

# NATIONAL PAR MONITOR KOSOVO

2021/2022

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## Authors:

Ema Pula

Lirika Agusholli- Berisha

Dr. Arbëresha Loxha- Stublla

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Group for Legal and Political Studies (GLPS) “Rexhep Luci” str. 16/1  
Prishtina 10 000, Kosovo

**Website:** [www.legalpoliticalstudies.org](http://www.legalpoliticalstudies.org)

**E-mail:** [office@legalpoliticalstudies.org](mailto:office@legalpoliticalstudies.org)

**Tel/fax.:** +381 38 234 456

**NATIONAL**  
**PAR MONITOR**  
**KOSOVO**

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# CONTENTS

<b>ABOUT WEBER 2.0</b>	<b>6</b>	<b>V. ACCOUNTABILITY</b>	<b>72</b>
<b>EXECUTIVE SUMMARY</b>	<b>8</b>	V.1 WeBER indicators used in Accountability and country values for KOSOVO	73
<b>LIST OF ABBREVIATIONS</b>	<b>14</b>	V.2 State of Play in Accountability and main developments since 2020	73
<b>I. INTRODUCTION</b>	<b>16</b>	V.3 What does WeBER monitor and how?	74
I.1 PAR Monitor three cycles in – continuing relevance of public administration reform monitoring for the Western Balkans' EU integration	17	V.4 WeBER monitoring results	75
<b>II. PAR STRATEGIC FRAMEWORK AREA</b>	<b>20</b>	V.5 Summary Results in the Accountability Area	81
II.1 WeBER indicators used in PAR Strategic Framework and country values for Kosovo	21	V.6 Recommendations for Accountability	82
II.2 State of Play in the PAR Strategic Framework and main developments since 2020	21	2021/2022 PAR Monitor Recommendations	84
II.3 What does WeBER monitor and how?	22	<b>VI. SERVICE DELIVERY</b>	<b>86</b>
II.4 WeBER monitoring results	23	VI.1 WeBER indicators used in Service delivery and country values for Kosovo	87
II.5 Summary results: PAR Strategic Framework	27	VI.2 State of Play in Service delivery and main developments since 2020	87
II.6 Recommendations for PAR Strategic Framework	28	VI.3 What does WeBER monitor and how?	88
2021/2022 PAR Monitor Recommendations	30	VI.5 WeBER monitoring results	89
<b>III. POLICY DEVELOPMENT AND CO-ORDINATION</b>	<b>32</b>	VI.6 Summary results in the [Service Delivery]	95
III.1 WeBER indicators used in Policy Development and Co-ordination and country values for Kosovo	33	VI.7 Recommendations for Service Delivery Area	96
III.2 State of Play in the Policy Development and Co-ordination and main developments since 2020	33	PAR Monitor 2021/2022 recommendations	97
III.3 What does WeBER monitor and how?	34	<b>VII. PUBLIC FINANCE MANAGEMENT</b>	<b>98</b>
III.4 WeBER monitoring results	35	VII.1 WeBER indicators used in Public Finance Management and country values for Kosovo	99
III.5 Summary results: Policy Development and Co-ordination	45	VII.2 State of Play in Public Finance Management and main developments since 2020	99
III.6 Recommendations for Policy Development and Co-ordination	46	VII.3 What does WeBER monitor and how?	100
PAR Monitor 2021-2022 recommendations:	48	VII.4 WeBER Monitoring Results	101
<b>IV. PUBLIC SERVICE AND HUMAN RESOURCE MANAGEMENT</b>	<b>50</b>	VII.5 Summary results in the Public Finance Management Area	107
IV.1 WeBER indicators used in Public Service and Human Resource Management and country values for Kosovo	51	VII.6 Recommendations for PFM Kosovo	109
IV.2 State of Play in the Public Service and the Human Resources Management and main developments since 2020	51	2021/2022 PAR Monitor Recommendations	109
IV.3 What does WeBER monitor and how?	52	<b>VIII. METHODOLOGY APPENDIX</b>	<b>110</b>
IV.4 WEBER MONITORING RESULTS	53	VIII.1 Analysis of Official Documentation, Data and Official Websites	111
IV.5 How does Kosovo do in regional terms?	54	VIII.2 Interviews with Stakeholders	112
IV.6 SUMMARY RESULTS: PUBLIC SERVICE AND THE HUMAN RESOURCES MANAGEMENT	69	VIII.3 Public Perception Survey	113
IV.7 Recommendations for Public Service and the Human Resources Management	70	VIII.4 Survey of Civil Servants	114
		VIII.5 Survey of Civil Society Organisations	116

# ABOUT WEBER 2.0

The Western Balkan Civil Society Empowerment for a Reformed Public Administration (WeBER 2.0) is a three-and-a-half-year project primarily funded by the European Union implemented from December 2019 to June 2023.

Activities related to the development, preparation, printing, and publishing of the Western Balkan PAR Monitor 2021/2022 were implemented with the support of the “SMART Balkans – Civil Society for Shared Society in the Western Balkans” regional project implemented by Centar za promociju civilnog društva (CPCD), Center for Research and Policy Making (CRPM) and Institute for Democracy and Mediation (IDM) and financially supported by the Norwegian Ministry of Foreign Affairs (NMFA). Other activities of the WeBER 2.0 project were co-funded by the “Protecting Civic Space – Regional Civil Society Development Hub” project financed by the Swedish International Development Agency (SIDA) and implemented by the Balkan Civil Society Development Network (BCSDN); Royal Norwegian Embassy in Belgrade and German Marshall Fund of the U.S. through Balkan Trust for Democracy; Open Society Foundation in Serbia; Swedish International Development Agency in Albania; Ministry of Public Administration of Montenegro; Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) in Bosnia and Herzegovina.

WeBER 2.0 project is a direct continuation of the Western Balkans Enabling Project for Civil Society Monitoring of Public Administration Reform (WeBER), a project implemented from 2015 to 2018 and funded by the European Union and co-funded by the Kingdom of Netherlands. Moreover, the third cycle of funding for the WeBER continuation has been approved by the European Commission in December 2022, and the Western Balkan Enablers for Reforming Public Administrations WeBER 3.0 project has begun in February 2023.

The initial WeBER project played a significant role in increasing the relevance, participation, and capacities of CSOs and the media in the Western Balkans to advocate for and influence design and implementation of public administration reform (PAR). WeBER 2.0 builds upon the previous WeBER's accomplishments and further enhances the engagement of CSOs in PAR by conducting evidence-based monitoring of PAR in line with EU requirements. It also aims to promote dialogue between CSOs and government at the regional, national, and local levels, strengthening participatory democracy and exerting pressure on governments to continue to implement administrative reforms and bring administrations closer to citizens.

WeBER 2.0 encompasses a diverse range of activities that have collectively contributed to the fulfilment of the project's objective:

- Through the Regional WeBER Platform and its National PAR Working Groups, which gather more than 170 CSOs, WeBER facilitates dialogue on PAR for creating and implementing inclusive and transparent policy and contributes to the sustainability of administrative reforms to the benefit of the citizens.
- Through its research and monitoring work and production of PAR Monitor reports, WeBER 2.0 has created and gathered evidence for a meaningful dialogue.
- Through the “Mind (y)our reform!” online regional citizens' campaign and platform for collecting and sharing citizens' views on PAR and their experience with administrations (<https://citizens.par-monitor.org/>), WeBER 2.0 has collected citizens' input to influence authorities, thus contributing to the creation of more citizen-oriented public administrations.
- By piloting the monitoring approach to the mainstreaming of PAR in sectoral policies and equipping CSOs with the capacities to do it, WeBER 2.0 helped improve the embeddedness of PAR across the region's administrative systems, thus increasing the sustainability of these reforms.
- Through a small grants scheme, WeBER 2.0 increased the capacity of 31 CSOs in the Western Balkans to participate in PAR.
- Through the CSO PAR Knowledge Centre, WeBER 2.0 provides a searchable database of analyses and reports on PAR produced by the region's civil society.

WeBER 2.0 products and further information about them are available on the project's website at [www.par-monitor.org](http://www.par-monitor.org).

WeBER 2.0 is implemented by the Think for Europe Network (TEN), composed of six EU policy-oriented think tanks in the Western Balkans:



By partnering with the European Policy Centre (EPC) from Brussels, WeBER 2.0 has ensured EU-level visibility.



Who do we cooperate with?

Building upon the foundations of the original project, WeBER 2.0 has fostered and sustained successful collaborations with key regional and national stakeholders, ensuring the long-term viability of PAR in the Western Balkans. In each of the countries in the region, our project partners have maintained active engagement with PAR ministries and offices, serving as valuable project associates. Through the WeBER Platform, a regional forum, and the National PAR Working Groups, we have expanded our cooperation with over 170 local and regional CSOs. At the regional level, our partnership with the Regional School of Public Administration (ReSPA) has endured, enabling us to exchange knowledge and expertise. Furthermore, we have reinforced our ties with the Southeast Europe Leadership for Development and Integrity (SELDI) coalition, strengthening our collective efforts in promoting good governance and integrity. We are proud to mention our continued collaboration with the Support for Improvement in Governance and Management initiative (SIGMA), a joint venture of the EU and OECD. Through its regular assessments, SIGMA provides invaluable insights and feedback on the progress of Western Balkan countries in implementing the Principles of Public Administration. These assessments play a crucial role in the period leading up to the EU accession, informing policymakers and guiding the region towards effective governance practices.

# EXECUTIVE SUMMARY

## Strategic Framework for PAR

### “Behind Closed Doors: PAR Strategies in Kosovo and the CSO Engagement in Kosovo”

The recent adoption of the Public Administration Reform, Public Finance Management, and National Development in Kosovo marks a significant step forward. However, our monitoring efforts for the 2021/22 cycle did not cover these strategies, and the involvement of civil society organizations (CSOs) during their formulation was limited. Despite this, all strategies underwent public consultations, adhering to the Regulation on Minimum Standards for Public Consultations, which mandates public input in the development of draft strategies.

In terms of PAR management, the organizational framework remains largely unchanged, with a few modifications. The Ministerial Council of Public Administration Reform (MCPAR) and the Structures Responsible for Coordination, Monitoring, and Implementation (SRCMI) of PAR Strategic Documents were established. The Ministry of Internal Affairs (MIA) is now responsible for PAR coordination, while the Department for Administrative Reform Management within the ministry oversees the coordination and monitoring of PAR strategic documents.

However, it is important to note that CSOs' involvement in the administrative and political structures for PAR coordination and monitoring is not explicitly outlined in the government decision. The lack of reference to CSO participation in the strategic documents is also noteworthy. Nevertheless, the head of the Ministerial Council has the authority to invite representatives from other institutions and organizations if the issues fall within their scope of work.

The extent of CSO involvement in the development of PAR strategic documents varies. Consultations took place, but evidence suggests that they did not fully meet the obligatory criteria outlined in the methodology. CSOs were consulted through various means for the SMPAR Action Plan, while documents obtained through the Freedom of Information process indicated CSO consultation for the Public Finance Management Reform Strategy (PFMRS) and the Better Regulation Strategy (BRS 2.0). However, the fulfilment of criteria and the addressing of CSOs' comments raise some questions.

The assessment also highlights instances where formal procedures for public debates were not fully respected, and early consultations were lacking. However, efforts were made to comply with regulations, and individuals had the opportunity to submit comments and contributions through the online platform for public consultations.

With the restructuring of the government, the Ministry of Internal Affairs assumed responsibility for PAR coordination and monitoring. Although CSOs' involvement in the PAR structures is not explicitly mentioned, the commitment to public consultations during the monitoring period is evident.

Moving forward, it is crucial to enhance the involvement of CSOs in PAR coordination and monitoring structures. Ensuring transparent and inclusive decision-making processes will contribute to effective public administration reform and strengthen the relationship between the government and civil society in Kosovo.



## POLICY DEVELOPMENT AND COORDINATION

### Transparency, Participation, and Collaboration in Focus

The Government of Kosovo approved the National Development Strategy 2022-2030 (NDS) in March 2023, outlining its comprehensive plan for the country's economic, social, and political progress. To effectively implement the NDS, the Government established the National Development Plan, which focuses on actionable steps to achieve the strategy's goals. The NDS emphasizes sustainable economic development, equitable human development, security and rule of law, and good governance as its main pillars.

However, there are limitations related to transparency of the government, despite regular public consultations. Public institutions should expand their promotional channels and ensure inclusive participation beyond minimum consultation standards. Publishing draft proposals on official websites and actively seeking feedback from non-governmental organizations and other stakeholders can foster proactive engagement.

The involvement of Civil Society Organizations (CSOs) and the public in early policy development stages remains inadequate. The absence of policy papers, ex ante impact assessments, and ex post policy analyses and evaluations by government institutions, particularly ministries, is concerning and requires immediate attention.

While the Government has established the practice of publishing press releases regularly, there is room for improvement in making the agenda and minutes of government meetings available online. The perception survey among CSOs indicates a negative towards the work of the Government's work, transparency in decision-making, and appropriateness of exceptions to publishing government decisions.

CSOs' evidenced-based findings are occasionally referenced in government national strategies and policy documents. The practice of cooperation between government institutions and CSOs shows some positive aspects, with institutions reaching out to CSOs for their expertise and responding to their invitations to participate in policy dialogues. However, improvements are needed in providing feedback on accepting or rejecting CSOs' proposals and considering their policy proposals in working groups.

The public consultation process lacks effectiveness and cooperation, according to CSOs. Formal consultation procedures offer preconditions for effective public inclusion, but there is room for improvement. Relevant government institutions are perceived to inconsistently apply formal consultation procedures, however early consultations with CSOs before drafting documents are infrequent. Providing timely and adequate information during the consultation process and ensuring diverse interest groups' representation need attention. Timely and accurate information is crucial for making well-informed decisions. During the consultation process, stakeholders need access to relevant data and facts to understand the issues at hand fully.

To summarize, while the Government has made notable advancements in its development strategy and planning system, there are challenges related to transparency, public participation, and cooperation with CSOs. Addressing these limitations will be crucial to achieving the goals outlined in the National Development Strategy and fostering greater trust and engagement among stakeholders.

### Reforming Kosovo's Public Sector

The SIGMA report for Kosovo in 2021 presents a comprehensive assessment of the country's public sector, uncovering areas that require urgent attention and improvement. Key findings reveal significant challenges in data management, policy and statistical data availability, recruitment processes, remuneration systems, integrity measures, and whistleblower protection.

Data management and availability in the civil service are major hurdles, with incomplete, contradictory, or missing civil service statistics and data quality issues plaguing the central HR database (HRMIS). The COVID-19 pandemic has further complicated data provision, necessitating immediate action to ensure accurate and real-time information.

Policy and statistical data on the public service are lacking up-to-date information, hampering transparency and accountability. The Ministry of Internal Affairs' website remains outdated, and easily accessible reports on the state of the civil service are absent online. Rectifying this will foster transparency and enable informed decision-making.

Recruitment processes, particularly for senior civil service positions, face limitations. The implementation of the new regulatory framework for merit-based recruitment is still in progress, hindered by data unavailability. Streamlining recruitment practices and ensuring equal opportunities are vital for a fair and inclusive public sector.

The remuneration system for civil servants lacks transparency and fairness, characterized by vague salary regulations and persistent disparities. The absence of a centralized website for salary information compounds the issue, exacerbating inequalities. Establishing clear guidelines and a comprehensive platform for salary information will promote transparency and equity.

Integrity and anti-corruption measures require substantial improvement. Although the legal framework for public sector integrity is comprehensive, effective implementation and policy enforcement are lacking. Low confidence in these measures among civil society organizations and civil servants underscores the need for more robust actions to combat corruption and restore trust.

While whistleblower protection has noted slight progress, further measures are necessary to ensure comprehensive safeguards and encourage reporting without fear of reprisal. A secure environment for reporting misconduct will contribute to a culture of accountability and transparency.

Addressing these challenges is crucial to enhance transparency, professionalism, and efficiency in Kosovo's public sector. By improving data management, recruitment processes, remuneration systems, integrity measures, and whistleblower protection, Kosovo can foster trust in its public administration and deliver high-quality public services to its citizens.

