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MYSTERY VISITS TO PUBLIC INSTITUTIONS

Piloting Service Delivery Index

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RESEARCH METHODOLOGY

“Mystery shopper/visitor” technique involves visits of specially trained interviewers (who satisfy certain demographic criteria) to institutions, who, depending on requirements of the research, record and evaluate various parameters of services/institutions in course of using the particular services. Their identity is not known to the institutions which are visited, they present themselves as ordinary users of services, which allows them to evaluate the rendered services in particular institutions with certain credibility. Within quantitative survey by “Mystery shopper/visitor” technique 32 visits were made to selected units of public administration in 8 Montenegrin municipalities. The aim of this research was to gain an objective picture about the provision of public services, and to evaluate the work of public servants.

In this survey 4 scenarios were used: inquiring about the registration of agricultural producers, issuance of identity cards, entering into marriage and how to obtain a building permit. Public administration services were measured over three aspects. Aspect of accessibility of services to citizens is measured by the number of active windows, the degree to which the premises are adapted for people with disabilities, the adequacy of directions which the doorman gave the mystery visitor at the entrance and the length of waiting for their turn in line. The aspects of professionalism and politeness of staff was measured by courtesy, commitment, involvement in conversation, clear communication and provision of clear and complete information, and whether the officer adequately greeted the visitor at the beginning and the end of visit. The aspect of quality of officer’s response to specific request of the visitor was measured by number of employees who responded to visitor’s request, whether the visitor was directed to adequate institutions, adequacy of questions to the visitor that the employee asked (in order to respond better to his/her request), specification of needed documents (and summing them up at the end of conversation) and next steps, explanation of costs related to the request, and provision of all other information regarding the request. Fieldwork was conducted on the territory of the following 8 municipalities: Pljevlja, Kolašin, Ulcinj, Podgorica, Nikšić, Bijelo Polje, Danilovgrad and Bar. Topics, scenario and municipalities were chosen in agreement with the Institute Alternative and partners on the project “Civil Society for the Good Administration: To Act and Account!”. During the selection of municipalities in which the survey would be conducted, the attention was paid to even presence of all three regions – North, Centre and South. Such sample generally allows making general conclusions about the public administration institutions across Montenegro. It is worth mentioning that the sample was not representative and although these data provide a good picture of the situation in institutions by mentioned parameters, these need not necessarily represent all public administration bodies in Montenegro. It is also worth mentioning that one visit was made for one scenario in one municipality, so it is not possible to generalise and claim that the services are rendered in such way by all employees and during each visit of the citizens to an institution.

In terms of scenario, distribution of visits by municipalities is given in Table 1.

Table 1: Distribution of visits by municipalities regarding specific scenarios

Municipality	Scenario			
	Registration of agricultural producers	Issuance of personal ID card	Entering marriage	Issuance of building permit
Bar	Ministry of Agriculture	Regional unit of Ministry of Interior	Secretariat for General Administration and Social Affairs	Secretariat for Spatial Planning, Communal and Housing Affairs and Environmental Protection
Bijelo Polje	Ministry of Agriculture	Regional unit of Ministry of Interior	Secretariat for Local self-government	Secretariat for Spatial Planning and Sustainable Development
Danilovgrad	Secretariat for Finance and Economic Development	Regional unit of Ministry of Interior Podgorica – branch office Danilovgrad	Secretariat for General Administration and Social Affairs	Secretariat for Spatial Planning, Communal and Housing Affairs and Environmental Protection
Kolašin	Secretariat for Economy and Finances	Regional unit of Ministry of Interior	Secretariat for General Administration, Social Services and Common Services	Secretariat for Planning and Spatial Planning, Housing and Communal Area and Environmental Protection
Nikšić	Ministry of Agriculture	Regional unit of Ministry of Interior	Secretariat for Local self-government	Secretariat for Urban Planning (Spatial Planning and Environmental Protection)
Pljevlja	Ministry of Agriculture	Regional unit of Ministry of Interior	Secretariat for General Administration	Secretariat for Spatial Planning
Podgorica	Ministry of Agriculture	Regional unit of Ministry of Interior	Secretariat for Local self-government	Secretariat for Planning and Spatial Planning and Environmental Protection
Ulcinj	Secretariat for Finance and Economic Development	Regional unit of Ministry of Interior Bar – branch office Ulcinj	Secretariat for Administration and Social Affairs	Secretariat for Spatial Planning and Sustainable Development

Mystery shopper visits were realised in the period from 9th to 24th March, 2017. Each visit was subjected to 3 levels of logic control, which was followed by preparation of report.

Ipsos Strategic Marketing uses Shopmetrics, an electronic platform for conducting the mystery shopper surveys, on which mystery shoppers/buyers fill out the questionnaire and from which survey results can be taken by predefined categories.

KEY FINDINGS

Visits to public administration institutions in eight selected municipalities in Montenegro show satisfactory level of quality of informing services about procedures for obtaining documents, although specific omissions were registered, and they were common for all visits in all examined municipalities. The visited institutions in municipality of Nikšić generally rendered services of lower quality compared to other visited institutions.

Overall professionalism and kindness of employees are generally evaluated very positively in the majority of observed municipalities. Accessibility of services is evaluated less positively – primarily due to the lack of appropriate aid for persons with disabilities where they are needed - many institutions lack adequate access for persons with disabilities, and often when there is a ramp or elevator on the ground floor, the space is not adapted for people with disabilities - e.g. they are not able to access other floors. Besides that, the quality of officer's response to specific requests was also evaluated less positively – the employees rarely asked all necessary questions in order to recognise the needs of the clients, and, in compliance with this, to tell them which documents they needed or cost of the issued documents. Therefore, although in majority of cases the examined employees were evaluated as very kind to users of their services, physical access to institutions and quality of obtained information relevant for users' requests were evaluated less positively.

The lowest quality of work in public administration was recorded in testing the scenario of inquiring about the issuance of building permit, mainly because the employees rarely gave information directly, but they gave the visitors a paper with listed documents needed for this purpose. On the other hand, during visits to institutions in charge of registration of agricultural producers generally high quality of services was registered.

In small number of visits the employees did not greet the client at the end of conversation, they were not included in conversation and they did not provide accurate and clear information. It is worth mentioning that in almost all visits the employees greeted the client at the beginning of interaction and they behaved politely throughout the conversation. Besides that, waiting for their turn in lines in front of the windows was in satisfactory limits – up to 15 minutes.

Citizens' Perception and Survey in Institutions

In February 2017, within the project "Civil Society for the Good Administration: To Act and Account!" a quantitative survey was conducted by CAPI (Computer Assisted Personal Interviewing) technique on representative sample of 1027 citizens of Montenegro and topic of the survey were attitudes of Montenegrin citizens on public administration, that is, perception of public administration with an accent on problems of public administration and quality of services it provides. The results of this survey show that approximately the same percentage of the citizens evaluate public administration

services with moderately bad and good scores. On the other hand, during the survey, that was based on mystery shopper methodology, the tested services were evaluated mainly positively. Besides greater visibility of bad experiences that can mark the quality on public administration services, we should keep in mind the limitations of the technique by which we explored the aspects of the services during the initial meeting between the employee and the citizen regarding some request, and we did not do the survey for the duration of the whole procedure of selected public administration services. The citizens who are dissatisfied with the services of public administration are mainly focused on inefficiency of solving the requests, complexity of procedures and necessity to pull strings in order to solve the request – all these are the aspects which are not covered by this survey and they require exploration of bigger number of variables, which would last considerably longer.

The results show differences regarding waiting in lines before the contact with the employee – this is one of the main reasons for dissatisfaction with the services of public administration mentioned by the citizens. In part of the survey with visits to institutions, it is possible that, due to specificity of the tested aspect of the services, the obtained scores for waiting in line are mainly positive – up to 15 minutes of waiting in line.

Inadequate work of the employees which a number of the citizens reported is partly confirmed during the visits, when some omissions of the employees in quality of the services were also reported (incomplete specification of all necessary documents and cost of request until the end of procedure, the officer failed to greet the client at the end of conversation, and provision of incomplete and vague information).

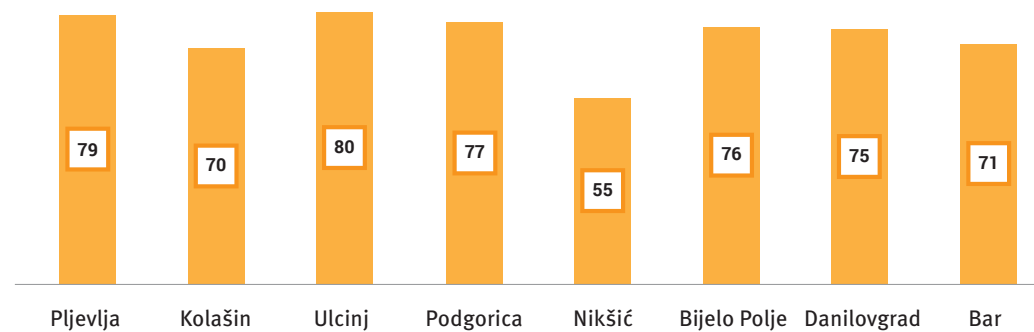
SURVEY RESULTS

General Overview of the Quality of Services Rendered by Public Administration

General quality of the services rendered by public administration was measured as the aggregate indicator of the accessibility of services to citizens, general professionalism and courtesy of staff as well as the quality of response of the officers to specific requests of the visitors. General quality of public administration services is on similar level in all tested municipalities, although the quality of services is highest rated in municipality of Ulcinj (80% compliance with service standards), and lowest rated in municipality of Nikšić (55%). The average score for quality of services of public administration for all observed municipalities is 73% of compliance with standards.

