

institut alternativa

CHALLENGES OF
DEVELOPING THE
WELFARE MIX IN
MONTENEGRO

December, 2012
Podgorica

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77. NGO “Dom nade” - Podgorica
78. NGO 4 life - Podgorica
79. Women’s Association “Nita” - Podgorica
80. NGO Gerontological Society of Montenegro - Podgorica
81. NGO Centre for re-integration of Roma - Podgorica
82. Making life easier for children with special needs - Rožaje
83. NGO “Enfants” - Rožaje
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INTRODUCTION

This text is the result of an empirical research entitled '**Challenges of developing the welfare mix in Montenegro**' carried out during 2012.¹ The research methodology is taken from CERANEO – Centre for the development of non-profit organisations from Zagreb (Republic of Croatia). As a partner, CERANEO cooperated with the team and the leadership of the project throughout all the phases of the project implementation, it analysed the collected data and it produced a research report on the basis of results.

The goal of the project is to foster the development of the welfare mix, with a focus on strengthening the role of civil society in the social reform process. Through the principle of subsidiarity, i.e. by efficiently making decisions as close as possible to the needs of citizens, through the development of the welfare mix, less burden on the state is expected, whose role has been monopolistic. Simultaneously, we expect the strengthening of the civil society organisations' capacity as active proponents of social rights, social service providers, innovators of social programmes and social entrepreneurs.

The research collected information on the development and on concrete aspects of the welfare mix. The following actors, relevant for the development of the welfare mix, were involved in the research: civil society (NGO – non-governmental associations and foundations), centres for social work and their sub-units, public institutions of social welfare, employment bureaus and offices of employment bureaus, as well as secretariats of local self-government units competent for the area of social policy.

Welfare Mix embodies the strengthening of personal responsibility of an individual, diversity of social measures and activities, as well as full participation of all social actors. The entire system is based on mutual cooperation between state institutions, local community, public institutions of social welfare, private sector, civil society organisations dealing with concrete social issues and the social rights beneficiaries themselves.

In developed countries, especially in the new member states of the European Union, the development of welfare mix systems as well as the greater role of civil society organisations is fostered.

Welfare mix is a new trend of developing social policies in the developed countries which is linked to the welfare state crisis from the 1970s. The text indicates the main theoretical principles of the welfare mix concept and

the development trends in Western countries. Having in mind the available literature, the development a welfare mix system in transition countries is a topical issue.

Results of the empirical research presented here reflect the role of different actors in social policy and their contribution to developing the welfare mix in Montenegro.

By implementing this project, we wish to establish a network of associates and set the basis for longterm cooperation in the reform process of the social policy system.

Advantages and disadvantages of developing the welfare mix, as well as the need to continue empirical research, is presented in the conclusion.

¹ This research was carried out by Institute Alternative from Podgorica. Financial support for the implementation of the project was provided by the Commission for the allocation of the part of revenues from the games of chance of Montenegro.

1. Key principles of the welfare mix

Welfare mix appears as a new system of social policy in which the government, local authorities, civil society organisations, profit sector, family (informal sector) and other actors replace the monopolistic role of the state. In such a system, the authorities and the public administration recognise civil society organisations and other actors as partners, and therefore cooperate with them in the process of preparation and decision-making, as well as during the implementation of social programmes.

During the 1980s, at the time of growing crisis of welfare state in developed countries and of the emergence of new social risks (Ascoli, Ranci, 2002), the traditional welfare state programmes used to be directed mainly to social safety via insurance, given the new challenges. Uncertain work careers and growing social needs, manifested not only by marginalised groups but also by the middle class, became ever more apparent in societies suffering from negative demographic trends and new family relations. Growing needs for social services (Alber, 1995) put new challenges of their more efficient application before the central and local authorities.

The transformation of state from a financial provider to a social service provider, via state-owned organisations, toward the role of an actor signing agreements with social service providers in a new environment – has multiple effects on the profiling of the new social policy. According to Ascoli and Ranci (2002), it is important to highlight the growing responsibility of local authorities in financing, planning and decision-making in that process, as regards specific social services which satisfy the local demands. Privatisation of the social services provision, based on the principle of the new public management, meant introducing managerial techniques and procedures similar to those in the private/business sector.

In cases where services are provided by non-profit organisations, we talk about social entrepreneurship and about social economy. Non-profit organisations are given beneficial tax status with regard to doing business and receiving donations. Hence, in new social policies, financing and providing social services is separated.

Non-profit organisations are invited to play an increasingly important role in education, healthcare, social services, community development, employment and training, culture, arts, leisure activities and environment protection (Anheier, 2003). Non-profit organisations are increasingly becoming a part of the public-private partnerships and entering complex networks of responsibility and financial obligations toward different social actors, such as the state, members, service beneficiaries and competing organisations which provide similar programmes. Principal of a school considers himself/herself more as a social entrepreneur rather than a public institution (Evers, Laville, 2004b).

Introducing the practice of new public management resulted in restructuring of public administration based on the example of private enterprises (Evers, 2005). Market logic is increasingly conquering the public and the third sector, while all that shapes organisations which are aligned with the pluralism of managerial mechanisms as hybrid organisations. Hybrid organisations are characterised by social entrepreneurship, while A. Evers (2005) emphasises their three dimensions. They are capable of mobilising numerous additional local resources. Their managerial mechanisms are composed of different social actors. This strengthens their position and entrenches them into local communities. Hybrid organisations set new, different objectives than those which the traditional state organisations used to have. Evers lists examples of schools which innovate their programmes, try new forms of education.

Anheier (2003:271-274) explains the growing role of the non-profit sector through the **heterogeneity theory** and the **trust theory**. Constant demand for public and quasi-public goods and services in the situation of heterogeneous demand strengthens the role of the non-profit sector. Countries with heterogeneous demand will have a larger non-profit sector than the countries with a more homogeneous demand.

The expansion of the non-profit sector is part of larger social and economic changes which involve a switch from nonmarket to market economy, from industrial to post-industrial society, from individual nation-state to some new form of international alliances. This had an impact on the change of public goods “culture” and on the responsibility for their delivery and pluralisation. On the other hand, the trust in service providers on a non-profit basis still appears to be an important generator of their expansion. In support of this, Anheier sees the expansion of the non-profit sector in its re-combination and re-functionalisation, which implies accepting the marketing criteria of doing business and providing social services via market organisations.

However, social regime reforms proceed differently in different countries and the role of social civil society organisations, according to the theory of social origin by Salamon and Anheier (1998), is path dependent.

In a wider context, the accent is placed on the differences between the American and the European tradition in terms of the role played by the non-profit sector and the civil society (Evers, Laville, 2004a). American tradition counts on the role of non-profit organisations which fills the space of market failures. European tradition, besides non-profit organisations, counts on the role of foundations and mutualist organisations, which to a certain extent may distribute the profit. Social economy is an important part of the European civil tradition (Defourny, 2001).

Civil society organisations are important for developing a welfare mix because of their mediating role between the state, market and informal sphere. They appear as proponents of certain groups and programmes, while simultaneously combining human and material resources through their synergetic effect.

(Evers, 1995)

The role of civil society organisations in social policy and the profiling of welfare mix appear to be an important part of the European social model (Evers, 2006). Interest groups of the civil society organisations strongly advocate their position at the level of the European Union and its member states.² There seems to be a new form of multilevel governance (Ruzza, Della Sala, 2007). The European Union, with a wide range of development programmes and concrete effects on the processes of defining public poli-

cies, such as, for example, the method of open coordination and funds for financing civil society organisations’ programmes, greatly contributes to the development of welfare mix (Kendall, Anheier, 2001).

New forms of regulation and relations between the state, the non-profit and the profit sectors are faced with numerous challenges (Ascoli, Ranci, 2002). Delegating or sharing responsibility for social service provision of the non-profit and private sectors with other social actors is one of the key issues. Cooperation or competition among service providers, regardless of their profit or non-profit orientation, represents a crucial issue for development. By emphasising efficient social service provision, their quality, availability and price come to the fore. On the other hand, the following questions are

2 In the framework of the four-year CONNEX project “Efficient and democratic multi-level governance in Europe”, representatives of the Social platform of European social civil society organisations, as the European umbrella association, were invited. Based on their discussions, it can be concluded that the civil society organisations provide the greatest contribution to the development of the European social model. See: <http://www.connex-network.org>

raised: Are the processes of social exclusion forgotten in relation to deliberations on the efficiency of services? What is left of the innovative potential of non-profit organisations? Competition also means professionalisation of employees.³ Privatisation leads to a reduced amount of voluntary work and of the number of volunteers in the social service provision sector – the so-called “de-voluntarisation” of the social service sector. Volunteer work has been a traditional hallmark of this sector in the greatest number of countries. Many specificities and qualities of non-profit organisations are fading away. They are no longer capable of responding to the needs of community, because they are more and more turned to individuals with whom they have contracts on fulfilling their needs.

Wider framework – value orientation that dominantly influences the type of governance and provision of social services – is important. Good governance predominantly depends on the level of civiness in a society. Civiness is interpreted as the capacity of institutions, organisations and procedures to stimulate, reproduce and cultivate civility (Brandsen, T., Dekker, P., Evers, A., 2010).

Civiness has three dimensions which influence the delivery of social services:

1. Social dimension of civiness includes issues such as the extent to which a society or a political community treats citizens as equal, bearing in mind their differences.
2. Special dimension is manifested in everyday behaviour of people, from passivity and egoism to respect and tolerant behaviour.
3. Political dimension relates to governance and its democratic quality and the number of active citizens.

In recent discussions, civil society is considered as a universal cure (panacea) for all social problems. Positive contributions that the civil society organisations may make in a society depend on the institutional conditions in which they operate. Brandsen (2010), denying the status of panacea for civil society organisations, talks about their innovation which stems from the interaction with the institutional framework. Systemic gathering of empirical evidence about innovations may contribute to stimulating the development of civil society.

Privatisation of social services and the strong development of the welfare mix spread to both liberal and conservative-corporatist social regimes (Smith, 2008) and (Zimmer, 2008). In the liberal American social regime, thanks to the development of the non-profit sector and to its entrepreneurial climate, the social services sector is expanding and depends more and more on state finances, unlike in the past when it depended on private philanthropy. Government contracts with the non-profit sector are controlled by various measurements of effects and targeting (Smith, 2006). Community building and the development of social capital, encouraging citizens to cooperate and participate in local affairs are more and more neglected. In German, conservative-corporatist model, the non-profit sector is more and more bureaucratised, it loses volunteers and the efficient performance of organisations working for the general good is more and more questioned.

On the other hand, the role of civil society organisations in Scandinavian countries is slowly changing and mainly remains at the level of advocacy, lobbying in social policy decision-making and interest organising (Matthies, ed., 2006). Nevertheless, in recent times, civil society organisations which provide services are becoming increasingly numerous.

3 Several authors argue that privatisation and commercialisation of social service provision influenced the changes in the education programmes for social workers. Management, social marketing, fund-raising and similar programmes are introduced (Zimmer, 2008), (Badelt, 2003) and (Kendall, Knap, Forder, 2006).

The literature quoted earlier demonstrates that the development of welfare mix is described by the language of economy: demand and supply of social services, privatisation, commercialisation, marketisation, mixed economy of social protection, entrepreneurship, production of social services, competition, tax stimuli and efficiency.

1.1. Development of the welfare mix in transition countries

Empirical research of the welfare mix and of the role of social civil society organisations, especially in transition countries, are relatively recent (Kuti, 2001), (Regulska, 2001), (Széman i Harsányi, 2000), (Potůček, 2000), (Széman, 2003) and (Sokolowski, 2000). Mostly influenced by foreign programmes, civil society organisations are developing slowly, and as a response to growing social problems.

A. Zimmer (2006) underlines the tradition of conflict and mistrust toward the civil society organisations in Central European transition countries in early 1990s. There was no unified policy toward the third sector, while the representatives of public institutions often criticised civil society organisations for poor management and abuse of financial resources.

Toward the end of 1990s, these organisations appear as partners in implementing public policies with an array of stimuli for their development in tax policy.

Zimmer perceives the role of civil society organisations in social policy as supplementary – they provide services that the government cannot or does not want to deliver. In cases of cooperation with civil society organisations, neoliberal model, which promotes the ideology of new public management, emerges. The development of the sector greatly depends on previous experience, while in the case of Poland, a significant role is played by the Catholic Church. In most transition countries, the problem is legitimacy and appropriation of achievements and functions of the civil sector by the state. Such co-opting role of the state with regard to the civil sector is reflected in the instrumentalisation of civil society organisations in the process of privatisation and decentralisation of social policy. The role of social service providers strengthens the legitimacy of non-profit organisations. With the departure of foreign donors, as Zimmer emphasises, the sector faced great challenges.

Recent research in Hungary (Kuti, 2008) about the development of civil society reveals that an important role is played by the partnership with local authorities and other social actors whose purpose is to build a network for social inclusion and an efficient fight against poverty. Civil sector initiatives, relying on strategies of self-help of different vulnerable groups, have a distinctive support of the wider public. Non-profit organisations as social service providers, with a whole range of innovations and new areas of activity, still have a hard time dealing with the competition from state institutions. What is lacking is a transparent reform of social policy with the division of tasks between the state, the market and the non-profit sector.

Eva Kuti highlights that an important strategic advance in terms of the development of the welfare mix system and of the promotion of civil society, occurred at the time of Hungary's accession to the European Union and afterwards. Joint projects of the non-profit organisations and local authorities gained the trust of European funds and that was the path in which the new practice of cooperation was carved. Civil sector has significant human potential at its disposal, which was greatly enhanced by the innovated university teaching programmes.

When comparing the non-profit sector in post-socialist countries, Z. Kolarič and T. Rakar (2007) see that the low level of professionalism is omnipresent, while most organisa-

tions serve their own members. This sector's professionalisation is lower in Slovenia in comparison to other post-socialist countries.⁴ This is partly interpreted as a result of domination of the social-democratic regime, which has comprehensive social programmes. Non-profit sector in Slovenia has a complementary role and is increasingly appearing as a social service provider. Catholic Church appears as an important factor establishing different educational, social and organisations helping substance-dependents. Kolarič and Rakar argue that the central issue for the development of the non-profit sector and of the social system in Slovenia is not the replacement of one by another. Instead, it is the linking and combination of different potentials all sectors possess.

P. Frič (2009) views the problems of maturing and development of civil society in the Czech Republic as a result of heritage. Frič sees three sets of "anti-civic" traditions: tradition of mistrust, existence of belief that the state solves problems, and in the dominance of informal networks over institutions. The strongest stimuli for the development of civil society appeared in the period of accession to and now membership of the Czech Republic in the European Union.

Welfare state reforms and the development of welfare mix in Southeast European countries were mediated by greater economic crises, which were also triggered by the war. Social policy reforms in these countries occurred under the influence of international financial organisations, especially the World Bank. Development of the non-profit sector and of the civic initiative was mostly supported by foreign donors, so a certain parallelism of social programmes developed (Deacon, Stubbs, 2007). Multiple initiatives of the civil society, advocating the rights of socially vulnerable groups, sensitivising the public and offering certain services, grew into associations. However, these newly-founded associations were often short-lived.

The problems of developing the welfare mix in transition countries could be linked to relative neglect of social policy as an area of development.⁵ It often occurs that governments entrust these areas to their weaker coalition partners. Reform stimuli coming from 'below' are insufficiently strong, while the legacy of the past is still a big burden for all potential reformers. Therefore, this field is more exposed and open to reform influence coming from international financial institutions, first and foremost from the World Bank. This can be interpreted as an encouragement for neo-liberalism in social policies.

In Croatia, the development of civil society initiatives in the social field emerged with the beginning of the war in 1990s and the related displacement and refugee crisis.⁶ Empirical research on the work of humanitarian organisations, carried out in 1995 (Bežovan, 1995), recognised their development crisis. The state was distrustful toward them; it did not consult nor include them in the process of shaping and implementing social programmes. Legal and tax framework was not stimulating for their operations. The research pointed to the paternalistic attitude of the state toward these organisations.

4 Discussions at the CINEFOGO Conference "The Role of Third Sector Organisations in Changing Welfare Systems in Central and Eastern European Countries" held in Ljubljana 5-6 February 2009, warned that this difference could be partly interpreted as the legacy of Slovenia, and other countries of the former federation, which had developed social services, first and foremost via centres for social work and employment agency. Since other post-socialist countries did not have such institutions, there was room for development of civil society organisations. More about CINEFOGO project at: <http://www.cinefogo.com/about-cinefogo>

5 Participants of the Eight international conference of the International Society for the Third Sector Research (ISTR) and the Second European conference of the European Research Network (EMES) "Third sector and sustainable social change: new barriers for research" (Barcelona, July 2008) from transition countries, agreed with this trend of social policy development. Czech Republic and Slovenia are the countries which were not exposed to such influences.

6 A more in-depth analysis of the development of welfare mix in Croatia is found in Bežovan (2008). In this text, a summary of the aforementioned analysis is presented.

Dependence upon foreign donations was an additional difficulty for the sustainable development of these organisations.

Unjustifiably, in early 1990s, the establishment of private institutions for the provision of social services, which had a non-profit status, first and foremost in the field of healthcare, was not treated as part of the civil society.

The research on potential role of the civil society organisations in decentralising social policy (Bežovan and Zrinščak, 2001) demonstrated that the decentralisation of social policy followed a top-down approach, which reduced local potentials and rendered human resources passive. On the other hand, human resources and the institutional framework of social programmes, programmes of the cities and of civil society, are insufficiently developed at the local level. The problem of coordinating social programmes of different social actors at the local level is recognised as an important development challenge. Based on the results of this research, the roots of developing welfare mix systems in the cities were difficult to identify.

A more recent and comprehensive research on the development of the civil society in Croatia (Bežovan, Zriniščak 2007) casts light on an increased number of associations in a wider social area. However, civil society organisations have a relatively limited role in reducing poverty. Associations whose mission is to assist in self-organising certain vulnerable groups, such as: disabled persons, persons suffering from various illnesses, unemployed and alike, are more successful.

Other relevant actors: local authorities, public institutions, media, businesses, show more respect for these organisations and their initiatives. Associations contributing to the empowerment of women, providing shelters for the victims of domestic violence and those empowering marginalised groups, are visible. This research showed that a part of expert personnel from social institutions and state administration look down upon the competence of activists and employees of social organisations run by civil society. That is often an obstacle for cooperation at the local level.

An important part of the mission of social organisations run by civil society is to influence social policy. Research results (Bežovan, Zriniščak 2007) demonstrate that it is difficult to identify real impact made by civil organisations, and by other actors, in the process of preparation, adoption and implementation of important social policy measures.

The results of a previous research (Bežovan, 2009) show that in Croatia, the road to developing welfare mix is being paved, and that there are examples which can be used as good practice. Social actors which were analysed, are bound by mutual cooperation, are informed about the concept of welfare mix and possess the relevant knowledge and ideas on its development.

Different sources of funding, aiming to strengthen the development of welfare mix, are recorded and adjusted accordingly. Apart from state sources, contribution from the business community is recognised.

More advanced, more developed parts of the country, certain counties and cities, have achieved more in the field of mobilising all available resources in the social area. Counties, as an integral part of public administration, still seek their coordination roles. Cities have different roles, from developing entrepreneurial local social states to bureaucratic, unprofessional and irresponsible management of resources. The coordinating role of bigger cities, in the sense of establishing a favourable framework for the mobilisation of additional resources – with the inclusion of enterprises and citizens in addition to other social actors – does not appear to be on the agenda yet.

Centres for social work, as important elements of the public administration, still suffer from exaggerated centralisation and partly from mutual mistrust among local actors.

Dependence vis-à-vis the government and the exposure to incompetent local political elites, often exposed centres for social work to de-professionalisation and marginalisation. Pure administering and dealing with the prescribed changes corresponds much more closely to what the centres do, than entrepreneurship and strategic planning.

State institutions (some of them property of counties and cities) are just beginning to realise their role of actors in developing welfare mix. As a provider of financial resources and of social services, the state is seen here as an inefficient deliverer of public services. The reform of these social services, on the basis of new public management principles, will stimulate the development of a modern welfare state.

Private institutions, potential social entrepreneurs and initiators of important social initiatives are examples of public-private entrepreneurship which is still at its nascent stage. Civil and social role of these institutions is still not recognised.

Civil society organisations, in our research mostly non-governmental associations, are mostly developed as a response to the growing social problems and to new social risks. Their role in developing welfare mix, like the role of other analysed actors, is greatly determined by the legacy. The desired mediating role of civil society organisations, although in some cases they imposed themselves as co-rulers, is contested because of their lack of professionalism and preparedness. The institutional framework for the development of civil society in Croatia supports the work of professionalised associations, while the local associations and initiatives which practice forms of self-help remain sidelined. It seems that informal, traditional forms of social assistance are losing touch with the civil sector initiative.

The desired political and institutional framework for the development of welfare mix at the national level would greatly contribute to the modernisation of social policy in Croatia. Often unclear division of responsibility among the ministries and the politicisation of the social sector renders this area of development even more fragile and fragmented.

The vision of welfare mix offered by analysed social actors is rarely supported by the citizenry during public deliberations, whose lack additionally demonstrates the tardiness of the modernisation process in the Croatian society.

Strengthening the concept of welfare mix can be expected in the process of accession to the European Union, of democratisation of public administration and of maturation of new generation of experts.

1.2. Welfare mix in Montenegro's social policy documents

A part of this study is the analysis of Montenegrin social policy documents, in order to identify room therein for expanding the concept of welfare mix. To that end, we analysed the following documents: the Strategy for the suppression of poverty and social exclusion 2007-2011; the Strategy for the development of social and child protection in Montenegro 2008-2012; and the Law on social and child protection, adopted at the government session in July 2012, which should enter into force in January 2013.

The Strategy for the suppression of poverty and social exclusion, of July 2007, relies to a great extent on the ideas, goals and strategic directions of the Strategy for the development and reduction of poverty of 2003. The name of this document is more adequate, it is aligned with the international terminology and includes, apart from poverty, social exclusion as the impossibility of access to services (of the welfare system, education, healthcare and culture). This term links material and socio-psychological aspects of the living standard. The Strategy proposes measures for directing social policies to

vulnerable groups, in order to prevent poverty from marginalising and limiting the social participation of these groups.

The process of drafting the Strategy was participatory in character, in which the representatives of local self-governments were invited to give proposals for priority projects, of local or regional importance. The Strategy includes activities which need to be realised in the period from 2007 to 2011, in the following areas: education, healthcare, social protection and employment. These are recognised as priority areas for reducing poverty and social exclusion.

In the area of healthcare, civil society organisations or their networks are not recognised as significant actors. It would be useful to discuss the possibility of establishing an Association for the protection of rights of patients, if it has not been established yet.

In part dealing with education, the need for cooperation with non-governmental organisations is emphasised. The problem of dropping out of secondary schools is highlighted, which is a topic for the development of civil society organisations' services.

When it comes to the employment problem, civil society approach is insufficiently treated, even though it could stimulate certain innovations in this priority area.

The Strategy further acknowledges that the system of social and child protection is very centralised, while the funds for accessing basic rights are secured from the state budget. The predominant role of the state in social and child protection does not stimulate the involvement of other providers, especially local self-government units, civil society, non-governmental and humanitarian organisations, families and citizens, in achieving the goals, the purpose and the rights stemming from these areas. It is interesting to note that the document underlines that the private sector and the activities of the civil society barely exist in these areas. The system is dominated by institutional approach, while extra-institutional forms are underdeveloped. Centres for social work are not perceived at the local level as municipal institutions.

Recommendations for this area are based on the principles of modernisation and Europeanisation of social policy, such as: decentralisation and de-concentration of functions, financing as well as the social and child protection practice; pluralism of providers, contents, forms, methods and services in social and child protection; competitiveness of different actors and service providers as well as incorporation of market criteria into the financing of parts of the programme or services in these areas; and partnership and association of different providers and programmes, especially at the local level.

The analysed Strategy is still based on the predominant role of the state in the area of social policy, while making room for local civil society organisations dealing with social policy is still at an initial stage. Welfare mix which would count on the participation of different actors in the preparation as well as in the implementation of social programmes is still not in sight.

The Strategy for the development of the social and child protection system in Montenegro 2008-2012 emerged through a participatory process in which the social protection system institutions, local self-government and non-governmental organisations took part. The reasons for reforms proposed in this document depart from centralisation, bureaucratisation and inelasticity of the system. The system is paternalistic, while the status of citizens and social and child protection beneficiaries is extremely passive. The network of services in the system of social and child protection is insufficiently developed, and mostly oriented toward social service payments and institutional accommodation. Services offered by the non-governmental sector, natural and legal persons not founded by the state, except for the Red Cross of Montenegro, are not sufficiently developed and used, while the budget funds are often inaccessible for them. Better cooperation, exchange of knowledge and experience as well as exchange of data is

expected from the social actors, especially at the local level. Social programmes should be proactive, while the beneficiaries should be actively involved in their preparation and application, as well as other social actors.

The Strategy for the development of the social and child protection system has made a little, but recognisable, step in raising awareness about the need for all relevant social actors – state, local self-government, social institutions, civil society organisations, media and beneficiaries – to cooperate and participate more in the preparation and implementation of social programmes.

According to the draft Law on social and child protection, social and child protection is based on the following principles: active participation of beneficiaries in setting objectives and activities of social and child protection; pluralism of providers, contents, form, methods and services in social and child protection, as well as partnerships and association of different providers and programmes, especially at the local level. Room is made for providing service through the establishment of private institutions.

The analysed documents, as a whole, have been pointing gradually and more recently more and more so, to the need for cooperation between local social actors in the programmes of preparation and implementation of social programmes. The room for new initiatives by civil society organisations is definitely limited in circumstances in which the state is not committed to financing their programmes. The need for democratisation of social development is emphasised, and will involve the relevant democratic processes and standards of inclusion of social actors when it comes to advocating and providing social services.

According to the Law on social and child protection (2005)

Article 69

Social and child protection institutions are:

- 1) institution for accommodation of children and youth;
- 2) institution for accommodation of adults – disabled and elderly persons;
- 3) institution for children leisure activities;
- 4) centre for social work;
- 5) centre for counselling, research and expert affairs in the area of social and child protection.

2. Goals and research methodology

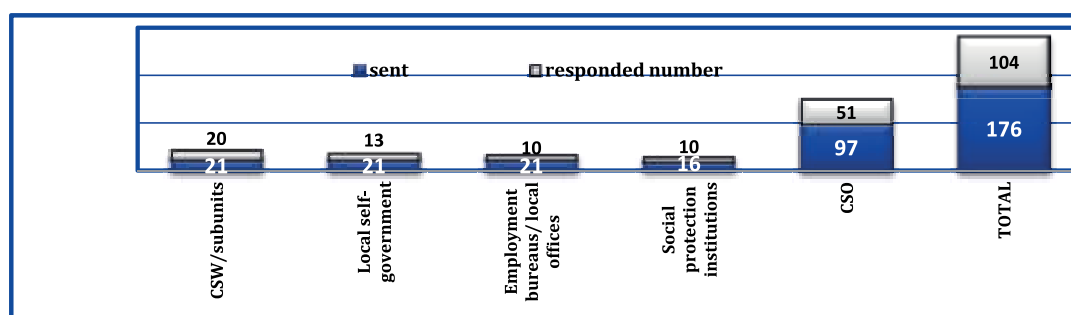
The above-presented theoretical-analytical framework has determined the goals of this research. The objective of the project is to foster the development of welfare mix, with a focus on the development of civil society as an actor of social reform and decentralisation of the social policy system in Montenegro.

Specific goals of the project are to:

- Identify up-to-date achievements, problems and challenges of different actors (local self-governments, centres for social work, social institutions, employment bureaus and civil society organisations) in the development of social policy. The accomplishment of this goal will be measured on the basis of active cooperation of actors, participation in the conference, and readiness of certain actors to invest additional effort in understanding the concept of welfare mix.
- Provide new knowledge, skills and other forms of assistance to the social sector employees and civil society organisation activists, so they can give their full contribution to the democratisation of society, which would mean progress in developing the welfare mix. The accomplishment of this goal will be measured through the demonstration of additional interest, especially of younger participants, in the topics of democratisation, development of the civil society and of the welfare mix. Their capacity for taking over the role of an initiator in terms of developing the welfare mix will be monitored at the local level.
- Develop a new network of different actors' representatives, with relevant knowledge and skills, bound to long-term cooperation in the development of welfare mix programmes in Montenegro. The accomplishment of this goal will be measured on the basis of interest of actors to cooperate, as well as their agreement to actively cooperate in a network which will operate initially through the achievement of this project's goals.

By implementing this project, the role of actors relevant in the field of social policy will be strengthened in the long run, while an important role will be assigned to the civil society organisations, which is linked to democratic processes in which the civil society organisations are becoming co-rulers. The documentation of this project will become an important basis for gaining new knowledge and skills in this area. This project stimulates the strengthening of the good governance concept in the long run, which is one of the conditions Montenegro must meet on the way of accession to the European Union. Data in this project are gathered via questionnaires. Questionnaires were made for: local self-governments, centres for social work (CSW), social institutions, employment bureaus and civil society organisations dealing with social policy issues. Upon completion of the final versions of questionnaires, they were sent by post.

Graph 1. Sent and returned questionnaires based on the structure of organisations and questionnaires



A total of 176 questionnaires were sent, while 104 were dully filled in and returned. Therefore, 59.1% of the organisations participated in this research by filling in the questionnaire. Satisfactory response rate was evident in the case of centres for social work, since only one local sub-unit failed to return the questionnaire. Local self-governments and social institutions responded to this research with a rate of 60% (it should be noted that no private social institutions took part in this research – namely, not a single questionnaire filled in by such an organisation was returned). Lower response rates were noted in the case of employment bureaus and their local offices.

3. Local self-governments as actors of the welfare mix

Research participants: Capital City of Podgorica, Municipality of Bijelo Polje, Municipality of Budva, Municipality of Danilovgrad, Municipality of Mojkovac, Municipality of Nikšić, Municipality of Herceg Novi, Municipality of Plužine, Municipality of Pljevlja, Municipality of Tivat, Municipality of Ulcinj, Municipality of Žabljak and the Old Royal Capital Cetinje.

Thirteen local self-government units, i.e. the bodies of local administration in charge of social policy, responded to the questionnaire of this research. Social programmes are produced by 12 local self-governments (92.3%), while the only municipality without a social programme is Plužine. The oldest social programme is found in the Municipality of Žabljak, which dates back to 1992. Other social programmes were devised in the period between 2000 and 2008, with three social programmes adopted in 2007. The data on the year of adoption of the social programme were not delivered by three local self-governments.⁷ Among the first units to adopt the social programme are the Capital City of Podgorica in 2000 and the Old Royal Capital of Cetinje in 2002.

According to the Law on local self-government of 2012 – article 32

Municipality, in accordance with law and other provisions:

- 16) based on its capacity, participates in securing conditions and enhancing the areas of: health care, education, social and child protection, employment and other areas of interest for local population and exercises rights and duties of the founder of institutions which it founds in these areas, in accordance with the Law;
- 17) based on its capacity, regulates and ensures the meeting of housing needs of persons in state of social need and persons with special needs and assists the work of humanitarian and non-governmental organisations in this area.