## ACCOUNTABILITY

### Unlocking Transparency: Challenges and Gaps in Access to Public Documents and Information in Kosovo

The appointment of the Commissioner for Information and Privacy in June 2021 represents a positive development, as it has fully functionalized the Agency for Information and Privacy. This agency plays a crucial role in facilitating access to public documents and safeguarding personal data.

There has been a significant absence of genuine reorganization within ministries since the government restructuring three years ago. Many administrative structures continue to operate independently, resulting in a lack of merged ministry websites and a scarcity of public documents and data.

Survey results reveal that public authorities do not record sufficient information to enable the public to exercise the right to access information. The legislation's exceptions to the public character of information produced by public authorities were deemed inadequate, and their application in practice was not satisfactory.

While some progress has been made in providing requested information in the appropriate format and within legal deadlines, there is room for improvement. Notably, the release of non-classified portions of information containing classified materials needs enhancement, and efforts should be made to avoid misleading requesters with partial information.

The proactive approach of public authorities in informing the public is lacking, as seen across sampled institutions. Although some institutions publish relevant policy documents and analysis, the citizen-friendliness of this information needs improvement.

Overall, there are positive examples of open data policy implementation within certain institutions. However, more proactive efforts are required to provide data in an open format.

On the other hand, despite LAPD being in force for four years, its practical implementation has been minimal. The rationalization process of agencies has made little progress, although the Law on the first wave of rationalization of agencies and the establishment of accountability lines was approved in 2020, indicating a step towards reforming the current system.

To enhance the right of access to public documents, it is recommended to strengthen the implementation of LAPD, accelerate the rationalization of agencies, promote genuine reorganization within ministries, improve the citizen-friendliness of published information, and further advance the proactive provision of data in an open format.

## SERVICE DELIVERY

### Navigating the Administrative Maze

This executive summary presents key insights and recommendations for improving service delivery in Kosovo. While there are positive aspects such as improved service delivery and a generally positive public perception, there are significant areas that require attention and improvement to ensure efficient and accessible administrative services.

Although a notable percentage of respondents recognize digital government initiatives, awareness of the availability of e-services remains limited. Efforts should be made to promote and raise awareness about e-services, while ensuring their accessibility to all citizens. Enhancing accessibility is particularly crucial for persons with disabilities, to ensure inclusivity and equal access to services.

Public engagement and feedback collection mechanisms need improvement. It is essential to encourage citizens to provide improvement proposals and suggestions for enhancing services. Furthermore, collected feedback should be effectively utilized and reported to the public. Transparency can be enhanced by publishing feedback results and trends, allowing citizens to monitor service quality and hold the administration accountable.

Comprehensive and easily accessible information about administrative services is essential. Service providers should provide clear descriptions, citizens' rights and obligations, service fees, and differentiate between e-services and in-person services. Establishing clear legal bases for administrative procedures will simplify processes and align special laws with the Law on General Administrative Procedure.

Public administration should proactively publish information on their websites, including details on all services provided, pricing, expected timeframes for service delivery, and contact information of responsible personnel. To enhance efficiency and accessibility, the establishment of one-stop shops is recommended. These centralized points of service can streamline access to administrative services, ensuring convenience and reducing bureaucratic hurdles.

The findings emphasize the need to address challenges such as limited awareness of e-services, insufficient public engagement, gaps in information provision, and the importance of accessibility and transparency. By implementing the recommended improvements, administrative services in Kosovo can become more citizen-centric, efficient, and transparent.

### The Fiscal Curtain: Transparency, Proactivity, and the Quest for Engagement in Kosovo's Governance"

The analysis of budgetary information and related documents in Kosovo demonstrates satisfactory levels of transparency and availability of data online. In-year budget execution reports, monthly reports, and mid-year budget execution reports are easily accessible from the Ministry of Finance's website, providing detailed information on budget spending, including COVID-19 management and economic recovery efforts. However, the annual year-end reports for 2021 lack non-financial information about government performance for individual budget users or specific policies. Proactive engagement with the public, such as press releases and social media activity, is insufficient, and parliamentary deliberations on budget reports are absent.

Regarding public procurement, the central procurement authority regularly publishes reports on the implementation of the public procurement policy, and the public procurement portal offers user-friendly access to full tender documentation. However, reports on individual institutions are not available, only consolidated reports.

In terms of Public Internal Financial Control (PIFC), the reports drafted by the Ministry of Finance are not online, and the PIFC Strategy is outdated. The quality of reviews of internal audit reports is not published, and financial management and control information is lacking, for most ministries.

There is a need for greater proactive engagement with the public, including press releases and media appearances, as well as improved accessibility and readability of audit reports. The National Audit Office (NAO) and State Audit Institution (SAI) employ various means of communication but lack citizen-friendly summaries in their reports. The KNAO website does not provide specific channels for submitting complaints or initiatives from external stakeholders.

Consultation with civil society organizations (CSOs) regarding risks in the public sector is limited, and the formalized process of consultation needs improvement.

Overall, while there are positive aspects of transparency and availability of budgetary information in Kosovo, there is a lack of proactive engagement, accessibility of certain reports, and meaningful consultation with CSOs. Addressing these areas would contribute to enhanced accountability and public participation in governance processes.

# LIST OF ABBREVIATIONS

<b>AP</b>	Action Plan
<b>APSMPAR</b>	Action Plan for the Implementation of the Strategy for Modernization of Public Administration
<b>BSL</b>	Budget System Law
<b>BRS</b>	Better Regulation Strategy
<b>CSL</b>	Civil Service Law
<b>CSO</b>	Civil Society Organisation
<b>EC</b>	European Commission
<b>ERP</b>	Economic Reform Programme
<b>FAQ</b>	Frequently Asked Questions
<b>FOI</b>	Freedom of Information
<b>GAWP</b>	Annual Work Plan of the Government
<b>GSG</b>	General Secretariat of the Government
<b>HRM</b>	Human resource management
<b>HRMS</b>	Human Resource Management Service
<b>IA</b>	Internal audit
<b>ID</b>	Personal Identification Document
<b>IMF</b>	International Monetary Fund
<b>IPA</b>	Instrument for Pre-Accession
<b>ISSAI</b>	International Standards of Supreme Audit Institutions
<b>KBRA</b>	Kosovo Business Registration Agency
<b>LGAP</b>	Law on General Administrative Procedure
<b>LPS</b>	Law on Planning System
<b>LSA</b>	Law on State Administration
<b>MCTI</b>	Ministry of Construction, Transport and Infrastructure
<b>MME</b>	Ministry of Mining and Energy
<b>MoF</b>	Ministry of Finance
<b>MoDSI</b>	Ministry of Diaspora and Strategic Investments
<b>MPALSG</b>	Ministry of Public Administration
<b>MTI</b>	Ministry of Trade and Industry
<b>MCYS</b>	Ministry of Culture, Youth and Sport
<b>NCEU</b>	National Convention on the EU
<b>NAO</b>	National State Audit
<b>NPAA</b>	National Programme for the Adoption of the Acquis
<b>OGP</b>	Open Government Partnership
<b>PDA</b>	Public Debt Administration
<b>PFM</b>	Public Finance Management Reform Programme
<b>PIFC</b>	Public Financial Internal Control
<b>PPS</b>	Public Policy Secretariat
<b>PS</b>	Public Service
<b>RGA</b>	Republic Geodetic Authority

<b>RIA</b>	Regulatory Impact Assessment
<b>RoP</b>	Rules of Procedure
<b>SAI</b>	Supreme Audit Institution
<b>SBS</b>	Sector Budget Support
<b>SIGMA</b>	Support for Improvement in Governance and Management
<b>TAK</b>	Tax Administration
<b>VAT</b>	Value Added Tax
<b>WB</b>	Western Balkans
<b>WG</b>	Working Group

# I. INTRODUCTION





## I.1 PAR Monitor three cycles in – continuing relevance of public administration reform monitoring for the Western Balkans' EU integration

The WeBER initiative embarked on monitoring of public administration reforms (PAR) in the Western Balkans (WB) in 2016, publishing the first, baseline PAR Monitor in 2018. Since then, the PAR Monitor has become an increasingly important source of credible and evidence-based findings on the region's administrations' successes and challenges, particularly concerning their openness, transparency, and accountability to the citizens. The PAR Monitor has thus helped strengthen the role of civil society in monitoring and informing PAR policies in the region, as well as the Commission's annual reports on each candidate and potential candidate country in the WB. This new edition – PAR Monitor 2021/2022 – is the result of the third consecutive biennial monitoring cycle implemented by the WeBER research team, using the state-of-the-art methodology developed by the civil society for the civil society, relying on the EU principles of good administration.

With each new step in the enlargement policy, the Commission has reaffirmed PAR as an essential area for achieving EU membership. In its communication *Enhancing the accession process - A credible EU perspective for the Western Balkan from February 2020*, which calls for more credibility, political steering, and predictability of the enlargement process, it has proposed clustering of negotiating chapters and reform areas, placing PAR in Cluster 1 – Fundamentals, together with rule of law, economic governance, and the functioning of democratic institutions.<sup>1</sup> Thus, PAR found its place within the key group of reform areas whose assessment determines the overall progress in the EU integration process.

The EU's framework for defining, guiding, and assessing administrative reforms in the context of enlargement remains embedded in the *Principles of Public Administration*, first published in 2014. Also known as the "SIGMA principles" (since they are assessed regularly by the OECD's SIGMA programme),<sup>2</sup> they offer a roadmap for EU candidates and potential candidates to follow and comply with in PAR while working to become successful EU member states. The European Commission (EC) and SIGMA worked together to define the scope of these principles of public administration,<sup>3</sup> structured around six key areas:

1. strategic framework for public administration reform
2. policy development and coordination
3. public service and human resource management
4. accountability
5. service delivery
6. public financial management.

Nine years since the publication of the *Principles*, SIGMA and DG NEAR initiated their review, reflecting on the implementation feedback and introducing significant novelties. For example, principles addressing elements of multi-level governance have been introduced, whereas in the past the framework mainly concerned central governance level. At the time of the finalisation of this report, the revised *Principles* were still being finalised, following an online consultation process with external stakeholders that closed in February 2023. PAR Monitor 2021/2022 entirely relies on the 2014 framework of *Principles*, also valid during the past cycles of WeBER monitoring.<sup>4</sup>

1 "Fundamentals" cluster includes Chapter 23 - Judiciary and fundamental rights, 24 - Justice, Freedom and Security, economic criteria, functioning of democratic institutions, public administration reform, as well as chapters 5 - Public procurement, 18 - Statistics, and 32 - Financial control. In: European Commission, *Enhancing the accession process - A credible EU perspective for the Western Balkans*, February 2020, available at: [https://ec.europa.eu/commission/presscorner/detail/en/IP\\_20\\_181](https://ec.europa.eu/commission/presscorner/detail/en/IP_20_181).

2 SIGMA (Support for Improvement in Governance and Management) is a joint initiative of the OECD and the EU, principally funded by the EU. Its key objective is to strengthen the foundations for improved public governance, hence supporting socioeconomic development in the regions close to the EU by building capacities in the public sector, enhancing horizontal governance, and improving the design and implementation of public administration reforms, including proper prioritisation, sequencing, and budgeting. More information is available at: <http://www.sigmaweb.org/>.

3 *Principles of Public Administration for EU candidates and potential candidates*: <https://bit.ly/395diWq>. A separate document entitled *The Principles of Public Administration: A Framework for ENP Countries* has been developed for the countries falling under the European Neighbourhood Policy (ENP): <http://bit.ly/2fsCaZM>.

4 For more information on the process of revision of SIGMA Principles of Public Administration please visit <https://www.sigmaweb.org/publications/principles-public-administration-consultation.htm>.

Since its inception, WeBER<sup>5</sup> adopted the Principles of Public Administration as the main building block of its PAR Monitor. The main reasons for such a decision remain the same to date. First, the Principles are a common denominator for PAR in the region, allowing for regional comparisons, peer learning and peer pressure among the WB administrations. Second, they guide the reforms in the region towards the fulfilment of EU membership conditionalities, thus helping their transformation into capable future EU member states.

That said, WeBER's monitoring approach lies from the onset in the understanding that until the EU accessions of the WB, SIGMA/OECD will be engaged in the region, relying also on the hard EU conditionalities as an external driving force of reforms. Until that time, local civil society can deliver complementary findings in their focus areas, but also gradually expand the scope of its monitoring and seek ways to continue with this process in a more holistic way in the post-accession period, when SIGMA will no longer have the mandate to perform external assessments of PAR. By that time, local civil society actors should have a developed approach in identifying critical areas of intervention on which to focus their monitoring efforts. As previous enlargement rounds have demonstrated, without the EU conditionality, and regular external monitoring and assessment of reforms, countries can easily backslide in their reforms post-accession, effectively moving away from good governance standards.

To that end, WeBER's rationale remains as relevant as when WeBER was initiated - that only by empowering local non-governmental actors and strengthening participatory democracy at the national and local levels can put pressure on governments to implement often painful and inconvenient administrative reforms in the post-accession period. WeBER team has continually worked over the years on preparations for such a scenario, in which local civil societies, as domestic accountability seekers, lead and initiate PAR demand, and closely and credibly observe PAR in WB. Range of WeBER support to regional civil society in the previous period is broad and it included multiple awareness raising and capacity building initiatives. Additionally, this support meant the involvement of CSOs in the PAR monitoring process and the creation of the PAR monitor reports, mentoring of local CSOs who monitor local governments and regular consultations with CSOs on the implementation of the PAR Monitor and national and regional PAR developments. Also, we have introduced novel civil society approaches to PAR such as piloting monitoring of mainstreaming PAR in different policy sectors,<sup>6</sup> and the creation of online portals through which citizens are invited to share their experiences in interacting with public administrations.<sup>7</sup>

The outbreak of the COVID-19 pandemic in 2020, still ongoing during the third monitoring cycle, was again an additional reminder of the importance of well-functioning public administrations able to exercise primary functions of serving the needs of citizens. This global, outstanding circumstance has brought to the fore the issue of public administrations' ability to adapt and go the extra mile in delivering services digitally, enabling contactless, yet unhampered communication with citizens, and providing teleworking options for civil service employees.

However, unlike the previous round for 2019/2020, PAR monitoring work for 2021/2022 was less affected by the measures for mitigating coronavirus spread in the region, meaning that communication and coordination within the WeBER research team as well as research work (team meetings, focus groups, interviews) were conducted both in virtual space and in person. Effects that the COVID-19 pandemic had on the operations of public administrations, for the better or worse, are highlighted in the research findings, where applicable.

The methodological approach of the PAR Monitor is given in the methodology appendix of this report, that provides details on the OECD/SIGMA principles of PA as regional framework for monitoring, rationale behind selecting principles, WeBER indicator design, the PAR Monitor package, quality assurance procedures applied, monitoring timeframe and limitations of WeBER's scope and approach. The WeBER team did not make methodological changes in the 2021/2022 monitoring cycle, the last, notable methodology revisions being from the PAR Monitor 2019/2020 (see Methodology Appendix for details). The 2021/2022 monitoring was conducted between January and November 2022 and, for the most part, focused on practices of administrations in the region implemented in 2021 and the first half of 2022.

5 Starting from December 2019, WeBER is being implemented under the title "WeBER2.0 - Western Balkan Civil Society Empowerment for a Reformed Public Administration".

6 Regional and national reports on mainstreaming the Principles of Public Administration into policy sectors available at: <https://www.par-monitor.org/mainstreaming-principles-of-public-administration-into-policy-sectors/>.

7 The citizens portals for the six administrations are available at: <https://citizens.par-monitor.org/>.

This report follows a standard outline established for the two previous PAR Monitors and is divided into six chapters: 1) strategic framework for public administration reform, 2) policy development and coordination, 3) public service and human resource management, 4) accountability, 5) service delivery, and 6) public financial management. Each chapter follows an identical structure.

In each chapter introduction, the reader is briefly introduced to the WeBER indicators used in the observed PAR area and their values for Kosovo, on a scale from 0 to 5. Immediately after, a brief state of play in Kosovo is given to contextualize the analysis for the observed area, based on existing secondary sources. The state of play sections largely relies on the latest European Commission report for 2022 and the SIGMA assessment from 2021, but also refer to other relevant sources. State of play is followed by the WeBER monitoring focus, describing the methodological steps in more detail, illustrating the structure of each principle and indicator, including data collection and analysis methods.

