



INCLUSIVE DEVELOPMENT PROGRAMME
PROGRAMI PËR ZHVILLIM GJITHËPËRFSHIRËS
PROGRAM SVEOBUH VATNOG RAZVOJA

BASELINE ASSESSMENT REPORT

SUMMARY

October, 2017

a programme implemented by:

UN HABITAT
FOR A BETTER URBAN FUTURE

PAX

CBM
Community Building Mitrovica

and financed by:

**SWEDISH DEVELOPMENT
COOPERATION**





INCLUSIVE DEVELOPMENT PROGRAMME PROGRAMI PËR ZHVILLIM GJITHËPËRFSHIRËS PROGRAM SVEOBUH VATNOG RAZVOJA

• Introduction

The programme, *Fostering Inclusive Development and Good Governance in northern Kosovo* (Inclusive Development Programme), aims to provide a comprehensive package of support to build municipal strategic planning and management capacities, strengthen the social contract between local authorities and constituencies by increasing local government transparency, responsiveness and accountability, and enhance coordination and service delivery within a framework of inter-municipal cooperation and multi-level governance. The programme has been

developed at the request of the Kosovo Government and is co-financed by the Swedish Development Cooperation Agency (Sida). It's being implemented jointly by UN-Habitat, PAX and Community Building Mitrovica, the Ministry of Environment and Spatial Planning (MESP), the Ministry of Local Government Administration (MLGA), as well as concerned local authorities in Leposaviq/Leposaviq, Mitrovica South, Mitrovica North, Zubin Potok, and Zvecan as well as Skenderaj/Srbica and Vushtrri/Vucitrn.

• Comprehensive Baseline Assessment

During the programme's inception phase, September 2016 – August 2017, a comprehensive baseline assessment of the local governance environment has been undertaken. The purpose of the assessment is to gain a deeper understanding of the current state of local governance in the northern municipalities, examine the capacities in

the different sectors, and determine the scope of support that would need to be provided in the programme's core implementation phase. Moreover, the assessment allows the programme partners to devise and refine the baseline, targets and indicators, and it will be serving as an internal monitoring tool to measure progress overtime.

The baseline assessment is several fold and examines:



LOCAL GOVERNMENT

Municipal capacities and practices, in terms of strategic spatial planning and municipal service delivery, to provide a basis for an enhanced city planning and management.



CIVIL SOCIETY

The situation of Civil Society Organizations, regarding fields of work, current capacities, capacity needs and practices, providing a set of recommendations to strengthen the impact they could have in local governance.



PUBLIC PERCEPTION

Public perception and opinion on public services, through focus groups.



GENDER ANALYSIS

Gender diagnosis, highlighting hierarchies of power, division of labour and social and cultural aspects that may have an impact on the programme implementation.

MUNICIPAL BASELINE ASSESSMENT

The municipal assessment was carried out from December 2016 to February 2017 in the seven partner municipalities of Leposavic/Leposaviq, Mitrovica South, Mitrovica North, Zubin Potok, and Zvecan as well as Skenderaj/Srbica and Vushtrri/Vucitrn. The data collection methods include, but were not limited to: municipal self-assessment surveys, municipal focus groups, desk research, staff skill inventory survey, and rapid SWOT (strengths, weaknesses, opportunities and threats) analysis.

The municipal assessment is made against Kosovo's existing legal framework on planning functions and service delivery at the municipal level. According to Kosovo's legislation, local governments are responsible for drafting and implementing strategic and operational spatial planning documents, as well as managing processes and administrative procedures related to these. The assessment examines the municipalities' planning and management capacities and practices. It will be providing the basis for organizational, professional and community development for enhanced city planning and management, as well as

joint service delivery in a coordinated and efficient manner within the integration prospect.

The respondents are civil servants in the local government administrations, in particular heads and officers of relevant departments and sectors, as well as the Municipal Planning Team (MPT) staff from both the Kosovan and northern Serbian administrative systems.

