

**The Kosovo Mosaic:**  
Perceptions of local government and  
public services in Kosovo



Kosovo  
Pristina, March 2003

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## Preface

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How does the general public feel about their local government? What services are they satisfied with today? Which services are they least satisfied with? What are their biggest concerns looking ahead? How open are they to participating actively in the work of their local government? And to which part of government do they attribute responsibility for key public services?

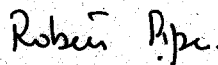
The *Kosovo Mosaic* presents the conclusions of a 6,000-respondent public-opinion survey - one of the largest ever undertaken here - that asks these questions of the people of Kosovo to get a better sense of how the public perceives key issues of local governance. The sample size is extensive enough to draw credible conclusions across all 30 municipalities and across many diverse demographic groups in Kosovo.

The Survey and this report are designed to contribute to the ongoing and welcome debate about "decentralization" in Kosovo. This debate and the policies that follow from it must be framed by these kinds of questions; driven by a desire to improve the delivery of key public services to all of Kosovo's people.

The Survey provides a wealth of information that calls for careful analysis. Key trends have been extracted and analyzed in this report, but the data will also be placed within the public domain for others to mine as they see fit.<sup>1</sup>

Perhaps one of the most significant findings gained from the Survey is the level of confusion that currently appears to exist in the public mind about which part of government is responsible for which service in Kosovo. This is a basic public policy issue. The complexity of Kosovo's existing governance structures have apparently left the general public, at best, bewildered and, at worst, disenchanted. Further refinement of local government or decentralization policies must bring clarity where there is little. "Democratization" becomes truly meaningful when the electorate knows exactly what they are voting for and on what, they ought to judge their representatives.

This study has been greatly assisted by a dedicated group of professionals in Kosovo that have guided the process and provided valuable insights at each step. The members of this working group were: Minna Jarvenpaa, UNMIK; Lutfi Haziri, Chairman of the Association of Kosovo Municipalities; Hafeez Ur Rehman, Department of Local Administration; Hysni Bajrami, Department of Local Administration; Valon Murtezaj, Good Governance Advisory Office of the Prime Minister; and Alan Packer, European Agency for Reconstruction. UNDP Kosovo also received support from decentralization and local governance specialists Jurgita Siugzdiniene and Dessislava Raykova at the UNDP Regional Bureau for Europe and CIS. We acknowledge everyone's support with gratitude. We also take full responsibility for the report's contents. The task manager for this report at UNDP Kosovo was Jennifer Slotin. Index Kosova, a joint venture with BBSS Gallup International, performed the survey work.



Robert Piper  
UNDP, March 2003

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<sup>1</sup> Please visit [www.ks.undp.org](http://www.ks.undp.org) to learn how to access the database.

## Executive Summary

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The *Kosovo Mosaic* presents the key findings and analysis from a 6,000 person public opinion survey - one of the largest ever undertaken in Kosovo. The survey's aim was to measure the public's perceptions of the performance of key public services and their views on local government.

The survey and this report are intended, in part, as a contribution to the ongoing debate about "decentralization" in Kosovo. It attempts to assist in reframing this debate into one driven less by the politics of ethnicity and more by the need to improve the delivery of services to all households in Kosovo and across all 30 municipalities.

The data can be "mined" in myriad valuable ways, by income level or age group, by education level or other demographic factors and indeed, by ethnicity and municipality. The *Kosovo Mosaic* initiates this endeavor, and hopes to inspire others to take a closer look. Included within these pages are insights into five key conclusions brought to light by the survey data.

The survey inquired about people's satisfaction with 22 vital public services: The *Kosovo Mosaic* illustrates the great disparities that exist in this realm, highlighting both successes and poor performance. Inter-municipal differences were striking. For example, Suharekë/Suva Reka residents expressed the highest overall levels of service satisfaction, while service provision in Malishevë/Mališevo garnered the lowest approval ratings.

Clarity in responsibilities and, therefore accountability, is a second key theme addressed in the report. Which governing body do people presume responsible for which service, and to what extent do public perceptions match legal realities? The survey revealed widespread confusion. For instance, approximately 10% of Kosovans continue to hold UNMIK responsible for transferred competencies such as health-care and education.

A third major conclusion elucidated by The *Kosovo Mosaic* concerns perceptions of priority issues for the future. One of the strongest messages revealed by the data was an emerging multiethnic consensus: a visible unity on urgent priorities for Kosovo. Nearly 50% of respondents from each ethnic group pinpointed unemployment as the most pressing problem in their municipality; more than 60% named electricity as the service most in need of attention.

The report also reflects upon public confidence in local government. The findings in this area were encouraging: almost two-thirds of Kosovans indicated a high degree of confidence in their municipal authorities. But conspicuous highs and lows colour this optimistic finding: while 80% of respondents in Suharekë/Suva Reka are confident in local government, only 30% expressed such confidence in Zubin Potok/Zubin Potok.

Finally, The *Kosovo Mosaic* considers public attitudes towards civic engagement. Here the results were discouraging: Kosovans showed only a moderate belief in the effectiveness of various mechanisms of

civic participation to influence change in the social life of their municipality. And only 31% of respondents overall, expressed a willingness to perform volunteer work in their communities.

Ultimately, The *Kosovo Mosaic* reinforces the notion that strengthening local government is essential: within the coherent mosaic lie 30 diverse municipalities, each deserving of a tailored approach. With the backing of clearly defined responsibilities, a supportive centre, and clear standards for quality service provision, Kosovo's local governments can indeed play an increasingly important role in meeting the needs and expectations of their clients and the Kosovan public.



## 1.0 Introduction

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Successful local government brings decision-making power closer to the people, and enables them to more easily influence and shape the delivery of public services. Reforming how government is organized at the local level should lead to greater efficiency and flexibility in resource allocations to ensure that services delivered match local preferences and circumstances.

As Kosovo debates the question of decentralization policies, a clear-eyed, non-politicized appraisal of where we stand today on perceptions of local governance should help frame the discussion. It is indeed vital that this debate take into account perceptions of the very people local government is mandated to serve.

The current debate about decentralization has assumed strong ethnic dimensions, and must obviously be understood against the backdrop of the political realities of post-conflict Kosovo. It would be naïve to think it could be otherwise. And, to the extent that local government is intended to allow more tailored responses to locally perceived needs, the "ethnicity" dimension is an inevitable component of the dialogue, and not necessarily inappropriate. Decentralization and particularly devolution are partly about distributing responsibility and authority more equitably, and countering the divisive forces of exclusion or inequity, real or perceived.

However, the debate in Kosovo today is almost exclusively framed by issues of ethnic representation. An unbiased discussion of how decentralization can contribute to greater efficiency and effectiveness in the delivery of essential services deserves greater prominence in this politically charged environment.

The *Kosovo Mosaic* represents conclusions and recommendations stemming from the analysis of a 6,000-respondent, Kosovo-wide survey - a far-reaching enterprise aimed at measuring perceptions of public services and local government in Kosovo. One of the most illuminating findings is an emergent multiethnic consensus: a visible unity on some of the most urgent priorities for Kosovo. Just beneath the surface, however, are wide variations among both municipalities and ethnic groups as to the levels of satisfaction with service delivery.

Kosovo is indeed like a mosaic - the macro perspective appears as one coherent picture, yet closer inspection reveals that the picture is comprised of an array of unique tiles that deserve attention in their own right. The case for decentralization and reform of local government is clearly a strong one.

The Local Authorities and Public Services Survey was undertaken on a broad scale across all of Kosovo, with a sample size large enough to get a clear sense of the extent to which ethnic groups and municipalities have common or diverging interests - in terms of expectations of local government, priority concerns for the future, and the state of current services.

***One of the largest public-opinion surveys ever undertaken in Kosovo, the findings of this study offer a snapshot of local government's perceived effectiveness: evaluated by service provider, by municipality, and by ethnicity.***

Depoliticizing this issue is in the interests of effective governance in Kosovo as well as long-term stability.

To this end, The *Kosovo Mosaic* provides insight into:

### • **Satisfaction with public services**

Most citizens' primary experience of local government is through accessing municipal services. Municipalities must be responsive to the needs of constituents as consumers and end-users of these services. Improved customer management and service provision are critical steps to building an environment conducive to economic and social development. All Kosovans should have accessible ways of communicating their needs and making their views known to the relevant authorities.

Any strategy for strengthening local government should be based on a comprehensive analysis of people's perceptions of how their diverse needs can be served most effectively.

The Survey reviewed levels of satisfaction with the following 22 key public services, some of which are already locally managed, some of which remain centralized: ambulances; hospitals; public health; management of primary and secondary schools; rubbish collection; consistency of water supply; sewage and sanitation; local road maintenance; maintenance of inter-municipal roads and highways; traffic and parking control/regulation; consistency of electricity supply; phone and postal service; environmental protection; landscape, plant and animal conservation; cultural activities; sport activities; fire and emergency services; urban and rural planning and land use; social services; pensions; procedures for tax payment; and public transport.

The results indicate that satisfaction is much higher Kosovo-wide with certain services than others. In addition, amongst both high and low performers, there is a wide range of experiences, good and bad, between different municipalities.

### • **Clarity on responsibilities**

By any standard, Kosovo's governance structures are extremely complex. The "reserved" vs. "transferred" division of competencies established to comply with the requirements of Security Council Resolution 1244 is already a complicated issue to grapple with for the electorate. Greater clarity here will hopefully emerge as the recently announced Transfer Council begins its work. But the division of labour between centre and municipality is equally complicated, further exacerbating the situation. While Regulation 2000/45 offered a framework for local responsibilities, subsequent directives, decisions, and gradual transfers have left a patchwork of lines of accountability.

Strengthening local government involves bringing government closer to the people to ensure services respond more readily to local needs. If their needs are not being addressed, the public must know which authorities to hold accountable. Conversely, where needs are being met, or at least progress felt, credit should be attributed to those responsible. The Survey therefore asked which part of government people hold responsible for each service in order to gauge the extent

to which the public perceives clear lines of accountability. The findings on this question were unequivocal: there is considerable confusion among Kosovans today as to which part of government is responsible for providing which service.

### • **Priority issues**

Any local government reforms should prioritize the areas of greatest importance to constituents. Even with respect to areas for which a high measure of centralization is required or desirable, local government must nevertheless have a clearly defined role therein, or risk being rendered irrelevant.

With this consideration in mind, the Survey questioned respondents across Kosovo about their top problems and priorities. The findings reveal a remarkable degree of convergence on these issues. Kosovans, regardless of their municipality or ethnicity, identified unemployment and electricity as the most pressing problems. In terms of top priorities, respondents indicated the need to focus on public utilities and several other services such as primary healthcare and road maintenance, irrespective of the varied levels of satisfaction among municipalities that emerged regarding these services.

### • **Expectations and Confidence**

As the ongoing debate on local government reform proceeds in Kosovo, it is important to have a sense of what the public actually expects of its local government. The extent to which people are confident that their needs and priorities can be addressed locally will be a benchmark for success in this endeavour. Moreover, it is essential for local authorities to have a clear sense of what is expected of them.

The Survey sought to determine people's level of confidence in their local authorities and to ascertain whether they believe that various services could be best delivered locally. Overall, a high level of confidence in local government was found. Most variations in confidence levels emerged among municipalities, and not among different ethnic groups. This seems to suggest that ethnicity is not the principal deciding factor in the overall faith in local government. Importantly, with high levels of confidence also come high expectations among the people of their local civil servants and elected representatives.

### • **Civic engagement**

Effective local government is a "two-way street." On the one hand, it recognizes that government must be responsive to its constituents, and that a closer relationship between the government and the people should enable public servants to tailor their policies and programs to local needs. On the other hand, it presumes a public prepared to participate in civic life - one that is open to participation in decision-making on issues that affect them, and one that engages regularly in opportunities to express their views.

The Survey therefore posed several questions touching upon civic engagement. Respondents were asked whether they perceive certain mechanisms for public involvement to be more or less effective at

influencing social life in their municipality. These mechanisms included: use of the media; voluntary work with organizations/committees; personal contact with the municipal government/assembly; attendance at discussion meetings; and participation in public protests. Respondents were also asked whether they would be prepared to engage in volunteer work for a variety of community concerns. The findings reveal only a moderate level of willingness to engage in civic life. It is clear, therefore, that both sides of the "two-way street" require attention.

Overall, the Survey findings suggest that discrepancies in satisfaction with services and confidence in local government are more pronounced against the backdrop of inter-municipal comparisons, in both mixed and homogenous municipalities, than among ethnic groups. Further, the results also indicate that the concerns, priorities, and expectations of Kosovans regarding local governance are increasingly converging. That is, while there are undeniably variations, what people want and need from their local government is relatively consistent across all of Kosovo's 30 municipalities. While not suggesting that ethnicity is irrelevant to local government reform, the unity among all Kosovans - as users of public services - represents a strong foundation upon which to build a coherent policy framework for the future.

# Survey Design and Methodology

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The Local Authorities and Public Services Survey is one of the largest ever undertaken in Kosovo. Its scope allows for credible comparison and evaluation among municipalities.

UNDP contracted Index Kosova, a local research institution and a joint venture with BBSS Gallup International, to gather the data in January 2003. The sample of 6,000 respondents from across Kosovo was obtained using a multi-staged random selection method. (See Annex II for a full description of the sampling methodology.) As noted above, the reason for employing such a large sample was to ensure that sufficient data was collected in each municipality to enable an inter-municipal comparison of results. The average sample per municipality was 200 respondents.

A questionnaire was developed in consultation with the Survey Working Group.<sup>2</sup> The questionnaire was administered to each respondent through an in-person interview in his or her native language. (See Annex III for the full questionnaire) The multi-staged random selection method ensured that respondents represented an accurate demographic distribution of the Kosovan population in terms of ethnicity, gender, age, income level, and working/social status.

The Survey findings provide ample data for measurement. The wide discrepancies in perceived performance by different services in different municipalities reinforces the importance of measuring progress by service provider (central or local) and of doing it on a sufficient scale to allow disaggregation of the data to the municipal level.

The Survey reveals fewer discrepancies among different demographic groups (i.e. gender, age, income level, etc.) than one might expect. The reasons for this may warrant further research. Discrepancies in performance not only identify priorities for service providers but might also point to "quick wins" for managers of different services.

Any decentralization strategy should be predicated on measurable indicators of progress. New policies should go hand in hand with careful monitoring of progress in order to ensure that they are successful. Decentralization is not a static policy to be reviewed every 100 years. It should be an ongoing debate that calls for regular evaluation to determine whether it is achieving the desired effects.

Local government can be considered the "front-end" of service provision in Kosovo. With so many civil servants at the municipal level, there is a need to systematically collect and analyse municipality-based data in order to assist these civil servants in measuring the impact of their efforts. This Survey can serve as a starting point for such an enterprise.

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<sup>2</sup> The members of the Survey Working Group were representatives from: the office of the SRSG, the Prime Minister's Advisory Office on Good Governance, the Department of Local Administration of the Ministry of Public Services, the Kosovo Association of Municipalities, the European Agency for Reconstruction, and UNDP.



## 2.0 Findings

The Survey revealed significant, overarching trends within Kosovan society. The *Kosovo Mosaic* organizes its analysis of these trends under five broad conclusions:

- Overall levels of satisfaction and dissatisfaction with certain services
- Confusion about what part of government is accountable for delivery of which service
- Consistency in perceptions of the most important problems and priorities
- High confidence in, and expectations of, local government
- Relatively low willingness to engage in local governance

These findings indicate ample room for action in terms of strengthening local government, both with regard to issues that must be addressed, and willingness to promote change at the local level.

### 2.1 Satisfaction with Services

Are Kosovans generally satisfied with the delivery of services? With which services are they more satisfied and for which do they demand faster progress? From municipality to municipality, where are the trouble spots?

Any debate about local government reform should be framed by a focus on quality service delivery and client-orientation. If constituents are unsatisfied, these are the areas for which reforms should be prioritized. The effectiveness of local government can be measured by this benchmark. Policy adjustments should be judged by the extent to which they result in improved service delivery and resulting customer satisfaction.

The Survey findings indicate a wide range of satisfaction and dissatisfaction with different services in different municipalities. Overall, ambulancias and schools displayed the highest satisfaction ratings. At the other end of the spectrum, electricity along with pensions and local road maintenance were given the lowest ratings. Beneath the surface, however, the Survey discovered marked discrepancies, with some services performing well in one municipality and less well in the neighbouring one.

#### 2.1.1 Overall Trends

In terms of overall satisfaction with the basket of 22 services under inquiry, the findings indicate that the residents of Suharekë/Suva Reka are the most satisfied and those in Malishevë/Mališevo are the least satisfied. (See Figure 1) (See Annex I, 1.1 Overall satisfaction with Services).

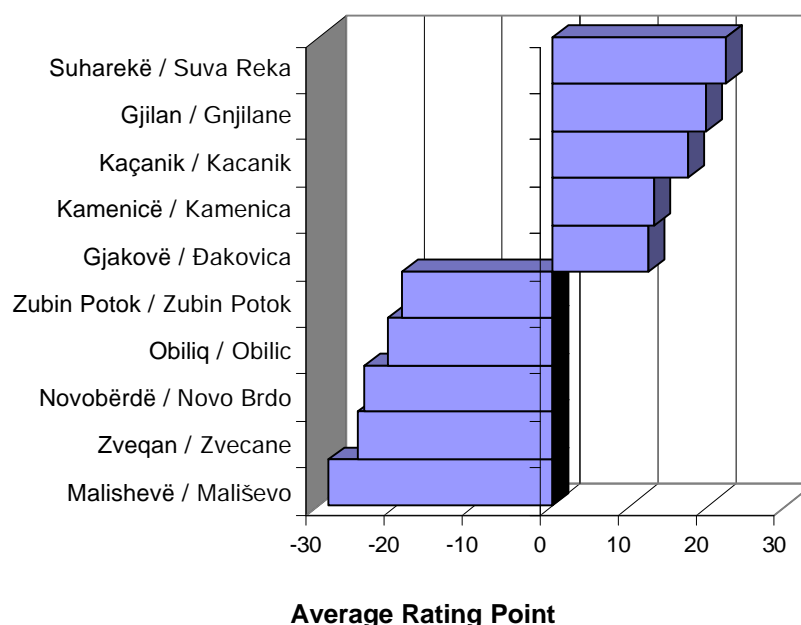
***The survey presents vital data to service managers about which services Kosovans find most effective in fulfilling their needs and where extra effort is needed.***

***Overall, residents of Suharekë/Suva Reka are the most satisfied while those in Malishevë/Mališevo are the least satisfied.***

Levels of service satisfaction were measured on a scale of 1 to 4, with 1 being "very satisfied" and 4 being "very dissatisfied". The responses were then averaged and placed on a scale from -100 to 100.

**FIGURE 1:**

*Top 5 and Bottom Municipalities in Terms of Overall Satisfaction with Service Delivery*



With respect to particular services, respondents displayed fairly consistent levels of satisfaction and dissatisfaction (See Figure 2):

General satisfaction:

- Fire and emergency services
- Ambulantas
- Management of primary and secondary schools
- Hospitals
- Public Health

The majority of respondents held their local authorities responsible for the delivery of these five critical services. These figures ran quite high: 65% of respondents, for example, attributed responsibility to local authorities for ambulantas.

General dissatisfaction (See Figure 2):

- Consistency of electricity supply
- Pensions
- Local road maintenance
- Sewage and sanitation
- Social services

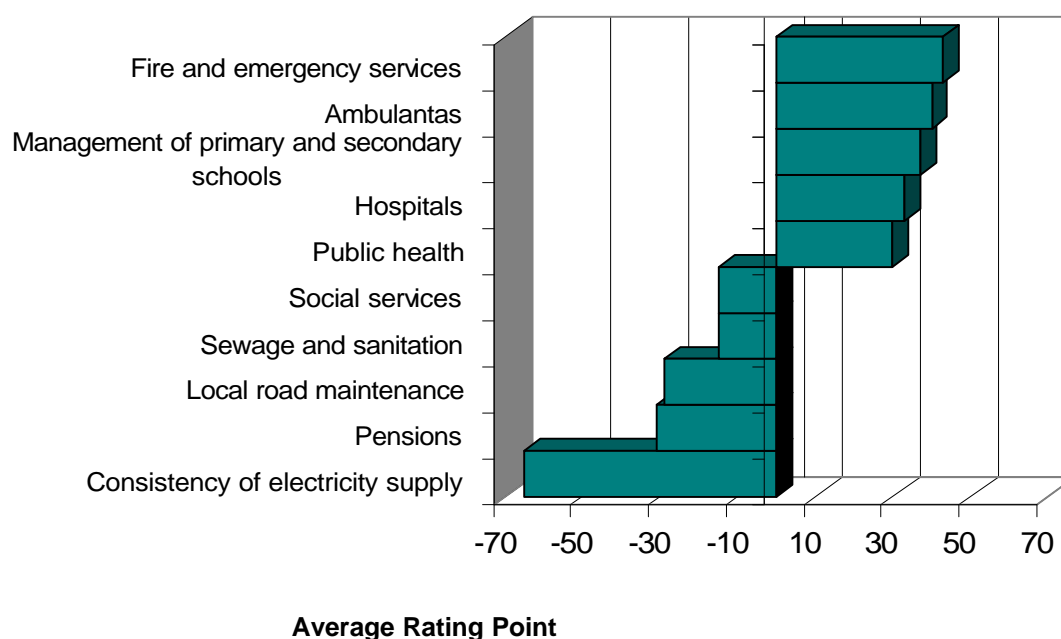
The majority of respondents held their local authorities responsible for local road maintenance as well as traffic and parking control/regulation. They held central authorities responsible for electricity supply



and procedures for tax payment. (More detail on respondents' perceptions of central/local responsibilities can be found in Section 2.2, it is referenced here to underscore opinions on accountability for services receiving the highest and lowest overall ratings).

**FIGURE 2**

*Top 5 and Bottom 5 Services in Terms of Overall Satisfaction*



In addition, respondents indicated a fairly consistent and high level of satisfaction with the efficient issuance of documents including: travel document, identification card, driver's license, vehicle registration, building/ construction permit, business license, and marriage/ birth/ death certificate.

Respondents were also asked whether they viewed the personnel in various centres of service provision<sup>3</sup> as "client-oriented".<sup>4</sup> Results for this question were fairly consistent across the population. Approximately 75% of respondents reported the staff of ambulancias and hospitals to be "client-oriented". However, only 50-60% of respondents viewed the staff of local community offices and municipal offices as "client-oriented". In terms of demand for services, ambulancias and hospitals were visited most often by respondents, whereas local community offices and municipal offices were visited least often.

These centres of service provision are the front-line of interaction between the government and the people it serves. Consequently, people's experiences in attempting to obtain services at these locations are extremely influential on their perceptions of, and confidence in, local government.

<sup>3</sup> The centres under inquiry included ambulancias, hospitals, KEK office, phone and postal service offices, local community office, and municipal office.

<sup>4</sup> An overall indicator of "client-orientation" was generated from a cumulation of affirmative/negative responses to four measures: each respondent was asked if the staff were (1) competent, (2) polite, (3) well-informed, and (4) accessible.

## 2.1.2 Underlying Variations

The variations in levels of satisfaction are particularly striking when comparing among municipalities (see Annex I, 1.6-1.27 Satisfaction with particular services by municipality); problems and concerns vary widely across municipalities.

The majority of respondents ranged from being "satisfied" to "very satisfied" with the functioning of ambulances, hospitals, and public health services. However, respondents in Mitrovicë/Mitrovica and Novobërdë/Novo Brdo were much less satisfied with the functioning of hospitals than respondents in other municipalities. When this deviation is analysed more closely it becomes clear that these lower ratings are due to a significant inter-ethnic divide regarding hospitals within these two municipalities. In Mitrovicë/Mitrovica, Albanian respondents were dissatisfied (-31) while Serbs and non-Serb minorities were satisfied with hospitals (+36 and +38 respectively). In Novobërdë/Novo Brdo the opposite was true. Albanian and non-Serb respondents were satisfied with the functioning of hospitals (+30 and +50 respectively) while Serbs were dissatisfied (-30). It is worth underlining that the satisfaction level of non-Serb minorities was high in both cases.

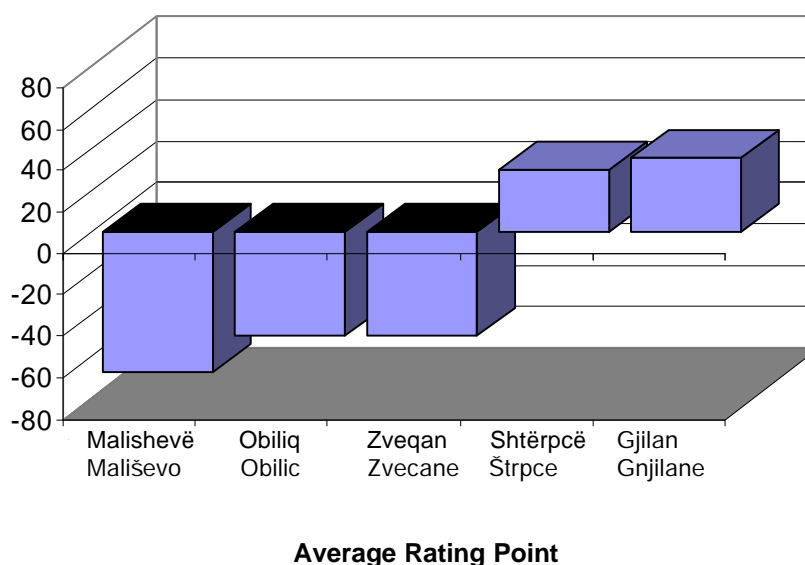
***Rubbish collection received quite high ratings from residents of Gjilan/Gnjilane and Shtërpçë/Štrpce while most other respondents were generally dissatisfied with this service.***

The Survey results indicate a significant variation in the level of satisfaction among municipalities regarding rubbish collection, consistency of water supply, and sewage and sanitation services.

While respondents in most municipalities were dissatisfied with rubbish collection, the lowest ratings for which can be found in Malishevë/Mališevo (-68), Obiliq/Obilic (-50) and Zveqan/Zvecan (-50), respondents in Gjilan/Gnjilane (+36) and Shtërpçë/Štrpce (+30) were quite satisfied. (See Figure 3)

**FIGURE 3:**

*Variations in Satisfaction with Rubbish Collection*



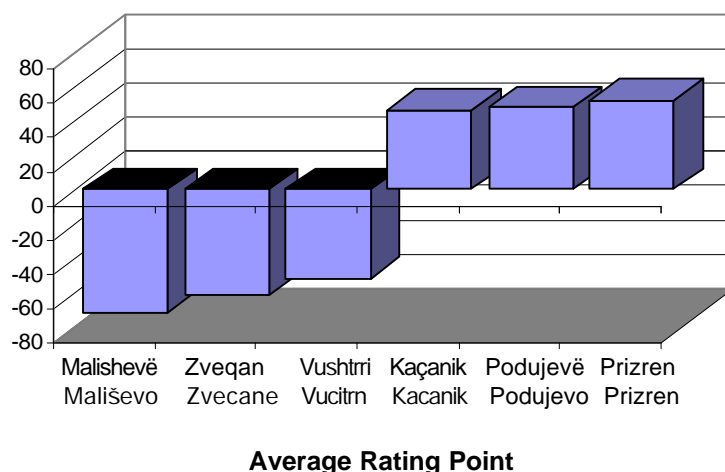
***Satisfaction with water supply showed striking disparities: Prizren got very high marks, for instance, while Malishevë/Mališevo saw extremely low ratings.***

Regarding the consistency of water supply, respondents in most municipalities gave ratings in the middle of the scale. However, several deviations from the norm are interesting to observe: respondents in Prizren/Prizren (+52), Podujevë/Podujevo (+48), and Kaçanik/Kacanik

(+46) were very satisfied while respondents in Malishevë/Mališevo (-72), Zveqan/Zvecan (-62) and Vushtrri/Vucitrn (-41) were very dissatisfied. (See Figure 4)

**FIGURE 4:**

*Variations in Satisfaction with Consistency of Water Supply*

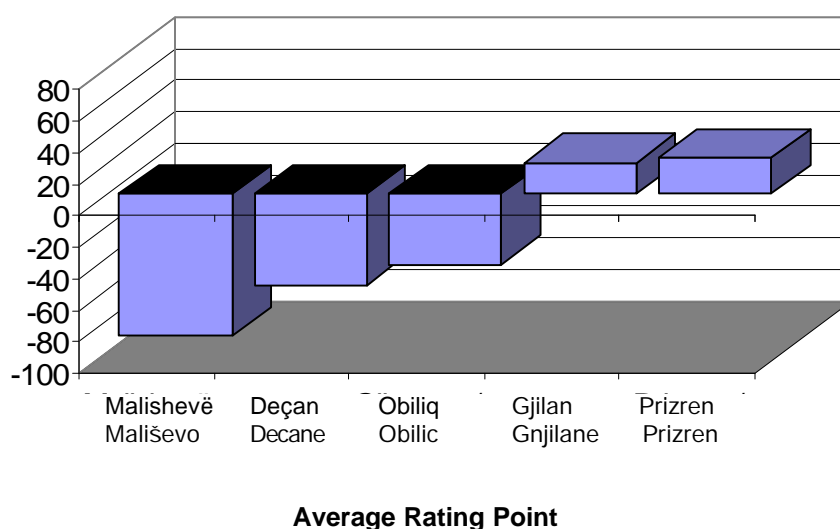


With respect to sewage and sanitation services, respondents in most municipalities were dissatisfied or very dissatisfied, most notably in Malishevë/ Mališevo (-90), Deçan/Decane (-62) and Obiliq/ Obilic (-58). Conversely, respondents in Prizren/ Prizren (+23), Gjilan/ Gnjilane (+20) and Dragash/ Dragas (+18), were fairly satisfied with these services. (See Figure 5).

***Respondents in most municipalities were dissatisfied with sewage and sanitation services.***

**FIGURE 5:**

*Variations in Satisfaction with Sewage and Sanitation*



There was general satisfaction with cultural and sport activities across municipalities, with some notable exceptions. Respondents in Mitrovicë/ Mitrovica, Leposaviq/ Leposavic, Shtërpce/ Štrpce, Zubin Potok/ Zubin Potok, and Dragash/ Dragaš were on average dissatisfied

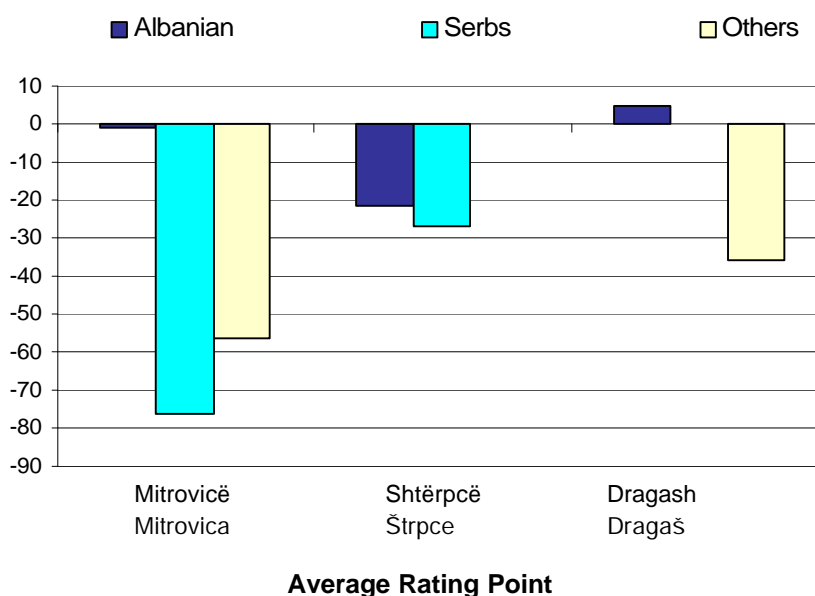
***The findings suggest that different ethnic groups do not always have the same experiences or perceptions of public services in their respective municipalities.***

with these services, while respondents in Novobërdë/ Novo Brdo, Zvečan/ Zvecan, and Malishevë/ Mališevo were very dissatisfied. The ethnic composition of these municipalities is telling: three are overwhelmingly Serb (Leposaviq/ Leposavic, Zubin Potok/ Zubin Potok and Zvečan/ Zvecan), while two are mixed (Shtërpce/ Štrpce and Mitrovicë/ Mitrovica); Dragash/ Dragaš has a substantial proportion of non-Serb minorities, but Malishevë/ Mališevo is largely Albanian.

In Mitrovicë/Mitrovica, Serbs were the group least satisfied with these services while Albanians were more satisfied. But in Shtërpce/Štrpce, Albanian and Serb respondents come together in their dissatisfaction. In Dragash/Dragaš, Albanian respondents were considerably more satisfied than non-Serb minorities. These findings highlight the enormous variations in service satisfaction among municipalities, and demonstrate that the various ethnic groups do not always have the same experiences or perceptions in their respective municipalities. (See Figure 6)

**FIGURE 6:**

*Variations in Average Satisfaction with Cultural and Sport Activities*



***Serbs reported high levels of satisfaction with services they attributed correctly or not to the Belgrade authorities***

***Serbian respondents were quite dissatisfied with social services.***

Some variations emerged regarding those services for which a significant percentage of Serbs attributed responsibility to the Belgrade authorities (15%-45%). These services include: ambulantas, hospitals, public health, management of primary and secondary schools, telephone and postal service, social services, and pensions.

Among the Serb respondents, the Survey points to a high level of satisfaction with ambulantas, hospitals, public health, management of primary and secondary education, and pensions with the notable exception of dissatisfaction with hospitals in Novobërdë/Novo Brdo.

However, Serb respondents in the northern municipalities and the mixed municipalities were generally dissatisfied with social services. In the northern municipalities respondents' dissatisfaction was moderate, ranging from -11 to -31. In the mixed municipalities Serb respondents' dissatisfaction was much more pronounced. The ratings were: Prishtinë/ Priština -50, Novobërdë/ Novo Brdo -47, Lipjan/ Lipljane -52,

and Kamenicë/ Kamenica -56. The exception to this finding was in Shtërpce/ Štrpce, where Serb respondents were moderately satisfied with social services (rating of +9).

With respect to telephone and postal services, respondents in the northern municipalities were generally satisfied. However, Serb respondents in the mixed municipalities were not - dissatisfaction ratings range from -34 in Prishtinë/ Priština to -56 in Kamenicë/Kamenica. Again, Shtërpce/ Štrpce was an exception to this finding with Serb respondents indicating that they are satisfied with this service.

## 2.2 Confusion over who is Accountable

Central or local government, UNMIK or Belgrade, which institutions can be held accountable for what? Local government should be judged vis-à-vis its specific competencies. But what if these competencies are not clearly defined?

A cornerstone of effective governance is a clear understanding, both by public servants and the people they serve, of the division of roles and responsibilities between the local and central authorities. The Survey findings reveal a great deal of confusion among Kosovans over which authority is responsible for which service. This suggests that either the lines of accountability in Kosovo are blurred, or a more concerted effort is needed to inform the public. Whatever the root cause, the result is that most Kosovans do not appear to know where to address their concerns. Some reflection on the turnout in the October 2002 municipal elections might be useful in light of these findings.

***Central or local, UNMIK or Belgrade...who is accountable for what? The survey shows that confusion reigns-and reveals a population greatly in need of clarification on what their government's numerous authorities can do for them.***

### 2.2.1 Overall Trends

The extent of respondents' confusion was determined by asking them which authority they believed to be responsible for the functioning and development of each service. They were given several choices: local municipal authorities, Kosovo central authorities, UNMIK, public enterprise, and Belgrade authorities. The level of confusion was measured by the extent of the variance among the choices on a per-service basis that is, the amount of times different respondents selected different authorities for the same service. The variances are very high for all services across Kosovo. (See Annex I - 2.0 Overall confusion about responsibility)

***Across Kosovo, there is a great deal of confusion over which part of government is responsible for which service.***

Another indication of confusion was the extent to which a high percentage of respondents attribute responsibility to the local authorities when the competencies laid out in the UNMIK Regulations are unclear. For example, a majority of respondents attributed responsibility to local municipal authorities for consistency of water supply and sewage and sanitation (66% and 65% respectively). While Regulation 2000/45 states that municipalities are responsible for providing these services, Regulation 2000/49 establishes a Department of Public Utilities and public enterprises for the provision of these services. According to Regulation 2000/49, the command and control structure of these enterprises are not in municipal hands.<sup>5</sup>

Similarly, it is not possible to ascertain whether the majority of respondents had the "right" or the "wrong" answer for every service because

<sup>5</sup> See Regulation 2000/45 Section 3.1 (f), and Regulation 2000/49 Section 1.2 and Section 2.2 (f, g).

***There is a measurable tendency to attribute responsibility for all services to UNMIK - for each service, UNMIK was selected by at least 5% and up to 30% of respondents as the applicable authority***

in some cases the division of competencies is poorly defined - not just poorly understood by the Kosovan public. Consequently, it could be argued that a "right" answer does not exist for certain services.