3.1. Social programme of the local self-government units

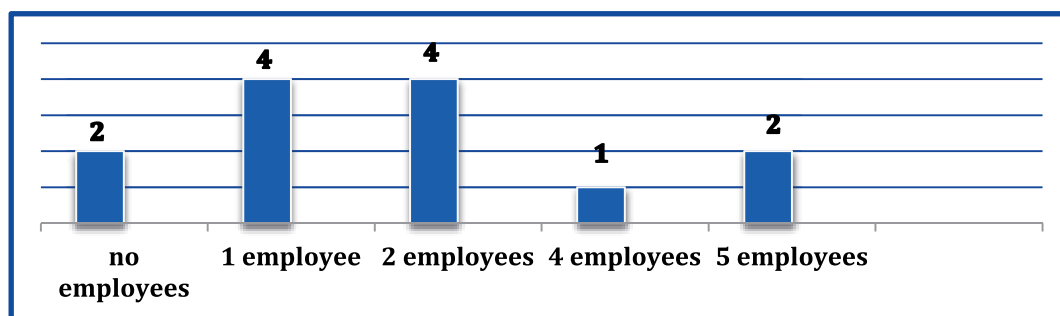
Two persons are employed on a full-time basis, on average, in secretariats dealing with social policy issues and working on the implementation of the social programme.

The greatest number of employees is found in Podgorica and Nikšić – five persons, followed by Cetinje with four employees. Only Danilovgrad and Plužine confirmed having no employees working on the implementation of the social programme.

In the context of this research, social programme entails programmes and projects in the field of social policy which the local self-government plans, finances and implements.

⁷ Nikšić, Ulcinj and Tivat.

Graph 2. Number of full-time experts working on the implementation of social programmes



On average, EUR 155.560,22 is allocated for the implementation of social programmes. However, looking at the structure of allocations according to the size of local self-governments, we could state that smaller units (Žabljak, Ulcinj and Mojkovac) allocate between EUR 5.000 and 20.000, middle sized units (Pljevlja, Plužine, Cetinje, Budva, Danilovgrad, Tivat) from EUR 35.000 to 90.000, while bigger units (Bijelo Polje, Herceg Novi, Nikšić, Podgorica) allocate between EUR 252.000 and 684.000. The average for smaller units is somewhat greater than EUR 12.700, for middle ones EUR 63.500, while for the bigger units it is EUR 400.700.

Social part of the total local budget ranges from 0,12 to 2,97%. Big differences exist between total budgets of local self-government units – ranging from EUR 22.462,00 to 57.744.000,00.

Funds for the implementation of the social programmes, allocated from the total budget of local self-governments (2011 data) go from minimum EUR 5.000,00 (Žabljak) to maximum EUR 684.000,00 (Podgorica). Allocations for the social programmes, on average, make up 1,25% of the total budget of local self-governments.

Five most frequent programmes for which most funds were allocated are:

- 1. Programme of single-use and other financial and material assistance** (food, hygiene needs, purchase of books and school accessories, medication and medical expenses, payments for veterans and disabled)– 18 examples;
- 2. Projects of social character** (financing NGOs, institutions and other organisations –Red Cross, care of elderly, geronto-housewives and gerontology service, help and care at home, day-care) – 17 examples;
- 3. Accommodation expenses and solving the housing issues of persons in social need** (six examples);
- 4. Programme of financing transport for students and education employees, scholarships for secondary school and university students** (five examples);
- 5. Programmes of financing kindergartens and ensuring funds for persons with disabilities** (two examples), **donations to schools and assistance for the newborn, financing for heating, financing of expert associates in the Bureau for the prevention of drug-addiction and financing of the work of the Commission for orientation of children with special education needs** (two examples each).

Out of the total of 13 local self-governments which filled in the questionnaire, 10 (76,9%) listed five programmes, one municipality listed 4, one 3, and one listed only one programme – financial assistance to socially vulnerable persons, food and hygiene assistance.

Local self-government units reported a total of 28 problems which appear during the implementation of social programmes.

Apart from the lack of financial resources, the most frequently listed problems are:

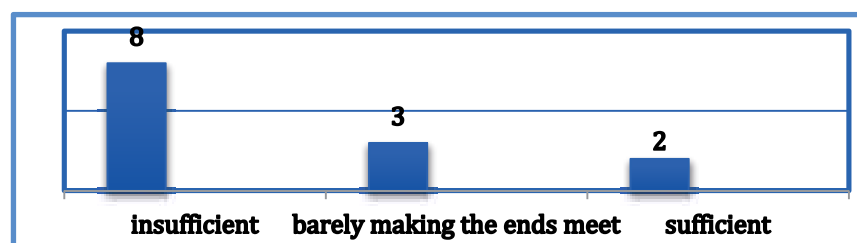
1. **absence of a unique database on persons requiring social assistance and/or precise records on beneficiaries and exercise of their rights** (social card) – seven responses (53,8%);
2. **lack of adequate space, poor technical equipment and lack of housing units for persons requiring social assistance** – five cases (38,5%);
3. **absence of clear standards for the provision of services** – three responses;
4. **inadequate division of responsibilities** – three responses;
5. **lack of strategic documents for the implementation of the social programme** – two responses;
6. **increased number of beneficiaries and lack of personnel and programmes, as well as the problem of organising inclusion programmes for children with special needs.**

Eight local self-government units (61,5%) listed the lack of financial resources as the biggest problem in the implementation of social programmes.

A maximum of three problems were listed by seven local self-government units, two listed two problems each⁸, while three municipalities listed only one problem each.⁹ Only the Municipality of Nikšić reported no problems in the implementation of the social programme. On average, local self-governments reported two problems.

According to the estimates of the local self-government units, a big problem is reflected in the lack of funding for tackling social problems. **According to an average estimate, they do not have sufficient funding or “are barely making the ends meet” in the area of tackling social problems (average score 2,5).** A total of 61,5% of the local self-government units estimated not having sufficient funding at their disposal for tackling social problems.

Graph 3. Estimates on whether the local self-government unit has sufficient funding at its disposal for tackling social problems



3.2. Financing of organisations dealing with social issues from the local budget

Local self-governments invest a part of their budget also in the programmes of organisations operating in the social field, thereby contributing to the development of civil society, i.e. to the development of welfare mix. Three local self-governments¹⁰ failed to fill in this data, so we consider them as not having financed such organisations in 2011.

A total of 37 non-governmental organisations were listed as having been financed, while on average, almost three organisations were financed. The number of organisations financed within the social programme framework ranges from two to six. Local self-government units reported a total of 65 active organisations dealing with social

⁸ Budva and Danilovgrad.

⁹ Mojkovac, Herceg Novi and Tivat.

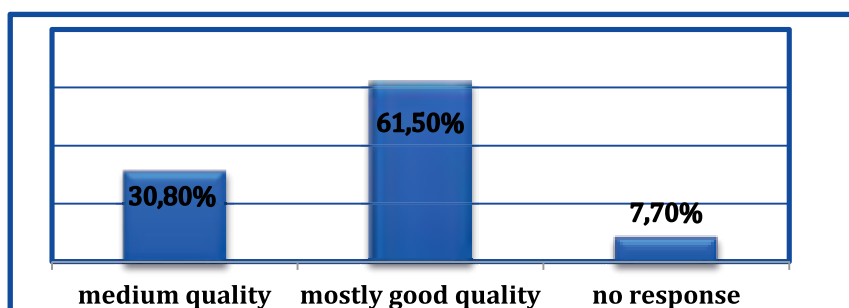
¹⁰ Nikšić, Plužine and Žabljak.

issues – on the territory of 11 units – which on average means six organisations per local self-government unit in which they operate. The number of organisations active in the territory of local self-government ranges from 1 to 15.

Among the non-governmental organisations dealing with social issues, supported by the local self-government units and listed in questionnaires by their names, according to the field of operation, organisations dealing with disabled persons dominate (associations of paraplegics, deaf, blind persons), organisations of parents of children with developmental difficulties, as well as organisations dealing with minority rights, children and youth. Organisations financed from local budgets which were listed are the following: “Nova nada”, “Pravi put”, “Caritas”, “Humanitarac”, “Srce”, “Sunčev zrak”, “Zračak nade”, “Oaza”, “Staze”, “Korak po korak”, “SOS telephone for victims of violence”, “Novi horizonti”, “Centre for the rights of the child of Montenegro”, “Evropski dom”, “Kolo srpskih sestara”, “Za ljepše i bolje Cetinje”, Foundation “Studenti”, “Winnie the Pooh”, Association of veterans of the people’s liberation revolution 1941-1945, “Razvitak”, “Romsko srce”, Association of Roma, Egyptians and Ashkali.

Average score with which the local self-government units evaluated the quality of programmes offered by non-governmental organisations is 3,7 meaning that their programmes are assessed as being of medium or of mostly good quality.

Graph 4. Assessment of the quality of programmes offered by non-governmental organisations



3.3. Cooperation of the local self-government units with non-governmental organisations dealing with social issues

According to the Law on local self-government of 2003 and 2012 – article 116

With a view to affirming open and democratic society, local self-government bodies cooperate with non-governmental organisations.

Cooperation from paragraph 1 of this article takes place by:

- 1) providing information about all matters relevant for the non-governmental sector;
- 2) consulting non-governmental sector about the programmes of development of local self-government and about drafts of general acts adopted by the assembly;
- 3) enabling participation in the work of working groups in charge of preparation of normative acts or drafting of projects and programmes;
- 4) organising joint public discussions, roundtables, seminars and alike;
- 5) financing of projects of non-governmental organisations of interest for the local population, under conditions and in line with the procedure prescribed by the general act of the municipality;
- 6) ensuring conditions for the work of non-governmental organisations, in accordance with the capacity of the local self-government;
- 7) any other way prescribed by the Municipality Statute.

Cooperation which the local self-government units maintain with non-governmental organisations dealing with social issues is assessed with a score of 3,9 meaning that the cooperation is mediocre to mostly good.

Graph 5. Assessment of the cooperation of secretariats with non-governmental organisations dealing with social issues



Examples of cooperation are reflected in joint constitution of a working body for the rights of disabled persons, support in project writing, financial support, providing space and communal services, exchange of information, signing of partnership agreements on certain projects, personnel assistance – hiring experts on projects of organisations: speech therapist, psychologist, social worker.

Joint projects listed as examples of good cooperation are: “Reform of social and child protection system – enhancing social inclusion”,¹¹ “Support for the development of social policy and establishment of a service network of partnership between civil society organisations and public authorities in Montenegro”, “School preparation for RAE population”.¹²

Good cooperation is achieved with the establishment of day-care centres (Day-care centre for children with developmental difficulties in Herceg Novi,¹³ Day-care centre for children and youth with developmental difficulties “Zračak nade” Pljevlja,¹⁴ Day-care centre for children with special needs¹⁵).

Examples of partnerships are also listed in the realisation of the project “Personal assistance as social service” and “Sunny workshop”.¹⁶ The example of financial aid in providing transportation for children to the Day-care centre in Ulcinj is specially listed – financial aid for fuel, as well as donating a transport vehicle from the municipality.

Podgorica only listed the names of organisations with which it cooperates: e.g. Caritas, Centre for the rights of the child of Montenegro.

Local self-governments listed problems which prevent better cooperation between the secretariats and the organisations dealing with social issues.

As examples of good cooperation, local self-government units reported communication, projects and partnership with the following organisations: Association of paraplegics, Association of blind persons, “Razvitak”, “Rastimo zajedno”, “Nova nada”, “Sunčev zrak”, “Human Rights House”, “Srce”, Association of Egyptians, “Zračak nade” and “Zvončić”.

¹¹ Municipality of Nikšić.

¹² Municipality of Tivat and NGO Association of Egyptians.

¹³ Partnership of the Municipality of Herceg Novi and NGO “Sunčev zrak” and “Kuća ljudskih prava”.

¹⁴ Cooperation of the Municipality of Pljevlja and NGO “Zračak nade”.

¹⁵ Joint activities of the Municipality of Budva and NGO “Zvončić”.

¹⁶ Municipality of Mojkovac and NGO “Srce”.

Nikšić and Tivat listed no problems preventing their cooperation with non-governmental organisations. Podgorica, Ulcinj and Žabljak listed only one problem, Herceg Novi, Mojkovac and Pljevlja listed two problems, while Bijelo Polje, Budva, Danilovgrad, Plužine and Cetinje (38,5%) listed three problems. On average, local self-government units listed less than two problems which prevent their cooperation with the NGO sector.

Greatest problems preventing cooperation with non-governmental organisations are:

- 1. limited financial resources (listed by a total of seven municipalities or 53,8%);**
- 2. lack of expert personnel in the competent authority of the local administration and in the NGO sector;**
- 3. insufficient activity of NGOs (small number of projects, big number of NGOs and their rivalry);**
- 4. poor and insufficient communication and exchange of information;**
- 5. excessive dependence of the NGO project sustainability on local budget funding;**
- 6. inability to provide space for work to all NGOs;**
- 7. lack of database on beneficiaries – persons requiring social assistance.**

Seven secretariats competent for social policy matters (53,8%) provided examples of activities leading to better cooperation with organizations dealing with social issues. Budva, Danilovgrad, Nikšić and Plužine listed no examples which would lead to better cooperation, while Pljevlja and Ulcinj are satisfied with the achieved level of cooperation.

Out of 13 local self-governments, seven of them (53,8%) provided examples of activities which the competent secretariat could undertake in order to initiate better cooperation with organisations dealing with social issues. Activities listed for the establishment of better cooperation are: adoption of plans for the development of social and child protection in the Capital City for the period 2013-2015 (identification of official dealing with different social protection issues); gathering of all local partners dealing with social issues in the programme of reform of the social and child protection and social inclusion (NGOs, local and state institutions – as part of the project team); more frequent contacts with a view to preparing and implementing social programmes at the level of local community; formation of new organisations; assistance with NGO registration; training on the occasion of project writing; more intensive monitoring of the work of organisations in order to influence the distribution of resources. Among the examples of activities for better cooperation, it is stated that the cooperation depends on the financial situation of the local self-government in question.

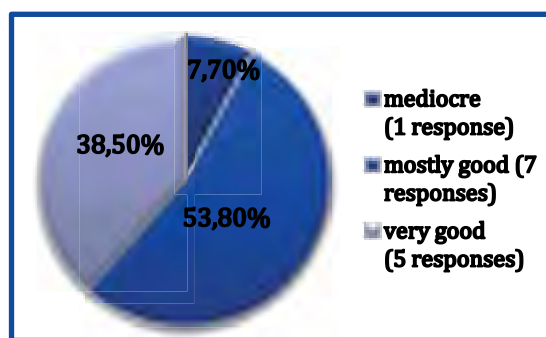
“The Secretariat is willing to provide every form of assistance, but it is up to social institutions and NGOs to launch an initiative.”

*Secretariat of social and
general administrative affairs
of the Municipality
of Herceg Novi*

3.4. Cooperation between the local self-government units with the centres for social work

Cooperation with the centres for social work/their sub-units was assessed as mostly good and very good by the secretariats in charge of social policy, with an average score of 4,3.

Graph 6. Assessment of cooperation between the secretariats and CSW /their sub-units



Examples of good cooperation listed by the secretariat representatives are related to: distribution of presents and food packages; distribution of resources for school accessories; preparation of local strategies (e.g. local action plan for social inclusion); joint work on projects such as “Reform of the social and child protection system – enhancing social inclusion” and “Support for the development of social policy and creation of service network of partnership between civil society organisations and public authorities in Montenegro”; tackling housing issues – apartments for use by RAE population, distribution of apartments for the social payments beneficiaries, housing support, providing information on tackling housing problems of persons requiring social assistance; building of an elderly home and including elderly people in geronto-programme, joint work in the project “Care for the elderly”; participation in working groups; joint participation in the Commission for the orientation of children with special needs; protocol of cooperation between the centre and offices for the prevention and suppression of drug-addiction; cases of children with developmental difficulties and cases of socially vulnerable families and individuals; exchange of information about the situation on the ground and the type of assistance; joint partnership in providing assistance to poor persons, elderly and disabled; joint participation in finding cemetery plots for socially vulnerable persons and the funeral thereof.

Forms of cooperation between the centres for social work and secretariats are manifested through: the exchange of information, joint projects and other forms of cooperation.

All local self-governments which were sent a questionnaire stated that they exchanged information with the centre for social work/its sub-unit. However, three units failed to provide a description of such cooperation.

Exchange of information takes place with regard to: membership in working groups for the preparation of strategic documents (strategic plan for the Municipality of Tivat), record-keeping and insight into records of socially vulnerable individuals and families receiving social assistance on various grounds, as well as about the possibility of insight into the social anamnesis of beneficiaries; implementation of geronto-programmes, one-time payments and beneficiaries thereof; preparation of social policy reports – on the state of play and problems of social and child protection as well as of annual reports.

Cooperation through **joint projects** is reported by six local self-governments¹⁷ (46,2%) only, while the description is provided for only three such projects: “One step”, coordination of one-time assistance and distribution of New Year’s presents and money for children with developmental difficulties and the project of “Day-care centre for the elderly”.

Other forms of cooperation take place through: deciding upon the quantity and type

¹⁷ Nikšić, Pljevlja, Podgorica, Tivat, Ulcinj and Žabljak.

of assistance, cooperation with the CSW expert personnel, cooperation in assistance distribution, participation in various commissions/working groups/bodies, joint activities in addressing the social needs of the local population and alike.

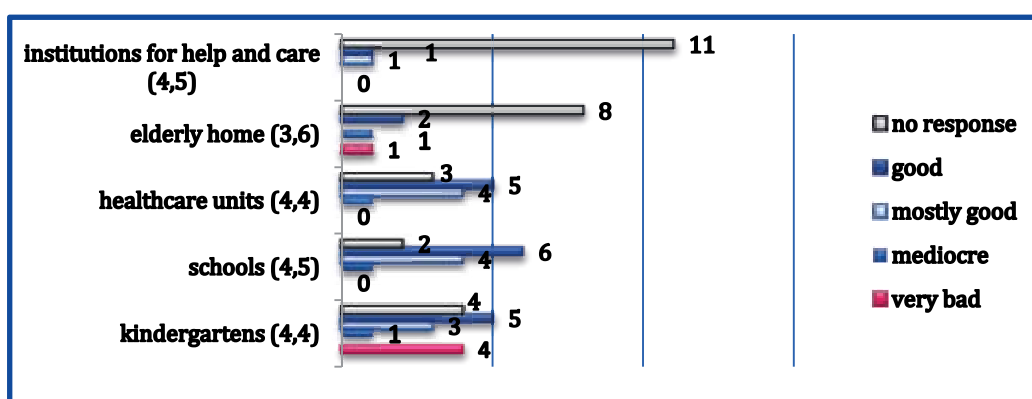
Problems preventing better cooperation between the secretariats and the centres for social work are:

1. lack of financial resources;
2. problem of competence and unclear division of responsibility;
3. discrepancy in the implementation of the social programme;
4. lack of precise records of assistance beneficiaries and of a plan for the persons requiring social assistance;
5. centralised social and child protection system;
6. absence of legal obligation on cooperation between the secretariats and the centres;
7. lack of strategy for the implementation of social programmes at the level of local self-government;
8. poor spatial-technical equipment;
9. inadequate level of information of potential beneficiaries;
10. strict adherence to legal provisions by both partners without initiative to amend the provisions in order to establish better cooperation.

3.5. Cooperation of the local-self government units with public and private social institutions

Cooperation of the local self-government units with public institutions is assessed as mostly good and very good. However, based on the structure of responses, we can see that certain forms of institutions do not exist, such as the elderly homes (eight local self-government units failed to assess that form of cooperation (61,5%)) and institutions for help and care (which exist in only two local self-government units).

Graph 7. Assessment of cooperation between the secretariats and public institutions



In Montenegro, private social institutions exist. Four local self-governments cooperate with them: Ulcinj, Tivat, Pljevlja and Danilovgrad. Types of private institutions which operate in their territories are listed: kindergartens, schools and elderly homes.

Cooperation with private social institutions is assessed with a score of 3,5 (mediocre or mostly good. However, during the analysis of this topic, we took into consideration that the marks were provided by those local self-government units which listed private social institutions operating in their territories, although

assessment marks were provided by only two local self-governments (Ulcinj and Danilovgrad).

Forms of cooperation between the local self-government units and public and private social institutions are manifested through the exchange of information, joint projects and other forms of cooperation.

Exchange of information is listed by 10 local self-governments, of which three¹⁸ mentioned exchange of information as a form of cooperation without providing any description of it. Bijelo Polje and Budva provided no response, while Žabljak stated as not having established any form of cooperation with (neither public nor private) social institutions.

Examples of cooperation through the **exchange of information** are related to information on education and health, research and analysis, primary healthcare, annual reports, writing of a local action plan for children.

Joint projects as a form of cooperation with public/private social institutions are listed by six local self-government units¹⁹ (Podgorica failed to provide description of that cooperation). Examples of joint projects are local action plans – for children, youth, and RAE population, cooperation in all activities implemented by the secretariat, social inclusion and co-financing of school programmes and competitions.

Other forms of cooperation which are reported are: various forms of assistance (depending on the needs and the capacity to meet those needs), scholarships, transport subsidies, textbook procurement, joint prize awarding and alike.

3.6. Establishment of the local social council

At the local level, the social council²⁰ represents a place for dialogue and mobilisation of initiatives and resources for the preparation of welfare mix.

The need for establishing a social council is expressed by 11 local self-government units (84,6%). Herceg Novi and Bijelo Polje²¹ confirmed having already established local social councils; however, their functioning is hampered by certain problems (these councils have an advisory role only, with minimal effects).

Social council is a sort of working body at the local level with an advisory role, gathering representatives of different local actors. Establishing a social council aims at raising local public awareness on priorities of social development by placing discussion about important social problems on the agenda.

Possible effects of social councils operating at the local level are listed:

- **intensifying activities for addressing the social programme issues;**
- **forming a team which would exclusively deal with social issues;**

18 Podgorica, Danilovgrad and Pljevlja.

19 Cetinje, Herceg Novi, Mojkovac, Podgorica Tivat, Ulcinj.

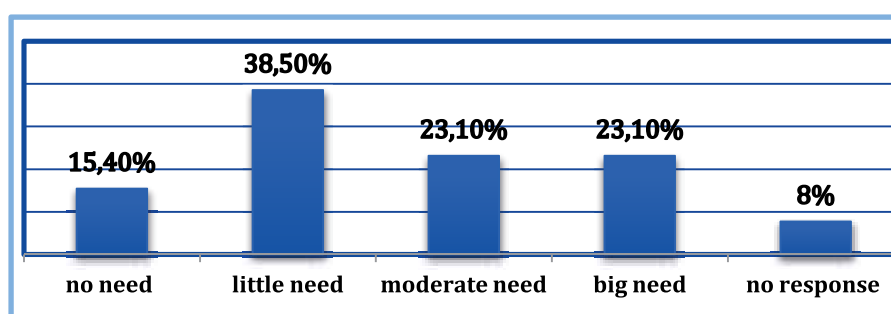
20 Local social council should be differentiated from the Social Council at the national level, which represents a tripartite body in which the social position of employees is harmonised. It is composed of the representatives of trade unions, employers and the government of Montenegro.

21 In the Municipality of Bijelo Polje, a Social Council was formed, composed of the representatives of the local self-government, employment bureau, representatives of the unemployed, trade unions and employers. Representatives of the civil society organisations are not member of this council, but they are involved in the process of strategic local planning in the area of social policy. Similar social councils are established in eight other municipalities. Their competence includes adopting and monitoring of the application of local strategic documents.

- forming of a body which would coordinate and manage the preparation and implementation of social policy (local plans) in the local community;
- better coordination of various social actors dealing with these issues, i.e. better planning approach with regard to social policy creation;
- unifying all information of social council actors;
- participation of trade union representatives, mayor's cabinet (municipality president), centres for social work, employment bureaus, health centres, hospitals and NGO sector dealing with these issues.

The need for education, and for technical assistance in relation to the establishment and work of social councils is assessed as moderate, although four local self-governments²² claim having no need or very little need for it (average score 2,75). However, in almost 70% of the local self-governments, it is evident that there would be a lot of work in terms of establishing an efficient social council in which the representatives of relevant local actors would participate.

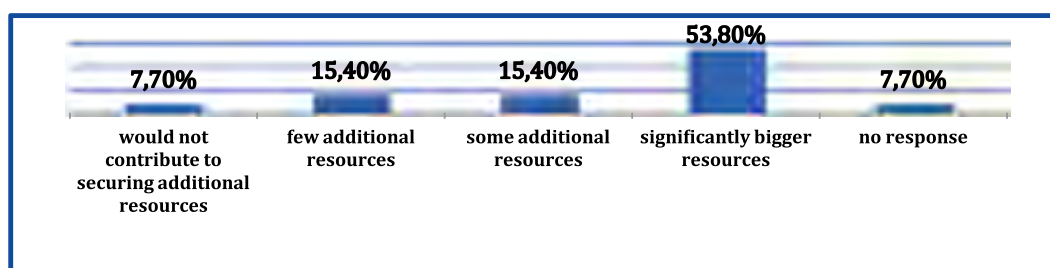
Graph 8. Need for education and assistance with regard to establishing and functioning of a local social council



3.7. Better inter-sector cooperation

By establishing better cooperation between the ministries, local administration bodies, centres for social work, public institutions, civil society organisations, employment agency, religious communities, private social institutions, according to the assessment of the secretariats in charge of social policy, certain – significantly bigger – additional resources (in-kind donations, volunteer work) could be secured, with a view to meeting the needs in social areas.

Graph 9. Results of better inter-sector cooperation (average score 4,25)



As the initiator of activities for securing additional resources, local self-government units identified:

²² Danilovgrad, Herceg Novi, Podgorica and Žabljak.

1. **Ministry** – seven responses (53,8%);
2. **Local administration** – four responses;
3. **CSW** – three responses;
4. **Civil sector** – two answers;
5. **Joint initiative** is listed in only two cases, and is related to CSW and local administration, as well as the civil sector and local administration.

As regards the question on attending education for enhancing the cooperation with other participants dealing with social issues (NGOs, foundations, institutions, media and business subjects), half of the secretariat representatives stated having had the occasion to attend such forms of education.

According to the Law on local self-government of 2003 and 2012, article 99 and article 100,

The Municipality provides conditions, stimulates and assists the participation of local population in local self-governance via different forms of participation of population in decision-making process in areas of common interest.

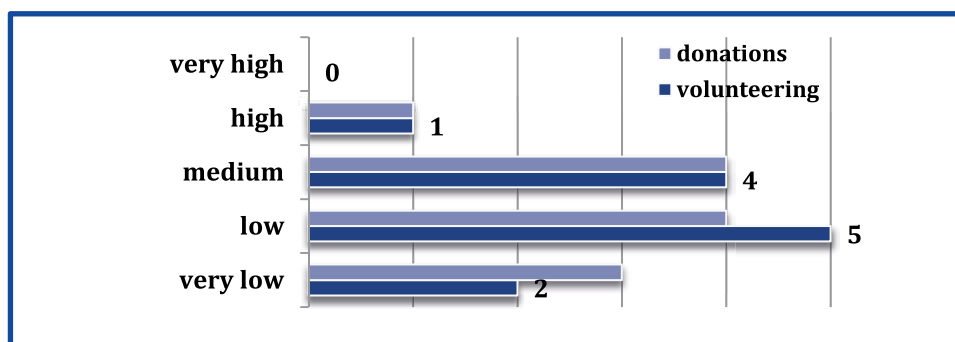
With a view to meeting the cultural, sports, education, health, information and other needs, local population participates in management bodies of public services and other legal entities which provide services to citizens, in a manner defined by a special law and other provisions.

Forms of direct participation of citizens in decision-making are: initiative, citizen initiative, citizen forum, referendum and other forms defined by the statute.

3.8. Readiness of citizens to participate and cooperate

Local self-governments estimate that the readiness of citizens to volunteer is low and medium (2,3), while their readiness to donate is even lower (2,25).

Graph 10. Readiness of citizens to volunteer and to donate



3.9. Cooperation between the local self-government units and the media

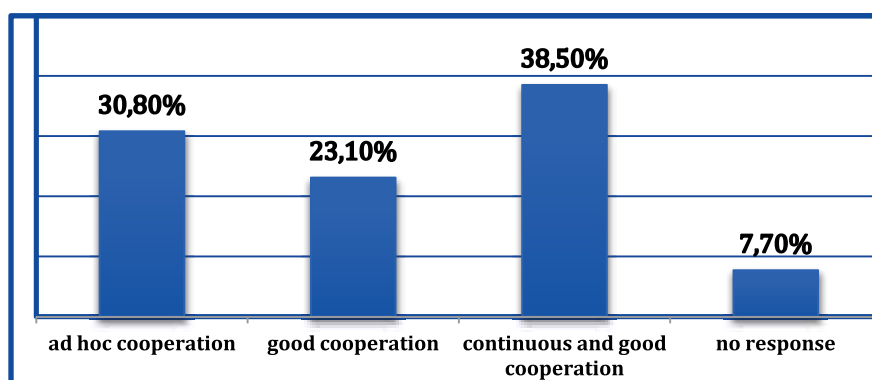
Cooperation with the media is assessed as good in more than 60% of the local self-government units.

Examples of good/bad cooperation with the media were reported by 10 local self-governments²³, while this cooperation was described through media coverage of all activities, programmes, festivities, informing of the public about the forms of assistance;

²³ Municipalities of Danilovgrad, Mojkovac and Bijelo Polje did not provide answers.

follow-up of projects; introducing citizens to their rights and ways of accessing social rights; interviewing citizens about the secretariats' work; media campaign during the opening of a day-care centre; informing about the participation of citizens in the process of adoption of local plans in the area of social protection; media coverage of cases of assistance for the socially vulnerable families; pointing to the socially vulnerable individuals/families and stimulating certain NGOs and organisations dealing with social issues to intervene. During the state of emergency, local administration and the media cooperated very well, which resulted in a quicker solution of the problem on the ground. An example of poor cooperation was also listed and is related to the violation of the right to privacy of an individual.

Graph 11. Assessment of cooperation between the local self-government units and the media



3.10. Corporate social responsibility

Examples of corporate social responsibility are listed by seven local self-governments.²⁴ Names of enterprises, which assisted financially or materially certain social projects or individuals themselves, are listed. Assistance is reflected in the adaptation of a day-care centre, donations for organising a humanitarian concert (curing children abroad); donations of toys and clothing for children with developmental difficulties and of RAE population, donations for New Year holidays, donations of firewood, basic food supply and hygiene products for families requiring social assistance, packages for Roma population and disabled persons, electricity subventions, donations for soup kitchen, help in construction. As socially responsible companies/enterprises, the following are identified: Delta-maxi, Luštica Development, Mesopromet Bijelo Polje, Šumarstvo Žabljine, Elektroprivreda; Jugopetrol, Porto Montenegro, Put Gross.

