kleka), cornelian cherry (Serb. dren), blackberries, raspberries, wild strawberries and linden.

An overview of land available in the municipality of Zvecan by type and size:

Type of land	Privately owned land		Publicly owned land		Total land, ha ⁴⁹	
	No of ha	% of ha	No of ha	% of ha	No of ha	% of ha
Plowed fields	1,216	17%	2	1,2%	1,218	11%
Orchards	226	0,03%	1	0,5%	227	0,3%
Vineyards	4	100%	0	0%	4	0,1%
Pastures	1,104	15%	2,111	54%	3,215	29%
Meadows	703	0,1%	3	0,001%	706	0,6%
Forest	3,871	54%	1,812	46%	5,683	51%
Total	7,124	64%	3,929	36%	11,053	100%

Source: Strategy for economic development of the municipality Zvecan

Forests make the biggest natural resource (51%) in Zvecan. It is 54% privately owned and 46% publicly owned. Gender-disaggregated data of land ownership is not available, but respondents confirm that land is traditionally registered in men's names.

Agricultural land makes 17% of all land and creates potential for income. This has been recognized and foreseen in the Strategy for local economic development that includes providing technical support to farmers and rural population in agribusiness for growing vegetables, corn, fruits etc. and cattle breeding. Livestock available in the municipality is quite limited and is made of heavy livestock (cows), small livestock (sheep, pigs, goats) and small poultry. Pastures make 15% of the land but heavy livestock is quite limited. An overview presented in the table below:

Type of livestock	No of heavy livestock	No of small livestock	No of small poultry
Cows	320		
Sheep		450	
Pigs		1010	
Goats		150	
Poultry			7000

Source: Strategy for economic development of the municipality Zvecan

Politics

Local elections were held in Zvecan in November 2013. These were the first elections which the Serbs of North Kosovo participated since the Republic of Kosovo declared its independence in 2008. According to the OSCE there were 10,012 registered voters including out-of-country voters. The

⁴⁹ Hectares, equal to 10,000 square meters.

voter turnout was quite low i.e. 17.9% or 1,793 voters. Data disaggregated by sex is not available. The elections results were as follows⁵⁰:

Political party	Seats	Women
GIS - Citizens Initiative Srpska	17 seats	6
GISDP - Oliver Ivanovic	1 seat	0
AAK-LDD Alliance for the Future of Kosovo-LDD	1 seat	0

Elections results 2013, source Local Government of Zvecan

There are three political parties represented in the Municipal Assembly with 19 elected councillors, six females (31,5%) and 13 males (68,5%). Women are politically underrepresented and face serious barriers of entering politics. 18 members are Kosovo Serbs and one is Kosovo Albanian. The Municipal Assembly is chaired by a man, Nenad Popovic from GIS – Citizens Initiatives Srpska. The Mayor of the municipality of Zvecan is also a man.

Infrastructure

The infrastructure in Zvecan is regarded as rather solid. The urban part of Zvecan and three villages are connected to the Mitrovica regional water and sewage system. Other villages have their own water and sewage systems. Sewage network exists but it is very old (built before World War II). There is no water treatment plant in the municipality.

The total length of road network in the municipality of Zvecan is about 367 km. The state of local roads is pretty bad. Around 30% of roads are asphalted and 56% do not meet conditions for motor vehicle traffic. Main road Kraljevo - Pristina has the primary role in connecting Zvecan with all important centers in the surrounding region, including Serbia. The streets in the villages of Zvecan are not in the best condition because maintenance is at very low level.

There are 36 streets in Zvecan, 28 km long in total, with street lightening, mainly located in the town of Zvecan. According to the municipal administration, the transportation network in Zvecan is insufficiently developed with 30% of city streets unpaved.

Electricity network covers all settlements in the municipality.

4.4.2 Access and control profile

Women face limited access to labour market, unsecure working conditions in informal economy and low incomes

Although unemployment hits hard both women and men, it is assessed that women have more limited access to the labour market and thus their own source of income. Women’s economic

⁵⁰Municipal Profile Zvecan, OSCE, September 2015, <http://www.osce.org/kosovo/13136?download=true>

dependency puts women in a vulnerable position and risks for gender-based violence. It also limits their decision-making power within households. Women are predominately active in informal economy facing insecure working conditions and low incomes. Informal female workers do not have right to health care and are dependent on other household members, commonly husbands for accessing it. They do not have right to pensions as their work is not registered. Labour market is strongly sex disaggregated, with women working in traditionally dominated areas such as school, child care, local administration, elderly care, commerce etc.

Women are usually involved in collecting berries, herbs, mushrooms etc., while men are more engaged in exploiting forests. For poor women in remote areas collecting and selling forest products may be the only opportunity to earn any cash. However, women's work is poorly paid and least valued in the value chain as their input is informal, ad-hoc and perceived to have little value. Social norms and reproductive responsibilities constrain women from taking part in trading, marketing and networking opportunities that could improve their economic and status position in the value chain. Women engaged in this type of economic activities have very limited access to financial support for this type of economic activities.

Low-income women and men face limited access to social welfare assistance

Poverty is the second biggest problem that women and men of Zvecan face. In spite of this, only 7% of respondents in the above-mentioned study "Socio-economic conditions in the North" are beneficiaries of social welfare programmes leaving many women and men in need without support. Beneficiaries of cash value schemes are more satisfied with service provision than non-beneficiaries, around 38%. More than 50% of citizens of Zvecan are somewhat dissatisfied or dissatisfied with quality of social welfare services provided to women and men, girls and boys by Center for social work. In the above mentioned study there were many neutral answers, which indicate low level of information about the existing social welfare programmes and services.

Women have limited ownership of land and property but enjoy the user status

Although given formal property rights women are rarely owners of land and property. This is particularly the case in rural areas. As women's power position is determined by their status within the household they commonly enjoy the right to use the land and property for productive purposes.

Forests, the biggest land resources (51%) in Zvecan, are mainly privately owned by men (reported by respondents). Forest products provide income for many rural households with full or part-time work, particularly women. 17% of all agricultural land is owned by households. Livestock available is quite limited.

Limited access and control of land, forest etc. may create limited access to financial resources such as bank loans/credits, financial grants occasionally provided by the local government⁵¹, business networking and economic opportunities within agribusiness. In case of divorce women may experience difficulty in accessing their share of property as it is not registered in their name.

⁵¹Some support for agricultural development has been provided through externally funded projects to farmers and rural population in agribusiness for growing vegetables, corn, fruits etc. and cattle breeding.

Women have equal access to education and are better educated than men

Women and men have equal access to education. Educational level of women and men is quite good, while women are more educated than men. Gender-disaggregated data on girls' and boys' performance in school was not available. In general, there is a serious mismatch between the educational background and demand in the labour market, which puts women and men at risk of unemployment.

There are 260 women and men working in the field of education in the municipality. Women make majority of the workforce with 65% on average. The highest percentage of working women is in the kindergarten with 83%. The highest number of employees is in the three primary schools, where women make 60% of the workforce.

