Social Sustainability & Citizen Engagement
Urban Partnership Program II

Ulcinj
City Synthesis Report

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Introduction

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

- *Social Accountability and Participation* to increase accountability in the delivery of services and programs and empower urban marginalized and vulnerable groups to participate in their cities' development; and

- Proactively addressing the challenges of *Marginalization* to identify the needs of socially excluded groups and associated inequalities.

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

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

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

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

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

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

- Existing levels of social accountability and citizen engagement;
- Opportunities and constraints for social accountability and citizen engagement;
- Social inclusion vis-à-vis public service provision.

For Phase 3, a Participatory Scenario Development (PSD) Workshop was held in Ulcinj on November 2, 2016. The objectives of the PSD workshop were to:
- Raise awareness of the results of the previous two phases;
- Provide recommendations for the local government authorities, the wider civil society and intermediaries, i.e. NGOs, CBOs; and
- Map out solutions to reinforce socially sustainable city development and integrity in public services.

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

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

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

1. City Profile

1.1. General City Profile

The Municipality of Ulcinj is the southern most town in Montenegro, situated on the Montenegrin coast. It covers an area of 255km² and is situated at 954m above sea level.[1] This town is recognised as one of the best summer tourism centers, visited by a large number of people from neighbouring Albania, as well as by people coming from abroad. It has the longest beach in Montenegro. Ulcinj is accessible by a two-lane road, which connects it with the municipality of Bar on one side, and with the municipality of Skadar in Albania, on the other side. Citizens of Ulcinj might reach Podgorica through Lake Skadar, but this is a very rare means of travel.

The Statute of Ulcinj stipulates that the territory of this municipality covers: the City of Ulcinj and settlements Ambula, Bratica Briska, Gor Bojke, Brajse, Vladimir, Gornji stoj, Gornja klezna, Donji stoj, Donja klezna, Darza, Draginje, Djerane, Zoganj, Krute ulcinjske, Krute, Kruce, Kolomza, Kadra, Kosici, Kaliman Kravari, Leskovac, Lisnabore, Mid Medjurec, Pistula, Rec, Rastis, Sukobin, Sume, Salč, Sutjel Sveti Djordje, Curke, Fraskanjel, Sas, Stodr Selita, Donji Rastis, Djonza and Donji Kravar.

According to the Statistical Office of Montenegro (Monstat) and results from the last census of the population, households and dwellings in Montenegro conducted in 2011, the total population of Ulcinj is 19,921, with a density of 78.1 inhabitants per km², constituting 3.2% of the population of Montenegro.[2] The number of citizens in the municipality was rising during the 1980s and 1990s, but slightly decreased in the last decade. Just like in many other municipalities, this decrease in the number of citizens is primarily a result of an ongoing migration in order to find better living conditions, including jobs and better education possibilities. Over half the population (53.7%) is settled in the city center (almost 11,000 people), while the remaining citizens (46.3%) are settled outside the city center. The largest settlements in Ulcinj are Donji Stoj with 1,120 inhabitants, Kodre with 997 citizens and Vladimir with 757 inhabitants.

The population in Ulcinj is also very heterogeneous, with Albanians constituting majority. According to the last census, there were 14,076 Albanians living in Ulcinj, followed by Montenegrin nationals (2,478) and Serbs (1,145). When it comes to religion, according to Monstat, the most dominant religion in Ulcinj is Islam; there are 14,308 followers of Islam and 2,964 Orthodox Christians, as well as 2,196 Catholics. Albanian is the most widely spoken language in Ulcinj (14,352 citizens), according to census data. It is followed by Serbian (2,385)

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[1] Data provided in this report represent the official data given by the Municipality of Ulcinj, Statistical Office of Montenegro, Employment Agency of Montenegro and other relevant institutions in their reports, yearbooks and other relevant documents.
[2] Statistical Office of Montenegro, Statistical yearbook, Podgorica, 2015. More information is available on the website of the Statistical Office of Montenegro: http://www.monstat.org/cg/page.php?id=322&pageid=322 (last visited 21 February 2016).

and Montenegrin language (2,138), all of which are in official use as stipulated by the constitution.

In the period from 2009 to 2014, the birth rate was higher than the death rate, making Ulcinj one of the few minicipalities in Montenegro with a positive natural increase rate. According to the census, in the age structure of the Municipality of Ulcinj, the most represented population were teenagers, with 1,489 young inhabitants. At the end of the 2013/2014 school year, there were 17 regular primary schools and one regular secondary school. For the same period, there were 2,235 pupils in primary schools and two high schools with 1,097 students.[3]

The biggest share of the economy of Ulcinj lies with summer tourism. Nevertheless, the economic transition and unsuccessful privatization process made things quite difficult for people in Ulcinj. In 2012m there were 999 companies in Ulcinj. The main activities of enterprises in Ulcinj are wholesale and retail trade, repair of cars and motorcycles, services providing accommodation and food and those dealing with transportation and storage. Based on data provided by the Employment Agency of Montenegro, the unemployment rate in Ulcinj has been stadily increasing in the last three years. In 2013, there were 1,068 unemployed people, 1,200 in 2014, while in 2015 this number rose to 1,466 unemployed persons.[4]

The Municipality of Ulcinj has the capacities and great potential to become one of the leading summer destinations in Montenegro, thought is still faces challenges to raise the standard of living. Furthermore, the municipality is in a weak economic state as a result of a failed privatisation process and lack of investments. After the local elections in January 2014, in the last six months there has been a complete set back in the work of the local government, since the political parties recomposed the governing structures.

The last local elections in Ulcinj were held on January 26, 2014. For the first time since the 1990s, the Democratic Party of Socialists (DPS) had more votes than any other party, but did not manage to form a local government, which was done by three other parties that excluded the DPS from the deal.

The highest number of votes was won by the DPS (3,174), followed by the Forca (2,928) and coalition 'Together for the Future of Ulcinj' (2,345). The Democratic Union of Albanians won 1,058 votes, the Social Democratic Party (SDP) 820, Positive Montenegro 682, Socialists' Peoples Party (SNP) 479, Democratic Front 387, and the Bosniaks' Party won 255 votes, but did not have the concensus for entering the local parliament. After more than two months of negotiations, the governing coalition was set up by the Forca, having eight mandates out of a total 33 mandates, together with the coalition 'Together for the Future of Ulcinj' with seven mandates and Positive Montenegro, which won two mandates. In 2016, there had been a recomposition of the governing structures, with DPS entering the governing structures of the municipality and forming a new governing coalition, replacing the previous mayor of the municipality.

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[3] Statistical Office of Montenegro, Statistical Yearbook 2015, Podgorica.

[4] Source: Employment Agency of Montenegro.

1.2.   Vulnerable Groups and Exclusion

In the Strategic Plan for Development of Municipality of Ulcinj 2015-2020, the municipality recognised as one of its priorities the defining measures to actively recruit vulnerable persons (marginalized and excluded groups). Having in mind that longterm unemployment, especially of middle-aged and elderly persons remains a big problem, not only for Ulcinj, but for the rest of Montenegro as well, this municipality has decided to try and improve the current state of employment in this area. Thus, this document envisages an analysis of the existing situation and identification of marginalized and excluded groups, analysis of their knowledge and skills, and opportunities for training and interests, conducting new training programs and providing employment assitance to these people. The budget planned for these types of activities is 60,000 euros per year.

In addition, there is currently no political party in the local Assembly that would represent only marginalised groups, but every political party tries to address to these groups in their speeches in local assembly.