Corporate social responsibility - CSR is a concept which in principle represents an invitation to companies to integrate social issues, protection of environment, consumers, gender equality and human rights into their everyday activities and corporate vision. There is a growing consensus among entrepreneurs that companies, besides the economic implications of their activities, should take into account social implications too. The concept of "integrating social and ecological problems in the company's business and their interaction with actors on a voluntary basis" was previously advocated.

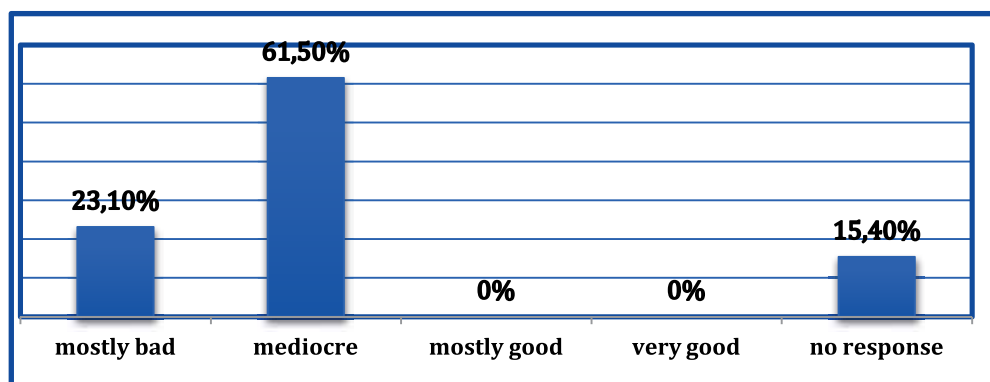
The new definition of CSR is the responsibility which the companies are taking over for their impact on the society.

²⁴ Municipalities of Budva, Pljevlja, Plužine, Nikšić, Mojkovac and Danilovgrad did not provide examples of cooperation with business entities.

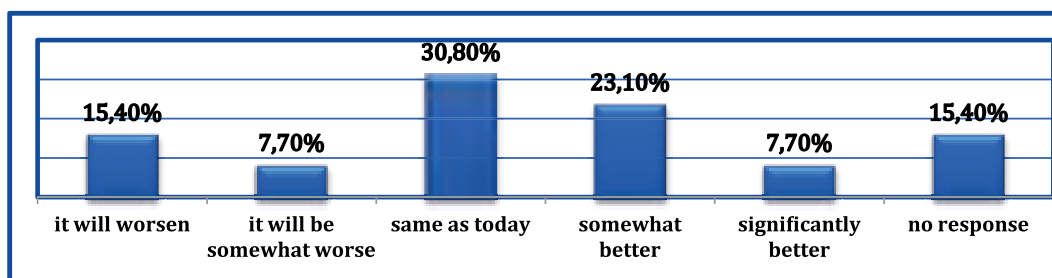
3.11. Social situation in the local self-government units

Local self-governments assess the current social situation as mostly bad or mediocre with an average score of 2,7. The development of the social situation in the next few years is assessed as somewhat better, so a certain positive trend may be expected, as demonstrated by the average score of 3. Most local self-government units estimate that the situation will not change significantly and that it will remain the same as it is nowadays (30,8%).

Graph 12. Assessment of the current social situation

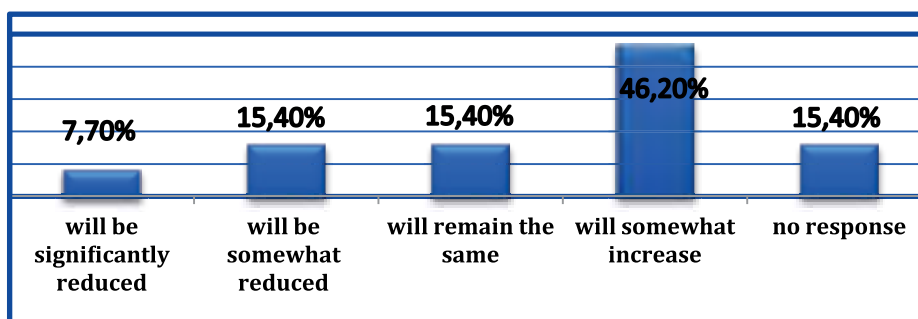


Graph 13. Estimates as regards the future social situation



Financial, personnel and other capacities of the secretariats in charge of tackling social problems will remain the same or will somewhat increase in the upcoming years.

Graph 14. Estimates as regards financial, personnel and other capacities of the secretariats for tackling social problems



3.12. Strategic development documents

Some local self-governments adopted strategic development documents in which social development problems are identified and clear objectives are set.

A little over one half (53,8%) stated having strategic development documents in their local communities, while Budva, Cetinje, Mojkovac and Plužine (30,8%) stated not having such a document. Ulcinj and Nikšić provided no answer. Titles of those documents are: Local action plan in the area of disability 2010-2015, Local action plan for youth 2011-2016, Local action plan for gender equality 2011-2016, Local action plan for children 2012-2016 (Bijelo Polje), Action plan for the protection of elderly in the Capital City 2010-2012, Action plan for the prevention of drug-addiction of children and youth in the Capital City for 2012, Spatial plan of the municipality (Herceg Novi), Strategic employment plan (Municipality of Pljevlja). Four municipalities listed strategic development plans for 2012 (Tivat, Bijelo Polje, Žabljak, Danilovgrad).

The need for preparing a social overview of the local self-government units was expressed by 11 secretariats (84,6%). **The Municipality of Tivat stated that it had already made its local social overview.**

3.13. Assessment of the Strategy for the development of social and child protection for the period 2008 – 2012

Strategy for the development of social and child protection for the period 2008 – 2012 foresees delegating certain functions to the local level in the area of social services in community, while the rights of general interest – which must be secured for all citizens, regardless of their local community – will continue to be provided at the state level. Through the questionnaire, we asked the local self-government units about their attitude toward such practice.

Five local self-governments²⁵ consider that the same rights should be enjoyed by all local self-governments, while four local administration units believe that the provisions should not be changed or that the increase in social rights should be allowed only to a certain extent.

A supplement to answering this question was offered by the Municipality of Nikšić: “The process of decentralising social and child protection should be addressed gradually, due to differences among local self-governments in terms of their size, number of inhabitants, economic power, etc.”

3.14. Social innovations

As regards the question about the new programmes created and introduced into the jurisdiction of the local self-government units in the social field, answers were provided by seven local self-governments only, which means that six of them²⁶ (46,2%) have not had innovative programmes in the last two years. The Old Royal Capital of Cetinje listed five innovative programmes.

Programmes which were listed include providing services such as free daily meals, support for housing of children with no parental care, free summer and winter vacation for children beneficiaries of social payments and RAE children; free transportation to

25 Bijelo Polje, Budva, Cetinje, Nikšić, Pljevlja, Plužine, Tivat, Ulcinj.

26 Nikšić, Plužine, Budva, Žabljak, Mojkovac, Danilovgrad.

school for Roma children, home care for the elderly, gerontological service, household services. Innovative programmes include material assistance: presents for the newborn, school material for Roma and children from rural areas, social payments to elderly.

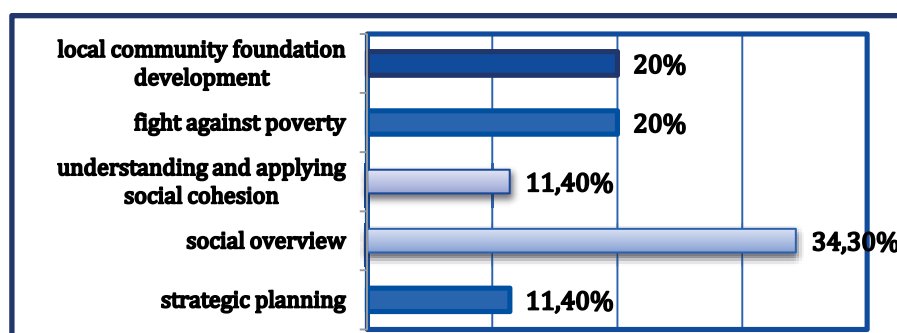
New programmes, which the local self-governments introduced in the past two years, include preparation of new strategic documents: local action plan for the development of social services for children and youth, local action plan for the inclusion of Roma and local action plan for disabled persons (Herceg Novi). As social innovations, the following are identified: preparations for the opening of a Day-care centre for children with special needs (Tivat), establishment of an Office for the prevention of addiction diseases and youth affairs (Tivat), establishment of an Elderly home and construction of housing units for socially vulnerable population (Bijelo Polje).

3.15. Necessary new knowledge and skills

Through the implementation of this research, representatives of the local self-government were offered education with a view to gaining new knowledge and skills needed for managing the secretariats in charge of social protection area. Thematic units were offered: managing an organisation – management, strategic planning, SWOT/PEST analysis, assessment of social needs (social overview), understanding and applying the concept of social cohesion, programmes of the fight against poverty and social exclusion, social marketing and development of local community foundations.

Social overview is a document showing data which indicate the quality of life in a certain area: economic data, demographic data, household and family data, education, employment and unemployment, social inequality, housing standards, health and social protection. Social overview serves as a basis for adopting local social programmes and their valorisation.

Graph 15. Expressed needs for new knowledge and skills according to thematic units



Representatives of the local self-government units expressed the greatest need for education in the field of “assessing the social needs and making a social overview”, followed by the “development of local community foundations” and “programmes of the fight against poverty and social exclusion”. No respondents expressed the need for new knowledge and skills in the area of “management, SWOT/PEST analysis and social marketing”.

3.16. Additional comments

Questionnaires contained space for additional comments where the respondents could have expressed their thoughts about the role of civil society in tackling social problems in local communities. This space was used by 10 local self-governments, and their comments relate to recognising the importance of the civil society role in providing social services, as well as recognising the need to strengthen inter-sector cooperation. Some listed additional examples of projects implemented in cooperation with civil society organisations.

Certain ideas foster greater initiative by the civil society organisations, since their positive role in the local community is recognised. Simultaneously, the need for better cooperation of civil society organisations with other local actors, especially with the local self-government, is emphasised. Certain comments portray a pessimistic image of the state of awareness among citizens and actors and point to the still insufficiently developed civil society which could have an impact in that regard.

4. Centres for social work as the welfare mix actors

The response rate to the questionnaires was almost 100% among the centres for social work and their sub-units, since only one questionnaire was not returned (out of 21 sent, 20 questionnaires were filled in and returned). A total of 10 centres for social work responded as well as 10 local sub-units of the centres for social work. The only unit not to respond was the sub-unit in Mojkovac.

Centres for social work and their sub-units provide services for a different number of people. According to Monstat data from the 2011 census, Montenegro has 625.266 inhabitants. Jurisdiction is reported for circa 617.062 inhabitants.

On average, 11.625 inhabitants fall under the jurisdiction of sub-units of the centres for social work. The smallest number of inhabitants is covered by a sub-unit of the CSW Nikšić - Šavnik 2.100 inhabitants, while the greatest number is covered by a sub-unit of CSW Bar - Ulcinj - 20.972 inhabitants.

The role of centres for social work is crucial for the development of welfare mix because of their expertise and competence they possess in their local communities. However, centralised management and financing system, as well as the lack of financial resources and unclear division of responsibilities vis-à-vis the ministries and local administration, prevent the centres for social work from becoming a development social institution.

The smallest number of persons covered by a sub-unit is 2.100 inhabitants (Šavnik), while the Centre for social work Podgorica has the greatest number of inhabitants covered - 185.973. On average, the jurisdiction of centres for social work covers 55.642 inhabitants (counting Podgorica), while without Podgorica, they are competent on average for 39.355 inhabitants. The smallest number of inhabitants is covered by the CSW Kotor - 22.601, and the largest is covered by CSW Podgorica.

The number of full-time expert employees ranges from one (in Žabljak sub-unit) to 42 in CSW Podgorica.

On average, 17 full-time experts are employed in the centres for social work (counting Podgorica), while that number is 13 without Podgorica. The number of full-time experts employed in the centres for social work ranges from the smallest number in CSW Rožaje - six persons, to the most employed in CSW Podgorica - 42 persons. As regards the sub-units of the centres for social work, on average, three experts are employed - one in Žabljak, which is the smallest number of employees, to five in Tivat sub-unit, which is the biggest number of employees.

*According to the Law on social and child protection of 2005, article 71,
Centre for social work:*

- Ensures the implementation of relevant forms of social and child protection and directly provides services of social and child protection;
- Represents the first-instance body deciding upon requests for accessing social and child protection rights;
- Monitors and analyses phenomena and programmes relevant for social and child protection
- Fosters, organises and initiates activities with a view to preventing and suppressing social problems;
- Keeps records and gathers documents on all beneficiaries and on the material status of families of all beneficiaries on the territory for which it is established, and performs other duties in line with the Law and the act of establishment.

Table 1. Number of full-time experts employed in CSW/sub-units

1 – 5 employees in sub-units	10	50
Average number of employees in sub-units	30 total	3,0 average
6 – 42 employees in centres	9	50
Average number of employees in centres	150 total	17,0 average
without Podgorica	108 total	13,0 average

In the total average, the ratio of the number of inhabitants per expert employee is 3.858 inhabitants per expert employee. It ranges from minimum 700 inhabitants per expert employee in Šavnik to a maximum of 10.000 inhabitants per expert employee in Budva. If we look at the ratio of employees per inhabitants separately for the centres for social work and their sub-units, we see that the greater number of inhabitants covered by the sub-units, on average 4.111 inhabitants per expert employee, while the ratio in the centres for social work is 3.577 inhabitants per expert employee.

Table 2. The ratio of the number of inhabitants per full-time expert employees in CSW/sub-units

Number of inhabitants per employee	Number of centres/sub-units
700 – 4.000 inhabitants per employee	11
4.001 – 10.000 (Budva) inhabitants per employee	8
4.001 – 6.157 – without Budva	7

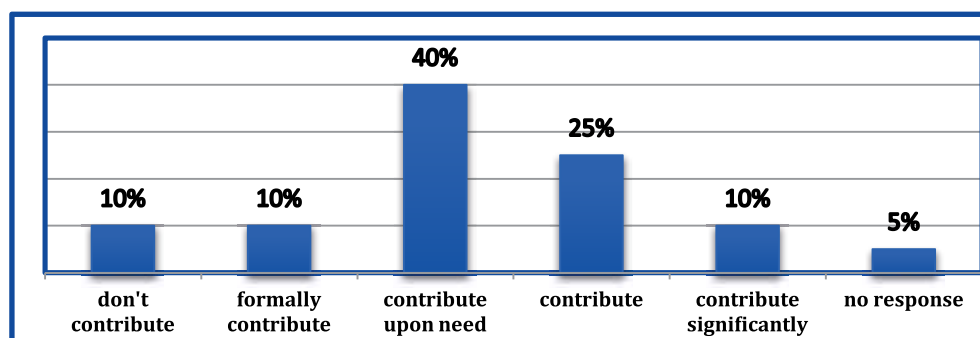
4.1. Contribution of the members of management boards of the centres for social work and their sub-units

According to the Law on social and child protection, the management board of the centres for social work is appointed by the founder in line with the establishment act. Article 75 of the Law stipulates that the management board of the centres for social work is appointed by the government and consists of seven members: four representatives of the founder, one representative of the municipality, and two representatives of the centre employees. The management board, according to article 76, is obliged to adopt the statute and other acts, adopt the development programme, annual financial

plan, final account, make investment decisions and perform other duties in line with the Law and the institution's statute. The Ministry of Labour and Social Welfare approves the statute of a centre for social work.

The assessment of the contribution made by the members of the management board to the functioning of the centres and their sub-units reached a middle value (3,2) which means that the management board members contribute with their knowledge and experience to the functioning of the centres only when there is a need for that.

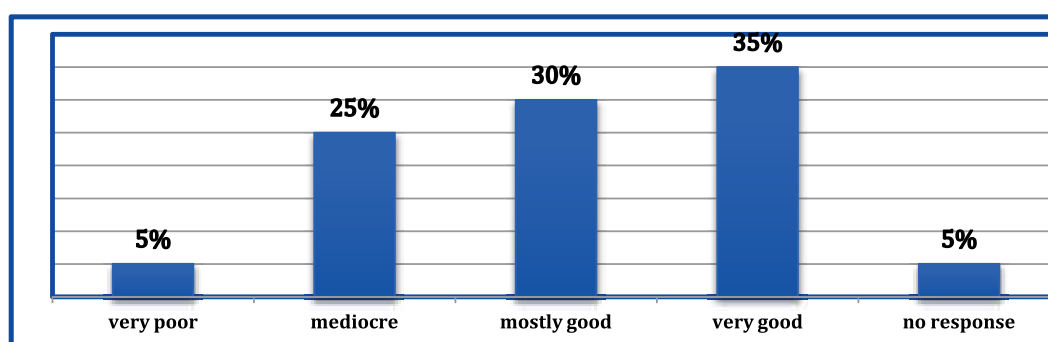
Graph 16. Contribution of the members of management boards of the centres for social work and their sub-units



4.2. Cooperation of the centres for social work/sub-units with local self-governments

Cooperation of centres/sub-units with the secretariats in charge of social policy area is assessed as mostly good (average score 3,95), while only sub-unit Ulcinj stated that the cooperation was very poor.

Graph 17. Assessment of cooperation of CSW/sub-units with the secretariats in charge of social policy area



Examples of good cooperation of the centres for social work and their sub-units with the secretariats in charge of social policy area are mostly related to services and payments for the centres' beneficiaries – one-time payments, work with vulnerable families and exchange of information about their needs, institutional placement, packages for children, procurement of firewood, distribution of humanitarian aid, donations, information on beneficiaries of electricity subvention and others.

Other examples of cooperation are related to participation in the work of commission, councils, such as: cooperation with the commission for children with developmental difficulties and orientation toward a special educational programme (IROP), work in

the municipal social council (Bijelo Polje), consultations and participation in the commission for tackling housing issues of socially vulnerable category, cooperation with the Office for the prevention of addiction diseases, exchange of information in the area of the "Reform of labour market and development of human resources" and others.

Forms of cooperation between the centres for social work/their sub-units and the local administration bodies in charge of social policy affairs include exchange of information, joint projects and other activities. Nine CSW/their sub-units²⁷ listed examples of exchange of information as a form of cooperation.

Exchange of information takes place through: delivery of data and social anamnesis on beneficiaries; consultations on forms of assistance, on persons requiring social assistance and beneficiaries of social protection; analysis about children with special needs; workshops; working meetings; sending letters; participating in the work of commissions (for distribution of apartments for socially vulnerable population, for orientation of children toward inclusive education etc); working in multidisciplinary teams.

Common projects are listed as a form of cooperation by 15 centres/sub-units. Common projects are related to the opening of local services and preparation of strategic documents: project entitled "Day-care centre for elderly" within the project "Enhancing social inclusion IPA 2010" (Nikšić); project entitled "Housing support for children leaving the orphanage" (Podgorica) – one housing unit with accompanying support is provided; Soup kitchen (Podgorica); home assistance for elderly people (Podgorica), Day-care centre for children with special needs (Rožaje), preparation of the Local plan for development of social services for children and youth in the Municipality of Herceg Novi 2009 – 2013, preparation of the Local disability action plan 2010-2014 of the Municipality of Herceg Novi; preparation of the Local action plan for the protection of children of the Municipality of Rožaje, preparation of the Local children action plan (Bar).

Other additional forms of cooperation are listed by five centres/sub-units²⁸: direct requests for assistance, preparation of social anamnesis, distribution of money for school accessories, mutual cooperation in the area of social protection, common donor activities.

Problems preventing better cooperation between CSW/sub-units and competent secretariats are listed by 13 CSW/sub-units, while seven²⁹ CSW/sub-units (35%) did not indicate any problems in cooperation. The problems are related to:

1. Lack of financial resources, especially for the implementation of social projects, indicated by **10 (50%) centres/sub-units**;
2. Lack of interest, lack of will, lack of information about the work of centres, but also insufficient expertise of the employees and lack of expert personnel, indicated by **10 (50%) centres/sub-units**;
3. Problem of poor organisation of responsibilities and legal regulation, e.g. insufficiently developed social services, lack of systemic cooperation, lack of independence in decision-making (full jurisdiction of the Ministry over the institution and centralised social protection system), gap between local and state bodies, absence of a joint fund for social needs, indicated by **eight (40%) centres/sub-units**;
4. Lack of housing space for the care of socially vulnerable, as well as the lack of working space (**three examples**), greater number of projects compared to the present number, inequality in terms of development between municipalities and insufficient access to information.

27 Sub-unit Andrijevića, CSW Bar, CSW Berane, sub-unit Budva, sub-unit Kolašin, CSW Herceg Novi, CSW Kotor, CSW Podgorica and CSW Rožaje.

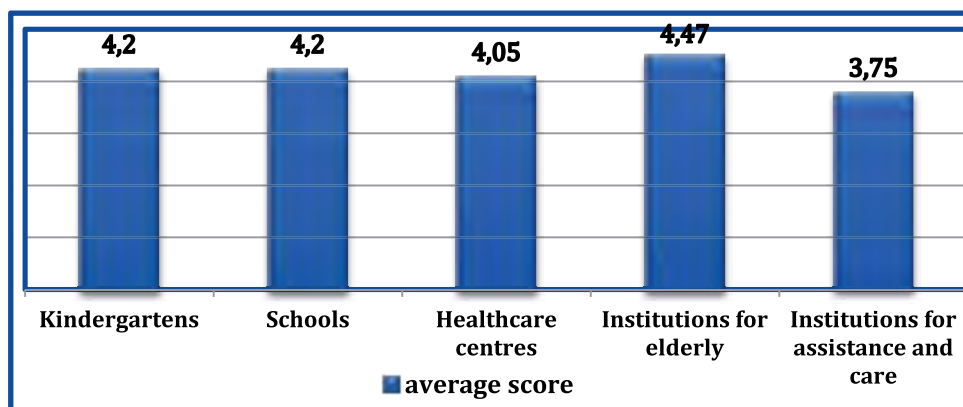
28 CSW Bar, sub-unit Tivat, CSW Kotor, CSW Podgorica and CSW Herceg Novi.

29 CSW Kotor, sub-unit Kolašin, sub-unit Plužine, sub-unit Cetinje, sub-unit Žabljak, CSW Bijelo Polje and CSW Plav. Sub-unit Kolašin stated it was satisfied with the accomplished level of cooperation.

4.3. Cooperation of the centres for social work/their sub-units with other institutions at the local level

Cooperation of CSW/sub-units with other social institutions in the local community which the CSW/sub-unit is in charge of, is generally good with kindergartens and schools, and somewhat worse with healthcare centres. The worst assessed cooperation is with institutions providing assistance and care (however, a large number of CSW/sub-units did not answer this question, probably because such form of services does not exist in their areas), while the best assessed cooperation is with institutions for elderly people.

Graph 18. Assessment of cooperation of CSW/sub-units with other institutions



The number of private social institutions in Montenegro is limited, so only five private kindergartens are listed, two schools, four elderly homes and not a single institution for assistance and care in the territory covered by 20 centres for social work and their sub-units. That is why the **average assessment of cooperation with private institutions is poor (2,18), i.e. it is indicated that it does not exist or there is no answer on the assessment of cooperation between CSW/sub-units and private social institutions.**

Exchange of information is listed as the most frequent form of cooperation of CSW/sub-units with private/public social institutions in their territories³⁰. Only five CSW/sub-units³¹ provided examples of such forms of cooperation: information about beneficiaries, delivery of data, reports, conversations, letters, placement of elderly and children in institutions of foster families.

Joint projects are listed by seven CSW/sub-unit,, while description is provided for only four of them³²: education, prevention, multi-disciplinary approach, temporary care and permanent institutional placement of elderly, children, mentally ill.

Other forms of cooperation are indicated in five examples: assistance with housing and care; formation of multi-disciplinary teams; cooperation with the Ministry of Internal Affairs, courts, healthcare and educational institutions; donations for beneficiaries; volunteers.

Sub-unit Budva indicated not having any form of cooperation with institutions.

30 11 CSW/sub-units – Podgorica, Plužine, Kotor, Berane, Kolašin, Andrijevca, Pljevlja, Bijelo Polje, Tivat, Ulcinj and Žabljak.

31 CSW/sub-units Andrijevica, Kolašin, Kotor, Berane and Podgorica.

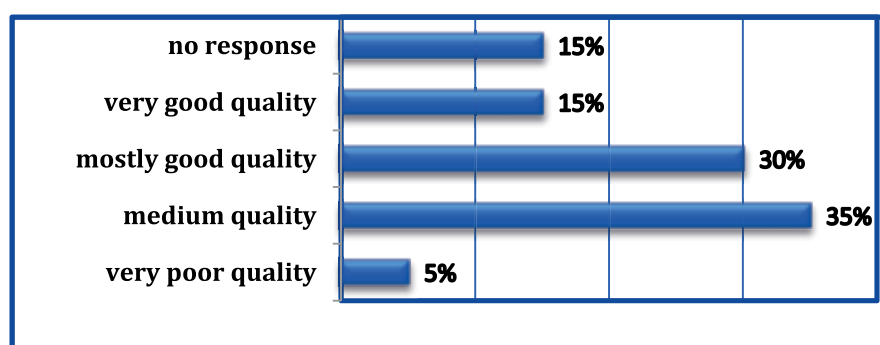
32 CSW Bijelo Polje, CSW Pljevlja, sub-unit Kolašin, CSW Podgorica, CSW Berane, sub-unit Ulcinj and sub-unit Andrijevica implement joint projects with social institutions. CSW Podgorica, CSW Berane, sub-unit Ulcinj and sub-unit Andrijevica described the way of implementing joint projects.

4.4. Cooperation of the centres for social work/sub-units with non-governmental organisations dealing with social issues

First question, as an introduction to the area of the questionnaire exploring cooperation of CSW/sub-units with non-governmental organisations dealing with social issues, was related to the assessment of the quality of programmes they offer.

CSW/sub-units assessed that the programmes of non-governmental organisations dealing with social issues as medium or mostly good quality (3,59). However, three CSW/sub-units³³ failed to provide an answer, i.e. 15% of them.

Graph 19. Assessment of the quality of programmes offered by NGOs dealing with social issues

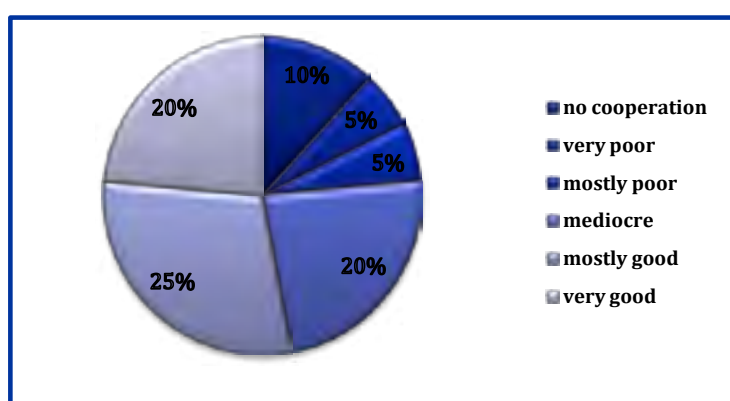


As a whole, the cooperation of CSW/sub-units with non-governmental organisations dealing with social issues is assessed worse than the quality of programmes they offer (3,24) and is actually mediocre leaning to mostly good.

In Plužine and Šavnik, according to the representatives of these sub-units, it is not possible to establish cooperation with non-governmental organisations as none dealing with social matters exist.

Interestingly, three CSW/sub-units³⁴ failed to answer this question, while three additional CSW/sub-units³⁵ stated not cooperating with NGOs at all (30 % of CSW/sub-units).

Graph 20. Assessment of cooperation of CSW/sub-units with NGOs dealing with social issues



The most frequent form of cooperation of CSW/sub-units with NGOs is the **exchange of information** (15 CSW/sub-units – 75%), however, the form of implementation of that cooperation is indicated by eight CSW/sub-units³⁶ only: information on beneficiaries and ways of access-

33 Sub-unit Kolašin, sub-unit Budva and sub-unit Šavnik.

34 Sub-unit Andrijevica, sub-unit Šavnik and sub-unit Budva.

35 Sub-unit Kolašin, sub-unit Tivat and sub-unit Plužine.

36 Sub-unit Kolašin, sub-unit Šavnik, CSW Kotor, CSW Podgorica, sub-unit Andrijevica, CSW Bar, CSW Berane and CSW Rožaje.

ing rights; project entitled “Open door”; free access to information; holding talks and informing them in writing; information on protection of children with special needs; cooperation with NGO “Zvijezde” – care of elderly people and with the Red Cross. Centre for social work in Pljevlja cooperates with the greatest number of organisations -15 – while CSW Herceg Novi and CSW Nikšić stated that they cooperate with all organisations which address them and whose projects they assess as good. On average, cooperation takes place with six organisations –NGOs, foundations.

Joint projects as a form of cooperation are indicated by 11 (55%) centres/sub-units, while examples are provided by seven of them (35%)³⁷: care of elderly people project; projects with the Red Cross; projects for disabled persons; assistance with nutrition; accommodation for women and children victims of violence; construction of day-care centres for children with special needs; workshops – contemporary addiction diseases; workshops: stop domestic violence; preparation of a local information guide for children with special needs (Ulcinj).

Other forms of cooperation are listed by two centres/sub-units only, and these concern education, seminars on elderly and their rights.

CSW/sub-units indicated cooperation with four non-governmental organisations and foundations, on average. Five centres/sub-units³⁸ did not provide an answer to this question. Sub-units cooperate with a significantly smaller number of organisations – on average with one.

Problems preventing better cooperation between CSW/sub-units and NGOs are indicated by half of CSW/sub-units involved in this research. The most frequent problems are related to:

1. **Lack of interest for cooperation by the** – indicated by six centres/sub-units;
2. **Small number of active NGOs dealing with social issues** – listed in three questionnaires;
3. **Lack of expert personnel and overburdened experts, who would be dedicated to projects with NGOs** (three examples);
4. **Centralised work system in which there is no independent decision-making** (two examples);
5. **Problems of expertise within the organisations dealing with social** (two examples);
6. **Lack of project continuity, since some problems are addressed only during the project implementation period** (two examples);
7. **Lack of resources, absence of adequate database** (one example).

4.5. Cooperation of centres for social work/sub-units with the Ministry of Labour and Social Welfare

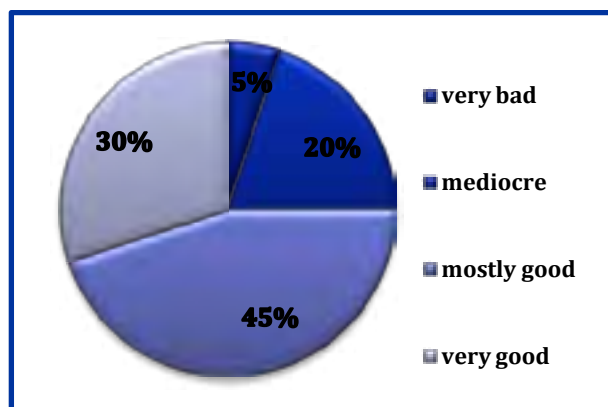
Cooperation of CSW/sub-units with the Ministry of Labour and Social Welfare is assessed as mostly good (3,95). Only one CSW/sub-unit³⁹ stated that the cooperation was very bad. When it comes to assessment of cooperation with the Ministry of Labour and Social Welfare there are no significant differences between the centres for social work and their sub-units.