In addition to the high level of confusion, there remains a measurable tendency to attribute responsibility for all the services under inquiry to UNMIK. For each service, UNMIK was chosen by 5-30% of respondents. For example, 23% of all Kosovans hold UNMIK responsible for paying pensions. For clearly transferred competencies such as health-care and education, approximately 10% of Kosovans continue to hold UNMIK responsible.

In support of the quantitative data, many anecdotal responses underscore people's confusion about accountability for service provision in Kosovo. A sampling of these responses is paraphrased below.

- In Prishtinë/Priština, a few respondents found the question about responsibility irrelevant. They claimed that it was up to internationals to point to who is responsible for what and then for that to be the state of affairs. Others were unwilling to answer, arguing that everything depends solely on UNMIK.
- In Mitrovicë/Mitrovica, respondents tried to clarify if it was the Serb local authority in question or the one "established" by UNMIK.
- In Prizren/Prizren, some respondents commented that the local community office was not functioning and they did not know to whom they should turn.
- In Vushtrri/Vucitrn, some respondents had difficulty distinguishing between local and central authorities.
- In Leposaviq, some respondents had difficulty distinguishing among the different authorities in question.
- In Klinë/Klina, some respondents found this question difficult to answer due to lack of information.
- In Lipjan/Lipljan, some respondents appeared to be relying on international "factors" rather than local "factors" to improve public services.

## ***2.2.2 Underlying Variations***

Although confusion over responsibility for service provision is a consistent phenomenon across Kosovo, confusion was particularly pronounced within the spheres of certain services and municipalities.

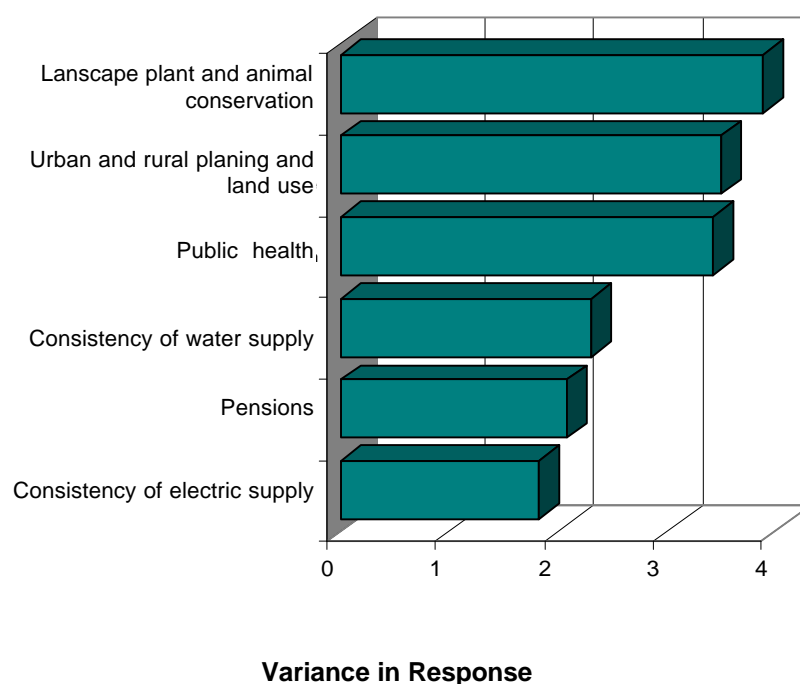
***Respondents were most confused about which authority is responsible for environment-related services***

In terms of services, Kosovans were most confused about landscape, plant and animal conservation, urban and rural planning and land use, and public health. Respondents were least confused with the consistency of water supply and of electricity supply, and pensions. (See Figure 7)

However, it must be noted that these findings relate to the degree of variance in answers: they do not account for the extent to which many respondents coalesced around services for which the authority responsible is unclear. For example, two thirds of all Kosovans hold their local authorities responsible for the consistency of water supply. As a public utility this service is under centralized management through a public enterprise with a supervisory board that includes municipal representation. It is, therefore, evident that the confusion about responsibility in Kosovo is multi-faceted and pervasive.

**FIGURE 7:**

*3 Services that registered the Most and the Least Confusion about Responsibility*



Using the variance measure it is possible to observe considerable differences in confusion among the 30 municipalities. Novobërdë/ Novo Brdo, Dragash/ Dragaš, and Zubin Potok/ Zubin Potok appear to be the "most confused municipalities" while Pejë/ Pec, Lipjan/ Lipjan and Gllgovc/ Gllgovac emerge as the "least confused". (See Annex I, Chart 2.1). Interestingly, as noted above in Section 2.1, residents of Novobërdë/ Novo Brdo, Dragash/ Dragaš, and Zubin Potok/ Zubin Potok also gave consistently low ratings of satisfaction with services and displayed relatively low levels of confidence in their local governments.

***Novobërdë/Novo Brdo, Dragash/Dragaš, and Zubin Potok/Zubin Potok appear to be the "most confused municipalities".***

## **2.3 Consistency in Perceptions of Problems and Priorities**

What are the most pressing problems facing Kosovo today? And what do Kosovans see as the major priorities for their government to address?

To be successful, local government must respond to the perceived priorities of its constituents. Even in terms of those competencies for which centralization is required or desirable, local government must have a clearly defined role therein, even if it is only as a powerful advocate at the central level, or risk being irrelevant.

The Survey results provide an overview of the public sense of key priorities for the future and their current concerns. This is an important tool in pinpointing which areas any reform process should address and for which clear divisions of labour and a clear strategy are needed.

***What are the most pressing problems facing Kosovo today? Responses to this vital question hint at the emergence of a broad popular consensus-cutting across ethnic, municipal, and other key demographic lines.***

The Survey revealed an extraordinary measure of consistency in respondents' perceptions of Kosovo's most pressing problems and the services most urgently in need of attention in their municipality.

Significantly, this consistency cut across municipalities, ethnic communities, and all other demographic groups - suggesting that there is an emerging consensus among the Kosovan population.

### 2.3.1 Problems

Respondents were asked "What is the most important problem facing Kosovo today?" and "What is the second most important problem facing Kosovo today?" The responses to the first question indicate people's top-of-mind responses. A cumulative tally of the first and second answers provides a more robust indication of the most pressing issues for Kosovans overall.

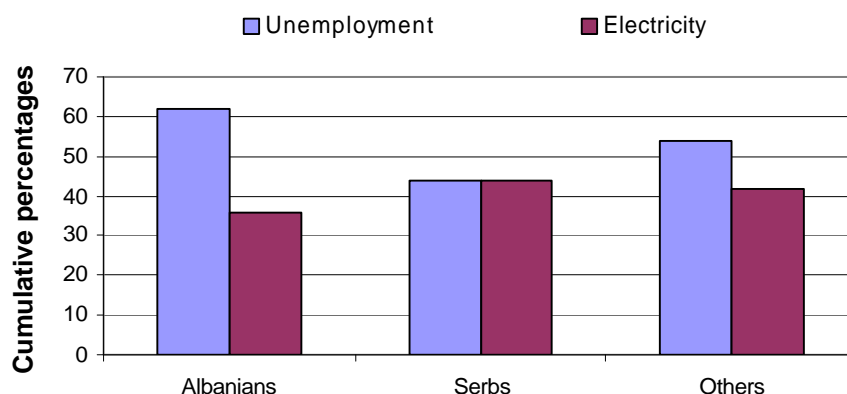
Almost 50% of Albanian respondents mentioned unemployment first. This was followed by Kosovo status (15%) and power/electricity/KEK (9%). Among Serb respondents the top three first mentions were limited freedom of movement (31%), lack of general personal security (18%), and unemployment (9%). First mentions by non-Serb minorities were unemployment (38%), power/electricity/KEK (16%), and a lack of general or personal security (10%). For integrated percentages for all population, see Annex I, 3.2 Most important problems facing Kosovo.

***When queried about the most important problems facing Kosovo today, unemployment came out at or near the top of the list for Albanians, Serbs, and non-Serb minorities alike.***

The cumulative percentage of the first and second most important problems identified by respondents are even more telling. Among the top five problems identified by Albanian respondents, unemployment (73%) emerged overwhelmingly as the number one problem followed by power/electricity/KEK (27%). Kosovo status ranked only third (25%). Serb respondents continue to place security concerns above all others (limited freedom of movement - 45%), but unemployment and electricity supply are very close to supplanting those concerns. Like Albanian respondents, non-Serb minorities rank unemployment (65%) and electricity supply (31%) at the top of the list followed by security concerns (lack of general or personal security - 23%). The data clearly demonstrates that unemployment and electricity are the most pressing concerns for Kosovans, regardless of ethnicity.

**FIGURE 8:**

*Cumulative responses to the question 'what is the most important problem facing your municipality' disaggregated by ethnicity*





Following these questions, respondents were asked "what is the most important problem facing your municipality?" The answers reflected the same sentiments as those presented above. However, the findings suggest an even more coherent and robust consensus when respondents were focused on the municipal level. (See Figure 8). (See Annex I, 3.0 Most important problems and 3.1 Most important problems disaggregated by ethnicity).

### 2.3.2 Priorities

After being asked more specific questions that pertained to public services, respondents were questioned about which services or areas of activity ought to be addressed most urgently in their municipality. The top five priorities in all municipalities were fairly consistent despite the variation in the results on levels of satisfaction in each municipality. (See Annex I, 4.0 Most urgent services or areas of activity and 4.1 Most urgent services or areas of activity disaggregated by ethnicity) With a few exceptions, it is clear that most respondents feel that electricity, primary healthcare, road maintenance, water supply, rubbish collection, and sewage and sanitation are the most urgent priorities for their municipality. Electricity is seen to be so urgent that it was mentioned by two thirds of respondents, compared to issues such as education and culture that were only mentioned by 1% of respondents.

***Electricity is seen to be such an urgent priority that it was mentioned by two-thirds of all respondents among the top five issues facing their municipality.***

## 2.4 Local Authorities: Confidence and Expectations

In transitional economies in particular, decentralization debates should not take for granted that the general public has faith in local government. In regions where the government model has long been characterized by central planning and strong centralized service provision, localized solutions may go against the public's expectations. Does this apply in Kosovo? Is there strong confidence that local solutions make more sense?

This Survey evaluated the extent to which respondents felt that there was potential for further decentralization of services and responsibilities.

Most importantly, the Survey findings suggest that there is a deep reservoir of good will towards local government. There is visible confidence that local management would be more effective than central management. This is significant. It is also significant that this faith in local government generally spans across all ethnic groups.

However, high confidence comes alongside high expectations of performance in a host of areas, many of which are not currently under local management. There is unmistakably a widespread desire among Kosovans to see greater power and responsibility transferred to local government. As this section outlines in illuminating detail, the Survey findings represent a clear opportunity for local government strengthening and reform.

***The high level of confidence in local authorities, discovered in most municipalities, presents a genuine opportunity for local government strengthening and reform.***

### 2.4.1 Overall Trends

***Albanian respondents expressed very high confidence in local authority: 63% said that their municipal problems could be solved locally.***

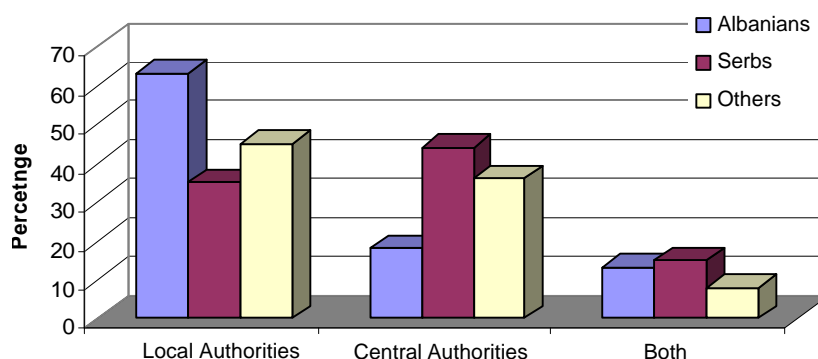
Almost two thirds of Kosovans indicated a high degree of confidence in local government. (See Annex I, 6.0 Confidence in local authorities)

Among Albanian respondents 63% said the local authorities can solve the problems in their municipality and 13% said some of the problems can be solved locally and others can be solved centrally. It is important to note that the joint response was voluntary (it was not offered as an option to respondents), which means that it was only recorded when respondents offered it of their own initiative. Like Albanian respondents, non-Serb minorities also have a fairly high level of confidence in the local authorities. 45% of non-Serb minorities said the local authorities can solve the problems in their municipality and 8% said some problems can be solved locally and others can be solved centrally. (See Figure 9)

On first glance, confidence among Serbs appears to be lower: 44% of Serbs said that their municipal problems can only be solved centrally, 35% said the problems can be solved by the local authorities, and 15% said some of the problems can be solved locally and others can be solved centrally. However, when the affirmative and voluntary joint responses are combined, it is clear that a large percentage of Serbs believe that at least some problems can be solved at the municipal level. (See Figure 9)

**FIGURE 9:**

*Responses to the question 'can the local authorities solve the problems of your municipality' disaggregated by ethnicity*



***55% of all respondents expressed their belief that electricity would function most effectively if managed locally.***

Kosovans have quite high expectations of their local governments. The six services that were identified as the overall top priorities in virtually all municipalities were precisely the same as the top six services that respondents said could function most effectively if the prime decision-making and resources were conferred to the local authorities. These services are: electricity, primary health care, road maintenance, water supply, rubbish collection, and sewage and sanitation. (See Annex I, 7.0 Services that would function most effectively at the local level) Kosovans clearly believe that their most urgent priorities can be best addressed by the level of government closest to them.

This finding was particularly evident in the case of public utilities, for which the division of competencies lacks clarity (see the discussion in Section 2.2.1). For example, 55% of Kosovans overall expressed a belief that electricity would function most effectively if managed at the local level. On the municipality level, this figure reached as high as 86% among respondents in Mitrovicë/Mitrovica, who asserted their belief that electricity could be best addressed by the local authorities.

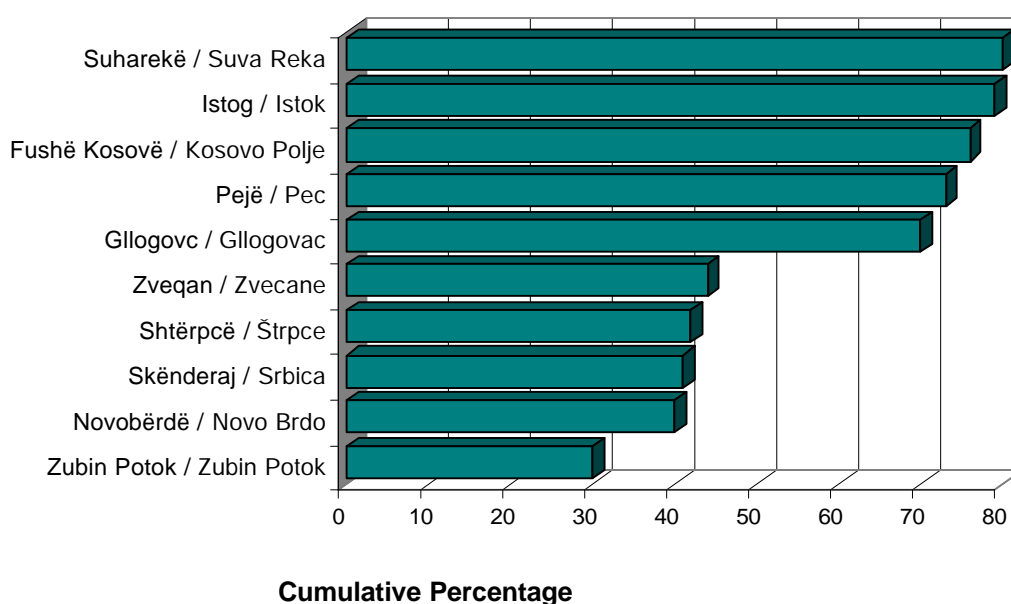
## 2.4.2 Underlying Variations

The highest percentage of people who said "Yes, the local authorities can solve the problems of my municipality" was in Suharekë/Suva Reka (80%); the lowest percentage was in Zubin Potok/Zubin Potok (30%). (See Figure 10) However, this finding must be viewed alongside the proportion of people who voluntarily offered the joint response.

***Residents of Suharekë/Suva Reka were the most confident in local government and residents of Zubin Potok/Zubin Potok were the least confident.***

**FIGURE 10:**

*Top 5 and Bottom 5 Municipalities in Terms of Confidence in the Local Authorities*



As discussed above, the sum of the affirmative responses and the voluntary joint responses is noteworthy because it hints at a potentially higher level of confidence in local government than may be obtained by looking only at the affirmative responses. For example, both Leposaviq/Leposavic and Gjakovë/Đakovica move up substantially in the ranking of "most confident municipalities" overall when affirmative responses and voluntary joint responses are combined: Leposaviq jumps from being the 20th to the 11th "most confident municipality", while Gjakovë/Đakovica rises from 19th to 7th.

The 10 municipalities displaying the least confidence in the local authorities were predominantly those with entirely Serb samples or significant Serb sub-samples. There were several noteworthy exceptions to this trend. Prishtinë/Priština, which had a Serb sub-sample, and Leposaviq/Leposavic, which comprised an entirely Serb sample, both recorded relatively high rates of confidence among respondents.

***The 10 municipalities expressing the least confidence in local authorities were mostly comprised of Serbian respondents.***

***In eight municipalities, 25% or more of respondents asserted that their municipal problems could only be solved centrally.***

Podujevë/Podujevo and Dragash/Dragaš were almost entirely comprised of Albanian respondents and had quite low levels of confidence in the local authorities. As a completely Serb municipality, Leposaviq/Leposavic itself represents a unique case on this issue. These findings underscore several important points about confidence in local government: first, that there are immense inter-municipality contrasts, and second, that these variances cannot simply be explained by assuming that members of each ethnic group have comparable perceptions.

There were eight municipalities in which 25% or more of the people asserted that their municipal problems could only be solved centrally. These were: Skënderaj/ Srbica (36%); Dragash/ Dragaš (35%); Kamenicë/ Kamenica (31%); Shtërpce/ Štrpce (31%); Lipjan/ Lipljan (30%); Novobërdë/ Novo Brdo (29%); Mitrovicë/ Mitrovica (27%); and Zvečan/ Zvecan (25%).

Each of these municipalities has a significant Serb population, except for Dragash/Dragaš, where only non-Serb minorities were in the sample, and Skënderaj/Srbica, where the sample was entirely Albanian. Indeed, when looking at the Kosovo-wide data broken down by ethnicity, 44% of Serbs and 36% of other minorities answered that problems can only be solved centrally compared with 18% of Albanians.

It cannot be denied that ethnicity is a significant dimension in understanding levels of confidence in local government. However, the Dragash/Dragaš and Skënderaj/Srbica cases show that inter-ethnic comparisons do not tell the whole story.

### ***2.4.3 Low expectations of a role for local government in economic development***

Kosovans seem to have a consistent vision as to the key problems they face and the role of their local government in addressing those problems. Although this vision is a good starting point, the Survey findings indicate that they do not see the potential for some of the overarching problems they identified to be at least partly addressed at the local level. This may be due to the fact that Kosovans do not have a clear understanding of the role of local government and its potential to serve them. A combination of the results on several questions bears this out.

***Even though a vast majority pinpointed unemployment as a key problem facing Kosovo, only 2% of respondents think it can be addressed at the municipal level.***

The majority of respondents stated that unemployment is the most important problem facing Kosovo today. In addition, the majority of respondents stated that unemployment is likewise the most important problem facing their own municipality. However, when asked "which services or areas of activity in your municipality do you think should be addressed most urgently," less than 4% of respondents mentioned unemployment and less than 2% mentioned economy/development. Moreover, when asked "which three public services can function more effectively if the prime decision-making and resources for this are given to your local municipal authorities" no more than 2% of respondents mentioned unemployment or economy/development.

These results suggest that citizens surprisingly do not see much if any role for local government in economic development. This finding warrants careful further analysis. Elsewhere, local government has played and continues to play a vital role in this sphere. Clearly, Kosovans must be better informed about the role of local government and the extent to which they can expect a certain level of service and accountability in having their problems and their priorities addressed.

## 2.5 Low Willingness to Engage in Civic Life

Voting and volunteering, writing to the local media and attending community forums: these are only a handful of the opportunities citizens in democratic societies have to engage in civic life. How do the people of Kosovo feel about participating in these ways, both in terms of offering their input to decision-makers and in terms of volunteering for the greater civic good? Do they think the mechanisms for public participation at their disposal can be effective in making change in their municipality?

A principal goal of strengthening local government is to bring decision-making and services closer to the public. Not only should this increase responsiveness to clients, it should also make public policies more accessible to client input. Expanded client input will foster an environment of partnership between service provider and client, and a clearer sense of the "public good".

Effective local government ought to be able to harness the energies and engagement of its people to work together towards common priorities and needs.

In this regard, the Survey inquired about respondents' perceptions of the effectiveness of various mechanisms for public participation<sup>6</sup> to make change in the social life of their municipality, respondents' willingness to work voluntarily in several spheres of public life, and their willingness to pay an additional tax to improve the quality of certain services. The data suggest a rather low willingness across Kosovo to engage in public life.

***Are Kosovans motivated to participate in local governance? The low degree of willingness discovered by the survey may indicate alienation of the people from their government.***

### 2.5.1 Overall Trends

Albanian respondents displayed more overall confidence in public participation mechanisms than did other ethnic groups. All Kosovans register a rather low level of willingness to work voluntarily in various spheres of public life. However, a vast majority of respondents also showed a great willingness to pay a municipal tax in order to improve the quality of certain services.

Overall, respondents rated the media as being very effective (rating of 50-62<sup>7</sup>) in influencing civic life in their municipality. Regarding other public participation mechanisms, Albanian respondents seemed to believe that they are more effective than did respondents from other ethnic groups.

A markedly low percentage of respondents exhibited willingness to work voluntarily in various spheres of public life. (See Annex I, 8.0 Willingness to work voluntarily and 8.1-8.14 Willingness to work voluntarily in various spheres) Respondents were asked about several different spheres such as women's rights, environmental protection, charity, and ethnic tolerance, and they were allowed to mention as many options as they wished. The highest percentages were recorded for care for the disabled, crime prevention, healthcare, and education, though no more than 31% of respondents were willing to work on any of these issues. This may be partially explained by the fact that some

<sup>6</sup> The mechanisms for public participation under inquiry were: use of the media, voluntary work in organizations/committees, personal contact with municipal government/assembly, attending discussion meetings, and participation in public protests.

<sup>7</sup> This rating was also averaged on a scale of from 100 to -100.

***Respondents indicated a significant willingness to pay a municipal tax in order to improve the quality of various services***

respondents mentioned that they simply do not have the time or the ability to work voluntarily in their community because they are preoccupied with generating income and caring for their families. Whatever the reason, these results point to a general unwillingness among Kosovans to contribute to improving their communities through volunteer work.

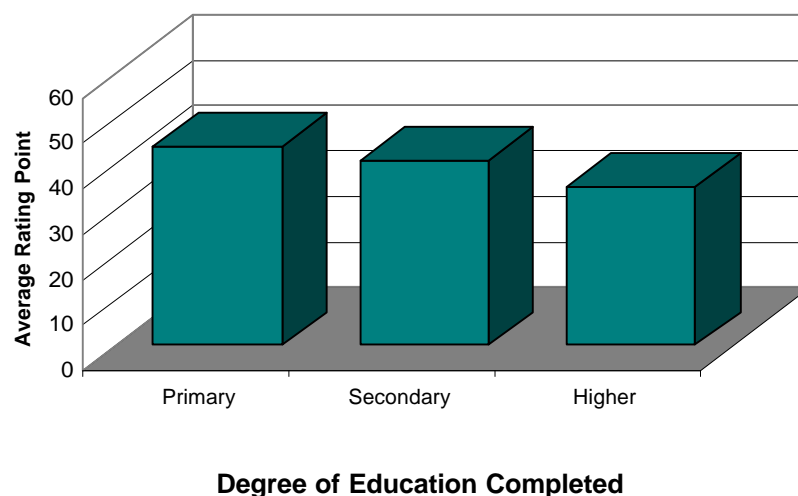
In striking contrast to the results above, respondents indicated a significant willingness to pay a municipal tax in order to improve the quality of various services. This generally positive sentiment regarding taxes is notable despite some comments pointing out the obvious difficulty of paying more taxes when so many face unemployment.

## 2.5.2 Underlying Variations

The findings regarding public participation were mostly consistent across the population. However, one notable variation that arose was that perceptions concerning the effectiveness of public participation mechanisms appeared to decline as the respondent's education level increased. That is, respondents with the highest levels of education seem to be the most pessimistic or disillusioned about the effectiveness of basic mechanisms for public participation. (See Figure 11)

**FIGURE 11:**

*Average of Perceptions of the Effectiveness of Public Participation Mechanisms, Disaggregated by Education Level*



This finding does not bode well for the development of a modern, participatory democratic society in Kosovo. The most educated among a population are commonly the leaders and trendsetters. Their disillusionment is likely to filter through the population quite quickly.

Compounding this, the confusion surrounding responsibility and accountability (discussed in Section 2.2 above) act as a significant disincentive for Kosovans to pursue avenues of civic engagement—because they do not know where to direct their concerns or whether any authority is likely to respond.

## 3.0 Conclusions and Recommendations

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UNDP's Local Authorities and Public Services Survey assessed the views of an ample cross-section of Kosovans towards local government and public service delivery. In evaluating the perceptions, priorities, and concerns of some 6,000 respondents, certain key areas that must be addressed come sharply into focus.

The Survey findings have presented a clear image of Kosovo: the broad mosaic of the macro picture illuminates common concerns, desires, and goals across boundaries of ethnicity, municipality, income level and many other demographic factors. However, the tiles that comprise the mosaic show that there is diversity underlying the big picture: supporting the case for local solutions to the broad spectrum of municipal needs is the best way to enhance the overall picture.

The main conclusions from the Survey are followed by recommendations to be considered in the policy debate on decentralization and local government in Kosovo.

***The chief benchmark of local government reform must be the satisfaction of those being served.***

### 3.1 Quality and Transparency

Strong local governments should enhance government's ability to better serve constituents by moving services as close to the people as possible. A better system of evaluating peoples' satisfaction with services and the authorities that manage them should be a key tool at all Kosovans' disposal for holding their local government accountable and for adjusting policies and procedures.

The findings of the Survey indicated wide disparities in satisfaction for several services among the 30 municipalities in Kosovo. This highlights pockets of poor performance, or lack of resources, and/or barriers to accessing these services. Ultimately, these findings reinforce the argument for strengthening local government: clearly, Kosovo's 30 municipalities and their diverse composition would benefit from tailored local strategies.

***A close inquiry into Kosovan public opinion is the first step toward understanding where deficiencies lie, both in terms of actual***

#### **Recommendation**

As part of any local government reform strategy, it would be useful to establish publicly acknowledged quality requirements and standards at the local level to assure superior service provision and equal treatment for all community members. Such a tool would be a useful baseline for local administrations to measure their progress and for the public to have the information they need to hold their local authorities accountable.

In addition, accountability devices could be introduced to ensure that the public has a better understanding of their local government policy and is given the knowledge base to exercise more influence over service planning and delivery. The first step could be to assist each local government in formulating a clear agenda for action and to publicize

this in the form of a mission statement specifying policy objectives and target outputs. This initiative would help to bolster the public's understanding of local government policy and provide them with a yardstick by which the performance of their own local government could be judged.

### 3.2 Clarity

***If local governments aim to be truly responsive to their constituents, Kosovans must know where to turn: accessible channels for communicating with authorities, and an understanding of which ones to approach about which issues, are essential.***

The confusion that emerged with regard to accountability in the data should be a major concern for Kosovan and international authorities. There are clearly too many lines of accountability, too many centres of power, and a clear shortage of information among the general public about where they should turn to have their needs addressed. Clarity on the roles of different levels of government, and the accountability that goes hand in hand with it, are a fundamental issue in all democracies, but especially in a nascent democracy such as Kosovo.

If the people do not know which authority to hold accountable they have no recourse for complaints. When people face barriers or obstacles to accessing vital services, they do not know where or who to lobby for improving equal opportunity and access. And, when they are satisfied with the provision of a certain service, they do not know to which authority credit is due.

An electorate's ability to employ their vote as an instrument for expressing approval or disapproval of their elected officials is hampered when they do not know what to hold these officials accountable for. Clear lines of accountability are, therefore, essential to consolidate democracy. Confused lines of accountability create inefficiencies, and are more at risk of corruption and lack of transparency.

This problem is not simply due to a lack of public information: the relationship and the division of competencies between the municipal and central governments are unclear. In many cases local governments cannot address peoples' needs because they are stymied by contradictory regulations and/or a lack of resources.

For example, the findings showed that a majority of the Survey respondents hold their local authorities responsible for the provision of public utilities. In fact, the local authorities in Kosovo do not have clearly defined competencies for these services. (See Section 2.2.1) Without clarifying their responsibilities-for themselves as well as for their constituents-it will be extremely difficult for local governments to meet their peoples' expectations. A comprehensive review of the division of responsibilities, service by service, is urgently needed to bring clarity in this area. Since local governance also incorporates Non Governmental Organisations (NGOs), Community Based Organisations (CBOs) and private firms, the specific roles and responsibilities of these entities must also be clarified.

It is equally important to raise Kosovans' awareness of whom they ought to hold accountable for what. It is not sufficient for the central and local governments to say they want to know peoples' needs and priorities; they must make accessible to Kosovans an understanding of how and to whom they should voice their concerns. This will ultimately result in a public that is aware of what their local government can and should do for them. This is essential to improve the quality of



local governance whilst ensuring superior service from public officials.

### **Recommendation**

A crucial first step in developing a local government reform strategy for Kosovo is to explore the legal framework of all Kosovo's governing bodies and to identify the sources for overlap, duplication, and overall confusion in the functions performed by different centres of power. A comprehensive and thoughtful refinement of Kosovo's legal governance framework is essential to ensure favourable initial conditions for reform efforts.

Further research is also urgently needed to map out a complete picture of who is actually doing what in the different municipalities, and whether the current arrangement is serving the ultimate goal of bringing Kosovo's government closer to its people. Situation assessments like this, at the local level, could also consider the possibility of partnerships (public, private and civic) for future service delivery. This additional research would serve as a valuable complement to the findings of *The Kosovo Mosaic*, which point to peoples' perceptions of the current situation.

### **3.3 Prioritization**

The *Kosovo Mosaic* illustrates that Kosovans have a great deal of faith in their local governments. This is an important asset because it indicates a willingness to cooperate with local authorities, a critical prerequisite as Kosovo embarks on a path towards further strengthening of local government. This confidence also paves the way for engaging all stakeholders in a local government reform strategy. But this confidence cannot be taken for granted. Local authorities must respond rapidly to the priorities identified by their constituents, otherwise peoples' confidence will surely erode.

The Survey findings display a clear consistency regarding the top problems identified by the population: Regardless of ethnic community or geographic location, Kosovans are overwhelmingly concerned about unemployment and electricity. Even if the competencies for these areas are ultimately shared between local and central authorities, local government must make them a priority, as their importance has been pinpointed unequivocally by all of their constituencies.

### **Recommendation**

It is essential to build on the high confidence in local government among Kosovans, and to ensure that any reform strategy actually addresses the problems and priorities the people have identified. The Survey findings clearly show that people across all of Kosovo are uniformly concerned about unemployment and public utilities. These must be prioritized in the policy debate.

Additionally, the Survey results demonstrate that the role of local government in addressing unemployment and economic development must be better defined with reference to the centre. Local government ought to be encouraged to engage in economic development planning

***The public services that top the list of priorities are the same ones Kosovans believe could best be managed locally: as clear an endorsement as any for strengthening key areas of local government.***

for their municipalities. Granted, this must be undertaken in harmony with economic strategies at the centre, but it is the job of the local authorities to ensure that such projects are in line with the needs and demands of their municipalities.

In terms of connecting these strategies directly to constituents, all Kosovans should be made aware of their local government's role in economic development and the extent to which they are entitled to engage in this process.

### ***3.4 Inclusion and Participation***

One of the primary reasons that local governance is so commonly celebrated in development circles is that it at least theoretically provides greater opportunity for beneficiaries to participate in, and shape, local decision-making. However, engagement is a two-way street. It necessitates a real willingness by both the authorities and the public they serve to engage with one another in strategic planning, setting priorities, and finally holding each other to account for the results.

Overall, the Survey discovered that Kosovans appear to be only moderately willing to engage in civic life. This ought to be a matter of concern to policy makers as well as to Kosovo's local authorities. This lack of willingness may reflect, at worst, that the public feels alienated from local government. At best, it suggests that local government will have to do considerably more to be seen as responsive to the public's needs and to identify and promote opportunities for them to participate in the life of their municipality. In addition, good local governance will depend upon healthy partnerships between the municipal authorities and other actors such as NGOs, CBOs and the private sector.

### ***Recommendation***

Steps should be taken to draw the public in so they can help shape the local government reform process in Kosovo. This may mean enhancing mechanisms for civic engagement, making them more accessible, or making the public more aware of their existence and potential.

In keeping with this, public information campaigns are essential. Comprehensive, broadly accessible efforts should be made to raise public awareness of their roles and responsibilities as stakeholders in local government, and of the need for their input in the process of reform. For many Kosovans accustomed to rigid central planning, this is still a new and untried experience. Therefore, much of what is needed is simply more and better information disseminated to the Kosovan people about what they should expect-and also what is expected of them, in the work of their local government. In addition, municipal authorities should ensure constant dialogue with NGOs, CBOs and the private sector.

### ***3.5 Support from the Centre***

The top six priorities identified by Kosovans (electricity, primary health-care, road maintenance, rubbish collection, water supply and sewage and sanitation) were the same as those that respondents thought could function most effectively if the prime decision-making and resources for

them are given to local authorities. This clearly indicates that Kosovans have high expectations as to what their local government can deliver. In order to meet these expectations, Kosovo's local authorities will need both financial and human resource support from the central government.

## ***Recommendation***

A successful local government reform strategy is neither an alternative to, nor a process of phasing out, effective central government. In most cases, attaining an appropriate balance of centralized and localized authority is the key to effective and efficient government.

Central government should be committed to providing support for local government reform. Through training and capacity building, by making technical support for service delivery improvement available, and by providing a blueprint of systems and regulatory frameworks that support municipal delivery, a constructive bond between central and local authorities can be forged. Such capacity building is essential in order for local government to properly meet the expectations of their clients. In order to be successful, the centre should likewise support local governments financially so that they have the economic resources necessary to meet the needs of their constituents.

\* \* \*

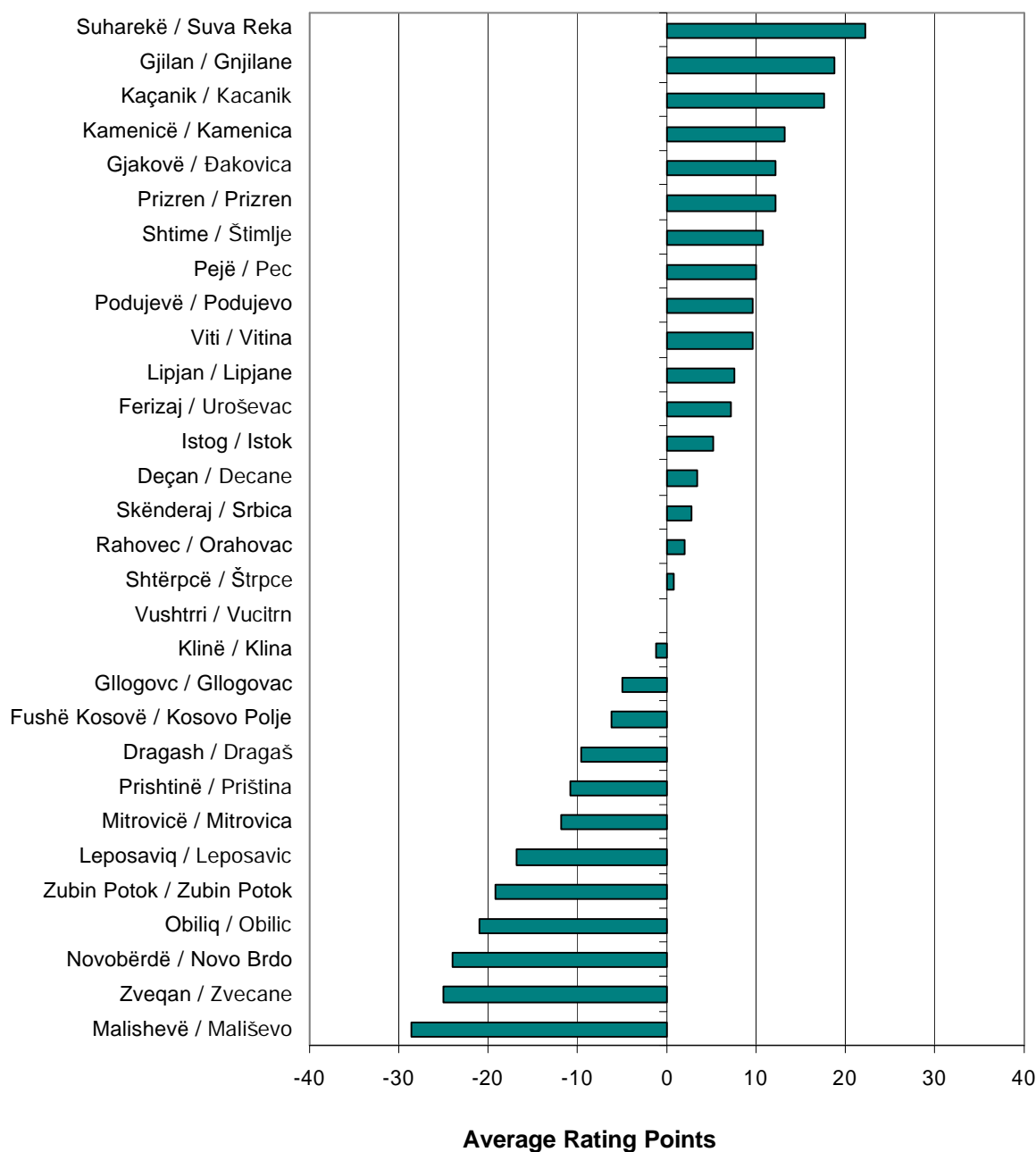
The findings of this Survey will hopefully contribute to the debate on decentralization in Kosovo as it provides an extremely rich body of data due to the substantial sample size.