Figure 1: Percentage of compliance with standards of services of public administration by selected municipalities

Note: Average score (in percentage, 0-100) on all questions in the questionnaire for all visits in a certain municipality. Base: All visits (N=32), 4 visits per municipality

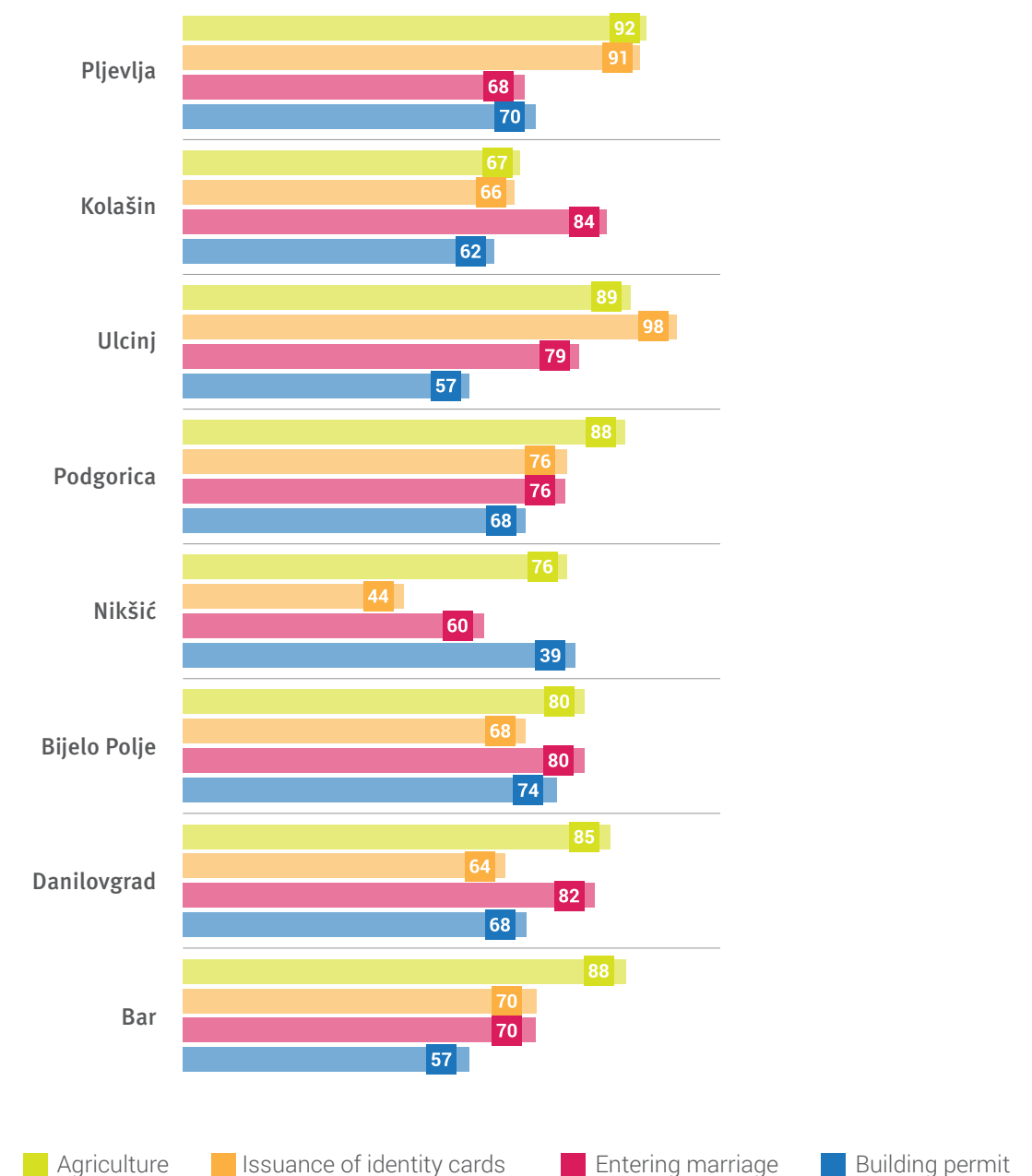


There is a difference in performance of public administration depending on the type of scenario (inquiring about the registration of agricultural producers, issuance of identity cards, entering marriage and how to obtain a building permit) through which the services were tested. The scenario of inquiring about the issuance of building permits records the lowest performance in the majority of municipalities. More detailed analysis shows that such low rating is the result of the fact that the employees provided the clients only with the list of necessary documents for the building permit, without informing them directly. The worst performance in this scenario was recorded in municipality of Nikšić (39%), and the best performance in municipality of Bijelo Polje (74%). In municipalities Pljevlja and Ulcinj, during the visits with scenarios of inquiring about the registration of agricultural producers and issuance of personal identity card, the survey recorded

90% of compliance with service standards. Also, when we observe individual scenarios, during the visits in municipality of Nikšić, lower performance scores of public administration were recorded in comparison with other municipalities. In municipalities of Podgorica and Bar the highest rated service was rendered in case of inquiring about the registration of agricultural producers.

Figure 2: Percentage of compliance with standards of services of public administration by selected municipalities and type of scenario

Note: Average score (in percentage, 0-100) on all questions in the questionnaire. Base: All visits (N=32), 4 visits per municipality.

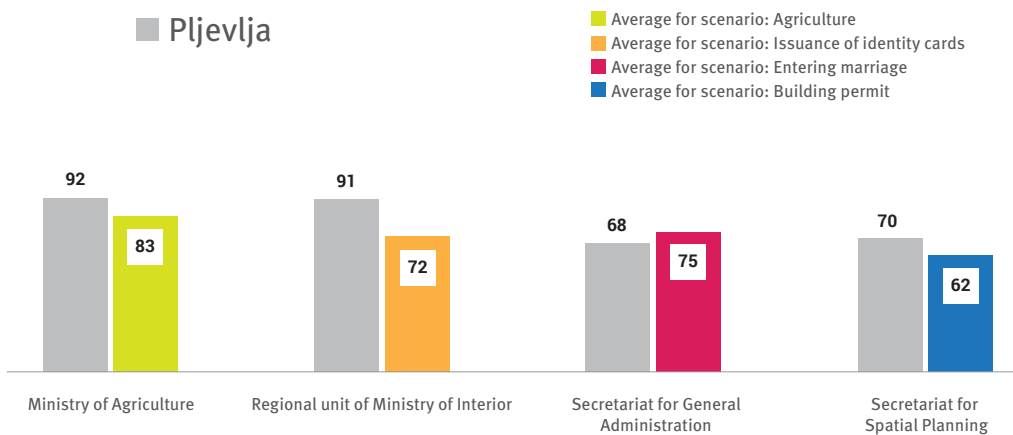


General Quality of Public Administration Services by Municipalities

Different quality of services in institutions of public administration is observed depending on type of scenario during anonymous visits of mystery shoppers. In municipality of Pljevlja, the Ministry of Agriculture and Regional unit of Ministry of Interior provided the highest quality of service during the visit (score in excess of 90%), while the Secretariat for General Planning and Secretariat for Spatial Planning provided somewhat lower quality service, but on the level of average service in all explored municipalities for the given type of scenario. In mentioned secretariats, mystery shoppers did not find aid for people with disabilities, the employees did not specify all required documents, and at the end of conversation they did not recapitulate all documents needed for submission of request, which would help the user understand the instructions.

Figure 3: Comparison of percentage of compliance with standards of services of public administration in municipality of Pljevlja and average of all surveyed municipalities

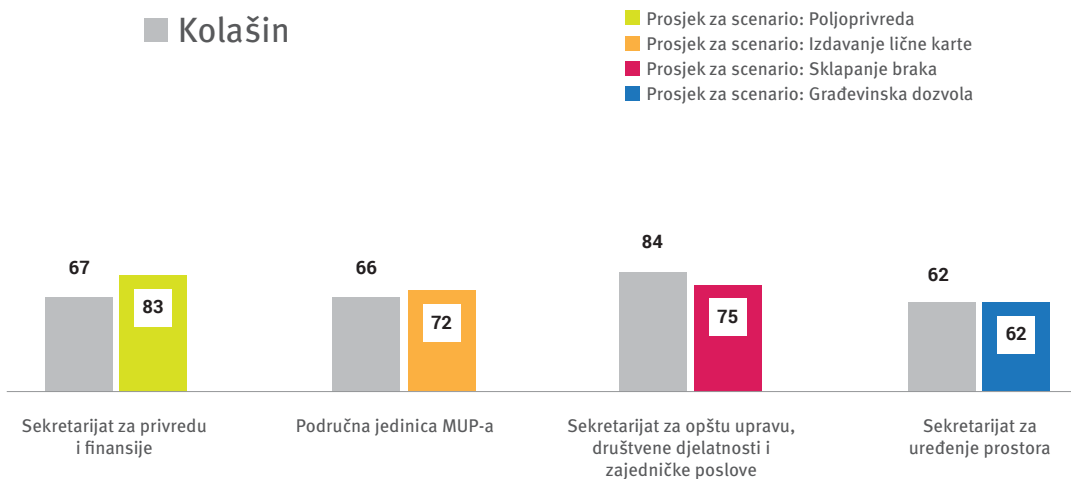
Note: Avrage score (in percentage, 0-100) on all questions in the questionnaire. Base: Visits in Pljevlja municipality (N=4), visits in 8 surveyed municipalities (N=32).