The key section of each chapter is the presentation of WeBER monitoring results, stemming from thorough and methodologically robust research conducted in Kosovo. For each PAR area, indicator values, and scores of their elements, are presented for all completed WeBER monitoring cycles to date allowing easy insight and comparison of monitoring results for the three PAR monitoring exercises. A summary of results that follows for each area presents key, succinct one-page findings and trends.

Finally, section on recommendations consists of implementation status of recommendations proposed in PAR Monitors 2019/2020 and 2017/2018. For each recommendation colour codes are assigned, and explanations given as to why recommendation was assessed in certain way (e.g., fully, or partially implemented, initiated, or no action taken). Secondly, based on the detailed elaboration of findings for Kosovo in this monitoring cycle, the report either repeats past recommendations that were assessed as not implemented or proposes new ones for the responsible government authorities. As certain recommendations from the previous PAR Monitors are still relevant, a few of them is repeated and some slightly modified.

## II. PAR STRATEGIC FRAMEWORK AREA



## II.1 WeBER indicators used in PAR Strategic Framework and country values for Kosovo

### **SFPAR P1 I1: Use of participatory approaches in the development of key strategic PAR documents**

0 | 1 | 2 | 3 | 4 | 5

### **SFPAR P2\_P4 I1: Civil society involvement in the PAR monitoring and coordination structures**

0 | 1 | 2 | 3 | 4 | 5

## II.2 State of Play in the PAR Strategic Framework and main developments since 2020

At the end of 2022 and early 2023, the strategies pertaining to Public Administration Reform (PAR), Public Finance Management, and National Development Strategy were adopted<sup>8</sup>, hence marking significant progress. However, it is important to note that our monitoring efforts for the 2021/22 cycle did not encompass these aforementioned strategies considering the time that this area's indicators were analysed and monitored. Moreover, it is noteworthy that civil society organizations (CSOs) were seldom consulted during the formulation of these strategies. Nevertheless, all the strategies underwent public consultations, complying with the Regulation on Minimum Standards for Public Consultations, which mandates the inclusion of public input for all draft strategies.

With regard to the management of PAR in Kosovo, the existing organizational framework remains largely unchanged, notwithstanding few modifications. The PAR reporting and monitoring framework entail the establishment of two structures, namely the Ministerial Council of Public Administration Reform (MCPAR) and the Structures Responsible for Coordination, Monitoring, and Implementation (SRCMI) of PAR Strategic Documents, as per the government's decision. According to the recent government decision in 2020, the Ministry of Internal Affairs (MIA) has been entrusted with the overall coordination of PAR, while the Department for Administrative Reform Management within the ministry assumes the responsibility of coordinating and monitoring PAR strategic documents.

However, it is important to note that the Government decision on PAR structures does not explicitly outline the involvement of CSOs within the administrative or political structures for PAR coordination and monitoring. Furthermore, none of the four strategic documents make reference to the participation of CSOs in any of the PAR coordination and monitoring structures. Nonetheless, it is worth highlighting that the government decision on MCPAR allows the head of the Ministerial Council to invite representatives from other institutions and organizations, if the issues to be discussed fall within their respective scope of work.

<sup>8</sup> Strategic Documents, Office of Prime Minister, available at: <https://kryeministri.rks-gov.net/dokumente/>

## II.3 What does WeBER monitor and how?

Monitoring the Strategic Framework of Public Administration Reform is based on three SIGMA Principles in this area, focusing on the existence of effective PAR agendas, the implementation and monitoring of PAR, as well as on the existence of PAR management and coordination structures at the political and administrative levels.

**Principle 1:** The government has developed and enacted an effective public administration reform agenda that addresses key challenges;

**Principle 2:** Public administration reform is purposefully implemented; reform outcome targets are set and regularly monitored;

**Principle 4:** Public administration reform has robust and functioning management coordination structures at both the political and administrative levels to steer the reform design and implementation process.

The selected principles are assessed entirely from the view of the quality of involvement of civil society and the public in the processes of developing PAR strategic documents, and in participation in the monitoring and coordination structures that should ensure their purposeful implementation. A focus on inclusiveness and participation aims to determine the extent to which relevant stakeholders' needs and views are consulted and taken into consideration when developing and implementing reform agendas.

For this purpose, two WeBER indicators were developed. The first one focuses on the existence and quality of consultation processes in the development of key PAR strategic documents. A sample of up to six key PAR strategic documents was assessed in each Western Balkan administration. The most comprehensive PAR documents (PAR strategies or similar) and PFM reform documents were selected as mandatory sample units, while the selection of other strategic documents covering the remaining PAR areas was dependent on PAR agendas currently in place. Monitoring was performed by combining data sources to ensure the reliability of results, including the qualitative analysis of strategic documents, and official data that is publicly available or obtained from institutions responsible for PAR. Moreover, analysis of documents was corroborated with the results of semi-structured interviews with representatives of institutions responsible for PAR and focus groups with civil society representatives who participated in consultation processes (where it was impossible to organise focus groups they were replaced with interviews with civil society representatives). Since strategic documents usually cover multiple years, and their adoption or revision does not necessarily coincide with WeBER monitoring cycles, findings were carried over for strategic documents that did not undergo revision or were not updated at the time of WeBER monitoring.

For Kosovo, therefore, the analysis under this indicator included documents from baseline PAR Monitor:

- Action Plan 2019-2020 of the PFM Reform Strategy 2016-2021
- Action Plan Implementing the Strategy for the Modernization of Public Administration 2018-2020
- Strategy for Improving Policy Planning and Coordination in Kosovo 2017-2021
- Revised Better Regulation Strategy 2017-2021

The monitoring of the participation of civil society in PAR implementation (in PAR coordination and monitoring structures) considered only the most comprehensive PAR strategic documents being implemented as units of analysis. The intention of this approach was to determine whether efforts exist to better facilitate monitoring and coordination structures in PAR agenda generally. As for the first indicator, review and qualitative assessment of official documents pertaining to the organisation and functioning of these structures was performed, and other data sources were used to corroborate the findings.

## II.4 WeBER monitoring results

### Principle 1: The government has developed and enacted an effective public administration reform agenda that addresses key challenges

#### *WeBER indicator SFPAR P1 I1: Use of participatory approaches in the development of key strategic PAR documents*

Indicator elements	Scores 2021/2022	Scores 2019/2020	Scores 2017/2018
E1. Consultations with civil society are conducted when the document(s) are developed	0/4	0/4	0/4
E2. Consultations with civil society are conducted in an early phase of the development of the document(s)	0/4	0/4	0/4
E3. Invitations to the civil society to participate in the consultations are open	2/4	2/4	2/4
E4. Responsible government bodies are proactive in ensuring that a wide range of external stakeholders become involved in the process	0/2	0/2	0/2
E5. Civil society is provided complete information for preparation for consultations	2/4	2/4	2/4
E6. Comments and inputs received in the consultation process are considered by the responsible government bodies in charge of developing key PAR strategic documents	0/4	0/4	0/4
E7. Responsible government bodies publicly provide feedback on the treatment of received comments	0/2	0/2	0/2
E8. Responsible government bodies engage in open dialogue with civil society on contested questions	0/2	0/2	0/2
E9. Consultations in the development of strategic PAR documents are open to the public	2/4	2/4	2/4
<b>Total score</b>	<b>6/30</b>	<b>6/30</b>	<b>6/30</b>
<b>Indicator value 2020/2021 (scale 0 – 5)<sup>9</sup></b>	<b>1</b>		
<b>Indicator value 2019/2020 (scale 0 – 5)<sup>10</sup></b>		<b>1</b>	
<b>Indicator value 2017/2018 (scale 0 – 5)<sup>11</sup></b>			<b>1</b>

The involvement of civil society organizations (CSOs) in the development of PAR strategic documents varies across different cases. Although there are existing documents and sources indicating that CSOs were consulted, the evidence is sometimes limited. However, the assessment of the consultation process suggests that it did not fully meet the obligatory criteria outlined in the methodology section for any of the PAR strategic documents.

For the SMPAR Action Plan, CSOs were consulted through various means. These included commenting via the Platform for Public Consultations (PPC), where the draft SMPAR Action Plan was published for a 15-day open consultation period. CSOs also had the opportunity to provide comments via email. Additionally, a consultative meeting was held, although only a selected number of CSOs (specifically, 7 think-tank organizations) were invited. The Ministry of Public Administration incorporated the CSOs' comments into the draft Action Plan following the consultative meeting. Regarding the Public Finance Management Reform Strategy (PFMRS) 2016-2020, documents obtained through the Freedom of Information (FOI) process revealed that CSOs were consulted during the official public debate on the strategy. However, no documents or sources related to the consultation process were found online. The invitation email sent to selected CSOs for the public debate did not provide information on the elements of the public consultation procedure, raising questions about the fulfilment of obligatory criteria. CSOs' comments on the PFMRS were considered, and feedback was provided, but the document itself was not publicly available. Evidence suggests that CSOs were consulted during the

<sup>9</sup> Conversion of points: 0-5 points = 0; 6-10 points = 1; 11-15 points = 2; 16-20 points = 3; 21-25 points = 4; 26-30 points = 5

<sup>10</sup> *ibid.*

<sup>11</sup> *ibid.*

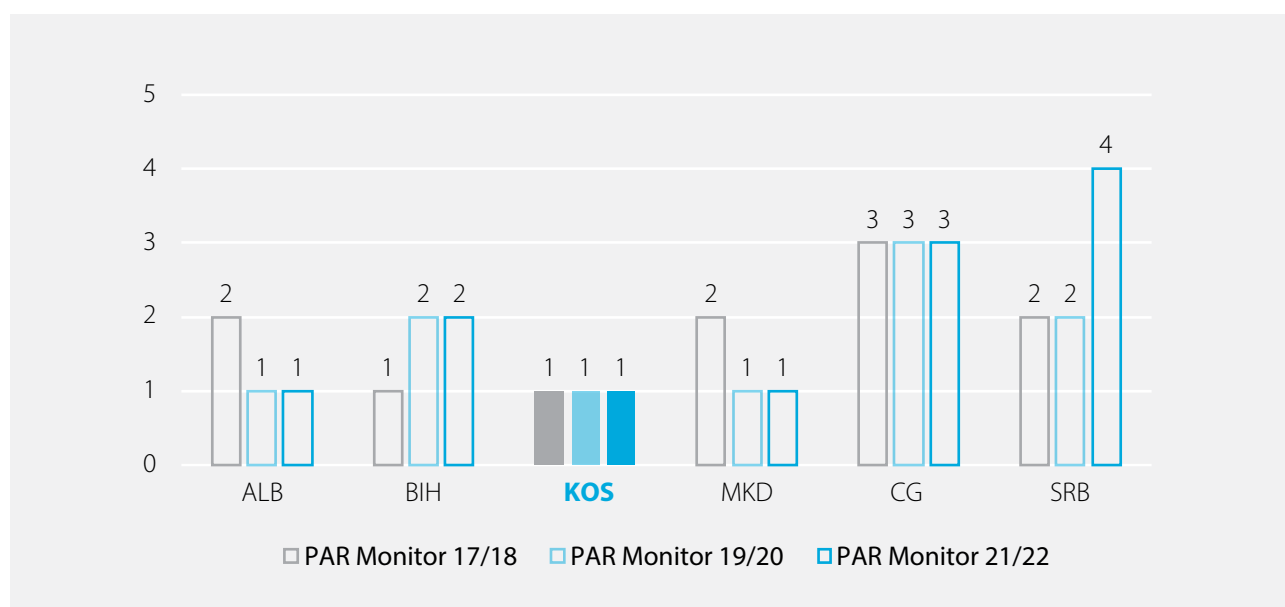
development of both the initial and revised versions of the Better Regulation Strategy (BRS 2.0). The revised version of BRS 2.0 underwent a public consultation process through the Platform for Public Consultations, which allowed for a 15-day open period for contributions. However, the report from the public consultations was not published online, making it challenging to assess how the comments were addressed.

Furthermore, the assessment indicates that the formal procedures for conducting public debates were not fully respected for both the PFMRS and SIPPC. There is no evidence that CSOs had the opportunity to participate in early consultations before the drafting process, as highlighted in the SIGMA 2017 Country Report for Kosovo. However, the GAP Institute representative claimed to have been involved throughout the development of the PFMRS, suggesting an exception to this trend. Officials from responsible institutions stated that no contested questions were raised during the dialogue with CSOs but emphasized their commitment to addressing such questions if they were to arise.

As for the Action Plan on PFMRS 2019-2020, consultations took place in compliance with regulations, but there was no proactive invitation from the responsible government body using social media to engage CSOs. Notably, there were no early consultations for this action plan. While there was not an open invitation, individuals could submit comments and contributions through the online platform for public consultations.

## ■ How does Kosovo do in regional terms?

*Indicator SFPAR P1 I1: Use of participatory approaches in the development of key strategic PAR documents*



Regional PAR Monitor reports with results for all WB administrations are available at: [www.par-monitor.org](http://www.par-monitor.org)



**Principle 2: Public administration reform is purposefully implemented; reform outcome targets are set and regularly monitored;**

**Principle 4: PAR has robust and functioning management co-ordination structures, at both the political and administrative levels to steer the reform design and implementation process**

*WeBER indicator SFPAR P2\_4 I1: Civil society involvement in the PAR monitoring and coordination structures*

Indicator elements	Scores 2021/2022	Scores 2019/2020	Scores 2017/2018
E1. Administrative structures for PAR coordination and monitoring foresee an involvement of CSOs	<b>0/2</b>	0/2	0/2
E2. Political level structures for PAR coordination foresee an involvement of CSOs	<b>0/2</b>	0/2	0/2
E3. Format of CSO involvement in administrative structures for PAR coordination and monitoring	<b>0/4</b>	0/4	0/4
E4. Format of CSO involvement in political structures for PAR coordination and monitoring	<b>2/4</b>	1/4	1/4
E5. Involvement of CSOs is achieved based on an open competitive process	<b>0/4</b>	0/4	0/4
E6. Meetings of the PAR coordination and monitoring structures are held regularly with CSO involvement	<b>0/4</b>	0/4	0/4
E7. The format of meetings allows for discussion, contribution and feedback from CSOs	<b>0/4</b>	0/4	0/4
E8. CSOs get consulted on the specific measures of PAR financing	<b>0/4</b>	0/4	0/2
<b>Total score</b>	<b>2/26</b>	<b>1/26</b>	<b>1/26</b>
<b>Indicator value 2020/2021 (scale 0 – 5)<sup>12</sup></b>	<b>0</b>		
<b>Indicator value 2019/2020 (scale 0 – 5)<sup>13</sup></b>		<b>0</b>	
<b>Indicator value 2017/2018 (scale 0 – 5)<sup>14</sup></b>			<b>0</b>

Following the restructuring of Kosovo's government in 2020, a significant change occurred as the Ministry of Public Administration was merged within the Ministry of Internal Affairs. Consequently, the Ministry of Internal Affairs assumed the responsibility of coordinating and monitoring the Public Administration Reform (PAR) process. This new structure remained intact even after the establishment of the new government in March 2021.

The organizational and political structures governing PAR coordination and monitoring are outlined in the government's 2020 Decision on the Organization and Monitoring of the Ministerial Council for Public Administration Reform (MCPAR) and the Responsible Structures for Coordination, Monitoring, and Implementation (RSCMI) of PAR Strategic Documents. Specifically, the Public Administration Department within the Ministry of Internal Affairs is entrusted with the coordination and monitoring of PAR strategic documents. However, the government decision on PAR structures does not explicitly include civil society organizations (CSOs) in the administrative or political structures for PAR coordination and monitoring. Additionally, none of the four PAR strategic documents mention the involvement of CSOs in these coordination and monitoring structures. Nevertheless, the government decision on MCPAR does grant the head of the Ministerial Council the authority to invite representatives from other institutions and organizations if the issues under discussion fall within their scope of work.