There are several NGOs that deal with the improvement of the situation of vulnerable groups, including: 'Institut za rodnu politiku Dulcinea' (Institute for Gender Policies), 'Ora', 'Ylber Shprese', 'Studenti' (Students), 'Art Club', 'Rumia', 'Labeatet', 'Euro Project', 'Old Timer Club', 'Harmonia', 'Udruzenje roditelja djece i omladine sa smetnjama u razvoju' (The Association of Parents of Children and Youth with Disabilities), 'Novi Horizont' and 'SOS Telefon za zene i djecu zrtve nasilja' (SOS Phone for women and children who are victims of violence).

There is no available information on precise number of persons with diffculties in performing daily activities in Ulcinj. Furthermore, there are no activities regarding the opening of daily care centers for adults and people with disabilities or for opening homes for the elderly and other issues regarding these vulnerable groups.

According to information available for December 2015, there were 239 families who were beneficiaries of social assistance in Ulcinj, thus covering 669 people. According to the same information, there were 58 beneficiaries of health protection, 75 of personal disability and 560 beneficiaries of assistance for care and help. In addition, the ministry stated in its report that seven people were placed in foster homes, while there are 18 residents of the daily center for children and youth with disabilities in Ulcinj.

1.3.   Social Accountability and the use of ICT

As prescribed by the Law, publicity and transparency of local self-government bodies, local administration bodies and public services shall be ensured by: publishing general and other enactments in the 'Official Gazette of Montenegro' and on internet-site of a local self-government unit; publishing decisions on tendered affairs and services and contracts concluded with legal entities and persons and normative acts and other enactments related to the disposal of municipal property on internet-site of a local self-government unit; direct citizens access to enactments and other official documents related to the functioning of the local self-government and exercise of rights of citizens; citizen participation in public hearings during the decision-making procedures related to regulating matters of direct interest for the local population; organizing different types of citizen education; other methods prescribed by the Municipal

Statute.[5] According to the website of the municipality, the municipality publishes the majority of documents adopted, including information where a certain document shall be discussed at a public venue or before the municipal assembly.

Additionally, local administration bodies and public services must inform the public about the performance of affairs from their scope of jurisdiction and report their performance to the public through the media or some other suitable means, except when disclosing of certain facts and reports might represent violation of a duty to keep state, military and official secrets to protect the safety and privacy of citizens.[6]

The Head of the local administration body or a person she/he authorises must provide reports, information and data that are in relation to the performance of affairs of the local administration body and they shall be personally accountable for their accuracy and timeliness[7], while the local administration bodies are under obligation to publicly announce the holding of counselling and other methods of professional elaboration and discussion on matters within their scope of jurisdiction; enable citizens' participation and monitoring of the performance by public media.[8]

The Municipality of Ulcinj uses electronic tools for communication with the public and potential investors. For that purpose, they have developed an official web site of the municipality, which is located at: www.opstinaulcinj.me. The webpage is available in three languages, including Montenegrin, Albanian and English.

The web presentation includes the latest information about the activities and events in the municipality of Ulcinj. The portal, besides the home page, contains other categories: information about the Mayor; the Municipal Assembly; local authority; service for citizens; information about the municipality and information. The portal also includes banners that lead to: possibility to report corruption, public debates and possibility to submit an inquiry to the president of municipality, the budget of the municipality, the Statute of the municipality and access to information.

In 'Service for Citizens' there are several options, including information about citizens' bureau, forms for requests to the municipality, a form for submitting questions to municipality, reporting corruption cases and free access to information. There is an accessible form through which citizens may submit inquiries to the municipality, as well as report problems. However, one of the shortcomings is that it requires information, such as the name and surname of a citizen, phone number and e-mail address. Thus, there is no possibility for citizens to submit an anonymous request. There is already a prepared form for submitting an inquiry to the municipality. There is also an accessible form through which citizens may report corruption. This form is pretty much the same as the one for reporting problems and submitting questions, though similarly the submission of corruption reports cannot be done anonymously.

Information offered by the municipality on its official website are, for the most part,regularly updated. Nevertheless, the extent of information can be further improved, by providing information about the budget spendings and public procurement issues. The Municipality of Ulcinj has its own official Facebook and Twitter account, thus there is a possibility to address the municipality in this way, as well.

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[5] Ibid, article 138, paragraph 1.
[6] Ibid, article 139.
[7] Ibid, article 140.
[8] Ibid, article 141.

However, one of the main problems in the Municipality of Ulcinj is that the majority of citizens are not computer litarate. Information from the census 2011 shows that 7,301 persons are not computer literate (45%), 4,356 are literate (27%), while 3,993 persons are partially literate (25%).

1.4.   Local governance vis-à-vis accountability and engagement

The Law on Local Self-Government stipulates that the municipality shall perform affairs of the local self-government that are of direct and common interest to the local population, as well as affairs that are transferred to it by law or entrusted by means of a government regulation.[9] As prescribed by the law, the municipality, in accordance with the law and other regulations, shall adopt: 1) development plans and programmes; 2) plans and programmes for each administrative sector; 3) spatial-urban and other plans; 4) budgets and final financial statements; 5) perennial investment plan; 6) other acts, in accordance with its jurisdiction.[10]

The mayor of the municipality is the one who is accountable to citizens. This accountability is performed through submission of reports at least once a year on his/her performance and performance of local administration bodies and services to the Assembly[11] and through accountability to the Assembly for performing tasks from his/her jurisdiction.[12] Moreover, the citizens have the opportunity to directly express their views and opinions in decision-making through various methods, such as the: initiative, civil initiative, the assembly of citizens, referendum (at the level of local community and the municipality), and other forms of expressing views and decision making provide for in the Statute.[13] The Statute, in accordance with the law, specifies the method and procedure of participation of local population in expressing views and decision-making processes related to affairs of common interest.[14] However, when it comes to municipal strategies, there is no mention of how to make citizens more active and improve their engagement in creating public policies and decision-making processes.

According to the Law, it is in the local communities that citizens decide and participate in decision-making on achieving local needs and interests in the areas of settlements, housing, consumer protection, culture, physical culture, protection and improvement of the environment, as well as other areas of life and work, in accordance with the statute.[15] The decision of the Municipal Assembly regulates the conditions of establishment, tasks, bodies and procedure of the election to these bodies, organization and work of bodies, decision-making, financing and other issues of importance for the work of the local community[16].The funds for the work of local communities are provided from municipal revenues, funds of the local population, funds for the activities of a particular form of local government which can be given by legal and natural

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[9] Law on Local Self-Government, Article 27.
[10] Ibid, article 31.
[11] Ibid, article 57,paragraph 1, item 8.
[12] Ibid, article 59, paragraph 1.
[13] Ibid, article 100, paragraph 1.
[14] Ibid, article 100, paragraph 2.
[15] Ibid, article 95.

[16] Ibid, article 96.

persons, fees for services provided by a local community and gifts, and donations among other means.[17]

In accordance with the Rules of Procedure of the Local Parliament of Ulcinj, NGOs can participate in the work of the local parliament and its working bodies, but without a right to vote ('free chair').[18] In relation to the proposed agenda of the session, NGOs may submit proposals and opinion no later than three days before the session of the Assembly. Suggestions and opinions are submitted to the President of the Assembly, the President of the Municipality, other authorized proposers and the competent working body.[19] In addition, the President of the Assembly organises a working meeting with representatives of NGOs once a year in order to improve cooperation between the two.[20] The participation of NGOs in local affairs is mainly done through a public call for their involvement in the work of Assembly.

Citizens can directly participate in decision-making on local affairs of common interest. This is being done through several mechanisms: submission of initiatives, submission of citizen initiatives, assembly of citizens, local referendum, municipal referendum and civic petition or complaint.[21]

The level of citizens' participation in activities of municipality is in general quite low. Although municipal bodies are open to the public, public interest in the activities of municipalities is low.