	MSA	SSIS	MFG
♂	41	42	45
♀	15	30	25
Total	56	72	70

Number and gender of municipal officials surveyed during the Baseline Assessment¹

1 MSA: Municipal Self-Assessment
SSIS: Staff Skills Inventory Survey
MFG: Municipal Focus Groups

• Planning products and processes: where do the northern municipalities stand?

The municipalities of Vushtrri/Vucitrn, Mitrovica South and Skenderaj/Srbica have valid spatial planning documents or are currently redrafting their plans in order to meet the new requirements stipulated in Law No. 04/L-174 on Spatial Planning from 2013. Meanwhile, the municipalities of Leposavic/Leposaviq, Zubin Potok and Zvecan have outdated

spatial planning documents, drafted within the Yugoslavia/Serbia and Montenegro/Serbia frameworks (mainly from the 90s). In the case of Mitrovica North, the Municipal Development Plan (MDP) and Urban Development Plan (UDP) were drafted before the establishment of the two new municipalities (2013), Mitrovica S. and Mitrovica N.

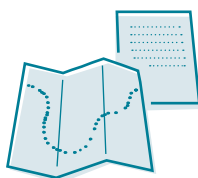
STRATEGIC SPATIAL PLANNING DOCUMENTS

EFFECTIVE

Skenderaj/Srbica: MDP (2017)
Vushtrri/Vucitrn: MDP (2017)
Mitrovica S: MDP/UDP (2008)
Mitrovica N: MDP/UDP (2010)

EXPIRED/REVOKED

Zvecan: DRP (2007)
DUP (1997)
GUP (1996)
Zubin Potok: GUP (2000)
DUP/DRP (1992)
MSP (1991)
Leposavic/ DRP (2003)
Leposaviq GUP (1994)



(MULTI)-SECTORAL PLANNING DOCUMENTS

HOUSING STRATEGY OR PROGRAMME

Vushtrri/Vucitrn (2015-18) / Mitrovica S (2016-19)

ENVIRONMENT (LEAP)

Leposavic/Leposaviq (2017-20) / Vushtrri/Vucitrn (2014) / Zubin Potok (2017-20) / Zvecan (2015-20)

RESOURCES AND WASTE MANAGEMENT

Vushtrri/Vucitrn: MEEP (2014-20) / WMP (2015)
Zubin Potok: MEEP (2015-18) / Skenderaj/Srbica: WMP (2016-20)

PUBLIC SERVICES

Vushtrri/Vucitrn: Plan for Improving Mobility Systems (2017-19)

STRATEGIES FOR ECONOMIC DEVELOPMENT

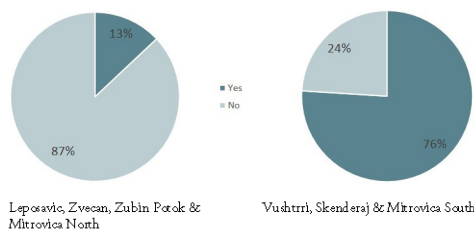
Leposavic/Leposaviq: Tourism SDP (2017-22)
Skenderaj/Srbica(2013-17) / Vushtrri/Vucitrn (2013-18) / Zvecan (2014-16)

In Vushtrri/Vucitrn and Skenderaj/Srbica, most strategic/operational sectoral documents were drafted in-house with support of municipal partners/donors. In the four northern municipalities the formulation of non-statutory short-term documents was initiated and supported by the central government administration and international organizations operating in Kosovo. 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, but implementation remains questionable.

The level of citizen participation in the drafting process of planning documents varies greatly between municipalities. These processes are usually not well documented.

- Thematic working groups were established in Mitrovica South, Vushtrri/Vucitrn and Skenderaj/Srbica for the drafting of sectoral planning documents using tools like bilateral meetings and joint meetings with experts, directors, citizens or villagers.
- In Leposavic/Leposaviq, Zubin Potok and Zvecan, all strategic and operational spatial planning processes were conducted with so called “old-school” participatory processes. The tools and techniques consisted of public and local community presentations, debates and review periods.