An overview of the number of employees in education by type and sex is presented in the table below:

Type of educational facility	Total no of employees teachers		Total, female employees		Total, male employees	
Kindergarten (1)	54	17%	45	83%	9	17%
Primary school (3)	147	47%	88	60%	59	40%
Secondary school (1)	59	19%	35	60%	24	40%
Higher Technical School of Professional Studies	54	17%	45	83%	9	17%
TOTAL	314	100%	213	68%	101	32%

Source: Municipality of Zvečan

Women are likely more affected by limited access to elderly care and low pensions

Unlike other three municipalities citizens of Zvečan are outright dissatisfied with programmes and services targeting older people. 70% women and men of 50-70 years of age in Zvečan said they were not able to meet their basic needs with the income they have. Women who have not worked have no pension and depend on social welfare assistance, which is very limited. As women live longer than man limited access to elderly care, low or none income may have much greater impact on old women's welfare.

Women's access to public and domestic safety varies

5,5% of citizens of Zvečan report that they feel completely unsafe, while 26% ranked their safety as two on the 1-5 scale⁵². Somewhat surprising citizens of Zvečan say that they are satisfied with the quality of response to violence provided by local authorities and CSOs. Focus group respondents report that women commonly adapt in order to avoid risky situations such as walking in the areas without street lightening at night.

Gender-based violence (GBV) is a taboo issue and generally GBV is considered a private matter. All the efforts done by police authorities and CSOs to address the issue are new. UN agencies cooperate with each other on GBV involving local CSOs and police authorities. Reporting rate of GBV is low. There is no safe house in the municipality for the GBV victims. The response capacity of police and other stakeholders to address GBV such as medical staff and municipality officials is assessed as low.

⁵² Socio-economic conditions in the North: Perceptions about healthcare, education, social welfare and employment, European Center for Minority Issues, 2013

The above demonstrates important distinction of women being exposed to violence in relation to crimes that violate public order and the crime of domestic violence. In first case women can expect police protection, while in the second this is commonly not provided.

Women are likely more affected by limited access to water

Households in Zvecan face daily difficulties in accessing water due to water shortages and reduction. This may affect more women and children by causing water-borne diseases e.g. diarrhea as they spend more time at home and are involved in household activities such as cooking and washing. There has been no success so far in the talks on building regional water supply system from the lake Gazivode located in the neighboring municipality of Zubin Potok.

Households have good access to electricity

Number of households using electricity is not known as many are not registered and do not pay electricity bills. Respondents in local administration confirm that all households have access to electricity power in their homes. In the winter time, users face supply restrictions due to reduced production capacity and huge losses of electricity.

Women, in particular those residing in rural areas and with disabilities, face limited mobility

Bus transportation network within municipality is undeveloped and irregular. For majority of women and men the bus tickets are expensive. In some cases, bus transportation for school children (a regular and more reliable option) is used, although illegally. Irregular lines force many to opt for taxi transportation, an even more expensive option. Regular bus line connects Zvecan with towns in Serbia, but there are no transportation connections to the rest of Kosovo. Irregular transportation options and low affordability may severely restrict women's mobility to access market for sales, job and business opportunities, participation in public affairs, networking etc. Women and men with disabilities may not have any mobility at all.

Women and children are likely more affected by polluted air inside and outside household

Most households use domestic fuel consumption for heating and cooking using lignite and firewood. The exception is housing in urban part of the municipality connected to natural gas network or other fuels. This pollutes the air both inside and outside the household, and may have serious health impact on population. The health impact on women and children may be considerably higher as they spend more time at home performing household activities such as cooking, washing etc. and majority of small children do not go to kindergartens.

Lead leakages may cause health problems

A lead smelter operated for several decades in Zvecan until shut down in 2000. Zvecan is considered to be a lead hotspot⁵³ (along with North Mitrovica), which may cause health problems to its inhabitants. Data disaggregated by sex is not available.

Women face limited access and opportunities to community engagement

Engagement and participation in community work such as women's rights, trade unions, local

⁵³Kosovo: Country Environmental Report: Cost Assessment of Environmental Degradation, Institutional Review, and Public Environmental Expenditure Review, World Bank, p.26, <http://siteresources.worldbank.org/INTKOSOVO/Resources/KosovoCEA.pdf>

politics etc. is very limited for huge majority of Zvecan population. Very few households use this as their strategy to improve their wellbeing due to lack of opportunities. Women face additional challenges in their participation in community work due to social norms, traditional gender roles and limited opportunities. Women are mainly active in NGO sector and this sector provides space for women's community engagement and influence. However, this sector is very small and only very few women are active there. Women are not so much active in politics either. Political parties report being unable to recruit sufficiently qualified women to ensure equal representation. Women, on the other side, report that they lack support (financial and political) from parties and share perception that political environment is hostile to women's aspirations and needs⁵⁴.

Nepotism and cronyism is likely to disadvantage women and low-income persons

Focus group participants report that when accessing rights and dealing with the municipality it is important to have personal and/ or political connections. Issues are resolved *uz kafu* (literally, when drinking coffee) in informal settings. Men are in a more advantageous position than women as they have a broader social network, less reproductive responsibilities and higher mobility than women. Gender differences among young women and men are much lower as they have more equal level of education, computer literacy and mobility (have access to cars). Women living in the rural areas face challenges related to their mobility, access to information and social networking. In some villages only older women and men are left and they experience big challenges related to accessing municipal and other public services. The municipality does not have mobile teams to provide some of the public services.

4.4.3 Institutional profile

Availability of institutions

There are 18 public local institutions that are responsible for implementing laws, local policies and programmes and provide services to women and men living in the municipality. A local administration is located in the town of Zvecan and has municipal offices in two villages. The total number of employees in Zvecan Municipality local administration, including Lipa office (under the Kosovo system) is 36 (19 male and 17 women). There are 4 heads of departments (1 man and 3 women), plus the Mayor (1 man).

There are four primary schools with 900 girls and boys, three in Serbian and one in Albanian, one high school, one faculty for art (relocated from Pristina) and one kindergarten. There is one main health center in Zvecan and infirmaries in four villages. There is one cultural center and one sports hall. There is no school for children with disabilities.

There are 7 public health facilities in the municipality (6 in rural areas) and 2 private health facilities. There are 142 medical workers employed, out of which 37 doctors, 72 nurses and 33 other medical staff. Number of employees disaggregated by sex is not available, but majority of medical staff is constituted by women. There is no hospital in the municipality and women and men use the medical services provided at the hospital located in North Mitrovica.

⁵⁴ Kosovo: Overcoming Barriers to Women's Political Participation, NDI, 2015, p.6
<https://www.ndi.org/sites/default/files/Gender-Assesment-report-eng.pdf>

There is only one public utility company in Zvecan that provides water and utility services. It employs 50 persons and has an annual budget of 365,000 EUR. It lacks financial resources, operating equipment and sufficient workspace for its employees.