1.5.   Accessibility to Public Services

Montenegro guarantees equal treatment of all citizens in the area of healthcare and all citizens are guaranteed access to healthcare. In 2013 there were 71 health workers and their associates, who provided help to citizens of Ulcinj. Out of these 71 people, there were five general practitioners and 13 specialists. It is very interesting that among health workers, there were no stomatologists, while there were only two pharmacists. The central healthcare institution in Ulcinj is the Ulcinj Health Center, which hosts a health center, clinical checkpoint, specialist, ambulance and general dental clinic and pharmacy. Within the central facility there is a maternity hospital, which does not have the proper resources to respond to the real obstetric medical needs in the municipality.

On the territory of Ulcinj, there are four elementary schools, which, besides their central divisions, have a total of 15 regional divisions. In addition, there are two high schools on the territory of Ulcinj, including mixed-occupation schools 'Bratstvo i Jedinstvo' and the 'Drita' gymnasium. Since the 2014/2015 school year there is one higher education institution – the Department of the Faculty of Mediterranean and Business Studies from Tivat.

Infrastructure in Ulcinj needs to be further enhanced and improved, since existing infrastructure is outdated. As for the water supply and sewerage system, data from the last census show that there are 7,100 dwellings in Ulcinj that are connected to the public water supply system. Meanwhile 1,570 dwellings that are not connected to a public water supply system are connected

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[17] Ibid, article 97.
[18] Rules of Procedure of the Parliament of Municipality of Ulcinj, Official Gazette of Montenegro - Municipal Regulations, No. 17/08, article 161.
[19] Ibid, article 162.
[20] ibid, article 163.
[21] Statute of Municipality of Ulcinj, Official Gazette of Montenegro - Municipal Regulations, No. 5/07, 9/09, 16/11.

to a hydrophor or similar plumbing. When it comes to availability of the sewerage system, 4,602 dwellings are connected to a public sewerage system, compared to 3,938 that are connected to a septic tank. In accordance with the same data, 8,809 dwellings are covered by the electrical system in Montenegro.

When it comes to challenges, it is necessary to point out the problem of discharging household waste water from areas of the municipality of Ulcinj in the Bratica stream and the Port Milena channel, through which the city sewerage continues to flow into the sea, thus degrading the quality of the sea water and jeopardizing the potential for tourism development in Ulcinj. Another one of the significant environmental problems in the municipality of Ulcinj is the illegal disposal of solid waste and the formation of illegal garbage dumps, especially in the area of Donji and Gornji Stoj.

The length of the water network in Ulcinj is 280 km, or 71 inhabitants per km of pipeline. The complexity of Ulcinj's water supply system is a consequence of the diversity of areas of consumption, as well as of the varying water demand during the year. In the summer, due to a drastic reduction of capacities of water sources, as well as due to a significant increase in water consumption, the additional water sources are activated.

Since Ulcinj is located on two of the few dominant development corridors, it places this municipality in a very good strategic position. The two-way highway (E 851, E752, 2.4 M) Bar-Ulcinj-Skadar (Albania) passes through the territory of the municipality of Ulcinj, from the border with the municipality of Bar to Sukobin (the border crossing with Albania). There is heavy traffic in the town of Ulcinj. Most intersections in the city center are more burdened than other intersections on the main road M-2.4 Petrovac-Bar-Ulcinj. The current state of the infrastructure needs to be further improved, having in mind that the quality of roads in general is not very satisfactory. Ulcinj has a bus station from which a large number of regular lines travel to various parts of Montenegro and abroad. During the tourist season, the number of lines significantly increases. There is also suburban traffic in Ulcinj, which ensures connections between the villages and the surrounding areas to the city center. Registered taxi companies are also part of the transport infrastructure in Ulcinj.

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

To confirm and broaden information acquired through desk research, six Focus Group Discussions (FGDs) with representatives of various groups have been conducted. FGDs revealed more detailed information about the problems and obstacles regular people are facing on a daily basis. Six in-depth interviews have also been conducted with representatives of local government and their relevant bodies, NGOs and representatives of local business enterprises.

In total, 51 participants (32 men and 19 women), took part in the FGD activities. The target groups were more or less the same as they were in the Municipality of Kolasin. Participants were invited based on issues related to their age, gender, employment status, income and education level that may make them vulnerable to receiving inadequate services or unequal access to decision making processes. Furthermore, we have used the additional criterion that FGD participants do not know each other well, although this was difficult to achieve for some FGDs, especially for NGO representatives and people with disabilities. Participants in the FGDs stated that they do not want to be video-recorded, but allowed us to take several photographs of their participation. Six FGDs were conducted with the following groups: NGO representatives, the unemployed, the middle-income employed, the low-income employed, persons with disabilities, and youth.

Although the FGDs were planned to last approximately two hours, each of them lasted less than two hours. However, the work was structured in four parts: 1) introduction, where the facilitator of the FGDs explained the purpose of the focus group; 2) warm-up questions and discussion, 3) whole group discussion and 4) closing part. Men and women have not been separated for the focus groups, since participants agreed to have a whole group discussion.

2.1. Existing Social Accountability Levels

2.1.1. Views on the current state of local affairs

Through the FGDs, some interesting opinions have been expressed, as well as some proposals for improvement of the current state of affairs. In some situations, opinions were divided, such as regarding the role of NGOs, wherein some respondents thought that NGOs were very active, while others thought that they were passive and yielded no results. Nevertheless, one of the main problems noticed by the respondents was corruption, which has completely ruined the economy of the Municipality. The effects of such corruption are present in many areas, but are most present in construction, employment, the judiciary and the health sector.

> **"...they are trying to hide everything, including some basic information."**
>
> *Quote from the Youth FGD*

The Municipality of Ulcinj has a lot of problems with transparency and accountability, as do the majority of municipalities in Montenegro. Through the FGDs, the City Team confirmed that the Municipality still has a lot of work to do in order to increase transparency. According to participants of the FGDs, the citizens of Ulcinj are very dissatisfied with the level of transparency. Some claim that the Municipality hides even some general information. However, representatives of the NGO FGD claimed that although the level of transparency is not satisfactory, it has significantly improved.

When it comes to accountability, it is at a very low level. One of the most evident problems is that the local government has been changing several times in a very short period of time. With the change of the local government, service offices within the government also changed and usually political party representatives are employed to a head positions within these services. Therefore, the functionality of service provision is very weak. Moreover, according to respondents, knowledge and competence of employees in service providing offices is under a serious question, because they are usually unwilling or just do not know how to help citizens. Respondents from certain FGDs also think that services are usually provided only before the elections as to secure that more people would vote for a political option that is leading the local government.

One of the most important things that the municipality could do in order to improve information and accountability could be distribution of materials and greater inclusion of local communities in solving certain issues. Currently, the role of local communities is quite insignificant.

2.1.2.   Methods for obtaining information about public services

Citizens have various sources through which they manage to obtain information. This also greatly differs from FGD group to FGD group. Some of the main sources include the Internet, i.e. the official web page of the Municipality and personal contact with people, including relatives and friends working in the Municipality. It is interesting to note that only respondents from one FGD recognised media as a source of information about the work of the Municipality. However, although the webpage of the Municipality is used as one of the main sources of information, it is out-dated and, as such, should be improved.

> **"Whenever I need information, I go out for a coffee with my friend in order to find out what is going on in the Municipality."**
>
> *Quote from the Youth FG*

According to participants from the NGO FGD, one of the problems with the Municipality has also been the centralisation of information. Thus, in order to obtain certain information, you must address the directly responsible people in the municipality, which takes a long time. According to others, the Municipality also sometimes selects the information that can be seen by citizens. A particular information access problem refers to the existence of architectural and structural design barriers for people with disabilities, whose access to the Municipality building is therefore made more difficult.