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



• **Data and information: collecting, sharing, updating, securing and storing**

All municipalities have an existing but limited experience in conducting qualitative and quantitative data and information research in support of formulating strategic and operational planning documents. Data and information mostly come from the central government (either from the Kosovo administrative system or from the Serbian administrative system for the four northern municipalities), or are widespread throughout the various municipal departments. No census was undertaken in the north since 1991 and data is still volatile in this context. None of the municipalities – except for Mitrovica North – has one department dedicated to information systems and data management.

RECOMMENDATIONS

To strengthen municipal drafting, implementing and M&E capacities and enhance municipal ownership,

- By reinforcing coordination functions and by increasing the participation of relevant municipal departments in the drafting processes
- By allocating funds/budget for the formulation of the documents and management of the processes
- By raising awareness on spatial planning needs among the Municipal Assembly and political parties.



The Spatial Planning legislative reform -a new set of decentralised and participatory 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.



Gender sensitive planning, development and management processes should be further introduced and implemented.

► Source: Staff Skills Inventory Survey, UN-Habitat, February 2017

RECOMMENDATIONS

To upgrade Data and Information Management systems and protocols,

SPAK

By using the available central support in line with the Spatial Planning Application Kosovo to establish municipal integrated data base.



The introduction of sex disaggregated data in strategic/operational planning processes should be supported.

• Alignment with the legislative framework

Vushtrri/Vucitrn, Skenderaj/Srbica and Mitrovica South
Municipal officials are generally familiar with the Law on Spatial Planning, Strategic Environmental Assessment (SEA) legislation, Law on construction, Law on treatment of building without permit and related administrative instructions.

It has been found that what is needed is practical guidance and practice of the new instruments brought by the planning reform, for instance for drafting process of the Municipal Zoning Map.

Leposavic/Leposaviq, Zvecan, Zubin Potok and Mitrovica North

The spatial/ sectoral planning, development and management legislative frameworks- Kosovo need to be implemented from scratch; and the assessment demonstrates there is a willingness to do so.

• Institutional coordination and cooperation

Vushtrri/Vucitrn, Skenderaj/Srbica and Mitrovica South
Some cooperation exists between these municipalities, but it is usually ad-hoc and without formal agreement. However, Vushtrri/Vucitrn and Skenderaj/Srbica are interested in teaming-up with neighbouring municipalities for joint capital investments and Mitrovica South is equally interested in teaming-up with both southern and northern municipalities, depending on the type of capital investment/service delivery.

Leposavic/Leposaviq, Zvecan, Zubin Potok and Mitrovica N
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.

There is a need for better communication, coordination and cooperation lines among

- northern Albanian and Serbian majority municipalities
- the central government administration- Kosovo and northern Serbian majority municipalities
- institutions and central and regional service/utility providers.

RECOMMENDATIONS

- Further mechanisms at the central level for effective support and monitoring of the spatial planning legal framework implementation could be introduced, ensuring the consistency between the plans and catalytic effects of actions being taken at different scales.
- The training and capacity building/strengthening activities could/should be used in support of implementing spatial planning development and environmental management frameworks, as well as for managing inclusive participatory processes (KIPA training programme).
- The forthcoming elections (Oct 2017) can be the right momentum to sensitize the new municipal leadership and management about relevant legislative frameworks and corresponding tools for decision-makers.

RECOMMENDATIONS

- Policy dialogue with central government administration- Kosovo, ministries and specialized agencies should be continued and deepened.
- In the Serb-majority municipalities, there is a need to reinforce local community trust in local government administration, local NGOs, and in central government administrations- Kosovo/Serbia.
- Human and financial resources should be pooled to encourage initiative for cooperation with neighbouring municipalities, both at political and technical level.



The Capital Investment Facility to be introduced in the core phase of the programme should use a criteria for eligibility to support further horizontal and vertical cooperation.