<sup>12</sup> Conversion of points: 0-5 points = 0; 6-10 points = 1; 11-15 points = 2; 16-20 points = 3; 21-25 points = 4; 26-30 points = 5

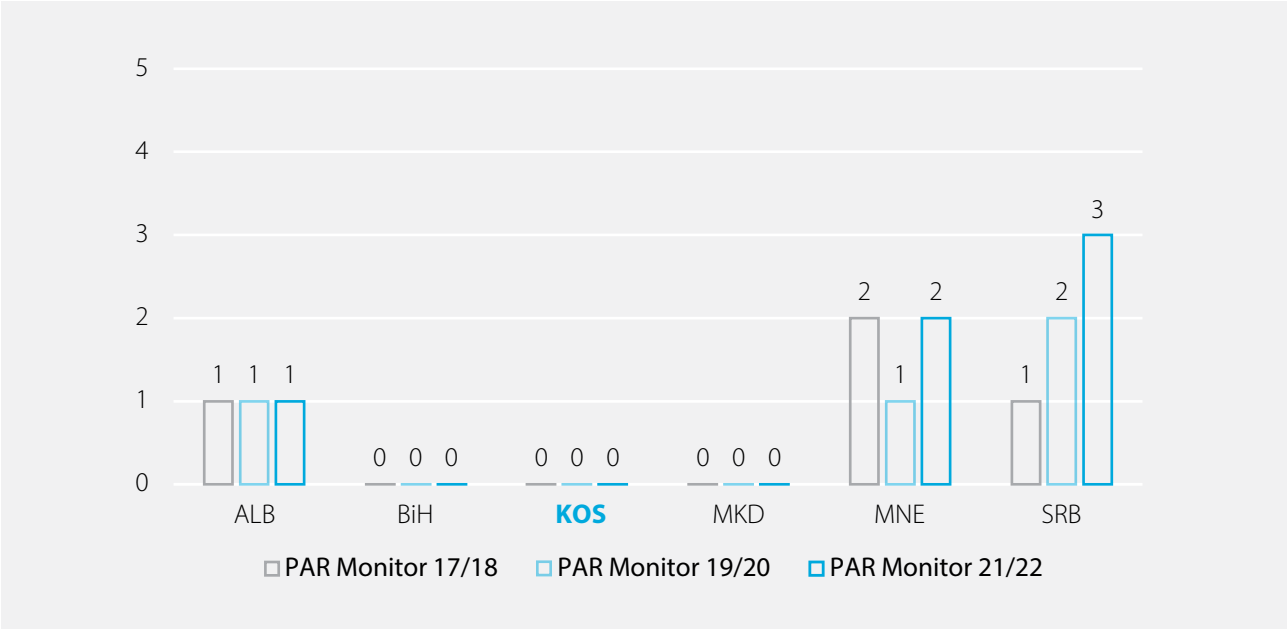
<sup>13</sup> *ibid.*

<sup>14</sup> *ibid.*

It is worth noting that although past strategies did not explicitly provide for the involvement of CSOs in PAR coordination and monitoring structures, Article 5 of the Regulation on Minimum Standards for Public Consultations emphasizes that all draft strategies are subject to the public consultation process. Notably, during the monitoring period, the new Strategy on Public Administration Reform 2022-2026 was undergoing public consultations, indicating a commitment to soliciting public input.

■ **How does Kosovo do in regional terms?**

*Indicator SFPAR P2\_P4 I1: Civil society involvement in the PAR monitoring and coordination structures*



Regional PAR Monitor reports with results for all WB administrations are available at: [www.par-monitor.org](http://www.par-monitor.org)

## II.5 Summary results: PAR Strategic Framework

*The consultation of civil society in Kosovo during the development of Public Administration Reform (PAR) strategic documents is infrequent or non-existent. While CSO participation is sometimes ensured through public consultations or formal public debates, the availability and reliability of information regarding these consultation processes often lack transparency. However, evidence does indicate the involvement of CSOs in the consultation process for the analysed strategic documents.*

*Among the four strategies examined, the consultation process for the Action Plan of the Strategy for Modernization of Public Administration 2018-2020 stands out. CSO engagement in this process occurs through the Platform for Public Consultations, as well as through select CSOs being invited to participate in public debates. Furthermore, comments can be submitted via email to the responsible institution.*

*Unfortunately, there is a lack of proactive efforts by government bodies to ensure the involvement of a wider range of external stakeholders in the consultation process. It is important to note that the same documents were analysed during this monitoring period, with the exception of the Action Plan on Public Financial Management Reform Strategy 2019-2020, which had a non-open invitation for consultation.*

*CSOs focused on PAR issues and involved in consultation processes have confirmed the absence of mechanisms to include CSOs in the development of PAR strategic documents. The list of the strategic documents remains the same as in the previous PAR Monitor ('19-'20). During the monitoring period the new strategies were being drafted.*

## II.6 Recommendations for PAR Strategic Framework

### Tracking recommendations under the 2019/2020 PAR Monitor

<b>Recommendation</b>	<b>Status</b>	<b>Comment</b>
1. Institutions should organise consultations with CSOs as early as possible in the development process of documents. Although modalities of early involvement of external stakeholders can differ - from consultation meetings or similar events, participation in working groups, or even online consultative forums, early consultations should serve to gather substantive inputs before the final drafts, i.e. main policy directions are decided upon.	<b>Partially Implemented</b>	The involvement of CSOs is selective and does not apply to each process.
2. Consultations need to be broadly advertised, and all interested CSOs need to have the chance to participate. For the former, informing at least through own website and available social media channels (of the responsible body if applicable) should become universally applied standard. For the latter, restrictions to participate in consultations, if any, should be limited to only basic criteria and CSOs from local communities need to be included as much as possible	<b>Partially Implemented</b>	Consultations still need to be broadly advertised not just in the public consultations platform. Open invitations should be a practice amongst the responsible institutions.
3. Reporting on consultation results should be public and clearly address all inputs received. To make full use of public consultation reports and increase trust in the process, it is recommended to address each comment individually, explaining reasons behind accepting or rejecting it. Although addressing group of comment/inputs can be justified in certain cases, vague statements, that do not clearly explain how certain input will contribute to the adopted solutions or why it is rejected, need to be completely avoided.	<b>Partially Implemented</b>	Consultations report should be published for each consultation in a timely manner, without exceptions. Most of the institutions are publishing the final reports of the consultations process, but there is still room for improvement in this matter.
4. Proactively addressing diverse group of stakeholders to participate should become a regular practice, and not dependent on the specific matter of the strategic document. That is, all consultations should include invitations to organisations that focus on horizontal niches or groups relevant from the lenses of PAR success (e.g. people with disabilities, organisations dealing with gender issues and similar).	<b>Partially Implemented</b>	The Government remained passive in this matter. The participation of the stakeholders is limited due to the closed invitations practice that the Government established.
5. First, the administrative structures should be made fully functional and CSOs should be included in both PAR coordination and monitoring structures. All CMPAR members should have an opportunity to propose and choose a representative as a way of increasing trust, transparency and reduce discretion.	<b>Not implemented</b>	Even though the structures are functional, CSOs are still not included in the PAR coordination and monitoring structures. The Ministerial Council has the right to invite representatives of other institutions and organisations if the issues to be discussed fall within the scope of work of such organisations. Also, the Regulation on Minimum Standards for Public Consultations process states that all draft strategies are subject to the public consultation process.

<b>Recommendation</b>	<b>Status</b>	<b>Comment</b>
6. MIA should ensure that CSO contributions collected via the existing means (PPC, public debates etc) are meaningfully considered at both levels within the overall decision-making of the monitoring and coordination structure.	<b>Partially Implemented</b>	This recommendation is linked to the one above, so firstly the inclusion of CSOs in PAR coordination and monitoring structures should take place.
7. MIA should put greater focus on the concrete issues and problems deriving from the current PAR implementation. Instead of, or in parallel to, presenting the whole PAR monitoring report, attention should be devoted to prevent issues and most problematic areas, especially related to citizen-facing aspects of administration -openness, transparency, responsiveness of administration, inclusiveness.	<b>Not implemented</b>	Even the European Commission report stated that since the resignation of former Prime Minister Haradinaj, the focus of the Government in SFPAR began to slow down. Also, the previous Governments did not put a great focus on these area. Hence, the MIA and the OPM as well should be devoted to the most problematic areas and deliver concrete solutions.
8. It is important to ensure consistency of the CMPAR calendar as legally stipulated. Having in mind that regularity of meetings is laid down by the Government decision, failure to hold a meeting should be preceded by mandatory written notice to all the members on the reasons, and measures to manage backlog.	<b>Not implemented</b>	There were no written notices in the cases when the meeting failed to be held. This practice should be established as soon as possible by the Government, or even be included in the decision on the CMPAR structure.

## 2021/2022 PAR Monitor Recommendations

1. Institutions should prioritize organizing consultations with CSOs early in the document development process. Various methods can be employed for early involvement, such as consultation meetings, participation in working groups, or online forums. These consultations should aim to gather substantial inputs before final drafts and policy directions are determined.
2. Consultations must be widely advertised, and all interested CSOs should have the opportunity to participate. Standard practices should include informing through official websites and available social media channels of the responsible body. Restrictions on participation, if any, should be limited to basic criteria, and efforts should be made to include CSOs from local communities as much as possible.
3. Reporting on consultation results should be made public and all received inputs should be explicitly addressed. To enhance the usefulness and trust in the consultation process, it is recommended to address each comment individually, providing explanations for accepting or rejecting them. While groupings of comments may be justified in certain cases, vague statements that fail to clearly explain the contribution or rejection of specific inputs should be avoided.
4. Proactive efforts to engage a diverse group of stakeholders should be a regular practice, irrespective of the specific nature of the strategic document. Invitations to organizations focusing on horizontal niches or groups relevant to PAR success, such as those dealing with disabilities or gender issues, should be included in all consultations.
5. The administrative structures should be fully functional and include CSOs in both PAR coordination and monitoring structures. All members of the Ministerial Council for Public Administration Reform (CMPAR) should have the opportunity to propose and select a representative, fostering trust, transparency, and reducing discretion.
6. The Ministry of Internal Affairs (MIA) should ensure that CSO contributions collected through existing means, such as the Platform for Public Consultations (PPC) and public debates, are genuinely considered in the decision-making process of the monitoring and coordination structure.
7. The MIA should place greater emphasis on concrete issues and challenges arising from the current implementation of PAR. Rather than solely presenting the entire PAR monitoring report, priority should be given to addressing pressing issues and problematic areas, particularly those related to citizen-facing aspects of administration, such as openness, transparency, responsiveness, and inclusiveness.
8. Ensuring consistency in the CMPAR calendar, as legally stipulated, is crucial. In the event of a meeting cancellation, a mandatory written notice detailing the reasons and measures to manage any backlog should be provided to all members.



# III. POLICY DEVELOPMENT AND CO-ORDINATION





### III.1 WeBER indicators used in Policy Development and Co-ordination and country values for Kosovo

#### **2PDC P5 I1: Public availability of information on the Government performance**



#### **2PDC P5 I2: Civil society perception of the Government's pursuit and achievement of its planned objectives**



#### **2PDC P6 I1: Transparency of the Government's decision-making**



#### **2PDC P10 I1: Use of evidence created by think tanks, independent institutes and other CSOs in policy development**



#### **2PDC P11 I1: Civil society perception and scope of involvement in policymaking**



### III.2 State of Play in the Policy Development and Co-ordination and main developments since 2020

In March 2023, the Government approved the National Development Strategy 2022-2030 (NDS), which serves as a comprehensive plan for the country's economic, social, and political progress in the coming years. To effectively implement the NDS, the Government has also established the National Development Plan, which focuses on actionable steps to achieve the goals outlined in the strategy. This planning system, developed under the Framework for Strategic Planning and Management, forms the foundation for the Government's strategy. The NDS emphasizes four main pillars: sustainable economic development, equitable human development, security and rule of law, and good governance.

Despite these notable advancements, there are limitations in the transparency of the government. While public consultations are regularly conducted, public institutions should expand their promotional channels and ensure inclusive participation, to go beyond minimum consultation standards. It is essential for these institutions to publish draft proposals on official websites and other communication platforms, actively seeking feedback from non-governmental organizations and other stakeholders to foster proactive engagement.

Regrettably, the involvement of Civil Society Organizations (CSOs) and the public in early policy development stages remains inadequate. The absence of policy papers, ex ante impact assessments, and ex post policy analyses and evaluations by government institutions, particularly ministries, is concerning and requires immediate attention.

### III.3 What does WeBER monitor and how?

In the Policy Development and Coordination area, WeBER monitoring is performed against four SIGMA Principles:

**Principle 5:** Regular monitoring of the government's performance enables public scrutiny and supports the government in achieving its objectives;

**Principle 6:** Government decisions are prepared in a transparent manner and based on the administration's professional judgement; legal conformity of the decisions is ensured;

**Principle 10:** The policy-making and legal-drafting process is evidence-based, and impact assessment is consistently used across ministries;

**Principle 11:** Policies and legislation are designed in an inclusive manner that enables the active participation of society and allows for co-ordination of different perspectives within the government;

In the third edition of the PAR Monitor, five WeBER indicators are used for the analysis in the Policy Development and Coordination. The first indicator measures the extent of openness and availability of information about the Government's performance to the public, through analysis of the most comprehensive websites via which the Government communicates its activities and publishes reports. Written information published by the Government relates to press releases, and online publishing of annual (or semi-annual) reports. The measurement covers a period of two annual reporting cycles, except for the press releases which are assessed for a period of one year (due to the frequency of their publishing). Other aspects of the Government's performance information analysed include its understandability, usage of quantitative and qualitative information, presence of assessments/descriptions of concrete results, availability of data in open format and gender segregated data, and the online availability of reports on key whole-of-government planning documents.

The second indicator measures how civil society perceives Government's planning, monitoring and reporting on its work and objectives that it has promised to the public. To explore perceptions, a survey of civil society organisations in the Western Balkans was implemented using an online surveying platform, in the period April - June 2022.<sup>15</sup> The uniform questionnaire with 28 questions was used in all Western Balkans, ensuring an even approach in survey implementation. It was disseminated in local languages through the existing networks and platforms of civil society organisations with large contact databases but also through centralised points of contact such as governmental offices in charge for cooperation with civil society. To ensure that the survey targeted as many organisations as possible in terms of their type, geographical distribution, and activity areas, and hence contribute to is representativeness as much as possible, additional boosting was done where needed to increase the overall response.

The third indicator measures the transparency of decision-making by the Government, combining the survey data on the perceptions of civil society with the analysis of relevant governmental websites. Besides publishing information on the decisions of the Government, the website analysis considers information completeness, citizen-friendliness, timeliness, and consistency. Monitoring was done for each government session in the period of the six months - last three months in the calendar year preceding the monitoring (2021), and first three months in the monitoring year (2022), except for timeliness which is measured against all government sessions in the period of three months from the start of monitoring (roughly from beginning of February until beginning of May 2022).

The fourth indicator measures whether government institutions invite civil society to prepare evidence-based policy documents and whether evidence produced by the CSOs is considered and used in the process of policy development. Again, the measurement combines expert analysis of official documents and a survey of civil society perception data. In relation to the former, the frequency of referencing CSOs' evidence-based findings are analysed for official policy and strategic documents, policy papers, and ex-ante and ex-post policy analyses and impact assessments for a sample of three policy areas.<sup>16</sup>

Finally, the fifth indicator, focusing on the quality of involvement of the public in the policy making through public consultations, was modified in this monitoring cycle to include not only perceptions of CSOs collected by implementing online survey, but also additional qualitative data through the analysis of a sample of public consultations as well as assessment of online governmental portals used for public consultations. More precisely, in this PAR Monitor addition the indicator was enhanced with the addition of qualitative analysis of scope and impact of public consultations on policy documents and legislation in the period of six months (second half of 2022), availability and quality of reporting on public consultations, functionalities of the public consultation portals, and proactiveness of informing by the responsible institutions.