The ability to disaggregate this data to the municipal level is a crucial tool for measuring progress and for identifying ways to improve service delivery. Key trends have been extracted and analyzed in this report, but Kosovo's policy-makers and public administrators now have a baseline of data at their fingertips to mine further as they see fit.

Taken together, the Local Authorities and Public Services Survey and The *Kosovo Mosaic* point to critical issues and priorities for local government reform identified by the people of Kosovo. As recipients of government services and stakeholders in the development of Kosovo's governing structures, their views are an essential part of the debate about decentralization. With this report and its wealth of associated data, all the players in the civic life of Kosovo, policymakers to public administrators, media representatives to the Kosovan public can work together toward dynamic, enduring local government reform.

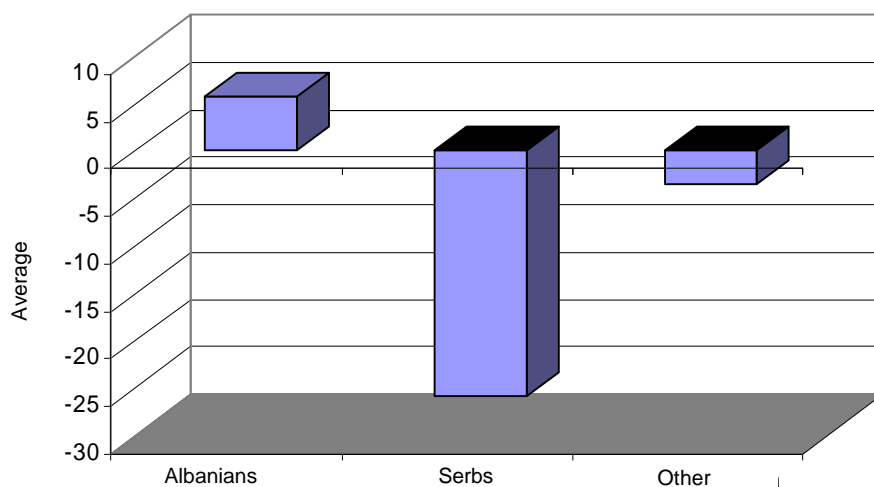
## Annex I - Report Cards

### 1.1 Satisfaction with services

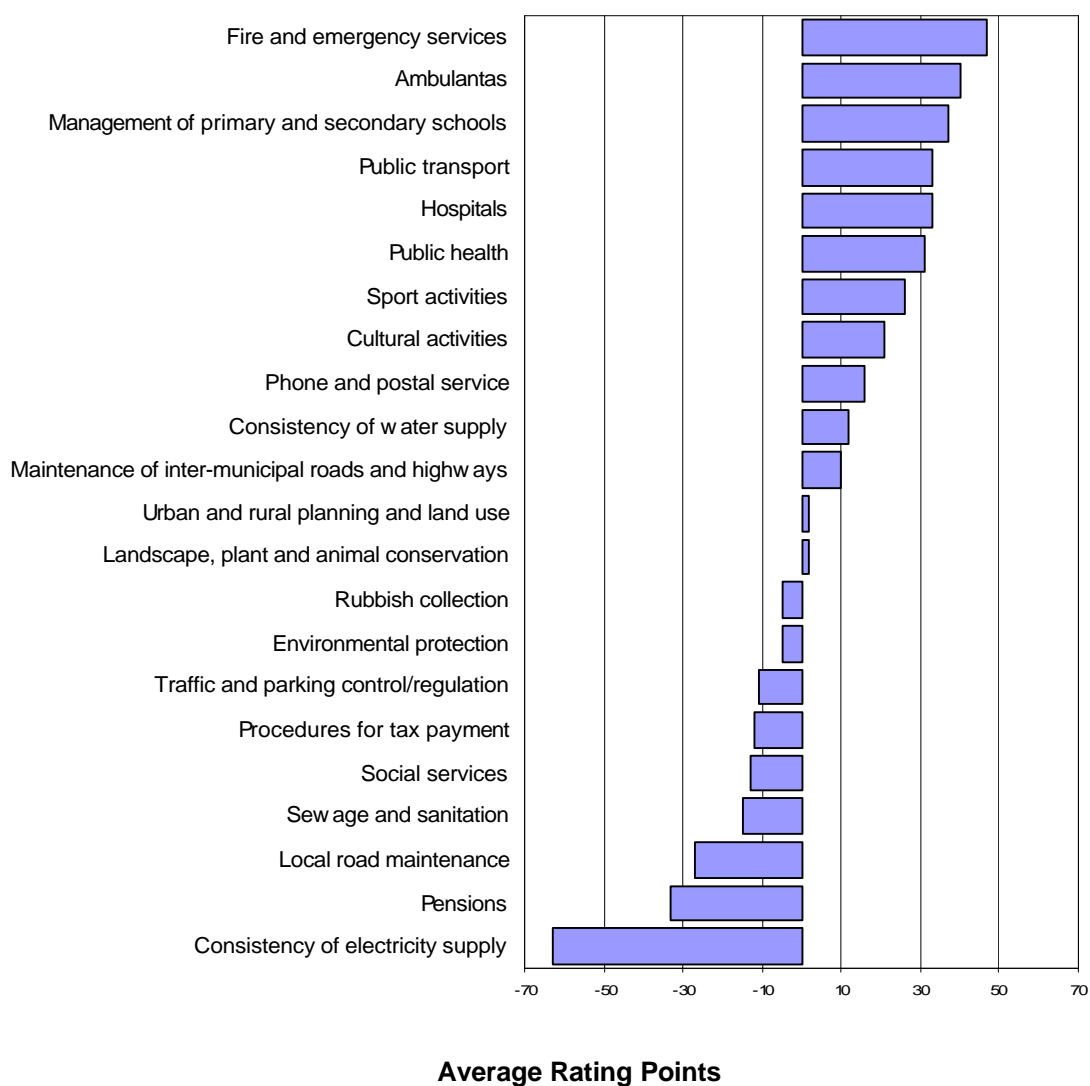


Respondents were asked to rate these services on a scale from 1-4, where 1=very satisfied, 2=somewhat satisfied, 3=somewhat dissatisfied and 4=very dissatisfied. For the purposes of a more robust analysis, these responses were averaged and placed on a scale from -100 to 100. This scale makes it possible to observe greater variation between responses.

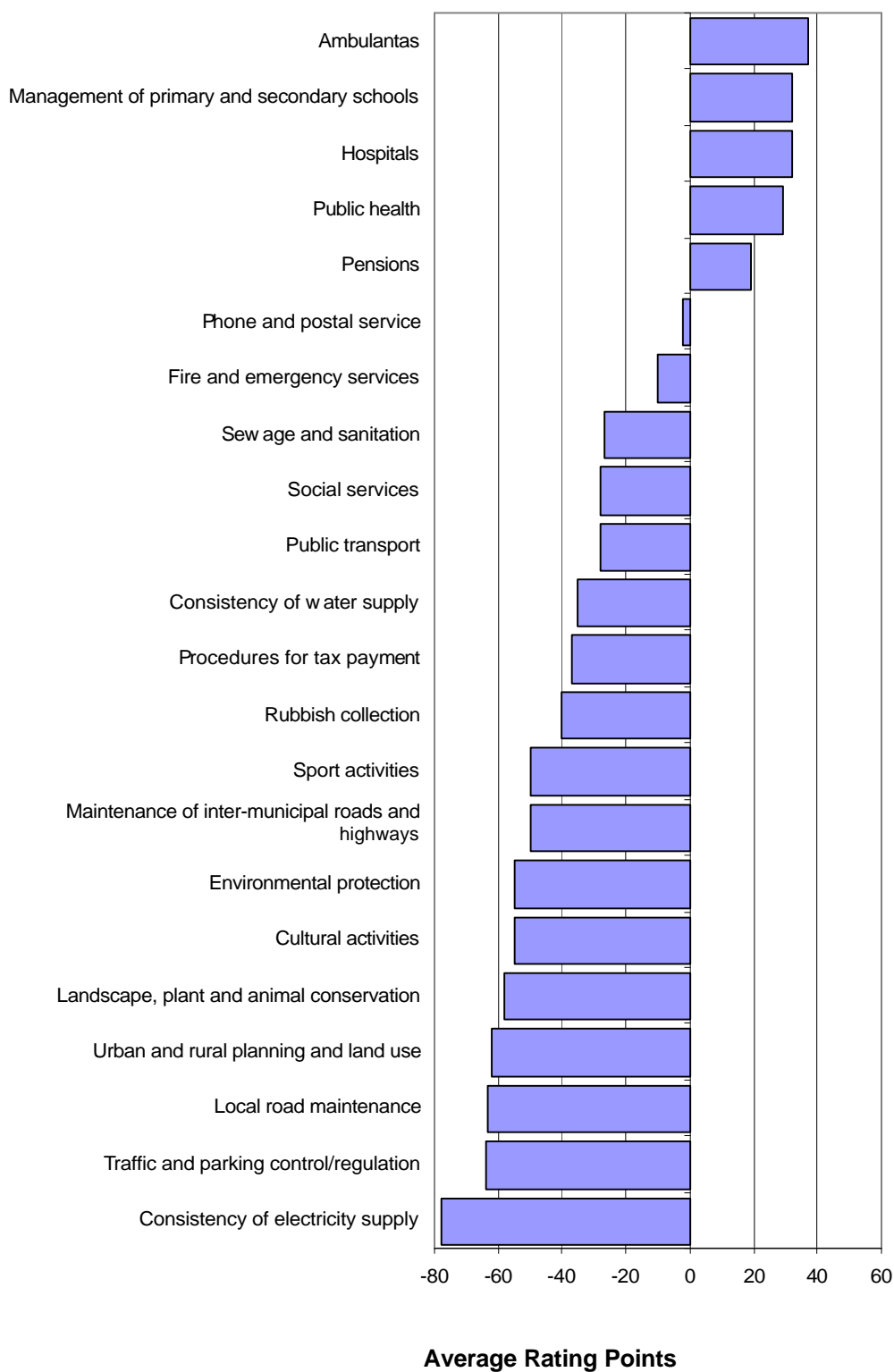
## 1.2 Overall satisfaction with services by ethnicity



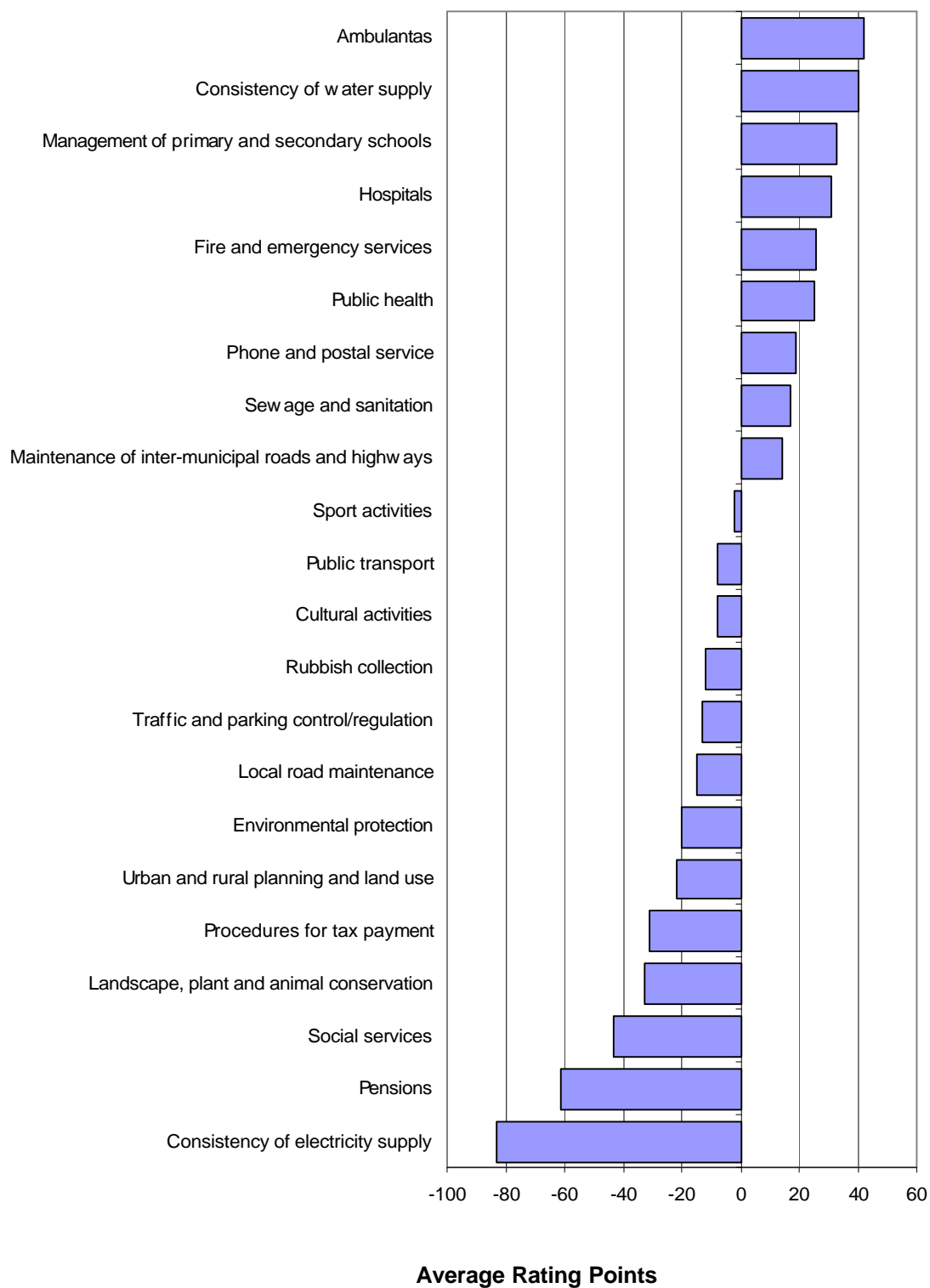
## 1.3 Ranking services in terms of satisfaction by Albanian respondents



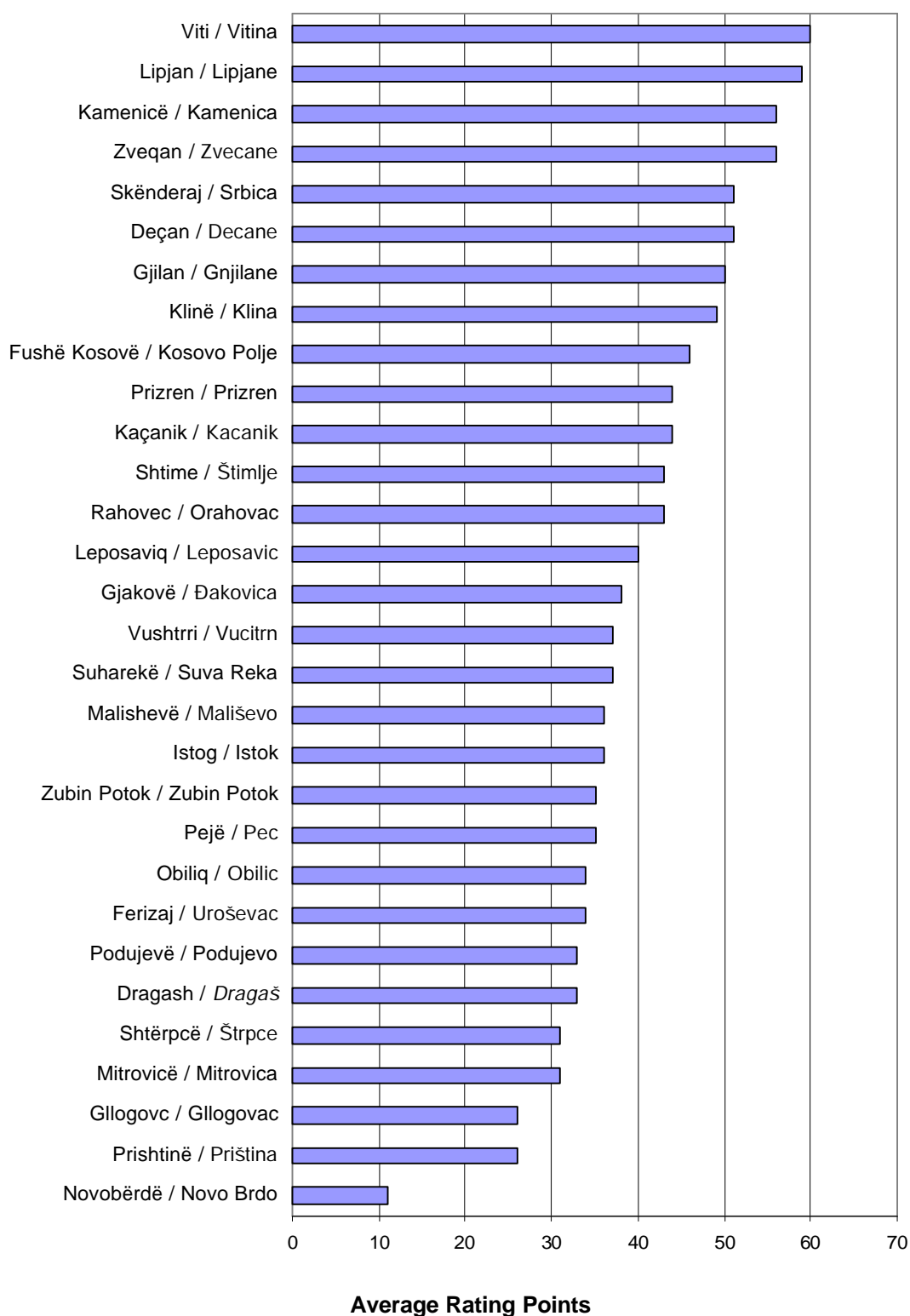
### 1.4 Ranking of services in terms of satisfaction by Serb respondents



### ***1.5 Ranking of services in terms of satisfaction by respondents from other communities***

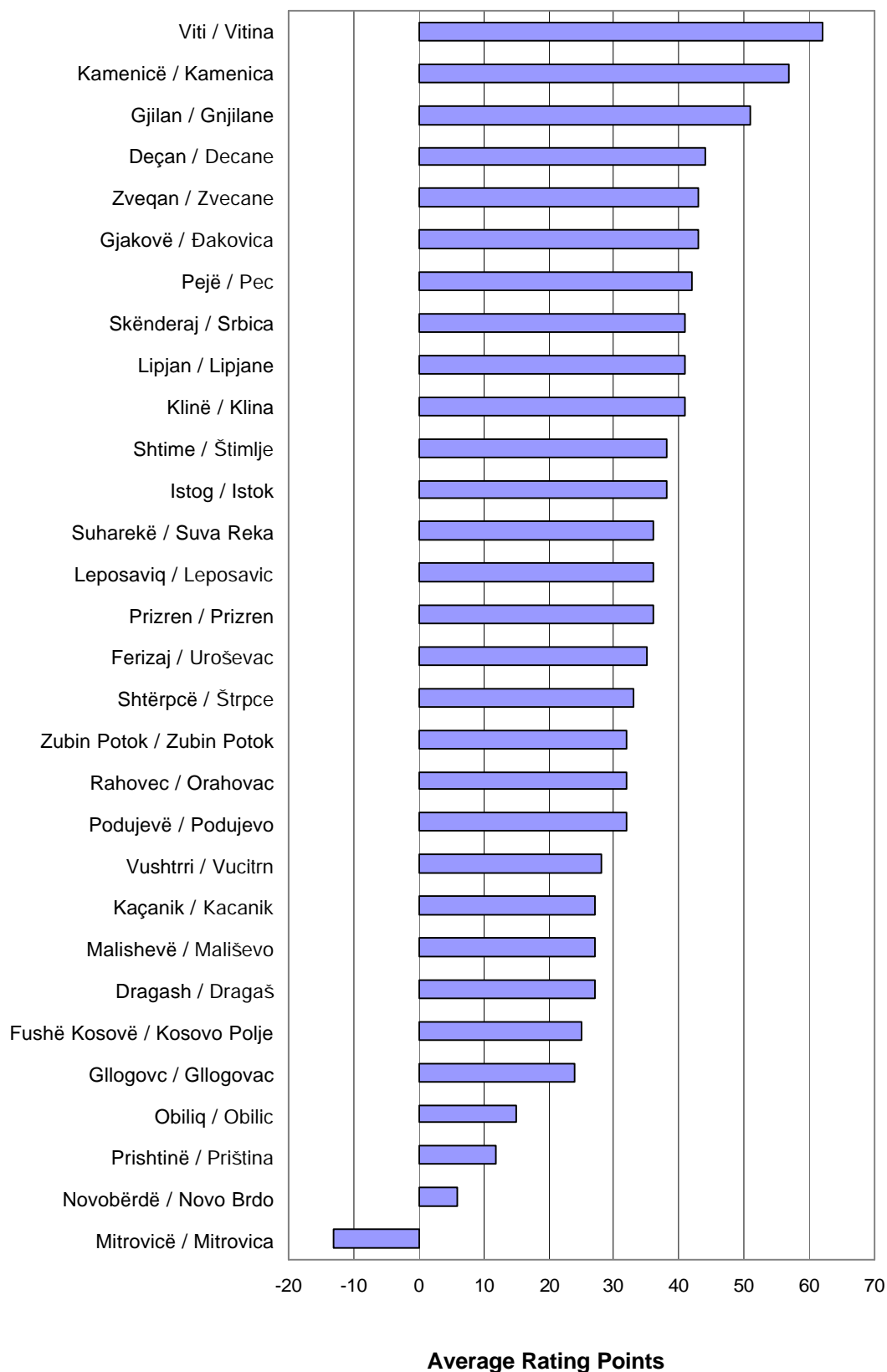


## 1.6 Satisfaction with ambulantas

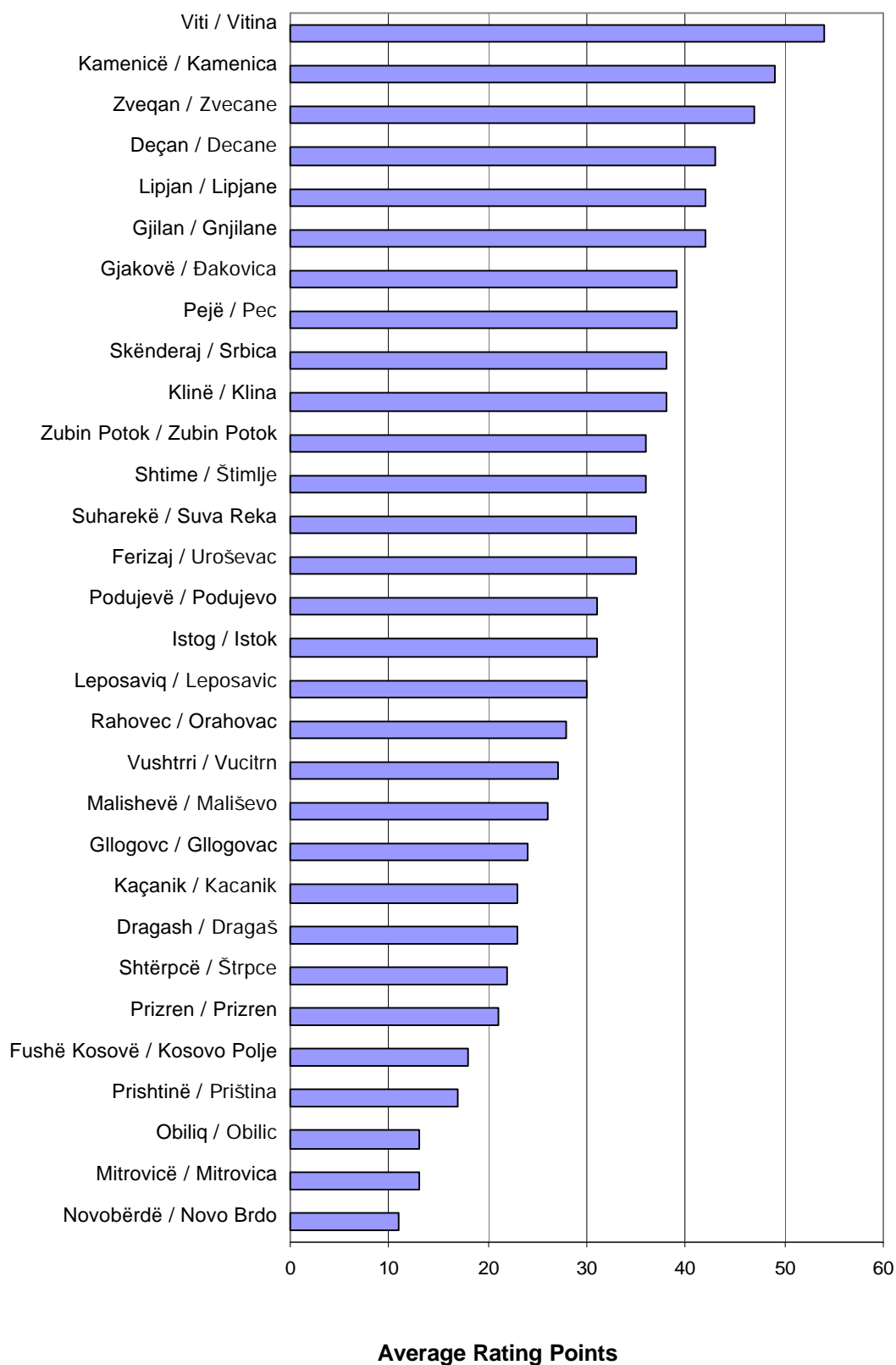




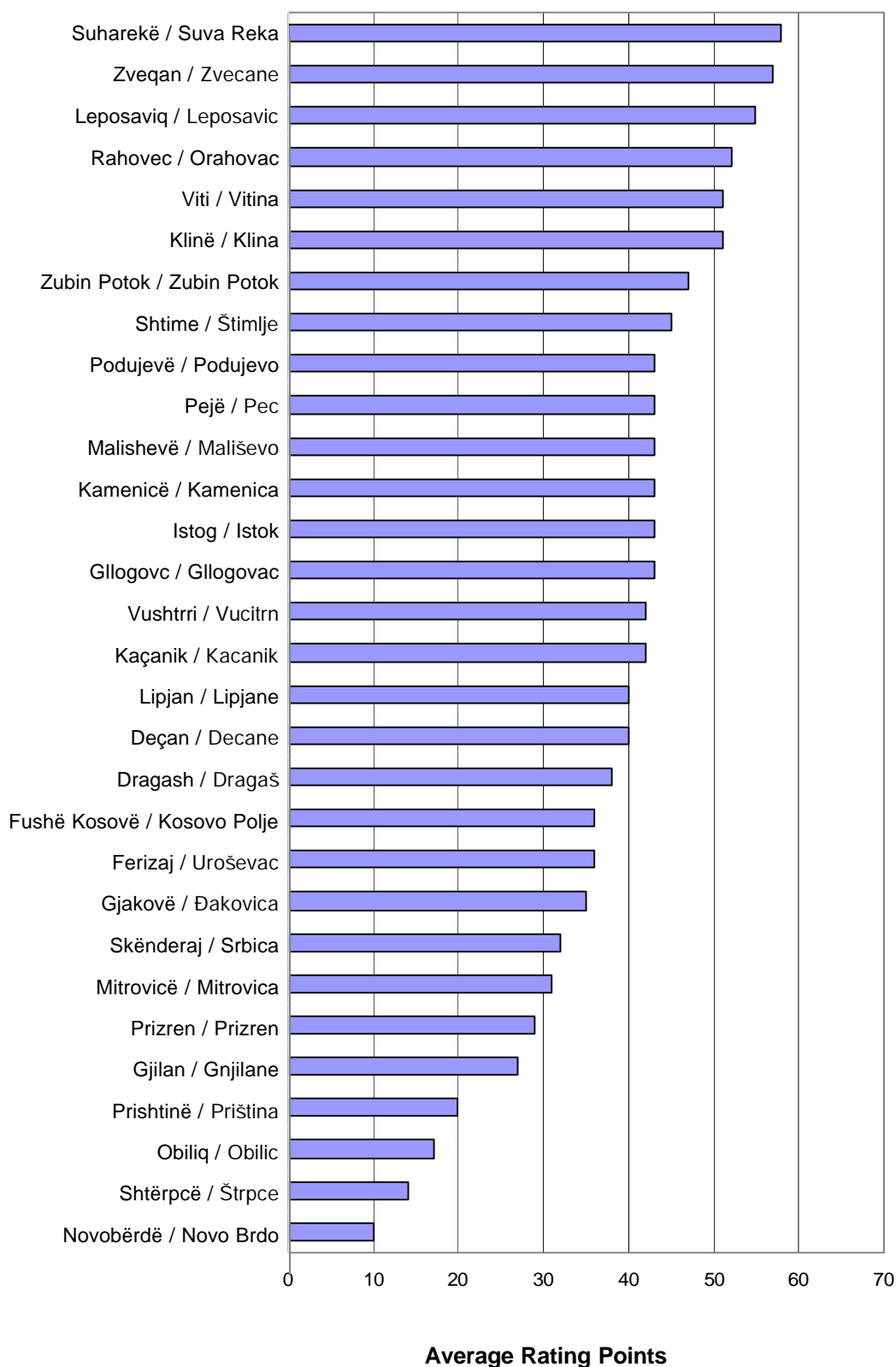
## 1.7 Satisfaction with hospitals



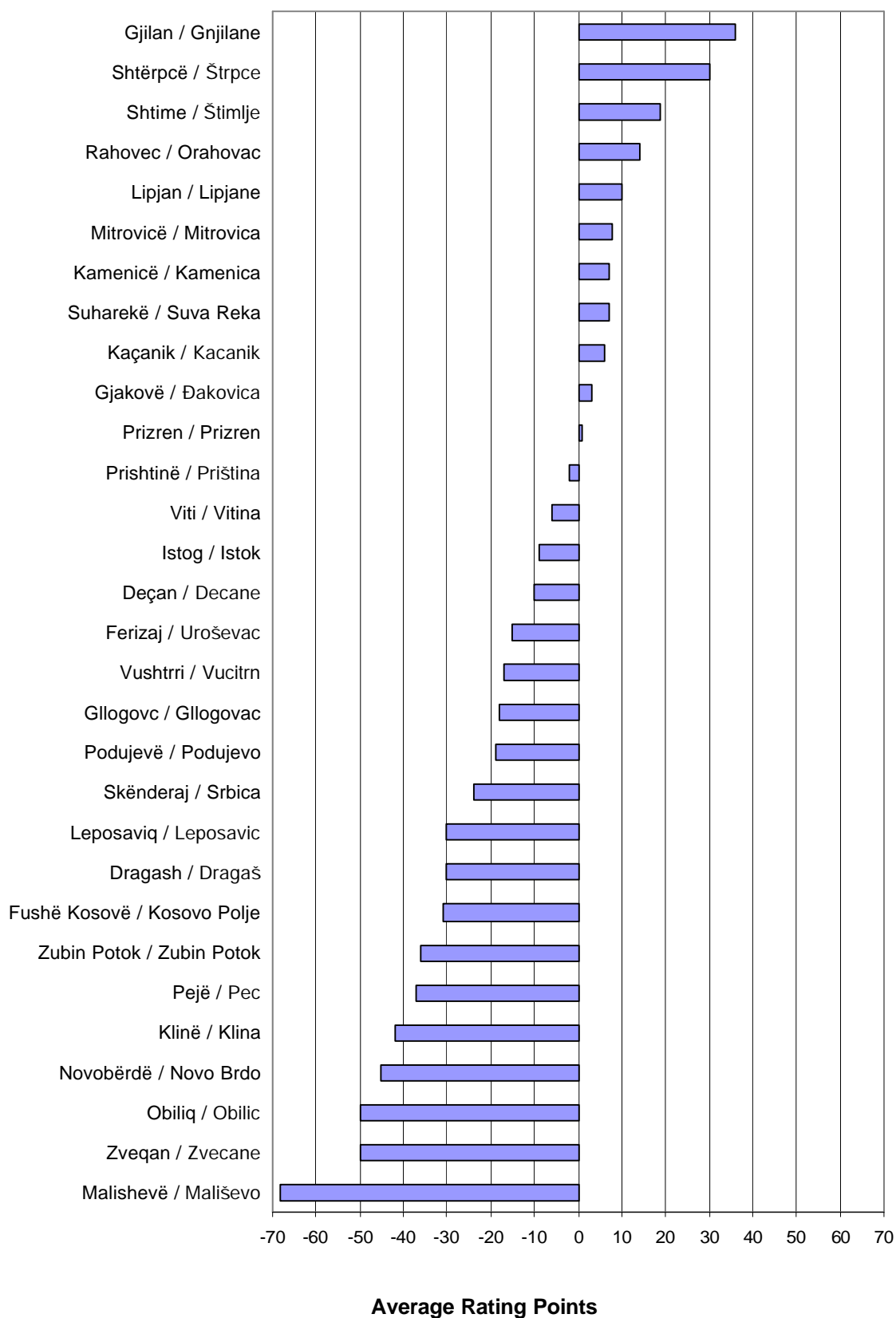
## 1.8 Satisfaction with public health



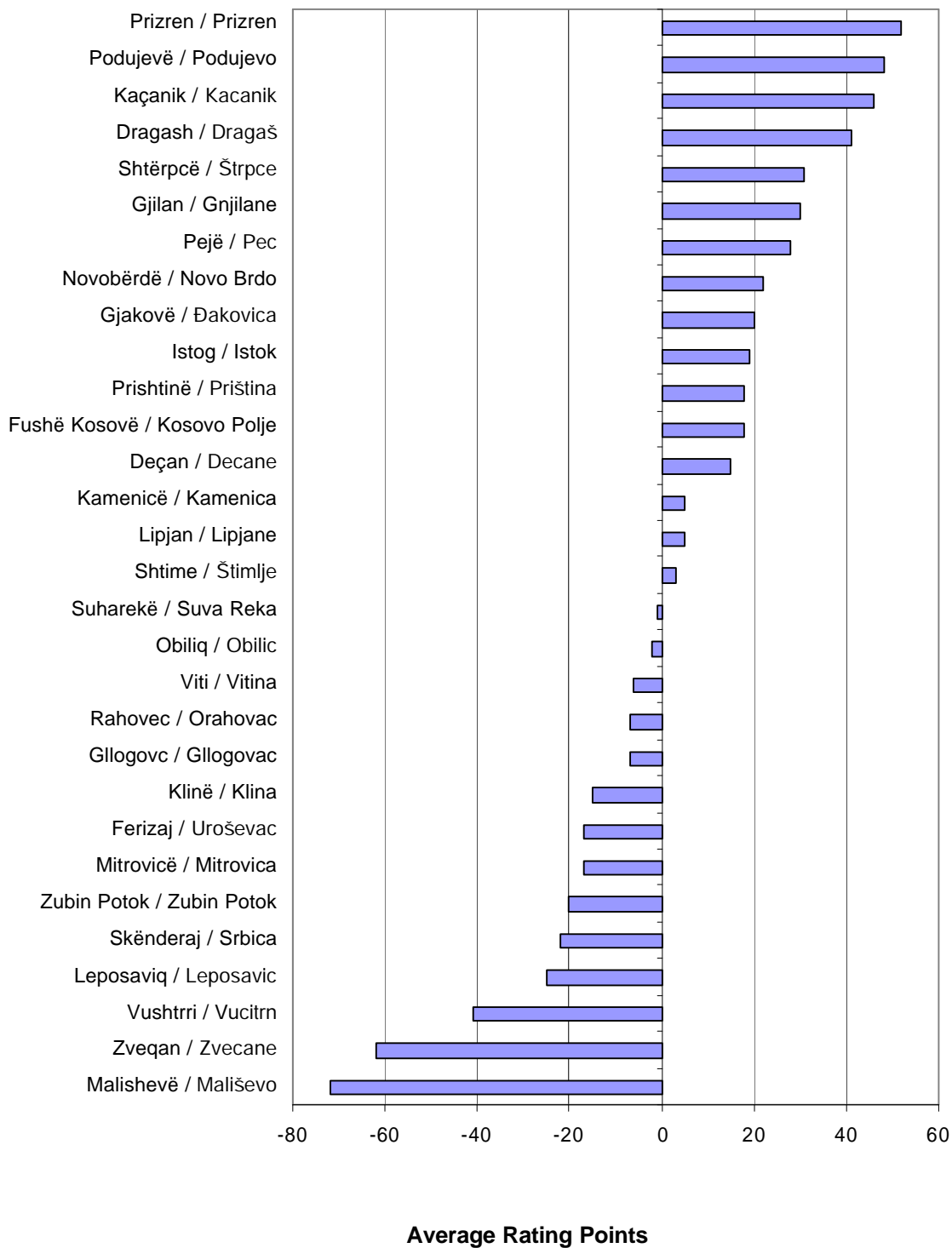
## 1.9 Satisfaction with management of primary and secondary schools