The quality of services in three scenarios during the visits in municipality of Kolašin was even, with 62% - 67% compliance with the service standard, which is at the average level for given scenarios in all municipalities. The exception is the Secretariat for General Planning which exhibited 84% of compliance with the service standard. In case of the Secretariat for Economy and Finance, where the clients can inquire about registration for agricultural production, considerably lower quality of service was recorded in comparison with all examined municipalities. During the visit to this secretariat, the employee was not sufficiently dedicated and open for conversation, he did not direct the client to the Ministry of Agriculture, nor did he mention the costs and next steps for registration. In general, institutions in this municipality are not adapted for the disabled, and at the end of conversation the employees did not sum up all needed documents.

Figure 4: Comparison of percentage of compliance with standards of services of public administration in the municipality of Kolašin and average of all surveyed municipalities

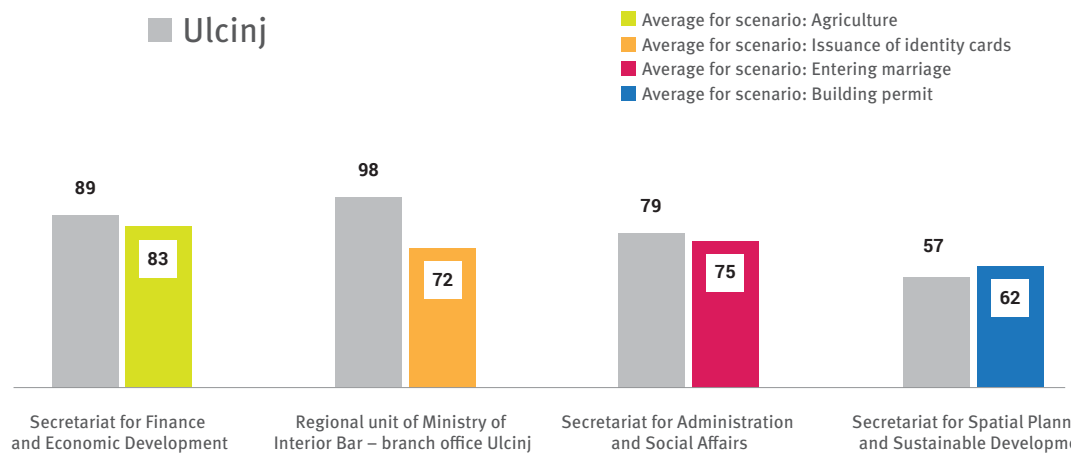
Note: Avrage score (in percentage, 0-100) on all questions in the questionnaire. Base: Visits in Kolašin municipality (N=4), visits in 8 surveyed municipalities (N=32).



During the visit to the Regional Police Unit in Ulcinj a very high quality service was rendered regarding information about the procedure for obtaining a personal ID card (98% compliance with service standard). A high quality service was also recorded in case of registration of agricultural producer in the Secretariat for Economy and Economic Development (89%) in Ulcinj, while the lowest quality service was rendered in the Secretariat for Spatial Planning and Sustainable Development (57%), although it is at an average level for scenario of issuance of building permit in eight observed municipalities. In this secretariat, aid for people with disabilities does not exist, the employee did not mention all needed documents, and at the end of conversation he did not sum up all the needed documents nor did he mention the costs for obtaining a building permit.

Figure 5: Comparison of percentage of compliance with standards of services of public administration in Ulcinj municipality and average of all surveyed municipalities

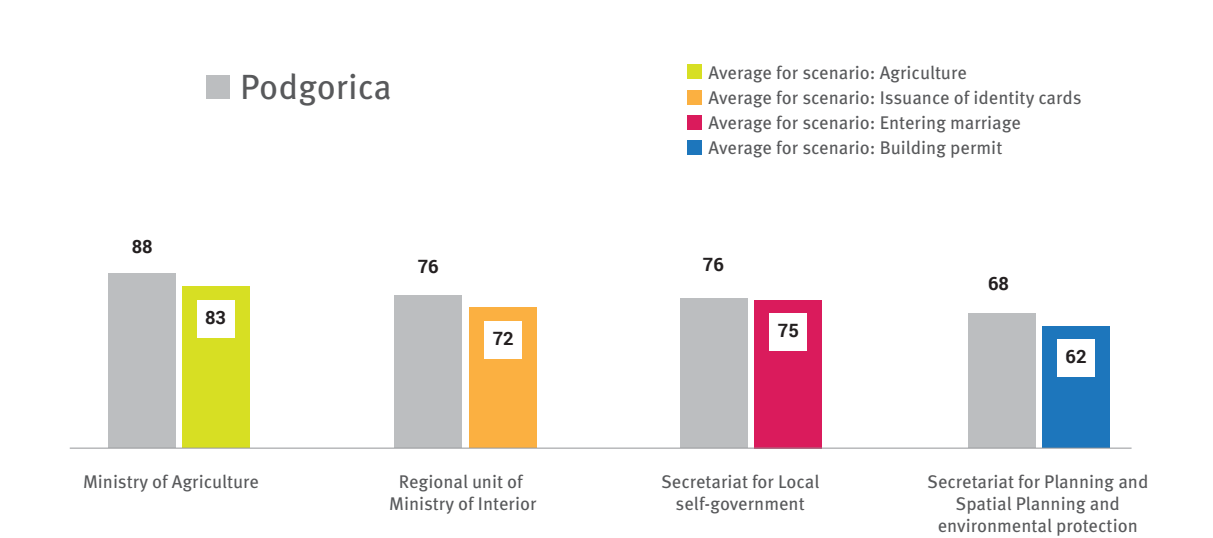
Note: Avrage score (in percentage, 0-100) on all questions in the questionnaire. Base: Visits in Ulcinj municipality (N=4), visits in 8 surveyed municipalities (N=32).



During the visits in the municipality of Podgorica, the Ministry of Agriculture has rendered good service of providing information about the registration procedure for agricultural producers (88% of the met services standards). Other visited public administration institutions in this municipality provided somewhat lower quality of services (68% to 76% of the met services standards), which is still similar to the average for the given type of scenario in all eight polled municipalities. Specifically, the Secretariat for Planning and Spatial Planning, which records the lowest achievement, is not adapted to persons with disability, its officer did not list all the necessary documents, nor did he sum up all the necessary documents at the end of the conversation and he did not list all the expenses that the user might have expected during the procedure.

Figure 6: Comparison of percentage of compliance with standards of services of public administration in Podgorica municipality and average of all surveyed municipalities

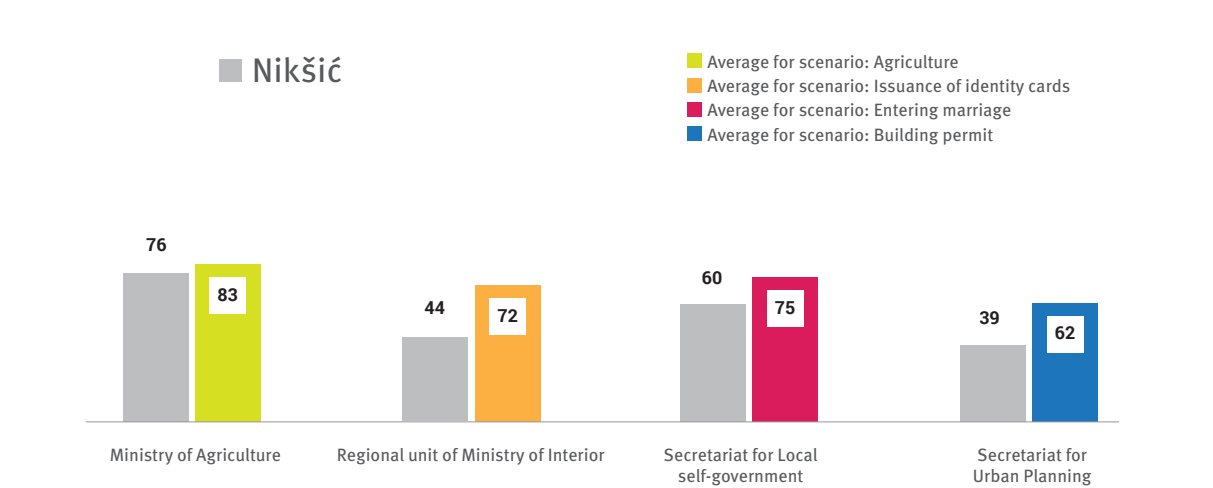
Note: Avrage score (in percentage, 0-100) on all questions in the questionnaire. Base: Visits in Podgorica municipality (N=4), visits in 8 surveyed municipalities (N=32).