## III.4 WeBER monitoring results

**Principle 5: Regular monitoring of the Government's performance enables public scrutiny and supports the government in achieving its objectives.**

*WeBER indicator 2PDC P5 I1: Public availability of information on the Government performance*

Indicator elements	Scores 2021/2022	Scores 2019/2020	Scores 2017/2018
E1. The Government regularly publishes written information about its activities	<b>0/4</b>	0/4	4/4
E2. The information issued by the Government about its activities is written in an understandable way	<b>0/2</b>	0/2	2/2
E3. The information issued by the Government is sufficiently detailed, including both quantitative data and qualitative information and assessments	<b>0/2</b>	0/2	2/2
E4. The information issued by the Government includes assessments of the achievement of concrete results	<b>0/4</b>	0/4	4/4
E5. The information issued by the Government about its activities and results is available in open data format(s)	<b>0/2</b>	0/2	0/2
E6. The information issued by the Government about its activities and results contain gender segregated data	<b>0/2</b>	0/2	0/2
E7. Share of reports on Government strategies and plans, which are available online	<b>1/2</b>	1/2	<b>2/2</b>
<b>Total score</b>	<b>0/18</b>	<b>1/18</b>	<b>14/18</b>
<b>Indicator value 2020/2021 (scale 0 – 5)<sup>17</sup></b>	<b>0</b>		
<b>Indicator value 2019/2020 (scale 0 – 5)<sup>18</sup></b>		<b>0</b>	
<b>Indicator value 2017/2018 (scale 0 – 5)<sup>19</sup></b>			<b>3</b>

Our assessment reflected on the elements of the indicators relied on the press releases between January-December 2021, two years annual reporting on the Government's work and share of reports on Government strategies and plans which are available online. The Government of Kosovo has already established the practice of publishing press releases on a daily basis for the activities that have taken place. The information presented in the press releases is understandable and avoids bureaucratic terminology. The technical language continues to be seen only when referring to a precise document (law, regulation, etc.).

As for the annual reports on the work of the Government, the same situation as in the previous monitoring preserves. Based on Regulation nr.09/2011 on the Work of Government<sup>20</sup>, article 74 states that the work report should be published before March 1st. However, based on the response to the request sent to the Office of the Prime Minister (26 January 2022), the report for 2020 was not drafted due to frequent changes of the

<sup>17</sup> Conversion of points: 0-5 points = 0; 6-10 points = 1; 11-15 points = 2; 16-20 points = 3; 21-25 points = 4; 26-30 points = 5

<sup>18</sup> *ibid.*

<sup>19</sup> *ibid.*

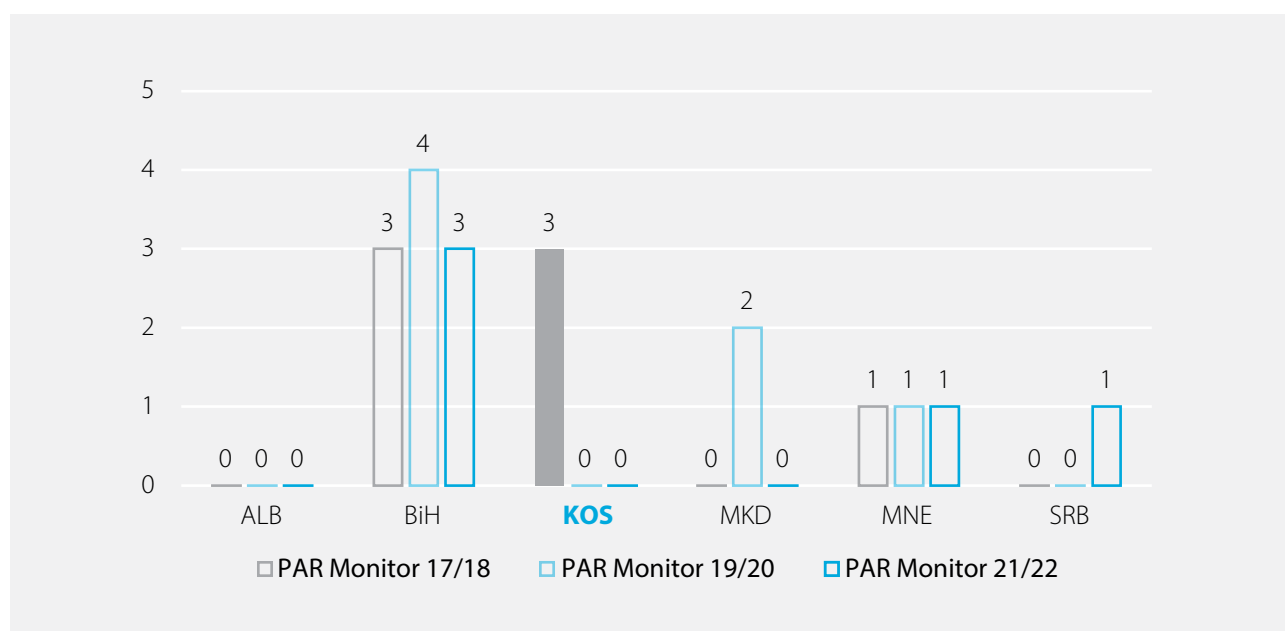
<sup>20</sup> Regulation nr.09/2011 on the Work of Government, Official Gazette of the Republic of Kosovo, available at: <https://gzk.rks-gov.net/ActDetail.aspx?ActID=3259>

governments and the pandemic situation. Nevertheless, in the website of the OPM there is a work report<sup>21</sup> published for the time period June-December 2020. Respectively, the report covers only 7 months, hence the period of time that former Prime Minister Abdullah Hoti was in office and not 2020 as a whole year. As for the report on 2021, it has not been published to date.<sup>22</sup> The above-mentioned report contains both quantitative and qualitative information to some extent, reflecting on the activities but not the outputs -with some exceptions in the health sector. The report is not available in the open data format. As for the content in relation to gender segregated data, the report contains such data in the health section only.

Concerning the share on the strategies/ plans and their reports, same as the previous monitoring, the findings reflect a vacuum and a situation that leaves room for improvement. The Government distributed the Economic Reform Program 2020-2022 providing an outlook for the previous year. The National Plan for the Implementation of the Stabilization and Association Agreement (NPISAA) is published on the website of the Ministry of Foreign Affairs along with the report on its implementation. However, the report only covers the progress until September 2021, therefore not covering the whole 2021. The National Development Strategy is available in the government's website but the report includes only information on 2016 and 2017 and indicator result values available during June 2018.

## ■ How does Kosovo do in regional terms?

*Indicator 2PDC P5 I1: Public availability of information on the Government performance*



Regional PAR Monitor reports with results for all WB administrations are available at: [www.par-monitor.org/](http://www.par-monitor.org/).

<sup>21</sup> Work Report (June-December 2020), Office of Prime Minister website, available at: [https://kryeministri.rks-gov.net/wp-content/uploads/2021/01/RAPORTI-I-TE-ARRITURAVE\\_09012021\\_ZPS.pdf](https://kryeministri.rks-gov.net/wp-content/uploads/2021/01/RAPORTI-I-TE-ARRITURAVE_09012021_ZPS.pdf)

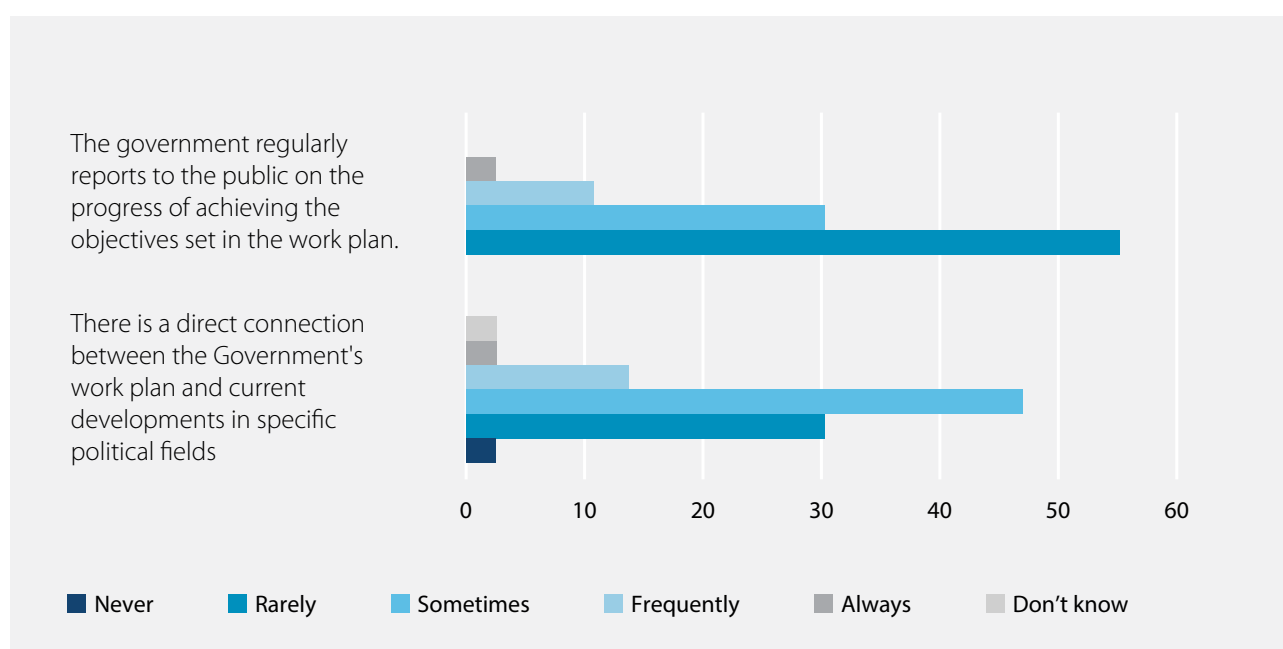
<sup>22</sup> Until the monitoring was concluded.

**WeBER indicator 2PDC P5 I2: Civil society perception of the Government's pursuance and achievement of its planned objectives**

Indicator elements	Scores 2021/2022	Scores 2019/2020	Scores 2017/2018
E1. CSOs consider the Government's formal planning documents as relevant for the actual developments in individual policy areas	0/2	0/2	0/2
E2. CSOs consider that the Government regularly reports to the public about progress against set objectives	0/4	0/4	0/4
E3. CSOs consider that official strategies determine government's or ministries' actions in specific policy areas	0/2	0/2	0/2
E4. CSOs consider that ministries regularly publish monitoring reports about their sectoral strategies	0/4	0/4	0/4
E5. CSOs consider that EU accession priorities are adequately integrated in the Government's planning documents	1/2	0/2	0/2
E6. CSOs consider that Government's reports incorporate adequate updates on the progress against the set EU accession priorities	0/2	1/2	0/2
<b>Total score</b>	<b>1/16</b>	<b>1/16</b>	<b>0/16</b>
<b>Indicator value 2020/2021 (scale 0 – 5)<sup>23</sup></b>	<b>0</b>		
<b>Indicator value 2019/2020 (scale 0 – 5)<sup>24</sup></b>		<b>0</b>	
<b>Indicator value 2017/2018 (scale 0 – 5)<sup>25</sup></b>			<b>0</b>

Similar to the previous monitoring, results from the survey suggest that the CSOs have a negative perception towards the work of the government, active planing, monitoring and reporting on its work, and whether through those processes it achieves the objectives that it has promised to the public. Only 16,67% of the respondents see a connection between the actual developments and the Government's work plan.

**Figure. CSOs perception regarding the following statements (%):**



<sup>23</sup> Conversion of points: 0-5 points = 0; 6-10 points = 1; 11-15 points = 2; 16-20 points = 3; 21-25 points = 4; 26-30 points = 5

<sup>24</sup> *ibid.*

<sup>25</sup> *ibid.*

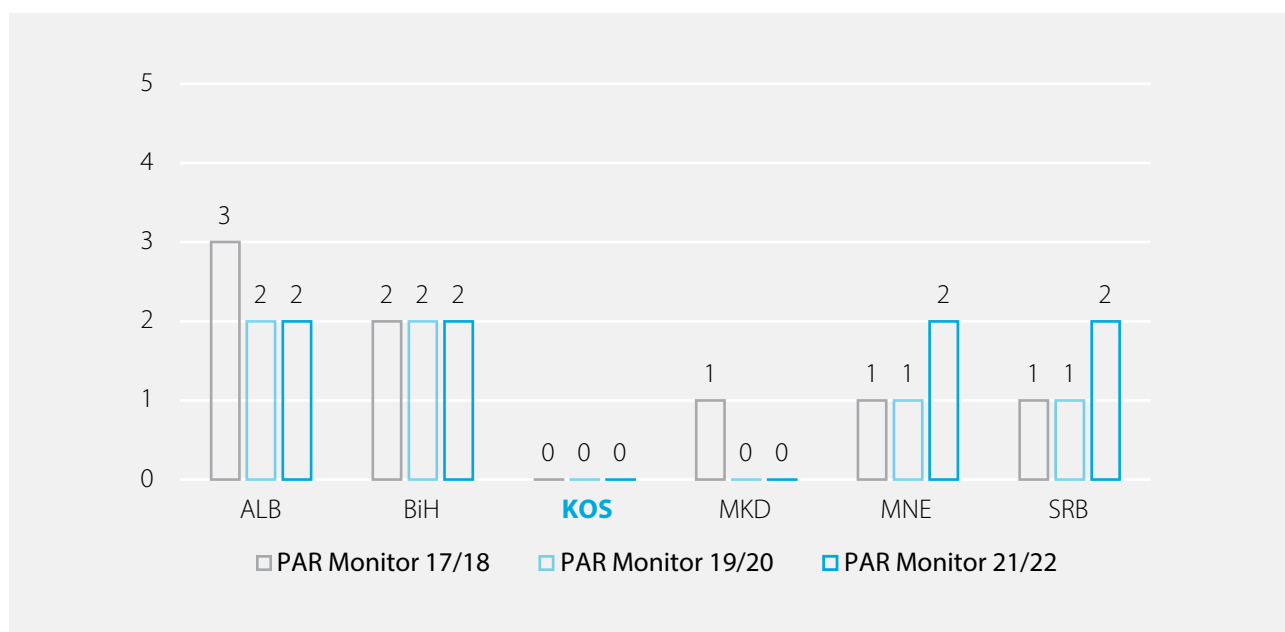
While 13,89% agree that the Government regularly reports to the public on the progress based on its work-plan. More positive stance of CSOs is noted when asked whether the official strategies determine the government's or ministries' actions in certain areas (25% of respondents agreed). Compared to the previous monitoring (34%), there is a decrease in percentage regarding this statement.

However, insignificant share of 11,11% of respondents agree that ministries regularly publish monitoring reports on their sectoral strategies whereas 55,56% of the respondents do not agree with that statement.

On a positive note, 40.54% of the respondents agreed that priorities of the EU accession process are adequately integrated into the government's plans and 5.41% of the respondents strongly agreed with the statement. As for the reports on the progress against the set EU accession priorities, 29.73% of the respondents agreed with the statement that government's reports incorporate adequate updates on the progress against the set of EU accession priorities.

## ■ How does Kosovo do in regional terms?

*Indicator 2PDC P5 I2: Civil society perception of the Government's pursuance and achievement of its planned objectives*



Regional PAR Monitor reports with results for all WB administrations are available at: [www.par-monitor.org/](http://www.par-monitor.org/).