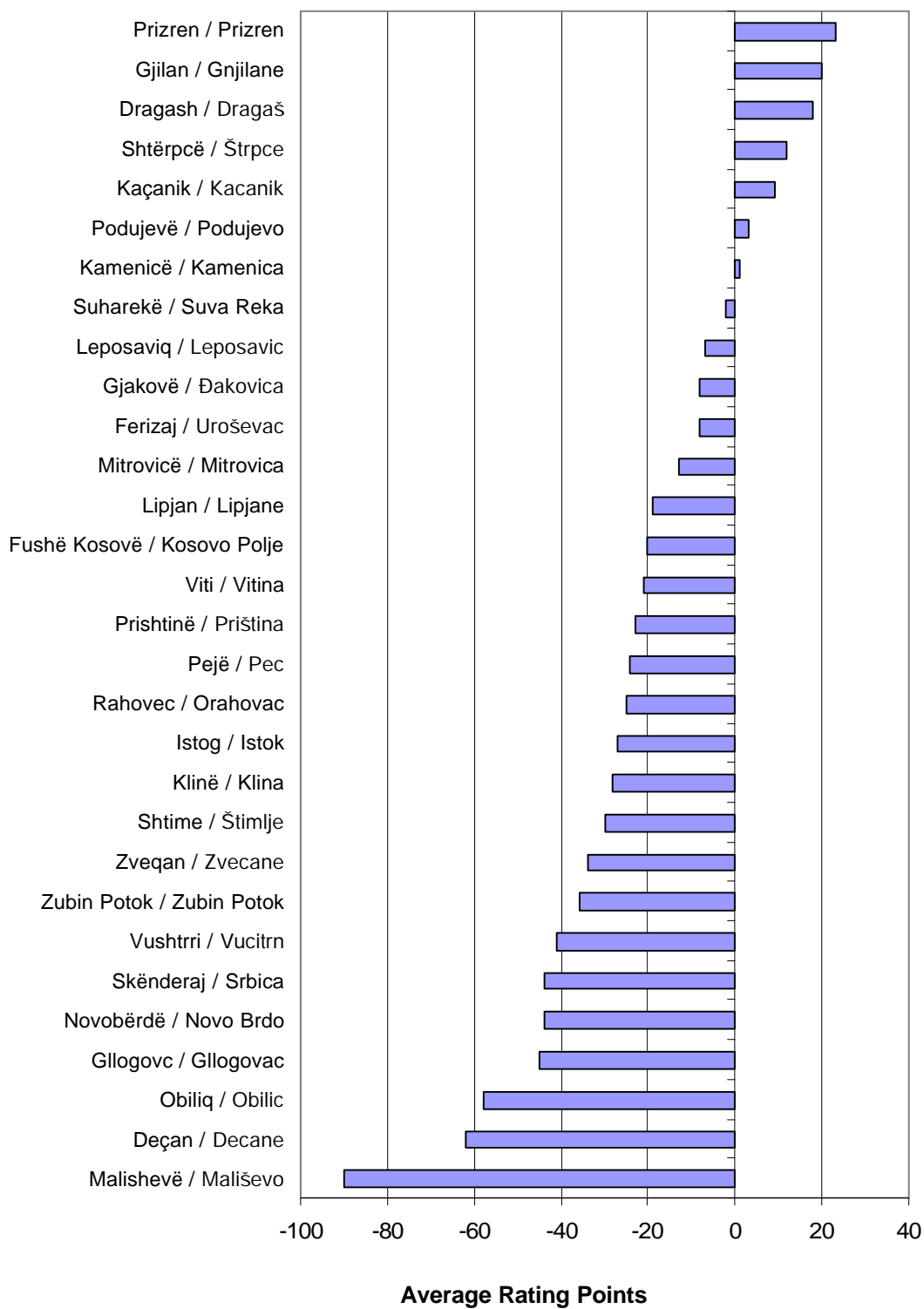
### 1.10 Satisfaction with rubbish collection



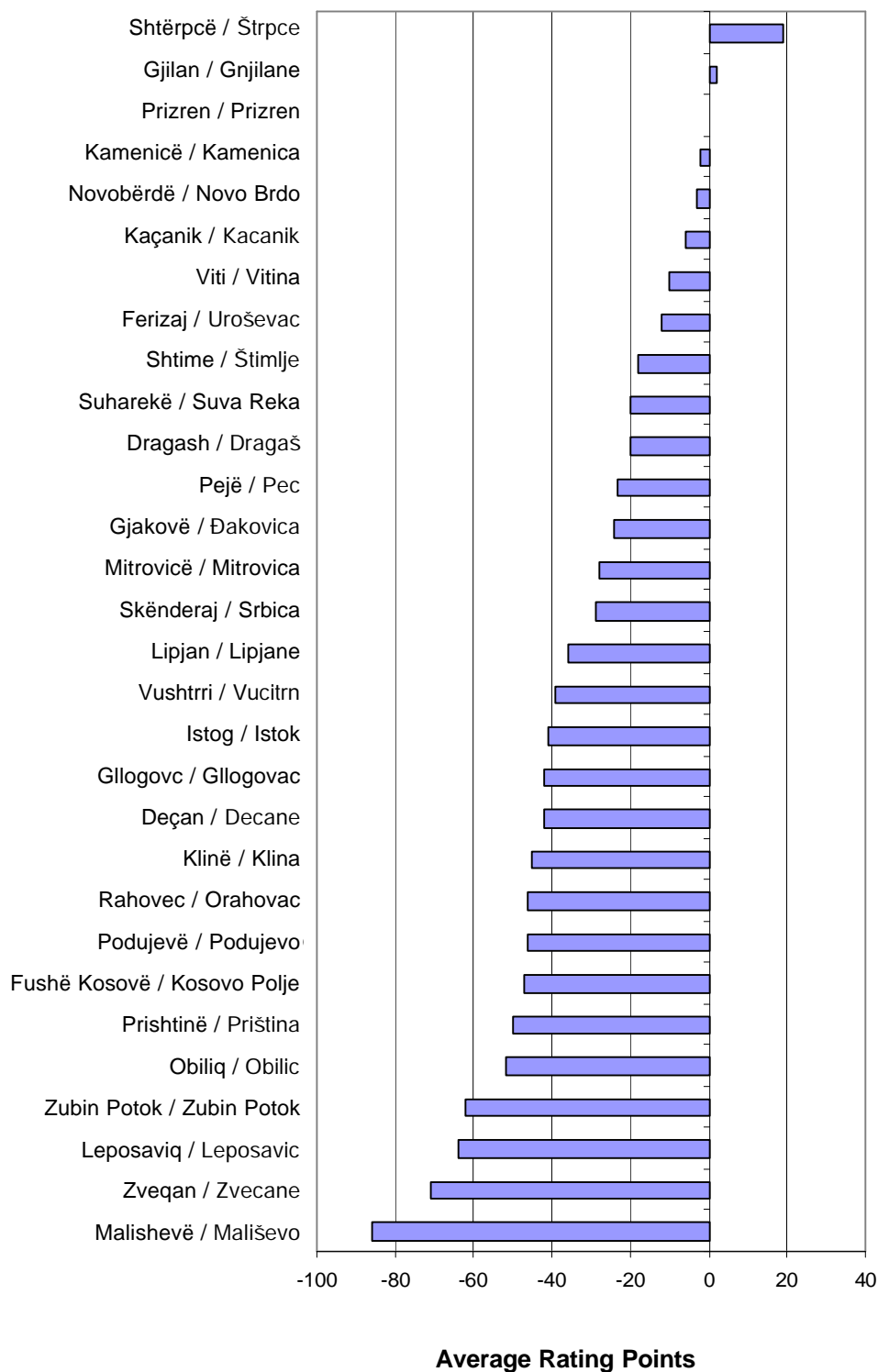
### 1.11 Satisfaction with consistency of the water supply



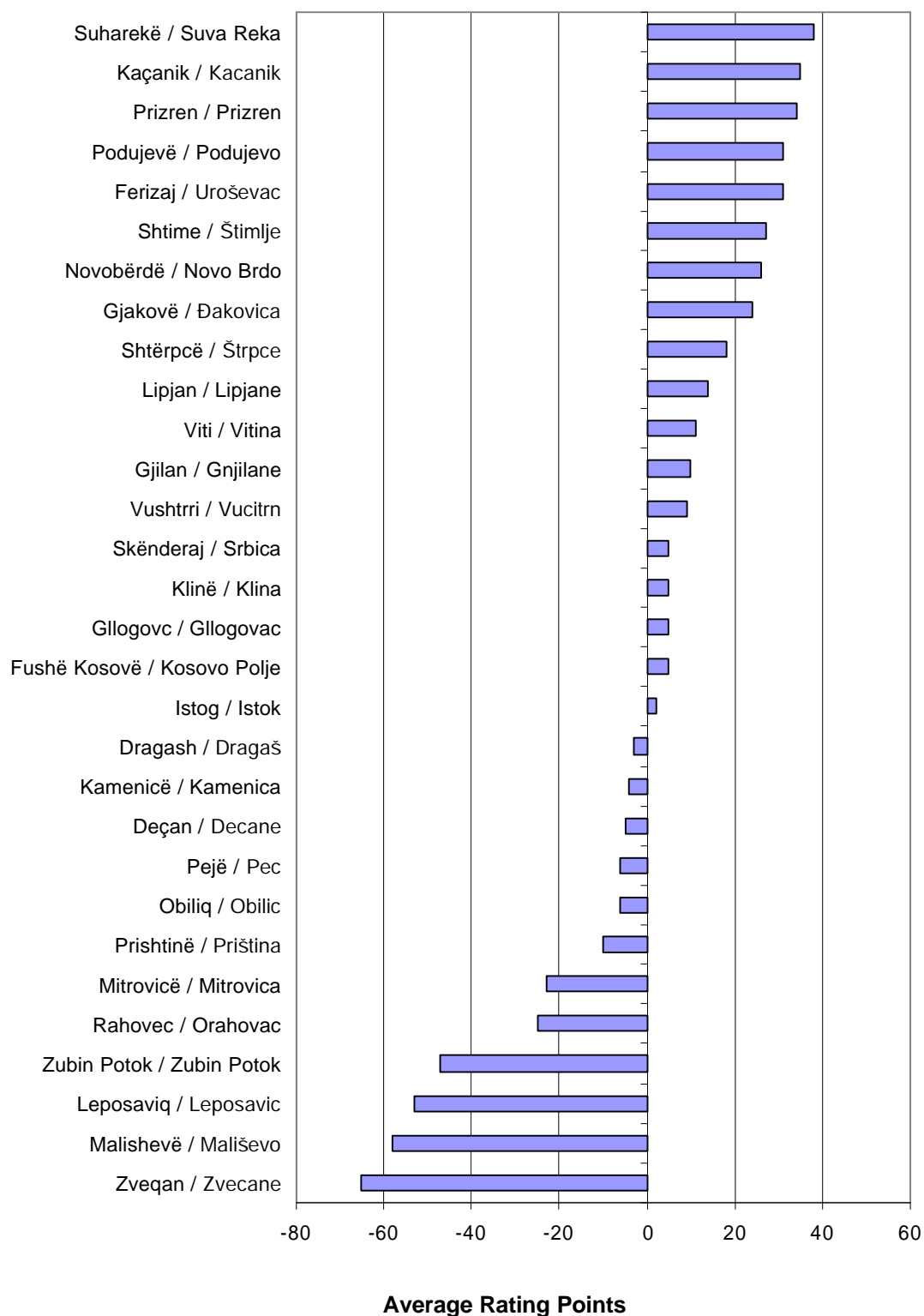
## 1.12 Satisfaction with sewage and sanitation services



### 1.13 Satisfaction with local road maintenance

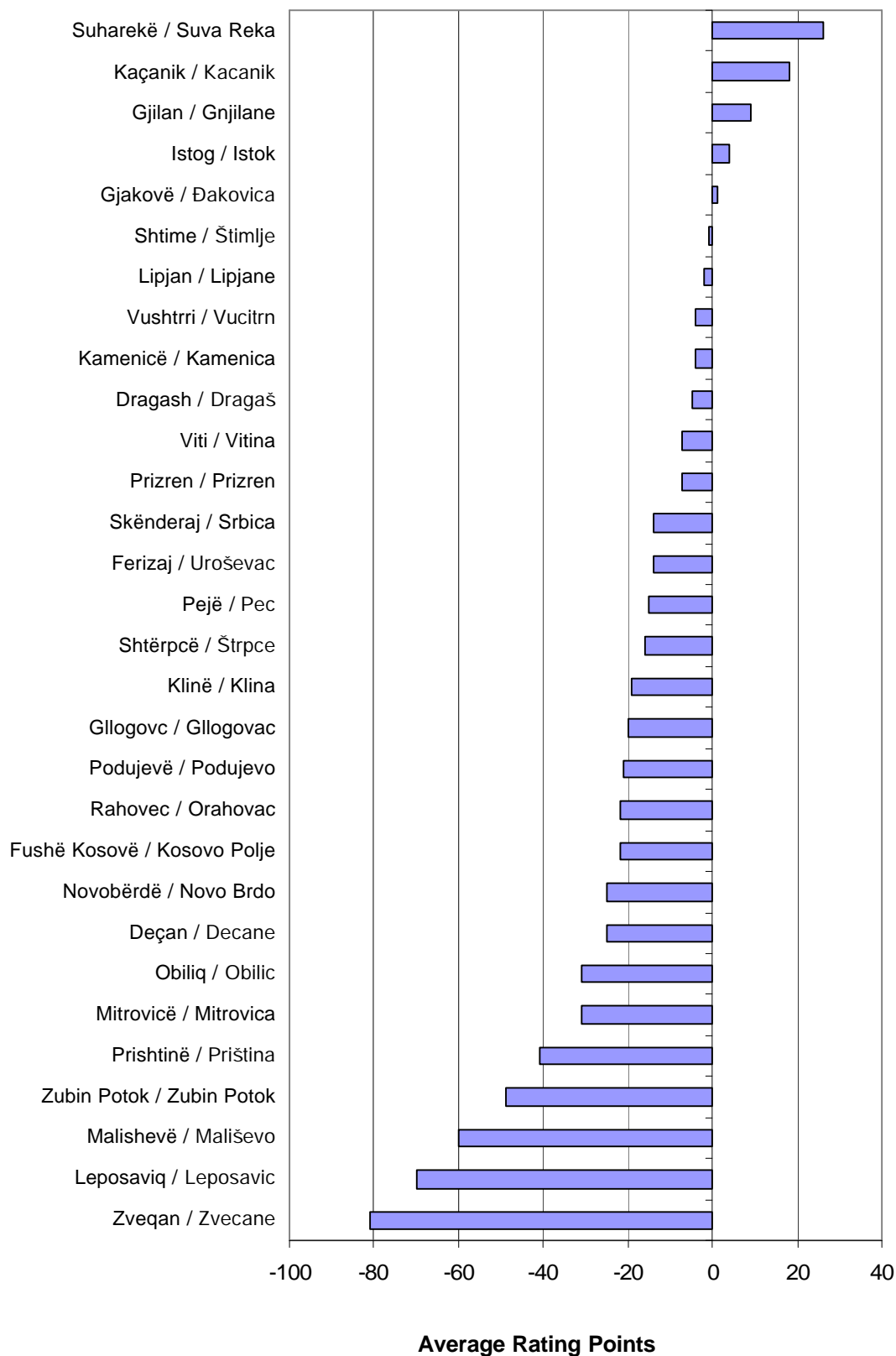


### 1.14 Satisfaction with maintenance of inter-municipal roads and highways

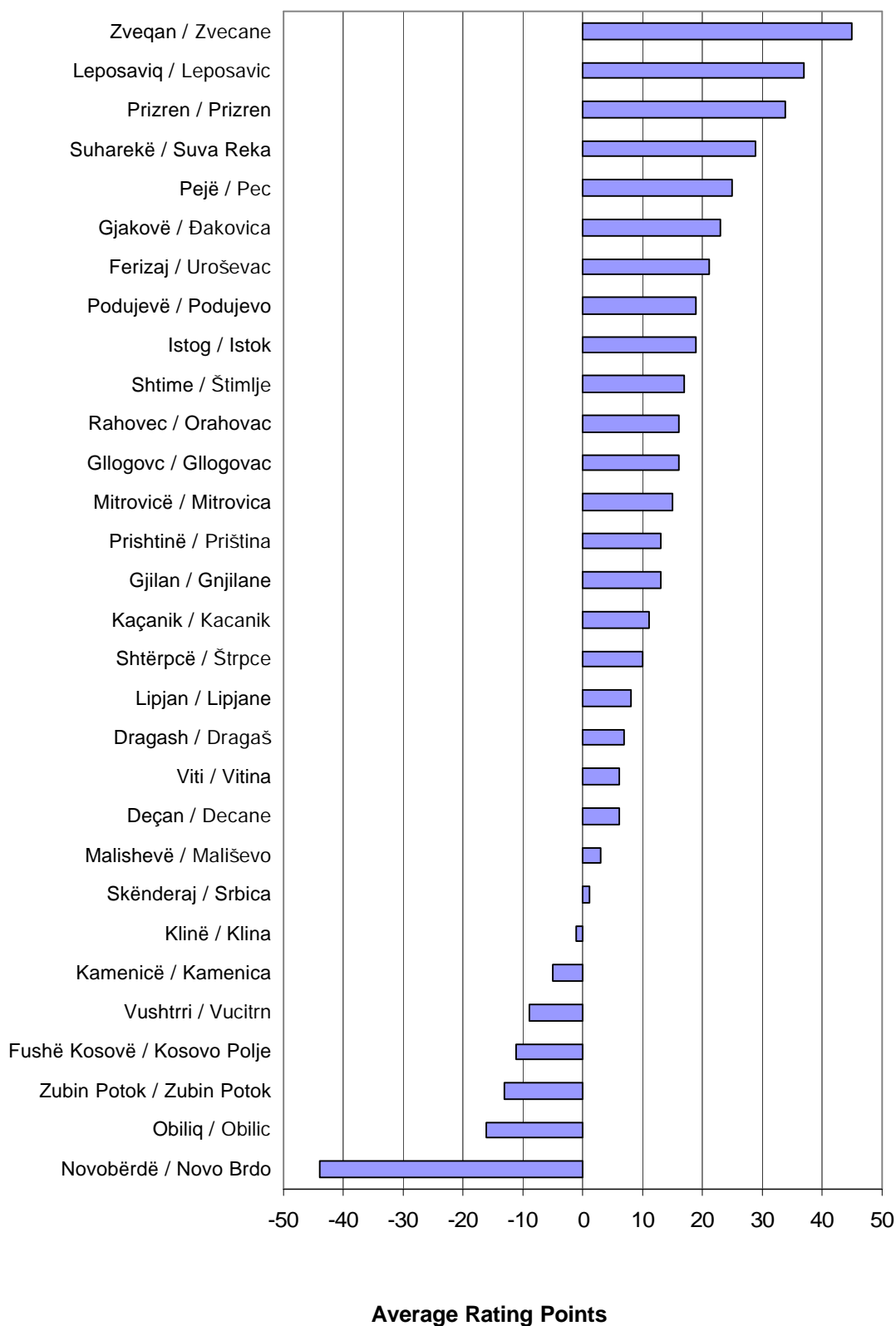




### 1.15 Satisfaction with traffic and parking control/ regulation



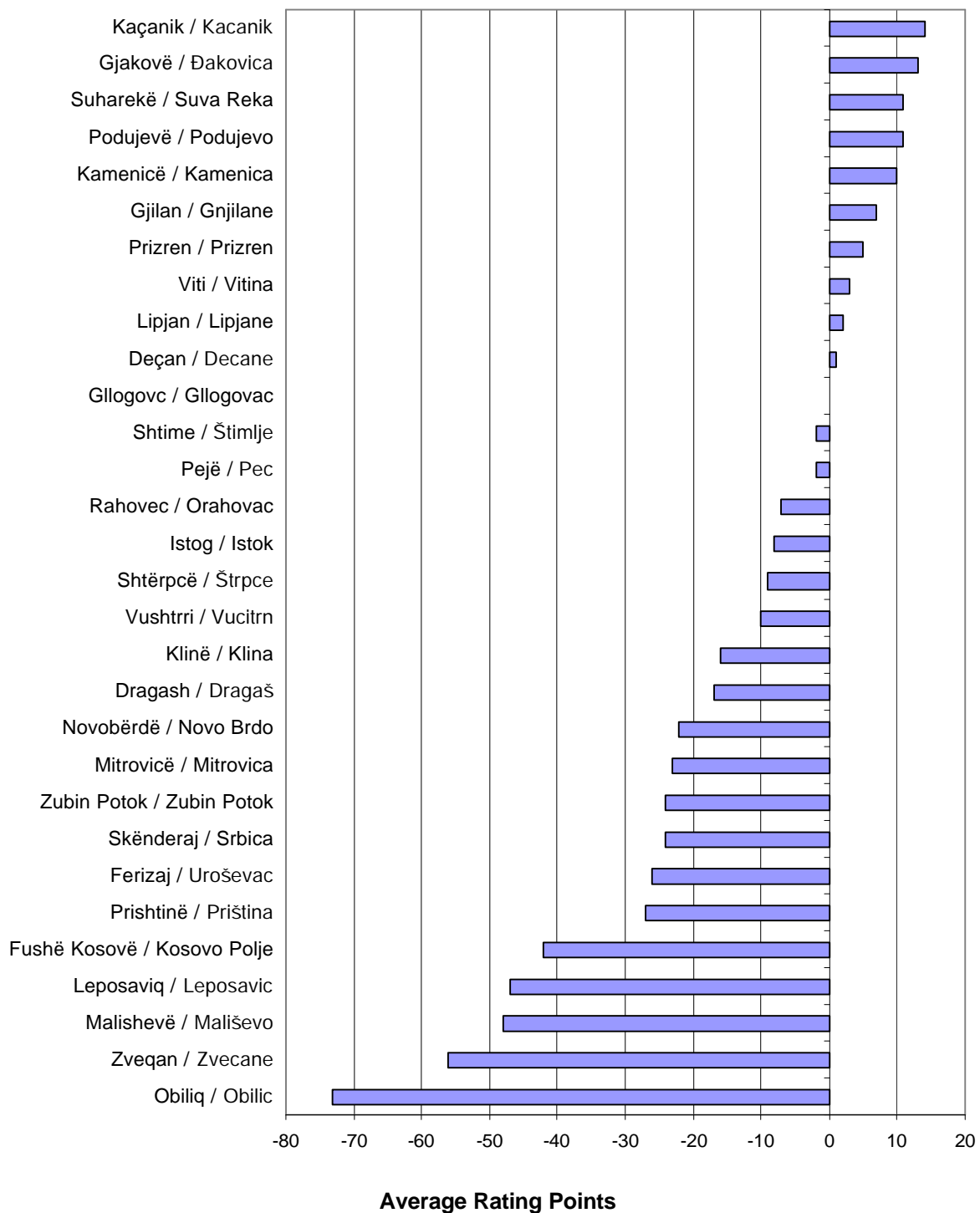
### 1.16 Satisfaction with telephone and postal service



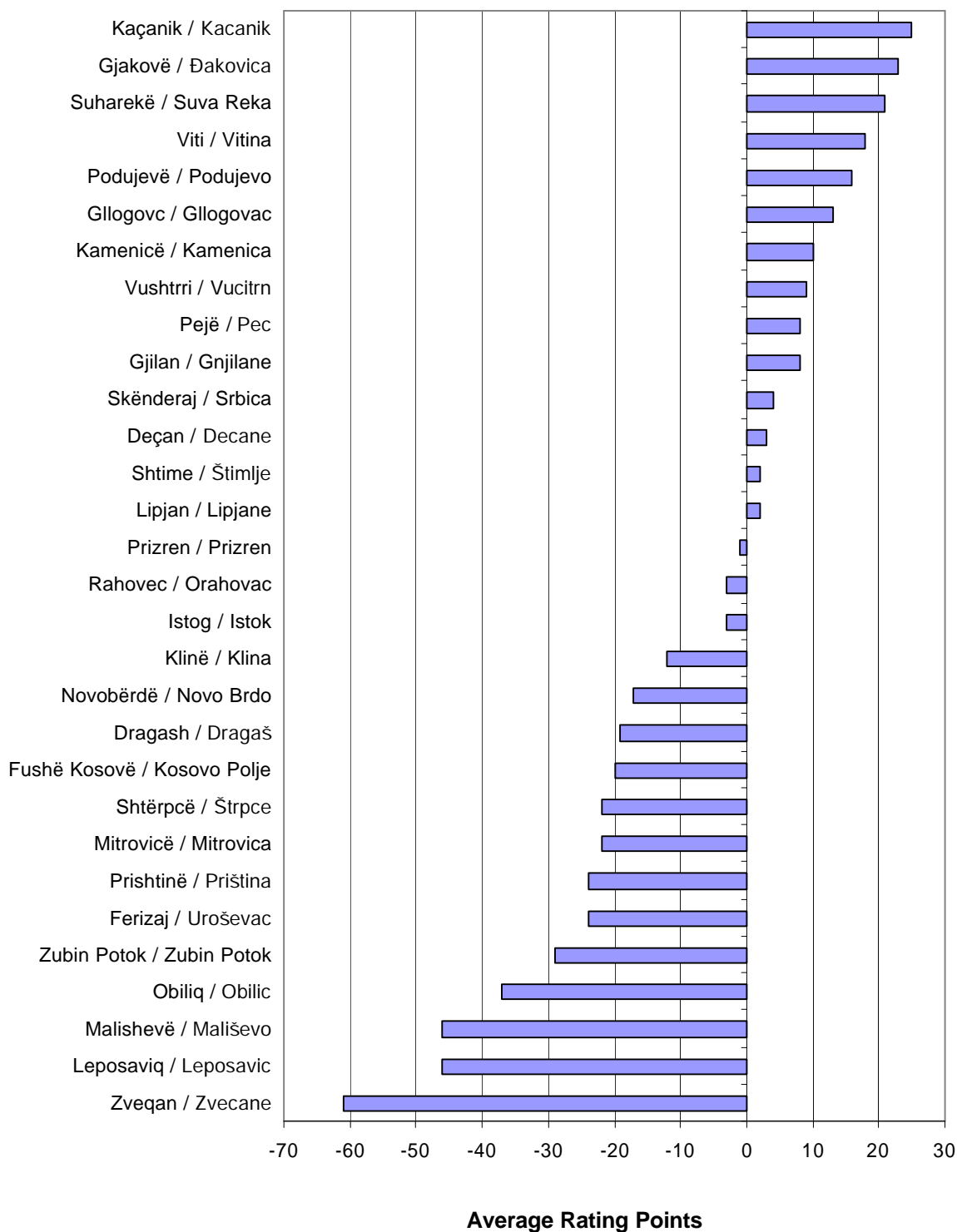
### 1.17 Satisfaction with the consistency of the electricity supply



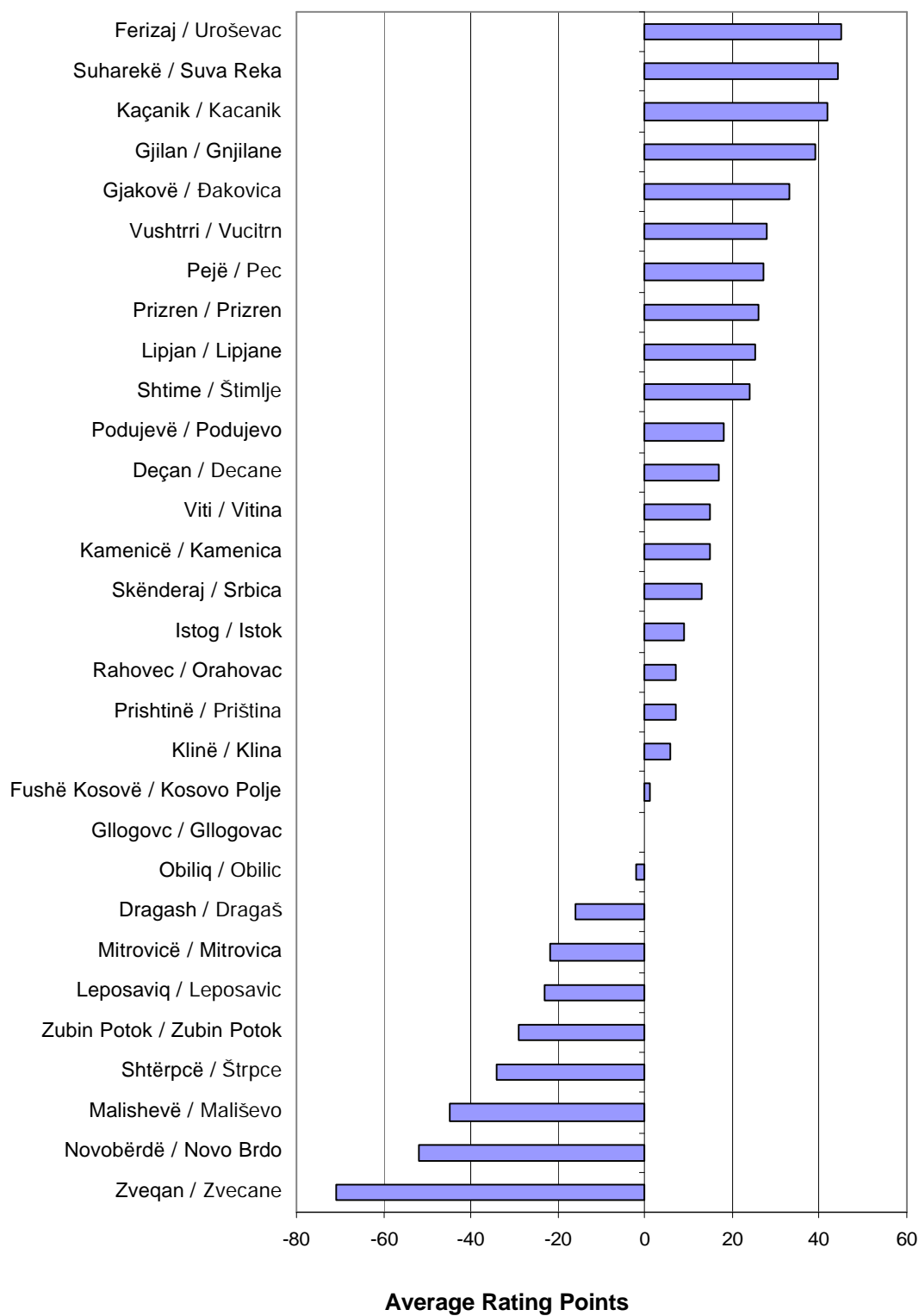
### 1.18 Satisfaction with environmental protection



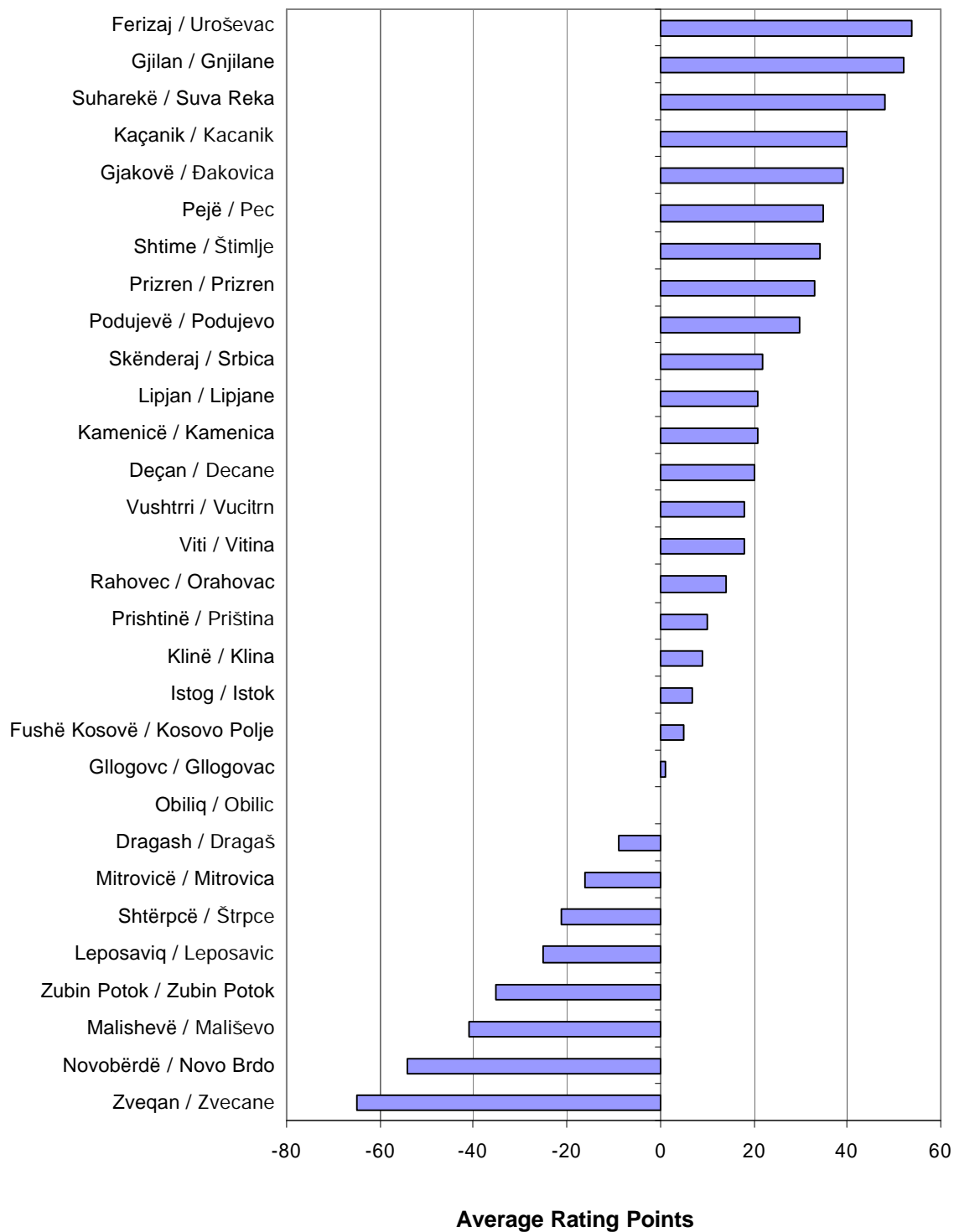
### 1.19 Satisfaction with landscape, plant and animal conservation