37 Sub-unit Andrijevića, sub-unit Kolašin, CSW Podgorica, CSW Berane, CSW Rožaje, CSW Bar and sub-unit Ulcinj.

38 Sub-unit Tivat, sub-unit Budva, sub-unit Cetinje, sub-unit Danilovgrad and CSW Bijelo Polje.

39 Sub-unit Tivat.

Graph 21. Assessment of cooperation of CSW/sub-units with the Ministry of Labour and Social Welfare



Examples of cooperation with the competent Ministry are provided by 16 CSW/sub-units.⁴⁰ The most frequently cited examples are forms of cooperation as regards delivery of requested data on beneficiaries (social anamnesis), exchange of information, one-time payments, electricity subsidies, assistance with interpretation of laws and providing opinion, regular social payments,

education, meetings and seminars. Projects of summer vacation for children, as well as provision of food packages, medication and accommodation for elderly during the natural disaster which occurred in February are among the most emphasised examples.

Examples of poor cooperation are: non-consulting the centre as regards certain activities (e.g. subsidies for elderly), insufficient resources for the construction of day-care centre for children with special needs, no feedback on social payments, centralised work and lack of cooperation between the sub-units and the Ministry.

Problems of cooperation with the competent Ministry are listed by 13⁴¹ (65%) CSW/sub-units. The most frequently indicated problems are related to:

1. **Lack of financial and material resources in order to meet the needs of persons requiring social assistance** (seven examples);
2. **Insufficient expert assistance from the Ministry, centralised system, lack of communication of the Ministry with the sub-units, lack of education and expert training, lack of supervision and frequent and direct meetings with centre and sub-unit representatives** (seven examples);
3. **Lack of precise electronic records on social beneficiaries, lack of work programmes of the centres** (three examples);
4. **Lack of bylaws, no defined standards** (three examples).

The problem of a large number of requests is listed, as well as the lack of expert personnel and absence of adequate institutions and local social services.

Recommendations for enhancing the cooperation with the competent Ministry were provided by one half of the surveyed CSW/sub-units.⁴² The largest number of recommendations is related to:

1. More frequent direct meetings, exchange of experience, consultations, direct cooperation with sub-units, holding meetings with on certain problems, more regular communication (nine recommendations);
2. Setting up an electronic programme for the work of centres for social work which would provide better insight on beneficiaries and types of assistance (social card), which would also allow for networking and better exchange of information;
3. Education of expert personnel and increase in the number of expert staff;
4. Establishment of special organisational units: providing expert assistance to

40 CSW Herceg Novi, CSW Bijelo Polje, CSW Nikšić and sub-unit Cetinje did not respond.

41 Sub-unit Šavnik, sub-unit Budva, sub-unit Žabljak, sub-unit Ulcinj, sub-unit Cetinje, CSW Kotor and CSW Bijelo Polje did not respond.

42 Sub-unit Šavnik, sub-unit Žabljak, sub-unit Ulcinj, sub-unit Plužine, sub-unit Andrijevića, sub-unit Cetinje, CSW Nikšić, CSW Herceg Novi, CSW Plav and CSW Bijelo Polje did not respond.

the centres within the Ministry; establishment of an Agency for social welfare in order to improve the standard of service and to further develop human resources; establishment of an Agency for social policy.

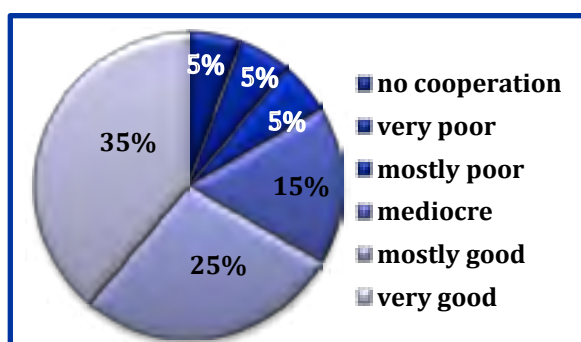
5. Unburden the centres with regard to duties which do not fall under their competence; decentralisation of certain competences, modernisation of work – creating a community service for citizens, development of new approaches and application of contemporary work methods.

4.6. Cooperation of centres for social work/sub-units with media

Cooperation of CSW/sub-units with media is assessed as mediocre leaning to mostly good (3,72). Only one CSW/sub-unit⁴³ indicated having established no cooperation with media, while sub-unit Kolašin and sub-unit Plužine indicated having very poor or mostly poor cooperation with the media.

Examples of good cooperation with the media are listed by 16 (80%) CSW/sub-units. Names of media with which cooperation takes place are listed: "Pobjeda", "Vijesti", "Dan", TV Sun, Radio Bijelo Polje, TV Kolašin, Radio Herceg Novi, Radio Jadran, Radio Elita. Cooperation takes place through frequent appearances of the centres' employees in shows dealing with social issues, promotion of projects in which the centres participate, informing of beneficiaries and citizens. Certain social cases are often identified via media. Media also promote foster care, donor events, organise shows and write articles on prevention and suppression of domestic violence.

Graph 22. Assessment of cooperation of CSW/sub-units with the media

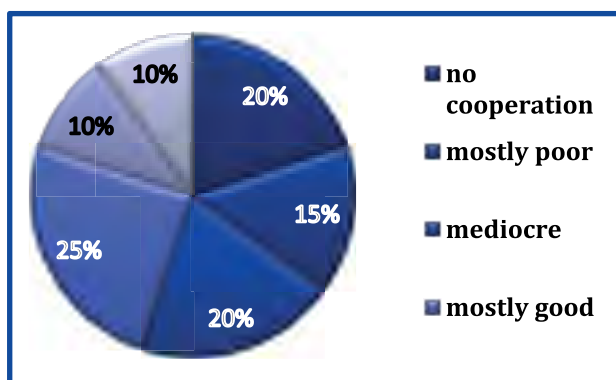


An example of poor cooperation concerns unprofessional reporting of certain journalists.

⁴³ Sub-unit Danilovgrad.

4.7. Cooperation of the centres for social work/sub-units with business entities/entrepreneurs/artisans

Graph 23. Assessment of cooperation of CSW/sub-units with business entities



Cooperation of CSW/sub-units with business entities is assessed as mostly poor leaning to mediocre (2,67). A big part of CSW/sub-units does not cooperate with business entities (four CSW/sub-units⁴⁴ i.e. 20%). One CSW/sub-unit⁴⁵ assessed the cooperation with business entities as poor. Two CSW/sub-units⁴⁶ failed to provide an answer to this question, which represents 10% of the total number

of CSW/sub-units. A total of 14 CSW/sub-units identified examples of good cooperation with business entities in certain projects, shown here.

Good cooperation took place via donations for the poorest beneficiaries and children with no parents: firewood, food supplies, clothing or money. Business entities helped by employing or assisting orphans (four examples), in the implementation of the project Day-care for children with developmental difficulties and through donations to institutions and beneficiaries. Some examples include names of business entities which cooperate with the centres.

4.8. Education for enhancing inter-sector cooperation

One half of CSW/sub-units stated that their representatives underwent some form of education for enhancing cooperation with other participants – NGOs, foundations, institutions, media and business entities dealing with social issues. Three CSW/sub-units did not provide an answer to this question, while seven of them had no representatives who underwent some form of education for enhancing inter-sector cooperation.

4.9. Readiness of citizens to participate and cooperate

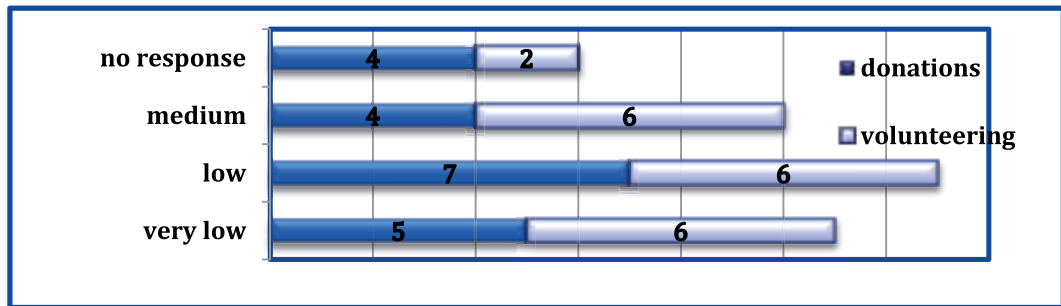
Citizen volunteering was assessed by the CSW/sub-units as very low (2,0), while their readiness to donate was assessed with an even lower mark (1,94). More than one half of CSW/sub-units assess the readiness of citizens to volunteer and donate as very low and low.

⁴⁴ Sub-unit Plužine, sub-unit Tivat, sub-unit Budva and CSW Kotor.

⁴⁵ Sub-unit Danilovgrad.

⁴⁶ Sub-unit Andrijevića and sub-unit Šavnik did not respond.

Graph 24. Assessment of citizen readiness to volunteer and donate

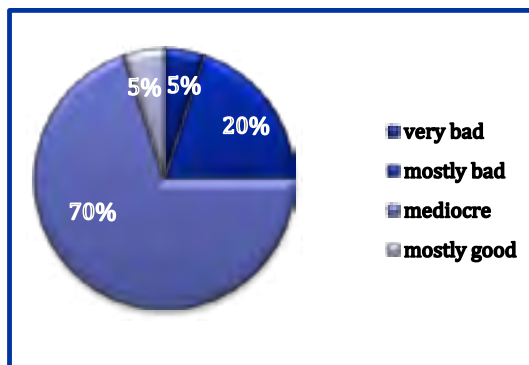


4.10. Social situation in the areas of CSW/sub-unit competence

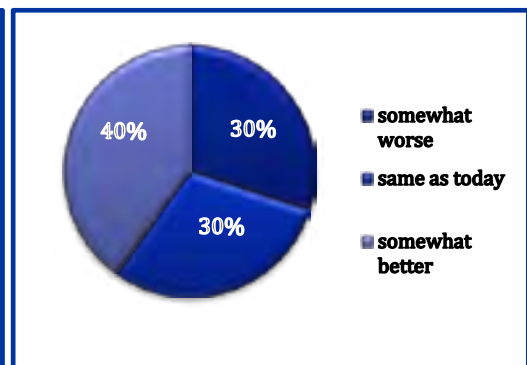
Social situation in the areas of their competence, is assessed by the CSW/sub-units as mediocre leaning to mostly bad (2,75).

The future development of the social situation in the next couple of years is assessed by the CSW/sub-units as static, demonstrated by the medium mark of 3,1 which indicates the expectation that the social situation will be the same as today.

Graph 25. Current social situation

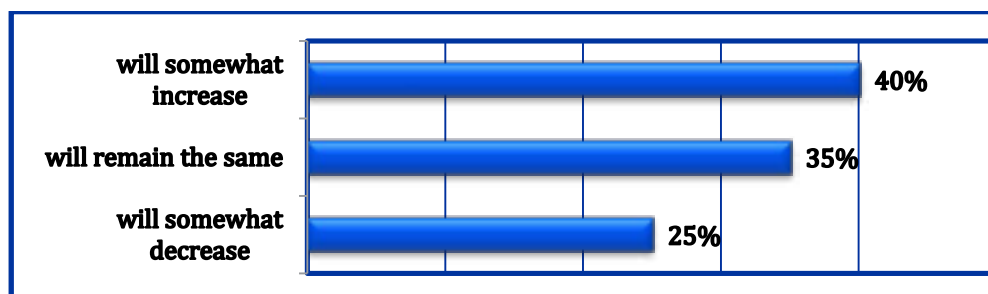


Graph 26. Development of the social situation



The development of the social situation in the next few years, expected by the representatives of CSW/sub-units in the area in which they operate – tackling social problems – is also assessed with a medium mark 3,15, indicating their expectation that their financial, personnel and other capacities will remain the same as today.

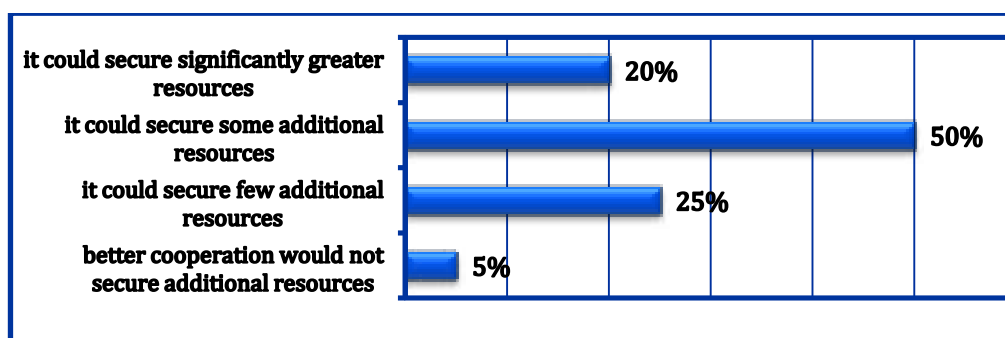
Graph 27. Capacity of CSW/sub-units to tackle social problems in the next few years



4.11. Better inter-sector cooperation

Better inter-sector cooperation could lead to securing certain additional resources. Therefore, CSW/sub-units estimate that better cooperation among all actors in the area of meeting the social needs, ministries, local self-government bodies, centres for social work, public institutions, civil society organisations, religious communities, private social institutions and business entities may secure additional resources in the form of financial donations or volunteer work.

Graph 28. Result of better inter-sector cooperation



All CSW/sub-units responded to this question and gave their proposal on the initiative to launch activities and inter-sector cooperation. As an initiator, the Ministry of Labour and Social Welfare is most frequently cited (seven examples), while the initiative is seen as a task of all actors by five CSW/sub-units. The role of CSW/sub-units as the initiator of activities for better inter-sector cooperation is also recognised (four examples). The initiative as a task of the local self-government, i.e. of the city/municipality is listed by six CSW/sub-units. There are fewer examples placing an emphasis on the NGOs' initiative.

A certain role is assigned to the strengthening of the role of business entities. Establishment of a special coordination body at the local administration level is proposed, composed of all representatives. The majority listed multiple actors as the initiators of cooperation, and it is seldom stated that the role of the initiator should be taken by one single sector or one single actor.

4.12. Lobbying⁴⁷ of the centres for social work/sub-units

Lobbying in its widest sense represents the communication of any organisation and/or individual with an influential environment. In that regard, the experience of lobbying is cited by 12 CSW/sub-units, while five⁴⁸ claim never having experienced lobbying. The answer to this question was not provided by three CSW/sub-units.⁴⁹ Lobbying is used as a method of collecting donations, assistance in food and hygiene products, as well as for securing firewood and for CSW/sub-units activities. Lobbying was directed towards the local administration and private companies for the needs of beneficiaries of CSW/sub-units, especially for their housing needs. One example lists lobbying for the care of children with special needs directed toward an NGO.

⁴⁷ "Official Gazette of Montenegro", No. 54/11 of 17 November 2011.

⁴⁸ CSW Berane, CSW Berane, sub-unit Tivat, sub-unit Danilovgrad and sub-unit Andrijevica.

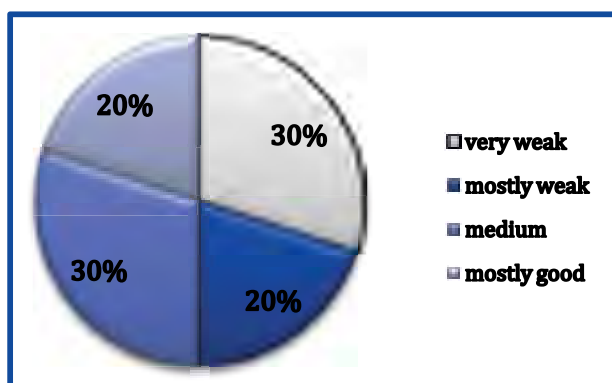
⁴⁹ Sub-unit Kolašin, sub-unit Cetinje and CSW Herceg Novi.

According to the Law on lobbying, 2011, article 2

- (1) Lobbying in the sense of this law is an activity whereby influence is exercised upon legislative and executive bodies at the state and local levels (hereinafter: decision-makers) during adoption of legal provisions and other general acts, in the interest of lobbyist in accordance with the law.
- (2) The influence from paragraph 1 of this article shall not cause damaging consequences for the public interest.
- (3) The activity of lobbying may be performed by a natural person, by an entrepreneur (hereinafter: natural person) business entity, legal person, business association without the status of a legal person, NGO (hereinafter: legal person), in accordance with this law and the agreement on lobbying.

4.13. Capacity of the centres for social work for project-writing and absorption of EU funds

Graph 29. CSW capacity for project writing and absorption of EU funds



This question was delivered only to the centres for social work. They assessed their capacity with a score of 2,4, i.e. as mostly weak leaning to medium.

4.14. Establishment of centres for social work in every local self-government

This question was posed only to the sub-units of the centres for social work and it concerned their estimation for the need to establish a centre for social work in every municipality. The answer was provided by nine sub-units⁵⁰, while such form of work organisations of the centres is supported by six of them⁵¹ (60%). They argue that, in that way, citizens would be more quality services. Sub-units are inferior in position and depend on directors; they lack expert personnel and cannot manage their finances as they do not have their own accounts.

In their responses, according to which it is not necessary to establish centres for social work in every municipality, respondents claim that there is sufficient independence and capacity to address the needs of beneficiaries, and that the work of the sub-unit is carried out well in cooperation with the main service, so the opening of a centre in every municipality would cause additional expenses, and the expert personnel is lacking.

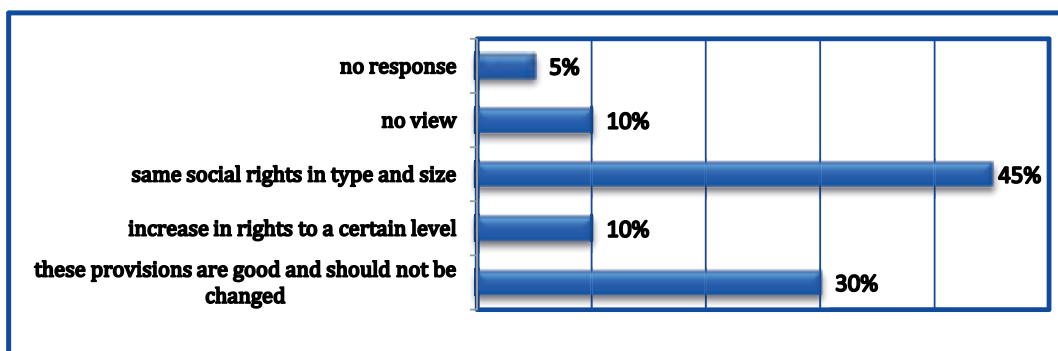
⁵⁰ Sub-unit Cetinje did not provide an answer.

⁵¹ Sub-unit Plužine, sub-unit Ulcinj, sub-unit Žabljak, sub-unit Budva, sub-unit Danilovgrad and sub-unit Tivat.

4.15. Strategy for the development of social and child protection

Representatives of CSW/sub-units expressed their views on the contents of the Strategy for the development of social and child protection for the period 2008-2012, as regards delegating certain tasks to the local level in the area of community social services. According to the Strategy, apart from the delegation of certain tasks to the local level, the rights of general interest for all citizens must still be accessed at the state level. Views expressed by CSW/sub-units are very diverse; however, most of them believe that the same social rights in terms of their type and size, should be applied in the entire country (45%). According to some of the comments provided, social payments and other social services should be financed from the local administration budget, and then refunded to the local budget. It is also suggested that every municipality be independent and responsible for providing adequate social payments, thereby becoming more rational in budget spending.

Graph 30. Views on the Strategy for the development of social and child protection for the period 2008-2012



Participation of CSW/sub-units representatives in the preparation of the Strategy for the development of the social and child protection system was listed by only six CSW/sub-units⁵², while 10 of them were not invited to participate in the preparation of the Strategy. Cetinje sub-unit did not answer this question.

4.16. Social innovations

A little less than one half of CSW/sub-units indicated names and contents of the new programmes they have created and introduced in their operations in the past two years – nine CSW/sub-units⁵³ (45%). New programmes are: affirmation of foster families, construction of a day-care centre for children with special needs, initiative for the construction of a private day-care centre for elderly (Kolašin sub-unit); support for the parents of children with special needs with a view to including their children in the education system (CSW Berane and Andrijevica sub-unit); assistance for single parents to fix their living space; volunteers (secondary school pupils) visiting elderly (Žabljak sub-unit); introducing case management method (CSW Pljevlja), development of social services; implementation of educational warrant (juvenile justice) – agreements signed with 17 institutions implementing the educational warrant (CSW Bijelo Polje, CSW Nikšić); community service; team for the protection of children from abuse and ill-treatment; day-care for elderly, in partnership with the municipality; mobile team

⁵² CSW Bijelo Polje, CSW Bar, CSW Pljevlja, sub-unit Ulcinj, sub-unit Danilovgrad and sub-unit Andrijevica.

⁵³ CSW Rožaje, CSW Herceg Novi, CSW Podgorica (sub-units Cetinje and Kolašin), sub-unit Plužine, sub-unit Šavnik, CSW Kotor (including sub-units Budva and Tivat) and CSW Plav did not list social innovations.

for elderly – cooperation with the Red Cross; open door – psychosocial support for the young socially excluded adults, as partners of NGO “Humanitarac” (CSW Nikšić); in partnership with other subjects at the municipal level, the programme of care of elderly in rural areas is carried out, assistance for disabled persons (CSW Bar), etc.

4.17. Necessary new knowledge and skills

Through the implementation of this research, CSW/sub-units representatives were offered education with a view to gaining new knowledge and skills needed for their activities. Thematic units were offered: managing an organisation – management, strategic planning, SWOT/PEST analysis, assessment of social needs (social overview), understanding and applying the concept of social cohesion, programmes of the fight against poverty and social exclusion, social marketing and development of local community foundations.

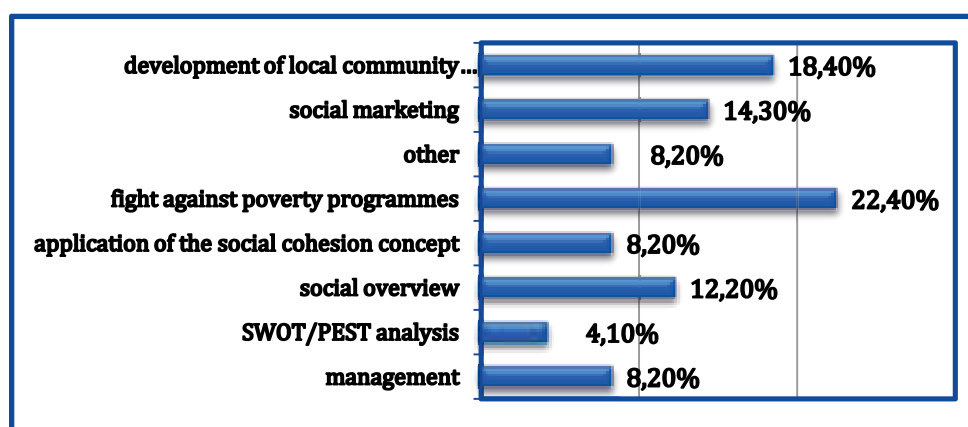
CSW/sub-units representatives expressed the greatest need to gain new knowledge and skills in the area of “programmes against poverty and social exclusion”, followed by “development of local community foundations” and “social marketing”. The least interest or need was expressed in the area of “SWOT/PEST analysis”. Other knowledge and/or skills listed as needed for managing the centre/sub-unit are: “IT training” and “development of new services”.

Social marketing is the application of marketing with other concepts and techniques in order to achieve specific goals for the general well-being.

“Campaign for social change is an organised action of a group attempting to convince others to accept, modify or abandon certain ideas, attitudes, practices or behaviours”

Philip Kotler and Eduard L. Robert

Graph 31. Expressed need for new knowledge and skills according to thematic units



4.18. Additional comments

Additional thoughts on the role of civil society in tackling social problems in local communities were provided by 15 centres/sub-units. In that context, the role of civil society is assessed as mostly positive. Certain proposals on how to increase the role and impact of the civil sector are provided. Many comments are related to inviting citizens and NGOs to become more involved and active, because there is a lack of organisations

dealing with social problems in some local administration units or their activities are invisible. The need for a more accessible work of the centres/sub-units is expressed, in order to further develop cooperation with other actors more easily, thereby developing also joint projects and securing greater resources for the work of the centres and for meeting the needs of citizens. Modernisation of the work of centres/sub-units is suggested. The need for defining standards and issuing work licences for NGOs in the social area is expressed. Joint work in planning of sustainable projects of extra-institutional services and introducing quality standards for services is also proposed.

5. Employment bureaus as actors of the welfare mix

This research encompassed employment bureaus and their offices (a total of 21 questionnaires). 10 questionnaires were filled in (47,6%). Five questionnaires were filled in by the employment bureaus.

According to the number of inhabitants who fall under the jurisdiction of certain employment bureaus, the structure of returned questionnaires is the following: two offices⁵⁴ operate in an area covering less than 20 000 inhabitants, three employment bureau offices cover up to 30 000 inhabitants⁵⁵, four employment bureaus operate in the area covering between 30 000 and 50 000 inhabitants⁵⁶, while more than 50 000, i.e. 72 443 inhabitants live in the area covered by the Employment Bureau in Nikšić.

The number of full-time expert staff is between minimum two in the Tivat Office of the Employment Bureau Herceg Novi, to maximum 26 in the Employment Bureau Nikšić.

Offices employ on average less than three (2,8) expert staff, while employment bureaus count 23 expert staff on average.

The following took part in the research: Employment Bureau Bar (offices in Budva and Bar), Employment Bureau Herceg Novi (offices in Tivat and Kotor), Employment Bureau Bijelo Polje, Employment Bureau Berane (office in Rožaje) and Employment Bureau Nikšić.

On total average, the ration of the number of inhabitants per expert employee is 3.318,6 inhabitants per expert. From the analysis, it is evident that offices, because of a smaller number of expert staff, are in a much more disadvantageous position than the employment bureaus themselves, since the ration of inhabitants per expert is much more suitable (less inhabitants per expert) – less than 2.500 inhabitants per expert.

Table 3. Number of full-time expert staff in the Employment Bureaus and their Offices

2-6 employees (offices)		5	50
Average number of employees in offices		17 total	2,8 average
18-32 employees (employment bureaus)		5	50
Average number of employees in employment bureaus	116 total	23,2 average	

Table 4. Number of inhabitants per expert in employment bureaus

Ratio of the number of inhabitants and the number of employees	Number of employment bureaus/offices
1.624 – 4.000 inhabitants per employee	8
4.001 – 7.055 inhabitants per employee	2

54 Employment Bureau Herceg Novi - Office in Tivat and Employment Bureau Bar - Office in Budva.

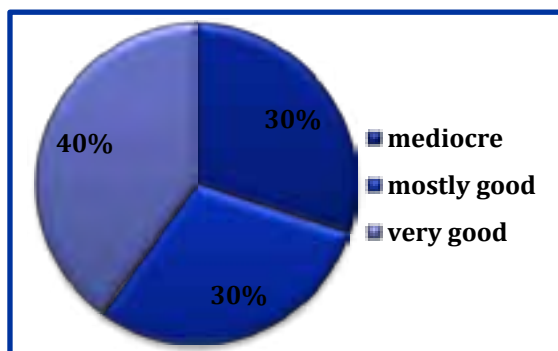
55 Employment Bureau Berane - Office in Rožaje, Employment Bureau Herceg Novi – Office in Kotor and Employment Bureau Bar – Office in Ulcinj.

56 Employment Bureau Berane, Employment Bureau Bar, Employment Bureau Herceg Novi and Employment Bureau Bijelo Polje.

5.1. Cooperation of employment bureaus/offices with the secretariats in charge of social policy area

Employment bureaus and their offices assess the cooperation with the competent secretariat as mostly good (4.1).

Graph 32. Cooperation of employment bureaus/offices with the secretariats



All employment bureaus/offices provided examples of good cooperation. The most frequently listed example is reflected in the local public works (six employment bureaus/offices), “Care of elderly” project (offices in Rožaje and Kotor, employment bureaus in Bijelo Polje and Herceg Novi), cooperation related to disabled persons, financing of the interns’ employment and participation in the preparation of

the local plan for social inclusion and development of social services (Employment Bureau in Nikšić).

All employment bureaus and their offices which took part in the research stated the cooperation takes place through exchange of information and joint projects.

Exchange of information concerns statistical data on the number and structure of unemployed, work booklets for foreigners, lists of interns and alike.

Joint projects are public works in the project entitled “Care of elderly”, IPA cross-border project with Trebinje “Together in tourism”⁵⁷ (Employment Bureau in Herceg Novi), Strategy for the development of human resources and employment of interns (Employment Bureau Berane).

Other forms of cooperation take place through employment action plans, announcements, vacancy contests, work booklets, subsidies, introducing the municipal assembly to the work of employment bureaus via performance reports.

IPA programme (Instrument for Pre-Accession Assistance) is the main tool of EU assistance for candidate and potential candidate countries from 2007 until 2013. The purpose of the Programme of assistance for public bodies and non-governmental sector in the activities of harmonising national legislation with the EU acquis is to provide assistance with the implementation of legislation, as well as in preparing and strengthening of the institutions for the use of Cohesion Fund, as well as structural, agricultural and fisheries funds of the Union intended for member states.

Information guide about the European Union

Problems preventing better cooperation between the employment bureaus/offices with the competent secretariats are: lack of interest, lack of understanding and lack of initiative, followed by lack of networking, lack of communication, joint meetings, lack of knowledge and information as well as weak human resources for IPA projects. Absence of the local strategy for the development of human resources and employment is also listed (Employment Bureau Herceg Novi).

One third of the surveyed employment bureaus/offices did not list any problems in cooperation between their institution with the city or municipal secretariats.

⁵⁷ More about IPA cross-border cooperation projects: <http://www.delmine.europa.eu/code/navigate.php?Id=2220>; <http://www.cbccro-mne.org/hr/ipa.html>; <http://www.hhi.hr/pr/onenews/110>; <http://www.cbc-mne.org/>

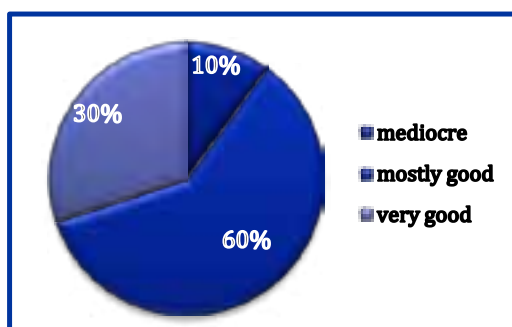
5.2. Cooperation of the employment bureaus/offices with other sectors

Employment bureaus/offices assessed the cooperation they have with employers, entrepreneurs, educational institutions and centres for social work. The cooperation with other sectors is assessed as mostly good.