An overview of all local public institutions is presented in the table below:

Administrative institutions		Educational institutions		Health institutions		Cultural and sports institutions		Public utility company
Municipality building	1	High school	1	Health center Zvecan	1	Cultural center in Zvecan and Zerovnica 1 sports hall 1 stadium 8 sport fields 1 public swimming pool	1	Utility company Zvecan
Municipal office in the village Lipa	7	4 Srb. primary schools in total – Zvecan, Zerovnica, Banjska, Grabovac 3 Alb. primary schools in total – Zaze, Lipa, Boljetin	6	Infirmaries (in villages Zitkovac, Zerovnica, Zaze, Lipa, Banjska, Grabovac)	1	Sports hall	1	Branch of public company “Posta Srbije”
Municipal office in the village Banjska	1	Kindergarten “Lane”	1	Private health center	1	---	---	Branch of public company “Zelecnice Srbije”

Type and number of public institutions in Zvecan

There is no court in the municipality.

Access to and quality of services

The focus group participants assess the access to information about rights and services provided by the municipality as limited and the quality of services as low. Accessing municipal services is time-consuming as it takes days to fix a problem that one might have. For example, in order to know and access rights one cannot get information about what is needed, requirements, deadlines etc. in a simple and easy way. Information is commonly given partially and sporadically. Also, the existence of dual system with both Serbian and Kosovan institutions and the ongoing integration process makes it even more difficult to know where to go and how to access rights and services. This creates insecurity for citizens and lowers trust. Respondents report that there is high risk of unequal treatment based on gender, age, social class etc., as well as risks for nepotism and cronyism.

Women and men in rural areas experience even more limited access to information and municipal services due to their limited mobility. The transport to the center of municipality where most of the municipal services are located is irregular and expensive. The difficult socio-economic situation is problematic for all (young, healthy, educated), including women and men in need. People tend to accept that the situation is difficult for all. Women tend to bring up these issues for discussion in their NGO work, schools etc. exploring the ways to address the issues and identify solutions. Such initiatives are usually met with scepticism and excuses that there is no money. This indicates lack of

will and belief that anything can be improved and changed. Sometimes, when there is will to do good changes (e.g. help families who have a child with disability) the solution in the end does not turn to be the good one because the problem has not been analyzed from different perspectives.

Difficult and inconsistent access to information may lead to marginalized and vulnerable groups not to know about their rights. In cases when they have heard about their rights from other citizens they may experience severe limitations in accessing their rights due to the lack of money, limited mobility (e.g. women with children, old persons, persons with disabilities etc.) and lack of contact network. Unprofessional treatment by public servants may discourage citizens to demand their rights and access services.

There is a perception among focus group respondents that local public servants do not always understand their professional role towards citizens in terms of equal treatment and service provision. In return, lack of professionalism, accountability and effectiveness among public servants can affect institutional integrity and lower trust into public institutions. The quality of services may vary considerably from one public servant to another. Respondents view the situation as difficult to change and they simply adapt to it when dealing with municipal authorities.

Municipal institutions report that they lack sufficient human and financial resources (e.g. they have inadequate space, poor access to toilets, offices not being painted for years etc.) to provide quality services for all. Citizens are not informed about municipal services and citizens do not put sufficient efforts to inform themselves. Working conditions of the public servants are poor e.g. number of people sharing an office is high, number of children per teacher is high etc. All municipal institutions lack physical access for women and men with disabilities. An investment into physical space of public servants and human resources of public servants is needed so as to ensure equal quality services for all.

Schools and health facility (dom zdravlja) have better infrastructure and physical space. In recent years investments have been made into improving the conditions of kindergartens. This has led to increased number of girls and boys attending kindergartens.

Municipal officials as well as focus group participants stressed the lack of precise and reliable data as a huge challenge. This makes it difficult to identify the problems and make priorities so as to direct scarce resources to those in need. The lack of data makes the appropriate solution of problems more difficult.

Access to public space

Public space in Zvečan is made of facilities for social activities such as sports and culture and green space e.g. walking area.

Sports facilities include sports hall, football stadium, “balloon hall” (Zitkovac and Zvečan) and tennis court (Zvečan). The sports hall is very old and not taken care of. This space is used to its maximum, but the needs are much greater than the space can offer. There is no precise data about girls’ and boys’ sports activities or how they use sports facilities. Facilities that belong to Trepca have limited access and are costly. The mining company of Trepca is the owner of very good sports facilities but these are not used as there are unresolved property issues. They have a swimming pool and cinema

(but not in use). There are following sport teams in the municipality of Zvecan: basketball, karate, volleyball, handball etc.

There is one cultural facility used by the Association for culture and art offering activities related to folk dancing. It is quite popular and it attracts mainly girls ranging from 5 to 15 years of age. There are only few boys. However, this facility is not heated, there is no place to keep the dancing clothes, the flooring is made of concrete which is uncomfortable for dancing. All this makes it difficult for girls and boys to attend. Even adults perform folk dancing. There are around 20 women and 15 men active in the association. The Association for culture and art received equipment valued at 13 000 EUR, while all other sports associations in the municipality got equipment at value of 20,000 EUR. There is no theater in the municipality. There is a drama section in the school. There is an ongoing construction project for Culture House (Dom kulture).

Public green space includes walking area and six playgrounds (Zvecan, Srbovac, Grabovac, Veliki Rudar, Zerovnica, Zitkovac). One playground is located within premises of the primary school Vuk Karadzic. The respondents believe that girls and boys use the public space equally. However, teachers and trainers do not collect statistics nor are they trained to identify and monitor gender differences and patterns.

There is insufficient public green space in urban parts of the municipality that provide open recreational areas for women and men, girls and boys and enhance opportunities for community socializing. There are walking roads with a length of 2.375 m. Many people, mainly women with children, use the green space. Women walk more with children, while men are resting in the afternoon after family lunch (late afternoon). Respondents noted, however, an increasing number of young fathers walking with their small children, that might indicate changing gender roles among younger women and men. Increasing number of parents living in North Mitrovica are visiting Zvecan for recreation with their children as it is calmer place that is more spacious and green than overcrowded urban North Mitrovica.

Mobility is restricted due to limited access to pavements. Parking space is another problem. Taxi drivers and buses park anywhere. There is a lack of effective sanction system. A common situation is that pavements are being occupied by parked cars hindering pedestrians to use the walking space freely. This creates barriers for old, disabled and parents with small children e.g. those using prams. The mobility is even more limited in winter times. The above mentioned facilities, including schools, are not adapted to children with special needs.

4.5 Municipality of Zubin Potok

4.5.1 Community profile



Location and demographics

Mostly rural the municipality of Zubin Potok covers an area of 333 km². It has 63 villages and settlements, the biggest being the town of Zubin Potok. According to the OSCE there are 15,200 women and men, girls and boys residing in the municipality⁵⁵. The local administration estimates the total population ranging between 7,500-13,000 and that there are 40% women, and 60% men. The share of population under 15 years of age is 800, out of which 450 boys and 350 girls. There are around 900 senior women and men.

A large Albanian community living in the village of Cabar is estimated at around 1,300 or 8,5% (figure according to the OSCE Mission in Kosovo). The local administration estimates that this figure today is 800-900 persons. Other ethnic minorities present in the municipality are Roma, Gorans, Bosniaks, Ashkali etc. Due to the conflict Zubin Potok has also a large community of internally displaced persons and refugees, estimated at around 2,800 or 18,5%. The local administration estimates that there are 25-30 women-led households.