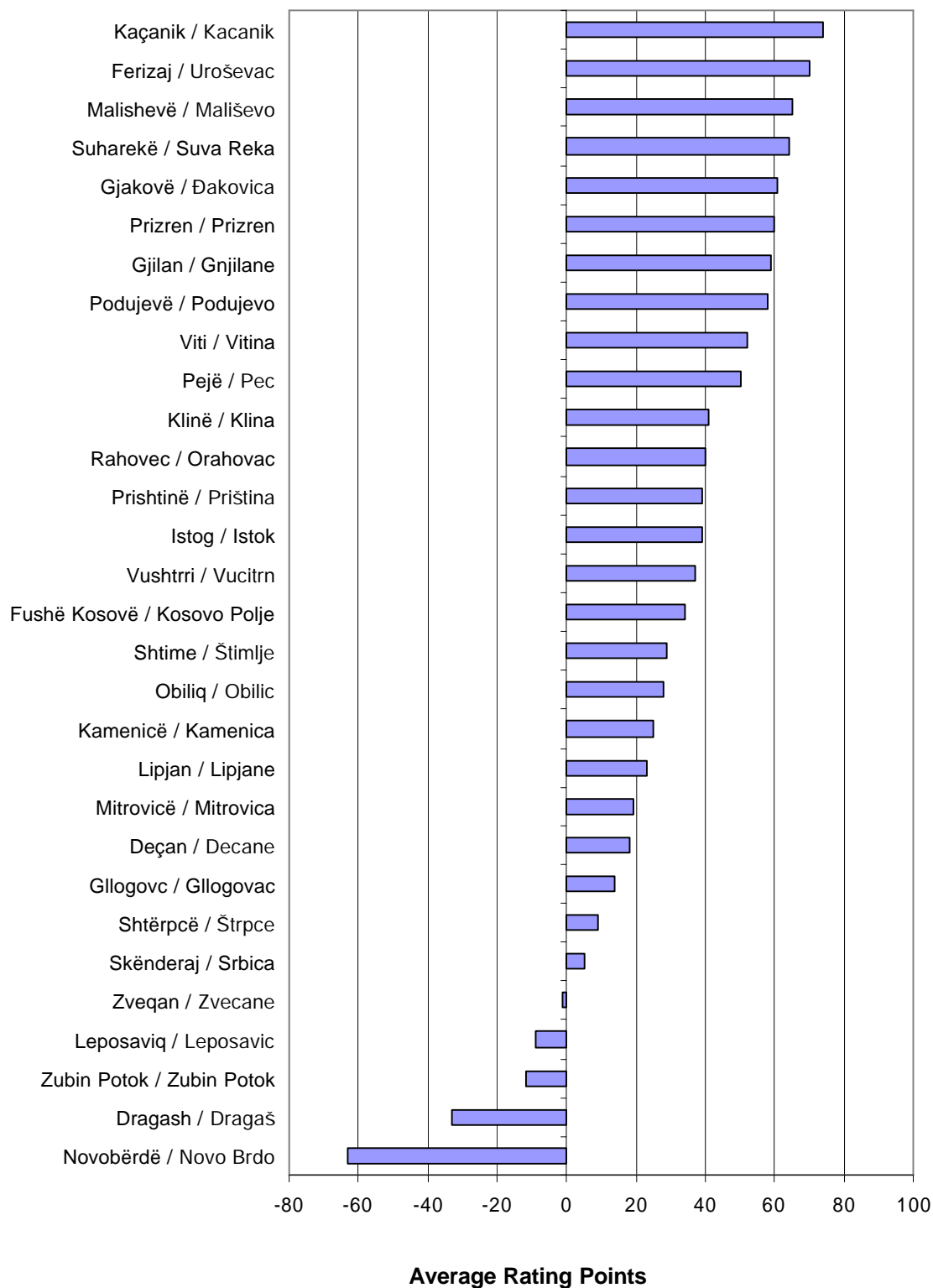
## 1.20 Satisfaction with cultural activities



### 1.21 Satisfaction with sport activities

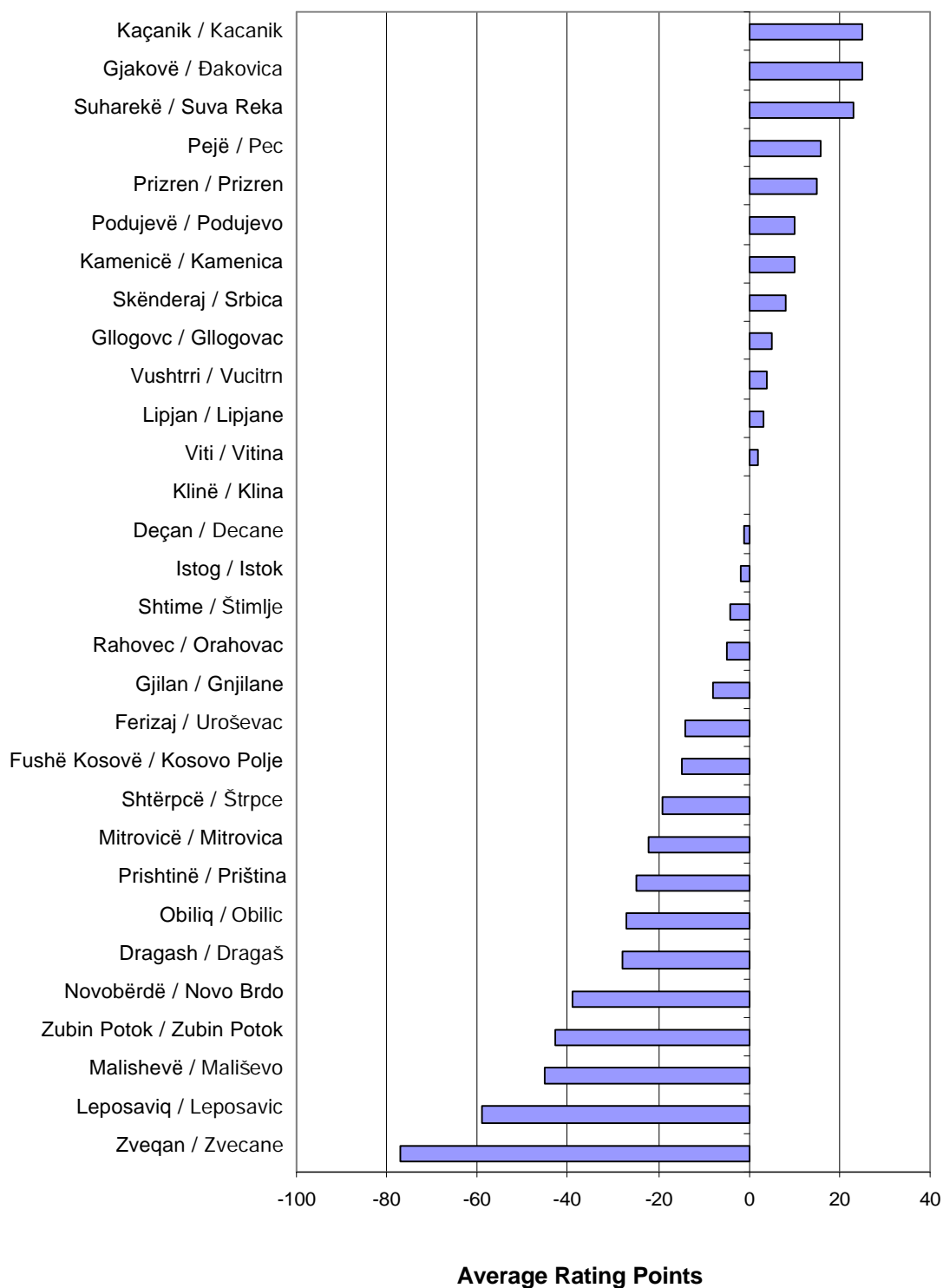


## 1.22 Satisfaction with fire and emergency services

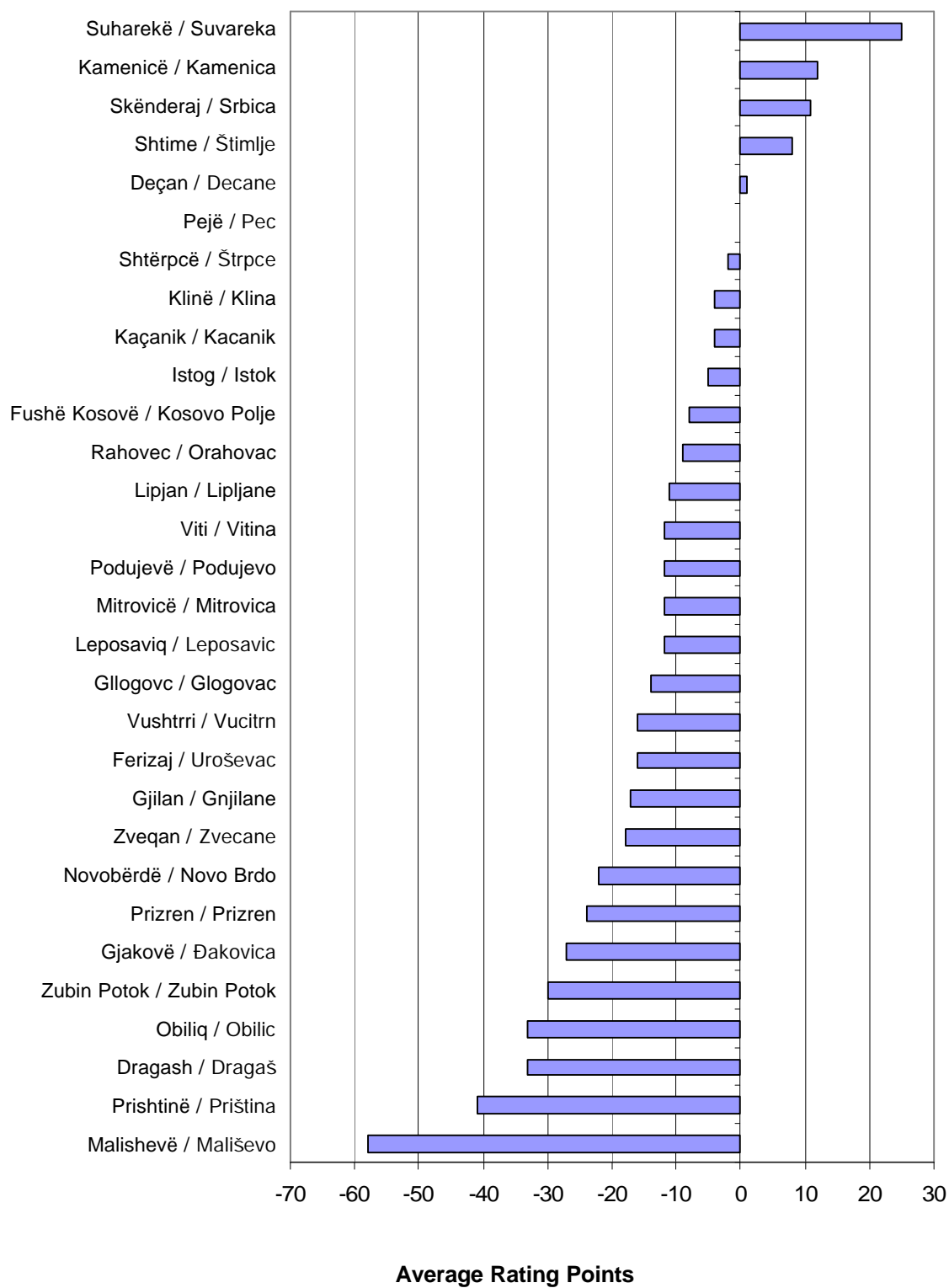




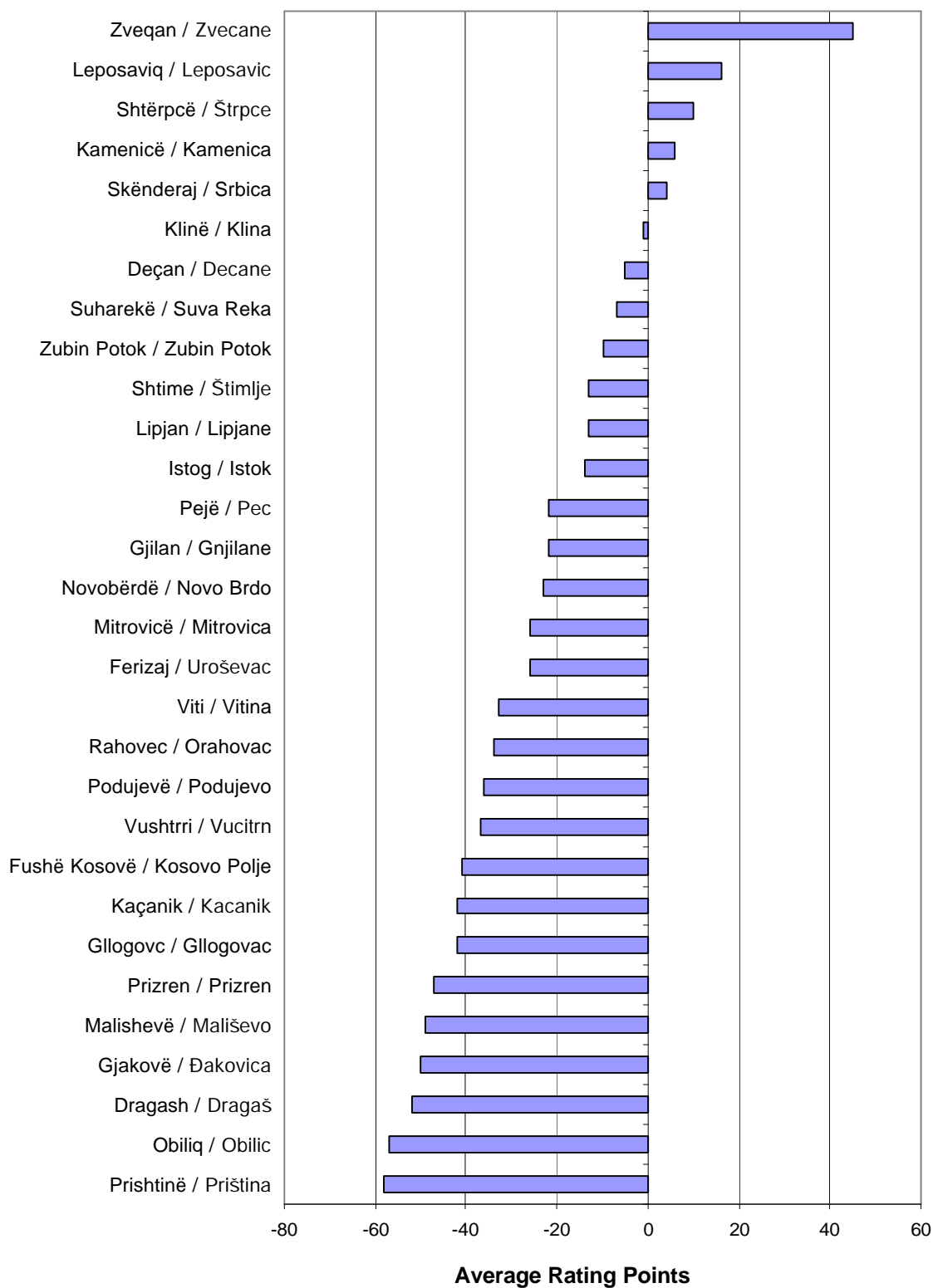
### 1.23 Satisfaction with urban and rural planning and land use



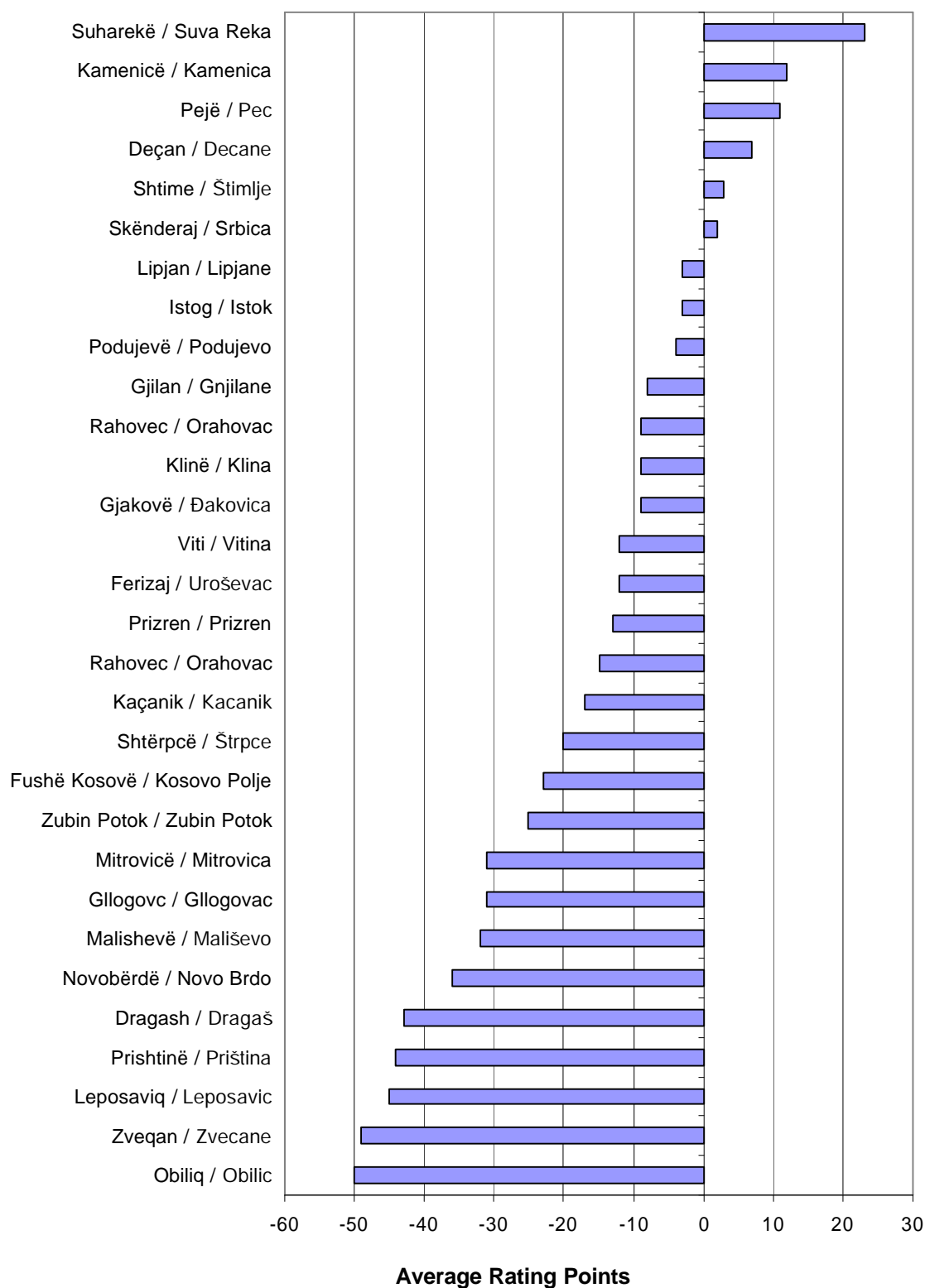
## 1.24 Satisfaction with social services



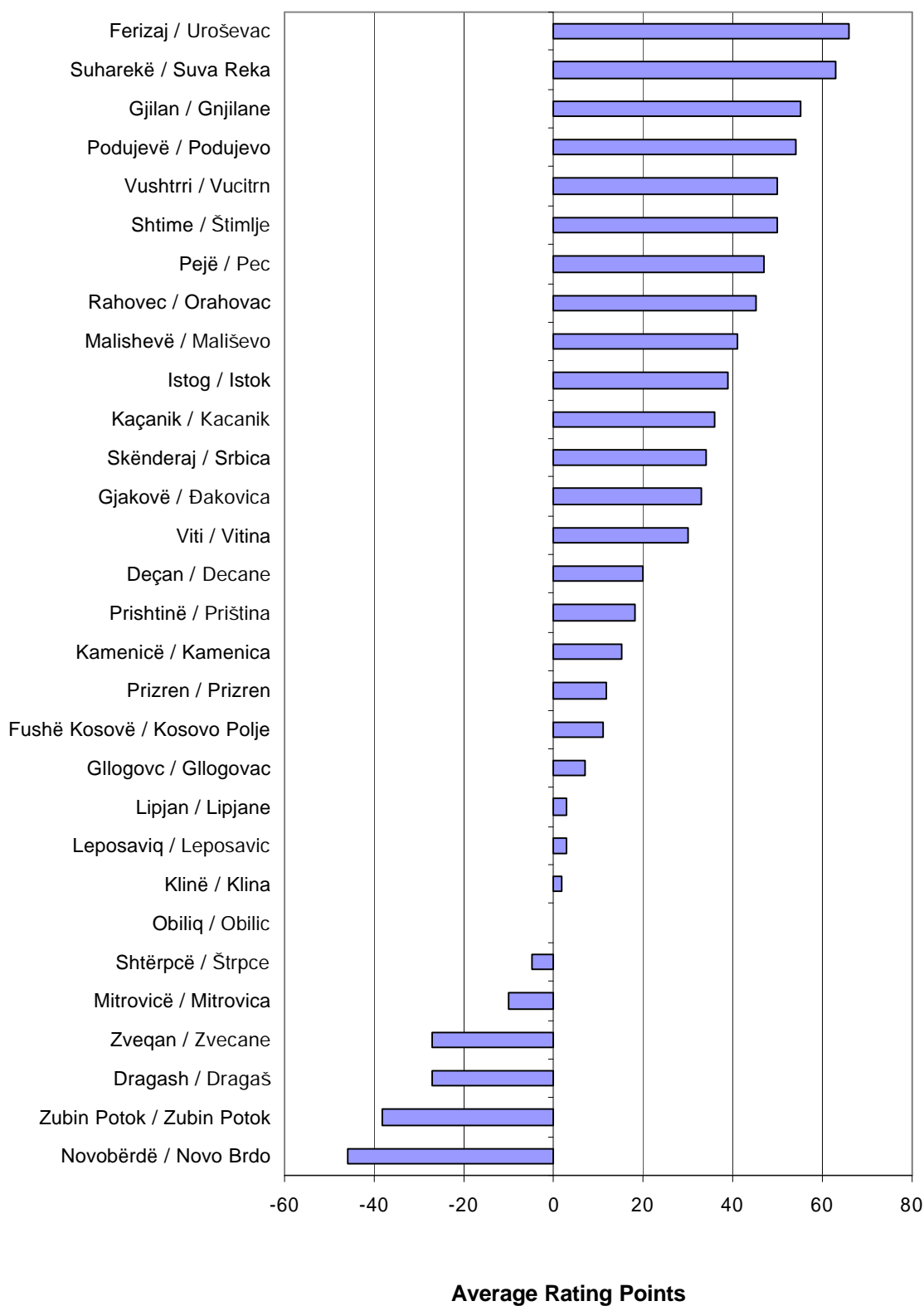
### 1.25 Satisfaction with pensions



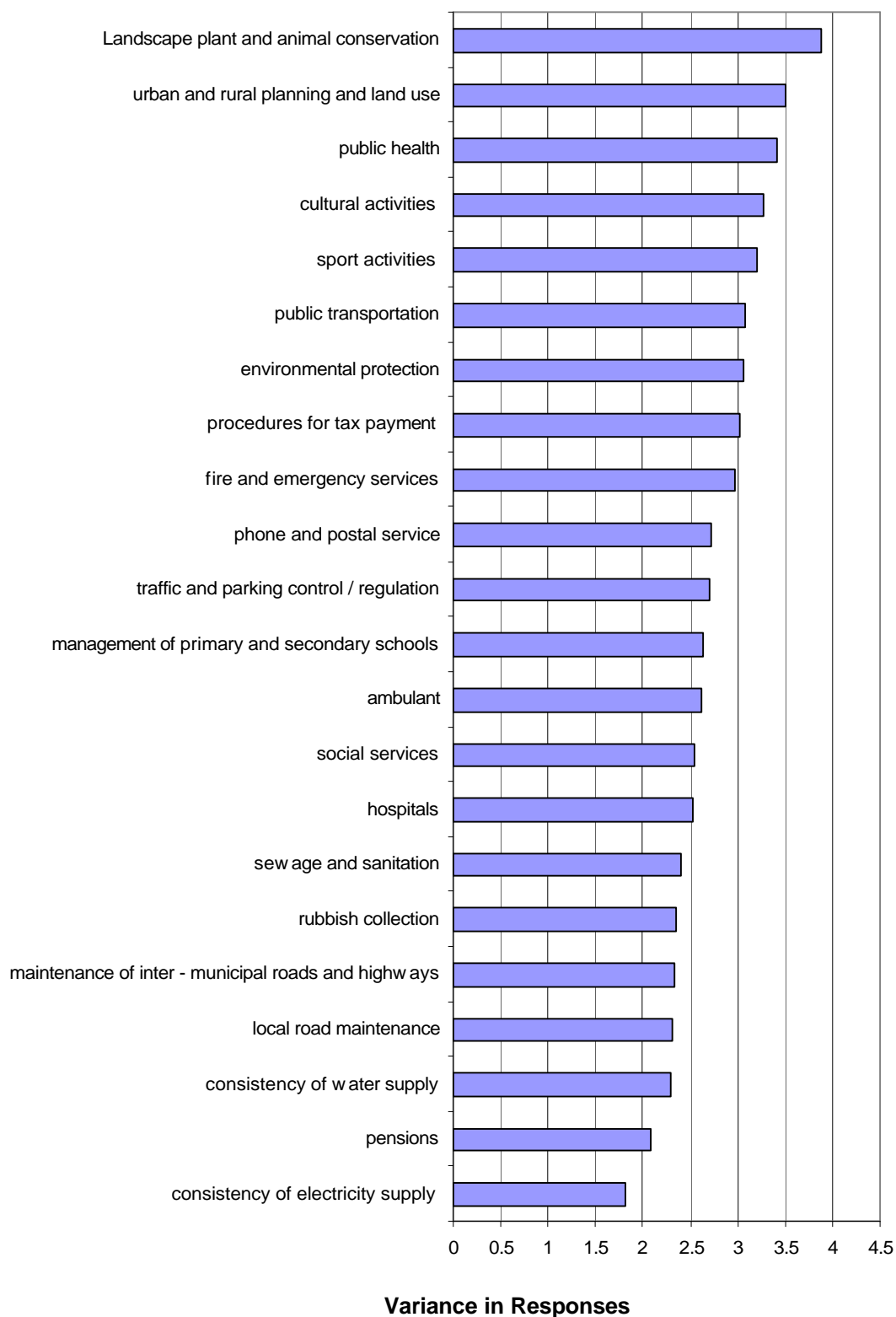
## 1.26 Satisfaction with procedures for tax payment



### 1.27 Satisfaction with public transport

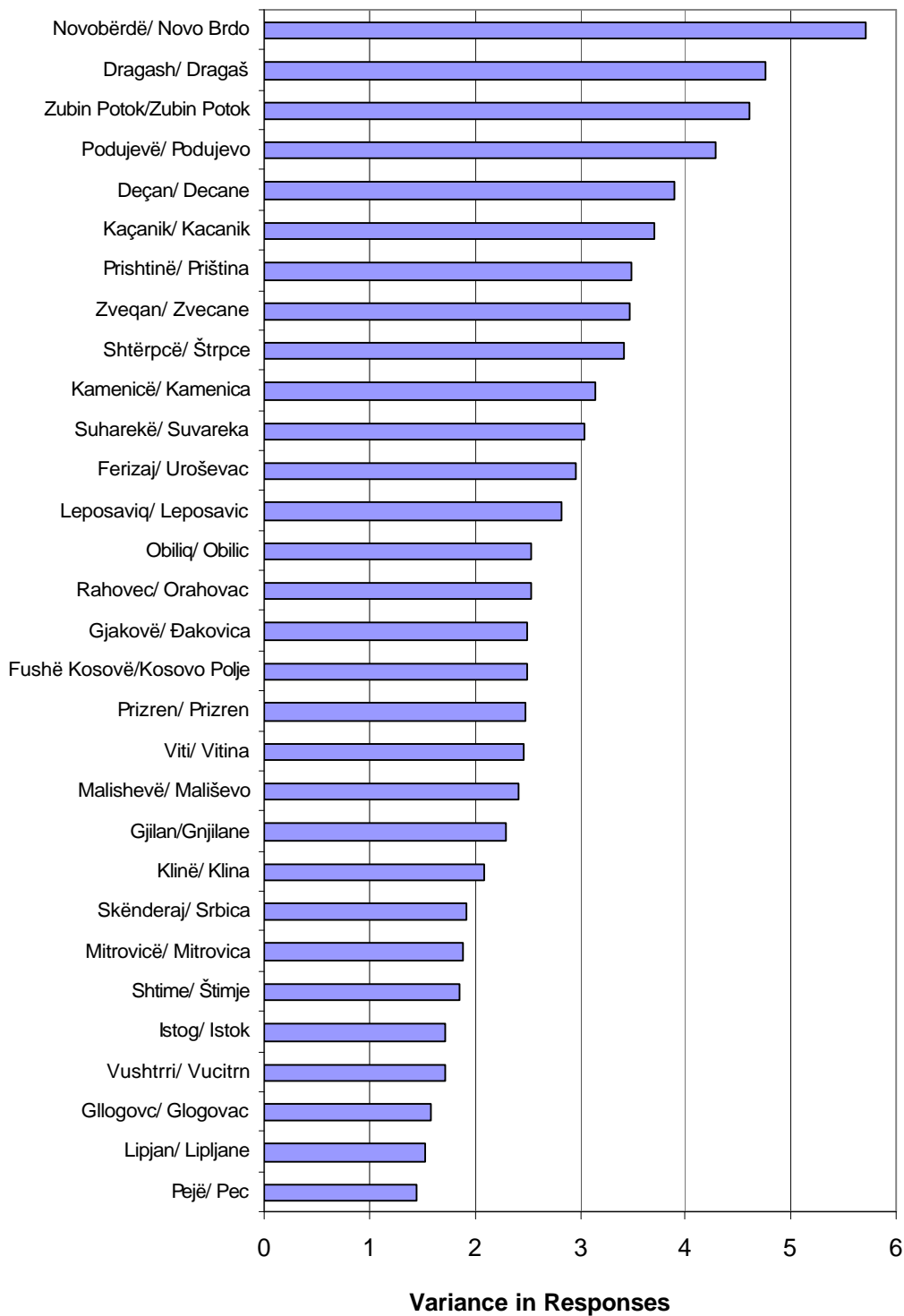


## 2.0 Overall confusion about responsibility



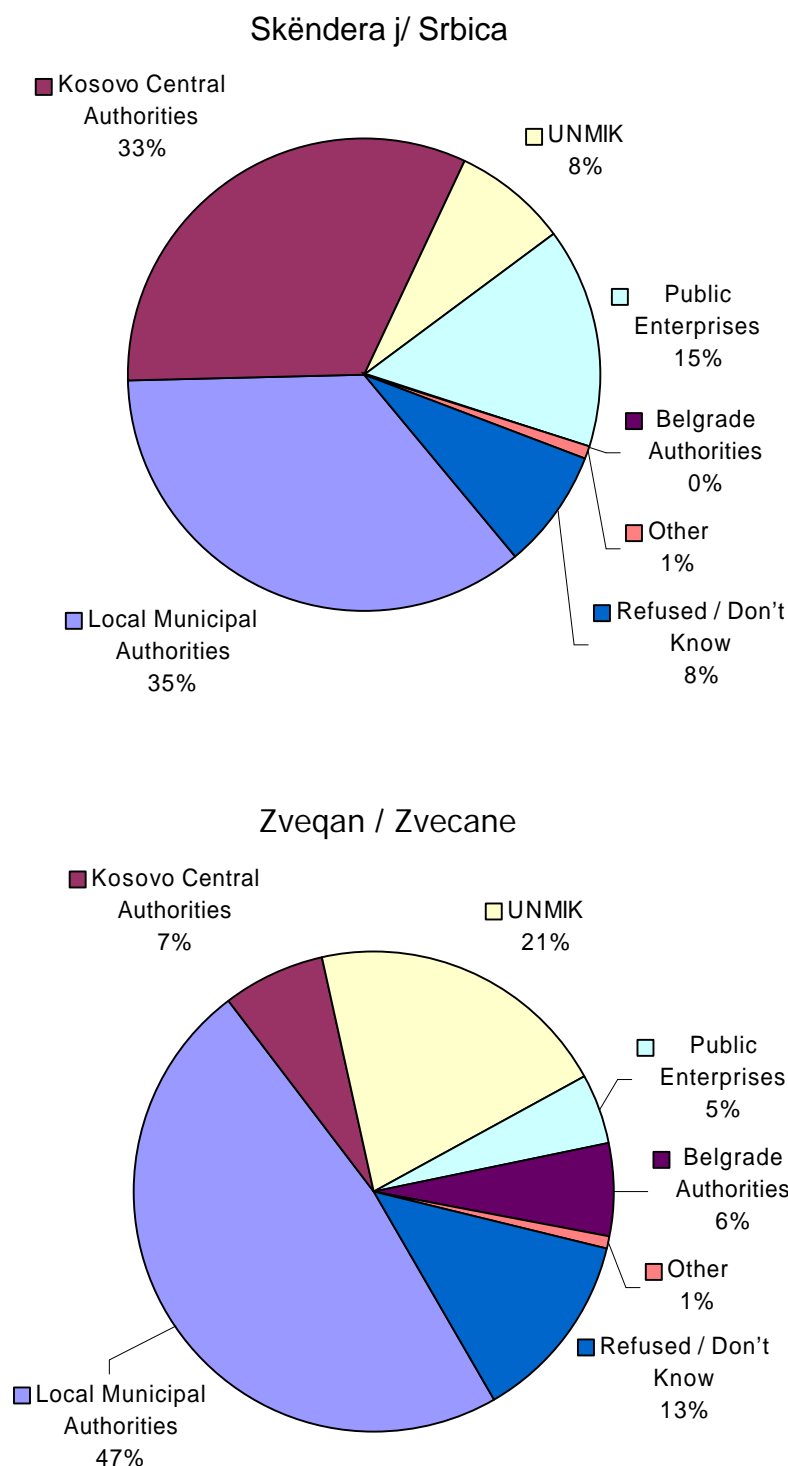
*The variances indicate the divergencies in responses to the question of who is responsible for each service.*

## 2.1 Confusion about responsibilities disaggregated by municipality



*The variances indicate the divergencies in responses to the question of who is responsible for each service.*

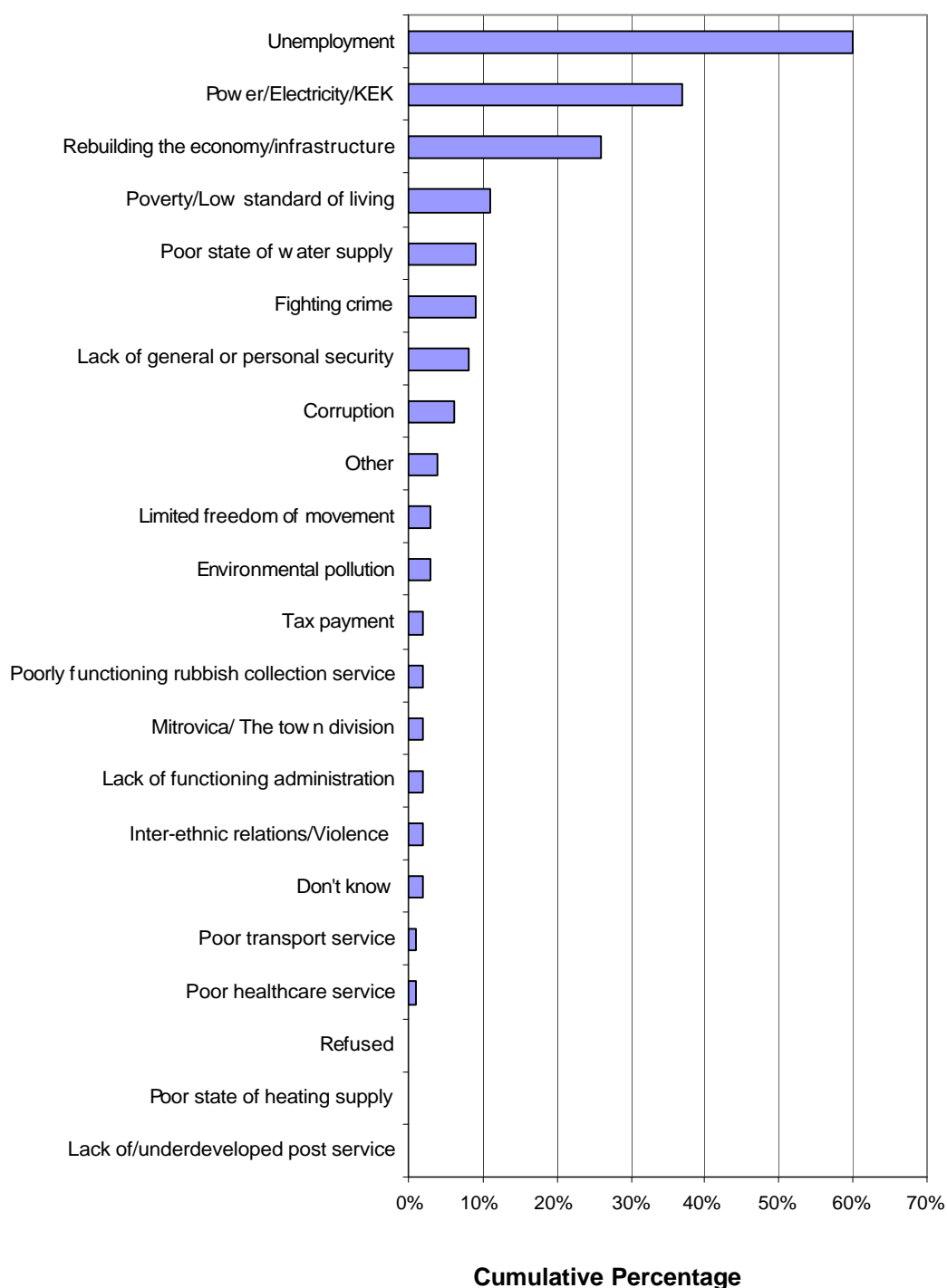
## 2.2 Example of confusion in one area of responsibility in two municipalities