## Principle 6: Government decisions are prepared in a transparent manner and based on the administrations' professional judgement; legal conformity of decisions is ensured

### WeBER indicator PDC P6 I1: Transparency of the Government's decision-making

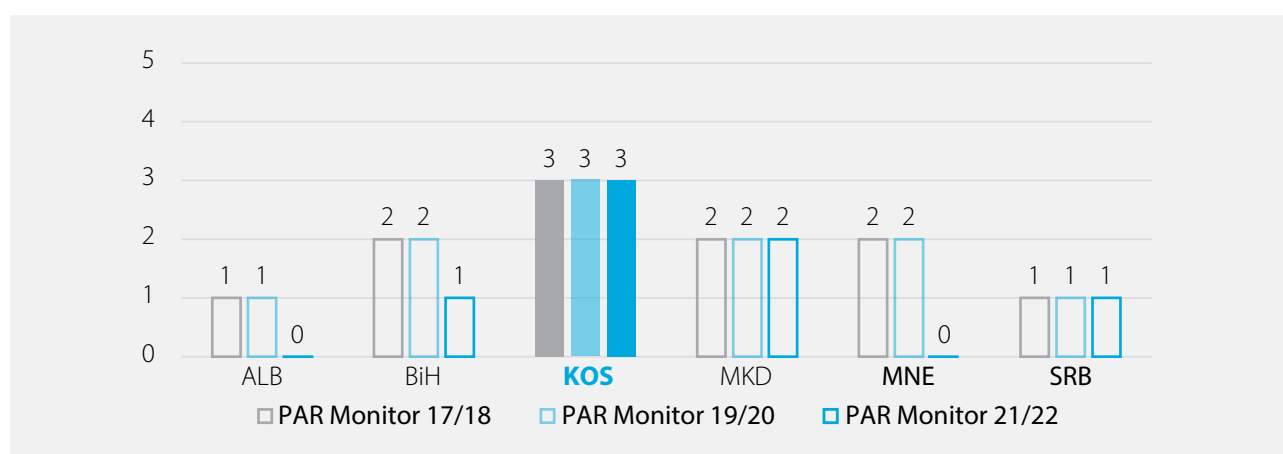
Indicator elements	Scores 2021/2022	Scores 2019/2020	Scores 2017/2018
E1. CSOs consider the Government decision-making to be generally transparent	0/2	0/2	0/2
E2. CSOs consider the exceptions to the rules of publishing Government decisions to be appropriate	0/2	0/2	0/2
E3. The Government makes publicly available the documents from its sessions	2/4	2/4	2/4
E4. The Government communicates its decisions in a citizen-friendly manner	4/4	4/4	4/4
E5. The Government publishes adopted documents in a timely manner	4/4	4/4	4/4
<b>Total score</b>	<b>10/16</b>	<b>10/16</b>	<b>10/16</b>
<b>Indicator value 2020/2021 (scale 0 – 5)<sup>26</sup></b>	<b>3</b>		
<b>Indicator value 2019/2020 (scale 0 – 5)<sup>27</sup></b>		<b>3</b>	
<b>Indicator value 2017/2018 (scale 0 – 5)<sup>28</sup></b>			<b>3</b>

The findings show that the Government partially makes documents publicly available on its website. Following the weekly sessions, the government publishes a press release that includes a list of decisions made, but the agenda of the meetings and minutes of the meetings are not available online. The minutes of the meetings, based on the Regulation on the work of the Government (Article 23), are considered confidential. As for the adopted decisions, they are communicated in citizen-friendly and timely manner (within a day after a session takes place). In addition to the decisions announced in the press release, detailed government decisions are published in a separate section in the government website in the section called "Dokumente" under the "Vendimet e Mbledhjes se Qeverise" (Decisions of Government Meetings).

On the other hand, the CSO perception survey responses show a relatively different outcome. Only 15.79% of the respondents agreed that the Government's decision-making process is transparent and 2.63% of them strongly agreed to the statement. As for whether the exceptions to requirements for publishing government decisions are appropriate, only 5.26 % of the respondents answered that the exceptions to the requirements to publish Government's decisions are appropriate. None of the respondents answered that they "strongly agree". Share of neutral respondents for this question was 39,47%, and of those who disagreed 52,63%.

### How does Kosovo do in regional terms?

#### Indicator PDC P6 I1: Transparency of the Government's decision-making



Regional PAR Monitor reports with results for all WB administrations are available at: [www.par-monitor.org/](http://www.par-monitor.org/).

<sup>26</sup> Conversion of points: 0-5 points = 0; 6-10 points = 1; 11-15 points = 2; 16-20 points = 3; 21-25 points = 4; 26-30 points = 5

<sup>27</sup> *ibid.*

<sup>28</sup> *ibid.*

## Principle 10: The policy-making and legal-drafting process is evidence-based, and impact assessment is consistently used across ministries

### WeBER indicator PDC P10 I1: Use of evidence created by think tanks, independent institutes and other CSOs in policy development

Indicator elements	Scores 2021/2022	Scores 2019/2020	Scores 2017/2018
E1. Frequency of referencing of evidence-based findings produced by CSOs in the adopted government policy documents	0/4	2/4	2/4
E2. Frequency of referencing of evidence-based findings produced by CSOs in policy papers and ex ante impact assessments	0/4	2/4	2/4
E3. Share of evidence-based findings produced by wide range of CSOs, such as think tanks, independent institutes, locally-based organisations, referenced in ex post policy analyses and assessments of government institutions	0/2	0/2	0/2
E4. Relevant ministries or other government institutions invite or commission wide range of CSOs, such as think tanks, independent institutes, locally-based organisations, to prepare policy studies, papers or impact assessments for specific policy problems or proposals	1/2	1/2	2/2
E5. Representatives of relevant ministries participate in policy dialogue (discussions, round tables, closed door meetings, etc.) pertaining to specific policy research products	2/2	2/2	2/2
E6. Representatives of wide range of CSOs, such as think tanks, independent institutes, locally-based organisations are invited to participate in working groups/ task forces for drafting policy or legislative proposals, when they have specific proposals and recommendations based on evidence	2/4	2/4	4/4
E7. Relevant ministries in general, provide feedback on the evidence-based proposals and recommendations of the wide range of CSOs, such as think tanks, independent institutes, locally-based organisations, which have been accepted or rejected, justifying either action	0/2	0/2	0/2
E8. Ministries accept CSOs' policy proposals in the work of working groups for developing policies and legislation	2/4	2/4	2/4
<b>Total score</b>	<b>7/24</b>	<b>11/24</b>	<b>14/24</b>
<b>Indicator value 2020/2021 (scale 0 – 5)<sup>29</sup></b>	<b>1</b>		
<b>Indicator value 2019/2020 (scale 0 – 5)<sup>30</sup></b>		<b>2</b>	
<b>Indicator value 2017/2018 (scale 0 – 5)<sup>31</sup></b>			<b>3</b>

Occasional referencing of evidenced-based findings produced by CSOs were identified in all three policy areas analysed, within the government national strategies, and ex ante policy concept documents. In the public administration area there were 4 strategies, 1 concept document and 1 draft reports/ex post analysis analysed. In the economic development area there were 3 strategies, 3 concept documents and 2 impact analysis/ex post analysis analysed. As for the anti-corruption area there were 1 strategy and 2 concept documents analysed. In all the documents mentioned above, no references of evidenced-based findings produced by CSO was found. At the same time, the survey of CSOs points to a somewhat positive perception, although not satisfactory, with regards to the practice of cooperation between Government institutions and CSOs.

<sup>29</sup> Conversion of points: 0-5 points = 0; 6-10 points = 1; 11-15 points = 2; 16-20 points = 3; 21-25 points = 4; 26-30 points = 5

<sup>30</sup> *ibid.*

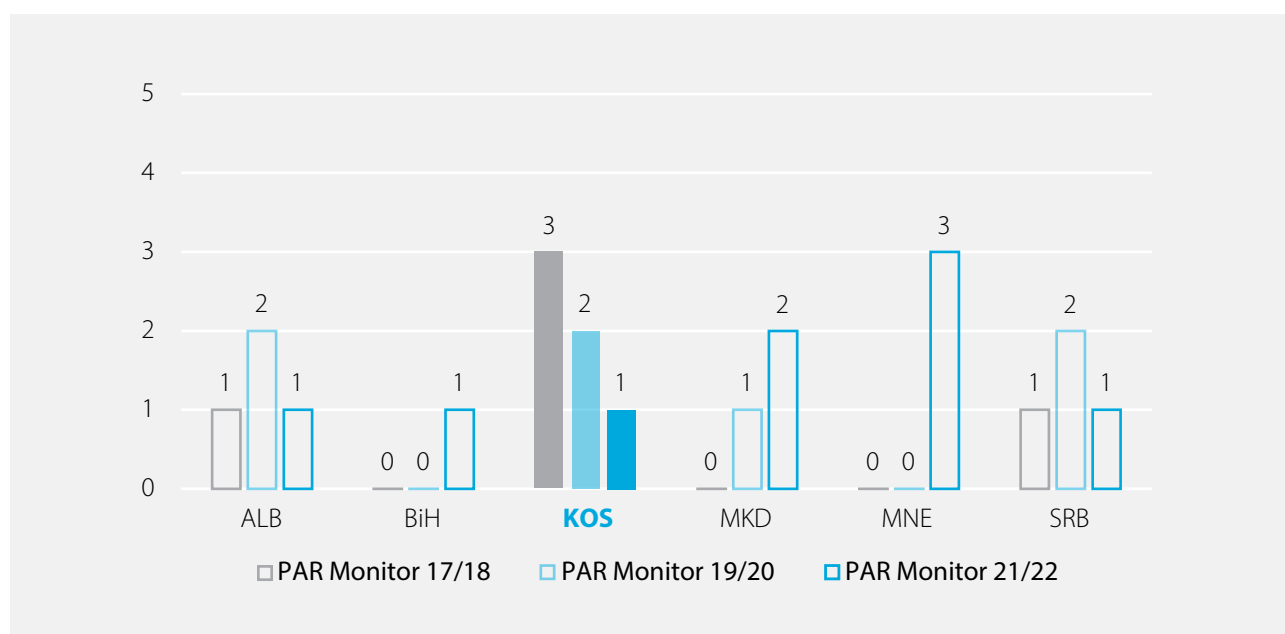
<sup>31</sup> *ibid.*



Results demonstrate that government institutions reach out to CSOs for their professional expertise in order to address concrete policy problems or develop policy proposals (53,66% agreement among CSOs). Large share of respondents from CSOs answered that the institutions “often” or “always” respond to the their invitations to participate in policy dialogue (70.73%) but 39,02% of them said that the institutions invite the CSOs to take part in working groups/ task forces for drafting policy or legislative proposals in the areas where they work. As for whether the institutions providing feedback on accepting or rejecting the evidence-based proposals and recommendations produce by CSOs, only 23.39% of the respondents answered that the institutions provide such feedback with explaining the reasons behind their decision. Lastly, results from the CSO survey show that 36,69% answered with “often” (31,71%) and “always” (4,88%) on the statement that the institutions generally consider their policy proposals in the work of working groups for developing policies and legislation.

## ■ How does Kosovo do in regional terms?

**Indicator PDC P10 I1: Use of evidence created by think tanks, independent institutes and other CSOs in policy development**



Regional PAR Monitor reports with results for all WB administrations are available at: [www.par-monitor.org/](http://www.par-monitor.org/).

## Principle 11: Policies and legislation are designed in an inclusive manner that enables the active participation of society

### WeBER indicator PDC P11 I1: Civil society perception and scope of involvement in policymaking

Indicator elements	Scores 2021/2022	Scores 2019/2020	Scores 2017/2018 <sup>32</sup>
E1. Scope of public consultations on policy documents in central administration	0/4	0/4	
E2. Scope of public consultations on legislation in central administration	2/4	4/4	
E3. Availability of reporting on public consultations on policy documents by the central administration	0/4	0/4	
E4. Availability of reporting on public consultations on legislation by the central administration	4/4	4/4	
E5. Basic functionality of a national public consultation portal	2/4	2/4	
E6. Advanced functionality of a national public consultation portal	1/2	1/2	
E7. Proactiveness of informing on public consultations	0/2	0/2	
E8. Embeddedness of early public consultations in practice	1/2	0/2	
E9. Quality of reporting on public consultations	1/2	1/2	
E10. Impact of public consultation results on policy making	2/2	1/2	
E11. CSOs consider formal consultation procedures create preconditions for effective inclusion of the public in the policy-making process	1/2	0/2	2/4
E12. CSOs consider formal consultation procedures are applied consistently	1/2	1/2	2/4
E13. CSOs consider that they are consulted at the early phases of the policy process	0/2	0/2	0/4
E14. CSOs consider consultees are timely provided with information on the content of legislative or policy proposals	0/2	0/2	0/2
E15. CSOs consider consultees are provided with adequate information on the content of legislative or policy proposals	1/2	0/2	0/2
E16. CSOs consider sponsoring ministries take actions to ensure that diversity of interests is represented in the consultation processes (women's groups, minority rights groups, trade unions, employers' associations, etc.)	0/2	0/2	2/2
E17. CSOs consider ministries (sponsors of policy and legislative proposals) provide written feedback on consultees' inputs/comments	0/2	0/2	0/4
E18. CSOs consider ministries (sponsors of policy and legislative proposals) accept consultees' inputs/comments	1/2	1/2	2/4
E19. CSOs consider ministries (sponsors of policy and legislative proposals) hold constructive discussions on how the consultees' views have shaped and influenced policy and final decision of the Government	0/2	0/2	0/2
<b>Total score</b>	<b>17/50</b>	<b>16/50</b>	<b>8/30</b>
<b>Indicator value 2020/2021 (scale 0 – 5)<sup>33</sup></b>	<b>1</b>		
<b>Indicator value 2019/2020 (scale 0 – 5)<sup>34</sup></b>		<b>1</b>	
<b>Indicator value 2017/2018 (scale 0 – 5)<sup>35</sup></b>			<b>1</b>

<sup>32</sup> As this indicator has been changed since the 2017/2018 monitoring cycle, the results from these three cycles are not entirely comparable. In other words, in the monitoring cycle 2017/2018, point allocation was entirely based on the CSO perception survey, while in the last two monitoring cycles it is based on a combination of survey-based data on the one hand, and available data on implemented consultations, communication with external stakeholders, and the functioning of the e-consultation portal, on the other.

<sup>33</sup> Conversion of points: 0-5 points = 0; 6-10 points = 1; 11-15 points = 2; 16-20 points = 3; 21-25 points = 4; 26-30 points = 5

<sup>34</sup> *ibid.*

<sup>35</sup> *ibid.*

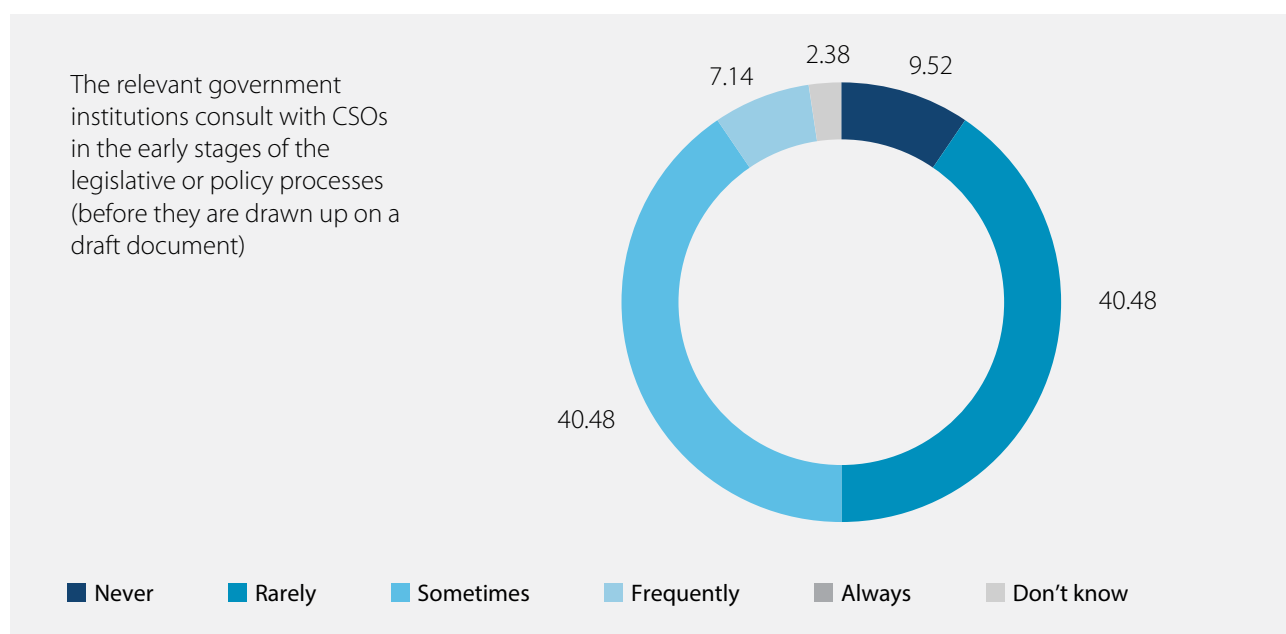
Government of Kosovo approved 5 policy documents within the timeframe (1 July- 31 December 2021) of measuring this element. Out of 5 policy documents, only 2 underwent the public consultation however consultation report was not published. As for the draft laws approved by the Government in the second half of 2021, out of 75 draft laws, 67 of them followed public consultations procedures, the number of draft laws approved by the Government was low as well. Out of 67 consultation processes held, 61 of them contained the final consultation reports. Out of 62 consultation reports (including the consultation report of the strategy of rule of law), 39 of them state that early consultations were held. Out of 1,201 comments in total, 324.5 were rejected (26, 98%).