One of the main suggestions to improve the transparency of the Municipality might be the establishment of a public relations service within the Municipality, which would have information and concrete campaigns to inform citizens about the work of the Municipality. Moreover, some respondents proposed the introduction of "information monitors" in the hall of the Municipality building where each citizen could obtain general and important information, as well an information table. Citizens must take a more active role when it comes to information, bearing in mind that not a lot of people know how to use the Law on Free Access to Information.

2.1.3.   Methods for inquiries/complaints about services and participation

Access to services and the quality of services needs to be enhanced in the Municipality of Ulcinj. Several respondents mentioned that they have submitted complaints to the Municipality, but they

think that the system for complaints is inefficient. As stated in the previous chapter, access to services is very problematic for persons with disabilities due to physical barriers.

Although the majority of respondents think that complaint mechanisms are in place, their use is not effective, nor have there been any results from these complaints. However, opinions about how informed citizens are about the mechanisms are divided.

> **"You should address them for a certain service only before the elections. It is the only way that you can get anything done.**
>
> *Quote from the mid-income FGD*

> **"I have submitted a complaint, but the only thing I got was a problem with the local authorities."**
>
> *Quotes from the unemployed FGD*

As already stated, several respondents still think that citizens should be further informed about the possibility to submit complaints without any consequences. Several respondents claim that, although they have submitted complaints to the Municipality, these complaints had no effect because there is no will to adopt them and eliminate irregularities in providing services in the work of the Municipality.

2.2. Opportunities and Constraints for Social Accountability and Engagement

2.2.1. *Perceived obstacles to participation in decision making*

Opinions over the involvement of NGOs in the everyday life of the Municipality of Ulcinj are very much divided. While some FGDs expressed the opinion that NGOs are very active and contribute to the life of citizens even more than some municipal bodies, others think that they are pretty much inactive and have no results in this area. Thus, cooperation between the Municipality and NGOs and other groups of citizens is far from perfect.

Some respondents think that over 90% of the organisations in the Municipality of Ulcinj are very inactive, although, according to them, the Municipality is quite open to them. On the other hand, some think that although NGOs tend to cooperate with the Municipality, the Municipality does not want to cooperate with them.

Some respondents claim that they are not that familiar with the work of NGOs on a municipal level or their contribution, except for a few examples. However, a common conclusion is that NGOs, in general, do not use the "empty chair institute," which is why they are not being recognised as very active. Nevertheless, all respondents think that there is a huge space for improvement in the cooperation between these stakeholders.

Not all respondents believe that it is important to provide citizens and NGOs with incentives for their work and that NGOs should specifically start dealing with individual problems. Mid-income FGD participants believe that majority of NGOs do not have the proper capacities or expertise that would be very helpful to the Municipality, but admits that people trust NGOs probably more than they trust the authorities.

2.2.2. Participation in activities related to social accountability and engagement

Besides the economy and transparency of the Municipality of Ulcinj, respondents think that corruption is the main problem for Ulcinj. All respondents believe that corruption is still mostly present in the Municipality, especially in the employment sector, service delivery, judiciary sector and health sector.

Although FGD participants are not sure whether the numerous problems can be tackled at the municipal level, respondents believe there is a serious lack of will from the local government's side to cope with these issues. Corruption as the main problem is especially significant due to the fact that it is disabling the further development of Ulcinj. Respondents think that illegal construction is a huge problem, especially in specific parts of the city, such as the Ada Bojana (border with Albania). One of the issues is that inspection supervision is very weak and ineffective, while at the same time, everything is centralised and therefore no one pays attention to concrete problems, especially in Ulcinj. The company "Morsko dobro," which manages national property on the seaside, is also to blame for this. According to respondents, a lot of deals have been made between "Morsko dobro" and certain individuals.

> **"By not acting, the Municipality is actually encouraging corruption. So, why expect that anything is about to change?"**
>
> *Quote from the low-income FGD*

There are also doubts as to whether the Municipality has any capacities to deal with corruption on local level. As previously stated, the majority of employees in the Municipality are older people with several more years until retirement that do not have that much will to tackle this issue. The NGO FGD was the only one concluding that the Municipality has made some improvements in this area on an administrative level by adopting certain acts, but it is still insufficient.

2.2.3. Suggestions for Improvement

Respondents think that citizens should be included through more open approaches, as well as through financial support to individuals and NGOs that are engaged in solving problems at the municipal level. The Municipality should give grants to NGOs and groups of citizens to solve issues through concrete project activities.

The main areas where the Municipality might need support from citizens are the environment, preservation of cultural heritage, anticorruption and transparency. More should be done when it comes to public debates and the engagement of citizens. First of all, the Municipality must have better targeted awareness raising campaigns, where they could inform citizens about the activities of the Municipality. The Municipality must also make significant efforts to fight corruption by including citizens and NGOs and increasing transparency. It should also have more power when it comes to inspection supervision, especially in targeted areas, such as urbanisation.

2.3.   Social Inclusion vis-à-vis Service Provision

According to respondents, the main group of citizens that has serious problems with access to services are people with disabilities. Several respondents think that, besides this group, Roma people, unemployed and socially vulnerable people are also groups that have serious problems with access to services and service provision more generally. Although the City Team tried to reach out to these groups, representatives of these groups were not willing to participate in focus groups. Respondents from the NGO FGD also recognised single parents, victims of domestic violence and people living in rural places as separate groups that have problems with access to services. Nevertheless, representatives of these groups were included in FGDs.

All respondents stated that the main problems with service delivery are the lack of knowledge and information among employees of the Municipality, as well as weak implementation of existing legislation and prejudice against certain groups of citizens. In addition, there are several, more technical problems, such as long bureaucratic processes and language barriers. In few of the FGDs, one of the main problems identified by participants is party-based employment and indifference towards youth. Nevertheless, when it comes to the quality of service delivery, it must be improved. The Municipality of Ulcinj faces huge problems when it comes to service delivery and citizens are generally not very satisfied with how this is being regulated and conducted in practice.

In order to improve service delivery, the majority of respondents suggested the further professionalization of current employees and a special office for addressing the needs of citizens, which would be envisaged by the local annual budget and include a special phone number where citizens could address local authorities and submit their complaints orally. According to some respondents, it is necessary to employ young people, who are more capable and willing to cooperate with citizens and solve their problems. One group in particular insisted that the current work of inspections is very weak and needs to be enhanced through more severe sanctions that would help citizens get better services.

2.4.   In-Depth Interviews

In-depth interviews were held with two representatives of the Municipality, two CSO representatives, and two business sector representatives. Each interview was held one-on-one and was audio recorded.

The City Team conducted IDIs with the following respondents:

Hadixha Gjoni, Deputy Mayor of Ulcinj
Xhabir Xoxha, Official of the Secretariat for Utilities
Hatixhe Nelaj, Executive director of NGO "SOS Telefon za zene i djecu zrtve nasilja" (SOS Telephone for Women and Children who are Victims of Violence)
Nazif Velic, Executive director of NGO "Novi horizonti" (New Horizons)
Ilir Llazorja, Director of PZU "Pahrmalife"
Suada Ismailaga, Executive director of DOO "Plan"

Through the IDIs, the City Team has identified and confirmed challenges within the municipality. The quality of information and services provided to citizens is at a medium level, but it should be further improved nevertheless. Municipal cooperation with citizens and NGOs is

still a big problem since NGOs are seen as quite passive when it comes to their involvement in everyday life. At the same time, the municipal authorities still do not perceive NGOs as partners in the municipal development process. Just as in Kolasin, besides transparency and accountability, corruption is also one of the crucial problems that is entrenched in all segments of the municipality, especially utilities, inspection services, judiciary, health and political structures. The further professionalization of administrative services is necessary by increasing the accountability of leading people in the Municipality of Ulcinj, as well as through the greater involvement of citizens and NGOs in decision-making processes.