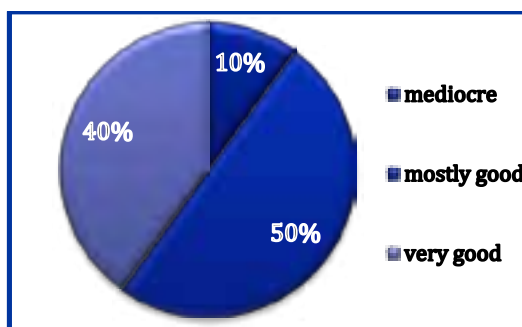
High score of cooperation between the employment bureaus/offices and other actors in the area of their competence is probably a result of an important role of the employment bureaus/offices (90%) in education for the improvement of cooperation with other actors.

Good cooperation with entrepreneurs and employers is reflected in the examples of good cooperation in which all employment bureaus/offices list cooperation with business entities. Cooperation is listed for 11 companies, while the forms of that cooperation are: mediation in employment, employment fairs (great participation rate of employers), survey of employers, employing interns, seasonal employment – good cooperation with employers in the area of tourism, training job seekers and re-qualification programmes, “Let’s employ our youth” project and “Work practice for graduate students”, as well as partnership in the preparation of action plans and strategies.

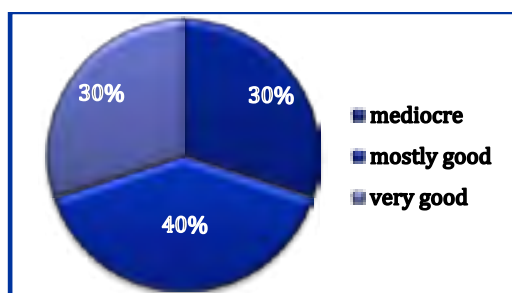
Graph 33. Cooperation of employment bureaus with entrepreneurs



Graph 34. Cooperation of employment bureaus with CSW



Graph 35. Cooperation of employment bureaus with educational institutions



Comparing the average scores of cooperation with other actors at the local level, the best assessed cooperation is with entrepreneurs, employers and educational institutions (4,3), while the cooperation with the centres for social work received the weakest score (4,0).

Cooperation with public and private institutions generally takes place through joint projects of employment for disabled persons and RAE population, development of social services, organised public works, and seasonal employment in cooperation with tourist organisations.

Some of the projects which take place in partnership with public and private institutions were listed by the Employment Bureau in Herceg Novi: with the centre for rehabilitation “Montour” and projects entitled “Care for elderly”, “Let’s make it clean” and “Teaching assistant”.

One half of the surveyed employment bureaus/offices mentioned cooperation via exchange of information on statistical data, exchange of experience, exchange of data on labour market conditions – demand and supply, professional training and participation in roundtables and similar events.

5.3. Cooperation of employment bureaus/offices with non-governmental organisations

Employment bureaus/offices assessed their cooperation with NGOs as mostly good (4.2). The cooperation may also be seen in the perception of the quality of programmes and the work of NGOs which were assessed as mostly good (3,9) by the employment bureaus/offices.

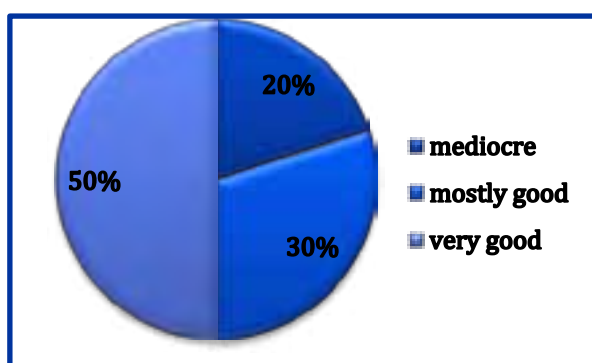
All employment bureaus provided the data on the number of organisations with which they cooperate, so it is evident that the minimum number of organisations they cooperate with is two (three employment bureaus⁵⁸), while the maximum number is 15 (two employment bureaus⁵⁹). On average, employment bureaus/offices cooperate with six organisations (NGOs, foundations).

A bit more than a half of surveyed employment bureaus/offices stated having established cooperation with NGOs via exchange of information, while all employment bureaus surveyed in this research stated working on joint projects with the representatives of the non-governmental sector.

Exchange of information takes place through questionnaires, sending letters and notifications, and is generally linked to calls for project proposals, information on possibilities for the implementation of joint projects and calls for public works.

Joint projects involving these two social actors are: employment for disabled persons; provision of social services, “Care for elderly”; “Cleaning of the sea and the seabed”; cooperation with NGOs: “Treće doba”, “Nova šansa u Novom”, “Vjeverica”, “Expeditio” – project “Cultural identity of the Boka Bay”; projects for the RAE population – reduction of vulnerability and training, public works, production of souvenirs and personal assistance for children with special needs.

Graph 36. Cooperation of employment bureaus/offices with NGOs



Problems in cooperation of the employment bureaus/offices with non-governmental organisations, which are emphasised, are: lack of financial resources, as well as the lack of space; poor communication (no joint meetings, exchange of information, nor planning of joint projects); lack of quality projects; poor human resources within NGOs (no licence for training of

unemployed persons); lack of initiative by NGOs. Problems in cooperation are not mentioned by four employment bureaus/offices⁶⁰ (40%).

58 Employment Bureau Bar – Office in Budva and Employment Bureau Herceg Novi – Offices in Kotor and Tivat.

59 Employment Bureau Bijelo Polje and Employment Bureau Bar.

60 Employment Bureau Bar – offices in Budva and Ulcinj, and Employment Bureau Herceg Novi – Office in Tivat.

5.4. Cooperation of the employment bureaus with the media

Employment bureaus/offices assess their cooperation with the media, especially the local ones, in the area of employment and other social matters, as mostly good (4,1). Such high score in the assessment of cooperation is underpinned by the activities through which this cooperation takes place: TV show broadcasted on the national television “Pokreni se”, newspaper articles and reporting in radio shows on activities and projects of the employment bureaus and the Employment Agency, participation of employees in TV shows, vacancy announcements in print media, thematic shows with expert staff of the employment bureaus/offices.

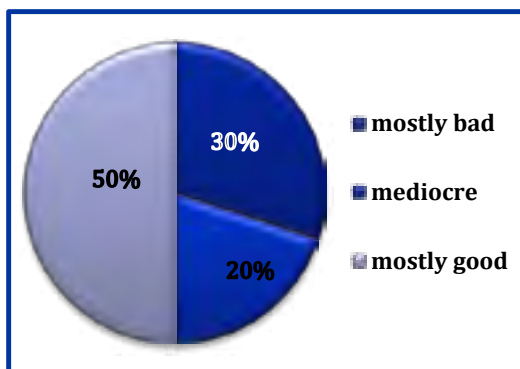
5.5. Unemployment problem

A special part of the questionnaire was adjusted to the problem of unemployment and employment as a specific area in which an important role is played by the employment bureaus and their offices. Employment bureaus were asked to assess the current situation in terms of unemployment in the area they cover, as well as to estimate the developments in the area of employment in the next few years. We emphasised the importance of the role in tackling this important social problem by asking them to provide a self-assessment of the capacities they have in terms of financial and personnel resources for tackling the problem of unemployment, i.e. whether they envisage improvement of their resources in the coming period.

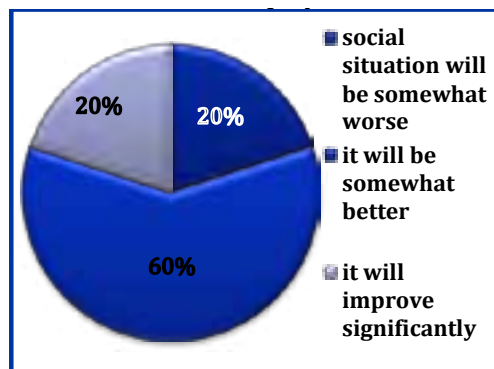
The current situation received a medium score, meaning that the situation with unemployment is mediocre.

Employment bureaus foresee the development of the situation in the area of employment somewhat more optimistically and estimate that it will be somewhat better than today's situation (average score 3,8).

Graph 37. Assessment of the current situation in terms of unemployment



Graph 38. Development of the situation in the area of employment

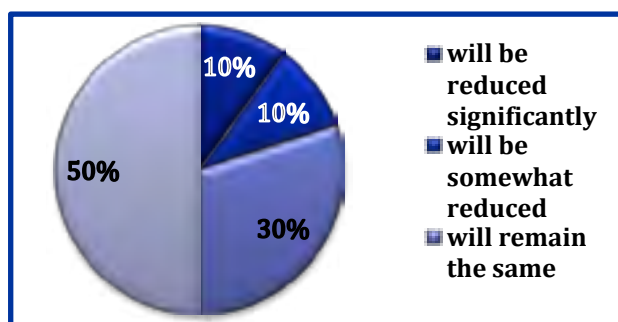


Financial and personnel capacity of the employment bureaus/offices will remain the same as today, according to the estimates made by the employment bureaus (average score 3,2).

Seven employment bureaus/offices⁶¹ underline the lack of supply or demand of the working force of a certain profile as the basic problem of employment in their area.

⁶¹ Employment Bureau Herceg Novi – Offices in Kotor and Tivat, Employment Bureau Herceg Novi, Employment Bureau Bijelo Polje, Employment Bureau Berane – Office in Rožaje, Employment Bureau Nikšić and Employment Bureau Berane.

Graph 39. Capacity of the employment bureaus to tackle the unemployment problem in the next few years



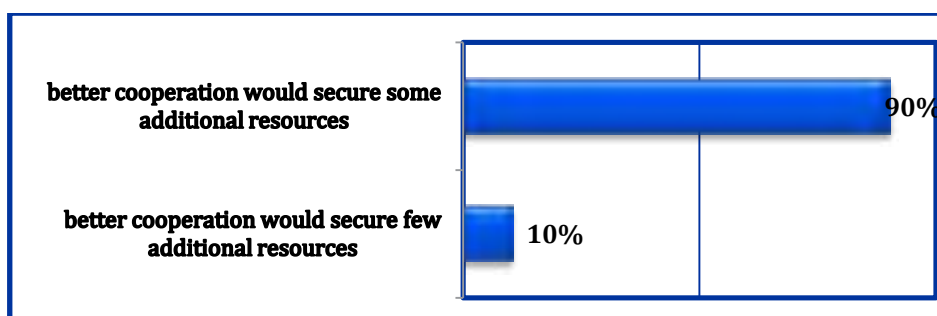
Comments with regard to the basic problem of employment indicate the presence of additional problems identified by the employment bureaus/offices, and are related to insufficiently developed economy, lack of entrepreneurial initiatives and a large number of social assistance beneficiaries.

5.6. Better inter-sector cooperation

Better cooperation between the ministries, competent bodies of the local (self) governments, centres for social work, public institutions, local employment agencies, civil society organisations, religious communities, private social institutions and business subjects could, according to the estimates of the employment bureaus/offices, secure additional resources in terms of financial donations and volunteer work, thereby helping to meet the needs in the area of social policy.

Local administration is seen by the employment bureaus as the initiator of activities aiming to strengthen and enhance inter-sector cooperation. Eight of the surveyed employment bureaus/offices identified local administration as the initiator. Some other initiators are suggested as well: Employment Agency, ministries, one joint body – an organisation, a fund or an agency. Only two employment bureaus/offices⁶² identified NGOs as the initiator of activities, but in partnership with the Ministry, local self-government and the Employment Agency of Montenegro.

Graph 40. Results of better inter-sector cooperation



5.7. Lobbying of employment bureaus

The experience of lobbying exists in all surveyed employment bureaus/offices. Seven examples of lobbying for the achievement of goals in employment policy are listed: employment of highly educated job-seekers with a high GPA and knowledge of foreign languages, IPA cross-border cooperation projects – Dubrovnik, Trebinje, Sarajevo, lobbying the Ministry of Labour and Social Welfare, lobbying the local self-government,

⁶² Employment Bureau Berane and Employment Bureau Nikšić.

CSW, lobbying NGOs through IPA funds and lobbying to open business incubators and providing information on labour market.

5.8. Social innovations

Entrepreneurial character and an ambition to launch innovative projects and programmes in the employment area is a very important aspect of employment bureaus/offices' work. All surveyed employment bureaus/offices identified innovations which they introduced and which they have been implementing for the past two years.

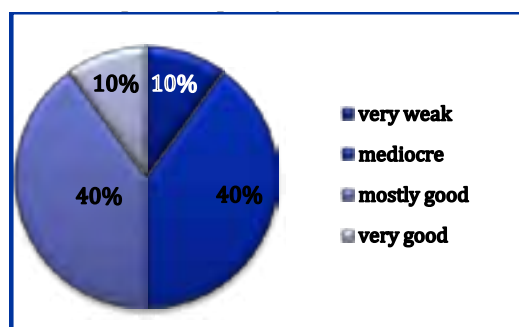
The minimum of innovative programmes listed is two, while the Employment Bureau in Bar listed four. The most frequently mentioned are: professional rehabilitation, social inclusion programme, teaching assistance programme, employment of youth in seasonal jobs, public works and the project entitled "Let's employ our youth".

As their innovative programmes, employment bureaus/offices mentioned the following: working experience for graduates, our ID card – employment for seven disabled persons, education and workshops for RAE population, creative workshops, open door days for employers, psychosocial programme "I will succeed", day-care centre – working with children, business zone – workshops for future entrepreneurs, opening of a training centre for job-seekers, and adopting a decree on subsidising employment for certain categories of unemployed.

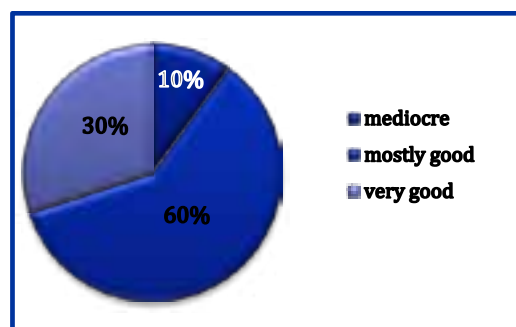
5.9. Capacity and the involvement of employment bureaus in programmes financed by the EU

Three employment bureaus/offices⁶³ are directly involved in programmes financed by the European Union. The title of only one programme is provided: "School for farmers". In terms of self-evaluation of the project-writing and EU funds absorption capacity the employment bureaus/offices have at their disposal, they are mediocre leaning to mostly good for the majority of employment bureaus/offices. One employment bureau/office stated that its capacity is very weak. Knowledge about the financial and technical assistance offered by the EU, as well as about the European policies and relevant documents in the area of employment, social issues and equal opportunities, is assessed as mostly good.

Graph 41. Project-writing and EU funds absorption capacity

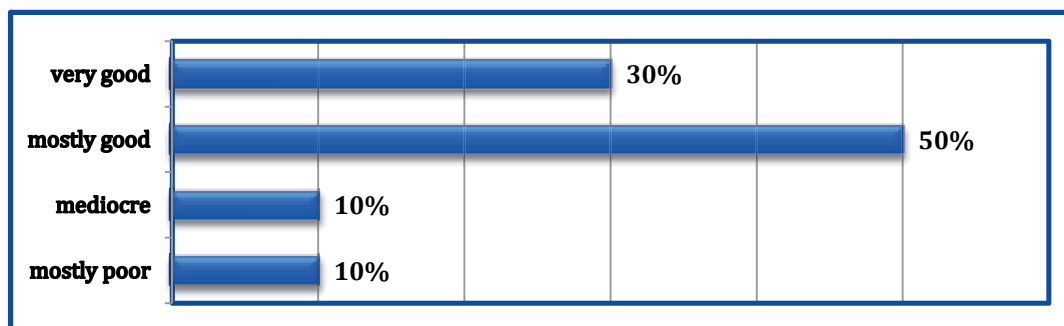


Graph 42. Knowledge about financing possibilities and technical assistance via EU accession



⁶³ Employment Bureau Herceg Novi – Office in Kotor, Employment Bureau Bijelo Polje, and Employment Bureau Nikšić.

Graph 43. Knowledge of EU policies and relevant documents



5.10. Necessary new knowledge and skills

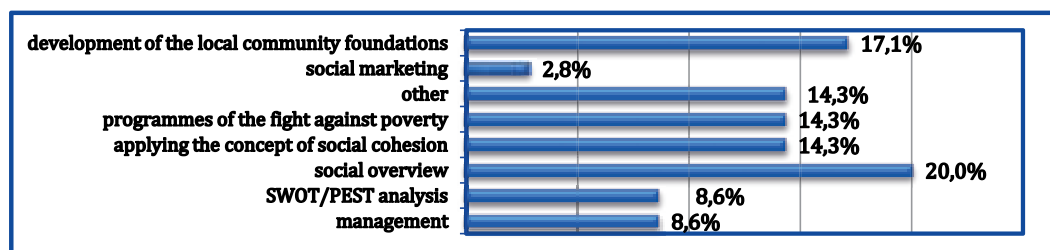
Representatives of the employment bureaus/offices were offered education with a view to gaining new knowledge and skills needed for their activities. Thematic units were offered: managing an organisation – management, strategic planning, SWOT/PEST analysis, assessment of social needs (social overview), understanding and applying the concept of social cohesion, programmes of the fight against poverty and social exclusion, social marketing and development of local community foundations.

Council of Europe defines social cohesion as the ability of a society to ensure well-being for all its members, to minimise inequalities and avoid polarisation. A cohesive society is a community of solidarity consisting of free individuals who achieve their common goals via democratic methods.

*Revised Social Cohesion Strategy
of the Council of Europe*

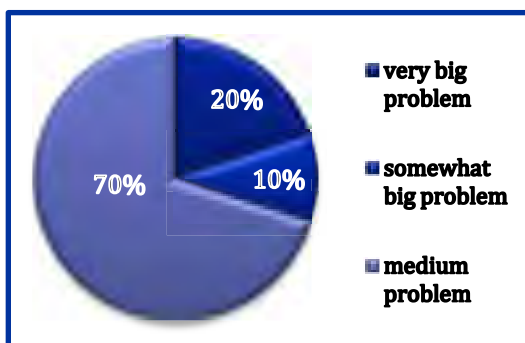
Employment bureaus/offices listed “assessment of social needs (social overview)” as the most necessary area in which they need new knowledge and skills, followed by: development of local community foundations, understanding and applying the concept of social cohesion, and programmes of the fight against poverty and social exclusion. Interestingly, the least interest was expressed for the area of social marketing – only one employment bureau. The area of “producing investment projects” was additionally listed.

Graph 44. Necessary new knowledge and skills

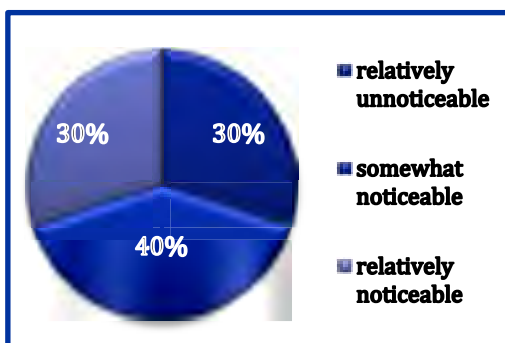


5.11. Problem of poverty and social exclusion

Graph 45. Size of the problem of poverty and social exclusion



Graph 46. Activities in the fight against poverty and social exclusion



Employment bureaus/offices estimated that the problem of poverty and social exclusion is a medium size problem in their area of operation (average score 2,5). Likewise, the activities in the fight against poverty and social exclusion are assessed as somewhat noticeable for the employment bureaus/offices (3,0).

Social enterprises are organisations which are:

- private – not part of the state apparatus;
- formally organised – have some legal ground based on which they are established;
- autonomous in decision-making – may elect and dismiss their management bodies, control and organise their activities;
- free – membership is not compulsory;
- only partially profit-making, while the distribution of profit is not proportionate to the capital but corresponds to their activities;
- oriented toward meeting the needs, not accumulating capital;
- characterised by democratic decision-making (“one person, one vote”) which is independent of the capital since the control of decision-making process is in the hands of its members.

Social economy in the European Union 2007, Report of the European Economic and Social Committee (EESC)

Activities which would contribute to greater impact on the reduction of poverty and social exclusion at the local level are proposed. Among the most proposed activities are the creation of new jobs, education of personnel working in tourism –catering, development of entrepreneurial spirit, opening of social enterprises (exists in the Strategy), social protection reform – need for social-property card, change of criteria for social payments, greater involvement in employment programmes, suppression of grey economy, tackling the problems of every individual household through social payments, subsidies for the employment of marginalised groups, allocation of financial resources for the local employment programmes, fostering solidarity through social investment in jobs, services and social protection, as well as greater transparency of the local authorities in managing the funds.

5.12. Additional comments

Additional thoughts about the role of the civil society in tackling social problems in local communities were provided by eight surveyed employment bureaus/offices. Problems of reduced financial capacities are listed, active role of NGOs is identified, but the need for additional education of their representatives, as well as for the control of expenditures and monitoring of the project implementation is also mentioned. The need for developing social responsibility and volunteer work is also expressed, via greater involvement of the local authorities in the process of initiation and implementation of projects.

6. Social protection institutions as actors of the welfare mix

The following took part in the research: Public Institution for accommodation, rehabilitation and re-socialisation of psychoactive substance users "Kakaricka gora", PI Resource Centre for the Youth, "Komanski most" and the PI Centre for children and youth "Ljubović" in Podgorica, PI Home for Elderly "Bijelo Polje" and PI Day-care Centre for children with developmental difficulties "Tisa" in Bijelo Polje, PI Day-care centre for children and youth with developmental difficulties "Zračak nade" in Pljevlja, PI Day-care centre for children and youth with developmental difficulties and PI Children's Home "Mladost" in Herceg Novi and PI Day-care centre for children with developmental difficulties in Nikšić.

Only public institutions of social protection took part in this research – a total of ten, i.e. 62,5% of those which were sent a questionnaire. Eight of them work with children and youth, one deals with accommodation and rehabilitation of psychoactive substance users, while one is a home for elderly.

Based on their ownership structure, half of the institutions are owned by the state (ministry), while the other half is owned by the local self-governments.

Public institution "Day-care centre for children and youth with developmental difficulties "Zračak nade" is co-owned by the Municipality of Pljevlja and the homonymous NGO.

More than half of the surveyed institutions were established in the period between 2008 and 2011, while two were established in the post-World War Two period (Children's Home Mladost in Bijela in 1946 and the Agency for schooling and professional rehabilitation of disabled children and youth in 1948).

The number of full-time expert staff ranges from one to 64. Smaller institutions have up to 11 employees (on average five expert staff), while bigger institutions have more than 30 employees (on average 47 expert staff).

Table 5. Number of full-time expert staff in institutions

1-11 employees ("smaller" institutions)	6	60
Average number of employees in smaller institutions	32 total	5,3 average
More than 30 employees ("bigger" institutions)	4	40
Average number of employees in bigger institutions	188 total	47 average

The number of housed persons and beneficiaries of institutional services ranges from minimum 14 to maximum 135. Smaller institutions have up to 40 beneficiaries⁶⁴ (on average, 25 beneficiaries per institution), while bigger institutions house from 74 to 135 beneficiaries⁶⁵ (on average, 111 beneficiaries).

On average, there are seven beneficiaries per expert staff member in an institution.

64 Public institution for accommodation, rehabilitation and re-socialisation of psycho-active substance users "Kakaricka gora" – 39 beneficiaries, Day-care centre for children with developmental difficulties "Tisa" Bijelo Polje – 29 beneficiaries, Day-care centre for children with developmental difficulties Herceg Novi – 14 beneficiaries, Centre for children and youth "Ljubović" – 20 beneficiaries, Day-care centre for children with developmental difficulties Nikšić – 29 beneficiaries, Day-care centre for children and youth with developmental difficulties "Zračak nade" – 17 beneficiaries.

65 Agency for schooling and professional rehabilitation of disabled children and youth (Resource Centre for Youth) – 74 beneficiaries, Elderly Home "Bijelo Polje" – 120 beneficiaries, Children's Home "Mladost" Bijela – 135 beneficiaries and Public Institution "Komanski most" – 117 beneficiaries.

When we divided the sample of institutions to those which provide services to a smaller number of beneficiaries, we got a different picture, according to which there are actually up to three beneficiaries per expert staff member in 70% of the institutions, while in the remaining 30%

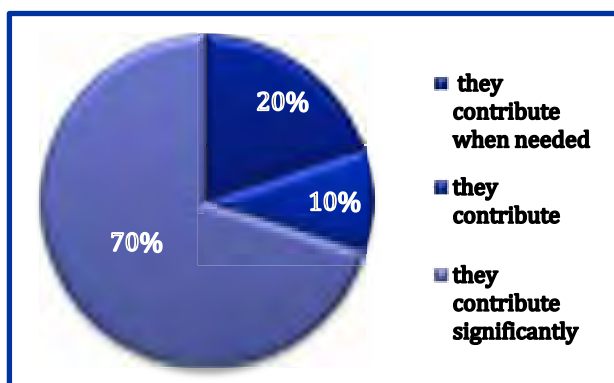
the number of beneficiaries per expert staff is actually 17. In one institution, the ratio is inverted, so there are more expert employees than beneficiaries.

According to the current Law on social and child protection (2005), article 70,

Institutions provide: accommodation, protection and education of children with no parental care, children whose development is hampered by family circumstances, children with behavioural disorder, children with bodily, mental and sensory disability, accommodation and protection of adult-disabled and elderly persons; sports, recreational, cultural, leisure, educational activities, as well as other in accordance with the law and the act of establishment.

6.1. Contribution of the institutions' management board members

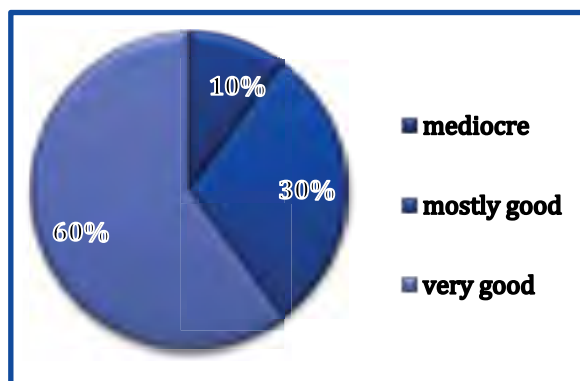
Graph 47. Contribution of the institutions' management board members



According to the assessment of these institutions, members of their management boards contribute to the work of institutions- medium score of their contribution is 4,5. No institution assessed their contribution with a score lower than three, which marks contribution based on needs.

6.2. Cooperation of institutions with the Ministry of Labour and Social Welfare

Graph 48. Cooperation of institutions with the Ministry of Labour and Social Welfare



Cooperation between these institutions and the Ministry of Labour and Social Welfare is assessed with a high score of 4,7, which means that the cooperation is very good.

The most frequent form of cooperation taking place between the institutions and the Ministry is the **exchange of information** through education, setting up of minimum standards and alike. A bit more than one half of the

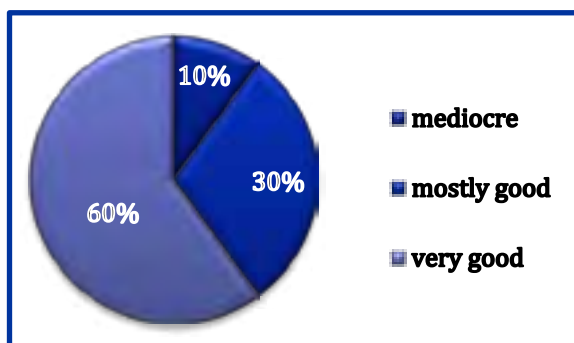
institutions stated that they cooperate with the Ministry through **joint projects** – accommodation for children, leaving the institution as well as the change in the form of protection.

Other forms of cooperation are visible in the active participation in the creation of social policy and co-financing of one third of expenses of institutional accommodation during the first year.

Representatives of seven institutions⁶⁶ participated in the preparation of the Strategy for the development of the social and child protection system for the period 2008-2012.

6.3. Cooperation of the institutions with the secretariats in charge of social policy area

Graph 49. Cooperation of institutions with the secretariats



The institutions gave a very good score for the cooperation with the secretariats in charge for the social policy area (average score 4,5).

This cooperation takes place through the **exchange of information and four joint projects**: IPA programmes for Bosnia and Herzegovina and Serbia, public works, local policies for children aged 12 to 16, and work in the commis-

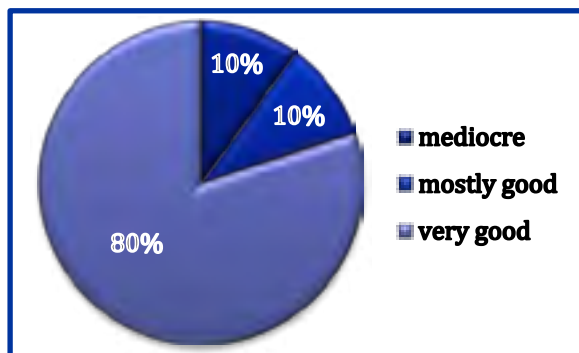
sion for the orientation of children.

Other form of cooperation may be seen through the establishment of cooperation with NGOs in terms of providing assistance during the opening of a day-care centre (Children's Home "Mladost"); as well as through participation in preparing the local action plan for persons with disabilities, local action plan for children and local action plan for the youth.

6.4. Cooperation between the institutions and the centres for social work

The institutions assessed their cooperation with the centres for social work with an average score of 4,5, which means that the cooperation is mostly good or very good.

Graph 50. Cooperation of the institutions with the centres for social work



Almost all institutions cooperate with the centres for social work via **exchange of information** about the beneficiaries needing accommodation or about the care for elderly, as well as through joint meetings of expert teams.

A bit more than one half of the institutions listed cooperation with

⁶⁶ Day-care centre for children with developmental difficulties Nikšić, Day-care centre for children with developmental difficulties Herceg Novi, Centre for children and youth "Ljubović", Agency for schooling and professional rehabilitation of disabled children and youth, Elderly Home "Bijelo Polje", Children's Home "Mladost" and "Komanski most".

the centres for social work through **joint projects**: IPA, UNDP, assistance for children leaving the institutions.

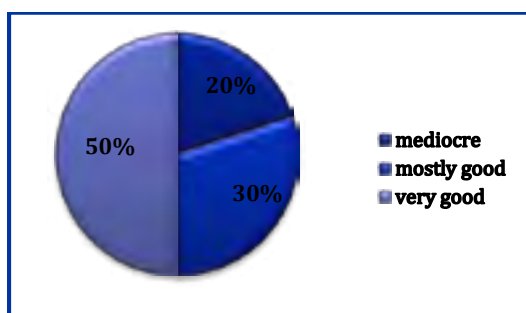
Examples of **other forms of cooperation** are also provided: rights of clients and their families in the area of social protection, providing assistance for seeking accommodation.