*Percentages represent divergences in responses to the question of who is responsible for Landscape, Plant and Animal Conservation.*

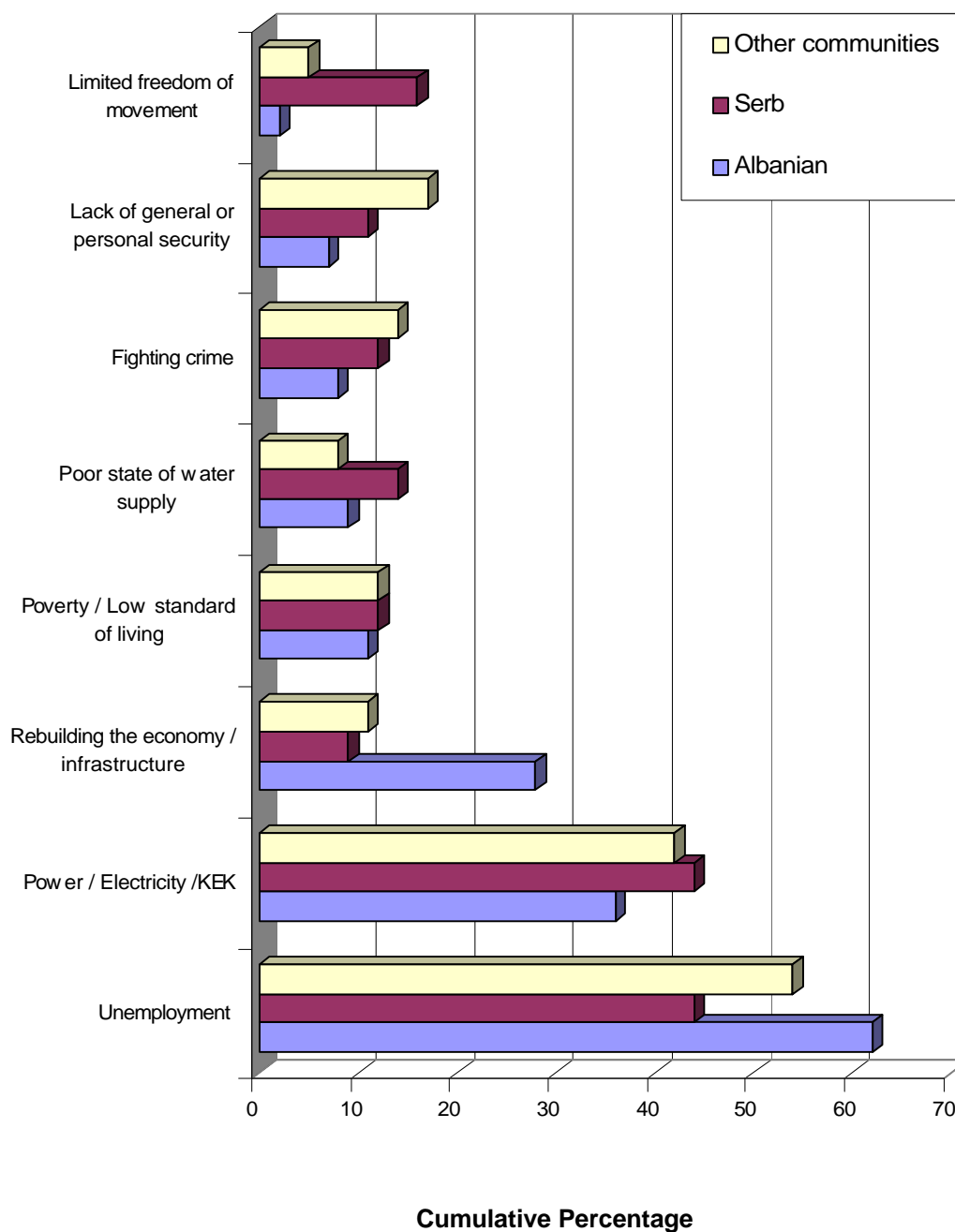


### 3.0 Most important problems facing municipalities



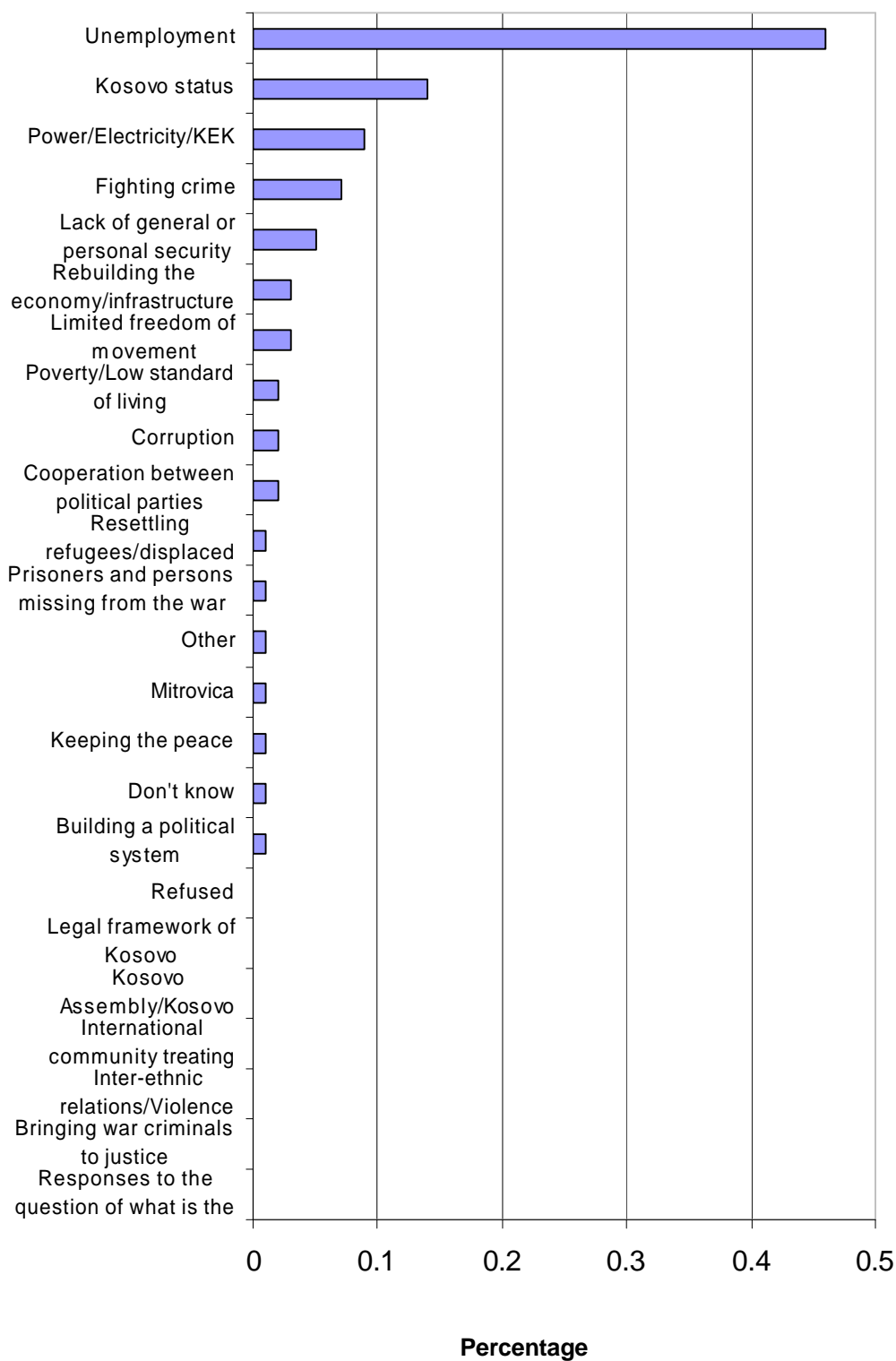
*The percentages represent a cumulative of responses to the question 'what are the two most important problems facing your municipality?'*

### 3.1 Eight most important problems facing municipalities disaggregated by ethnicity

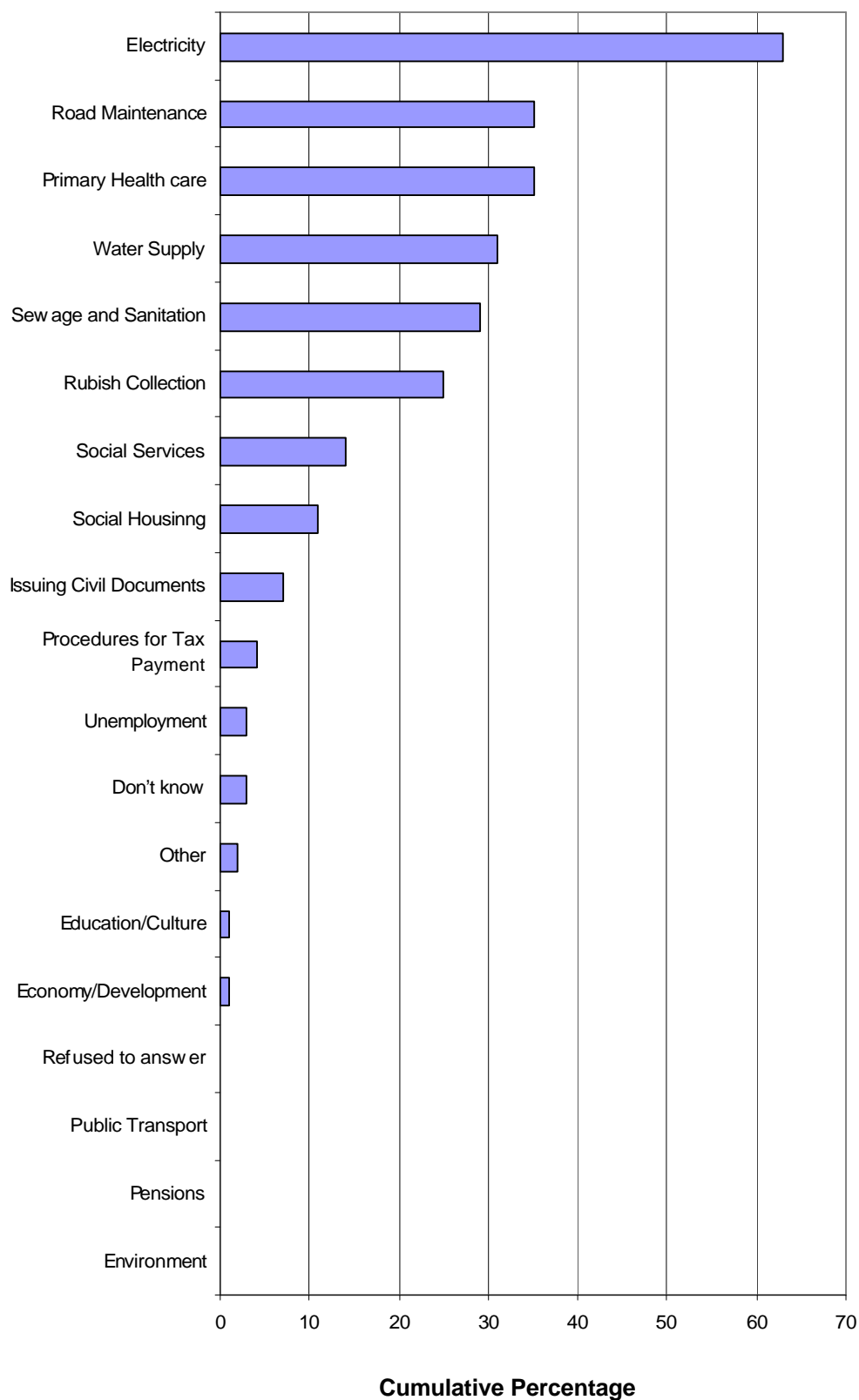


*The percentages represent a cumulative of responses to the question 'what are the two most important problems facing your municipality?'*

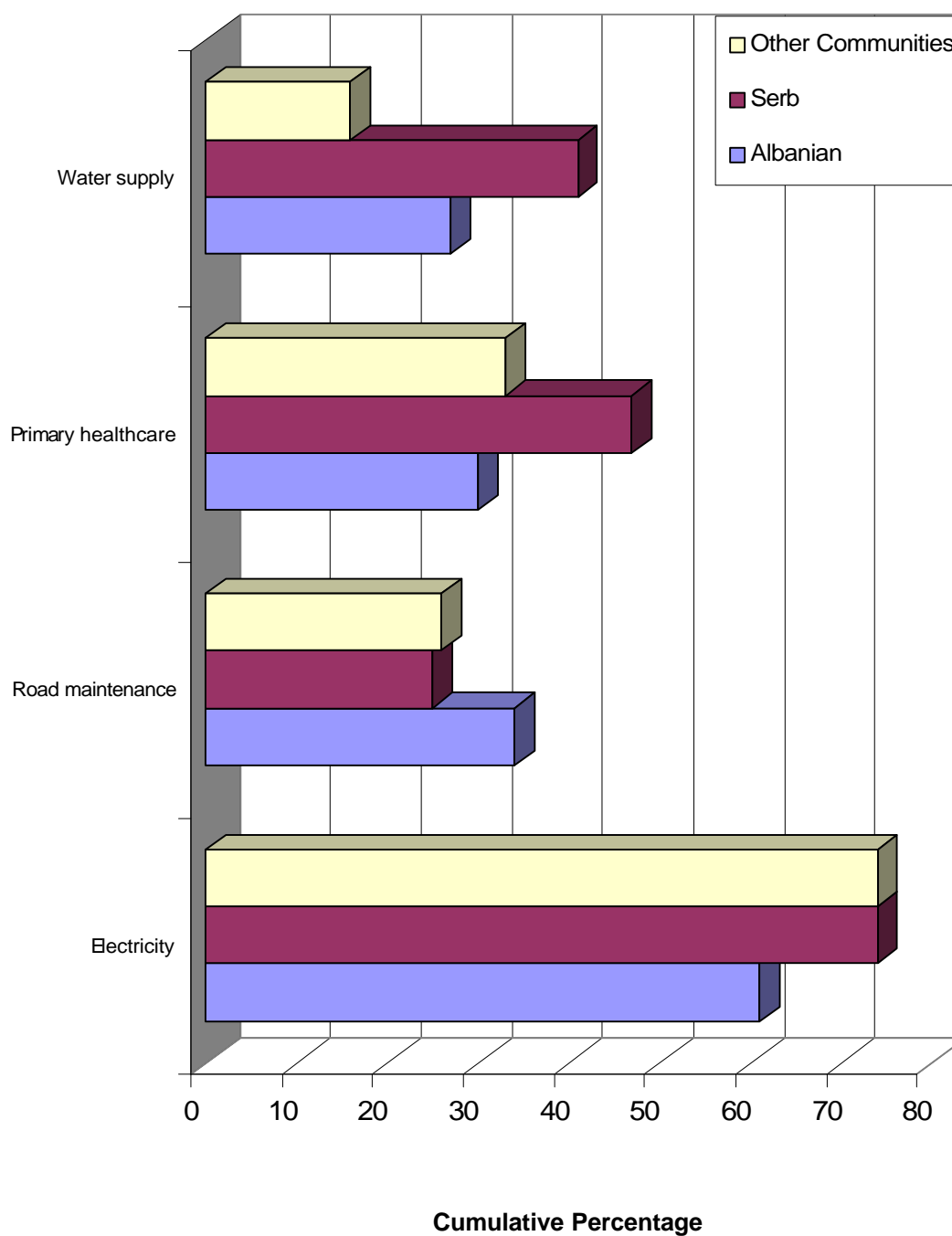
### 3.2 Most important problems facing Kosovo



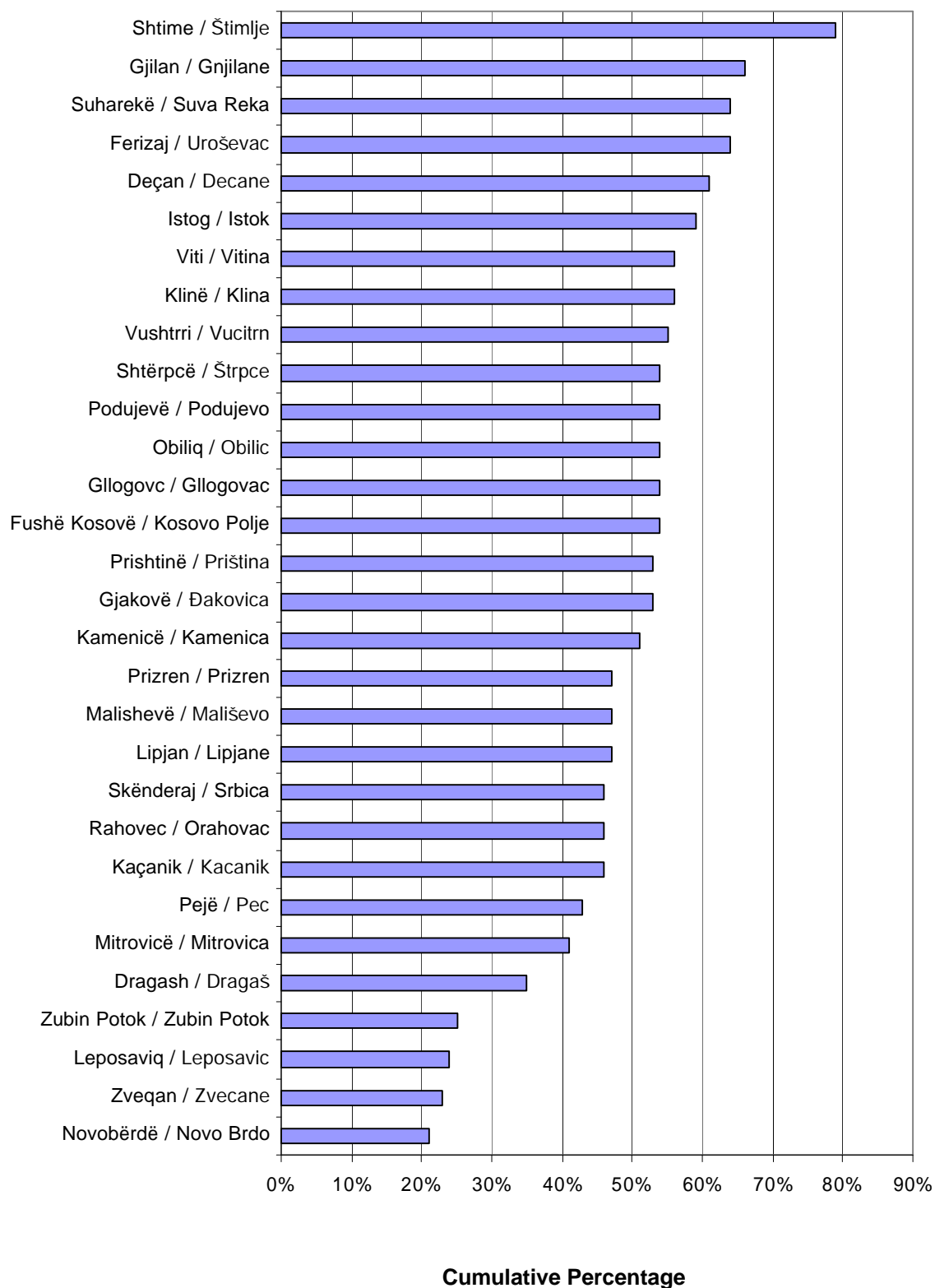
#### ***4.0 Most urgent services or areas of activity that should be addressed by municipalities***



#### ***4.1 Four most urgent services or areas of activity disaggregated by ethnicity***

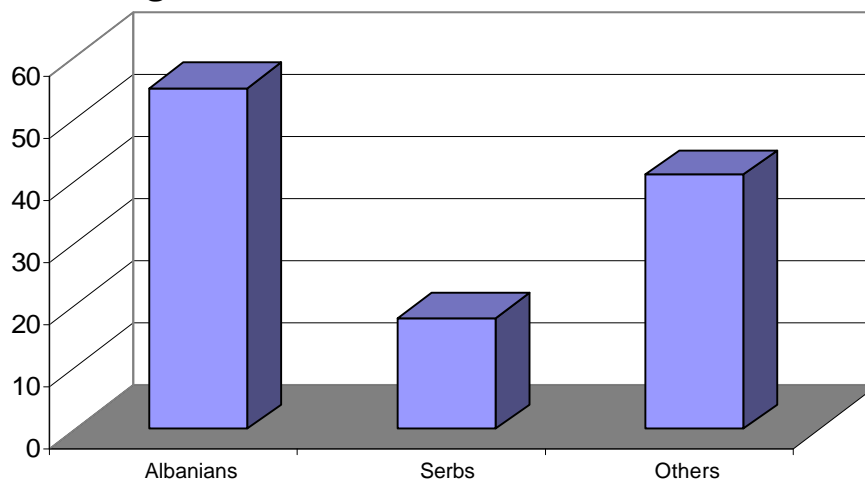


## 5.0 Are things in the municipality headed in the right direction?



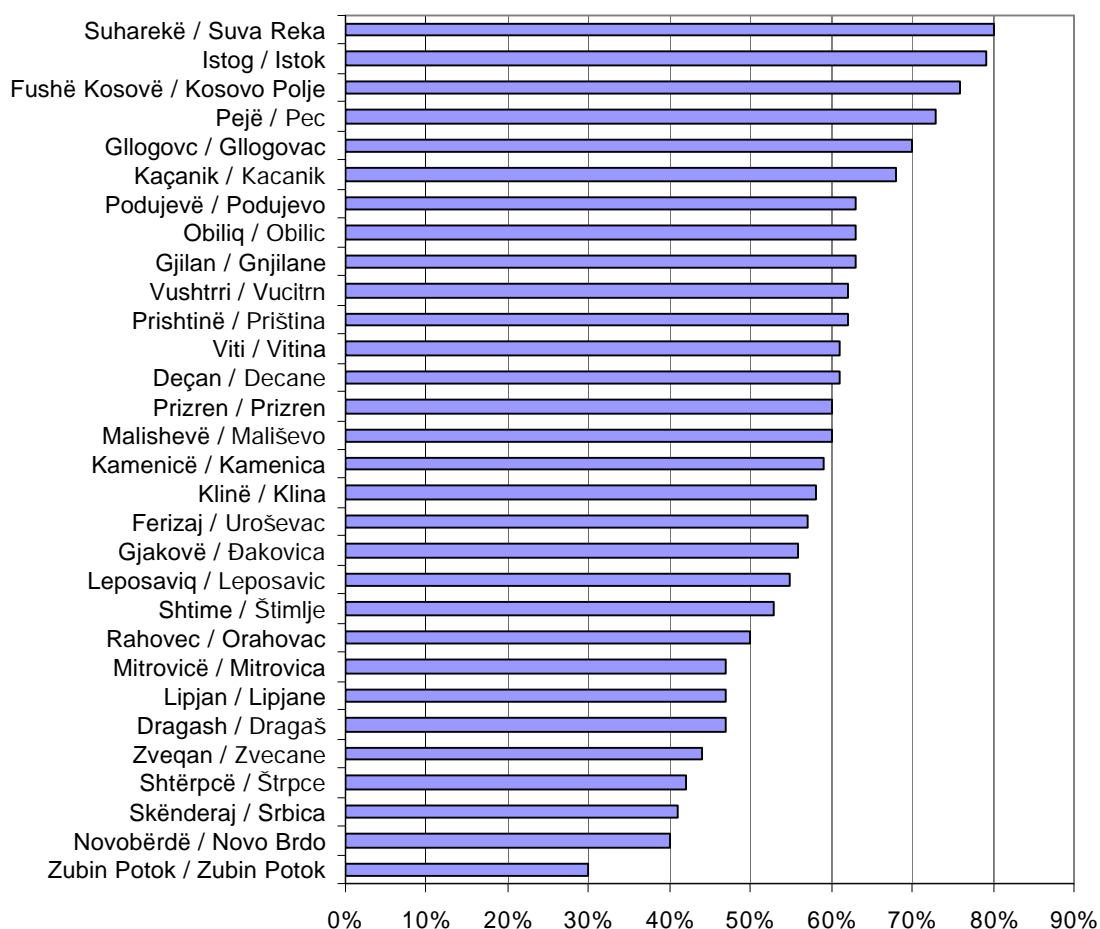
*The percentages represent the cumulative of affirmative answers to this question.*

### 5.1 According to different ethnic groups, are things in the municipality headed in the right direction?



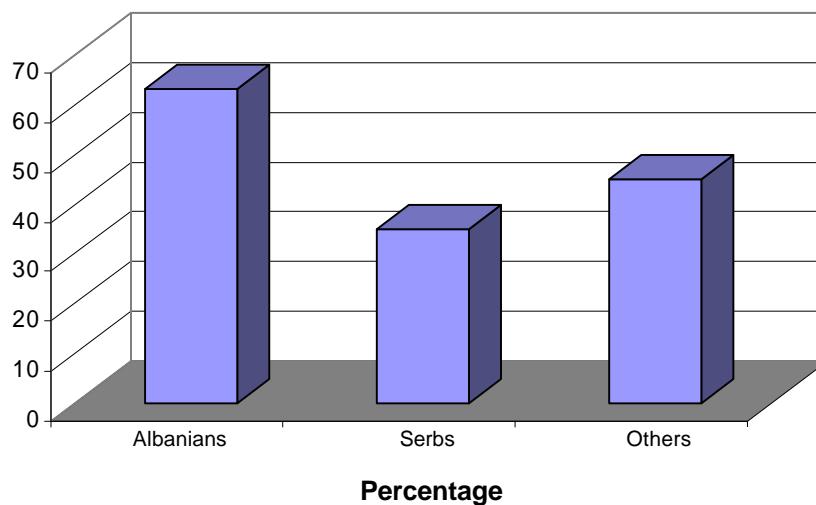
*The percentages represent the cumulative of affirmative answers to this question.*

### 6.0 Confidence in local authorities



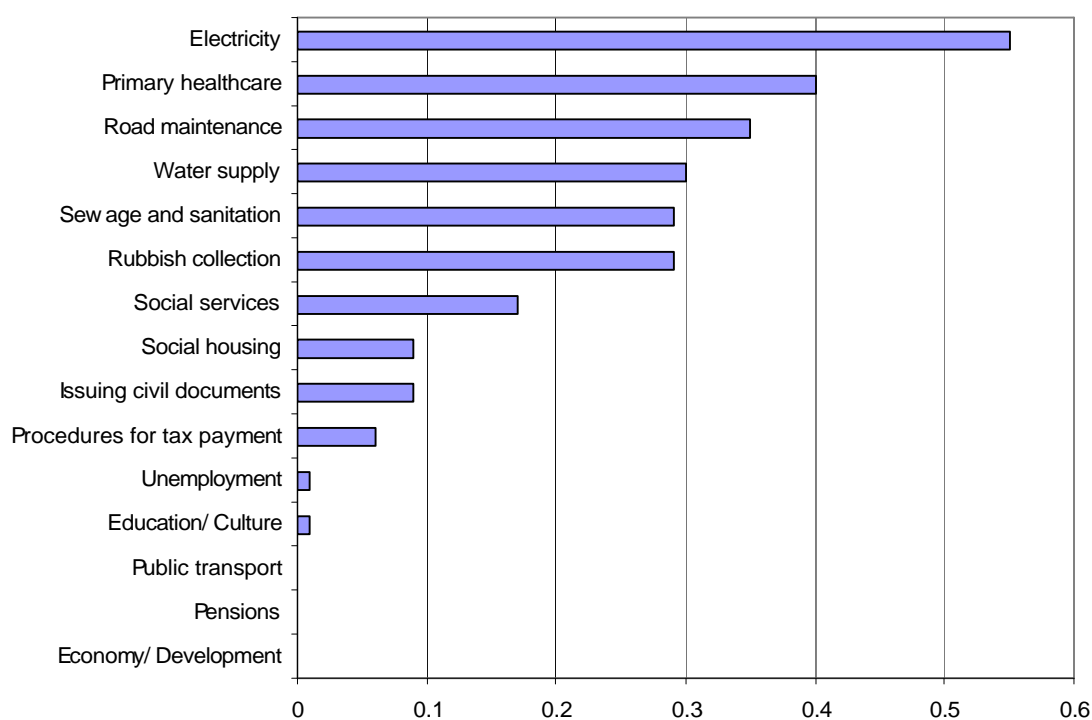
*The percentages represent the cumulative of affirmative responses to the question 'do you think that problems of your municipality can be solved by the local authorities?'*

### 6.1 Confidence in local authorities disaggregated by ethnicity



*The percentages represent the cumulative of affirmative responses to the question 'do you think that problems of your municipality can be solved by the local authorities?'*

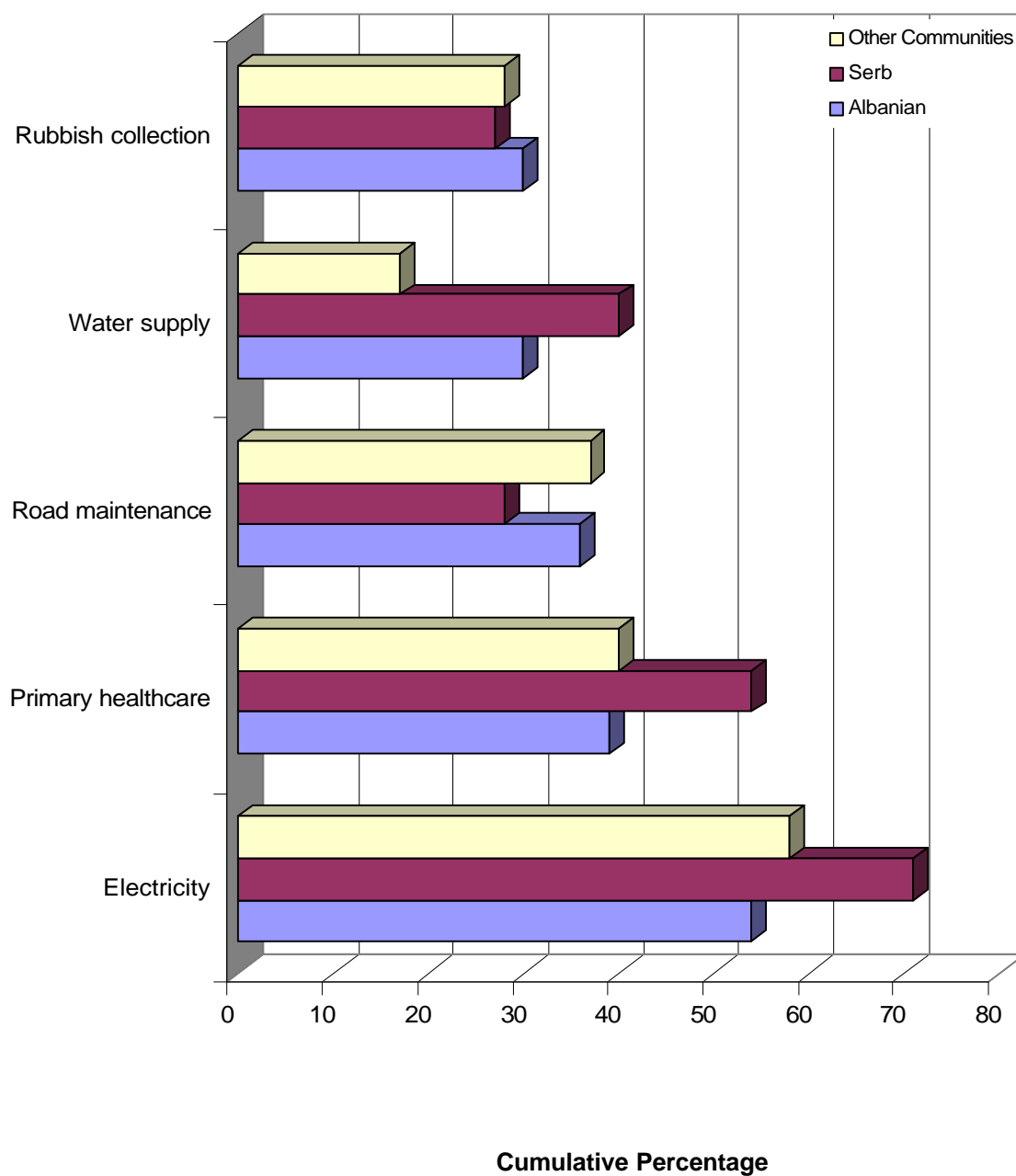
### 7.0 Services that would function most effectively at the local level



*The percentages represent a cumulative of the three public services that respondents thought would function most effectively if the prime decision-making and resources for those services were given to their local municipal authorities.*

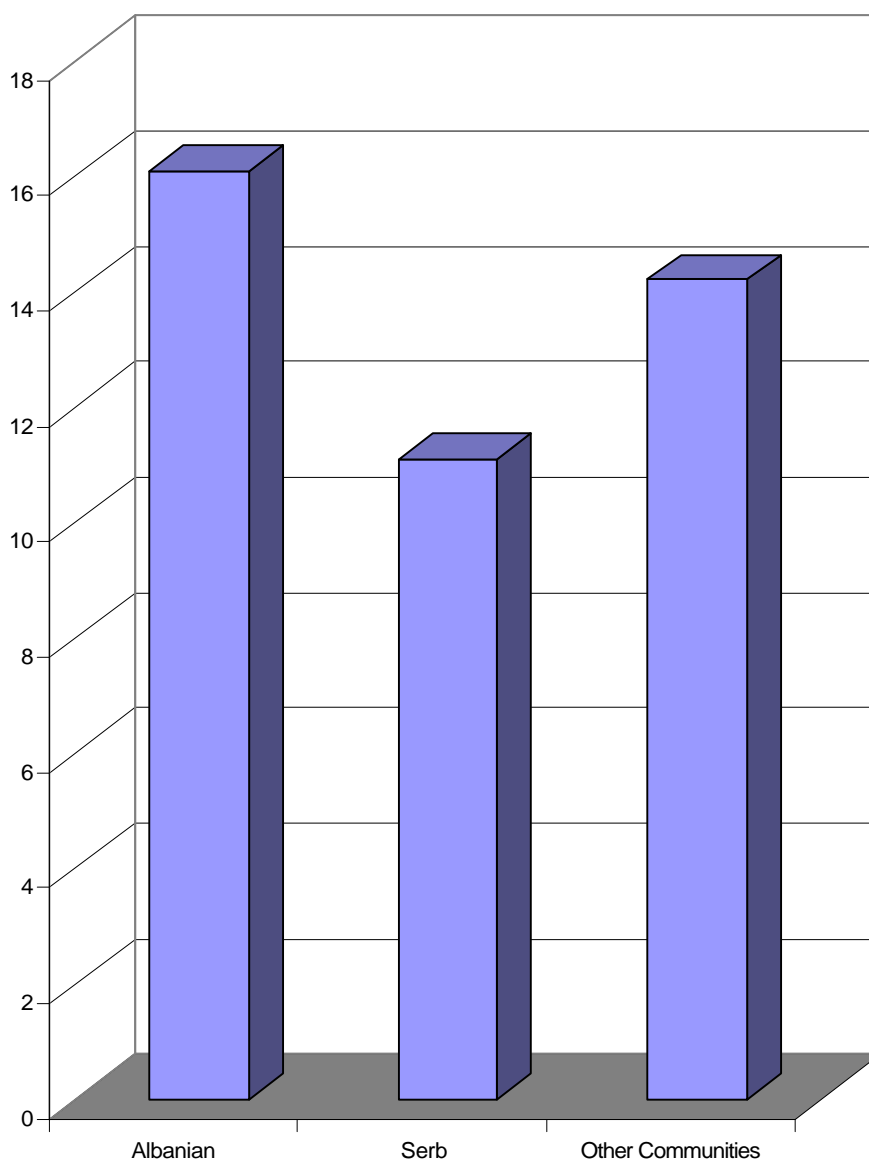


### ***7.1 Top five services that would function most effectively at the local level according to different ethnic groups***



*The percentages represent a cumulative of the three public services that respondents thought would function most effectively if the prime decision-making and resources for those services were given to their local municipal authorities..*