It is worth mentioning that the national portal of consultations has a searchable database from April 2017. As for the search options, it allows specifying these categories: “name of document”, “time period”, and “institution” but not by the type of document (e.g. law, strategy), unless it is specified. It is also divided into two sections: closed and open consultations.

The results of the survey indicate that CSOs perceive public consultation process as rather lacking in effectiveness and cooperation. Based on the responses, 40.48% of the CSOs consider formal consultation procedures create preconditions for effective inclusion of the public in the policy-making process and 36% positively responded that Government institutions consistently apply formal consultation procedures when developing policies within their purview.

33.33% of the respondents agree that government institutions consistently apply formal consultation procedures when developing policies within their purview. No respondent strongly agreed to the statement. 42.86% of respondents were neutral. On the other hand, only 7.14% of CSOs claimed that relevant government institutions “often” consult CSOs at the early phases of policy and legislative processes before any draft documents are produced, while no respondent answered with “always”.

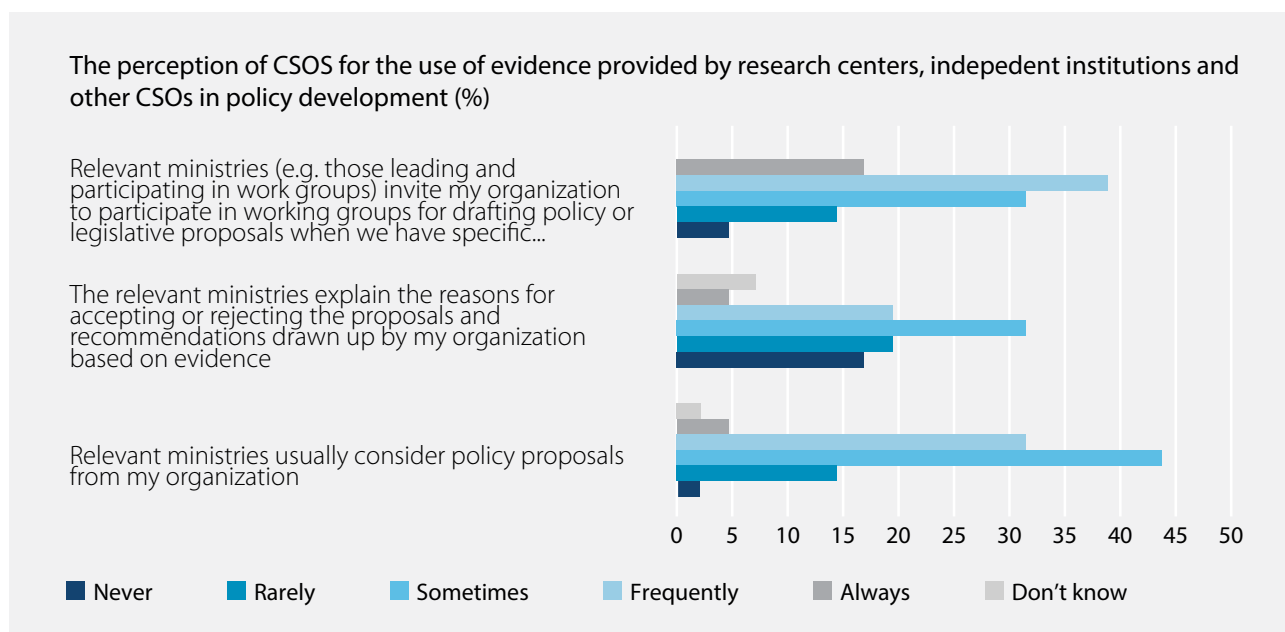
**Figure. CSOs’ perception regarding the following statement (%).**



Almost a quarter (28,57%) of CSOs agreed with the statement “government institutions timely provide information on the content of legislative or policy proposals during the process of consultation”. Nearly the same percentage (30.95%) is reflected in the statement “the government institutions provide adequate information on the content of legislative or policy proposals during public consultation.”

In addition, 11.90% of CSOs agreed that relevant ministries “often” ensure that diverse interest groups are represented in the public consultation processes (e.g. women, minorities, trade unions, employers’ associations etc.) and 4.76% answered with “always”. 45,24% said it happened “Sometimes”.

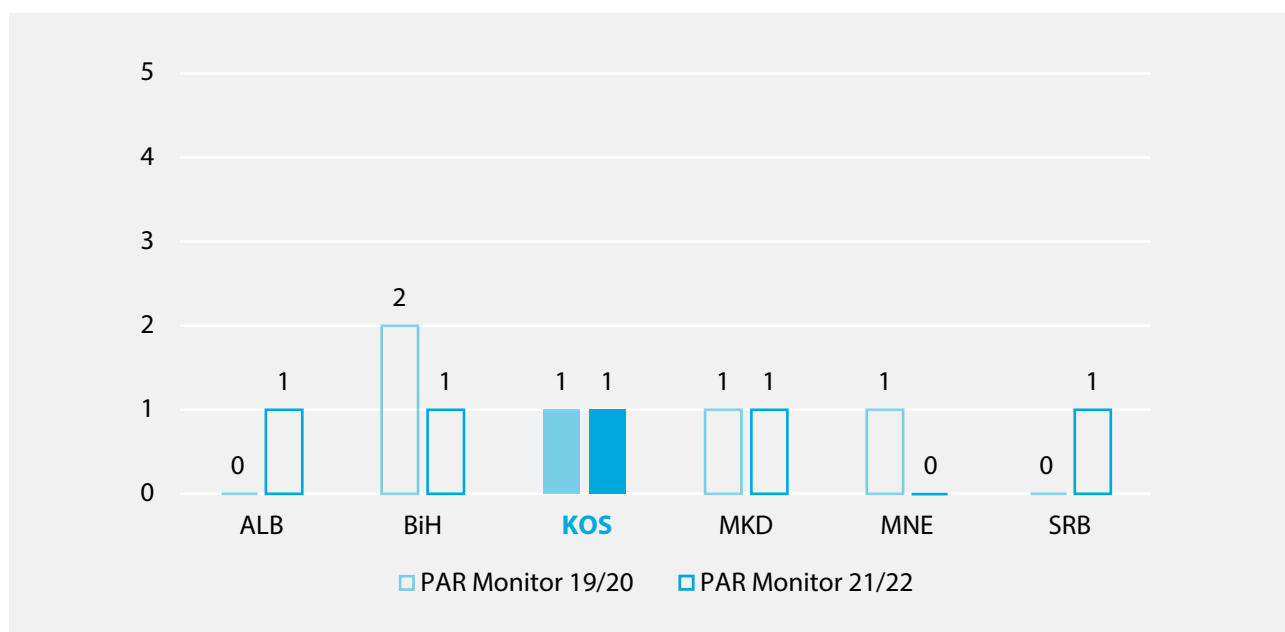
**Figure. CSOs' perception regarding the following statement (%).**



On the statement “Relevant ministries provide written feedback to consultees on whether their inputs are accepted or rejected”, and none of the respondents answered with “always”, only 14.29 answered with “often”. At the same time, 33.33% of CSOs claimed that during the consultation process relevant ministries “often” accept the feedback coming from their organisation while 2.38% of them answered with always. On the other hand, an insignificant share of respondents (9.52%) stated that relevant ministries “often” conduct additional consultations with CSOs outside of the formal scope of public consultations, while no respondent answered with “always”.

## ■ How does Kosovo do in regional terms?

### *Indicator PDC P11 I1: Civil society perception and scope of involvement in policymaking*



Regional PAR Monitor reports with results for all WB administrations are available at: [www.par-monitor.org/](http://www.par-monitor.org/).

## III.5 Summary results: Policy Development and Co-ordination

*The assessment conducted on the indicators based on press releases, annual reports, and government strategies and plans available online reflects several key findings. The Government of Kosovo has established a practice of daily publishing press releases that provide understandable information, avoiding bureaucratic language except when referring to specific documents. However, the results from the CSO survey indicate a negative perception of the government's work, with only a small percentage of respondents seeing a connection between actual developments and the government's work plan. Furthermore, there is a decrease in the percentage of respondents who believe that official strategies determine government actions in specific areas.*

*Regarding annual reports, the situation remains unsatisfactory. The report for 2020 was not drafted, and the report for 2021 has not been published yet. The available report covers only a seven-month period, reflecting the time former Prime Minister Abdullah Hoti was in office. The report includes some quantitative and qualitative information but lacks open data format and comprehensive gender-segregated data.*

*The assessment of government strategies and plans reveals a lack of availability and coverage. While some documents are published, they often do not cover the entire period or lack evidence-based findings produced by CSOs. On the other hand, the survey suggests a relatively positive perception of cooperation between government institutions and CSOs, with government institutions often reaching out to CSOs for expertise and responding to invitations for policy dialogues. However, feedback on accepting or rejecting CSOs' evidence-based proposals is provided only by a small percentage of institutions.*

*In terms of public consultations, only a few policy documents and draft laws underwent public consultation, and the consultation reports were lacking in some cases. The survey results indicate that CSOs perceive the public consultation process as lacking effectiveness and cooperation. While formal consultation procedures are considered to create preconditions for effective inclusion of the public, there is a need for consistent application of these procedures by government institutions. The provision of timely and adequate information during the consultation process and ensuring diverse representation of interest groups are areas that need improvement. Additionally, relevant ministries need to provide written feedback on accepted or rejected inputs and conduct additional consultations with CSOs outside of the formal scope.*

## III.6 Recommendations for Policy Development and Co-ordination

Tracking recommendations from the 2019/2020 PAR Monitor

<b>Recommendation</b>	<b>Status</b>	<b>Comment</b>
1. GAWP annual reporting should be improved to include visible results achieved in different policy areas in the reporting period, including relevant information on horizontal policy dimensions (such as but not limited to gender mainstreaming, environment, sustainable development).	<b>Not implemented</b>	the Regulation nr.09/2011 on the Work of Government states that the work report should be published before 1 March. This is also reflected in the related indicator, which in comparison to the last PAR Monitor the score has dropped drastically.
2. The Government should publish reports in an open data format to allow further use by all interested parties.	<b>Not implemented</b>	The Government started publishing reports in an open data format during 2019 and 2020, wherein 205 data sets can be found. However, since 2020 the open data portal has not been updated or enriched with further data.
3. The Government should start regularly publishing agenda items and meeting minutes from each session. Whereas it is preferable to publish an agenda in advance of individual sessions, the minutes and the press releases should be published in a timely manner, a week after the session at the latest.	<b>Not implemented</b>	The Government did not start publishing agenda items nor meeting minutes. The agenda items are mentioned in the press releases which are published after the Government session. However, the press releases are always published in a timely manner.
4. Press releases should be published or linked together with other materials, so all the information from individual session can be found and accessed at a single online location;	<b>Not implemented</b>	Press releases are not published or linked with other materials. The documents from the Government session can be found in another section.
5. Structure and appearance of information on sessions should be revamped for easier access. Although this information is available via the homepage banner, visibility should be improved.	<b>Partially implemented</b>	The information regarding press releases is available in the homepage banner and in the „NEWS“: section.
6. Ministries, and other public authorities organizing public consultations (and public debates), should pursue timeliness and proactiveness in announcing them. That is, enough time should be dedicated for preparations of civil society and other interested stakeholders, and all the available channels should be used to announce consultations - including websites of responsible body, Public Consultations Platform and social media of all the involved institutions.	<b>Partially implemented</b>	There is a small number of cases where the Ministries and other public institutions announce public consultations via their websites.
7. In this regard, keeping and updating the record of civil society organizations and individuals who previously participated in consultations and public debates should be practiced, ensuring continuity of inviting already engaged and interested organization and individuals.	<b>Partially implemented</b>	Updating the record of civil society organizations and individuals is visible, however a number of public institutions do not ensure the continuity of inviting already engaged or interested CSOs, individuals etc.

<b>Recommendation</b>	<b>Status</b>	<b>Comment</b>
8. When organizing consultations, inputs and comments from the civil society and the public, this should be sought as early as possible in the process, and preferably in the policy formulation phase.	<b>Partially implemented</b>	A positive trend has been seen here, even though the public institutions should Ensure the continuity of this good practice and institutions who do not apply this should embrace it.
9. Moreover, authorities should without exception inform participants on consultation proceedings, be it public debate on draft documents or earlier held consultations. In other words, irrespective of the type of consultation (online, face-to-face), reports should be published and address each input, and providing acceptance or dismissal explanation. This way the entire process is easily traceable, transparent, and unambiguous from start to finish.	<b>Partially implemented</b>	Although there have been improvements, institutions need to continue to make constant efforts on publishing consultation reports and use all channels in order to ensure to inform the participant on consultation processes.
10. Additional consultation should be considered in each case when consultation process returned unresolved or contested on especially important issues for civil society and the public. Such practice can increase trust in the process and eventually also the quality of adopted solutions.	<b>Partially implemented</b>	This recommendation is considered to be partially implemented since such practice should happen among all the public institution and for all the cases when additional consultation is needed.
11. The online database of legislation (Official Gazette) should be promoted through Governmental and individual administration bodies' websites, preferably through banners which easily redirect visitors. Although accessible and free of charge on the Official Gazette website, awareness of this database should be improved to reach as many of those interested in browsing it as possible.	<b>Partially implemented</b>	A number of Governmental and individual administration bodies have a link on their website which directs to the Official Gazette, but this does not apply to every public institutions' website.

## PAR Monitor 2021-2022 recommendations:

1. GAWP annual reporting should be drafted and published in accordance with the legal framework.
2. The structure of GAWP annual reports should be enhanced to include visible results in different policy areas, such as gender mainstreaming, environment, and sustainable development, in accordance with the legal framework.
3. Public institutions, including the Government, should publish reports in an open data format to facilitate accessibility and utilization by all interested parties.
4. The Government should establish a practice of regularly publishing agenda items in advance of individual government sessions to enhance transparency and enable stakeholders to prepare adequately.
5. Press releases should be published or linked together with other materials, so that all information from individual sessions can be found and accessed in a single website.
6. Structure and appearance of information on sessions should be revamped for easier access. Although this information is available via the homepage banner, visibility should be improved.
7. Ministries and other public authorities should continue to organize public consultations (and public debates), as well as pursue timeliness and reactivity in announcing them. That is, enough time should be dedicated for preparations by civil society and other interested stakeholders, and all the available channels should be used to announce consultations - including the responsible body's website, Public Consultations Platform and social media of all the involved institutions;
8. Maintain and update a comprehensive record of civil society organizations and individuals who have previously participated in consultations and public debates to ensure continuity in inviting engaged stakeholders.
9. When consultation processes remain unresolved or contested, especially on significant issues for civil society and the public, additional consultations should be considered to address concerns and foster inclusivity.
10. When consultation processes remain unresolved or contested, especially on significant issues for civil society and the public, additional consultations should be considered to address concerns and foster inclusivity.
11. Actively promote the online database of legislation (Official Gazette) through governmental and individual administration bodies' websites, using banners or other prominent features to redirect visitors for easy access.





# IV. PUBLIC SERVICE AND HUMAN RESOURCE MANAGEMENT



## IV.1 WeBER indicators used in Public Service and Human Resource Management and country values for Kosovo

### **3PSHRM P2 I1: Public availability of statistics and reports about the civil service and employees in central state administration**



### **3PSHRM P2 I2: Performance of tasks characteristic for civil service outside of the civil service merit-based regime**



### **3PSHRM P3 I1: Openness, transparency and fairness of recruitment into the civil service**



### **3PSHRM P4 I1: Effective protection of senior civil servants' position from unwanted political interference**



### **3PSHRM P5 I1: Transparency, clarity and public availability of information on the civil service remuneration system**



### **3PSHRM P7 I1: Effectiveness of measures for the promotion of integrity and prevention of corruption in the civil service**



## IV.2 State of Play in the Public Service and the Human Resources Management and main developments since 2020

Civil service statistics for monitoring period of this report were found to be incomplete, contradictory, or missing. The HRMIS, the central HR database, suffers from data quality issues, lack of real-time updates, and limited interoperability with other systems. The COVID-19 pandemic further exacerbated data provision challenges.

Concerning policy and statistical data, up-to-date information on the public service, including employee data, gender and ethnic breakdowns, and comprehensive public service policy, is not readily accessible. The Ministry of Internal Affairs' website has not been updated, and reports on the state of the civil service are not easily accessible online.