Information and services. According to interviewees, citizens generally have very weak access to information and services since there is no adequate interaction between citizens and the Municipality. However, opinions also vary from those who claim that the local government does not do anything to improve interaction between citizens and the Municipality, to those who think that access to information and services is the same for everyone, no matter which group they represent. However, both sides have responsibility for this problem, since citizens are not showing a strong will to participate in processes that are being conducted by the Municipality.

According to a research that was conducted by a local NGO in 2012, almost 75% of citizens are mostly interested in happenings in Ulcinj. However, on the other hand, only 4% of citizens think that they are well informed about the work of the Municipality, while around 40% thought that they had some kind of information. Over 50% were completely or largely uninformed about the work of the Municipality.

Local government is not very transparent when it comes to their work and budgetary spending, which should be significantly improved. There are a large number of examples that indicate irresponsiveness of the local government, especially when it comes to issues of very high importance for the city, such as the privatization of local companies. According to some interviewees, it is encouraging that a consensus has been reached at the municipal level with regard to some vital issues, such as the protection of Valdanos and Saline "Bajo Sekulic," which is good for the community (the Local Parliament adopted a Decision on the Protection of Valdanos and Saline). Some municipal authorities have shown a willingness to be open, but they cannot publish information due to their fear of repercussions from local authorities.

Citizens usually get information through the media and therefore are only superficially informed about municipal services and the work of the Municipality in general. Several respondents also mentioned that, in order to obtain some vital information, they have to personally contact people employed in the Municipality, but sometimes they manage to find information on the website of the Municipality. One interviewee thinks that the website is satisfactory, since through the use of the right of access to information, everyone can get information. However, there are still problems in relation to citizens' knowledge of how to use the right to free access of information. The Municipality should, however, update its website and promote it in order for citizens to get more information and print out brochures for e-illiterate citizens.

There is still a serious lack of quality services within the Municipality. Moreover, services provided by the Municipality are very expensive are not adequate to the living standard of citizens of Ulcinj. The situation is especially worrying when it comes to vulnerable groups, such as people with disabilities who have difficulties in physically accessing buildings without assistance. According to some interviewees, service delivery is too expensive for legal entities.

In addition, the "frequent change of government and the wider coalition do not encourage municipal leaders to be responsible." They are not accountable either to citizens, or to media and NGOs.

There are also some other problems for citizens to get information or services. Firstly, there is a lack of public transport that would connect rural areas with the city centre, so that citizens could freely and affordably get to the administrative municipal building. Secondly, local communities do not possess any information that could be passed along to citizens. According to some interviewees, the establishment of a village centre would be a rational solution for the Municipality of Ulcinj. One of its roles could be delegating tasks of high importance to citizens.

Cooperation with citizens and NGOs. In general, as stated in the previous section, both citizens and NGOs are very passive, although some NGOs are very active and invest efforts in improving and protecting the public interest, including the improvement of the Municipality. According to interviewees, the role of NGOs is often detracted by administrative procedures of the Municipality. Nevertheless, NGOs can play a very important role in the development of all aspects of the Municipality.

There is, however, no doubt that the political climate in Ulcinj in the last several years has seriously affected relations between the local authorities and NGOs. "In the last six years, the local government has been changing every two years and this has had a direct impact on cooperation because the positions are changing and so there is a loss of continuity of cooperation. The Municipality changes people responsible for cooperation with NGOs. Each administration has so far shown a willingness to cooperate, but in later stages, has refused to establish cooperation that would be beneficial to the Municipality and NGOs, as well as the community itself." According to interviewees, the local government claims that it is open for cooperation and well organized, but that citizens still do not have confidence in it. This does not motivate citizens to participate and is exclusively a responsibility of local authorities. Local authorities should have a proactive role in communicating with citizens and strive to secure that the information reaches citizens.

Unlike information, consultation as a form of two-way communication between government and citizens and NGOs in the community is almost non-functional. Citizens should have the ability to search for relevant information, but also to express their opinions, suggestions and criticisms. Local authorities should provide information to citizens and be interested in their opinions and attitudes.

NGOs contribute to improving the work of the Municipality through activities in various areas that are currently not being tackled by the Municipality. Some NGO representatives are included in the development of strategic documents and working bodies of the Municipality, use the "empty chair institute", while the Municipality sometimes finances the projects of NGOs and citizens. Some interviewees believe that the Municipality has shown its willingness to cooperate with NGOs by signing memoranda on cooperation. However, others think that NGOs are very passive and therefore the Municipality cannot establish any cooperation with them. "The main objective of NGOs sometimes is to get financial aid, appoint their representative to a working body or just implement minor projects without significant results." On the other hand, citizens are passive as well. According to interviewees, Ulcinj needs responsible citizens to step in and participate more actively in public debates. However, for this, in general there is a necessity to

motivate citizens through incentives, although not all interviewees agree on this issue or the appropriate mechanism.

The main suggestions for improving the work of the Municipality include the engagement of anticorruption NGOs, monitoring the legality of the work of the Municipality and monitoring the work of the courts, prosecutors and others. NGOs should provide more assistance to citizens by engaging them in NGO projects.

Corruption. Respondents believe that the inadequate politics of the municipal authorities has contributed to the stagnation and actual downturn of Ulcinj. By not interfering and giving consent for very important issues to be resolved without the active participation of the Municipality, the local authorities have not taken any steps to prevent the decay of the city. This specifically applies to the question of the privatization of commercial enterprises, mainly conducted through controversies and corruptive elements.

Areas of particular corruption risk are utilities, inspection services, judiciary, health and political structures on the local level, which are at the top of the pyramid. Political corruption is a very large problem because local authorities only employ their closest political supporters. On the other hand, the role of the Municipality in the fight against corruption is very weak. "It has adopted some acts to fight against corruption, but there are still no results because there is no real will to fight it." Some even think that the Municipality is powerless in solving this issue, considering how deeply it has entered all aspects of the Municipality.

Further professionalization. Local government needs to be further professionalized and accountable to its citizens. The Municipality needs to promote the principles of openness and accountability. This should particularly be done before the adoption of the budget of the Municipality since, to date, the Municipality has not been taking into account the demands and needs of citizens. Therefore, the capacities of the Municipality must be strengthened because the overall structure of the municipal administration's staff plays a crucial role in development of the Municipality.

Generally all of the services of local government are significant and important to citizens. However, some secretariats of the Municipality have more direct contact with citizens; these secretariats should have better trained personnel to deliver high-quality services to citizens.

The most important sector where the Municipality should focus professionalization efforts is the administrative apparatus of the Municipality, primarily in the areas of inspection services, spatial planning, municipal tax collection, municipal property protection and the rational use of budgetary funds. A precondition for improvement in these sectors is greater transparency and labour discipline of municipal officials and civil servants. Furthermore, the Municipality must improve civic offices and information centres.

Private sector. The private sector does not get any incentives for employing people from the territory of Ulcinj. According to interviewees, the private sector contributes significantly to the development of the Municipality, especially during the summer season when there is a large number of tourists. The sector's main contribution, according to interviewees, is their professionalism, fairness and competitiveness. The main proposal for improvement of this sector is to grant more benefits for the development of small and medium enterprises to employ young people and vulnerable groups.

3. Participatory Scenario Development Outcomes and Recommendations

The Participatory Scenario Development Workshop in the Municipality of Ulcinj was organized on November 2nd, 2016. MANS organized the event jointly with the Municipality of Ulcinj, with the support of a local NGO, MogUl. The event in the Municipality of Ulcinj was well attended and people who attended the workshop were very active in presenting their opinions.

Representatives of the municipality, representatives of local NGOs from Ulcinj that are active, representatives of business and media, as well as representatives of the Union of Municipalities of Montenegro were invited to participate in the workshop. All together, over 30 people had been invited to participate in the event. The local City Team conducted the logistical part, concerning the direct submission of invitations to representatives of NGOs, business and media, jointly with the NGO MogUl, which has been recognized as the most active organization in Ulcinj and has very good cooperation with the local authorities, business, media and other NGOs.