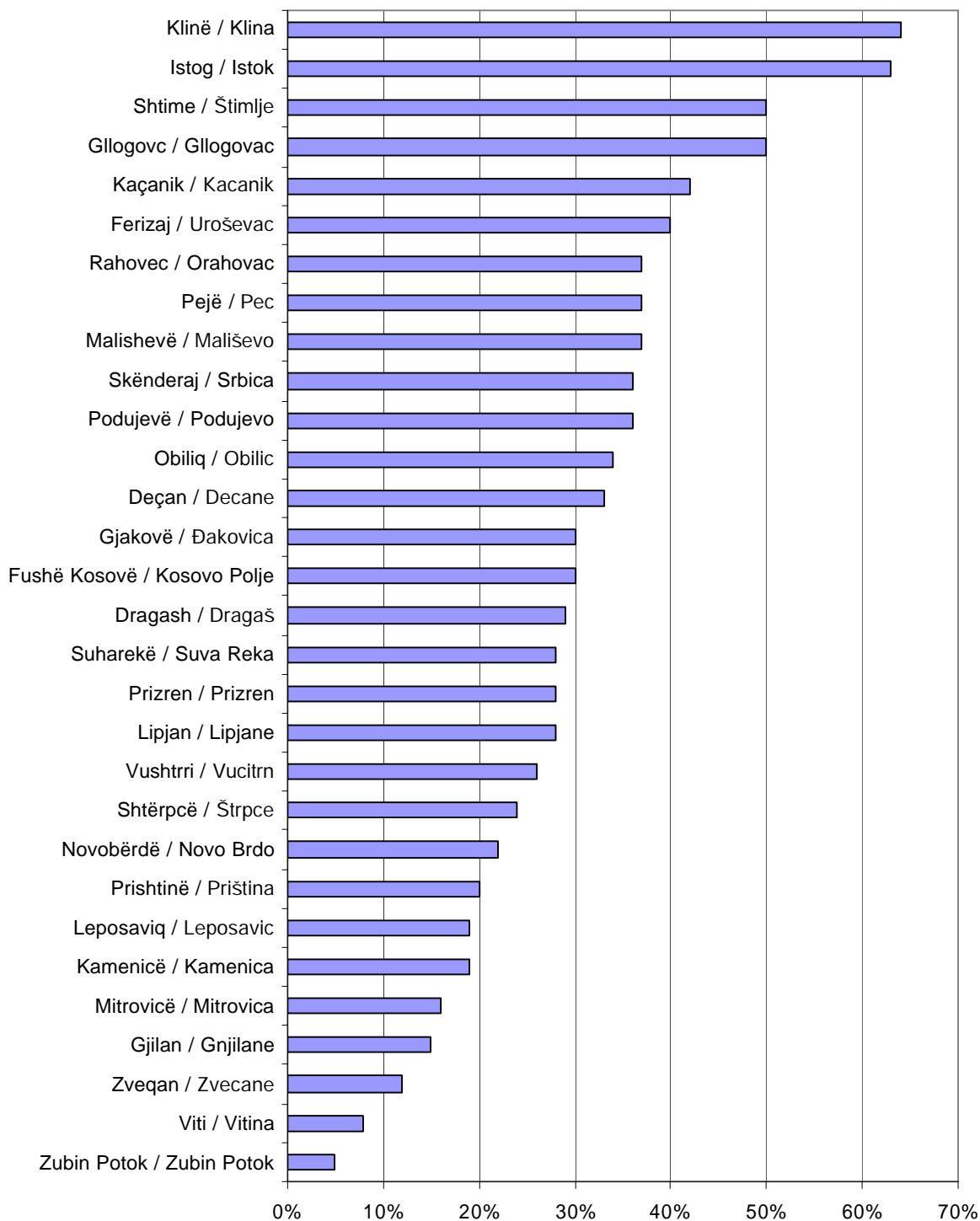
## 8.0 Overall willingness to work voluntarily in various spheres of public life



**Average Willingness to Work voluntarily (%)**

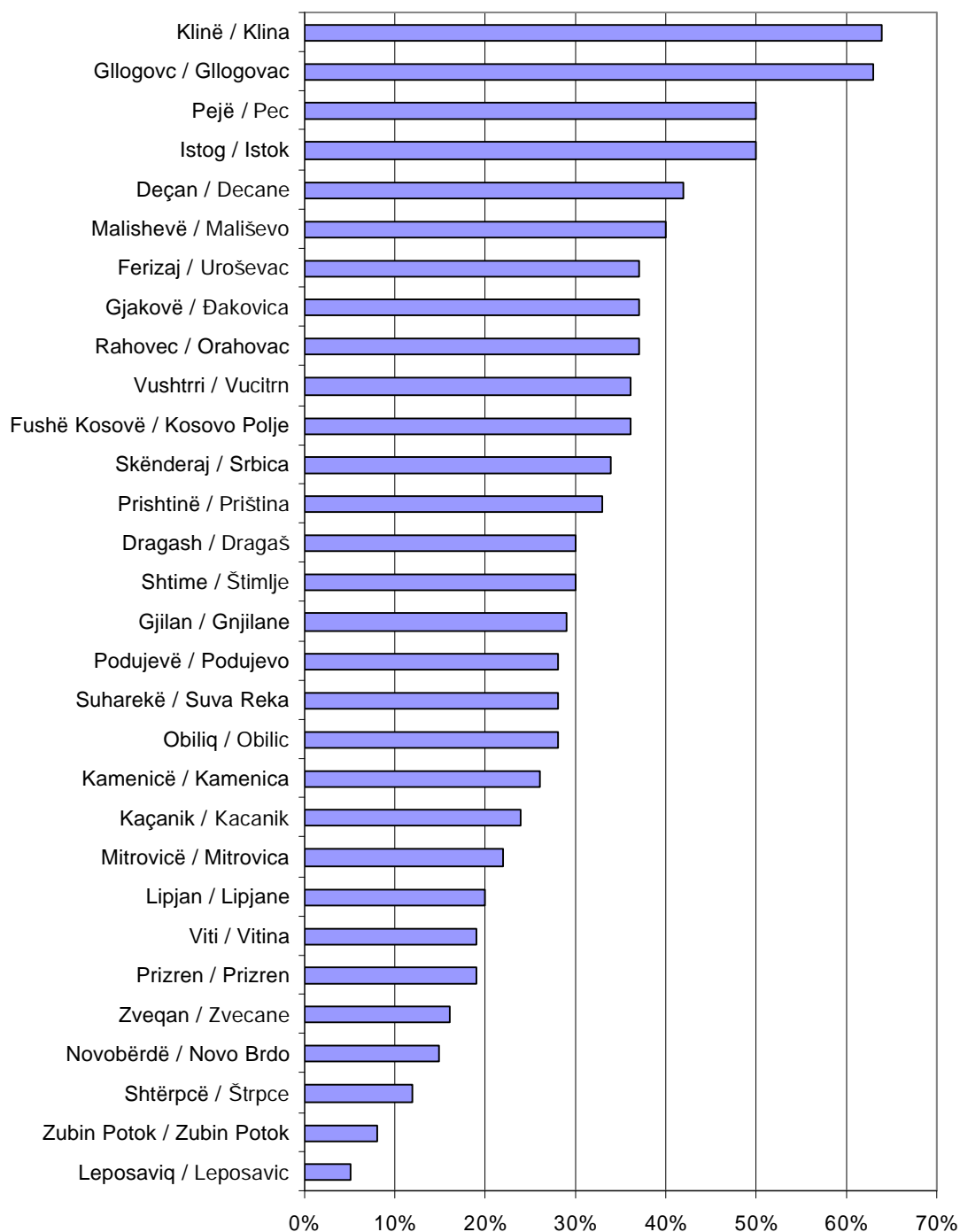
*Numbers represent the average percentage of respondents overall who indicated a willingness to work voluntarily in the various spheres of public life under inquiry.*

## 8.1 Willingness to work voluntarily in care for the disabled



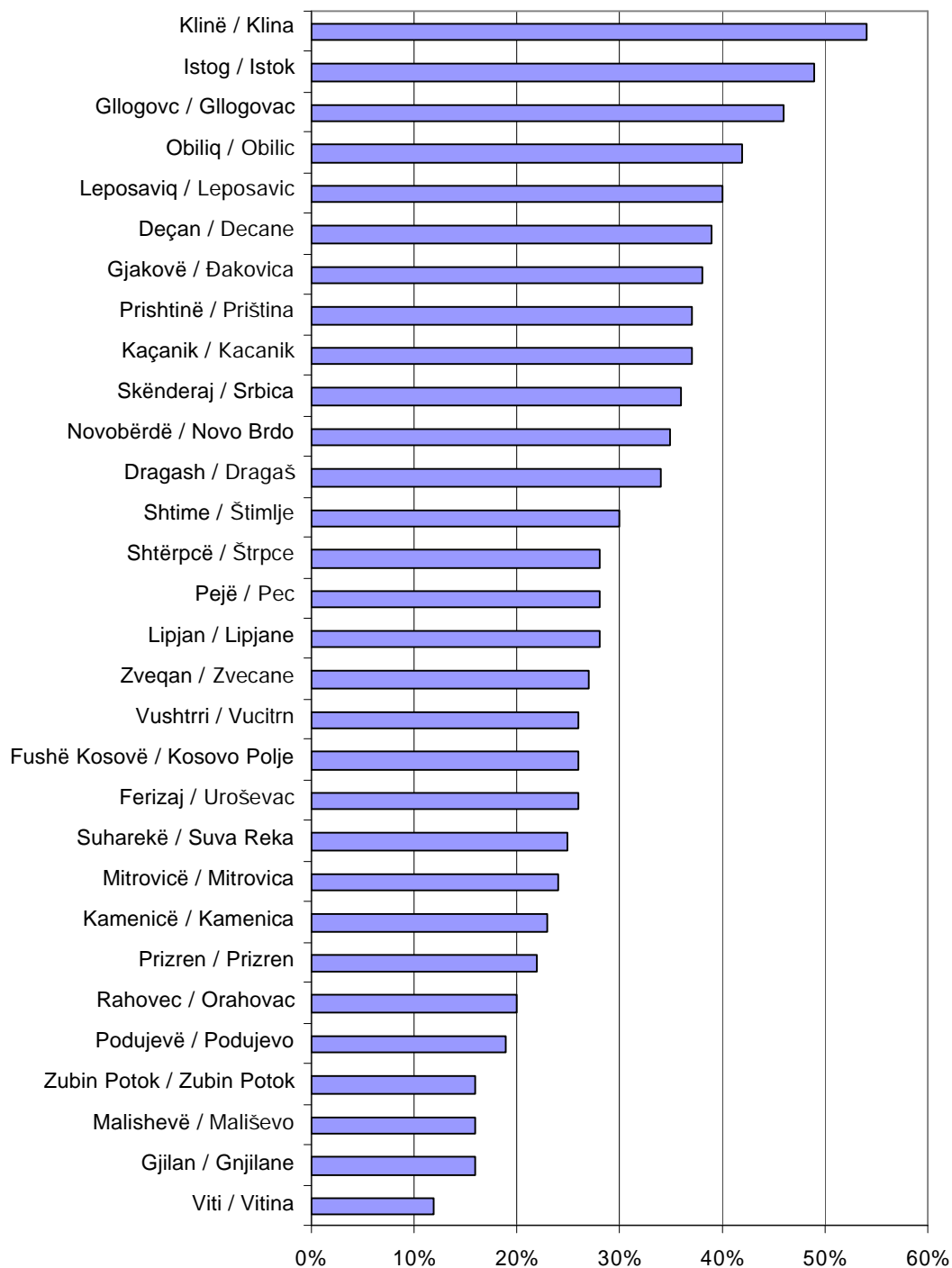
*The percentages represent a total of affirmative responses.*

## 8.2 Willingness to work voluntarily in crime prevention



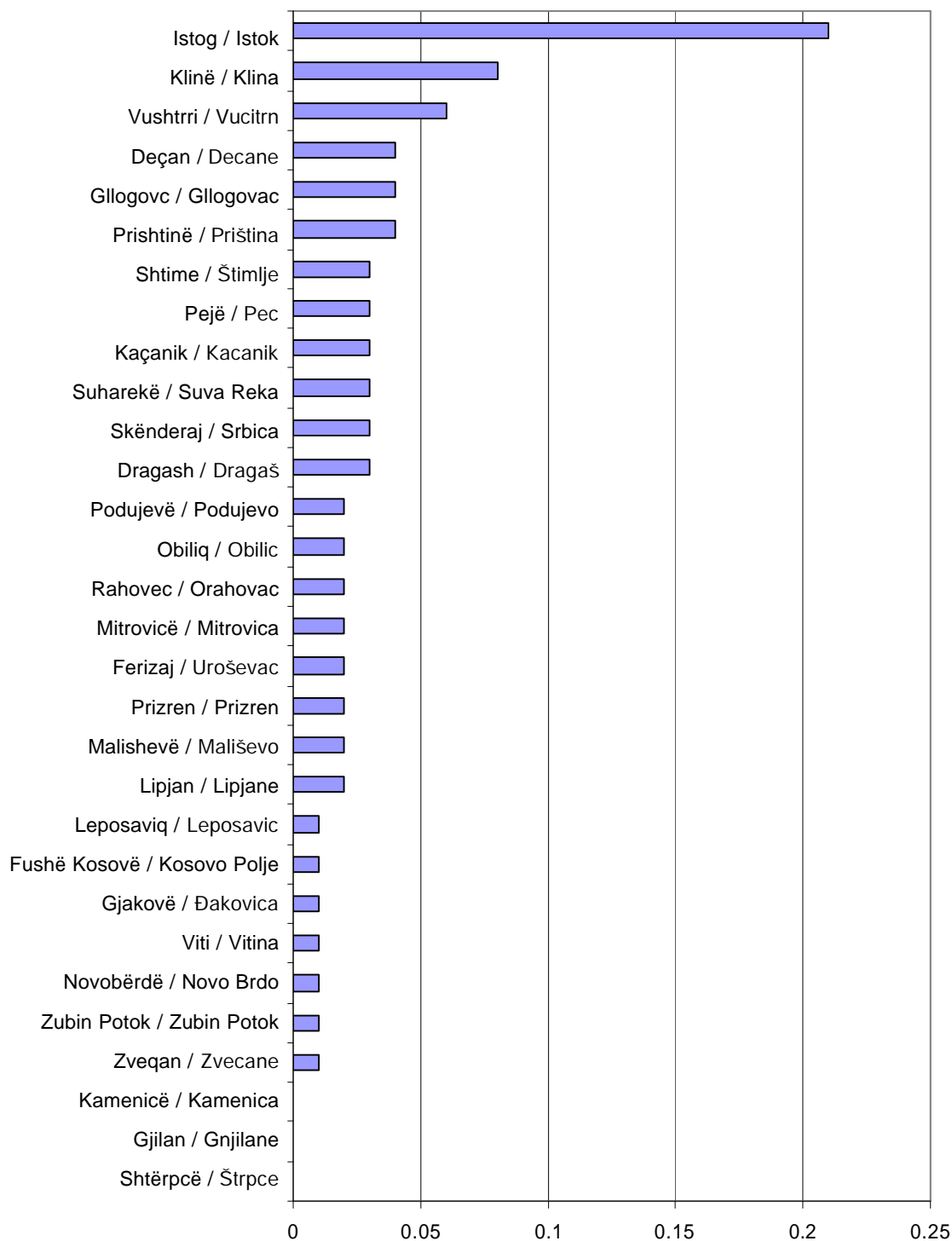
*The percentages represent a total of affirmative responses.*

### 8.3 Willingness to work voluntarily in healthcare



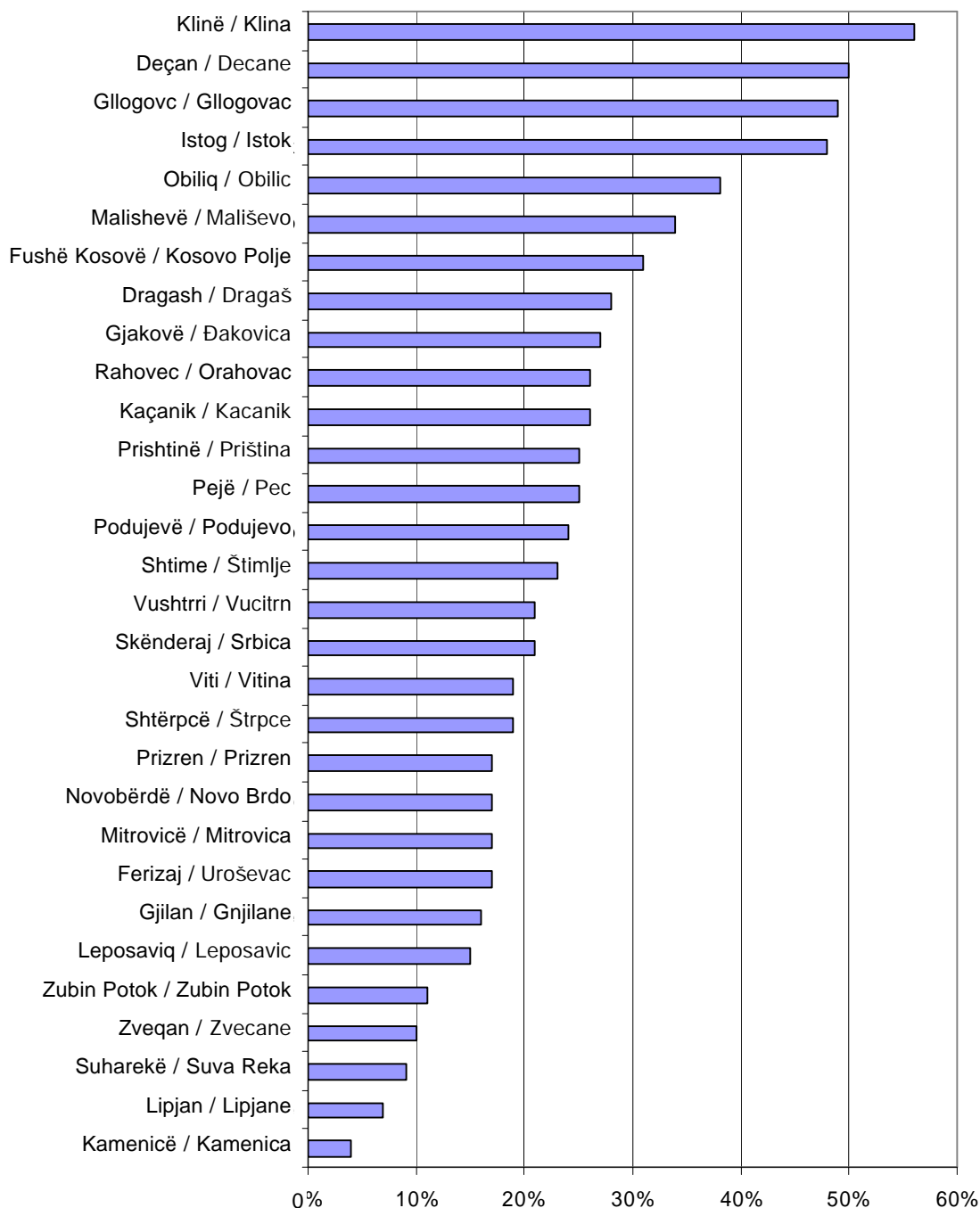
*The percentages represent a total of affirmative responses.*

### 8.4 Willingness to work voluntarily in education



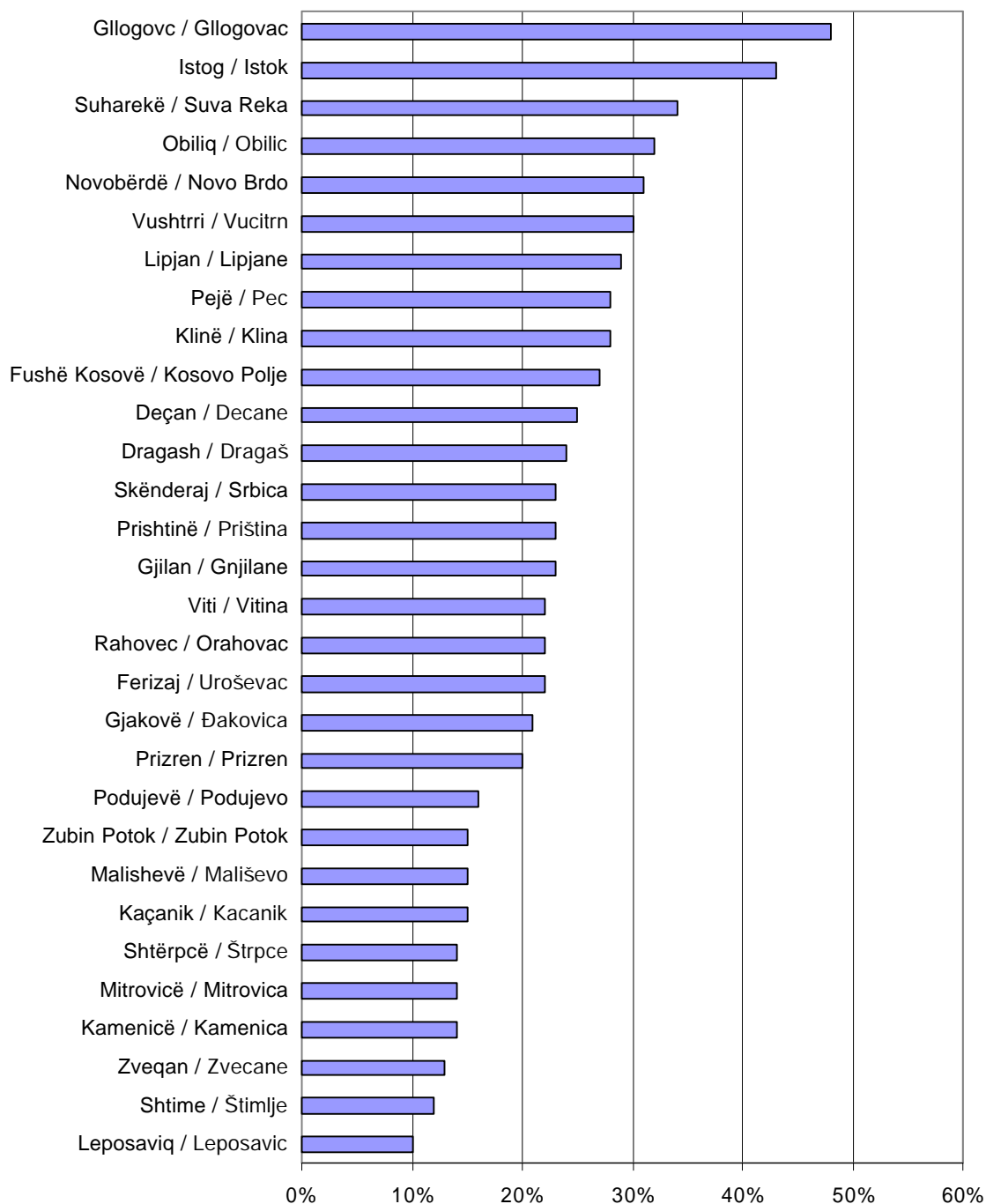
*The percentages represent a total of affirmative responses.*

### 8.5 Willingness to work voluntarily in economic development



*The percentages represent a total of affirmative responses.*

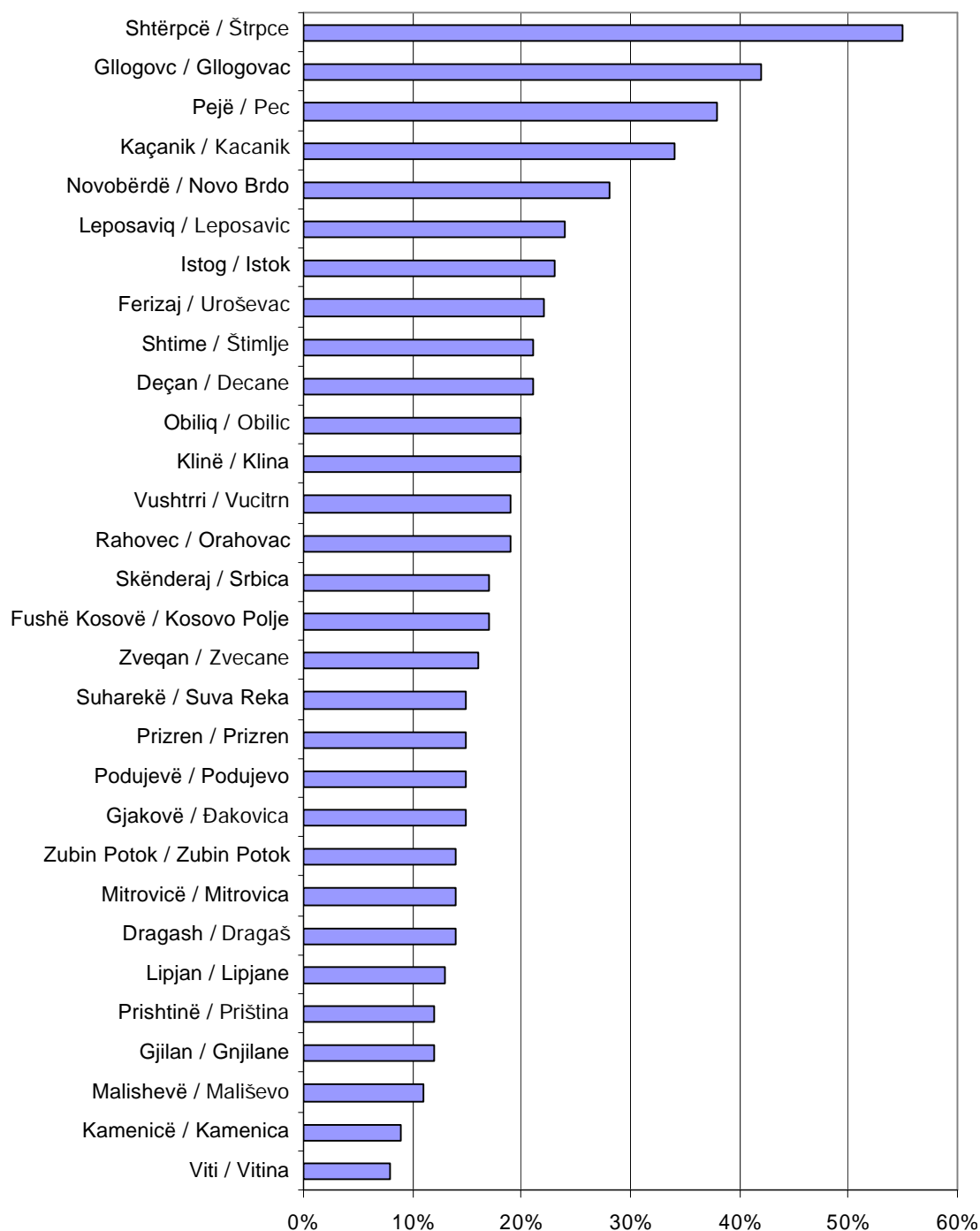
## 8.6 Willingness to work voluntarily in women's rights



*The percentages represent a total of affirmative responses.*

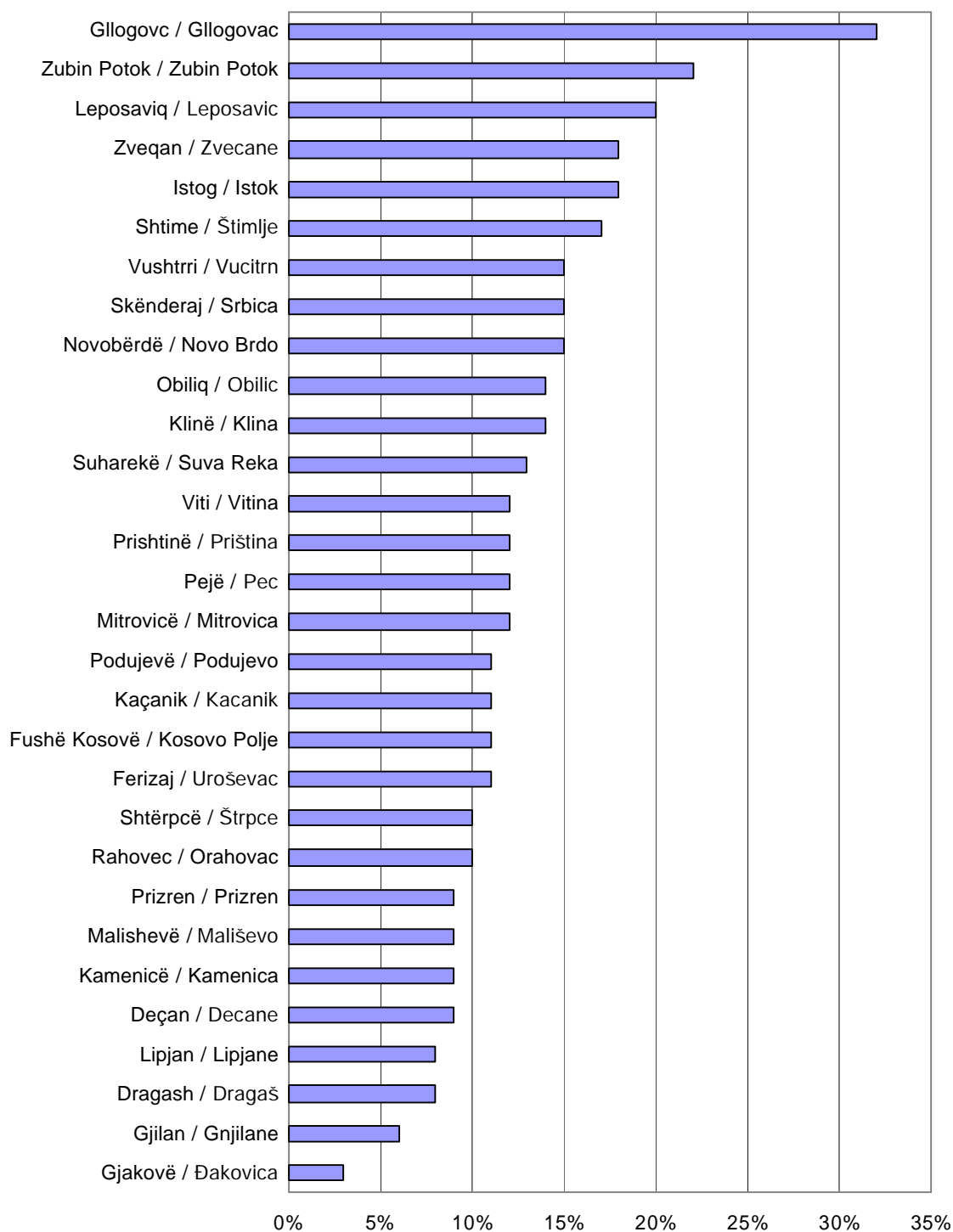


## 8.7 Willingness to work voluntarily in charity



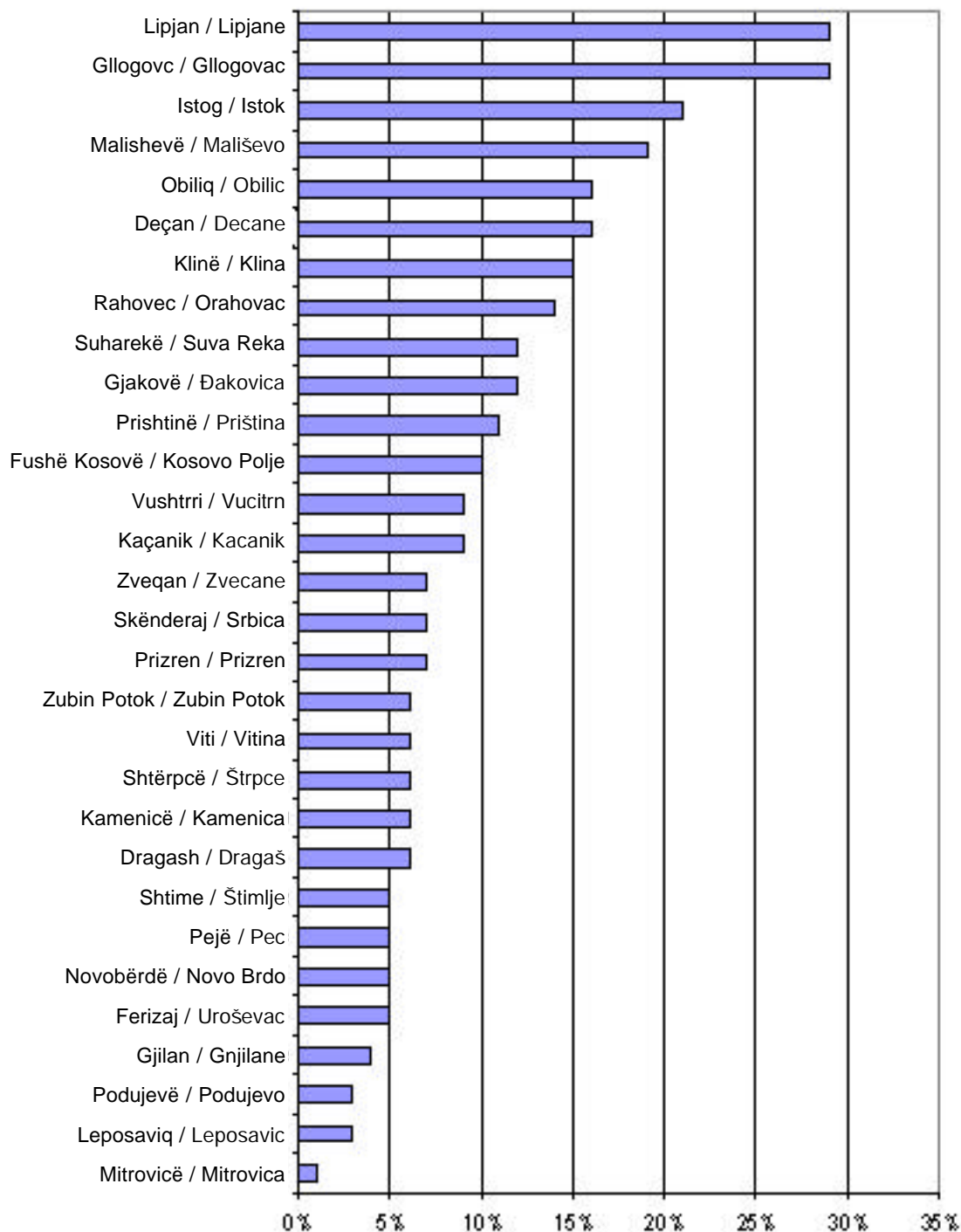
*The percentages represent a total of affirmative responses.*

## 8.8 Willingness to work voluntarily in sport



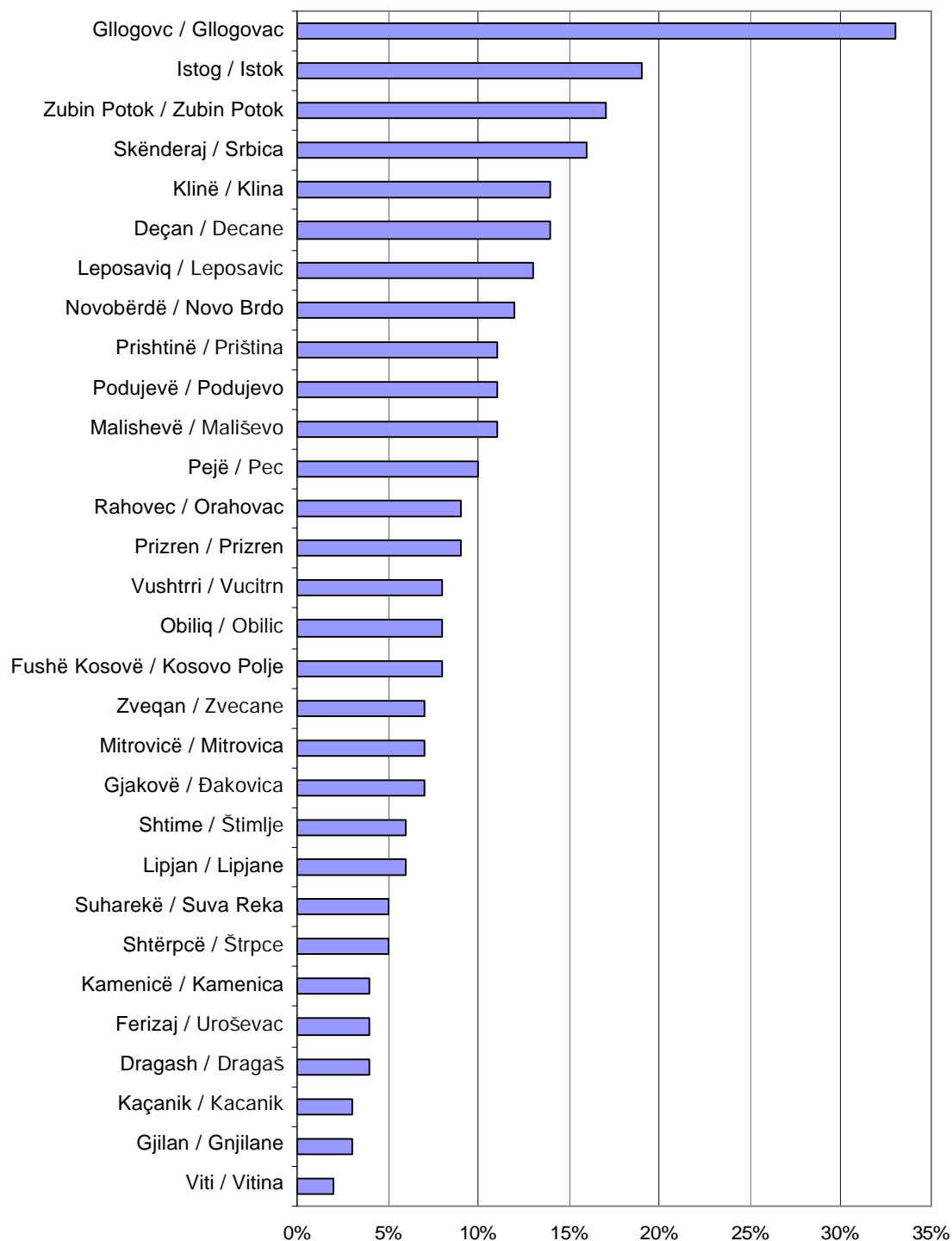
*The percentages represent a total of affirmative responses.*