The distribution of number of live births in the last five years looks as follows:

Year	Total number of live births	Girls	Boys
2016	74	Not available	Not available
2015	55	Not available	Not available
2014	58	Not available	Not available
2013	69	Not available	Not available
2012	65	Not available	Not available
Total	321	Not available	Not available

Source: Local government of Zubin Potok

The total number of deaths per year in the last five years is around 63-67 persons annually. The natural increase of the population in the last five years is negative with 321 live births and 325 dead.

⁵⁵Municipal Profile Zubin Potok, OSCE Mission in Kosovo, September 2015

The fertility rate i.e. the total number of the live births by a woman of reproductive age is 2-3 children (no precise data available). The average age of mother and father for first child is 25 years for women and 27 years for men. The average age for the second child is 29 years for women and 33 years for men. See the childbirth order presented in the table below.

Childbirth order	Mother, average age	Father, average age
1 st child	25 years	27 years
2 nd child	29 years	33 years

Source: Local government of Zubin Potok

There have been 34 marriages in 2016. The total number of never married men is 100. This figure is not available for women.

The migration from the municipality is low and according to the local administration only 2-3 families leave their place of residence annually. Focus group participants that migration is much higher and that women and men migrate towards urban centres such as North Mitrovica or elsewhere in Serbia. Women and men in the age group 30-40 years migrate the most.

Local economy

There is high number of entrepreneurs and micro firms in the municipality. Data disaggregated by sex is not available. Most firms are micro and small, and there are no firms with more than 250 employees.

The companies are operating mainly in the traditional industry branch of forestry in Zubin Potok. There are a few factories within wood industry and sawn timber. Around ten firms sell fire wood to the households. Around 200.000 m³ fire wood is sold annually to citizens and heating plants in other municipalities in Kosovo. These companies employ mainly men. The most important companies are:

- Agricultural cooperative „Zubin Potok“
- Construction company „Kolašin Gradnja“
- Printing house „Ibar - Invest“
- Bakery „Kolašin“
- Transport firm „Kolašin prevoz“
- Hydro-power plant „Gazivode“
- Forest company „Ibar“

Zubin Potok has been more agricultural rather than industrial community. Out of its total area around 21% is arable land. 75% of the municipality is covered with forest. There are good geographical and climate preconditions for animal husbandry, fruit growing and farming. The huge area of forest offers access to berries, herbs and mushrooms. Zubin Potok has potential for developing tourism.

According to data provided by Tax Administration Kosovo-Mitrovica South Office there were 159 officially registered businesses in Zubin Potok in 2016. Data about female business owners was not available. Zubin Potok has the highest number of registered businesses of all four municipalities in the north of Kosovo included in this analysis. A three-year comparative overview of registered businesses is presented below:

Year	Zvecan	N. Mitrovica	Zubin Potok	Leposavic
2014	63	2254 (north and south)	81	126
2015	89	89 (north)	81	35
2016	49	108 (north)	159	95

Source: Tax Administration Kosovo Mitrovica South Office

Labour market

The profile of labour force in the municipality is characterized by high employment within the public sector (between 60-65%) and low employment in the private sector (between 35-40%).

According to the Development Strategy of the municipality of Zubin Potok 2013-2017⁵⁶ there are 1,213 registered unemployed persons, out of which 713 are women and 500 are men. Also, more women than men with higher education are unemployed. Quite a big percentage of unemployed or 43% have completed only four grades of elementary school, out of which 220 or 18% are women. Men make majority in this group.

Private companies are not competitive in the market due to low productivity and poor technological equipment. Major barriers to development are access to supplies of raw materials and administrative obstacles on borders with Serbia as well as very limited opportunities for selling their products in other parts of Kosovo. These companies have also limited access to financial resources well needed for investments and development.

Announced reforms within public sector will most likely lead to reduced number of staff. There is a risk that women may be hit harder by this reduction than men due to the prevailing patriarchal gender norms and men being seen as key providers for their families. The lack of opportunities within the private sector may lead to even higher unemployment in the future for women and men.

Women in the private sector face challenges related to decent work such as low wages, lack of trade union organizing and difficult working conditions (e.g. long working days and nights).

Health

There are nine health facilities in the municipality. There is one private health center. Four facilities are located in urban part of the municipality. There are 142 medical workers employed, out of which 37 doctors, 72 nurses and 33 other medical staff. Number of employees disaggregated by sex is not available, but majority of medical staff is constituted by women. There is no hospital in the municipality and women and men use the medical services at the hospital located in North Mitrovica.

There is no reproductive health facility in Zubin Potok. Such health services can be accessed in Zvecan and North Mitrovica. There is one private medical practice and four offices for dental practice. Women and men of Zubin Potok reflect low level of awareness about reproductive healthcare.

⁵⁶Development Strategy of the municipality of Zubin Potok 2013-2017, p. 7

There are problems with the supply of pharmaceutical drugs. The list of medical drugs is different in Serbia and Kosovo, which create problems in accessing medicine.

Access to medical care for children is a challenge. As paediatricians work until 4 pm there is no access to this service for the rest of the day. Focus group participants report that there is a need for 24/7 access as there are many children in the municipality.

Women and men in Zubin Potok are not satisfied with the quality of healthcare in terms of medical equipment and its way to meet the needs of people. More than 80% perceive it as poor or very poor. On the other side, 57.87% of respondents report that the level of competence among the medical personnel is good and 7.02% find it very good.

High number of women and men are addicted to nicotine, around 32%. This figure is estimated less than 20% in OECD countries. Nearly 40% of citizens in Zubin Potok report on addiction to alcohol (drinking more than once a week), mainly among men.

Majority of the household uses fossil fuel (wood and coal) to heat their homes. Smoking inside the home (incl. passive smoking) in combination with fossil fuel for heating poses a serious health threat to all household members. Women are likely to be more affected as they spend more hours inside home.

Politics

According to the OSCE there were 8,979 registered voters in the local elections held in 2013. The voter turnout in 2013 was 31.1 per cent with 2,792 voters participation in the elections. Data disaggregated by sex is not available. The election results were as follows⁵⁷:

Political party	Votes (%)	Seats	Women
GIS - Citizens' Initiative Srpska	77%	15 seats	4
LDK – Democratic League of Kosovo	11%	2 seats	1
PDK – Democratic Party of Kosovo	8%	1 seat	0
Social Democracy	4%	1 seat	0

Source: Elections results 2013, OSCE Mission to Kosovo

There are four political parties represented in the Municipal Assembly with 19 elected councillors, five females (26 %) and 14 males (74%). Women are underrepresented and face serious barriers of entering politics. 16 councillors are Kosovo Serbs and three are Kosovo Albanians.

All key decision-making positions in the Municipal Assembly are held by men such as Chairperson of the Municipal Council, deputy Chairperson and deputy Chairperson for communities. The Mayor of the municipality is also a man.

⁵⁷ Municipal Profile Zubin Potok, OSCE, September 2015, <http://www.osce.org/kosovo/13136?download=true>

Natural resources

Zubin Potok has many sources of water and mineral waters. One of the water sources has a constant temperature of 32°C. There is a lake Gazivode that supplies the municipality as well as the neighbouring ones with water.