The event was organized in the main building of the Municipality of Ulcinj and started as envisaged by the Agenda, at 10 a.m., attended by 22 of the 30 invited people. Included in attendance were representatives of various services of the Municipality, including the vice-president of the Municipality, the secretary of the Secretariat for Administration, as well as several others representatives of the local authorities, representatives of NGO sector, local businessmen, including lawyers, etc. Representatives of the media were present as well, but only in the introductory part of the workshop, where the main goals of the project were presented. In addition, the workshop benefited from a special guest, the World Bank team member, Astrid Meixner, who also played a very active role in the workshop and encouraged debate.

As envisaged by the Workshop Agenda, the introductory speech was given by the vice-president of the Municipality, Ms. Hadixhe Gjoni. She had a very brief speech on the importance of the project and cooperation with NGO sector and citizens in general. After the vice-president of Ulcinj, the attendees were addressed by the WB team member, Ms. Astrid Meixner, who presented all components of the UPP program and gave specific insight into the importance of having people strongly involved in decision-making processes. The third speaker, who had a longer presentation of the major findings that arose from the desk research, interviews and focus groups discussions, was the representative of the NGO MANS, Aleksandar Maskovic. In the first part of the presentation, he referred to major findings, including general information about the municipality itself. However, the Municipality of Ulcinj stated that they possess new information regarding the current state in the Municipality.

In the second part of the presentation, the presenter emphasized the main problems in the municipality, according to the interview respondents and FGD participants. Although there were a serious number of problems raised, the presenter showed only key problems, which have been discussed by the group in the later stages, namely:
1. Quality of services;
2. Cooperation between the Municipality and CSOs;
3. Lack of transparency;
4. Corruption.

Corruption issues had not been discussed in the workshop, although it came up as a very important problem. However, the workshop could not be used for discussing this issue separately, because it is related to very specific problems of urban planning in the Municipality.

Nevertheless, when it comes to other problems, some solutions were presented that would contribute to the quality of debate and may be revised as possible solutions. Once again, the attendees insisted on working as one group and discussing each of these problems.

3.1.   Theme 1: Quality of Services

The quality of services provided by the Municipality is one of the main concerns among citizens. They still think that this needs to be improved, especially in certain areas. Just as it is in the case with the majority of municipalities in Montenegro, there are specific problems for vulnerable groups, especially people with disabilities to access buildings.

3.1.1. Existing problems and corresponding potential solutions

a. Long administrative procedures

> **Solution:** Shorten deadlines for reviewing and responding to citizens' complaints

b. A lack of information on what the municipality can do to help citizens

> **Solution:** Increase citizens' awareness about possible solutions

c. Physical barriers for access to buildings for persons with disabilities

> **Solution:** Construction of access ramps in the municipal building and other municipal services

d. Non-existence of a system of urgent and quick information to citizens regarding utility issues

> **Solution:** Open a social network account for utility services in order to inform citizens urgently

3.1.2. Vision: (desired situation)

Citizens satisfied with the quality of municipal services

The quality of services is not at the desired level. However, the Municipality is decisive in taking further steps to change this, at least declaratively. During the workshop, representatives of the Municipality reassured us that they are very keen on introducing new systems that will help citizens to address the Municipality and that they will get a response based on their inquiry within a reasonable time. So far, this had not been the case. According to citizens, in many cases when they addressed the Municipality, they have obtained a response in several weeks or sometimes even never. There are some good cases of how to process citizens' inquiries. According to some participants from the workshop, some cases can be seen in Montenegro. Thus, there was one example from one municipality from the coast, which has a mechanism where people leave their written inquiries in a box placed in the hall of the municipal building.

People from that municipality open the box regularly, each day, and based on inquiries organize meetings with the mayor.

Thus, the Municipality of Ulcinj is considering several options for improving this mechanism. Furthermore, people in the Municipality are aware of problem that people with disabilities have when they want to enter the building. This is something that also needs to be resolved as soon as possible in order for them not to feel humiliated and rejected.

Another very specific issue concerns utility services. Having in mind that Ulcinj had enormous problems with utilities and still has, processing information to citizens must be improved. Thus, people from the Municipality are considering introducing ways to inform citizens about certain changes, works, etc. in this area of their work.

Specific Proposal: Establish a "one-stop shop" and "48 hours" mechanism

WHAT	Establish a "one-stop shop"; Establish a "48 hours" mechanism; Provide citizens with feedback; Organize "open days" in the Municipality; Educate citizens about the ways to address the Municipality; Introduce new ways to inform citizens about urgent issues (social network accounts); Provide people with disabilities access to buildings;
WHY	All of the aforementioned will improve the quality of services to citizens and secure that citizens' inquiries are addressed within a reasonable deadline. Citizens need to have better insight into what they can do to address the municipality and how the municipality can help them precisely.
HOW	The Municipality should conduct a campaign on raising citizens' awareness about how the Municipality can help them. This can be achieved through support from local NGOs that are in touch with citizens. When it comes to the introduction of new systems ("one-stop shop" and "48 hours"), this can be achieved with the support of the international community, specifically international organizations such as the World Bank. The Municipality itself has already discussed these issues and gotten in touch with the World Bank in the meantime. They have already initiated some activities for the establishment of new systems, although it is still far from being finished and effective.
WHO	Municipality of Ulcinj, interested NGOs, citizens, international organisations
WHEN	1-2 years
INDICATORS	"One-stop shop" established; "48 hours" mechanism established; Number of inquiries from the citizens; Number of responded inquiries; Number of "open days" organised; Number of citizens participating in "open days"; Number of awareness raising campaigns; Number of NGOs participating in awareness raising campaign; Opened social network account of Utilities Service; Number of posts of Utilities Service; Number of access ramps built,

etc.

Cost for "one-stop shop"; Costs for "48 hours" system; etc. Tentative estimate: 5,000 – 15,000 EUR.

3.2.   Theme 2: Cooperation between the Municipality

During the workshop, there were different opinions on cooperation between the Municipality and CSOs. On one side, not only representatives of the Municipality, but representatives of NGOs participating in the workshop, stated that they are very much satisfied with cooperation with the Municipality. However, representatives of business stated that they think that it must be further improved. Moreover, they consider there is an "elite" NGO sector and that this is a closed circle of organizations that are welcome to cooperate with the Municipality, while younger NGOs cannot approach the local government and therefore do not receive the same treatment as the older ones.

3.2.1.   Existing problems and corresponding potential solutions

a. Low participation of smaller NGOs in decision-making process

> **Solution:** Open door to each organization willing to participate in creating policies; Create platform for joint actions of NGOs

b. Lack of will of citizens to participate in activities

> **Solution:** Encourage citizens to participate more through various incentives

c. Lack of will from the municipal side to adopt proposals from the NGOs

> **Solution:** Organise more consultative meetings with NGOs

3.2.2.   Vision: (desired situation)

Cooperation between the Municipality and CSOs is very fruitful and satisfying

Through the workshop, this has been recognized as a crucial problem, but in practice, it is not considered to be of high importance. However, it is a fact that this can always be improved. Thus, through the discussion in the workshop, participants managed to reach several points, through which this can be achieved. Among others, participants of the workshop spoke about participation in the adoption of the budget of the Municipality. They think that it should be more "participatory", so CSOs might require additional funds to be used for improving cooperation with the Municipality through various joint projects.

Furthermore, they think that giving special awards or other incentives to citizens might be very encouraging and would make citizens feel respected and included. Thus, cooperation might be very much improved.