6.5. Cooperation of the institutions with the civil society organisations – NGOs, citizen initiatives and foundations

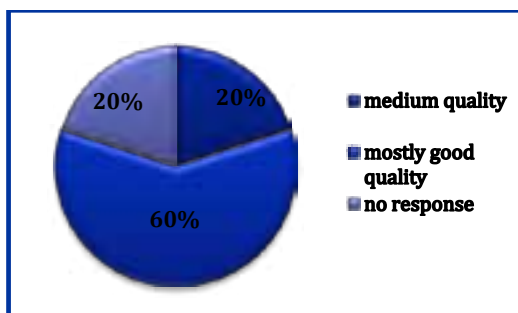
These institutions cooperate with the civil society organisations mostly well, with an average score of 4.3.

The most frequent form of cooperation are **joint projects**, listed by nine institutions: keeping records of cases of human rights violations of the beneficiaries, Forum MNE – leaving the institutions, education for employees, “Tortillada”, summer camps for children, NGO gatherings, projects with a specific association (NGO “Juventas”, NGO “Zračak nade”). Exchange of information, as a form of cooperation with the civil society organisations, is listed by seven institutions, albeit without providing examples of how that cooperation is manifested.

Graph 51. Cooperation of institutions with NGOs



Graph 52. Assessment of the quality of programmes offered by NGOs in the social domain



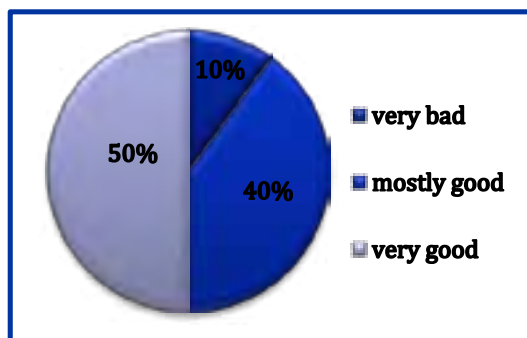
The institutions assessed the quality of programmes offered by NGOs in the social area. The assessment of that quality was not provided by two institutions.

The average score of the quality of programmes offered by non-governmental organisations is 3.75 and means that the programmes are assessed as being of mostly good quality.

Problems which prevent better cooperation between the institutions and the civil society organisations are encountered by one half of the institutions and are mostly related to: **lack of personnel and financial capacity; unregulated system of accreditation and licensing; non-standardised programmes of work with dependents; projects which do not correspond to the needs; weak interest of NGOs for the work of social institutions; unsustainable projects lasting until resources allow; poor information flow and the lack of consultation of NGOs with the institutions' employees.**

6.6. Cooperation of institutions with the media

Graph 53. Cooperation between institutions and media



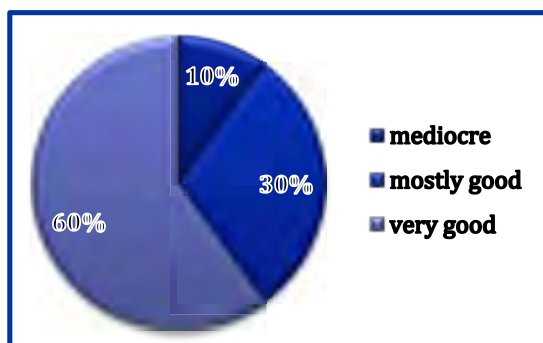
Cooperation of institutions with the media, especially the local ones, as regards social matters that the institutions deal with, is assessed as mostly good. The institutions provided examples of such cooperation which are reflected in media coverage of these institutions' activities, coverage of their work and frequent promotion of these institutions and the needs of their beneficiaries, coverage of certain holidays,

donation awards and alike. The cooperation is established with local radio stations and with the daily newspaper "Pobjeda".

6.7. Cooperation of institutions with business entities

The institutions cooperate mostly well with business entities, with an average score of cooperation 3,7.

Graph 54. Cooperation between institutions and business entities

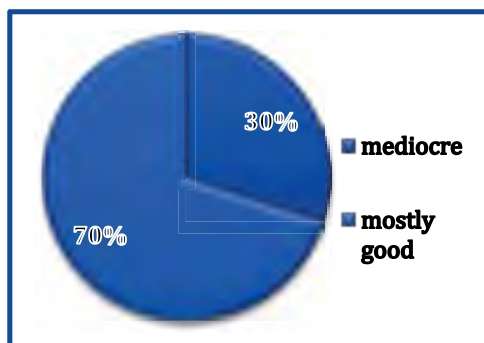


As examples of their good cooperation, frequent and useful donations are listed, as well as participation in organising events for beneficiaries, assistance with the employment of beneficiaries (children), investments in facilities, assistance with training of beneficiaries for certain vocations and organisation of creative workshops. The institutions provided names of all the business entities with

which they have good cooperation.

6.8. Cooperation with other institutions

Graph 55. Cooperation of social institutions with other institutions



Social institutions assess their cooperation with other institutions as mostly good, with an average score of 4,5.

The institutions provided many examples of good cooperation with other institutions, including their names: Children's Home in Bijela, Agency for schooling and professional rehabilitation of disabled children and youth, Centre "1.jun", Day-care centre "Tisa" Bijelo Polje, Sports Centre Igalo, Faculty of Applied

Physical Therapy, City Library.

Examples of cooperation with the healthcare centres, the clinical centre and psychiatric clinics were separately listed. The example of forming an association of child protec-

tion homes with all the countries in the region whereby experiences are exchanged during children's visits over vacations was also provided. The cooperation is reflected in the exchange of information and concrete problem solving. Institutions are visited, education and professional specialisation takes place, joint projects are implemented, joint meetings are held and expert cooperation takes place.

The institutions are seldom members of an alliance or an umbrella organisation. Only one institution is a member of the foundation "Društvo prijatelja Bijeke" (Children's Home "Mladost").

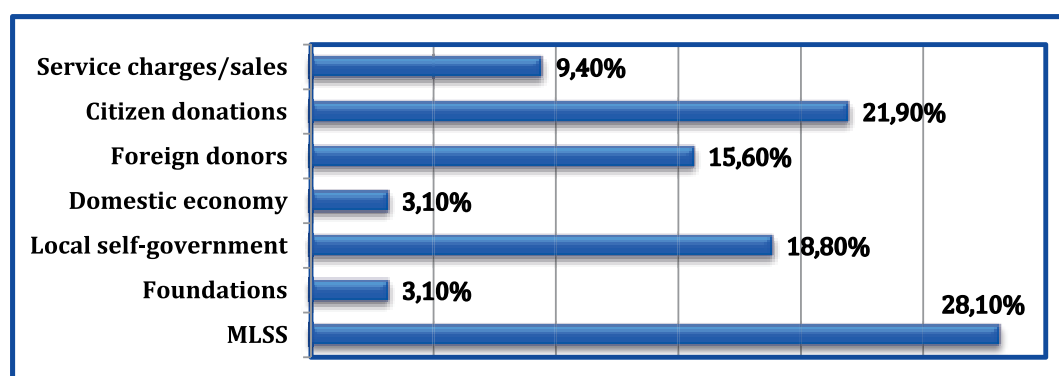
6.9. Sources of funding for the institutions

The institutions are funded, for the most part, from the Ministry of Labour and Social Welfare budget (nine institutions⁶⁷ listed the Ministry of Labour and Social Welfare as their source of funding).

Citizen donations are identified as a source of funding which is more frequent than the funding coming from the local self-government, while a large number of institutions mentioned funding from foreign donors. As regards the funding structure of these institutions, the least come from foundations, domestic economy and service charges.

"Komanski most" institution stated that it was exclusively funded by the Ministry of Labour and Social Welfare, while the Agency for schooling and professional rehabilitation of disabled children and youth exclusively by the Ministry of Labour and Social Welfare and by the Ministry of Education and Sports.

Graph 56. Sources of funding for the institutions



The majority of institutions received some form of donation in the past few years. Among the donors, the institutions listed the Montenegrin diaspora, local entrepreneurs and businessmen, natural persons, Rotary Club, foreign natural persons, Embassy of Poland. Other donations are listed too: donations in medication (Montefarm), vine seedlings, fruits and vegetables (Agrokombinat), fish (Inspectorate for commercial crime), cigarettes (Communal Police). Other donors are also listed: Petrus Hendrinus Mimpfen (natural person), Delta Maxi, Herceg Fest a.n., P.N.P. Perošević Bijelo Polje, Municipality of Podgorica, citizens who provided donations upon order from the prosecution⁶⁸, Steelworks Nikšić, Delta Holding, EPCG, Messer, Spark Nikšić, Forestry Administration, Foundation Kayla i Jenna Kurmemaj, NLB Montenegrobanka, Hipotekarna banka, Nikšić Quarry etc.

67 Only the Public Institution for accommodation, rehabilitation and re-socialisation of psychoactive substance users "Kakaricka gora".

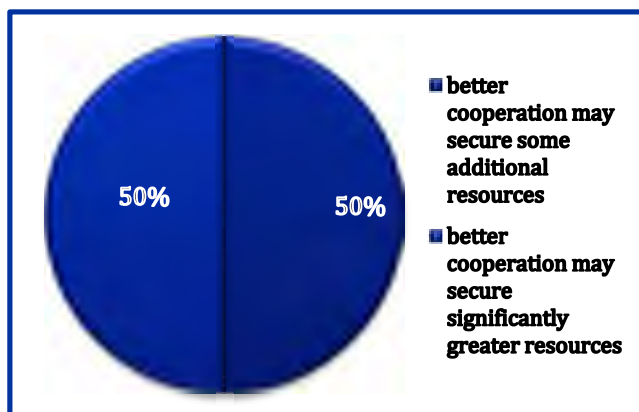
68 According to the Criminal Procedure Code of Montenegro (Official Gazette of Montenegro, No.49/10), the person indicted for a criminal offence is allowed to avoid a court proceeding for a criminal offence by fulfilling certain commitments, i.e. by paying a certain amount of money for humanitarian purposes, thereby avoiding his/her name to be placed in the criminal records.

6.10. Better inter-sector cooperation

Institutions themselves estimated that better cooperation could secure additional and significant resources for the purpose of meeting the social needs.

Half of the surveyed institutions were involved in education for enhancing cooperation with other participants (NGOs, foundations, institutions, media, business entities) in tackling social problems.

Graph 57. Results of better inter-sector cooperation



The institutions identified the Ministry of Labour and Social Welfare as an initiator of activities for securing additional resources. They suggested launching an initiative by the local self-government, in cooperation with the Ministry, institutions and NGOs. They further proposed establishing an Institute for social policy as a special sector at the Ministry of Labour and Social Welfare or

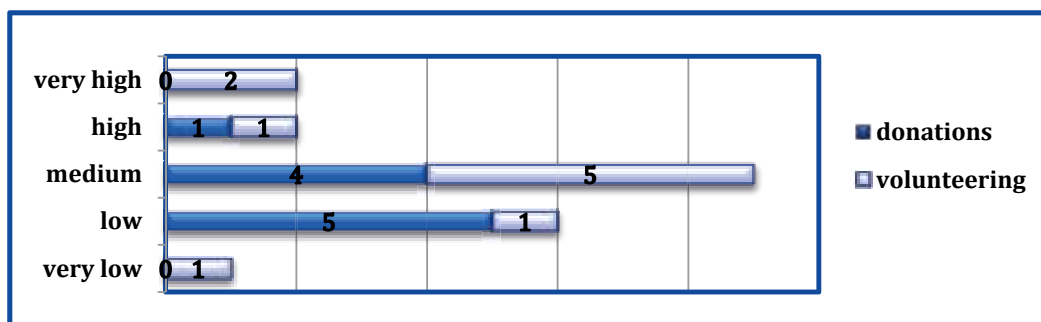
at the state University, which could take over the role of an initiator for strengthening inter-sector cooperation.

Three institutions⁶⁹ stated that an active role of all sectors is necessary for securing additional resources. Joint cooperation between the institutions and the civil society organisations is identified as the motor force for strengthening inter-sector cooperation and activation in the field of securing additional resources in order to meet the social needs.

6.11. Readiness of citizens to participate and cooperate

According to the assessment provided by the institutions, citizens are somewhat ready to volunteer in tackling social problems. Participation of citizens in the form of donations is assessed with a lower score and the average score for this form of civic involvement is 2,6.

Graph 58. Readiness of citizens to volunteer and donate



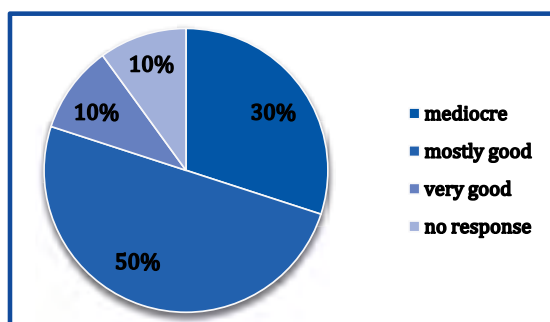
⁶⁹ Day-care centre for children with developmental difficulties "Tisa" Bijelo Polje, Day-care centre for children and youth with developmental difficulties Pljevlja, and "Komanski most" institution.

6.12. Social situation in local self-governments

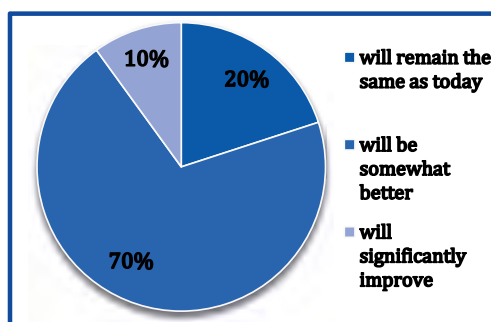
The current situation, in the area of their work, is assessed by the institutions as mostly good, with an average score of 3,8.

The institutions expect a positive trend of development of the social situation in the next few years and estimate that this situation will somewhat improve.

Graph 59. Current social situation in the area the institutions' work



Graph 60. Development of the social situation in the area of the institutions' work



6.13. Lobbying of the social protection institutions

The majority of institutions have experience with lobbying other participants for the achievement of their own goals. The institutions lobbied potential donors in the framework of project implementation, ministries, local administrations, UNICEF and UNDP. They stated that lobbying was linked to the increase in budget and participation in preparation of legal acts.

6.14. Social innovations

The only institution not to have provided an example of innovations it introduced in its work in the past two years in the Home for Elderly "Bijelo Polje", the reason being its recent establishment and opening last year. Two institutions did not provide an answer.⁷⁰

The number of innovations ranges from one to three – three programmes are listed by the Children's Home "Mladost".

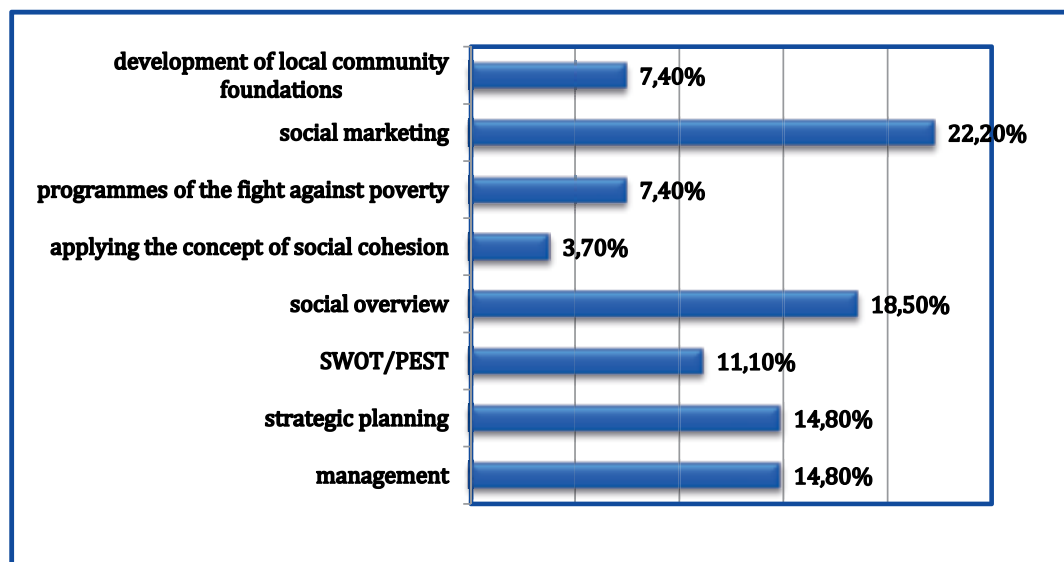
Innovative programmes are: "Centre for mother and child", "Learning tailored for children", "Parents at home", "Involvement and launching of activities for receiving a license for institutions of child and social protection, in order to provide education", innovative education programmes with the assistance of UNICEF experts, Minimum standards for UNICEF day-care centres, local action plan for children 2012-2016 – produced by UNDP, transformation (de-institutionalisation) of an institution, involving beneficiaries in the regular work of different institutions – sports halls, city libraries, galleries, Herceg Fest, cooperation with schools – volunteer work.

⁷⁰ Public Institution "Kakaricka gora" and the Agency for schooling and professional rehabilitation of children and youth with disabilities.

6.15. Necessary new knowledge and skills

New knowledge and skills, needed for better quality and better performance of institutions, are related to the areas of “social marketing”, followed by “assessment of social needs (social overview)”, “strategic planning” and “managing an organisation – management”. The least interest and need were expressed for the area of “understanding and applying the concept of social cohesion” – only one institution expressed interest for this area.⁷¹

Graph 61. Necessary new knowledge and skills



6.16. Additional comments

Positive role of the civil society in tackling social problems is described, as well as their active role in launching social services, in prevention programmes, development of volunteer culture, especially in certain areas and at local levels. Comments further underlined the importance of inter-sector cooperation and of the strengthening of social dialogue. As additional aggravating circumstances, social institutions listed legal limitations and lack of financial resources for the development of concrete programmes.

⁷¹ Day-care centre for children and youth with developmental difficulties “Zračak nade”, Pljevlja.

7. Non-governmental organisations as actors of the welfare mix

Out of 97 questionnaires sent to NGOs, a total of 51 non-governmental organisations, i.e. 59,2% responded.

The largest number of questionnaires were filled in by the organizations dealing the rights and protection of persons with disabilities (blind or persons with low vision, persons with bodily disability, persons suffering from multiple sclerosis, persons with impaired hearing, paraplegics) – 16 questionnaires.

Twelve questionnaires were filled in by the organisations dealing with socio-humanitarian activities and working with socially vulnerable population, including five municipal organisations of the Red Cross. There are a total of six organisations dealing with women's rights and domestic violence problems, as well as with the special needs of single mothers; four organisations deal with the rights of children with special needs and gathering parents of children with developmental difficulties; five organisations deal with youth, their rights and problems; three organisations deal with the rights of ethnic minorities (Roma, Egyptians and Ashkali); two organisations each deal with human rights and addiction diseases; one organisation operates in the field of healthcare, protection of the right of child, working with elderly and stimulating active citizenship.

Municipal organisations of the Red Cross listed 1875 as the year of their establishment, when the first Red Cross society was founded in Montenegro. According to the year of establishment, they are followed by the inter-municipal organisation of blind persons for Berane, Andrijevica, Plav and Rožaje founded in 1947. A small number of organisations were founded in the 1990s – six organisations. The largest number of organisations was founded between 2000 and 2010 – 39 organisations (75%). In the period between 2000 and 2010, more than three organisations were founded per year, bearing in mind that in 2001 a total of eight organisations were established. Some organisations mentioned the case of re-registration in 2000. According to the data on the territorial level of operation of the organisations involved in this research, more than one half operate at the local level (53,8%). Some operate at both local and regional level, while two organisations operate at three levels – national, regional and local.

According to the Law on NGOs (2011),

article 1

Non-governmental organisations are non-governmental associations and non-governmental foundations.

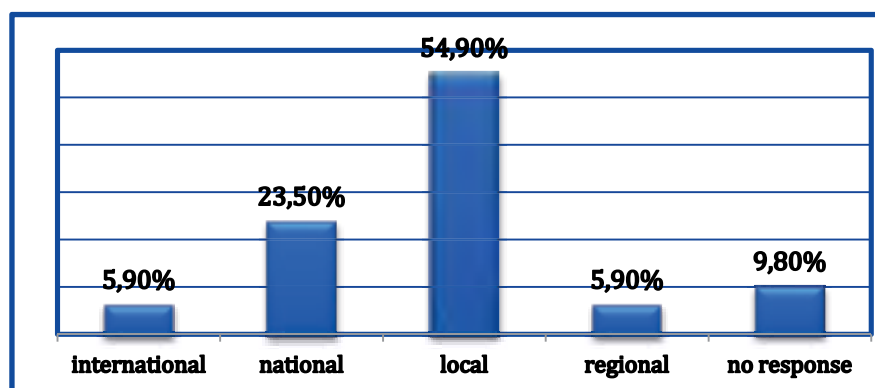
article 2

Non-governmental association is a not-for-profit organisation with membership, founded by national and foreign natural and legal persons, with the goal of accomplishing individual and common interests or for the affirmation of public interest.

article 3

Non-governmental foundation is a not-for-profit organisation without membership, founded by national and foreign natural and legal persons, with the goal of merging funds and assets for charity or other activities of public interest and importance.

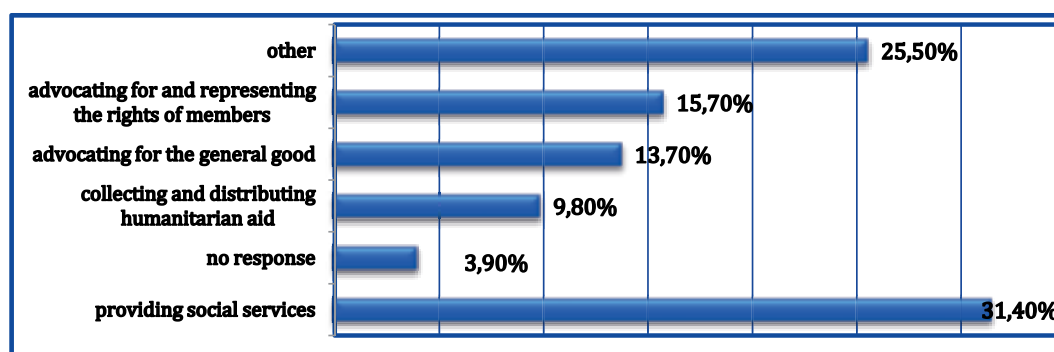
Graph 62. Territorial level of operation of non-governmental organisations



Most organisations stated that their key mission is to provide social services.

Some other missions, which were not among the options offered, were listed by 25,5% of the organisations: meeting the specific needs of members such the care for blind persons from a specific area, inclusion of blind persons in various activities; activities related to the position and the quality of life of the persons with disabilities; activities in the area of prevention of risk behaviour, addiction diseases, peer violence, gambling, suicide; education, informing; working with addicts – treatment, rehabilitation, re-socialisation; activities aimed at enhancing the quality of life for elderly and children; promotion of human rights; participation in decision-making in the field of public policies; humane assistance; removing all forms of violence and discrimination against women, children and elderly through educational programmes, help and support for the victims of violence, cooperation with competent institutions; promotion of human rights and provision of support for discriminated persons; promotion of equal opportunities and full participation of children and youth with developmental difficulties in the society, as well as securing support service in the field of education, health and social protection, employment and volunteering.

Graph 63. Key mission of organisations



More than one third of the organisations claim they do not have any employees – 35,3%, while six of them did not provide data on employees. The largest number of employees – 14 of them – work in an organisation dealing with persons with disabilities, while two organisations employ seven people each (Red Cross Budva and “Juventas”), most organisations listed having one employee each – 12 organisations – 23,5%. **On average, 1,6 persons are employed per organisation.**

Membership of organisations ranges from two to 311 members, median value for the number of active members of 48 organisations, which listed this data, is 18,5 which means that these organisations have 18,5 active members on average. Most organisations have up to 10 active members – 15 organisations (28,8%).

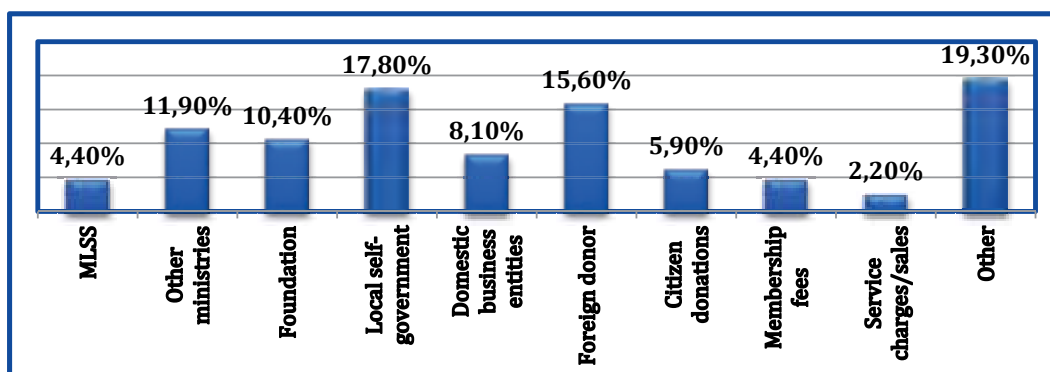
A large majority of organisations (84,3%) listed their membership in networks/alliances/coalitions, while eight organisations stated not having such membership. Most organisations underlined their membership in the coalition “Reaching the goal through cooperation” – 16 of them (31,4%). Four organisations are members of the alliance “Our initiative”. Membership in many European networks and European regional alliances is mentioned – 18 organisations (35,3%), as well as membership in international organisations - 13 organisations (25,5%). Many organisations are members of national networks and alliances -28 of them (54,9%).

Organisations which participated in this research disclosed their sources of funding, while only one organisation did not respond to this question. According to the data on sources of funding, provided by the organisations, it is evident that the least amount of funding comes from charging their services or selling their products. They are mostly financed by the city/municipality budgets, as well as by foreign donors. Organisations also have draw a large percentage of their funding from the state budget, via the Ministry of Labour and Social Welfare (a total of 23 examples), i.e. circa 16%. This question left room for providing additional information on names of other ministries, foundations and other sources of funding. Ministries which also finance the work of these organisations are: most frequently listed – Ministry of Finance through the work of the Commission for the allocation of the part of revenues from the games of chance – 19 examples (some listed the autonomous work of the Commission under other sources of funding); Ministry of Information Society and Telecommunication – two examples, Ministry of Human and Minority Rights – three examples, Ministry of Education and Sports and the Ministry of Media and Culture.

Foundations listed as sources of funding are: most frequently FAKT – seven examples; Open Society Institute – three examples; CNF, SIDA and CARITAS Luxemburg two examples each; CRAN Foundation, UNDP, USAID – ORT, ERSTE, Handicap International – one example each.

As other sources of funding, the following are listed: call for projects in Montenegro – four examples, special sources of funding for municipal organisations of the Red Cross via the Red Cross of Montenegro – two examples, Fund for Minorities – two examples, the Parliament of Montenegro – two examples, regular donations of the Association of Blind Persons of Montenegro, donations of volunteers and friends of projects, Administration for Youth and Sports, embassies, Employment Agency of Montenegro, own sources of funding. Some provided examples of funding via domestic business entities: smaller business entities, Hotel “Splendid”. Examples of foreign donors are: Delegation of the European Union to Montenegro, Disability Right Promotion International and New York University. On average, the number of different sources of funding ranges from one to seven, while on average these organisations are financed from circa three different sources. The largest number of organisations listed 2-3 sources of funding – 30 of them (58,8%), nine organisations listed only one source of funding – 17,6%, and this source is mostly linked to state funding and local self-government calls for projects.

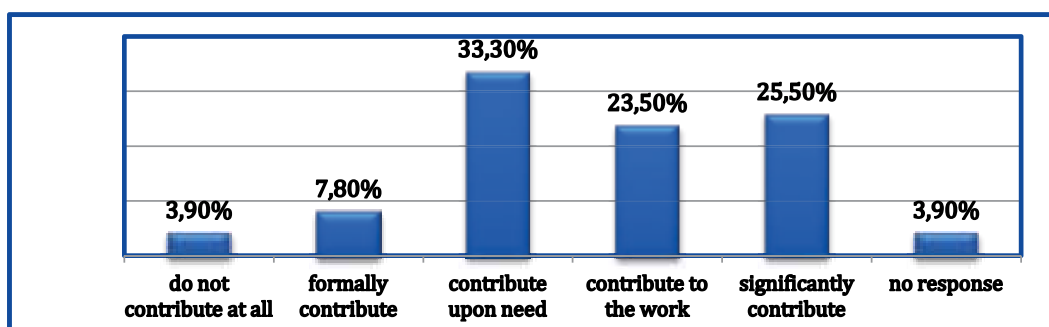
Graph 64. Sources of funding of NGOs



7.1. Contribution of the management board members to the organisations' work

According to the assessment of NGOs which participated in this research, management board members contribute to the work of these organisations with their knowledge and experience with an average score of 3,6.

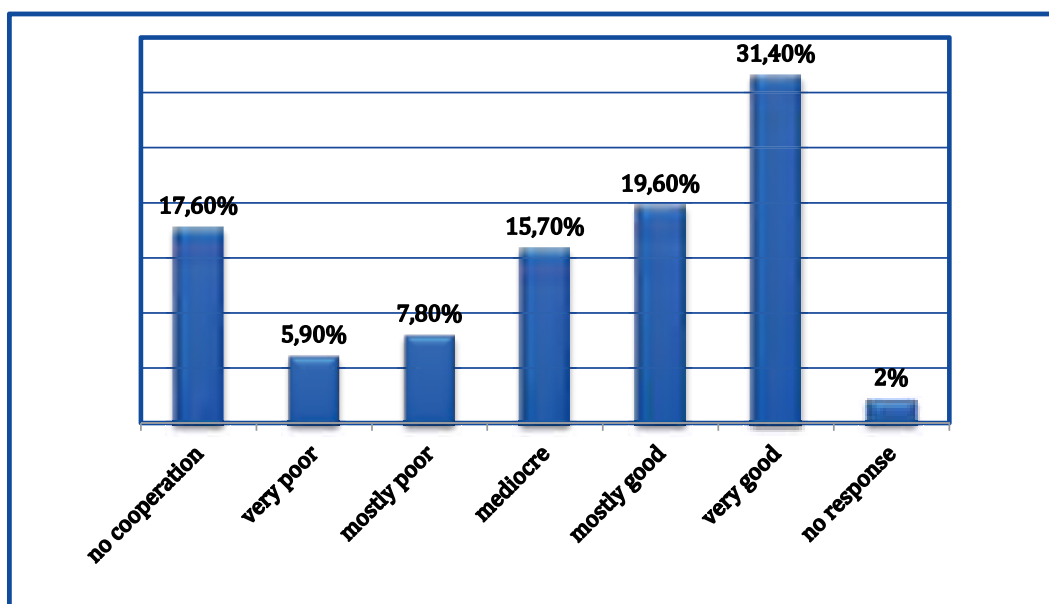
Graph 65. Contribution of the management board members to the organisations' work



7.2. Cooperation of NGOs with the local self-governments

Non-governmental organisations assess their cooperation with the secretariats in charge of social policy area with an average score of 3,1. A large portion of organisations reported no cooperation or poor cooperation – 31,3%.