• Partnership with civil society

All the municipalities have conducted certain planning, development and management processes/activities with local community engagement, but they have limited capacities for managing these inclusive planning processes and therefore the communication lacks of sustainable mechanisms. Partnerships are mainly on ad-hoc basis and initiated by NGOs. Therefore, all municipalities confront the need to develop sustainable cooperation mechanisms between respective departments and civil society.

There is a willingness of communities/citizens to be informed, to participate and contribute to planning processes.

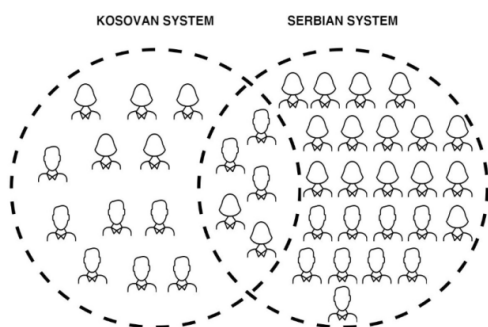
• Human Resources

In Vushtrri/Vucitrn, Skenderaj/Srbica 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. Technical capacities need to be increased too.

On the other hand, the situation in the northern municipalities remains complex, as local government administrations operate in parallel, given the two administrative systems (Kosovo and Serbia). Certain officers are employed by both administrations, Kosovo and Serbia; whereas the majority is still employed by the administration of Serbia.

In Leposavic/Leposaviq, Zvecan and Zubin Potok local administrations need to be developed or completed as per Kosovo system.

From transformation to further consolidation of the Kosovan system in the northern municipalities:



Total human capacities relevant for spatial planning in Leposavic, Zvecan, Zubin Potok and Mitrovica North.

RECOMMENDATIONS

- Awareness and knowledge regarding the potential of civil society needs to be raised to encourage municipalities to (take initiative to) conduct inclusive planning processes and participatory policy development and decision-making. This should/could be used as a way to increase their level of trust towards the municipal administration and enhanced responsiveness and delivery by local administrations.

RECOMMENDATIONS

To raise awareness, knowledge and practises on strategic and operational spatial planning needs, legislation...

- By targeted trainings and capacity building/strengthening activities provided to help coping with the planning reform and fill specific technical gaps, ie. GIS.
- Also on-the-job assistance can help accelerating municipal delivery when transitioning from the Serbian to Kosovan.

To assist the completion of job descriptions in planning related departments according to Kosovo system, to ease the transitioning process.

Main needed legal and technical training activities according to local government administrations.

LEGAL TRAINING
<i>Institutional roles and responsibilities</i>
<i>Processes and procedures</i>
<i>Monitoring</i>
<i>Reporting on implementation</i>
TECHNICAL TRAINING
<i>Strategical Spatial Planning</i>
<i>Urban Planning and Design</i>
<i>Project Management Tools</i>
<i>Technology for Data collection (GIS, CAD...)</i>

The role of civil society organizations (CSOs) in inclusive development and good governance is vital, as these 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. If all stakeholders are involved in the public policy cycle, from planning to implementation and evaluation, development cooperation outcomes will be better-aligned with citizen needs and expectations, and less likely to exclude or disadvantage specific constituencies in society. 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 citizens' voices and influence policy. It assesses the legal context, organizational capacities of CSOs, and existing dialogue and cooperation between municipalities and CSOs. It also provides a set of recommendations on strengthening the impact of CSOs in relation to local governance. The civil society baseline assessment was implemented through focus groups with NGOs, ultimately, a total of five CSOs were selected for in-depth assessment.

• Context analysis

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. In the past three years, the overall contribution of civil society to policy-making has intensified, mainly because of improved functioning of public institutions. There are more than 8000 CSOs registered in Kosovo, but only about 10-15% are reported to be active.

In the seven municipalities of the Mitrovica Region, there are reportedly 61 active CSOs.