Specific Proposal: Give incentives to citizens and CSOs for their contributions to the development of the Municipality

WHAT   Provide incentives to citizens and CSOs that contribute to the work

	of the Municipality; Include CSOs in the decision-making process more; Networking of NGOs;
WHY	These measures should be conducted in order to break citizens' apathy and make them feel important, because each decision at the municipal level concerns them personally. Therefore, it is necessary to have some kind of mechanism to force them to be more active. On the other hand, CSOs need to cooperate more amongst themselves, as well as with the Municipality. However, in order to achieve this, they need to build on their own reputation and integrity in order to be recognized as a strong partner.
HOW	During the next several months, the Municipality should consider incentives as one option for encouraging people to connect with the Municipality. This should also be done by planning new expenses in the budget and allocating minor funds for this purpose. When it comes to cooperation with NGOs, their cooperation might improve through their joint actions and networking with older NGOs.
WHO	Municipality of Ulcinj, local communities, interested NGOs, citizens,
WHEN	1-2 years
INDICATORS	Number of incentives awarded to citizens and NGOs; Number of CSOs including in decision-making process; Number of meetings with CSOs; etc.
HOW MUCH	Cost for incentives; etc.: 1,000 –5,000 EUR.

3.3. Theme 3: Lack of Transparency

A lack of transparency has been recognized among citizens in the research phase as one of the crucial issues in the municipality. However, according to attendees of the workshop, this issue should not be prioritized, having in mind that transparency has been improved recently. Firstly, people from the Municipality emphasized that the younger civil servants are in charge of informing citizens about various events and actions of the Municipality. The Municipality has a very active website, as well as social network accounts (Facebook). They agree that this should be further improved in order to prevent a decrease of public trust in the work of the Municipality.

3.3.1. *Existing problems and corresponding potential solutions*

a. Lack of updated information on the work of municipality

> **Solution:** Establish new channels for communication with citizens, especially with the elderly population

b. Low level of information in local communities

> **Solution:** Local communities are more active in information sharing with citizens

c. Local communities are not functional due to their size

> **Solution:** Subdivide local communities in order to make them more functional

d. Citizens' apathy

> **Solution:** Attract citizens to be more active through various actions

3.3.2. Vision: (desired situation)

Citizens are well informed about the work of the Municipality on a regular basis

Citizens (in general) think that information sharing from the Municipality's side must be improved, having in mind that the largest number of citizens still do not have information about the current activities of the Municipality. As mentioned earlier, although people from the Municipality do not agree with these claims, they are aware that some steps might eventually improve the current situation. Therefore, they have been discussing the possibility of taking certain steps, such as the introduction of new channels of communication.

People from the Municipality of Ulcinj can usually be informed about certain things through local media, such as the local TV station Teuta. Nevertheless, there are some concrete steps that were proposed in the workshop and in FGDs and interviews, which people from the Municipality thought might be a good idea to implement.

The other problem is that the local communities are not very active in sharing information with their members. Therefore, people are poorly informed if there is some kind of event in their own local community. Furthermore, as stated during the workshop, several local communities have been established overnight, which means that people are still not aware of who is in charge of their own local community or to whom they may address their problems.

Specific Proposal: Set up information monitors and make local communities more active

WHAT	Set up information monitors in the hallway of the Municipality building; Open a Facebook and/or Twitter account for each local community; Local communities organize meetings with members of their local communities;
WHY	This would help citizens get updated information and make them feel important and included in the activities of the Municipality. Therefore, if there is an event in the Municipality, citizens who are interested in a specific event may request to be included in some activities and contribute to the quality of event.
HOW	The Municipality is already discussing the possible options on how to improve its existing state. Thus, as proposed in the workshop, the Municipality thinks that the setting up of information monitors in the hallways of the municipal building is a good idea. Since a very high number of people visit the municipal building, it might be very useful to have this, because people will see new and interesting ways to get information. Furthermore, the Municipality has already started considering possible solutions when it comes to the role of local

communities. Thus, as a possible solution, people in the workshop came up with the proposal of opening social network accounts for each local community, which would be linked with the municipal account. Therefore, information posted through the account of local communities would also be posted by the Municipality.

WHO	Municipality of Ulcinj, local communities, citizens
WHEN	1 year
INDICATORS	Number of information monitors procured and set up in the Municipality; Number of local communities having a social network account; Number of local communities using a social network account; Amount of information published by the local communities; Number of meetings of local communities; etc.
HOW MUCH	Costs for the procurement of information monitors; etc. Tentative estimate: 3,000 – 5,000 EUR.

4. Key Considerations for Next Steps

One of the main problems identified in the workshop in Ulcinj was that the citizens are still very passive. However, people from the Municipality and CSOs proposed some solutions that could influence this. Such a picture, from this perspective, is created due to the low quality of services provided to citizens, as well as the fact that in many situations the Municipality has not addressed the problems of citizens.

The Municipality is already taking some steps to overcome existing problems and obstacles. Thus, according to people who attended the workshop, they need much less time for setting things right. Through the workshop, the main issues identified during the scenario development workshop include the following:

I   Establishment of a "one-stop shop" and "48 hours" mechanism, which will improve the quality of services significantly. The Municipality has already started conducting preparatory steps for establishing these mechanisms with the support of the US Embassy to Montenegro and USAID program. Furthermore, MANS has connected people from the Municipality with the representatives of the World Bank, who might be interested in providing additional support for these mechanisms. Through this, citizens would get feedback once they submit an inquiry, which would be a huge step forward, compared to the previous period. However, after the establishment of these mechanisms, the Municipality must organize a strong awareness raising campaign to once again inform citizens about their rights and possibilities to engage with the Municipality. Furthermore, they must address the vital issues of persons with disabilities, when it comes to access to the Municipality building and other services.

II   The Municipality of Ulcinj must improve cooperation with CSOs, especially newly established NGOs that feel left out of the decision making process. There are several ways to do this, but the most important thing is that people from the Municipality also recognized this as one of the problems and are ready to address it. The same applies to citizens, who should be encouraged to participate in municipal activities.

III   When it comes to transparency, there are some concrete steps for informing people more frequently about the work of municipalities. One of the steps is to set up information monitors in the hall of the Municipality building and to open a Facebook and/or Twitter account for each local community. Through the local communities, the Municipality will try to reach citizens and include them more.

This research was very useful for the Municipality of Ulcinj, considering that they have acquired some additional information from citizens. Nevertheless, some of things recognized as problems by citizens, are not recognized by representatives from the Municipality as crucial. Therefore, they will probably not be addressed specifically. On the other hand, the ones that have been recognized will hopefully be addressed in the very near future. However, the Municipality needs strong support from all actors, including CSOs, citizens, local communities and international organizations. Only through joint work are improvements in these areas possible.

During the Socially Inclusive Cities regional conference held in Zagreb at the end of March 2017, city representatives from Ulcinj shared plans to plans to adopt a legal framework for

cooperation with civil society by 2020 and enhance cooperation with the central government on matters of citizen participation, as Montenegro remains highly centralized. At the conference and in discussions with representatives from other cities, Ulcinj representatives expressed their more immediate aspiration to establish online applications and request forms in the perspective of reducing possibilities for corruption. The city of Ulcinj, as a next step, could also benefit from regional city-to-city linkages suggested at the conference, such as networking with a network of Serbian rural municipalities that have developed a mechanism to enhance cooperation with local communities in terms of budget issues.