Graph 66. Cooperation of NGOs with the secretariats



More than one half of organisations – 28 of them – reported that this cooperation takes place via **exchange of information** (examples provided by 20 organisations): participation in working groups for the preparation of local action plans for persons with disabilities; joint meetings and agreements, joint planning, seminars and roundtables to which the secretariat representatives are invited; delivering data on the needs of their members and members living in difficult social conditions; informing them about the projects related to support for the youth without parent care; informing them about

the conditions of RAE population, activities of the government of Montenegro and local self-government in that field; informing them about the distribution of humanitarian aid; participation in law analysis – proposal for single parents, rights of disabled persons.

Joint projects as a form of cooperation with the secretariats are mentioned by 19 organisations, while examples are described by 17 of them. The most frequently reported example of cooperation is within the framework of preparation of local plans for persons with disabilities, for children and youth, for development of social services – seven examples. Organisations identify cooperation through the establishment of special bodies: Council for persons with disabilities, municipal offices for prevention and municipal institutional networks, prevention of addiction diseases. Cooperation is further reflected in programmes of care for elderly, geronto-programmes and registry on older single parents. One organisation reported, as an example of cooperation via joint projects, provision of space for the activities of that organisation. Joint activities in cases of natural disasters and accidents are specially underlined. Examples of organising a forum on addiction diseases and the project related to the work of the “Open Door” service supported by UNDP are also provided.

Other forms of cooperation are listed by 15 organisations. These are related to joint application for projects, logistics, material and other assistance. One organisation listed the example of having a secretariat representative in its own management board. Cooperation takes place through the implementation of local action plans, organisation of education, public discussions to which the NGO representatives are invited to comment on proposals and decision and to provide opinion on them, joint involvement in the distribution of social assistance (one-time payment assistance, procurement of textbooks and school accessories, assistance for tenants, transport). The use of space for the work of an organisation, free of charge, is also reported.

The level of achieved cooperation between NGOs and the secretariats is also reflected in the formal representation of NGO members in committees and/or councils of the local self-government. More than one half of the NGOs (51%) reported participation of their representatives in the work of some local body – membership in commissions: for local civil servants, for the construction land bidding, for natural disasters, for the preparation of the tourist season, for the distribution of funds to NGOs. They also participate in working groups: for the inclusion of Roma, Ashkali and Egyptians in the period 2011-2015; for the preparation of the local action plan for youth; for city spatial planning; for the preparation of the strategic plan of development of the city; as well as in councils: for assistance to persons with disabilities – six examples, for youth; Fund for professional rehabilitation and employment of persons with disabilities; Social Council – social forum of the local self-government and NGOs – three examples; for social inclusion and development of social services. Other formal bodies which the NGOs mentioned are: the institution of free chair in the local assembly; representation in the crisis headquarters for the state of emergency; representation in the Red Cross bodies; working groups for amending and adopting laws and other legal acts – Statute and Rulebook of the local assemblies, Law on Youth; national commissions: commission for HIV, commissions of the Ministry of Labour and Social Welfare, as well as the representation in the management board of a public institution (day-care centre), representation in the team for domestic violence at the centre for social work. Organisations report connection to other sectors, institutions, municipal authorities and administration through membership of their representatives in the presidency of municipalities, local self-government, by performing duties of the director of a local healthcare institution.

7.3. Cooperation of NGOs with the Ministry of Labour and Social Welfare

NGOs assess their cooperation with the Ministry of Labour and Social Welfare and other ministries as mostly poor leaning to mediocre, with an average score of 2,59.

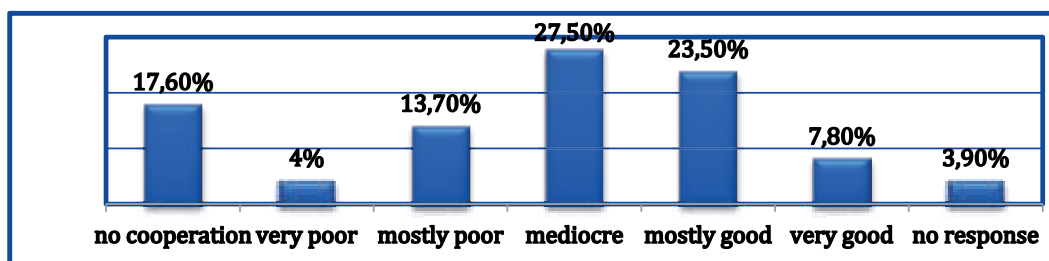
Eighteen NGOs (35,3%) exchange information with the ministries. **Exchange of information** concerns delivery of data on socially vulnerable persons assisted by the organisations, as well as suggesting assistance for certain individuals in need. Organisations report that they initiate contacts and cooperation via personal contacts, meetings, via phone or e-mail. Information are exchanged on the current projects in the area of protection of minority rights, on legal rights of the persons with special needs, suggestions regarding draft laws and strategies with a view to improving services for the target group. Examples of cooperation also concern the support for the organisation of roundtables, through participation in seminars and other activities organised by NGOs.

Joint projects are listed by nine NGOs (17,6%). They mostly concern the preparation of local action plans and strategies: Strategy for the development of foster care in Montenegro, National Strategy for the development of social and child protection, Report on the state of play of children's rights in Montenegro, Strategy for the development of social protection of elderly and the draft of norms and standards for performing the activities of social protection for the elderly. Separately listed are: the projects of "beneficial housing" with MLSS, IPA project "I have the right to employment – support me", projects of scholarships for Roma and Egyptians, employment of Roma and Egyptians, suppression of begging.

Other forms of cooperation are reported by 13 NGOs (25,5%). These are: cooperation through donations for a project, previous partnership in the preparation of the Strategy for the reduction of poverty and social exclusion, approval of an assistant during rehabilitation, access to social, child, health and disability protection, support for the realisation of projects, approval of communication with the centres for social work, mediating and lobbying for the beneficiaries' interests, participation in a working group for the preparation of the Report on the implementation of the Strategy for integration of disabled persons 2008 – 2016 and the accompanying Action Plan 2012-2013. One organisation reported cooperation which takes place mostly through financial support to the members of that organisation upon their request. An example of how MLSS failed to provide support for a certain organisation to participate in a project was also listed.

More than one third of the organisations (35,4%) reported having no cooperation with the ministries or that such cooperation is poor.

Graph 67. Cooperation of NGOs with MLSS and other ministries

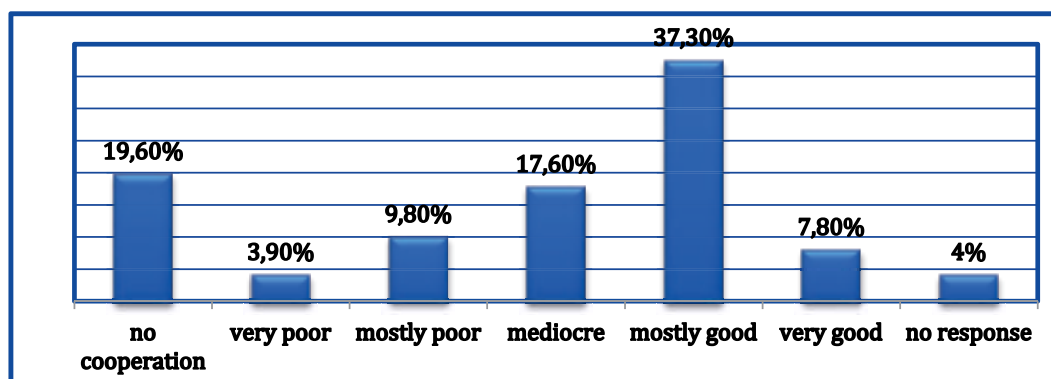


Organisations were asked about their participation in the preparation of the Strategy for the development of the social and child protection system for the period 2008 – 2012. A total of 23,5% of the organisations involved in this research took part in the preparation of the Strategy.

7.4. Cooperation of NGOs with the centres for social work

Cooperation of NGOs with the centres for social work is assessed as mediocre – 2,76. However, a large number of organisations reported that there was no such cooperation at all (19,6%), or that it was very poor (13,7%).

Graph 68. Cooperation of NGOs with the centres for social work



Cooperation is mostly manifested in the **exchange of information** - 52,9% of the NGOs – and is mainly related to the delivery of data on the needs of members, socially vulnerable inhabitants, records on children requiring social assistance. Cooperation takes place in the field of access to social protection rights, donation of food and hygiene products, access to rights of ethnic minorities and refugees, assistance to addicts and their families. Special cooperation is emphasised in the case of exchange of information for a research on begging. NGOs cooperate with the representatives of the centres for social work through joint meetings, personal contacts, seminars, conferences, roundtables, via telephone and e-mail.

Joint projects with the centres for social work are implemented by 13 NGOs (25,5%). Among the projects of cooperation between CSW and NGOs, the following are listed: distribution of assistance, school accessories; preparation of local action plans and support services; local information guide for parents of children with developmental difficulties; partnership in the work of the “Open Door” service; advocating for the better position of the youth; assistance for the unemployed; project of the municipal organisation of the Red Cross “Care for elderly”, project “Montenegro – bright spot on the gay map”, project of the Employment Agency of Montenegro “I have the right to employment – support me”.

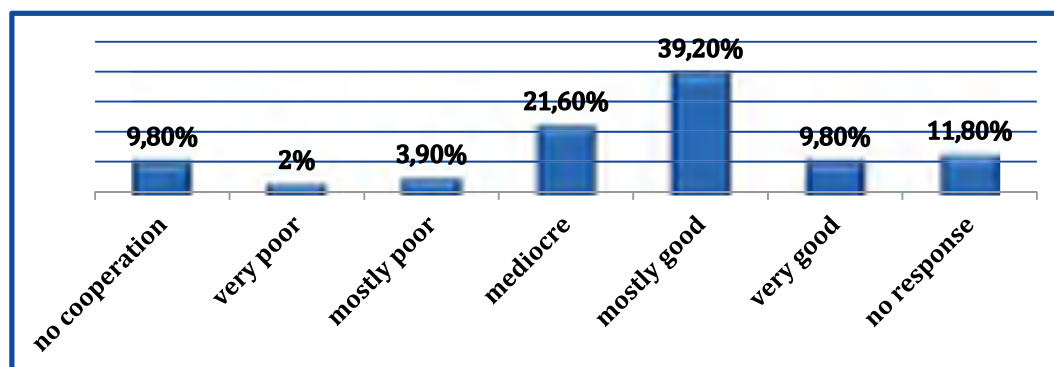
Other forms of cooperation with the centres for social work are reported by 15 organisations. Organisations participate in tackling concrete problems of their members and centres’ clients. Organisations are invited by the centre to provide their proposals and recommendations, as well as to cooperate with deciding on the form and amount of material assistance for their beneficiaries. Cooperation related to post-institutional protection of children without parents is specially underlined. An example of organisation members participating in the work of the centre’s commissions, who left the commission because they were dissatisfied with the work, is also mentioned. Cooperation is also reflected in the centres’ representatives’ attendance of roundtables, meetings, public discussions and seminars.

Lack of cooperation is reported by nine organisations, while one organisation elaborated on its answer by claiming that the centre is hiding the relevant data and not doing anything to improve the position of the disabled persons.

7.5. Cooperation of NGOs with the social and healthcare institutions

Cooperation of NGOs with other social and healthcare institutions is mediocre (average score 3,2).

Graph 69. Cooperation with social and healthcare institutions



Examples of cooperation are provided by 37 organisations. As examples of good cooperation, the following projects, on which institutions work together with NGOs, are provided: "Support for housing", "Halfway House", "Let's paint with our heart", "Non-violent communication", establishment of a day-care centre for children and youth with developmental difficulties, projects of reducing social and health risks for minorities. Cooperation takes place in the field of access social protection rights, as well as in various forms of material assistance – money and groceries. NGOs stated that cooperation was evident also in the form of information about new regulations relevant for the social beneficiaries, provided by the centres for social work. Joint activities during the state of emergency are also mentioned, when the proposals of organisations, regarding supply of the necessary medication, food and medicinal protection, were taken on board.

Cooperation is also based on the organisation of joint celebrations and marking of important dates, organisation of trainings and education for employees, support and participation in activities implemented in the area of addiction prevention, technical assistance with the organisation of events, lectures and seminars, expert assistance from expert staff of the institutions in projects implemented by NGOs. Cooperation is best and most described with regard to healthcare centres, day-care centres and elderly homes. Some examples show that cooperation has not been established or that it is poor due to lack of interest of the institutions for programmes and projects implemented by NGOs. Several organisations report that their cooperation with healthcare institutions is much better than the cooperation with social institutions.

7.6. Cooperation of NGOs with other organisations dealing with the same or similar activities

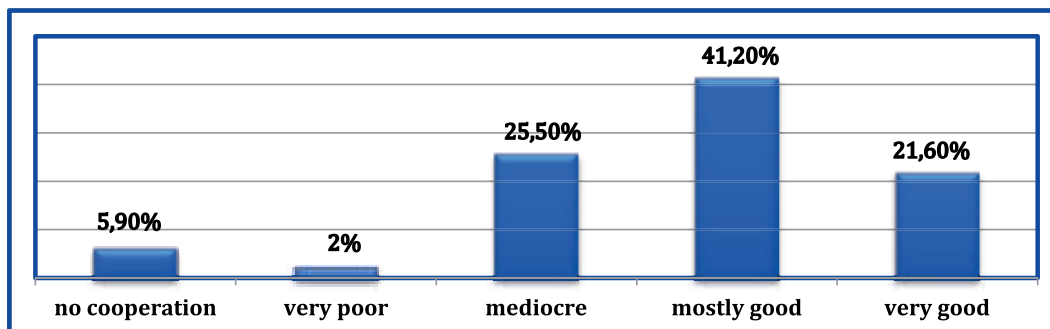
Cooperation among the non-governmental organizations is assessed as mediocre and mostly good, with an average score of 3,65. Only five organizations reported that their cooperation with other organisations dealing with the same or similar activities is very poor or non-existent.

The most frequently listed form of cooperation is **exchange of information**, reported by 54,9% of organisations. Data on the needs of organisations' members are exchanged, as well as data on events related to this sector, and on tackling problems

in local communities. Cooperation is visible in the adoption of certain acts, local action plans, joint submission of amendments to certain decisions, participation in joint meetings, seminars, roundtables and workshops.

Other forms of cooperation among the organisations dealing with similar activities are reported: use of the Red Cross volunteers, unity of organisations regarding the abolition of the Council for the care of persons with disabilities and its subsequent re-establishment, monitoring of the implementation of local action plans, mutual assistance via exchange of human resources in certain projects, exchange of experience.

Graph 70. Cooperation with other organisations dealing with the same or similar activities



We asked the non-governmental organisations to assess the work and quality of programmes offered by other organisations dealing with social and health issues.

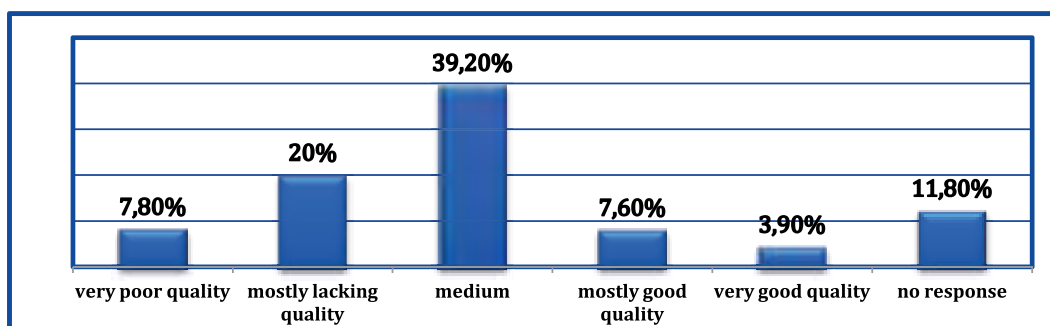
According to the self-assessment of NGOs, regarding the work of non-governmental organisations in these areas, the quality of organisations is medium, bearing in mind that more than one quarter of them (27,4%) assessed it as lacking quality (average score 2,89).

Joint projects are reported by 26 organisations and they are mostly related to: preparation of local action plans, strategies and establishment of coalitions, education activities, seminars, workshops, research, campaigns, initiatives. The project of "Monitoring human rights of persons with disabilities", implemented by the Association of handicapped youth of Montenegro and the Coalition of organisations of persons with disabilities of Montenegro is particularly emphasised.

This data may point to a certain rivalry among the organisations dealing with similar problems and their reluctance to launch joint initiatives.

Therefore, the question of networking capacity in the field of common interests emerges, as well as the question of capacity to strengthen the sector with a view to making an impact at the national level.

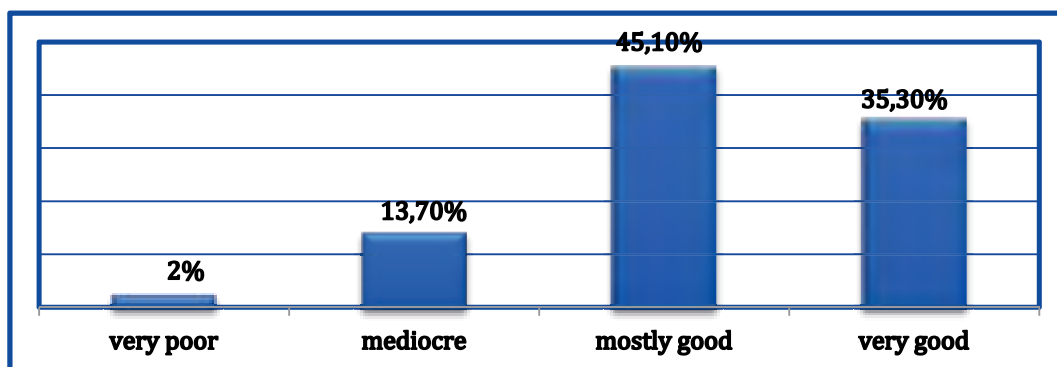
Graph 71. Quality of programmes and work of the organisations dealing with social and health issues



7.7. Cooperation of NGOs with the media

Non-governmental organisations generally cooperate with the media, especially the local ones, when it comes to issues they deal with. The assessment of the cooperation shows that it is mostly good, while only eight organisations assess this cooperation with a lower score (average score 4,16).

Graph 72. Cooperation of NGOs with the media



Cooperation is reflected in media coverage of organisations' activities, participation in TV shows, broadcasting of promotional videos on important actions and invitations for participation in humanitarian actions – free of charge, relevant reportages and reports from conferences and seminars, attendance of press conferences, cooperation with daily newspapers and local radio and TV stations. Their accessibility is underlined.

An example which stands out is a quiz show broadcasted by ATLAST TV called "I love Montenegro", through which humanitarian work and solidarity is promoted. Once a month, with the participants of the quiz, they would donate food to the Foundation Food Bank and would record the delivery of donations to the socially vulnerable selected by the Foundation.

**Foundation "Food Bank",
Podgorica**

The example of initiative taken by the Radio Television of Montenegro, which started the project of inviting organisations and institutions working with the problem of drug addiction and pointing to the need for involvement of all segments of society in its tackling, is emphasised. Participation in thematic shows, morning programmes and informative shows (main news) is also foreseen.

One organisation emphasised its memorandum of cooperation with a local radio station, so every activity and event it organises, is covered by the information programme broadcasted by the radio, while lectures and workshops are recorded and broadcasted in the framework of educational programmes.

Some organisations attracted their donors and donations in kind and groceries and stimulated citizens to get involved in the activities they organise, precisely via media.

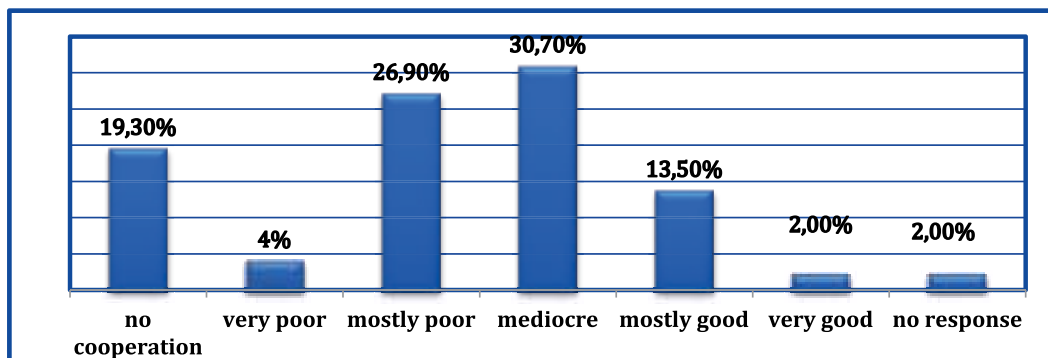
NGOs listed examples of media directly influencing the change of awareness as regards the problem of underage mothers (breaking the taboos), reporting on cases of discrimination against persons with disabilities. Some media even have a programme schemes dedicated to persons with disabilities. The Red Cross organisation in Tivat reported that a journalist is a member of its management board.

Poor cooperation with the media is related to isolated cases of certain media not showing interest in the work of certain organisations. Sometimes, the media are not sufficiently objective in their reporting.

7.8. Cooperation of NGOs with business entities

Cooperation of NGOs with business entities is mostly poor, while 19,3% of organisations have no cooperation with business entities, entrepreneurs and craftsmen (average score 2,13).

Graph 73. Cooperation of NGOs with business entities



Two thirds of organisations reported experience of cooperation with business entities. For the most part, the cooperation is reflected in donations (food, equipment, textbooks and school accessories, medication, furniture, clothing, present packages) by various business entities. Examples of free-of-charge services are also mentioned, provided by some business entities (free-of-charge internet, introducing the service “Green button for the elderly”, printing promotional material, transportation, use of biotechnical equipment, book-keeping and administrative services, discounts for certain products).

An example which is particularly emphasised is the three-year long cooperation with the Hotels Group Montenegro Stars which financially supports an organisation, donates office supplies, and free-of-charge use of Spa and Wellness centre of Hotel “Splendid” to all persons under treatment for drug addiction, and it also assists with the employment of persons who successfully complete the treatment programme..

NGO from Podgorica

Business entities assist by allowing the organisations to use their space for activities they organise – fundraising in their facilities, organisation of seminars and workshops, theatre plays etc.

Some business entities contribute to the NGO activities via donations in kind.

Business entities participate in meeting the housing needs of the organisations’ members, they donate construction and sanitary material.

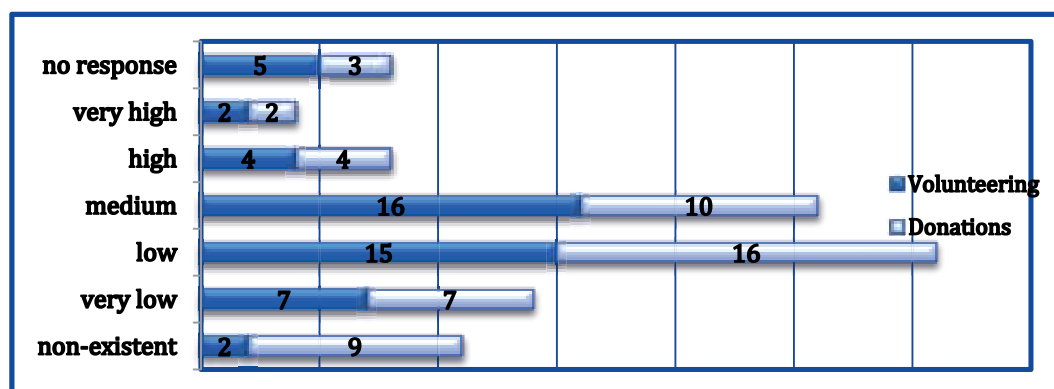
7.9. Readiness of citizens to participate and cooperate

Non-governmental organisations assess the readiness of citizens to participate and cooperate as low in the area of volunteering, and as very low in the area of donating. Over 30% of organisations consider that donating by citizens does not exist or that such cases are very rare, i.e. that the readiness to donate is very low.

Such an assessment of citizen participation in tackling social and health problems represents an additional barrier for the development of civil society. Furthermore, researchers and civil society organisations themselves are tasked with finding a model, a way or activities, whereby the citizens would find themselves invited and willing to

participate in the work of NGOs, through which they would find their own interest and give their contribution to the development and strengthening of citizen initiatives and civil society in general.

Graph 74. Readiness of citizens to volunteer and donate

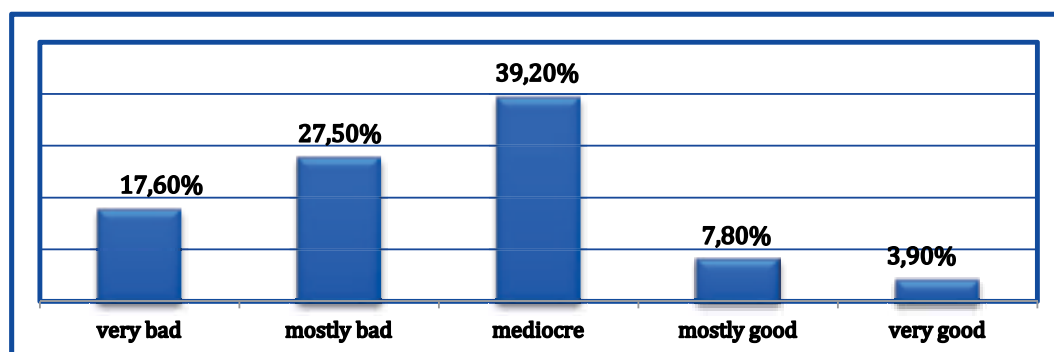


7.10. Social situation in the areas of activities covered by NGOs

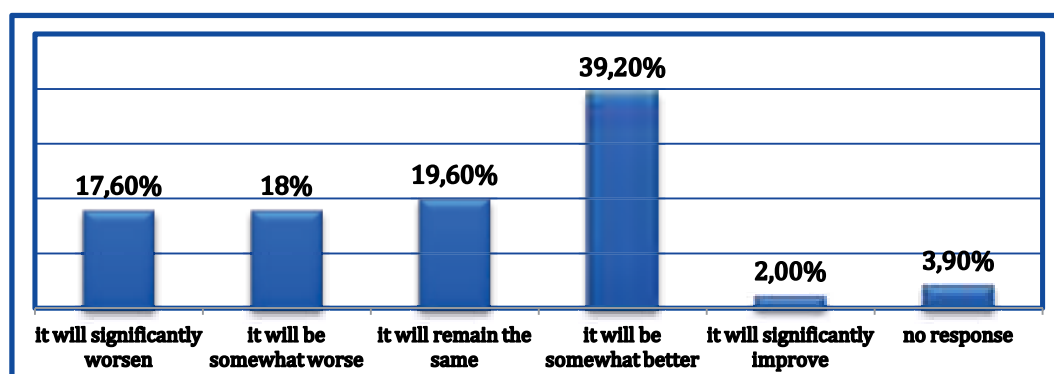
Non-governmental organisations assess the present social situation in the areas of their involvement as very bad leaning to mediocre (2,51), while 45,1% of organisations assess it as very bad or mostly bad. Only six organisations assessed the situation as mostly good or very good.

Development of the social situation is assessed as somewhat better (2,9), but the positive changes are not expected. It is estimated that in the next few years, the situation will remain the same as today.

Graph 75. Present social situation



Graph 76. Development of the social situation

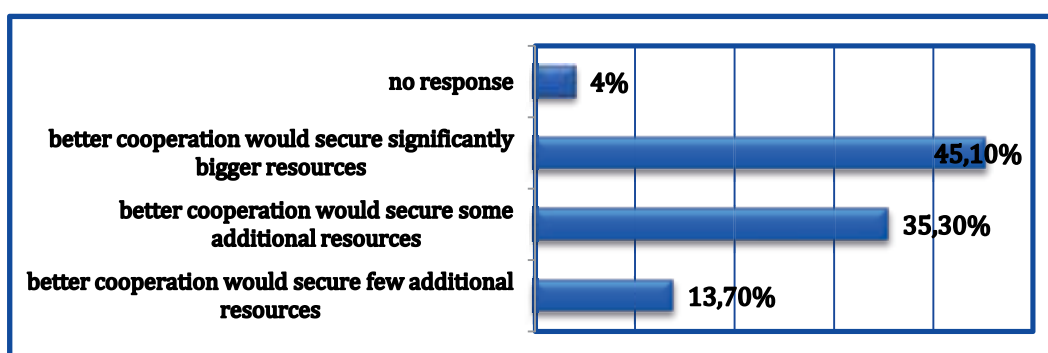


7.11. Better inter-sector cooperation

Better inter-sector cooperation, according to the assessment made by NGOs, could secure some additional resources for meeting the needs in the area of social policy.

Non-governmental organisations participated in education programmes for enhancing cooperation with other participants (NGOs, foundations, institutions, media and business entities) – a total of 74,5% of the organisations. Attendance of such education programmes is considered as necessary by 86,3% of the organisations.

Graph 77. Results of the better inter-sector cooperation



Initiative for launching the activities of better inter-sector cooperation, according to the assessment of surveyed NGOs, should come from themselves, but in cooperation with other actors (state institutions and local bodies).

More than one half of the surveyed organisations stated that the initiative should come from the line ministries, state institutions and the government of Montenegro. Local administration and its bodies are identified by 17 organisations as the initiators in cooperation with other actors. A smaller number of organisations stated that the initiative should come from all social actors in order for the necessary changes to occur in the field of meeting the social needs and strengthening cooperation. It is also mentioned that initiatives are needed by the centres for social work, public institutions, business entities, international donors and the media.

We highlight the quotation from an answer as an overview of the present state of inter-sector cooperation:

„... there is still no awareness about the need for joint activities at the local level. The organisations are overly inward-oriented, they only act together in marking significant national holidays and international days, youth and school cultural-sport events...”

NGO from Tivat

From the answers provided by the majority of organisations, it is evident that different sectors are linked in the activities aimed at establishing better cooperation for meeting the social needs.

7.12. Lobbying of non-governmental organisations

Lobbying in their activities was used by 39 (75%) organisations, of which 33 (84,6 %) listed the examples of their lobbying. Nine NGOs (19,2%) have not experienced lobbying. Three NGOs (5,7%) did not respond.