The municipality of Zubin Potok is rich with forest (75%) and trees such as jova, cer, oak, beach, European hornbeam (grab) and leska. Along with beach the oak is the most widespread kind of tree. The upper parts above 1500 m of the forests are coniferous woods.

There is rich access to different types of berries such as wild apple and pear, blueberries, blackberries, wild strawberries, juniper (Serb. kleka), cornelian cherry (Serb. dren), blackberries, raspberries, rose hip, cornel (Serb. dren), sloes (Serb. trnjine). In addition, rich variety of vegetation includes wild flowers and herbs. There are around 70 different kinds of herbs such as dandelion, lily, plantain, thyme, yarrow etc.

Rich forests are home to many wild animals such as fox, wolf, wild boar, bear, rabbit, deer, badger, marten, otter, squirrel, dormouse and wild cat. Rare bird such as wild hen and grouse live there too (above 1500 m altitude).

In the past Zubin Potok had mines with deposit of lead-bearing and asbestos-bearing ore. Recent geological studies show that there is still rich exploiting potential of these ores⁵⁸. There is limestone in the municipality that can be used for construction materials.

Infrastructure

The highway is 27 km long and regional road network is 17 km long. Local traffic roads are very limited in terms of access and mainly not asphalted. They create a network of around 300 km and are maintained with the local budget. Low population density and too extensive network are a heavy burden in the municipal budget.

Water supply is largely well solved in the settlement Zubin Potok and suburban areas. Rural communities have individual water supply system, capped with a distribution network. In the summer there is a problem of access to water.

Sewage network exists in the settlements Zubin Potok, Velji Breg and Gazivode. Waste waters are directly dispatched into the river Ibar and other side rivers.

Solid electrification network exists covering whole municipality. However, in the periods of increased electricity consumption e.g. during the winter time some settlements experience lack of access to electricity. This happens as the current capacity of 10.5 mwh, the maximum power potential, while in some period the need is up to 12 mwh.

Transportation is another challenge facing women and men of Zubin Potok.

⁵⁸The development strategy of the Municipality of Zubin Potok 2013 - 2017

There is a private company “Kolasin prevoz” (eng. Kolasin transportation) founded in 2002 employing 15 workers. It operates with bus line to Belgrade, Kragujevac and Mitrovica. There is no bus station in the municipality and no statistics record on the use of public transport. There is only one line from Zubin Potok to Belgrade via Raska, which includes a change and waiting hours. Most of the time residents of municipality have find their own solutions for transportation. There is no regular public transport within the municipality.

There are few taxi cars and entrepreneurs who provide transportation services in vans.

Access to internet is quite limited. There is one internet café in the municipality run by an NGO Oxygen.

Safety

Citizens of Zubin Potok report that they feel very safe with nearly 70% ranking their safety as four or five on the 1-5 scale. However, nearly 50% of citizens say that they are dissatisfied or somewhat dissatisfied with the quality of responses to violence provided by local authorities and CSOs.

Women participating in the focus group discussions report that they do not feel safe in the public space due to e.g. street dogs, violent men, psychologically unstable men, poor street lightning in the nights etc. They also report that GBV is widely spread. There is, in general, low awareness about different forms of GBV, including among young men and women. There is no safe house in the municipality.

Ethnically-based violence does not occur.

4.5.2 Access and control profile

Women have more limited access to labour market than men

Although better educated than men women face higher unemployment and social exclusion. The key reasons are gender-based discrimination and social norms that favour men as key family providers in the labour market.

Entrepreneurship within agribusiness in Zubin Potok is assessed as relatively high

There are around 50 agricultural farms in the municipality. Both women and men are involved in agricultural economic activities. Focus group participants report that women’s work is more invisible, and very often undervalued. Along with the farming activities performed outside home, women report that they are key responsible for household work and child care (double burden).

Women have low ownership of land

Zubin Potok is mainly a rural area and there is a tradition of agricultural activities. However, a huge number of women are not registered owners of land and women commonly do not inherit land due to the customary practiced based traditional patriarchal norms. This constitutes a serious obstacle to women who want to run their own farming businesses and/or access financial resources such as loans, credits, grants etc.

Women have access to informal economic activities

As the municipality is rich with forests, berries and herbs provide source of income for rural population, particularly women. There is a strong agricultural tradition and cultivating land provides food supplies mainly for the private consumption. Surpluses are sold, mainly by women, although informally. Women also participate in the production of different products made by home-grown vegetables and fruits such as jams, juices etc.

Women have very limited access to community work, politics and public decision-making Women are politically underrepresented and rather not included into decision-making processes within local administration. Women providing data report that they also feel excluded from the ongoing negotiation talks taking place between Belgrade, Pristina and international community on integration of Serbian municipalities into Kosovan system. Gender equality issues is far less important in a situation characterized by the survival of ethnic community and is rarely taken into account in the negotiations. Most initiatives to bring gender equality into the agenda come from the NGO sector.

Women have more limited mobility than men

Women's mobility in Zubin Potok is more restricted than men's due to unequal divisions of labour at home. Also, limited access to transportation means and high prices constitute an obstacle to reach to various opportunities such as education, networking, community work, information events etc. Rural women's social networking is often reduced to the nearest neighbourhood.

4.5.3 Institutional profile

Availability of institutions

Public services are provided under dual system. Focus group participants report that the Serbian system functions well, while the institutions operating under the Kosovo system still have serious deficiencies and do not have all departments and services in place. The most common problem that citizens face is related to issuing identity documents. The process is complicated, lengthy and costly.

The total number of employees in Zubin Potok Municipality local administration, including Cabra office is 70 (53 male and 17 women). There are 8 heads of departments (6 men and 1 woman), plus the Mayor (1 man) and Deputy Mayor (1 woman).

There are six educational facilities in the municipality, three primary schools, two secondary schools and three institutions of higher education (two public and one private).

Type of educational institution	Number of students	Number of teachers
Primary schools (3)	510	51
Secondary school (1)	256	46
Kindergarten	250	25
Primary schools in Cabra (1, Albanian)	125	13
Higher educational schools	Not available	Not available

There are nine health facilities in the municipality. There is one private health center. Number of employees disaggregated by sex is not available, but majority of medical staff is constituted by women.

There is no hospital in the municipality and women and men use the medical services at the hospital located in North Mitrovica.

According to data provided by Tax Administration Kosovo-Mitrovica South Office there were 159 officially registered businesses in Zubin Potok in 2016. The number of business has been growing in the last years and is the biggest in the north of Kosovo region. The current figure may be most likely much higher as informal economic activities are not included in the official reporting. According to the *Strategy for the private sector development in Zubin Potok 2013-2017* the number of estimated firms is 200-250 and agricultural farms is 50. The comparative overview of the firms in the last three years is presented below:

Year	Zvecan	N. Mitrovica	Zubin Potok	Leposavic
2014	63	2254 (north and south)	81	126
2015	89	89 (north)	81	35
2016	49	108 (north)	159	95

Access to public space

There are no green and public spaces, although the focus group participants report that the need among residents of the municipality for such space is great. Often there are no pavements along the streets which makes moving around more difficult, in particular for old persons, persons with disabilities etc.