CSOs GENERAL PROFILE

Relatively small organizations
Dependent on short-term funding
Single Donors
Mono-ethnic character

MAIN FIELDS OF INTEREST

(for more than 50% of them)
Civic participation
Monitoring transparency
Cooperation with municipalities

Few of these CSOs 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 limited. 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 assessment² of the civil society sector 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 for CSOs is even more complex. Elections in these 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 laden 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 *Kosovo Needs Assessment Report, January 2014:*
http://www.tacso.org/doc/nar_ko2014april.pdf

• **Assessment’s findings**

Most of the CSOs operating in the Mitrovica Region lack experience and have limited organizational capacities, however there are some good examples of cooperation and there is a good basis for civic engagement that could be developed throughout the implementation of the Inclusive Development Programme.

• On legal framework:

There is an existing legal framework that has been adopted by all the municipalities, and institutional mechanisms for participation. This legislative and regulatory framework is assessed to be advanced and in line with the highest EU standards and best practices of good governance, however, it has not been widely implemented, and even to a lesser extent in northern Kosovo.

• On organizational capacities:

The organisational capacities of CSOs in Kosovo have improved over the last decade, but CSOs are aware of their lack of experience and limited organizational capacities. Only 10% of CSOs in the Mitrovica Region have developed strategies and established long-term internal structures. However, some of the more developed ones have started to invest in strengthening their organizational capacities. More than half of organisations communicate with the public via website and Facebook pages and to promote their mission, goals and vision. Funding remains a problem.

• On dialogue and cooperation:

Only a small number of organizations operating in these seven municipalities cooperate with other CSOs in order to increase their collective scope or voice. Mutually-beneficial partnerships between CSOs from Albanian- and Serb-majority municipalities are rare, and usually project-based.

• On technical capacities:

The need to increase capacities is even greater for organizations working in the Serb-majority municipalities. 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 is charged with responsibility for cooperation with civil society (in Vushtrri/Vucitrn and Skenderaj/Srbica) 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.

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 Inclusive Development 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, so that the level of training is adjusted to their absorption capacities.
- The organizations need training in strengthening their interaction with their constituencies to better address community needs and voice their concerns to local authorities.
- 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 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.
- Municipalities should set measurable targets for the adoption of direct democracy mechanisms, such as participatory budgeting.

THE CASE OF MITROVICA REGIONAL MONITORING TEAM

[One of the few examples of meaningful collaborative partnerships -and with an inter-ethnic character.]

It is 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 organizations working in the Mitrovica Region, out of which 8 are mainly Serb organizations. MRMT has developed its strategy supported by CBM.

Support to the MRMT should enhance the ability of CSOs in Mitrovica Region to act collaboratively and thereby increase their impact on local governance.

FOCUS GROUPS: PUBLIC PERCEPTION AND OPINION

In order to complement the municipal and civil society assessment, focus groups were held with citizens in order to survey public opinion on the state of development and governance, notably regarding performance, transparency, responsiveness and accountability of local government administrations. The findings are intended to support recommendations for municipalities and other stakeholders in addressing the main challenges and opportunities for fostering good governance in northern Kosovo.

• On municipal performance

By municipality, the respondents were most satisfied with the following municipal services: Public Transport (Zvecan and Mitrovica North), Sports and Recreation (Zubin Potok), Administrative Services (Mitrovica South), and Education (Leposavic/Leposaviq). Remarkably, the vast majority of the respondents agreed that the delivery of Administrative Services was satisfying, by ranking it as one of the top-three services that they were most satisfied with.

On the other hand, the respondents were least satisfied with the following municipal services in their respective municipalities: Water Supply (Zvecan), Non-motorized Mobility (Zubin Potok, Mitrovica South and Mitrovica North), and Sports and Recreation (Leposavic/Leposaviq). The inhabitants of Mitrovica North-South, Leposavic/Leposaviq and Zubin Potok all pointed to “Non-motorized Mobility” as one of the least satisfying municipal services. The issues that the respondents addressed were: the lack of cycling paths and sidewalks; the misuse of sidewalks as parking spaces; the problem of accessibility for people with

Three focus groups were held between mid-February and the end of March 2017. In the first group, only women from Mitrovica South participated, while in the other two there were both women and men. The latter groups were also mixed by municipalities; one with citizens of Mitrovica North and Zvecan, the other with citizens from Leposavic/Leposaviq 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).

disabilities; and the limited non-motorised mobility.