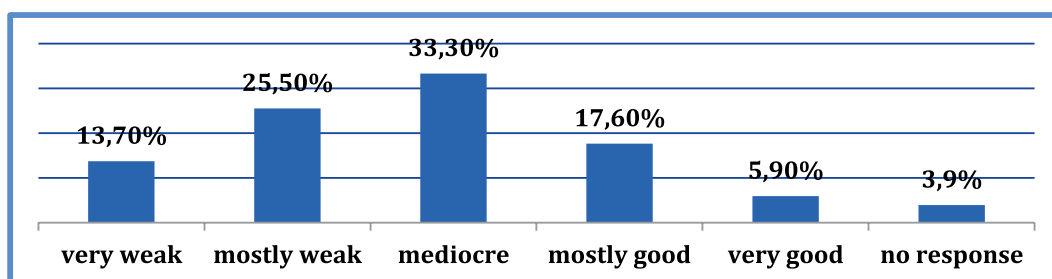
7.13. Project-writing and EU funds absorption capacity of NGOs

Organisations assessed their capacity for writing and proposing projects for absorbing EU funds as mediocre to mostly good. It should be emphasised that only 23,5% of the organisations stated that their capacities are mostly good and very good, while 39,2% of them consider their capacities are very weak and weak in terms of proposing projects funded by the EU.

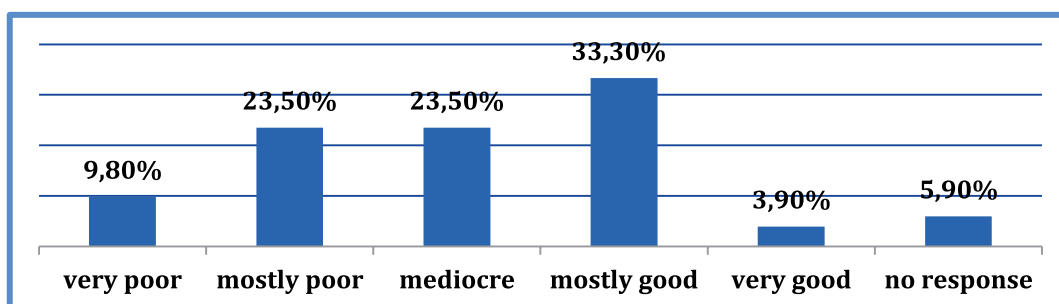
Knowledge about the financial and technical assistance offered through the accession to the EU is somewhat better assessed. Organisations are mostly well informed about the possibilities of using such assistance, however, we emphasise that one third of them consider their knowledge about these possibilities as very poor and mostly poor.

In line with the previous assessment of capacity and knowledge about the assistance offered for proposing projects funded by the EU, knowledge of European policies and documents in the field of employment, social matters and equal opportunities was also assessed. Knowledge about the bases of the European assistance programmes (pre-accession instruments) should be one of the fundamental resources of NGOs. However, according to their self-assessment, greater involvement in that area is needed.

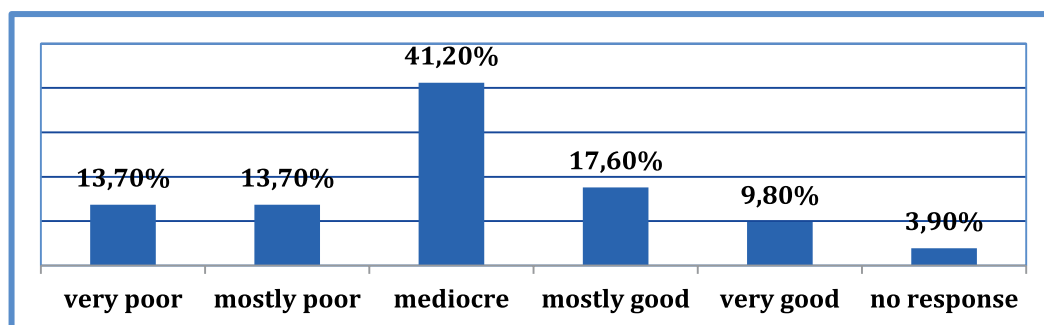
Graph 78. Capacity for proposing projects for EU funds



Graph 79. Knowledge about financial and technical assistance offered by the EU



Graph 80. Knowledge of EU policies and documents



7.14. Social innovations

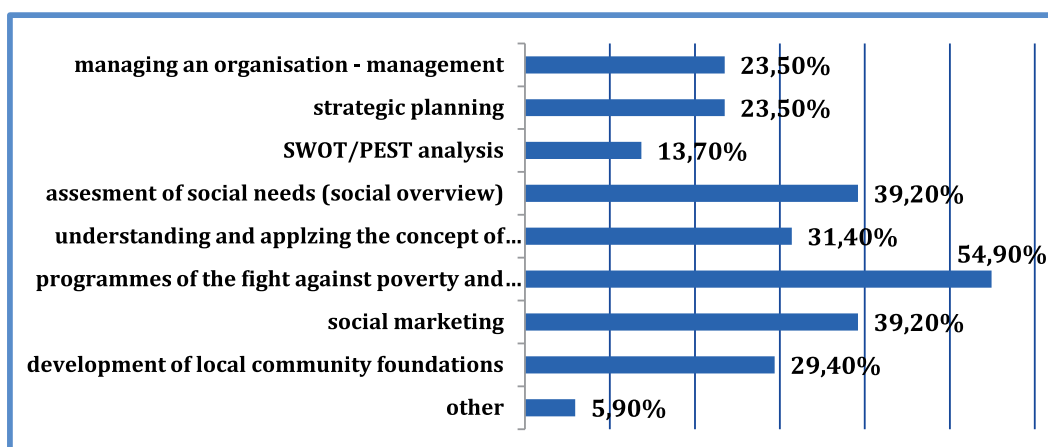
A bit more than 20% of the organisations failed to provide an example of new programmes they created and introduced in their activities in the past two years. Examples of various projects and programmes are listed: education programmes, expert assistance, support in integration and social participation, services.

We will highlight some innovative programmes: alternative support system for the youth upon their leaving of an institution; extended accommodation for autistic children; peer education; service for mediation and employment of persons with disabilities; stimulating and strengthening the capacity of women in forming agro-co-operator; service for orthopaedic assistance devices; personal assistant and physical therapist in homes for immobile and semi-mobile persons suffering from multiple sclerosis; application of the method “Education in the street” modelled on the social cooperative “Adriana” from Italy; the so-called “collecting day” – project run by the Food Bank every last weekend in November when food is collected publicly in supermarkets; shelter for underage mothers with children and return of the beneficiaries to their biological families with children; personal assistance service; training for the use of white cane; computer training for persons with disabilities; English language training, organised by the Oxford Centre, for disabled persons; transition project “beneficial housing”; service for elderly “Green Button”; preparation of the Code of Ethics for professionals working the field of social protection, as well as preparation of standards of social protection; promotion of foster care as alternative form of care for children; pilot project of housing support; extra-institutional treatment of rehabilitation and re-socialisation of prisoners who are drug addicts (day-care centre); conditional release of prisoners for the continuation of treatment of Hepatitis C outside prisons; accessible transportation for persons with disabilities; personal assistance.

7.15. Necessary new knowledge and skills

Almost all organisations expressed the need for new knowledge and skills in the offered areas. Most listed the need for education in the field of programme of the fight against poverty and social exclusion – 54,9%. Fewer organisations stated that they needed new knowledge and skills in the area of assessment of social needs and social marketing. The least interest was expressed for education in the application of SWOT/PEST analysis. Some organisations additionally listed areas in which they would need new knowledge: project-writing for the IPA programme financed by the EU and knowledge about the EU funds and their use.

Graph 81. The need for new knowledge and skills according to thematic units



7.16 Provision of services, target groups and the number of beneficiaries of services offered by the organisations in 2011

A special part of the questionnaire was related to the provision of services by NGOs. Three organisations did not provide an answer to this question. For each service, data on the type of service offered, target groups and the number of beneficiaries were requested. Non-governmental organisations provided services for circa 30.000 persons in 2011, which would mean that every organisation had a little less than 600 beneficiaries of its services in a year.

7.17. Additional comments

Non-governmental organisations mentioned the importance of their work and the problems they encounter in their work in the part of the questionnaire dedicated to their additional thoughts and proposals or indications of shortcomings.

They suggested the establishment of special bodies, i.e. social councils which would gather representatives of different actors at the national and local levels. Among the comments are also the critiques against ministries, especially the Commission for the allocation of revenues of the games of chance, some NGOs as well as individuals. NGO representatives emphasise the need for better inter-sector cooperation and report real results which could be achieved via such cooperation. The need for better linking of the organisations themselves is also emphasised. Insufficient level of information about the work of NGOs is highlighted as a problem. There are great expectations vis-à-vis the state institutions from which they expect better knowledge about the work of NGOs, formation of special bodies, better selection of projects for which the NGOs seek funds, greater control of the use of allocated resources and monitoring of the work of NGOs. A lot is expected also from the accreditation programmes, i.e. licensing organisations for the provision of social services, as foreseen in the reform.

NGOs further suggested the establishment of special funds for social innovations at local and state level, whereby service providers would be financed and their sustainability secured. Some organisations reported that citizens are willing to volunteer, but have no opportunity to do so. Organisations emphasise that they do not know how to actively participate in the creation of social policy and that they are not sufficiently informed about that issue. The problem of the great mistrust of citizens, especially in institutions, is identified.

Some selected comments:

“Civil society is a very important and necessary segment for the functioning of every community regardless of the level (local or state). Institutions can and should draw their strength from the civil society in tackling social problems. The non-governmental sector, as all citizen associations, by using the force of teamwork and common, local interests, should influence the work of institutions. Civil sector must take part in creating social policies.”

“It is only through joint activities of the civil sector in tackling social problems in local communities that we may expect certain improvement in tackling problems of the socially excluded groups of citizens.”

“The civil society on its own, without assistance and support from the institutions and the state, will not and cannot do much, because the state must recognise, accept and support the work of non-governmental organisations dealing with social problems.”

“NGOs should establish cooperation with the local administration and institutions, to be a bridge between them and the citizens, to be the initiator, but also a service provider, while the state and the local administration should support these activities. NGOs should participate in decision-making at the local level, to be members of working groups and bodies, to work together to improve the position of marginalised groups.”

“Civil society organisations represent a very important factor of every organised democratic and civic society. They are the quickest to react and most adequate to respond, because their field of activity is wide and they do not suffer from the red tape syndrome. The characteristics of the civil society organisations are quick identification of problems, finding the most suitable solutions, thereby positively influencing the cohesion of a society and its spontaneous organisation. On all these matters, there is no adequate discussion, so such ignorance is, mildly put, often the enemy of the system and of Montenegro.”

“Work on developing the welfare mix in order to decentralise and de-institutionalise the provision of social services, through public-private partnership.”

“The role of the civil society in Montenegro is at a relatively high level of development and contributes significantly to the creation of many decisions in the country. It is necessary to further strengthen the potential of the civil society, especially now that the country is in the process of European integration.”

“The situation is such that the institutions of the system manipulate with and take advantage of the resources of civil society organisations, which results in an ever weaker quality of services.”

8. Inter-sector analysis

8.1. Contribution of management board members

INSTITUTION	SCORE	RANKING
CSW	3,2	3
Social protection institutions	4,5	1
Non-governmental organisations	3,6	2

According to the comparison of results on contribution of members of management boards in the work of social institutions, centres for social work and non-governmental organisations, the greatest contribution is by the members of management boards of social institutions whose members of the management board significantly contribute to the work of these institutions, while the least contribution is found in the centres for social work whose management board members contribute only when needed.

8.2. Cooperation with the competent secretariats of the local self-government s

INSTITUTION	ASSESSMENT OF COOPERATION	RANKING
CSW	3,95	3
Employment bureaus	4,1	2
Social protection institutions	4,5	1
Non-governmental organisations	3,1	4

Cooperation with the competent secretariats of the local self-government is best assessed by the social protection institutions – as very good – while the lowest score was provided by the assessment made by NGOs which evaluated this cooperation as mediocre.

8.3. Cooperation with public institutions

INSTITUTION	Kindergarten	School	Healthcare centres	Elderly homes	Institutions for assistance and care
CSW	4,2	4,2	4,05	4,47	3,75
Local secretariat	4,4	4,5	4,4	3,6	4,5

Centres for social work have the best cooperation with elderly homes while the poorest one with the institutions for assistance and care. Local secretariats cooperate equally mostly well and very well with schools and institutions for assistance and care, while their poorest cooperation is with elderly homes. Such assessment of cooperation of the competent secretariats do not reflect the real state of play in the field of cooperation, because the assessment is made on the basis of only two institutions for assistance and care and only four elderly homes (i.e. there is a large percentage of 'no response' on the assessment of cooperation). Similarly, CSW provided 10 answers in which they assess their cooperation with elderly homes as very good.

8.4. Quality of programmes offered by the NGOs in the social area

INSTITUTION	SCORE	RANKING
Local secretariat	3,7	3
Social protection institutions	3,75	2
CSW	3,59	4
Employment bureaus	3,9	1
Non-governmental organisations	2,89	5

Programmes offered by the NGOs are assessed by the employment bureaus as being of mostly good quality, while NGOs themselves are the most critical in the assessment of programmes which are assessed as “mostly lacking quality” leaning to “mediocre quality”.

8.5. Cooperation with CSW

INSTITUTION	ASSESSMENT OF COOPERATION	RANKING
Non-governmental organisations	2,76	4
Social protection institutions	4,5	1
Local secretariats	4,3	2
Employment bureaus	4,0	3

Cooperation with the centres for social work is best assessed by the social protection institutions, while NGOs assess their cooperation with CSW with the poorest score – mostly poor to mediocre.

8.6. Cooperation with the Ministry of Labour and Social Welfare

INSTITUTION	ASSESSMENT OF COOPERATION	RANKING
Social protection institutions	4,7	1
Non-governmental organisations	2,59	3
CSW	3,95	2

According to the assessment of cooperation with the Ministry of Labour and Social Welfare, the best cooperation is experienced by the social protection institutions, while the worst one is reported by the non-governmental organisations.

8.7. Cooperation with non-governmental organisations

INSTITUTION	ASSESSMENT OF CO-OPERATION	RANKING
Local secretariat	3,9	3
Social protection institutions	4,3	1
Non-governmental organisations	3,65	4
CSW	3,24	5
Employment bureaus	4,2	2

Cooperation with NGOs is best assessed by the social protection institutions and employment bureaus, while the worst assessment is provided by the centres for social work. It is interesting to note that the cooperation among the non-governmental organisations themselves scored lower than the cooperation of NGOs with other actors.

8.8. Assessment of readiness of citizens to participate and cooperate through volunteering and donating

INSTITUTION	Volunteering	RANKING	Donating	RANKING
Local secretariat	2,3	3	2,25	2
Social protection institution	3,2	1	2,6	1
Non-governmental organisations	2,41	2	1,98	3
CSW	2,0	4	1,94	4

In terms of volunteering, citizens' readiness received the highest score by the social protection institutions, while the lowest score for citizens as volunteers was provided by the centres for social work. As assessments of the readiness of citizens to donate are lower than the assessment of their readiness to volunteer. Again, social protection institutions gave the highest score to citizens' readiness to donate, while the centres for social work were the most critical in their assessment of citizens' readiness to donate.

8.9. Results of better cooperation between all actors with a view to meeting the needs in the social area

INSTITUTION	ASSESSMENT OF COOPERATION	RANKING
JLS	4,25	3
Employment bureaus	3,9	4
Social protection institutions	4,5	1
Non-governmental organisations	4,33	2
CSW	3,85	5

Social protection institutions estimate that better inter-sector cooperation could secure some additional and significantly greater resources with a view to meeting the needs in social area. Centres for social work are the most negative in their assessment of better inter-sector cooperation which could secure, in their view, little to few additional resources.

8.10. Cooperation with the media

INSTITUTION	ASSESSMENT OF COOPERATION	RANKING
Local secretariats	4,1	3
Employment bureaus	4,1	3
Social protection institutions	4,2	1
Non-governmental organisations	4,16	2
CSW	3,72	4

The best cooperation with the media is reported by the social protection institutions. Nevertheless, this cooperation is equally good or mostly good for all institutions. Somewhat poorer cooperation with the media is experienced by the centres for social work.

8.11. Cooperation with business entities

INSTITUTION	ASSESSMENT OF COOPERATION	RANKING
Employment bureaus	4,3	1
Social protection institutions	3,7	2
Non-governmental organisations	2,22	4
CSW	2,67	3

There is a significant difference in the assessment of cooperation among certain institutions with business entities. Cooperation with business entities, entrepreneurs and craftsmen, reported by the employment bureaus, is assessed as mostly good leaning to very good, while NGOs assess that cooperation as mostly poor.

8.12. Assessment of the current social situation

INSTITUTION	SCORE	RANKING
Local secretariats	2,7	4
Employment bureaus*	3,2	2
Social protection institutions	3,8	1
Non-governmental organisations	2,51	5
CSW	2,75	3

* in terms of unemployment problem

Social situation is best assessed by the social protection institutions – mediocre to mostly good, while non-governmental organisations assessed this cooperation as mostly poor to mediocre.

8.13. Development of the social situation

INSTITUTION	SCORE	RANKING
Local secretariats	3,0	4
Employment bureaus*	3,8	2
Social protection institutions	3,9	1
Non-governmental organisations	2,9	5
CSW	3,1	3

* in terms of employment problem

According to the estimates made by the institutions, it is evident that the most optimistic prognosis of the development of social situation is provided by the social protection institutions, which expect the social situation to be somewhat better, while non-governmental organisations estimate that the social situation will remain the same in the next few years.

8.14. Assessment of capacity (financial, personnel and other) for tackling social issues

INSTITUTION	SCORE	RANKING
Local secretariats	3,2	1
Employment bureaus*	3,2	1
CSW	3,15	2

* in terms of solving the unemployment problem

Institutions which assessed the development of their capacity to tackle social problems in the next few years, predicted stagnation in terms of financial and personnel capacity and expect that their capacity will remain the same as it is today.

8.15. Percentage of participants of education programmes for enhancing cooperation with other actors

INSTITUTION	YES	NO	No response
Local secretariats	46,2	46,2	7,7
Employment bureaus	90,0	10,0	0,0
Social protection institutions	60,0	40,0	0,0
Non-governmental organisations	74,5	21,6	3,9
CSW	50,0	35,0	15,0

Based on the data on attendance of education programmes for enhancing the cooperation with other actors dealing with social matters, it is evident that the largest number of additional education programmes on cooperation were attended by the employment bureaus' staff, while the least programmes were attended by the representatives of the local self-governments.

8.16. Assessment of the Strategy for the development of social and child protection for the period 2008 – 2012

INSTITUTION	ANSWER	%
Local secretariat	2	38,5
CSW	3	45

Strategy for the development of social and child protection for the period 2008-2012 was assessed only by the centres for social work and local self-governments. According to their answers, views on the practice listed in the Strategy, vary. Most local-self governments believe that they should be allowed to increase social rights to a certain extent, while most centres for social work think that the same social rights in terms of type and size should be applicable on the territory of the entire country.

8.17. Assessment of the project-writing and EU funds absorption capacity

INSTITUTION	ASSESSMENT	RANKING
Employment bureaus	3,4	1
Non-governmental organisations	2,76	2
CSW	2,4	3

Capacity of the employment bureaus to write projects and absorb EU funds is assessed as mediocre to mostly good, while the centres for social work assessed their capacity as mostly weak to mediocre.

8.18. Participation in the preparation of the Strategy for the development of social and child protection system for the period 2008 – 2012

INSTITUTION	YES	NO	No response
Social protection institutions	70	30	0,0
Non-governmental organisations	23,5	72,5	3,9
CSW	30	55	15

The highest level of participation in the preparation of the Strategy for the development of the social and child protection system for the period 2008-2012 was reported by the representatives of the social protection institutions, while the least participation was reported by the representatives of NGOs. Based on the answers and the participation of the surveyed institutions, it may be concluded that barely one third of the representatives of other actors took part in the adoption of this document.

8.19. Lobbying

INSTITUTION	YES	NO	No response
Employment bureaus	100	0	0
Social protection institutions	70	10	20
Non-governmental organisations	74,5	19,6	5,9
CSW	60	25	15

According to this research, lobbying is used the most by the employment bureaus, while the least experience in lobbying is reported by the centres for social work.

8.20. Necessary new knowledge and skills

	LSG	E.B.	INST.	NGO	CSW	total
Managing an organisation - management	0	8,6	14,8	9,9	8,2	41,5
Strategic planning	11,4	8,6	14,8	9,9	8,2	52,9
SWOT/PEST analysis	0	8,6	11,1	5,8	4,1	29,6
Assessment of social needs (social overview)	34,3	20	18,5	15,7	12,2	100,7
Understanding and applying the concept of social cohesion	11,4	14,3	3,7	11,6	8,2	49,2
Programmes of the fight against poverty and social exclusion	20,0	14,3	7,4	22,3	22,4	86,4
Social marketing	0	2,8	22,2	13,2	14,3	52,5
Development of local community foundations	22,9	17,1	7,4	10,7	18,4	76,5

In sum, the greatest interest was expressed for new knowledge and skills in the area of assessing the social needs, while the least interest was expressed for the area of SWOT/PEST analysis.

8. 21. Addendum – Social programme spending and number of staff per surveyed unit of the local self-government

Local self-government	Social programme spending (EUR)	Number of full-time staff working on the implementation of the social programme
Bijelo Polje	252.000	1
Budva	69.000	2
Cetinje	57.842	4
Danilovgrad	82. 902, 55	none
Mojkovac	19. 709, 49	1

Nikšić	366. 470	5
Herceg Novi	90. 000	2
Plužine	46. 060, 87	none
Podgorica	684. 000	5
Pljevlja	35. 308	2
Žabljak	5. 000	2
Ulcinj	13. 590	1
Tivat	300. 000	1

9. Conclusion

Local self-government units develop their local social programmes and based on their limited capacity they allocate resources for those programmes. It may be expected that in the poorer parts of the country those resources are fewer, which additionally points to the problem of regional disparity. Cooperation of the competent secretariats with other actors of the welfare mix is assessed as mostly good. Secretariats experienced the best cooperation with the centres for social work, regardless of the unclear division of responsibility and other problems in cooperation. Cooperation with the non-governmental organisations is mediocre leaning to mostly good; however, the need for a larger number of active NGOs and better communication between these two actors is evident – secretariats identified NGOs as independent initiators of better inter-sector cooperation in only two cases. Better inter-sector cooperation, according to the secretariats, may secure some, but also significantly greater resources. Establishment of the local social councils would be welcomed by 11 secretariats, since it would additionally strengthen all social actors involved in tackling social problems, mobilise additional resources, thereby contributing to building the necessary trust in the social protection system. Secretariats assess the readiness of citizens to volunteer and donate for the general wellbeing as modest. Eleven secretariats emphasise the importance and the need for assessment of social needs, i.e. for the preparation of the social overview of the local self-governments.

Centres for social work are key local institutions for the implementation of social programmes through exchange of information and joint projects with the competent secretariats. Centres highlight the problems of cooperation, financing and unclear division of responsibilities. Centres cooperate mostly well with the local social institutions. They assess the programmes offered by NGOs as medium quality (3,59), while the cooperation with them is somewhat worse (3,24). They generally exchange information with NGOs, but they also organise joint projects. An obstacle for better cooperation is the lack of interest of NGO representatives and the overburdening of the expert staff of the centres for social work. There is also the problem of the lack of trust. In general, centres complain about the high level of centralisation. They assess the readiness of citizens to volunteer and donate for the general wellbeing as very modest. Social conditions are evaluated as very difficult, without any perspective for improvement. Centres for social work see the least contribution as a result of better inter-sector cooperation, estimating that it would secure few to some additional resources. Interestingly, centres mostly do not have any experience with lobbying for the accomplishment of their goals. The activities they organise at the local level are partly identified as social innovations. As regards the need for education, representatives of the centres expressed the most interest in the programmes of the fight against poverty and social exclusion, programmes of development of local community foundations, and also for the social marketing.

Employment bureaus and their offices are somewhat different from other social actors in this research. Their cooperation with the competent secretariats, with NGOs, as well as with other social actors is comparatively better. Employment bureaus and their offices are more critical, or in other words, more realistic as regards the assessment of social problems, such as the unemployment and poverty and social exclusion. They have all experienced lobbying for their projects and accomplishment of their goals. They have a better capacity than others in terms of project-writing and EU funds absorption.

Social institutions surveyed in this research have a very good cooperation with the line Ministry, with local self-governments, with other institutions, as well as with NGOs. Members of the management boards of these institutions significantly contribute to

their work. They have established cooperation with business entities in terms of collecting donations for various purposes. These institutions clearly identified the potential benefits of the better cooperation among various social actors. Again, the institutions assess the readiness of citizens to volunteer and donate as very low. With regard to the training programme, they are mostly interested in social marketing and the development of local community foundations.

NGOs are still the largest group which responded to our questionnaire and represent different organisations. More than a third of them have no full-time employees. They assess their cooperation with the local self-governments with a score of 3,1, while it can be seen that they mostly cooperate with them at different levels and in different programmes. Their cooperation with the line ministry is assessed as worse, with a score of 2,59. The line ministry invited NGOs to cooperate during the preparation of the Strategy for the development of social and child protection system. Cooperation with the centres for social work is assessed with a score of 2,7, while a part of NGOs implements significant projects in cooperation with them. The quality of programmes offered by NGOs is assessed by the organisations themselves with a score of 2,89, which may be a result of competition among NGOs. Cooperation with business entities is even worse – 2,22. NGOs seem to be social actors which are pushed aside and express the problem of lack of trust of other actors. Readiness of citizens to volunteer and donate is almost negligible in their view. NGOs, more than other actors, emphasise the need for better cooperation among the local social actors, with a view to mobilising additional resources. Most NGOs have experienced lobbying. Their capacity for EU programmes, as well as their knowledge of the European social topics, is very modest. NGOs practice social innovations. As regards acquiring new skills and knowledge, non-governmental organisations are mostly interested in the programmes of the fight against poverty and social exclusion, social marketing and assessment of social needs.

Centralised and partly bureaucratised system of social policy at local levels operates at the time of crisis which has an impact on all local social actors. Centres for social work, as crucial enforcement actors of the local policy, are faced with a series of challenges which could be addressed through better cooperation with local actors, and with additional financial and human resources. Programmes are developed through a top-down approach, which renders the citizens and other social actors passive. Behind everything, passive and non-motivated citizens, who do not volunteer nor donate for the general wellbeing, are found. The development of the welfare mix programme is visible only in traces in some partner projects of different actors at the local level. Better cooperation is a precondition of an answer to the process of Europeanisation of social policy and social development, as well as for the accumulation of the necessary social capital.

10. Recommendations for strengthening the concept of welfare mix

- **At the level of all local self-governments, establish local social councils, as bodies whose members would be representatives of all social actors. One of the key tasks of these bodies would be to build trust at the local level among various social actors.**
- **Organise projects for the preparation of the social overview in bigger local self-governments, which could be subsequently used as a basis for the preparation of the local social development plans.**
- **Organise projects which would increase the participation of younger citizens, while volunteering would be promoted as a civic value.**
- **There is a need for discussion on decentralisation of the social policy programme and the new type of governance in the area of social development.**
- **Through a series of workshops, train local actors to understand the European social model and the method of open coordination in the preparation of decision-making process, as well as in the implementation of social programmes.**
- **Invest significant resources for training of local actors in EU project-writing.**
- **Advanced NGOs in the social areas should be oriented toward social entrepreneurship, social innovations, social capital and social cohesion.**
- **Open the dialogue on the role of civil society organisations in providing social services.**
- **A part of the NGOs should be trained to advocate for social development and social rights of the socially vulnerable groups.**

About Institute Alternative

Institute Alternative is a non-governmental organisation, established in September 2007 by a group of citizens, experienced in civil society, public administration and business sectors.

The **mission of Institute Alternative** is to strengthen the democratic processes in Montenegro by identifying and analysing public policy options.

The **strategic aims** of Institute Alternative are to: increase the quality of development of public policy, contribute to the development of democracy and the rule of law, and to contribute to the protection of human rights in Montenegro.

The values we adhere to in our work are dedication to our mission, independence, constant learning, networking, cooperation and teamwork.

Institute Alternative acts as a **think tank**, i.e. a research centre, and its activities focus on the domains of good governance, transparency and accountability. Topics covered by the Institute's research activities, in which it exercises influence by providing its own recommendations are: parliamentary oversight of security and defence sectors, oversight role of the Parliament and its role in the process of European integration, public administration reform, public procurement, public-private partnerships, state audit and control of the budget of local authorities.

To date, Institute Alternative published the following **reports / studies**:

- *Risks of corruption in Montenegrin sports*
- *White paper on sports*
- *Social Card - Social Welfare Information System - High hopes?*
- *Investigating Telekom Affair in the Parliament - unrealistic expectations and realistic limitations*
- *Parliament and civil society organisations - partners in budget control*
- *Development of PIFC in Montenegro - From the civil society perspective*
- *Committee for Anticorruption - cure or placebo?*
- *Corruption and Public Procurement in Montenegro*
- *Montenegro and negotiations in Chapter 24 - Justice, Freedom and Security*
- *Montenegro and negotiations in Chapter 23 - Judiciary and Fundamental Rights*
- *Secret Surveillance Measures in Criminal Procedure - Neglected control*
- *National Security Agency and Secret Surveillance Measures - Is there any control?*
- *Parliamentary inquiries in Montenegro - Control mechanism without political support*
- *The Parliament of Montenegro in the process of European integration - observer or active participant?*
- *Law on Parliamentary Oversight in the Security and Defence Sectors - First Year of Implementation*
- *Montenegro under the watchful eye of Đukanović and the EU*
- *Analysis of RIA effects in Montenegro - toward 'good legislature'*
- *Control of the local self-government's budget*
- *State Audit in Montenegro - proposals for strengthening its influence*

- *Think Tank - the role of independent research centres in public policy development*
- *Public Administration Reform - between high ambitions and limited possibilities*
- *Public-Private Partnerships in Montenegro - Accountability, Transparency and Efficiency*
- *Public Procurement in Montenegro - Transparency and Accountability*
- *Assessment of the Legal Framework and Practice in the implementation of certain control mechanisms of the Parliament of Montenegro: Consultative Hearing, Control Hearing and Parliamentary Inquiry¹¹*
- *Parliamentary oversight of the defence and security sector: What next?*
- *The Lipci Case 2008: How not to repeat it*
- *The Case of the Prva Bank - Lessons for the supervisor and other decision-makers*
- *Public Administration in Montenegro: salary schemes, reward system and opportunities for professional advancement*

Institute Alternative is a member of the NGO self-regulatory body and has disclosed full details of its financial affairs in line with Activity Code for NGOs, to which Institute Alternative is a party. In its hitherto activities, Institute Alternative was supported by: the European Fund for the Balkans, Foundation Open Society Institute - Representation in Montenegro (FOSI ROM), Open Society Institute - Think Tank Fund, Foundation Friedrich Ebert, the Parliamentary Commission for the distribution of resources for NGO projects, European Commission. The Institute cooperates with the European Stability Initiative from Berlin, which carried out a capacity building programme for IA associates. Institute cooperates with a number of national organisations, numerous institutions and state bodies such as: the State Audit Institution, Public Procurement Agency, the Parliament of Montenegro (especially its Committee for economy, budget and finance as well as the Committee for security and defence), the Ministry of Finance, Concessions Commission, etc.

All publications / research reports are available online:

www.institut-alternativa.org

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