The best service in the municipality of Nikšić was provided during the scenario of registering of agricultural producer at the Ministry of Agriculture (76% of the met services standards). The services were of lower quality in other public administration institutions, lower even than the average in all polled municipalities. The lowest quality of services in the municipality, and in the entire survey, was registered in the regional unit of the Ministry of Interior (44% met services standards), visited for inquiry about issuing ID card, as well as in the Secretariat of Urbanism (39%), visited for inquiry about issuing a building permit. In the visited institutions in the municipality of Nikšić, the public servants were generally not involved enough in the conversation, they did not show initiative, and they did not sum up all the necessary documents at the end of conversation. In majority of visits in this municipality, the public servants were not fast and committed, they did not greet the visitors at the end of interaction and they provided incomplete information.

Figure 7: Comparison of percentage of compliance with standards of services of public administration in Nikšić municipality and average of all surveyed municipalities

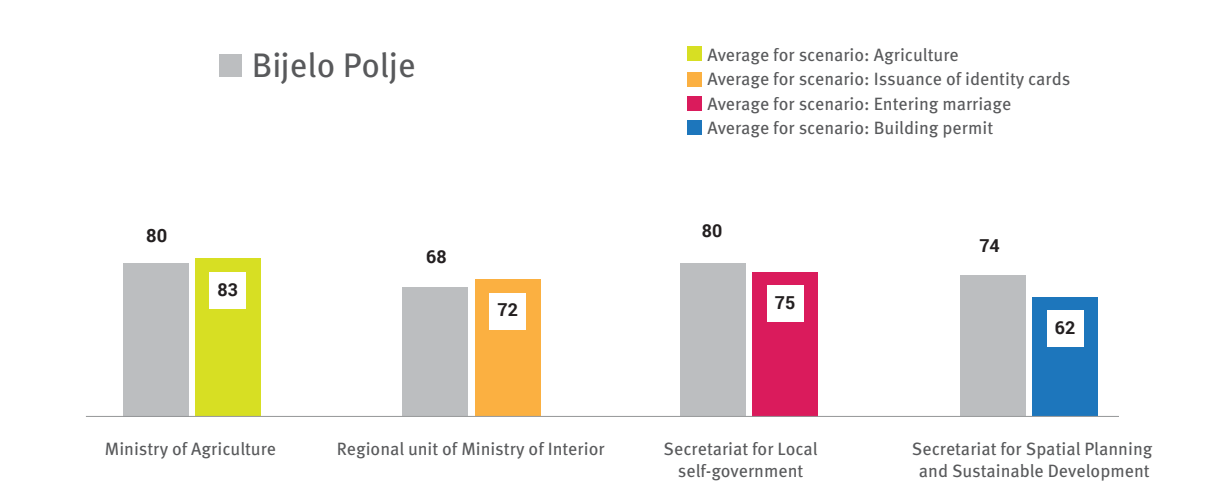
Note: Avrage score (in percentage, 0-100) on all questions in the questionnaire. Base: Visits in Nikšić municipality (N=4), visits in 8 surveyed municipalities (N=32).



The best services in the municipality of Bijelo Polje were provided during the visits with the scenario of registering of agricultural producer at the Ministry of Agriculture and entering marriage at the Secretariat for Local Government (80% met services standards). Lower service standards were registered in the regional unit of the Ministry of Interior (68% met services standards). The Secretariat for Spatial Planning and Sustainable Development in Bijelo Polje has the highest service standards for the scenario of obtaining a building permit in all eight municipalities (74%). In the visited institutions in the municipality, the public servants mainly did not ask all the necessary questions and did not list and sum up all the necessary documents.

Figure 8: Comparison of percentage of standards compliance of services of public administration in Bijelo Polje municipality and average of all surveyed municipalities

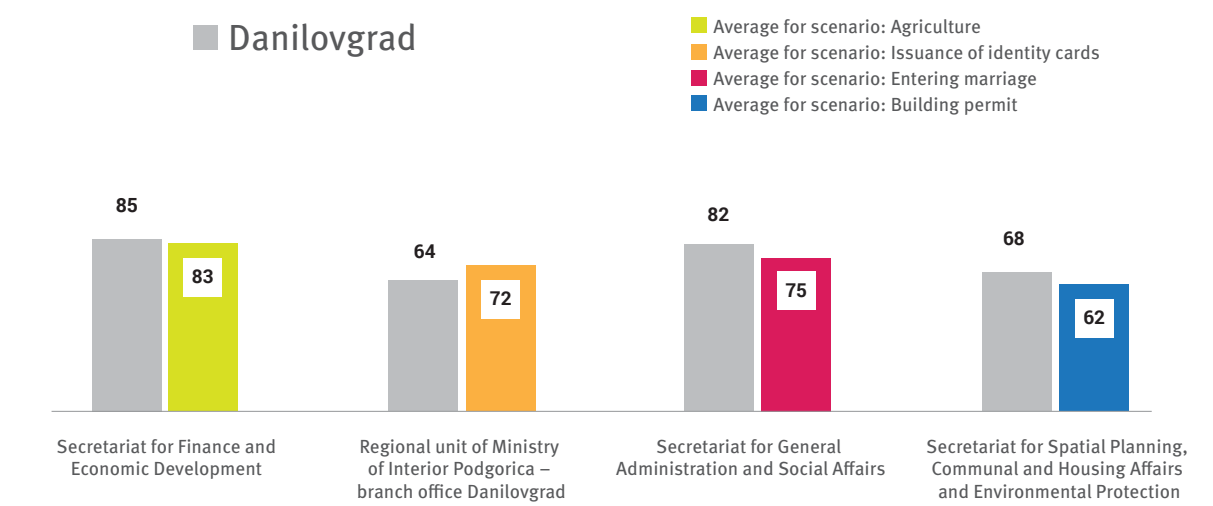
Note: Avrage score (in percentage, 0-100) on all questions in the questionnaire. Base: Visits in Bijelo Polje municipality (N=4), visits in 8 surveyed municipalities (N=32).



Good services' quality in the municipality of Danilovgrad was registered during the visits to the Secretariat of Finance and Economic Development (85% met services standards) and the Secretariat of General Administration and Social Affairs (82% met services standards). The lowest quality of services in this municipality was registered at the regional unit of the Ministry of Interior, visited for inquiry about issuing of ID card (64%). In this institution, the officer neither listed all necessary documents nor summed them up at the end of conversation.

Figure 9: Comparison of percentage of compliance with standards of services of public administration in Danilovgrad municipality and average of all surveyed municipalities

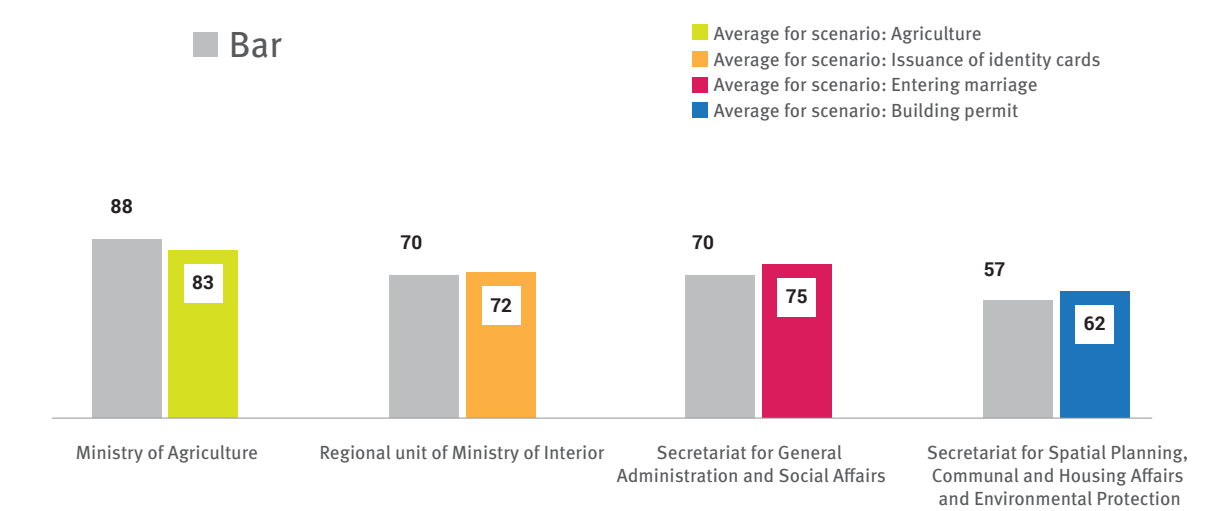
Note: Average score (in percentage, 0-100) on all questions in the questionnaire. Base: Visits in Danilovgrad municipality (N=4), visits in 8 surveyed municipalities (N=32).



In the municipality of Bar, the service of providing information about registering an agricultural producer at the Ministry of Agriculture was of high quality (88% of the met services standards). Other visited institutions in this municipality provided somewhat lower quality services, and service of the lowest quality regarding information about building permits was provided by the Secretariat for Spatial Planning, Communal and Housing Affairs and Environmental Protection (57% of the met services standards). During the visits to this secretariat, the officer met only one standard – he listed the future steps for permit issuing. As for the other visited institutions in the municipality, the public servants usually did not ask the necessary questions, they did not list the necessary documents and they did not sum everything up at the end of conversation.