There are several different sports activities, mainly for men and boys such as football, karate etc.

Parking of the cars is another challenge in the municipality.

4.6 Municipality of North Mitrovica



4.6.1 Community profile

Location and demographics

The municipality of North Mitrovica is urban only and its area covers 6 km².

According to the OSCE Municipal Profile dated 2015, there are 29,460 inhabitants residing in the municipality. Data provided by the local administration within the scope of this analysis report s that there are around 19,000 inhabitants in the city of North Mitrovica. This is a gap of more than 10,000 people. The ethnic groups living in the municipality are Serbs (60-70%), Albanians (20-30%), Bosnjaks (less than 10%) and others (less than 5%). There are around 1,400 IDPs. Data disaggregated by sex could not be provided by the local administration.

The annual migration in the municipality is 46 persons, 27 women and 19 men at the age between 30 and 75 years, who have returned from the south to the north of Kosovo.

Local economy

Local economy of Mitrovica North is primarily based on public enterprises, local administration etc. There are small business chiefly focused on providing goods and services. According to the Employment Office there are 1,795 persons registered as unemployed, 609 women or 34% and 1,186 men or 66%⁵⁹. Youth unemployment is very high (around 56%) and most graduated students experience difficulty in finding jobs.

According to data provided by Tax Administration Kosovo-Mitrovica South Office there have been 108 officially registered businesses in North Mitrovica last year. The overview of three last years is presented below:

Year	Zvecan	N. Mitrovica	Zubin Potok	Leposavic
2014	63	2254 (north and south)	81	126
2015	89	89 (north)	81	35
2016	49	108 (north)	159	95

⁵⁹ Municipal Energy Efficiency Plan 2016-2020

Politics

There are 27,917 registered voters. The figure is higher than the number of estimated population. This is due to the voters lists which have not been updated and still includes names of deceased persons, internally displaced persons who do not longer reside in the municipality but have right to vote. The figure also includes the residents of the village Suvi Do, a situation which is disputed by Mitrovica South.

Number of elected municipal councillors is 19, out of which five are women and 14 are men. The Municipal Assembly (19) is composed by six political parties: GIS –Citiz. Iniat. Srpska 12 seats (3 women / 9 men), SDP 1 seat (1 woman), PDK 3 seats (1 woman/ 2 men), LDK 1 seat (one man), AAK 1 seat (one man) and SDA 1 seat (1 man). The Mayor is a male.

4.6.2 Access and control profile

Around 80-90% of residents in the municipality have access to legal electricity network, while the rest are connected illegally. All resident have access to the water network but it is not used by everybody equally. Some apartments must use pumps to ensure sufficient water pressure. All citizens cannot afford to pay water bills. Water quality is assessed as safe and regular control is carried out by the local hygiene institute. However, not all residents have access to sewage network due to problem of affordability. This is the case for women and men living in the areas Brdjani, KrojV itaku and Bosnjacka Mahala. These households use septic caves. All sewage is discharged into the river and there is no water treatment plant in the municipality.

Public Utility Company Standard collects and manages all waste. However, as North Mitrovica has no landfill all waste is transported to the municipality of Zubin Potok⁶⁰. Although planned and due to the lack of financial resources there is still no center for sorting and recycling.

4.6.3 Institutional profile

Availability of institutions

The total number of employees in North Mitrovica Municipality local administration is 65 (31 male and 34 women). There are 4 female and 4 male heads of departments, the Chief Executive Officer is a woman.

There is one hospital in the municipality, one public health (plus ambulance) and three private health centers. There are also 5 social services facilities.

There are 9 higher educational institutions, eight public (7950 students) and one private.

In terms of secondary education, there are 6 schools; primary education, 5 schools in total; and preschool units: 2 in total.

Under Kosovo system there are not registered sports associations.

There is one Regional Police Department in North Mitrovica that covers all four municipalities. Total number of employees is 558, out of which 475 or 85% are males, and 83 or 15% are females. There is

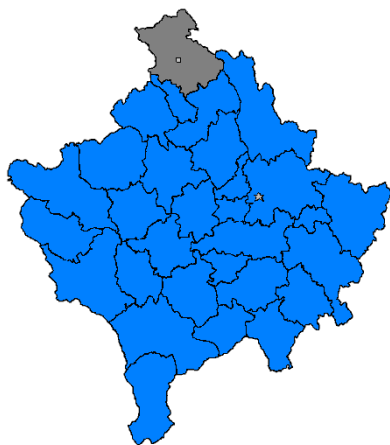
⁶⁰ A regional landfill is under construction in Zvecan Municipality (EU-funded project).

a clear gender-based segregation between male-dominated police officers and female-dominated civil/administrative officers. Women are heavily underrepresented as police officers. There are in total 507 police officers, 460 or 90% males and 83 or 10% are females. Women are more represented as civil employees with 51 in total, out which 15 or 30% are males and 36 or 70% are females. At the decision-making level women are also heavily underrepresented, with 42 males and 7 female decision-makers. Out of these seven female decision-makers three are heads in the civil part of the police, while four are heads in the police sector.

There is a city library “Vuk Karadzic” and six cultural buildings (incl. heritage).

4.7 Municipality of Leposavic

4.7.1 Community profile



Location and demographics

The municipality of Leposavic covers an area of 536 km² (530 km² rural /6 km² urban area) and has 72 villages. There are 4,248 households with 4 household members on average. The demographic development has been positive with 10,3% natural growth. There are estimated between 16,000 and 20,000 inhabitants according to the local administration, out of which 52% are women and 48% are men. 45% live in the town of Leposavic. The majority of populations are Serbs (95%), but there are also other ethnic communities such as: Bosniaks, Albanians and Romas.

The municipality hosts internally displaced persons and refugees. There are 250 living in the private accommodation, and 111 living in the collective centres (52 women and 59 men). Number of new-born in 2016 was 136, while 81 persons died in the same year. It is estimated that there are around 10-15% women-led households.

Local economy

Local economy is underdeveloped and industrial sector is estimated to be less than 5%. Until 1991 the key job generator was the mining complex of Trepca. There are some companies within metal industry such as “FMD Ivo Lola Ribar” and “PPT – Zglobnilezajevi.” Wood industry is significant due to the rich forest resources available in the municipality. The private sector is small and in its initial phase of development. The local economy is dominated by small shops and self-production of cheese, *kajmak*, fruits, vegetables and *rakija*. Many private companies do not pay taxes and social contributions regularly and their workers commonly have no employment contracts.

Labour market

Unemployment rate is high and affected by political and security situation. By the end of 2015 there were 2,463 unemployed persons, out of with 1,394 or 56.5% were women⁶¹. Leposavic has been traditionally linked to mining and the mine of Trepca. There are still around 600 workers employed in Trepca, mainly men. Increasing number of residents gets involved into agricultural economic activities as key source of income. However, their production is used mainly for private consumption as they experience severe difficulties to access the market. They also lack modern technological equipment. There is no cooperative organized in the municipality. There were 94 registered businesses in 2016, 60% in commerce and 10% in industry. 15% of businesses are owned by women.