With regards to other dissatisfactions, not just one issue may be singled out. The following matters reoccurred or were especially highlighted by the participants: I) maintenance and conditions of health centers; lack of professional staff and medications; II) public transport is either non-existent or in poor conditions, III) solid waste collection; IV) absence or poor condition of sport and recreation equipments.

Zvecan seems to have specific problems, as participants from this Municipality were the only ones that pointed to “Water Supply” (bad water quality, poor supply) and “Social Centers” (no home for elderly, poor services) as significant issues in their municipality. Although the “solid waste collection” service was only considered “very unsatisfying” by respondents from Leposavic/Leposaviq and Mitrovica South, it is worth noting that all participants indicated that there are issues with garbage, river pollution, and informal landfills in their communities.

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

	ZVECAN	ZUBIN POTOK	MITROVICA S.	MITROVICA N.	LEPOSAVIC/LEPOSAVIQ
1st Priority	Sports & Recreation	Education	Education	Education	Social Centers
2nd Priority	Social Centers	Healthcare	Healthcare	Healthcare	Healthcare
3rd Priority	Education	Public Space	Public Space	Public Space	Public Transport

• On municipal transparency

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”. Deciding or acting together, when it comes to priority definition, budget and investment selection remains low.

For improving municipal transparency it is recommended that citizens increase their level of involvement in

- budget planning, investment, participation in decision-making processes and leverage.
- planning processes, and especially to be involved in the earliest stages of the planning process.

• **On municipal 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/Leposaviq view their municipality’s responsiveness as neither timely nor

adapted, and even less creative and flexible. In the 4 north municipalities, there is also a general lack of responsiveness when it comes to waste collection.

- There is a need to better focus on environment matters and in law enforcement in general.

• **On municipal accountability**

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

political and financial assistance from the central level is needed.

The majority of participants agreed that the municipal administration has not communicated clear goals and objectives for municipal development. Only in Mitrovica South do they think otherwise. The main issues acknowledged by the respondents were the passivity and lack of communication between administrations and citizens (the communication channels are not accessible enough). They all concluded the following: I) citizens should organize themselves instead of acting individually and II)

To improve accountability municipalities should work on:

- Awareness and opportunities: The municipality should raise citizens’ awareness regarding their rights, and create opportunities for them to communicate.
- Information availability: for public debate (in Serbian language) and in particular in printed format.
- Reporting and two-way communication: municipalities should report their achievements. There should also be focus on how municipalities integrate the ideas of citizens into their decision-making processes.

• **Where does the north stand in relation to Kosovo?**

In order to verify the reliability of our findings, results are compared with the ones from the Kosovo Mozaik 2015 Survey (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.

THE DUAL SYSTEM ISSUE

In order to better understand the specific results that were found in the northern municipalities, it is worth to analyse how the existence of parallel systems affects the public perception and experiences with the administrations.

Participants have stated some difficulty to cope with the dual system of Kosovo and Serbia, especially regarding performance and accountability. Some concurring findings from another survey are shown³:

- **LEVEL OF TRUST**
Government in Belgrade14,3 %
Interim Institutions in the North12,2 %
Municipalities formed after 04/13 elections..10,8 %
- 56% of the citizens support the participation of Serbian representatives in Kosovo
- 45% of the respondents had the opportunity to use services of Kosovo institutions

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/Leposaviq, Mitrovica North, Zvecan and Zubin Potok is often lower than the national average: specifically regarding the state of sidewalks and maintenance of the streets, solid waste collection and management and general trust in the local governments.

³ Kosovo Mozaik 2015, Ministry of Local Government Administration (MLGA), UNDP and USAID.

GENDER ANALYSIS

The gender analysis examines hierarchies of power, division of labor, as well as social and cultural aspects in both institutions and the communities, in order to expose the manner in which gender relations affect the

baseline assessment, programme implementation and expected accomplishments of the Inclusive Development Programme. The gender analysis was only carried out in the four Serb-majority municipalities.