Figure 10: Comparison of percentage of compliance with standards of services of public administration in Bar municipality and average of all surveyed municipalities

Note: Average score (in percentage, 0-100) on all questions in the questionnaire. Base: Visits in Bar municipality (N=4), visits in 8 surveyed municipalities (N=32).



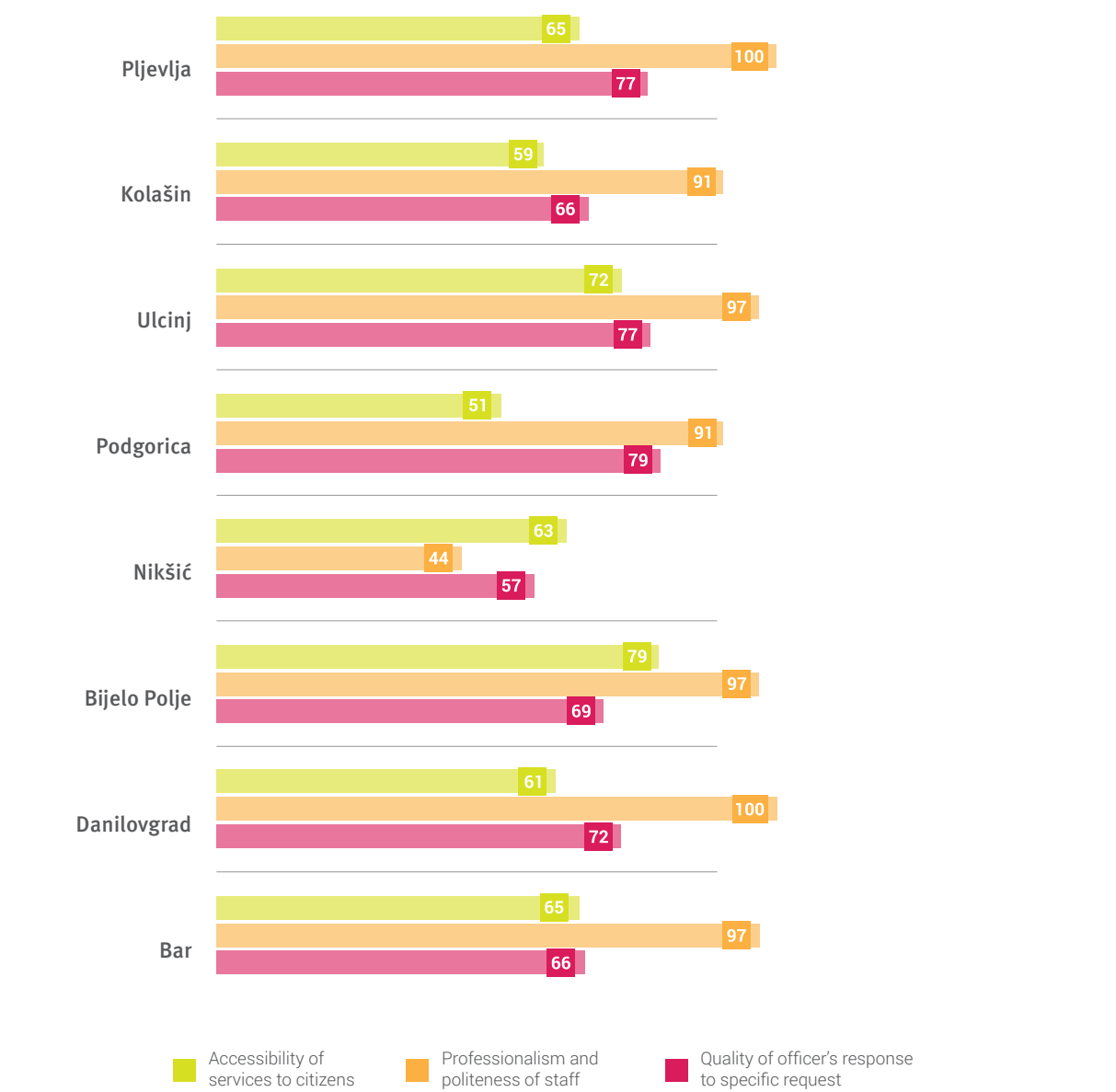
Public Administration Performance by Service Aspects

As it was mentioned already¹, the public administration services were measured through three aspects. The aspect professionalism and politeness of public servants mostly had high scores, especially in the municipalities of Pljevlja and Danilovgrad. Accessibility of services and quality of responses of public servants to specific requests were rated more negatively than general professionalism and politeness of public servants in all polled municipalities.

¹ Aspect of accessibility of services to citizens is measured by the number of active windows, the degree to which the premises are adapted for people with disabilities, adequacy of directions which the doorman gave the mystery visitor at the entrance and length of waiting for their turn in line. Aspects of professionalism and politeness of staff were measured by courtesy, commitment, involvement in the conversation, clear communication and provision of clear and complete information, and whether the officer adequately greeted the visitor at the beginning and the end of visit. Aspect of quality of officer's response to specific request of the visitor was measured by number of employees who responded to visitor's request, whether the visitor was directed to adequate institutions, adequacy of questions to the visitor that the employee asked (in order to better respond to his/her request), specification of needed documents (and summing them up at the end of conversation) and next steps, explanation of costs connected with the request, and provision of all other information connected with the request.

Figure 11: Percentage of compliance with standards of services of public administration on three aspects in eight municipalities

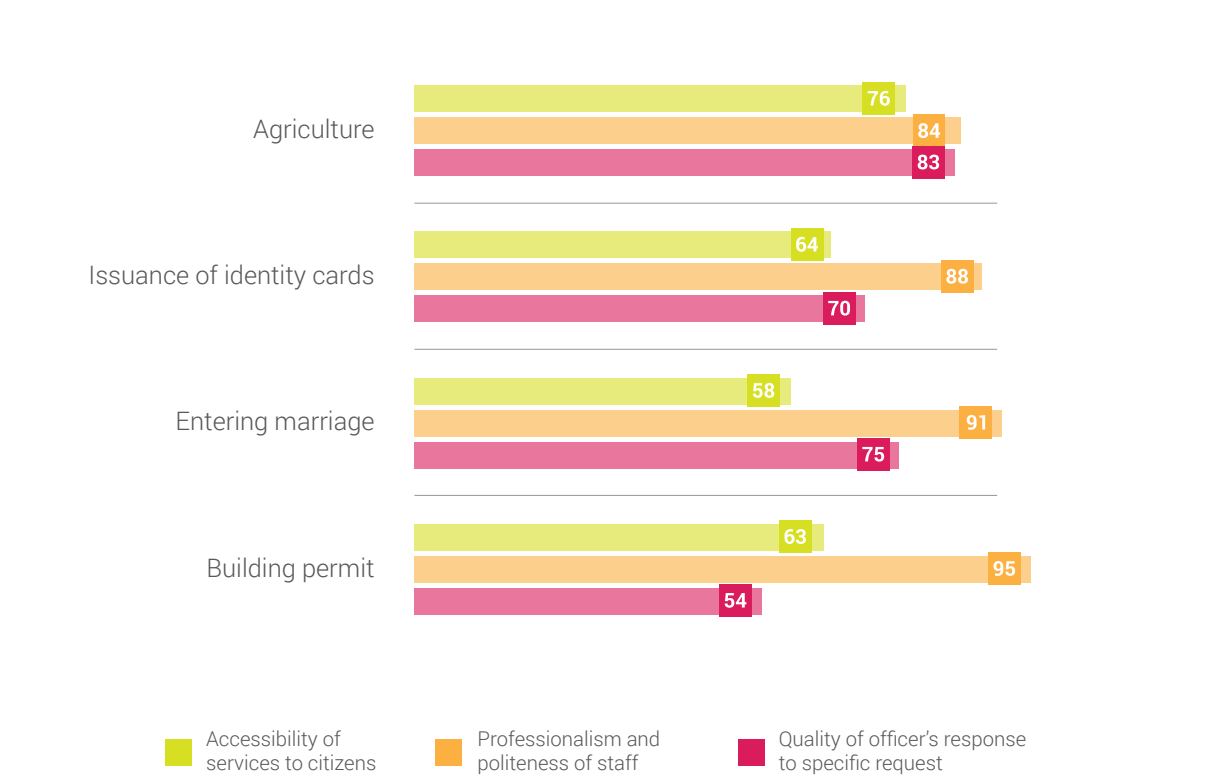
Note: Average score (in percentage, 0-100) on questions from three aspects. Base: All visits (N=32).



Similar conclusion can be made when we observe the main service aspects of different scenarios. It is interesting that professionalism and politeness of public servants have very high score in the scenario of issuing of building permit, while the quality of responses of public servants in the same scenario was rated less positively than in other scenarios. This happened primarily because the public servants employed in the relevant secretariats did not provide much information verbally, but they only distributed written material with the description of the procedure and the documents needed for issuing building permits.