⁶¹Strategy for Development of Tourism in Leposavic 2017-2022, p. 23

Year	Zvecan	N. Mitrovica	Zubin Potok	Leposavic
2014	63	2254 (north and south)	81	126
2015	89	89 (north)	81	35
2016	49	108 (north)	159	95

Politics

The total number of voters in 2013 was about 19,000. The voter turn-out was 23.5% or 4,606 voters. Last elections were held in April 2016. The number of voters was 11,410. The discrepancy between number of resident and number of voters is due to the voters lists not being updated.

Political party	Votes (%)	Seats	Women
GIS - Citizens' Initiative Srpska	38.73%	8 seats	3
Democratic Initiative	19.37%	4 seats	2
SLS - Independent Liberal Party	10.59%	2 seats	1
GISPD Oliver Ivanovic	7.14%	2 seats	1
Civic Initiative Together	5.52%	1 seat	0
Peoples' Justice	5.16%	1 seat	0
Joint Future Novo Brdo	4.22%	1 seat	0
Initiative for Better Life	4.16%	1 seat	0

Source: OSCE Mission to Kosovo (Municipal profile Leposavic), and Municipal Assembly members

The elected Mayor (male) is from the party United Left.

Natural resources

The forests, covered with meadows and pastures, occupy about 54% of the territory of Leposavic municipality, suitable for livestock breeding. Small rivers and lakes are rich with fish. The municipality is rich with thermo-mineral water sources e.g. Vucanskebanje rich with calcium used for rheumatism and skin diseases.

Agricultural areas (plowed land, orchards etc.) make 24,5% of the total area, while meadows and pastures make more than two thirds or 76,5%. Available land recourses in the municipality are:

Plowed land	4,230.51
Orchards	1,166.25
Pastures	12,350.14
Meadows	5,479.94
Forest	23,272.00

An overview of livestock is as follows:

Type of livestock	Number
No of heavy livestock	1753
No of small livestock	6205
No of small poultry	22952

Source: Local Environmental Action Plan
Leposavic

Health

In general, health system infrastructure exists but it lacks resources. Women are not satisfied with health services provided. They complain about poor treatments, lack of resources and low competence of doctors. There is poor supply of medicines in pharmacies as the system of procurement from Serbian state pharmacies is not regulated. Doctors are allowed to work both in the public health sector and private clinics at the same time, and that may create additional costs for women sometimes. Access to reproductive health services is severely limited. According to the focus group participants there is only one gynecologist in the town of Leposavic who has limited resources for the work and low competence. Patients are usually sent to bigger urban centers such as Novi Pazar, Kraljevo, North Mitrovica etc. A Pap test can be done in Zvecan (for free) or in the private health facility (for payment). Mammography is done in North Mitrovica. Adult women do not perform these tests regularly.

Safety

In general, public and domestic safety is considered to be good. However, female participants report that domestic GBV is a problem for women. No precise data is available, but there is a perception that GBV is widespread. Women do not report GBV so often. Women are aware that they are protected by law, but not in practice as the municipality lacks institutional protection mechanisms to provide support needed to GBV victims. There is no safe house in the municipality. Economic dependency is one of the reasons why women do not report GBV, but not the only one. Highly educated women with own income e.g. doctors, teachers etc. are also GBV-victims. GBV is very rarely addressed in the media. One GBV-victim has spoken about her experiences on the radio recently. This has been commented positively on Facebook. The respondents see that as a positive change in behavior as women used to blame women for being exposed to GBV.

There is a cultural center, museum and theatre in the municipality. No sex-disaggregated data about women and men as workers and users of these institutions is available.

4.7.2 Access and control profile

Women's and men's access to municipal services is limited. One is the ongoing integration process related to the Brussels Agreement that implies closure of the Serbian institutions and establishment of Kosovo institutions. This is an unfinished process and dual municipal structures are still in place. Focus group respondents report that the Serbian institutions are fully functional, but with reduced quality, while they experience difficulties in their encounter with the recently established Kosovan institutions. They say that norgender differences exist in accessing public services.

For example, in order to get identification card (ID), you need to visit three different institutions in three different locations. Recently, a Center for issuing identification documents has been set up in the police building in Leposavic within new Kosovo institutions. The procedure of getting an ID is time-consuming, expensive and complicated. In order to get an ID one has to first go to get birth certificate in Sajska Bistrica. Then you go to the Center for issuing ID documents located in Leposavic where you get a document that you have submitted a request for ID. In addition, one has to go to the bank office in North Mitrovica to pay the fee. After the completed payment you then go back to Leposavic for photo shooting and the process is then completed. IDs are commonly issued within 15 days and the applicant must pick it up in person, which means additional travelling. Albanian villages have had problems to access this type of public service earlier due to reduced mobility, high travel expenses and language barrier. This situation has improved related to the access to Albanian language, but it is still a problem due to high travel expenses and mobility for villagers residing in the Albanian communities.

Access to other municipal services is also a problem. One focus group respondent reports losing her right to social assistance in Kosovan system for children up to five years of age as her husband, from whom she is divorced, received support for agriculture business. She had access to this right under Serbian rule. Another respondent reports having submitted a request for access to public documents, but has not received any yet although six months have passed. It is stipulated that such requests should be handled within 8 days. The other respondents report that their Serbian documents are not recognized by Kosovo institutions and they get new ones, while the Serbian ones are destroyed. This creates serious problems for them when afterwards dealing with Serbian authorities.

Mobility of women is quite limited, in particular for those living in the rural and remote areas. Public transportation does not exist. Few rural women have driving license and access to a car. Some residents use school buses to move around. Women have limited access to money and cars. They have less own income as they are less employed, which reinforces women's economic dependency on men. One respondent says that they are surrounded by "isolation" pointing to women's very limited access to resources and mobility. Women active in agricultural work produce different and big amounts of dairy products but have very limited access to markets to be able to sell their products. Very often, they offer their products at very low prices.

Men own land and property. Women cannot dispose of land and property as men are registered owners in the majority of cases (precise data is not available). Focus group participants say that in cases when women are owners, this is not done because of gender equality or respecting women's rights, but it usually indicates some type of mismanagement. It is expected that sisters give up their

part of inheritance in favor of their brothers. As one respondent said “you have a right, but you do not have a right”, referring to the discrepancy between customary practice and formal property law.

Participants from rural areas report that access to public and green spaces is very limited, almost non-existent. The situation is better in the urban settlements, although this space is not fully used. There are sports halls in urban part of the municipality. The usage may vary among the sexes. Women are more limited to use these facilities due to unequal division of labour. Women go to fitness, Pilates etc. The green space across the river Ibar is used for walking, jogging and playing with children.

In general, people are not engaged and active in the community due to the political and safety circumstances. Women report different experiences related to the access to community work and decision-making. Rural women say that they are not included in the local decision-making. They are rarely involved in any type of community work.

Division of labour at home is traditional. There are some exemptions, but in general women take care of cleaning, cooking, washing, take care of children etc., while men do traditional men’s work outside of home. Young women see bigger problem in low level of understanding and appreciation for women’s unpaid work at home, rather than tradition division of labour.