# ANNEX 1: SOCIAL SUSTAINABILITY AND CITIZEN ENGAGEMENT INDEX

Concept Note

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

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

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

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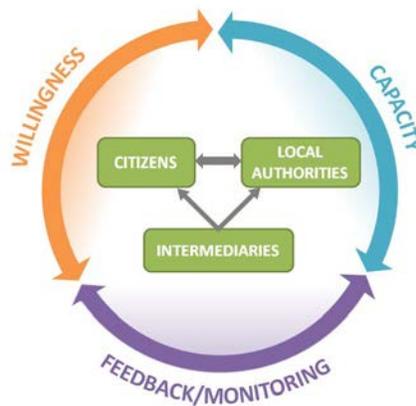
The SSCE Index is structured as a series of six questions for each of the five pillars of citizen engagement being investigated throughout this project cycle based on the three concepts of Willingness (demand and supply); Capacity (demand and supply); and the Feedback/Monitoring that serves as the connective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

During the project, MANS administered over 40 SSCE Index questionnaires that were filled in by FGD and IDI participants and PSD participants. Disaggregated information is not disclosed

due to the fact that this questionnaire was anonymous. MANS received some general comments when it comes to questions and the response options. Firstly, participants stated that the responses offered are not adequate, due to fact that they do not have information about each of the categories. Some suggested that there should be an additional response option of "do not know". Furthermore, they thought that some questions could have been structured differently and could be more focused on certain topics. The results of this process are presented below.

Index Results for Ulcinj
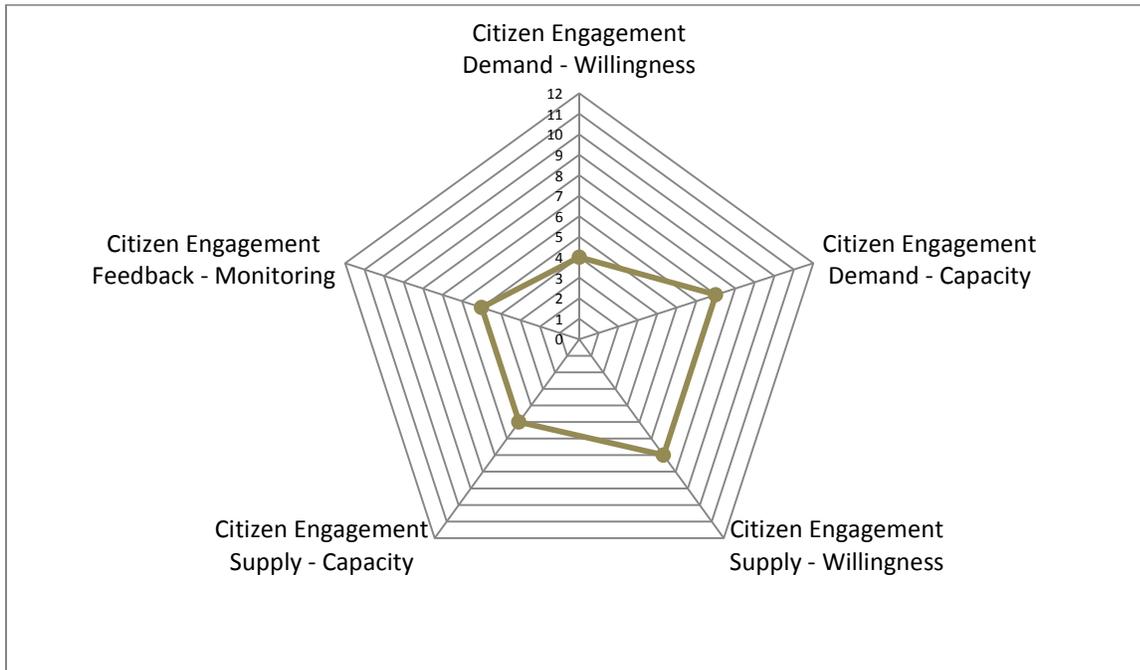
As can be seen in the chart, on the supply side, "capacity" scored lower than "willingness", while on the demand side, it was quite the opposite. Results pretty much correspond to those from the desk research, IDIs and FGDs. In general, citizens are not too active; they do not participate in city council meetings and there is a lack of platforms for citizens to express their opinion.

Nevertheless, they claim that this is still due to lack of clear mechanisms for their involvement, such as the lack of a clear link with the government and the indifference of local structures to approach citizens and require citizens' opinions on certain issues. They do think that the idea of citizen satisfaction survey is very good and should be adopted by the local government.

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

Citizen Engagement Pulse Scores for Ulcinj
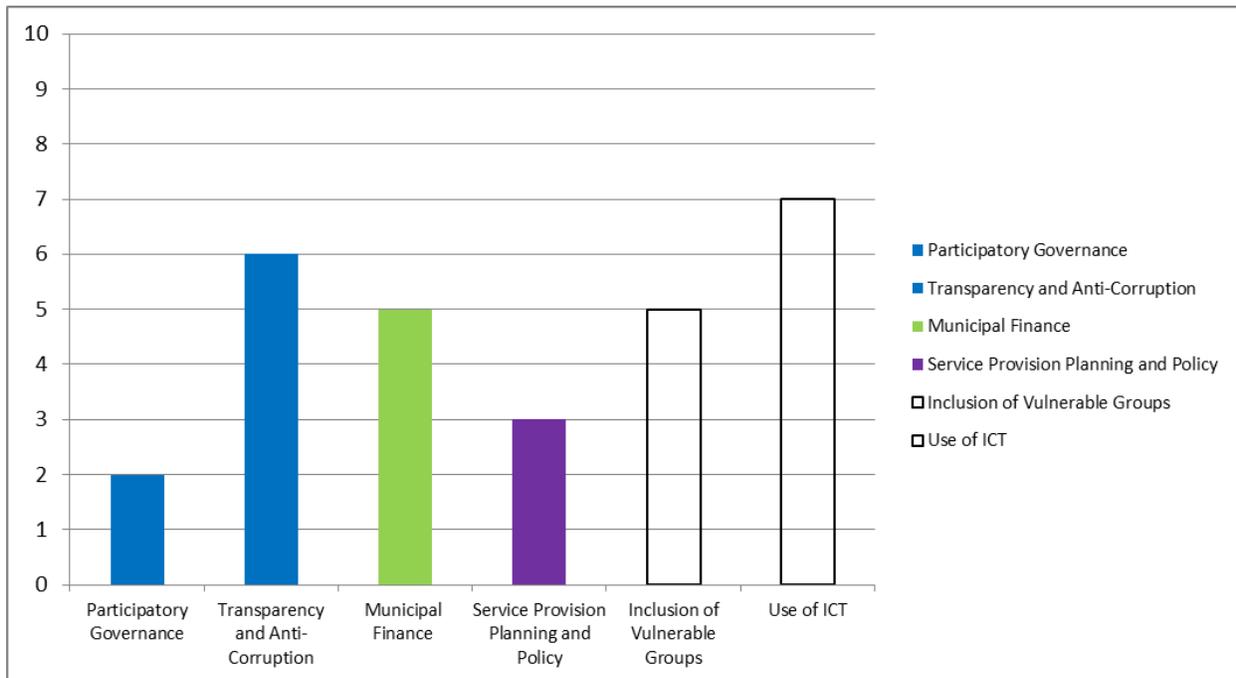
The results from the index pulses interestingly do not correspond with the previous findings in several areas. First of all, the Municipality of Ulcinj scored very well in the use of ICT. People of Ulcinj think that their local government is very active when it comes to social media and inform people about what is happening in the Municipality, which is a result that does not correspond with the previous results. In the previous phases of the research, research has found that people were not too satisfied with the level of accessible information. The second thing that also does not correspond is transparency and anti-corruption. People recognized corruption as one of key problems in all areas, including urban planning, health institutions, judiciary, etc. However, according to index, the Municipality of Ulcinj scored quite well. Ulcinj also scored very poor in the area of participatory governance, although participants in the PSD workshop claimed that the Municipality is very open to suggestions and ideas coming from CSOs and citizens in general. According to these findings, the index pulses would need to be revised to be useful to reflect the actual situation of citizen engagement and social accountability in the context of Ulcinj.

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