Figure 12: Percentage of compliance with standards of services of public administration on three aspects by type of scenario

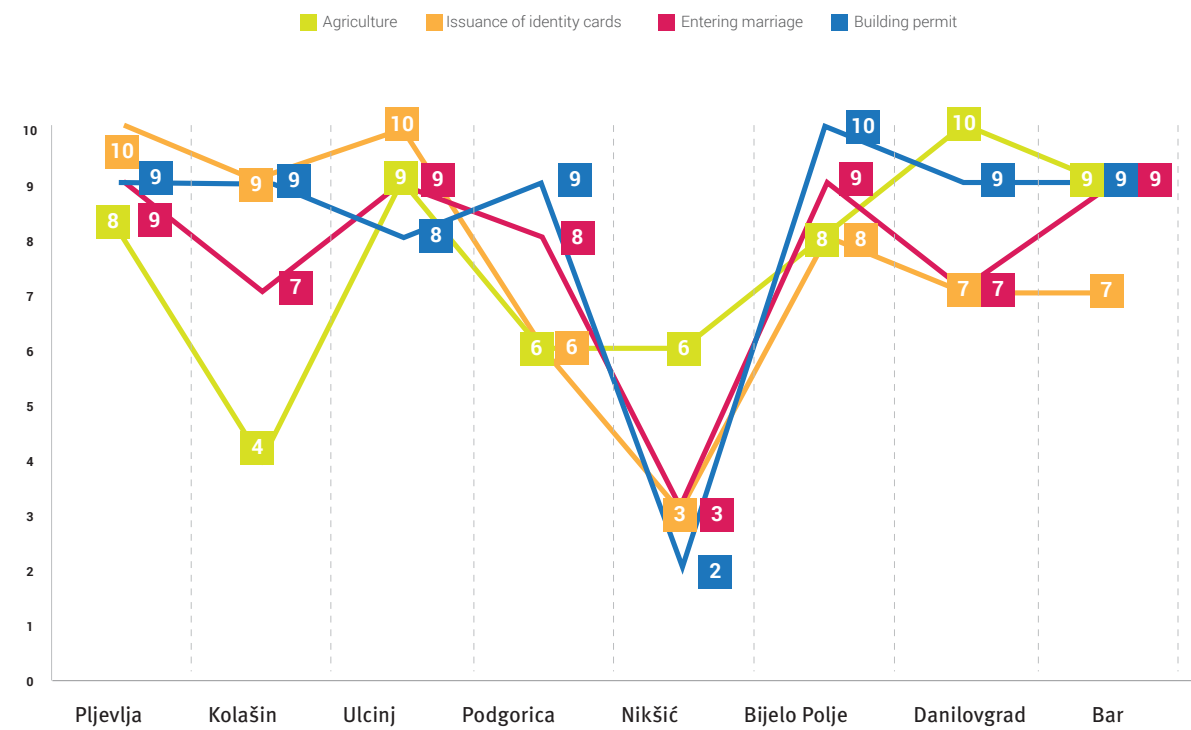
Note: Average score (in percentage, 0-100) on questions from three aspects. Base: All visits (N=32).



In addition to the evaluated three service aspects, the mystery shoppers also evaluated the general impression during visits to institutions. This general impression was usually very positive (the scores from 6 to 10 on the scale from 1 to 10), during different scenarios. The exceptions are the visits to the Secretariat for Economy and Finance in the municipality of Kolašin (score 4), as well as most visits in the municipality of Nikšić (score between 2 and 3), which also has lower scores for the quality of services.

Figure 13: Evaluation of general impression during visits to institutions

F1. On a scale from 1 to 10, please rate your experience during the visit to this institution, where 1 means you didn't like it at all and 10 means you liked it very much. Base: All visits (N=32).



Information about the quality of services by service aspects in each institution is available in Appendix 1.

The Quality of Public Administration Services by Service Indicators

The current quality of services by single indicators of service aspects suggests similar conclusions as already mentioned. Although the quality of services is generally satisfactory, similar mistakes are made in all municipalities.

Majority of institutions do not have access ramps or elevators available for persons with disability, and even when access is enabled, other space adjustments are missing, access to floors, first of all. In addition, public servants did not greet the client at the end of conversation, they did not take part in the conversation and they did not provide complete and clear information in just a few visits. During very few visits as well, public servants have asked all the necessary questions in order to identify users' needs and informed them which documents they needed and what the price of obtaining of these documents would be.

On the other hand, public servants usually greeted clients at the beginning of interaction and behaved politely. Clients usually waited up to 15 minutes, and talked to one person only.

The information about the quality of services by indicators in each institution is available in Appendix 2.

Appendix 1. Quality of officer's response to specific request

Institution	Municipality	Total	Accessibility of service	Professionalism and politeness of staff	Quality of officer's response to specific request
Scenario: Agriculture					
Ministry of Agriculture	Pljevlja	92%	100%	100%	89%
Secretariat for Finance and Economic Development	Ulcinj	89%	60%	100%	90%
Ministry of Agriculture	Podgorica	88%	60%	100%	89%
Ministry of Agriculture	Bar	88%	56%	100%	89%
Secretariat for Finance and Economic Development	Danilovgrad	85%	80%	100%	82%
Ministry of Agriculture	Bijelo Polje	80%	90%	88%	75%
Ministry of Agriculture	Nikšić	76%	100%	25%	86%
Secretariat for Economy and Finances	Kolašin	67%	56%	63%	69%
Scenario: Issuance of idendtity cards					
Regional unit of Ministry of Interior Bar – branch office Ulcinj	Ulcinj	98%	100%	88%	100%
Regional unit of Ministry of Interior	Pljevlja	91%	71%	100%	96%
Regional unit of Ministry of Interior	Podgorica	76%	41%	88%	85%
Regional unit of Ministry of Interior	Bar	70%	71%	88%	64%
Regional unit of Ministry of Interior	Bijelo Polje	68%	53%	100%	64%
Regional unit of Ministry of Interior	Kolašin	66%	71%	100%	53%
Regional unit of Ministry of Interior Podgorica – branch office Danilovgrad	Danilovgrad	64%	59%	100%	53%
Regional unit of Ministry of Interior	Nikšić	44%	53%	38%	43%
Scenario: Entering marriage					
Secretariat for General Administration, Social Services and Common Services	Kolašin	84%	50%	100%	86%
Secretariat for General Administration and Social Affairs	Danilovgrad	82%	55%	100%	86%
Secretariat for Local self-government	Bijelo Polje	80%	88%	100%	75%
Secretariat for Administration and Social Affairs	Ulcinj	79%	50%	100%	78%
Secretariat for Local self-government	Podgorica	76%	53%	75%	83%
Secretariat for General Administration and Social Affairs	Bar	70%	67%	100%	63%
Secretariat for General Administration	Pljevlja	68%	55%	100%	63%
Secretariat for Local self-government	Nikšić	60%	59%	50%	63%
Scenario: Building permit					
Secretariat for Spatial Planning and Sustainable Development	Bijelo Polje	74%	90%	100%	62%
Secretariat for Spatial Planning	Pljevlja	70%	56%	100%	65%
Secretariat for Spatial Planning, Communal and Housing Affairs and Environmental Protection	Danilovgrad	68%	56%	100%	62%
Secretariat for Planning and Spatial Planning and environmental protection	Podgorica	68%	56%	100%	62%
Secretariat for Planning and Spatial Planning, Housing and communal area and environmental protection	Kolašin	62%	50%	100%	54%
Secretariat for Spatial Planning and Sustainable Development	Ulcinj	57%	60%	100%	46%
Secretariat for Spatial Planning, Communal and Housing Affairs and Environmental Protection	Bar	57%	60%	100%	46%
Secretariat for Urban Planning (Spatial Planning and Environmental Protection)	Nikšić	39%	50%	63%	32%

Appendix 2. Quality of Public Administration Services by Indicators in Individual Institutions