However, some modest changes are visible such as young men walking with their children in the streets. Respondents say that women are expected to perform unpaid work, that is taken for granted. When men contribute to household work that is viewed as extraordinary and they are usually rewarded. Also, when women make mistakes they are punished, while men are forgiven.

4.7.3 Institutional profile

Availability of institutions

The total number of employees in Leposavic Municipality local administration (Kosovo system), is 15 (11 male and 4 women). There are 9 heads of departments (6 men and 3 women). There are 11 public institutions in the municipality managed by 6 male and 5 female directors. There are 411 employees (data by sex is not available).

There are three health facilities with 27 doctors, 7 general practitioners, 18 specialists, 1 gynecologist and 5 dentists. There are 65 nurses and 74 medical technical staff employed.

The municipality of Leposavic has three pre-schools, three primary schools, two secondary schools. There is also one school for children with disabilities. The total number of pupils in preschools is 650, out of which 266 or 41% are girls and 384 or 59% are boys. Number of pupils enrolled in the first grade is 253, out of which 143 or 56,5% are girls and 110 or 43,5% are boys. There are 1,252 pupils in elementary schools (data disaggregated by sex not provided). In the secondary schools there are 421 pupils, 159 or 38% girls and 269 or 62% boys. It is noteworthy that the percentage of girls drops gradually from the first grade throughout the elementary and secondary school. The underlying causes have not been explored but this may indicate factors such as e.g. migration, drop-off from

school due to poverty and/or early marriage. There is one primary school in Albanian village of Bistrica with 29 pupils and 16 employees (source: OSCE 2015).

The municipality has five institutions for higher education, three faculties and two higher schools in the fields of pedagogy, sport, agronomy and economics. These faculties constitute a part of the University of North Mitrovica. The number of enrolled students is 2106, out of which 796 or 38% are women and 1310 or 62% men. 1427 are regular full-time students, with 526 women or 37% and 901 or 63% men. The total number of extramural students (self-financing) are 679, out of which 270 or 40% are women, and 409 or 60% are men. As the figures demonstrate women are underrepresented in higher education in general and among both categories of students.

A comparative overview of registered businesses in the last three years is presented below:

Year	Zvecan	N. Mitrovica	Zubin Potok	Leposavic
2014	63	2254 (north and south)	81	126
2015	89	89 (north)	81	35
2016	49	108 (north)	159	95

Regarding the number of employees by type of educational institution and gender, we can spot not surprisingly the following: Kindergartens: 165 employees, of which 129 are women and 36 are men; Teachers in elementary schools: 179, of which 118 women and 61 men; Teachers in secondary schools: 129, of which 67 women and 62 men; Professors and associates in higher education: 161, of which 64 women and 97 men.

While in police institutions, the number of employees reaches 116 (95 men and 21 women) with an average age of 45.6 years old, and diverse ethnicities, i.e. Serbs 107, Albanians 6, Bosniaks 2, Turks 1.

Institutional gender capacity is assessed to be very limited. The local administration does not have a gender focal point/officer. There is no gender equality action plan, nor gender tools to apply gender mainstreaming in processes (e.g. spatial planning), procedures and budgeting. Some staff have participated in gender equality trainings, but have not applied the acquired knowledge and skills. Data providers report that the majority of staff has low level of awareness and knowledge about gender equality.

4.8 Conclusions

In summary, there are gender differences identified with regard to women's and men's access to resources, mobility, safety, access to green spaces and income and employment opportunities. Many women are socially excluded and they do not participate in the community work and local politics. They have lower mobility level than men. They have restricted access to all types of resources. They are more unemployed than men despite the fact that they have good education level. Women are mainly not registered as land owners and may have very limited access to finances and business opportunities.

Here are some key conclusions:

Access to responsive public services, adequate infrastructure and effective integration

- Women and men experience increased difficulties to access public services due to dual systems.
- Women and men experience poor access to public transportation. Transportation is irregular and expensive and severely impacts women's level of mobility, for rural women in particular.
- In Zvecan and Zubin Potok residents experience reduced supply of water and electricity during some periods of year
- There is no sewage network and waste water is dispatched directly to rivers.
- Access to green spaces is different in different municipalities, but there is considerable need for improvements. Women and men use green spaces for different reasons and at different times.
- Huge number of households uses fossil fuel (coal and wood) for heating. This may cause serious health damage to household members.

Labour market and economic sphere

- Women are more unemployed than men and lack own income. They make less money in the private sector (around 100 EUR/month).
- Women are more present in informal economy, which is often the only source of income for the entire family.

Access to asset and decision-making processes for women, the households and the community

- Majority of women do not own land and property. This is particularly strong tradition in rural areas. The key reason is the persistence of custom law that favors men.
- Women are heavily underrepresented in politics.
- Intergenerational cohabitation is common. This puts even higher pressure on women's reproductive role as it may also include care for sick and old parents-in-law and other family members on their husband's side.
- Division of labour at home is traditional and unequal. Women have key responsibilities for household work and child care.
- Both women and men are equally concerned about current political situation and the future of Serbian community in Kosovo.
- All municipalities have low institutional gender capacities.

4.9 Recommendations

The following is recommended:

Institutional and operational gender capacity building

- Strengthen institutional and operational gender capacities of local administration by providing technical support on gender equality and gender mainstreaming;
- Strengthen the awareness and the capacity of local administration to record and collect data disaggregated by sex, age etc. taking into account the different ethnic groups in the municipality etc.;
- Encourage municipalities to appoint gender focal points, preferably full-time gender officers, who will be working on gender issues continually and focused;
- Support local administration to design and carry out a participatory strategic development process to outline Gender Equality Action Plan (GEAP);
- Encourage municipal management to ensure budgetary resources for the implementation of the GEAP;
- Develop capacity building plan that will focus on strengthening capacities how to implement GEAP as well as to provide required trainings, coaching, distance support etc. as needed. Capacity building on gender should include also all administration officials and staff;
- Develop tools for gender mainstreaming to be used in the day-to-day procedures and processes;
- Consider pushing for the municipality building a safe house in each of the municipalities.

Participation in the decision-making

- Strengthen the capacity of the municipalities to apply modern participatory and gender-responsive methodologies to involve women and men in consultative processes;
- Strengthen the awareness of the municipalities to apply intersectional approach taking other identities into account;
- Support local administration to mainstream gender into spatial planning and urbanization work;
- Strengthen the participation of women and men in spatial planning processes;
- When planning activities take into account that women and men from rural areas have very limited mobility as they have poor or no access to transportation means; consider organizing some of the activities geographically closer to them;
- Take into account different times when organizing activities to ensure women's possibility to participate as they have key responsibility for reproductive work at home.

Women's conditions and women's empowerment

- When designing activities take into account women's living or/and working conditions so as to be able to give women opportunity to participate;
- As GBV is widespread, take into account the harmful effects that this may have on women and how this may affect their willingness to participate;
- Take into account the vulnerable context of rural women and their limited mobility due to poor access to public transportation;
- Consider designing activities that are focused on women only, rural women in particular, aimed at women's empowerment.

Awareness raising of men

- Consider working with men on raising their awareness about gender equality;
- Identify men that could act as role model and change agents to support gender equality in different areas of the society.