• What do we learn from the northern municipalities?

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.

- Access to responsive public services, adequate infrastructure and effective integration

Both women and men experience difficulties to access public services due to dual systems. They also experience poor access to public transportation. This severely impacts women's level of mobility, since they have less access to driving and cars, especially rural women.

Regarding infrastructure, both Zvečan and Zubin Potok residents experience reduced supply of water and electricity during some periods of the year. There is no sewage network and waste water is dispatched directly to rivers. A huge number of households use fossil fuel (coal and wood) for heating. This may cause serious health damage to household members, but women in particular are more exposed to this.

Women and men use green spaces for different reasons and in different times. There is considerable need for improvements regarding access to green spaces.

- Labour market and economic sphere

Women are more present in informal economy. Even though the level of education of women is usually higher, they are more unemployed than men; this leads to them having less system protection, regarding access to health care and pensions, and makes them economically dependent

in many cases. Women are rarely registered as property and business owners and may experience difficulties in accessing financial resources e.g. loans, credits etc

- Reproductive responsibilities and division of labour

The division of labour at home is traditional and unequal. Women commonly perform child-care, household work and take care of older, sick and disabled family members more than men. Slight changes have been noticed in younger couples regarding child-care responsibility.

Regarding marriage, it has been noticed that patterns are changing for later marriages, and the average age for parenting is now 25-27 years old for women and 28 for men. We find a higher rate of women migration because they usually move into the male's household when they marry.

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

Women are heavily under-represented in politics and are not engaged in community work. However, they are concerned about the current political situation and the future of the Serbian community in Kosovo.

Also, women do not have access to land and property due to traditional social norms related to property inheritance and ownership that favour men.

All municipalities have low institutional gender capacities.

• Main areas of differentiation and priorities

As a conclusion from the presented findings, special attention should be paid to the level of accessibility within

the following areas when setting the targets where the Inclusive Development Programme can contribute to:



• Key orientations to enhance gender equality in northern municipalities

Local administrations are key partners that need support in developing participatory and gender-responsive approaches and services. In this way strategic gender interests could be addressed by the following key strategic orientations.

INSTITUTIONAL CAPACITY

Build institutional and operational gender capacity.

- Develop a strategic framework and an action plan for gender equality. For this, trainings and coaching should be provided.
- Develop gender responsive systems: tools for gender mainstreaming to be used in the day-to-day procedures and processes. Also create a gender-officer role and a focal point.
- Enhance awareness, understanding and operational gender capacities of local administration, including administration officials and staff, through targeted training. This training should be used as well to strengthen the awareness to collect disaggregated data.

DATA

Collect additional data during the course of the implementation of the Programme.

- Support capacity building of local administration on sex-disaggregated data.
- Also, possibly make arrangements to enter deeply into additional data collection on gender equality so as to gain a more complete and detailed picture of women's and men's experiences, conditions, perspectives and power positions.

PARTICIPATION

Ensure 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 social variables into account.

SPATIAL PLANNING

Strengthen gender mainstreaming capacity of local administration in spatial planning and development.

- Support local administration to mainstream gender into spatial planning and urbanization work and strengthen the participation of women and men in spatial planning processes.

EMPOWERMENT

Take into account women's living conditions and women's empowerment.

- When designing activities, in order to give women the opportunity to participate, take into account the following: their living and working conditions, their limited mobility in rural contexts and the harmful effects that gender-based violence may have on women and their willingness to participate.
- Consider designing activities that are focused on women only, rural women in particular, aimed at women's empowerment.

AWARENESS

Raise awareness of men.

- Design activities focused on men aimed at 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.

COOPERATION

Establish cooperation with relevant agents such as CSOs, national authorities and other international agencies. For instance, there are already some NGOs initiatives regarding women and girls' empowerment (in Mitrovica South and Skenderaj).



INCLUSIVE DEVELOPMENT PROGRAMME

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