1. Inquiries concerning the registration of agricultural producers		Pljevlja Ministry of Agriculture	Podgorica Ministry of Agriculture	Nikšić Ministry of Agriculture	Bijelo Polje Ministry of Agriculture	Bar Ministry of Agriculture	Danilovgrad Secretariat for Finance and Economic	Ulcinj Secretariat for Finance and Economic	Secretariat for Economy and Finances	Total for indicator by type of scenario
ACCESSIBILITY OF THE SERVICE TO THE CITIZENS	C2. How many windows were open when you joined the line?	N/A	N/A	N/A	100,0%	N/A	N/A	N/A	N/A	100,0%
	C4. Is there a ramp or an elevator for persons with disability at the entrance?	N/A	0,0%	100,0%	100,0%	0,0%	100,0%	0,0%	0,0%	42,9%
	C5. Are there access ramps for persons with disability or any other aids on the floors in the building?	N/A	0,0%	100,0%	0,0%	0,0%	0,0%	0,0%	0,0%	14,3%
	C6. When you entered the building and told the doorman why you came, did he direct you to the right place?	N/A	100,0%	100,0%	100,0%	N/A	100,0%	100,0%	N/A	100,0%
	C8. For how long did you wait at the window?	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%
	Total AVAILABILITY OF THE SERVICE TO THE CITIZENS	100,0%	60,0%	100,0%	90,0%	55,6%	80,0%	60,0%	55,6%	75,9%
PROFESSIONALISM AND POLITENESS OF STAFF	D1. Were you greeted by the officer when it was your turn?	100,0%	100,0%	0,0%	100,0%	100,0%	100,0%	100,0%	100,0%	87,5%
	D2. Was the officer polite?	100,0%	100,0%	0,0%	100,0%	100,0%	100,0%	100,0%	100,0%	87,5%
	D3.Was the officer fast and committed?	100,0%	100,0%	0,0%	100,0%	100,0%	100,0%	100,0%	0,0%	75,0%
	D4. The officer participated in the conversation, he was listening to you, his focus was on you (he didn't look around, he didn't communicate with colleagues, he wasn't servicing other clients)	100,0%	100,0%	0,0%	100,0%	100,0%	100,0%	100,0%	100,0%	87,5%
	D5. The officer was open for communication, he had initiative and the wish to explain everything	100,0%	100,0%	0,0%	0,0%	100,0%	100,0%	100,0%	0,0%	62,5%
	D6. The officer talked clearly and audibly	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%
	D7. The officer is well informed, he gives clear and full information	100,0%	100,0%	0,0%	100,0%	100,0%	100,0%	100,0%	0,0%	75,0%
	D8. The officer greeted you at the end of your interaction	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%
	Total PROFESSIONALISM AND POLITENESS OF STAFF	100,0%	100,0%	25,0%	87,5%	100,0%	100,0%	100,0%	62,5%	84,4%
THE QUALITY OF OFFICER'S RESPONSE TO THE SPECIFIC REQUEST	E1. How many people did you talk about your request to?	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%
	E4. Were you directed to the Ministry of Agriculture (Inquiries concerning the registration of agricultural producers)	N/A	N/A	N/A	N/A	N/A	0,0%	100,0%	0,0%	33,3%
	E5. How were you directed to the Ministry of Agriculture? What were you told? (Inquiries concerning the registration of agricultural producers)	N/A	N/A	N/A	N/A	N/A	0,0%	100,0%	0,0%	33,3%
	E6. What did the officer ask you in order to tell you which documents you needed? (Inquiries concerning the registration of agricultural producers)	100,0%	100,0%	66,7%	33,3%	100,0%	100,0%	100,0%	66,7%	83,3%
	E9. Which documents did the officer specify as needed? (Inquiries concerning the registration of agricultural producers)	100,0%	100,0%	100,0%	80,0%	100,0%	100,0%	100,0%	100,0%	97,5%
	E13. Did the officer inform you about all expenses (depending on scenario) of registering as an agricultural producer/issuing an ID card/entering into marriage/obtaining a building permit	0,0%	0,0%	0,0%	0,0%	0,0%	0,0%	0,0%	0,0%	0,0%
	E14. Did the officer inform you about the next steps (depending on scenario) necessary for registering as an agricultural producer/issuing an ID card/entering into marriage/obtaining a building permit	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	0,0%	87,5%
	E15. Did the officer sum everything up at the end/repeat which documents are needed?	0,0%	0,0%	0,0%	0,0%	0,0%	100,0%	0,0%	0,0%	12,5%
	E16. Did you manage to obtain all the needed information?	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%
	Total THE QUALITY OF OFFICER'S RESPONSE TO THE SPECIFIC REQUEST	88,9%	88,9%	85,7%	74,6%	88,9%	81,7%	90,1%	69,0%	83,3%
Total Inquiries concerning the registration of agricultural producers		91,7%	87,6%	76,4%	79,8%	87,5%	84,5%	88,7%	66,7%	82,7%

2. Inquiry on the issuance of personal ID card		Bar Regional unit of Ministry of Interior	Bijelo Polje Regional unit of Ministry of Interior	Kolašin Regional unit of Ministry of Interior	Nikšić Regional unit of Ministry of Interior	Pljevlja Regional unit of Ministry of Interior	Podgorica Regional unit of Ministry of Interior	Ulcinj Regional unit of Ministry of Interior	Danilovgrad Regional unit of Ministry of Interior	Total for indicator by type of scenario
AVAILABILITY OF THE SERVICE TO THE CITIZENS	C2. How many windows were open when you joined the line?	50,0%	50,0%	50,0%	50,0%	50,0%	50,0%	100,0%	50,0%	56,3%
	C4. Is there a ramp or an elevator for persons with disability at the entrance?	100,0%	0,0%	100,0%	0,0%	100,0%	100,0%	100,0%	0,0%	62,5%
	C5. Are there access ramps for persons with disability or any other aids on the floors in the building?	N/A	0,0%	N/A	0,0%	N/A	N/A	N/A	N/A	0,0%
	C8. For how long did you wait at the window?	100,0%	100,0%	100,0%	100,0%	100,0%	0,0%	100,0%	100,0%	87,5%
	Total AVAILABILITY OF THE SERVICE TO THE CITIZENS	70,6%	52,6%	70,6%	52,6%	70,6%	41,2%	100,0%	58,8%	64,3%
PROFESSIONALISM AND POLITENESS OF STAFF	D1. Were you greeted by the officer when it was your turn?	100,0%	100,0%	100,0%	0,0%	100,0%	100,0%	100,0%	100,0%	87,5%
	D2. Was the officer polite?	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%
	D3.Was the officer fast and committed?	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%
	D4. The officer participated in the conversation, he was listening to you, his focus was on you (he didn't look around, he didn't communicate with colleagues, he wasn't servicing other clients)	100,0%	100,0%	100,0%	0,0%	100,0%	100,0%	100,0%	100,0%	87,5%
	D5. The officer was open for communication, he had initiative and the wish to explain everything	0,0%	100,0%	100,0%	0,0%	100,0%	100,0%	100,0%	100,0%	75,0%
	D6. The officer talked clearly and audibly	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	0,0%	100,0%	87,5%
	D7. The officer is well informed, he gives clear and full information	100,0%	100,0%	100,0%	0,0%	100,0%	100,0%	100,0%	100,0%	87,5%
	D8. The officer greeted you at the end of your interaction	100,0%	100,0%	100,0%	0,0%	100,0%	0,0%	100,0%	100,0%	75,0%
	Total PROFESSIONALISM AND POLITENESS OF STAFF	87,5%	100,0%	100,0%	37,5%	100,0%	87,5%	87,5%	100,0%	87,5%
THE QUALITY OF OFFICER'S RESPONSE TO THE SPECIFIC REQUEST	E1. How many people did you talk about your request to?	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	50,0%	93,8%
	E10. Which documents did the officer specify as needed? (Scenario: Inquiry on the issuance of ID card)	66,7%	66,7%	33,3%	33,3%	100,0%	66,7%	100,0%	66,7%	66,7%
	E13. Did the officer inform you about all expenses (depending on scenario) of registering as an agricultural producer/issuing an ID card/entering into marriage/obtaining a building permit	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%
	E14. Did the officer inform you about the next steps (depending on scenario) necessary for registering as an agricultural producer/issuing an ID card/entering into marriage/obtaining a building permit	100,0%	100,0%	100,0%	0,0%	100,0%	100,0%	100,0%	100,0%	87,5%
	E15. Did the officer sum everything up at the end/repeat which documents are needed?	0,0%	0,0%	0,0%	0,0%	0,0%	0,0%	100,0%	0,0%	12,5%
	E16. Did you manage to obtain all the needed information?	0,0%	0,0%	0,0%	0,0%	100,0%	100,0%	100,0%	0,0%	37,5%
	Total THE QUALITY OF OFFICER'S RESPONSE TO THE SPECIFIC REQUEST	63,8%	63,8%	53,2%	42,6%	95,7%	85,1%	100,0%	53,2%	69,7%
	Total Inquiry on the issuance of ID card	70,0%	68,3%	66,3%	43,9%	91,3%	76,3%	97,5%	63,8%	72,0%