## 8.9 Willingness to work voluntarily in local infrastructure



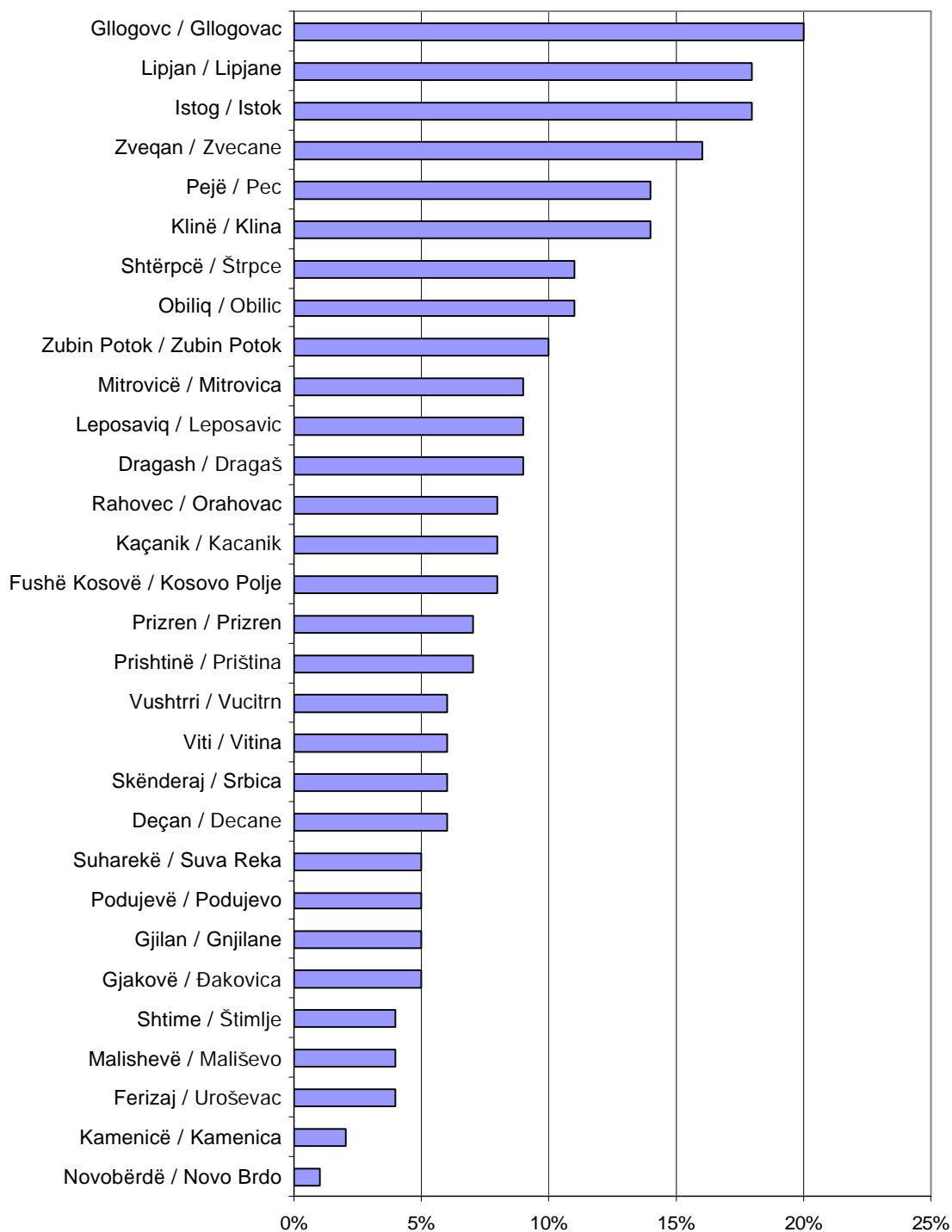
*The percentages represent a total of affirmative responses.*

## 8.10 Willingness to work voluntarily in culture



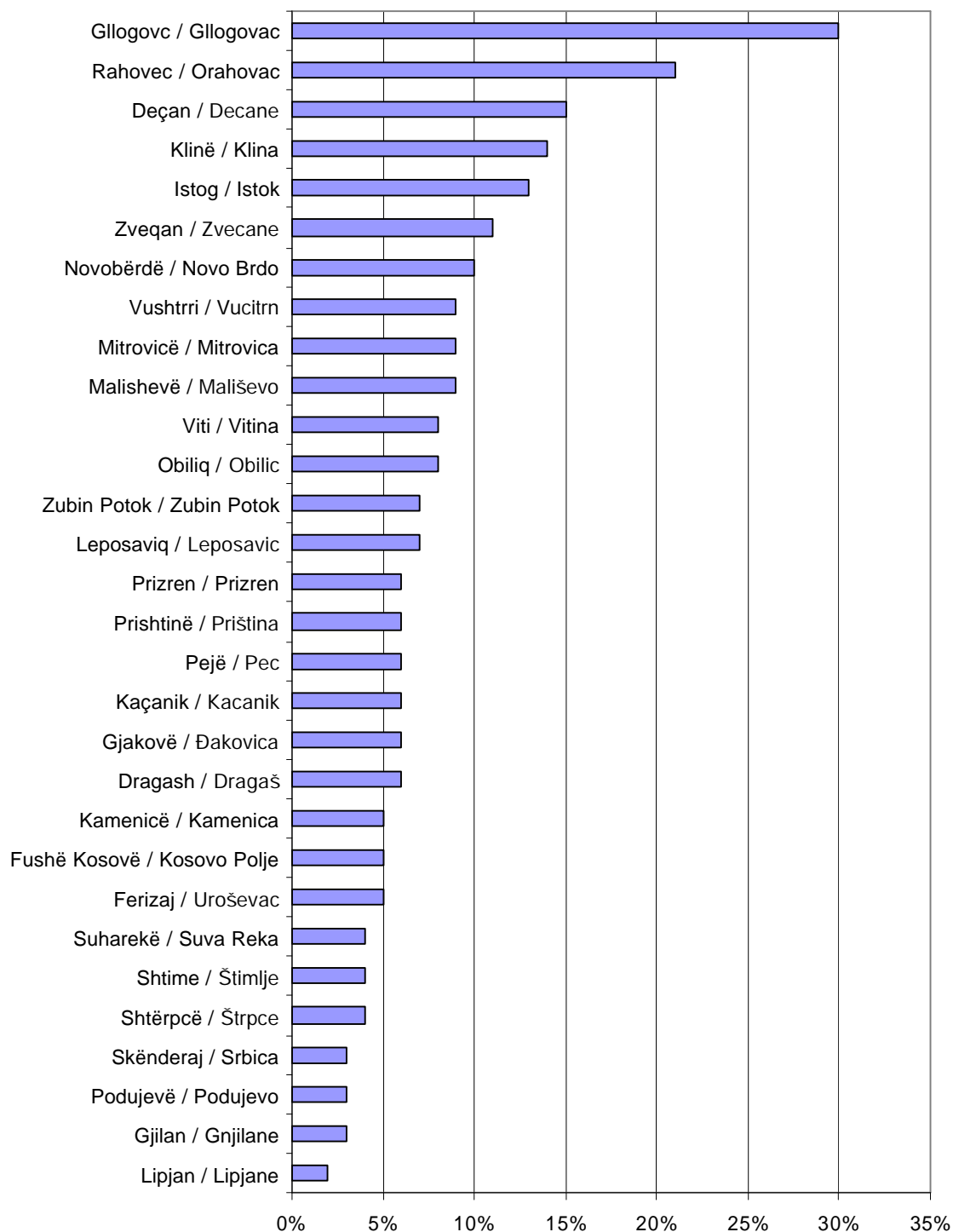
*The percentages represent a total of affirmative responses.*

### 8.11 Willingness to work voluntarily in ecology



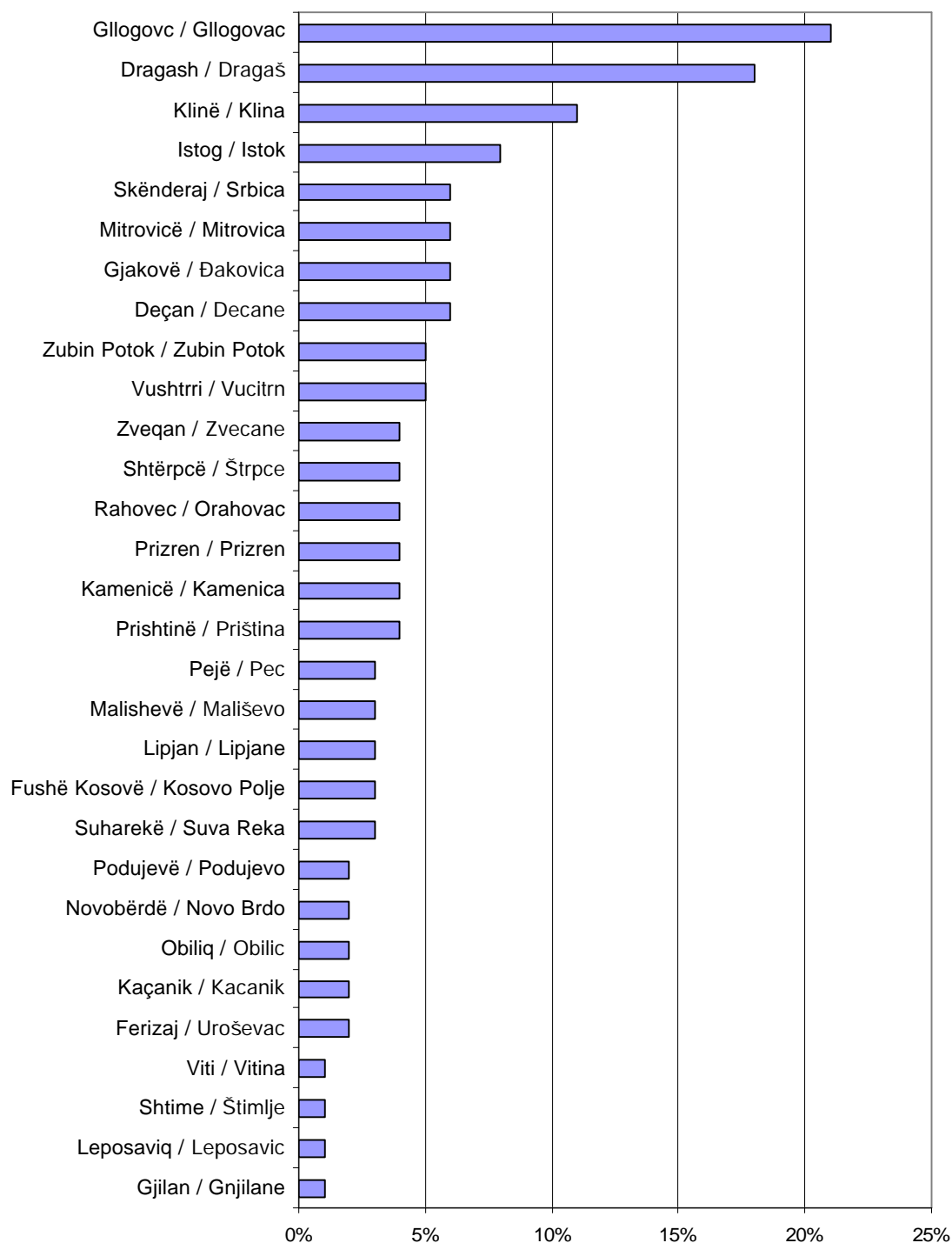
*The percentages represent a total of affirmative responses.*

### 8.12 Willingness to work voluntarily in professional qualification



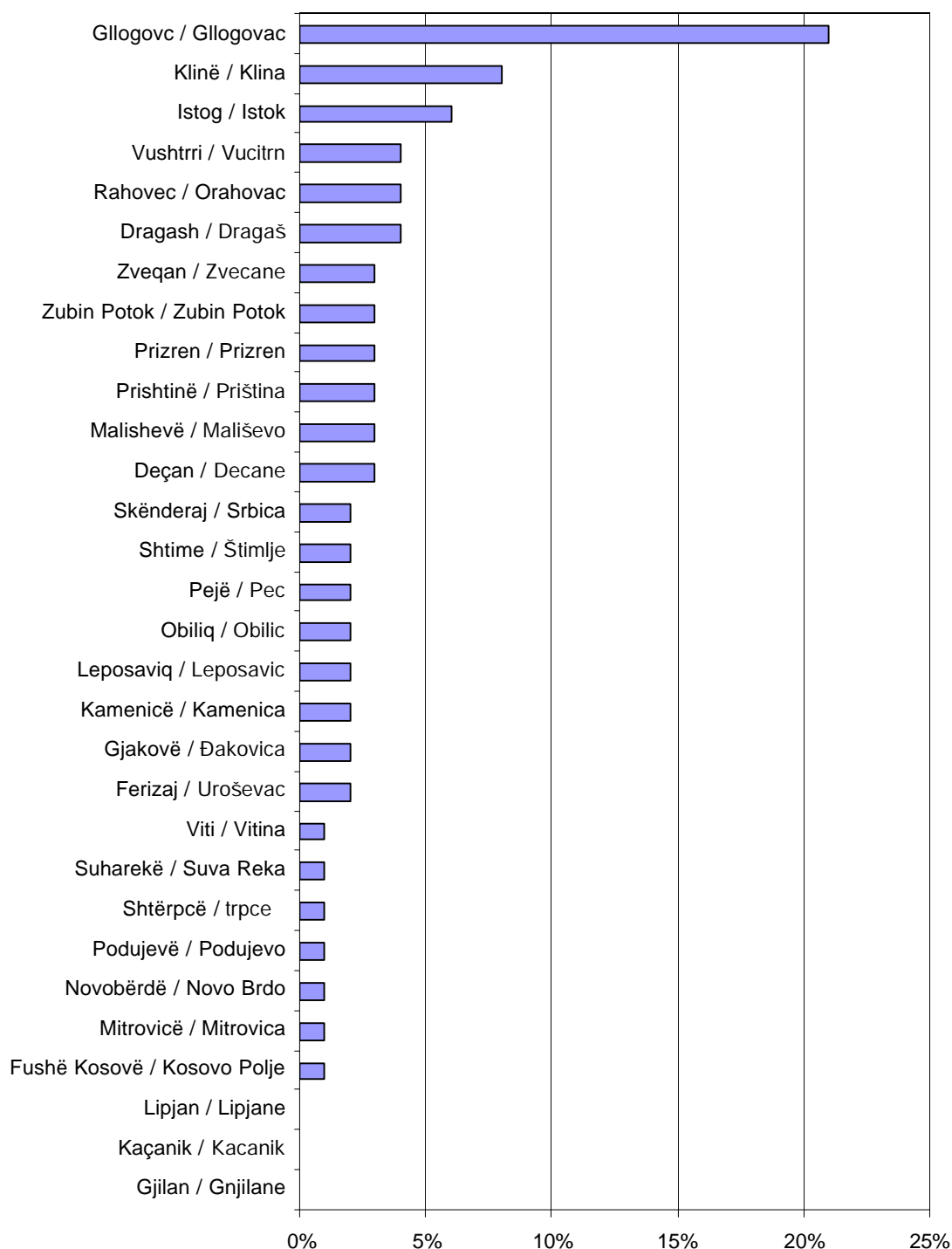
*The percentages represent a total of affirmative responses.*

### 8.13 Willingness to work voluntarily in ethnic tolerance



*The percentages represent a total of affirmative responses.*

### 8.14 *Willingness to work in customer's rights*



*The percentages represent a total of affirmative responses.*



## Annex II - Survey Sampling Methodology

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From January 21-31, 2003, Index Kosova, a joint venture with BBSS Gallup International, conducted the Local Authorities and Public Services Survey in all of Kosovo's 30 municipalities and polling Kosovan Albanians, Serbs, and non-Serb ethnic minorities.

The survey was conducted in two separate sub-samples, each one implemented based on the same methodology, whereby slight differences in the composition of the respective sampling plans were designed to address environmental conditions among Kosovo's main ethnic groups. The Albanian and Serb sub-samples each include a "plus" designation to allow for a sampling of non-Serb ethnic minorities. The size of the Albanian plus sub-sample was 4800 respondents of voting age (18 years and over); the residential split was 55% rural and 45% urban. The Serb plus sub-sample encompassed 1200 respondents of voting age. The sampling procedure employed was multi-staged random selection.

1st stage = Kosovo's territory was divided proportionally according to residential (urban/rural) and ethnic characteristics of the population per region. Given that the focus of the survey was on municipality strata, the regional aspect was considered conditionally, and the population was intentionally over-sampled so to achieve 200 respondents per municipality. Thus, the data offers insights at both the inter-municipal level and Kosovo-wide, the latter being weighted per the demographic information of OSCE as well as per Index Kosova's own proprietary data gathered in previous surveys. In a number of municipalities where a significant proportion of the population was a non-Serb ethnic minority, that sub-group was assigned more interviews so to allow additional fields for analysis.

2nd stage = Selection of households was carried out through a 'random route' method. The size of a sampling unit was 8 respondents irrespective of the type of residence, or 25 sampling units per municipality. Each sampling unit was given a starting point /well-known public building or site in the settlement in question, selected on a "from the pot" principle. In urban areas, the selected household was every 3rd address/house on the left-hand side of the street. In block-of-flats of up to 4 floors, the selected household was each 5th apartment, counting from the first to the left from the entrance. In block-of-flats of 5 floors and over, the selected household was every 10th apartment, counting them in the same manner. In rural areas, the selected household was every 3rd habitable dwelling/house on both sides of the interviewer's route, counting wave-wise. In dense, compact settlements, the selection method was identical to the one for urban areas.

3rd stage = Selection of one respondent per household via "next birthday" method.

4th stage = Replacement of a respondent after 3 attempts (initial visit and two call-backs) if the designated contact was not available or refused to take part. Substitutions were made according to the rules governing selection of a household.

The survey was carried out in the field by a total of 178 interviewers of whom 140 were Albanian and 38 Serb, in addition to 9 regional supervisors of whom 6 were Albanian and 3 Serb, and 2 field force managers, one for each sub-sample. 8 data clerks completed the data entry, while the DP Manager and the Project Manager validated the final data set.

## Annex III - Questionnaire

Q-1a. Overall, do you think that things in Kosovo are generally headed in the right direction, or are things headed in the wrong direction?

Q-1b. And compared to that, do you think that things in your municipality are headed in the right direction or are headed in the wrong direction?

	Q-1a	Q-1b
Right Direction	1	1
Wrong Direction	2	2
Refused (vol.)	3	3
Don't Know	4	4

Q-2a. What is the most important problem facing Kosovo today? (Record one response below and code)

\_\_\_\_\_

Q-2b. And, what is the second most important problem? (Record one response below and code)

\_\_\_\_\_

	Q-2a	Q-2b
	First	Second
Rebuilding the economy/infrastructure	1	1
Lack of general or personal security	2	2
Limited freedom of movement	3	3
Unemployment	4	4
Fighting crime	5	5
Corruption	6	6
Poverty/Low standard of living	7	7
Inter-ethnic relations/Violence between Albanians and Serbs	8	8
Power/Electricity/KEK	9	9
International community treating Albanians/Serbs unfairly	10	10
Legal framework of Kosovo	11	11
Kosovo Assembly/Kosovo Government	12	12
Cooperation between political parties	13	13
Building a political system	14	14
Kosovo status	15	15
Keeping the peace	16	16
Resettling refugees/displaced persons	17	17
Tax payment	18	18
Mitrovica	19	19
Bringing war criminals to justice	20	20
Prisoners and persons missing from the war	21	21

Other (specify) a. _____ b. _____	97	97
Refused (vol.)	98	98
Don't Know	99	99

Q-3a. And what is currently the most important problem facing your municipality?  
(Record one response below and code)

\_\_\_\_\_

Q-3b. What is the second most important problem? (Record one response below and code)

\_\_\_\_\_

	Q-3a First	Q-3b Second
Rebuilding the economy/infrastructure	1	1
Lack of general or personal security	2	2
Limited freedom of movement	3	3
Unemployment	4	4
Crime	5	5
Corruption	6	6
Poverty/Low standard of living	7	7
Inter-ethnic relations/Violence between Albanians and Serbs	8	8
Power/Electricity/KEK	9	9
Poor state of water supply	10	10
Poor state of heating supply	11	11
Environmental pollution	12	12
Poor healthcare service	13	13
Poor transport service	14	14
Lack of/underdeveloped post service	15	15
Poorly functioning rubbish collection service	16	16
Lack of functioning administration	17	17
Tax payment	18	18
Other (specify) a. _____ b. _____	97	97
Refused (vol.)	98	98
Don't Know	99	99

Q-4. Do you think that the problems of your municipality can be solved by the local authorities?

1. Yes, local authorities can solve the problems of municipality
2. No, the problems of municipality can be solved only centrally, by the central authorities
3. Some can be solved by the local and some by the central authorities (vol.)
4. Refused
5. Don't Know

Q-5a. Compared to a year ago, do you think the financial status of your household residing here has...

Q-5b. And over the next year, do you expect that the financial status of your household residing here will...

	Q-5a	Q-5b
Gotten/get better?	1	1
Stayed/stay the same? or	2	2
Gotten/get worse?	3	3
Refused (vol.)	4	4
Don't Know	5	5

Q-6. Tell me to what extent are you satisfied with the performance of the following services. Would you say that you are very satisfied, somewhat satisfied, somewhat unsatisfied or very unsatisfied with current functioning of...  
(SHOW CARD)

	VS	SS	SU	VU	Ref.	DK
a. Ambulancias	1	2	3	4	5	6
b. Hospitals	1	2	3	4	5	6
c. Public health	1	2	3	4	5	6
d. Management of primary and secondary schools	1	2	3	4	5	6
e. Rubbish collection	1	2	3	4	5	6
f. Consistency of water supply	1	2	3	4	5	6
g. Sewage and sanitation	1	2	3	4	5	6
h. Local road maintenance	1	2	3	4	5	6
i. Maintenance of inter-municipal roads and highways	1	2	3	4	5	6
j. Traffic and parking control/regulation	1	2	3	4	5	6
k. Consistency of electr. supply	1	2	3	4	5	6
l. Phone and postal service	1	2	3	4	5	6
m. Environmental protection	1	2	3	4	5	6
n. Landscape, plant and animal conservation	1	2	3	4	5	6
o. Cultural activities	1	2	3	4	5	6
p. Sport activities	1	2	3	4	5	6
q. Fire and emergency services	1	2	3	4	5	6
r. Urban and rural planning and land use	1	2	3	4	5	6
s. Social services	1	2	3	4	5	6
t. Pensions	1	2	3	4	5	6
u. Procedures for tax payment	1	2	3	4	5	6
v. Public transport	1	2	3	4	5	6

Q-7. How do you assess the efficiency of issuing the following documents. Would you rate it as very positive, somewhat positive, somewhat negative or very negative the issuing of...

	VP	SP	SN	VN	Ref.	DK
a. Travel document	1	2	3	4	5	6
b. Identification card	1	2	3	4	5	6
c. Vehicle registration	1	2	3	4	5	6
d. Driver's licence	1	2	3	4	5	6

e. Building/construction permit	1	2	3	4	5	6
f. Business license	1	2	3	4	5	6
g. Marriage/birth/death certificate	1	2	3	4	5	6

- Q-8. On another matter, talking about of the personnel working in different services. Irrespective of whether you personally have been in contact recently, or know it from relatives, friends, can you tell about the employees in your local ambulanta that they are... (Interviewer: Ask for each one the list)

	Well informed?			Competent?			Polite?			Easily accessible?		
a) Ambulanta	1 Yes	2 No	3 R/DK	1 Yes	2 No	3 R/DK	1 Yes	2 No	3 R/DK	1 Yes	2 No	3 R/DK
b) Hospital	1 Yes	2 No	3 R/DK	1 Yes	2 No	3 R/DK	1 Yes	2 No	3 R/DK	1 Yes	2 No	3 R/DK
c) KEK office	1 Yes	2 No	3 R/DK	1 Yes	2 No	3 R/DK	1 Yes	2 No	3 R/DK	1 Yes	2 No	3 R/DK
d) Phone service	1 Yes	2 No	3 R/DK	1 Yes	2 No	3 R/DK	1 Yes	2 No	3 R/DK	1 Yes	2 No	3 R/DK
e) Post service	1 Yes	2 No	3 R/DK	1 Yes	2 No	3 R/DK	1 Yes	2 No	3 R/DK	1 Yes	2 No	3 R/DK
f) Local community office	1 Yes	2 No	3 R/DK	1 Yes	2 No	3 R/DK	1 Yes	2 No	3 R/DK	1 Yes	2 No	3 R/DK
g) Municipal office	1 Yes	2 No	3 R/DK	1 Yes	2 No	3 R/DK	1 Yes	2 No	3 R/DK	1 Yes	2 No	3 R/DK

- Q-9. And over the last six months, how often have you visited your closest ambulanta? Has it been regularly, less often, once or never? (Interviewer: Ask for each on the list)

	Regularly	Less often	Once	Never	R/DK
a) Ambulanta	1	2	3	4	5
b) Hospital	1	2	3	4	5
c) KEK office	1	2	3	4	5
d) Phone service	1	2	3	4	5
e) Post service	1	2	3	4	5
f) Local community office	1	2	3	4	5
g) Municipal office	1	2	3	4	5

- Q-10. Now I'm going to read you a list of services and areas of activity. Please, tell me, which authority do you think is most responsible for the functioning and development of these services and activities? Are the local municipal authorities, Kosovo central authorities, UNMIK, public enterprise or someone else most responsible for your...

	Local Munc'l authorities	Kosovo central authorities	UNMIK	Public enterprise (specify)	Other	R/DK
a) Ambulanta	1	2	3	4	5	6
b) Hospital	1	2	3	4	5	6
c) Public health	1	2	3	4	5	6
d) Management of primary and secondary schools	1	2	3	4	5	6
e) Rubbish collection	1	2	3	4	5	6
f) Consi. of water supply	1	2	3	4	5	6
g) Sewage and sanitation	1	2	3	4	5	6
h) Local road maintenance	1	2	3	4	5	6

i) Maintenance of inter- and highways	1	2	3	4	5	6
j) Traffic and parking control/ regulation	1	2	3	4	5	6
k) Con. electricity supply	1	2	3	4	5	6
l) Phone and postal service	1	2	3	4	5	6
m) Environmental protection	1	2	3	4	5	6
n) Landscape, plant and animal conservation	1	2	3	4	5	6
o) Cultural activities	1	2	3	4	5	6
p) Sport activities	1	2	3	4	5	6
q) Fire and emergency services	1	2	3	4	5	6
r) Urban and rural planning and land use	1	2	3	4	5	6
s) Social services	1	2	3	4	5	6
t) Pensions	1	2	3	4	5	6
u) Procedures for tax payment	1	2	3	4	5	6
v) Public transport	1	2	3	4	5	6

- Q-11. There are various opinions on a person can influence effectively decision-making process in their municipality. Using this scale, where '1' stands for 'very effective' and '10' for 'very ineffective', tell me, how effective, in your opinion, could the following activities be in influencing social life in your municipality? (Show Card)

	Very effective			Very ineffective							R/DK
a) use of media	1	2	3	4	5	6	7	8	9	10	0
b) voluntary work in organizations/committees	1	2	3	4	5	6	7	8	9	10	0
c) personal contact with municipal gov't/ass'ly	1	2	3	4	5	6	7	8	9	10	0
d) attending discussion meetings	1	2	3	4	5	6	7	8	9	10	0
e) participation in public protests	1	2	3	4	5	6	7	8	9	10	0

- Q-12. Here is a list of different spheres of public life. Tell me, in which of them you would be interested to take part voluntarily in the future? (MULTIPLE RESPONSE) (Show Card)

Healthcare	1
Education	2
Charity	3
Care for disabled persons	4
Ecology	5
Women's rights	6
Sport	7
Ethnic tolerance	8
Economic development	9
Customers' rights	10
Crime prevention	11
Culture	12
Local infrastructure	13
Professional qualification	14

Other (specify) _____	97
Refused	98
Don't Know	99

Q-13. Please, tell me, which public services or areas of activity in your municipality you think has to be addressed most urgently? (MULTIPLE RESPONSE)

Primary healthcare	1
Rubbish collection	2
Water supply	3
Sewage and sanitation	4
Road maintenance	5
Electricity	6
Procedures for tax payment	7
Social services	8
Social housing	9
Issuing civil documents	10
_____	
Other (specify) _____	97
Refused	98
Don't Know	99

Q-14. Some public services are managed primarily by central authorities, while for the other responsible are local authorities. Regardless of the present state, tell me, which three public services in your opinion can function more effectively if the prime decision-making and resources for this are given to your local municipal authorities?

	First	Second	Third
Primary healthcare	1	1	1
Rubbish collection	2	2	2
Water supply	3	3	3
Sewage and sanitation	4	4	4
Road maintenance	5	5	5
Electricity	6	6	6
Procedures for tax payment	7	7	7
Social services	8	8	8
Social housing	9	9	9
Issuing civil documents	10	10	10
_____			
Other (specify) _____	97	97	97
Refused	98	98	98
Don't Know	99	99	99

Q-15a. How satisfied are you with the job your Municipal President has done in 2002?  
Are you very satisfied, somewhat satisfied, somewhat dissatisfied, or very dissatisfied?

Q-15b. And, how satisfied are you with the work of your Municipal Assembly in 2002?

Q-15c. And with the work of your Local Administration in 2002?

	Q-15a (President)	Q-15b (MA)	Q-15c (LA)
Very Satisfied	1	1	1
Somewhat Satisfied	2	2	2

Somewhat Dissatisfied	3	3	3
Very Dissatisfied	4	4	4
Refused (vol.)	5	5	5
Don't Know	6	6	6

Q-16. Tell me, who was the president of your municipality in 2002?

1. Right name
2. Wrong name
3. Refused
4. Don't Know

Q-17. Would you strongly agree, agree somewhat, disagree somewhat or strongly disagree if your local authorities introduce municipal tax in order to improve the quality of ...

	SA	AS	DS	SD	Ref.	DK
a. Healthcare	1	2	3	4	5	6
b. Rubbish collection	1	2	3	4	5	6
c. Water supply	1	2	3	4	5	6
d. Sewage and sanitation	1	2	3	4	5	6
e. Road maintenance	1	2	3	4	5	6
f. Education	1	2	3	4	5	6
g. Procedures for tax payment	1	2	3	4	5	6
h. Social services	1	2	3	4	5	6
i. Social housing	1	2	3	4	5	6
j. Issuing civil documents	1	2	3	4	5	6
k. Environmental protection	1	2	3	4	5	6

## DEMOGRAPHICS

"Now I am going to ask you a few questions for statistical purposes."

D-1. Respondent Gender

1. Male
2. Female

D-2. How old were you on your last birthday?

\_\_\_ (Actual Age)

D-3. How many years of formal education have you completed? (Write down actual number of years, code 98 for "Refused" and 99 for "Don't Know").

\_\_\_ (3/11-12)



D-4. What is your current marital status?

1. Single
2. Married
3. Cohabitation, without marriage
4. Divorced
5. Widowed

D-5. Ethnicity

- |             |                           |
|-------------|---------------------------|
| 1. Albanian | 6. Croat                  |
| 2. Serb     | 7. Roma                   |
| 3. Bosniak  | 8. Ashkali                |
| 4. Goran    | 9. Egyptian               |
| 5. Turk     | 10. Other (specify) _____ |

D-6. Could you say for yourself that you are believer? If yes, what religion?

1. Muslim
2. Christian Orthodox
3. Catholic
4. Protestant
5. Other (specify) \_\_\_\_\_
6. Non-believer
7. Refused
8. Don't Know

D-7. Which of the following do you have in your household here in functioning order?

	Yes	No	Dont Know
a. Radio	1	2	3
b. TV-set	1	2	3
c. Video recorder/player	1	2	3
d. Satellite dish	1	2	3
e. Washing machine	1	2	3
f. Refrigerator	1	2	3
g. Computer	1	2	3
h. Internet	1	2	3
i. Camera	1	2	3
j. Mobile phone	1	2	3
k. Fixed phone line	1	2	3
l. Car	1	2	3
m. Tractor	1	2	3
n. Generator at home	1	2	3

D-8. And since when does your family live in this dwelling?

1. Less than 1 year
2. One year to 4 years
3. More than 4 years

D-9. Do you have here in this dwelling...

	Yes	No
a. Tapped water supply	1	2
b. Sewage/sanitation public system	1	2
c. Central heating	1	2
d. Electricity	1	2

D-10. Does your family possess land? If yes, how much?

1. Under 0.5 ha
  2. Between 0.5 and 1 ha
  3. Between 1 and 2 ha
  4. Between 2 and 3 ha
  5. Between 3 and 4 ha
  6. More than 4 ha
- 
7. Do not possess
  8. Refused
  9. Don't Know

D-11. Do you or anyone else in your household living here own a private business?

1. Yes
  2. No
- 
3. Refused
  4. Don't Know

D-12. Are you... (Interviewer: If "working" and "disabled" CODE BOTH! Otherwise, single code)

- |  |               |
|--|---------------|
| 1. working?                              | Go to D-13    |
| 2. a housewife?                          | Skip to D-14b |
| 3. a student or apprentice?              | Skip to D-14b |
| 4. retired?                              | Go to D-14a   |
| 5. disabled?                             | Go to D-14a   |
| 6. unemployed and looking for work?      | Go to D-14a   |
| 7. unemployed, but not looking for work? | Go to D-14a   |
- 
- |               |               |
|---------------|---------------|
| 8. Don't Know | Skip to D-14b |
|---------------|---------------|

D-13. . (Filtered. Ask only those "working") Are you now in paid employment - either full time or part time?

1. Full time
2. Part time

D-14a. (Ask only those who answered "working", "retired/disabled", "unemployed/looking" and "unemployed/not looking" to D-12): What is your occupation, that is, what work you are doing now, even if that is not what you are professionally qualified for? (Interviewer: For those who answered unemployed or retired/disabled, ask the respondent what their occupation was when they were working. Record below and code).

\_\_\_\_\_

D-14b. Who is the head of this household?

1. Respondent Skip to D-15
2. Other Person Go to D-14c.

D-14c. (Ask only those who answered "Other Person" to D-5b): What is the occupation of the head of the household?

	D-14a Resp.Occup	D-14c Head. Occup
Owner of own business	1	1
Manager of enterprise	2	2
Manager of division or department	3	3
Professional	4	4
White collar worker/officer employee	5	5
Clerical-level office worker	6	6
Foreman, technician	7	7
Skilled worker	8	8
Semi-skilled worker	9	9
Unskilled worker	10	10
Military	11	11
Civil servants (police, teachers, etc.)	12	12
Farmer, fisherman	13	13
Landless agricultural laborer	14	14
Other (vol.) (Specify): _____	15	15
Not Asked/Never Worked/Skip Pattern	16	16
Don't Know/Refused (vol.)	17	17

D-15. Of how many people consists your family living here now?

— —

D-16. Would you tell me how many of them are men/women and how old is each of them?

Years	Men	Women
0-4	—	—
5-10	—	—
11-15	—	—
16-18	—	—
19-25	—	—
26-35	—	—
36-45	—	—
46-55	—	—
55+	—	—
Total	—	—

- D-17. (Ask All): Thinking about your household's total monthly income, that is all the money earned or received by all members of the household where you currently live, would you say that it is ...  
(Show Card)

Card

1. 0 - 100 Euro
2. 101 - 250 Euro
3. 251 - 400 Euro
4. 401 - 600 Euro
5. 601 + Euro

6. Refused (vol.)
7. Don't Know

**PLEASE INDICATE TIME WHEN THE INTERVIEW WAS COMPLETED (24 H.)**

Read Closing Statement: : "Thank you for participating in our survey. Do you have any questions? In the next few days my supervisor may contact you to evaluate the quality of my work and answer any other questions you may have about the interview. To help him do that, could I have your telephone number?"

Respondent Information: Name: \_\_\_\_\_  
Address: \_\_\_\_\_  
Tel No. \_\_\_\_\_

D-18. Interviewer: Code number of people present at the interview including yourself and the respondent:

— —

D-19. (Interviewer Code) Whether respondent lives in a multi-family dwelling (like an apartment house) or a single-family detached home.

1. Multi-family dwelling (e.g. apartment house)
2. Single-family detached home

Signature: *I testify that I've completed this interview based on instructions given by INDEX Kosova.*

Name \_\_\_\_\_ Signature \_\_\_\_\_

Date \_\_\_\_\_

**To be filled by supervisor:**

D-20. Is questioner checked?

1. Yes
2. No

D-21. Control Method:

1. Direct supervision during the interview
2. Control of person by supervisor
3. Control by telephone by supervisor or INDEX Kosova
4. The questioner was not checked.