3. Inquiry about entering into marriage		Bijelo Polje Secretariat for Local self-government	Nikšić Secretariat for Local self-government	Podgorica Secretariat for Local self-government	Pljevlja Secretariat for General Adm.	Bar Secretariat for General Adm. and Social Affairs	Kolašin Secretariat for General Adm.	Danilovgrad Secretariat for General	Ulcinj Secretariat for Admi. and Social Affairs	Total for indicator by type of scenario
AVAILABILITY OF THE SERVICE TO THE CITIZENS	C2. How many windows were open when you joined the line?	N/A	50,0%	50,0%	50,0%	50,0%	N/A	50,0%	N/A	50,0%
	C4. Is there a ramp or an elevator for persons with disability at the entrance?	100,0%	0,0%	0,0%	0,0%	N/A	0,0%	0,0%	0,0%	14,3%
	C5. Are there access ramps for persons with disability or any other aids on the floors in the building?	N/A	N/A	0,0%	0,0%	N/A	0,0%	0,0%	0,0%	0,0%
	C6. When you entered the building and told the doorman why you came, did he direct you to the right place?	0,0%	N/A	N/A	100,0%	N/A	0,0%	100,0%	0,0%	40,0%
	C8. For how long did you wait at the window?	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%
	Total AVAILABILITY OF THE SERVICE TO THE CITIZENS	87,5%	58,8%	52,6%	55,0%	66,7%	50,0%	55,0%	50,0%	58,0%
PROFESSIONALISM AND POLITENESS OF STAFF	D1. Were you greeted by the officer when it was your turn?	100,0%	100,0%	0,0%	100,0%	100,0%	100,0%	100,0%	100,0%	87,5%
	D2. Was the officer polite?	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%
	D3.Was the officer fast and committed?	100,0%	0,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	87,5%
	D4. The officer participated in the conversation, he was listening to you, his focus was on you (he didn't look around, he didn't communicate with colleagues, he wasn't servicing other clients)	100,0%	0,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	87,5%
	D5. The officer was open for communication, he had initiative and the wish to explain everything	100,0%	0,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	87,5%
	D6. The officer talked clearly and audibly	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%
	D7. The officer is well informed, he gives clear and full information	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%
	D8. The officer greeted you at the end of your interaction	100,0%	0,0%	0,0%	100,0%	100,0%	100,0%	100,0%	100,0%	75,0%
	Total PROFESSIONALISM AND POLITENESS OF STAFF	100,0%	50,0%	75,0%	100,0%	100,0%	100,0%	100,0%	100,0%	90,6%
THE QUALITY OF OFFICER'S RESPONSE TO THE SPECIFIC REQUEST	E1. How many people did you talk about your request to?	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%
	E7. What did the officer ask you in order to tell you which documents you needed? (Scenario: Inquiry about entering into marriage)	33,3%	0,0%	33,3%	0,0%	0,0%	33,3%	66,7%	33,3%	25,0%
	E11. Which documents did the officer specify as needed? (Scenario: Inquiry about entering into marriage)	60,0%	100,0%	80,0%	60,0%	60,0%	80,0%	80,0%	60,0%	72,5%
	E13. Did the officer inform you about all expenses (depending on scenario) of registering as an agricultural producer/issuing an ID card/entering into marriage/obtaining a building permit	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%
	E14. Did the officer inform you about the next steps (depending on scenario) necessary for registering as an agricultural producer/issuing an ID card/entering into marriage/obtaining a building permit	100,0%	0,0%	100,0%	0,0%	0,0%	100,0%	100,0%	100,0%	62,5%
	E15. Did the officer sum everything up at the end/repeat which documents are needed?	0,0%	0,0%	0,0%	0,0%	0,0%	100,0%	0,0%	100,0%	25,0%
	E16. Did you manage to obtain all the needed information?	100,0%	0,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	87,5%
	Total THE QUALITY OF OFFICER'S RESPONSE TO THE SPECIFIC REQUEST	74,6%	63,5%	82,5%	63,5%	63,5%	85,7%	85,7%	77,8%	74,6%
Total Inquiry about entering into marriage		80,5%	60,4%	75,5%	67,7%	70,2%	84,3%	81,8%	78,7%	74,7%

4. Inquiry about obtaining a building permit		Podgorica Secretariat for Planning	Kolašin Secretariat for Planning	Ulcinj Secretariat for Spatial Planning	Nikšić Secretariat for Urban Planning	Danilovgrad Secretariat for Spatial Planning	Pljevlja Secretariat for Spatial Planning	Bijelo Polje Secretariat for Spatial Planning	Bar Secretariat for Spatial Planning	Total for indicator by type of scenario
AVAILABILITY OF THE SERVICE TO THE CITIZENS	C2. How many windows were open when you joined the line?	N/A	N/A	N/A	N/A	N/A	N/A	100,0%	N/A	100,0%
	C4. Is there a ramp or an elevator for persons with disability at the entrance?	0,0%	0,0%	0,0%	100,0%	0,0%	0,0%	100,0%	0,0%	25,0%
	C5. Are there access ramps for persons with disability or any other aids on teh floors in the building?	0,0%	0,0%	0,0%	100,0%	0,0%	0,0%	0,0%	0,0%	12,5%
	C6. When you entered the building and told the doorman why you came, did he direct you to the right place?	N/A	0,0%	100,0%	100,0%	N/A	N/A	100,0%	100,0%	80,0%
	C8. For how long did you wait at the window?	100,0%	100,0%	100,0%	0,0%	100,0%	100,0%	100,0%	100,0%	87,5%
	Total AVAILABILITY OF THE SERVICE TO THE CITIZENS	55,6%	50,0%	60,0%	50,0%	55,6%	55,6%	90,0%	60,0%	63,2%
PROFESSIONALISM AND POLITENESS OF STAFF	D1. Were you greeted by the officer when it was your turn?	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%
	D2. Was the officer polite?	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%
	D3.Was the officer fast and committed?	100,0%	100,0%	100,0%	0,0%	100,0%	100,0%	100,0%	100,0%	87,5%
	D4. The officer participated in the conversation, he was listening to you, his focus was on you (he didn't look around, he didn't communicate with colleagues, he wasn't servicing other clients)	100,0%	100,0%	100,0%	0,0%	100,0%	100,0%	100,0%	100,0%	87,5%
	D5. The officer was open for communication, he had initiative and the wish to explain everything	100,0%	100,0%	100,0%	0,0%	100,0%	100,0%	100,0%	100,0%	87,5%
	D6. The officer talked clearly and audibly	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%
	D7. The officer is well informed, he gives clear and full information	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%
	D8. The officer greeted you at the end of your interaction	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%
	Total PROFESSIONALISM AND POLITENESS OF STAFF	100,0%	100,0%	100,0%	62,5%	100,0%	100,0%	100,0%	100,0%	95,3%
THE QUALITY OF OFFICER'S RESPONSE TO THE SPECIFIC REQUEST	E1. How many people did you talk about your request to?	100,0%	0,0%	100,0%	50,0%	100,0%	100,0%	100,0%	100,0%	81,3%
	E8. What did the officer ask you in order to tell you which documents you needed? (Scenario: Inquiry about issuing a building permit)	66,7%	66,7%	66,7%	0,0%	66,7%	100,0%	66,7%	66,7%	62,5%
	E12. Which documents did the officer specify as needed? (Scenario: Inquiry about issuing a building permit)	40,0%	60,0%	40,0%	40,0%	40,0%	40,0%	40,0%	40,0%	42,5%
	E13. Did the officer inform you about all expenses (depending on scenario) of registering as an agricultural producer/issuing an ID card/entering into marriage/obtaining a building permit	0,0%	0,0%	0,0%	0,0%	0,0%	0,0%	0,0%	0,0%	0,0%
	E14. Did the officer inform you about the next steps (depending on scenario) necessary for registering as an agricultural producer/issuing an ID card/entering into marriage/obtaining a building permit	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%
	E15. Did the officer sum everything up at the end/repeat which documents are needed?	0,0%	0,0%	0,0%	0,0%	0,0%	0,0%	0,0%	0,0%	0,0%
	E16. Did you manage to obtain all the needed information?	100,0%	100,0%	0,0%	0,0%	100,0%	100,0%	100,0%	0,0%	62,5%
	Total THE QUALITY OF OFFICER'S RESPONSE TO THE SPECIFIC REQUEST	61,9%	54,0%	46,0%	31,7%	61,9%	65,1%	61,9%	46,0%	53,6%
Total Inquiry about issuing a building permit		68,2%	61,8%	57,3%	39,3%	68,2%	70,5%	73,7%	57,3%	62,2%

Example of a good service

Nearing the building, I noticed the access ramp for persons with disability. I could not see the doorman. The space where personal documents are issued is on the ground floor, so there is no need for elevators and aids for persons with disability. There are 4 desks available for submitting requests for personal documents and all 4 were working. There were no other clients there, so I approached one of the desks. The officer greeted me kindly. When I told her the reason for my visit, she gave her best to explain everything to me. She asked some questions first – whether my husband and I lived on the territory of this municipality, where my son was born and whether we had Montenegrin citizenship. Then she told me that I was to pay 5 euros (she gave me a piece of paper with the account number for payment), that one parent had to come with my son, that parent had to have ID card with him or her, and that then we would fill out and submit to them the request for my son's ID card. To ensure that I understood everything correctly, she repeated all the steps once again. And she greeted me kindly when I was leaving.

Example of a bad service

When I entered the municipality building, the doorman greeted me and asked me where I was going. When I told him that I wanted some information about building permits, he told me to go to the 8th floor. Exiting the elevator, I entered the first office I could find and said why I came. The officer told me to wait for the secretary in front of office 5, because the officer in charge of that matter was on a sick leave. I spent 44 minutes waiting and when the secretary came, he asked me to wait for a few minutes more. He invited me in and asked me why I came, I said that I wanted some information about building permits, he told me to bring the design and that then I would be explained what to do. When I asked whether the design had to meet any specific requirements or include data, he told me to bring the design and then submit a request for urban-technical conditions and building permit. He also told me to bring the title deed with the design. He was browsing through other cases while talking to me and he said "Have a nice day" when I was leaving.

About Institute Alternative

We function as a think tank or a research centre, focusing on the overarching areas of good governance, transparency and accountability. Our research and advocacy activities are structured within following programme strands: Public Administration, Accountable Public Finance, Parliamentary Programme, and Security and Defence. On the basis of our programmes, we monitor the process of accession negotiations with the EU, actively participating in working groups for chapters 23 and 32. Our flagship project is the Public Policy School, which is organised since 2012. Institute Alternative was granted with the licence to conduct research activities in the field of social sciences by the Ministry of Science in 2013.

The project "Civil Society for Good Governance: To Act and Account!" is financed by the European Union and implemented by Institute Alternative, Bonum, Natura, New Horizon and Center for Investigative Journalism. The objective of the project is to advance good governance practices in public administration of Montenegro.



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