The recruitment process for senior civil service positions has faced limitations. No appointments have been made through the competition process under the Law on Public Officials (LPO). The implementation of the new regulatory framework for merit-based recruitment is still in progress, and data unavailability hindered the assessment of existing recruitment practices under the previous law.

The remuneration system for civil servants lacks transparency and fairness. Vague salary regulations and disparities persist, with salaries regulated through numerous individual decisions or administrative instructions. The absence of a centralized website providing salary information further contributes to the lack of transparency. It is worth noting that at the time of writing this report, the Parliament has approved the new Law on Salaries, which purpose is to create a uniform system of salaries in the public sector. This initiative and regulation will be reflected in the next monitoring phase.

In terms of integrity and anti-corruption measures, the legal framework is deemed complete, but the implementation of public policy in this area is lacking. Confidence in the effectiveness of these measures is low among civil society organizations (CSOs) and civil servants. More effective measures and improved outcomes are needed to address integrity and anti-corruption concerns.

Whistleblower protection has seen slight progress, with an increase in the percentage of civil servants feeling secure when reporting misconduct. However, additional actions are necessary to ensure robust protection and encourage reporting without fear of refusal.

Overall, the SIGMA report highlights the need for improvements in data management, recruitment processes, remuneration systems, and the effectiveness of integrity measures in Kosovo's public sector. Addressing these challenges will contribute to enhanced transparency, professionalism, and efficiency in the delivery of public services.

### IV.3 What does WeBER monitor and how?

WeBER monitoring within the PSHRM area covers five SIGMA Principles and relates exclusively to central administration (centre of Government institutions, ministries, subordinated bodies and special organisations). In other words, monitoring encompasses central government civil service, as defined by the relevant legislation (primarily the Civil Service Law). The selected principles are those that focus on the quality and practical implementation of the civil service legal and policy frameworks, on measures related to merit-based recruitment, use of temporary engagements, transparency of the remuneration system, integrity and anti-corruption in the civil service. The WeBER approach was based on elements which SIGMA does not strongly focus on in its monitoring, but which are significant to the civil society from the perspective of transparency of the civil service system and government openness, or the public availability of data on the implementation of civil service policy.

The following SIGMA principles were selected for monitoring, in line with the WeBER selection criteria:

**Principle 2:** The policy and legal frameworks for a professional and coherent public service are established and applied in practice; the institutional set-up enables consistent and effective human resource management practices across the public service.

**Principle 3:** The recruitment of public servants is based on merit and equal treatment in all its phases; the criteria for demotion and termination of public servants are explicit.

**Principle 4:** Direct or indirect political influence on senior managerial positions in the public service is prevented.

**Principle 5:** The remuneration system of public servants is based on the job classification; it is fair and transparent.

**Principle 7:** Measures for promoting integrity, preventing corruption and ensuring discipline in the public service are in place.

Monitoring of these principles combines the findings of SIGMA's assessment within specific sub-indicators. In addition, monitoring is based on WeBER's expert review of legislation, documents and websites, including collection and analysis of government administrative data, reports and other documents searched for online or requested through freedom of information (FoI) requests. To create a more balanced qualitative and quantitative approach, research included the measuring of perceptions of civil servants, CSOs and the wider public by employing perception surveys. Finally, the data collection includes semi-structured face-to-face interviews and focus groups with relevant stakeholders, such as senior civil servants, former senior civil servants, and former candidates for jobs in civil service, representatives of state institutions in charge of the human resource management policy.

Surveys of civil servants and CSOs in the six Western Balkan administrations were implemented using an online survey tool, in April - August 2021.<sup>36</sup> In most of the administrations, the civil servant survey was disseminated through a single contact point, located in respective national institutions responsible for the overall civil service system. The CSO survey, was distributed through existing networks and platforms of civil society organisations, with large contact databases, but also through centralised points of contact, such as government offices in charge of cooperation with the civil society. In order to ensure that the CSO survey targeted as many organisations as

<sup>36</sup> The surveys were administered through an anonymous, online questionnaire. The data collection method included CASI (computer-assisted self-interviewing). In Kosovo, the civil servants' survey was conducted from 29.04 to 28.07 2022, and the CSO from 23.03. to 08.07. 2022

possible in terms of their type, geographical distribution, and activity areas, and to thus ensure its representativeness as much as possible, additional boosting was done where needed. Finally, the public perception survey included computer-assisted personal interviewing of the public (aged 18 and older) in the Western Balkan Region, in the period 05- 30 May 2021.<sup>37</sup> In all three surveys, WeBER applied uniform questionnaires throughout the region and disseminated them in local languages, ensuring an even approach to the survey implementation.

WeBER uses six indicators to measure the five principles mentioned above. Under the first indicator, WeBER monitors the public availability of official data and reports about the civil service and employees in the central state administration. The monitoring under the second indicator includes the extent to which widely applied temporary engagement procedures undermine the merit-based regime. Openness, transparency, and fairness of recruitment in the civil service, as a particularly critical aspect of HRM in the public administration due to its public facing character, is examined by applying the third indicator. The fourth indicator places focus on the prevention of direct and indirect political influence on senior managerial positions in the public service, while the fifth indicator analyses whether information about the civil service remuneration is transparent, clear, and publicly available. Finally, under the sixth indicator, WeBER examines the promotion of integrity and prevention of corruption in the civil service.

## IV.4 WEBER MONITORING RESULTS

**Principle 2: the policy and legal frameworks for a professional and coherent public service are established and applied in practice; the institutional set-up enables consistent and effective human resource management practices across the public service**

*WeBER indicator 3PSHRM P2 I1: Public availability of statistics and reports about the civil service and employees in central state administration*

Indicator elements	Scores 2021/2022	Scores 2019/2020	Scores 2017/2018
E1. The Government keeps reliable data pertaining to the public service	<b>2/4</b>	0/4	2/4
E2. The Government regularly publishes basic statistical data pertaining to the public service	<b>0/4</b>	0/4	0/4
E3. Published statistical data include data on employees other than full-time civil servants in the central state administration	<b>0/4</b>	0/4	0/4
E4. Published statistical data on public service is segregated based on gender and ethnic structure	<b>0/2</b>	1/2	1/2
E5. Published official data is available in open data format(s)	<b>0/1</b>	0/1	0/1
E6. The Government comprehensively reports on the public service policy	<b>0/4</b>	0/4	4/4
E7. The Government regularly reports on the public service policy	<b>0/2</b>	0/2	2/2
E8. Reports on the public service include substantiated information concerning the quality and/or outcomes of the public service work	<b>0/2</b>	0/2	1/2
E9. Data and information about the public service are actively promoted to the public	<b>0/2</b>	0/2	0/2
<b>Total score</b>	<b>2/25</b>	<b>0/25</b>	<b>10/25</b>
<b>Indicator value 2020/2021 (scale 0 – 5)<sup>38</sup></b>	<b>0</b>		
<b>Indicator value 2019/2020 (scale 0 – 5)<sup>39</sup></b>		<b>0</b>	
<b>Indicator value 2017/2018 (scale 0 – 5)<sup>40</sup></b>			<b>2</b>

37 Perceptions are explored using a survey targeting the public (aged 18 and older) in six Western Balkan countries. The public perception survey employed a multi-stage probability sampling and was administered combining computer-assisted web and telephone interviewing (CAWI, and CATI), using a standardized questionnaire with omnibus surveys in Albania, Bosnia and Herzegovina, Kosovo, North Macedonia, Montenegro, and Serbia from 5 to 30 May 2021.

38 Conversion of points: 0-5 points = 0; 6-10 points = 1; 11-15 points = 2; 16-20 points = 3; 21-25 points = 4; 26-30 points = 5

39 ibid.

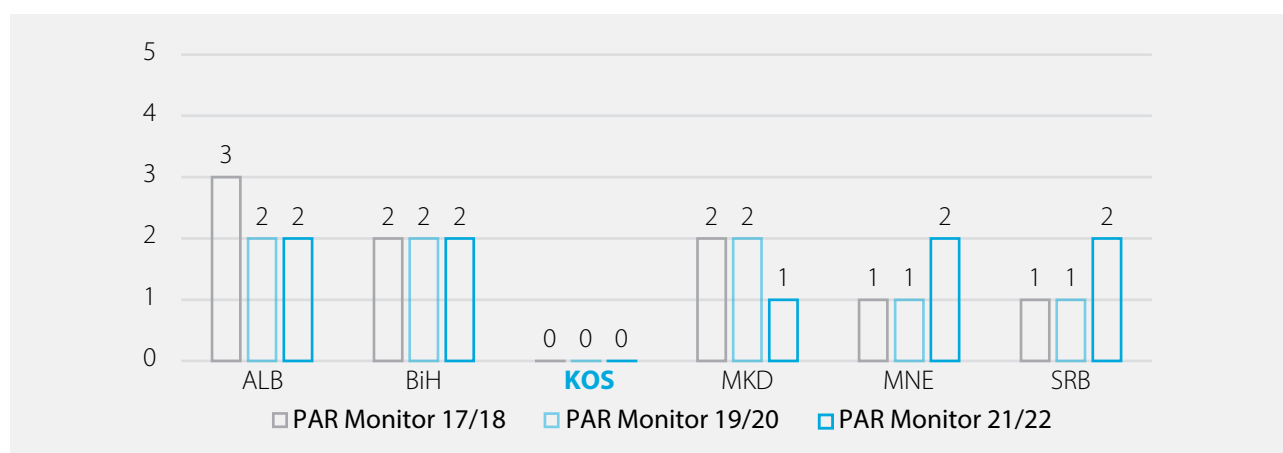
40 ibid.

Based on the SIGMA report of 2021 for Kosovo, value for the sub-indicator 7 (Existence of a functional HR database with data on the civil service) is 2 out of 4 hence the score of this element is 2 (1\*2). Substantial problems with the availability and adequacy of civil service data were revealed. Despite the fact that the DMPO's responsibility to gather, analyse and publish data is supported by the LPO (still there are serious problems implementing it) providing for its right to request and receive information from the public institutions, civil service statistics for the assessment year were largely missing, incomplete or contradictory. A critical role for the HRMIS as the central electronic information system for all public institutions is established. The reports states that the application of the new framework (LPO) is still to be seen in practice, as no recruitments have taken place since July 2020. Because the centralised recruitment procedures have not been launched, internal transfer has become the only instrument for filling vacant positions within the civil service. However, this creates new vacancies and does not address the overall need for new staff. In addition, the report states that the HRMIS includes data on all employed civil servants and HRM units use the system for administrative procedures (e.g. the administration of vacancies). However, it does not yet allow for quick reporting, it is not interoperable with the payroll system, not updated in real time and has gaps in data quality. The problems were aggravated by the COVID-19 pandemic, which interfered with the usual data-provision routines and affected the quality of data in the HRMIS201. Overall, the value for the indicator 'Adequacy of the policy, legal framework and institutional set-up for professional human resource management in public service' is 3. The indicator value is the same as for 2017 but represents a slight deterioration in policy monitoring with some progress in the availability and use of data.

Regarding the regular publishing of statistical data pertaining to the public service, since the merging of the Ministry of Internal Affairs (MIA) and the former Ministry of Public Administration (MPA), the webpage of MPA is now included as a sub-section in the MIA webpage. However, the sub-section on Public Administration has not been updated, dating from the first quarter of 2020. Therefore, published statistical data that includes data on employees, other than full-time civil servants in the central administration, are absent. In addition, there are no published statistical data on public service segregated based on gender and ethnic structure. Moreover, there are no reports on the public service policy available online. Report on the state of civil service of Kosovo 2021, acquired by FOI contains data on the following key issues: 1. planning and recruitments, 2. appraisals, 3. career development (promotions and demotions), 4. trainings (professional development programmes), 5. salaries/wages, 6. disciplinary procedures and decisions and 7. corruption/integrity issues and measures. But is not made clear why the report is not published online in the website of the MIA because there are 3 existing reports of 2019, 2020 and 2021. On the other hand, the MIA published a General Plan Report for the Personnel that indicate how many vacant positions are in the overall public service state-wide. Additionally, the data is segregated according to the positions and the exact numbers that the public service needs to fulfil the positions. The reports contain data also on the trainings that are planned to be held in order to train the staff for the particular position. Moreover, there are no reports on the public service which include substantiated information concerning the quality and/or outcomes of the public service work.

## IV.5 How does Kosovo do in regional terms?

**Indicator 2PSHRM P2 I1: Public availability of statistics and reports about the civil service and employees in the central state administration**



Regional PAR Monitor reports with results for all WB administrations are available at: [www.par-monitor.org](http://www.par-monitor.org)

**WeBER indicator 2PSHRM P2 I2: Performance of tasks characteristic for civil service outside of the civil service merit-based regime**

Indicator elements	Scores 2021/2022	Scores 2019/2020	Scores 2017/2018
E1. The number of temporary engagements for performance of tasks characteristic of civil service in the central state administration is limited by law	<b>0/4</b>	0/4	0/4
E2. There are specific criteria determined for the selection of individuals for temporary engagements in the state administration.	<b>4/4</b>	0/4	0/4
E3. The hiring procedure for individuals engaged on temporary contracts is open and transparent	<b>2/4</b>	4/4	4/4
E4. Duration of temporary engagement contracts is limited	<b>4/4</b>	4/4	4/4
E5. Civil servants perceive that temporary engagements in the administration are an exception	<b>0/2</b>	1/2	0/2
E6. Civil servants perceive that performance of tasks characteristic of civil service by individuals hired on a temporary basis is an exception	<b>0/2</b>	0/2	0/2
E7. Civil servants perceive that appointments on a temporary basis in the administration are merit-based	<b>0/2</b>	0/2	0/2
E8. Civil servants perceive that the formal rules for appointments on a temporary basis are applied in practice	<b>1/2</b>	1/2	1/2
E9. Civil servants perceive that individuals hired on a temporary basis go on to become civil servants after their contracts end	<b>1/2</b>	0/2	0/2
E10. Civil servants perceive that contracts for temporary engagements are extended to more than one year	<b>0/2</b>	<b>0/2</b>	0/2
<b>Total score</b>	<b>12/28</b>	<b>10/28</b>	<b>9/28</b>
<b>Indicator value 2020/2021 (scale 0 – 5)<sup>41</sup></b>	<b>2</b>		
<b>Indicator value 2019/2020 (scale 0 – 5)<sup>42</sup></b>		<b>2</b>	
<b>Indicator value 2017/2018 (scale 0 – 5)<sup>43</sup></b>			<b>1</b>

In 2019, the new Law on Public Officials (LPO) was approved, which brings a radical reform in the sense of regulating and modernizing the public service in line with the Sigma/OECD principles of public administration. Starting from the scope, which is broader and quite clear this law establishes the career system in the civil service, external recruitment based on group and centralized recruitment for the state administration, efficient mechanisms for the mobility of civil servants, a performance and discipline system based on the principles of sigma public administration, and a legal regime for the high management level in the civil service. All these elements have been established after the problems identified over the years and the politicization and non-professionalization of the public administration. However, after the entry into force of this law, in November 2019, this law was challenged by the Ombudsperson Institution of Kosovo (OIK) in the Constitutional Court, which in June 2020 made a decision to declare this law invalid in relation to 8 institutions constitutionally independent, forcing the Assembly of Kosovo to make these changes. This law entered in force in July 2020, but the changes have not yet been made, on the contrary, they have been expanded beyond the guidelines set by the judgment of the Constitutional Court. The law is in force with the exception of 8 institutions, which were excluded from the judgment of the constitutional court.

Based on the LPO temporary engagements are not allowed at all. However, according to article 32, paragraph 4 of this law, exceptionally, a regular job position in the Civil Service can be filled in case of the need to replace or the temporary absence of a civil servant depending on the case, for a period not longer than 12 (twelve) months. In this case, the admission procedures are developed by the Human Resources Unit, in accordance with the rules established by this law for the administrative and support clerk. In practice, until now, this instrument has hardly been implemented, with the exception of 4-5 cases. As for temporary engagements, the LPO nr.06/L-144, Article 84, "Agreements for special services" states that agreements for special services are concluded according

41 Conversion of points: 0-5 points = 0; 6-10 points = 1; 11-15 points = 2; 16-20 points = 3; 21-25 points = 4; 26-30 points = 5

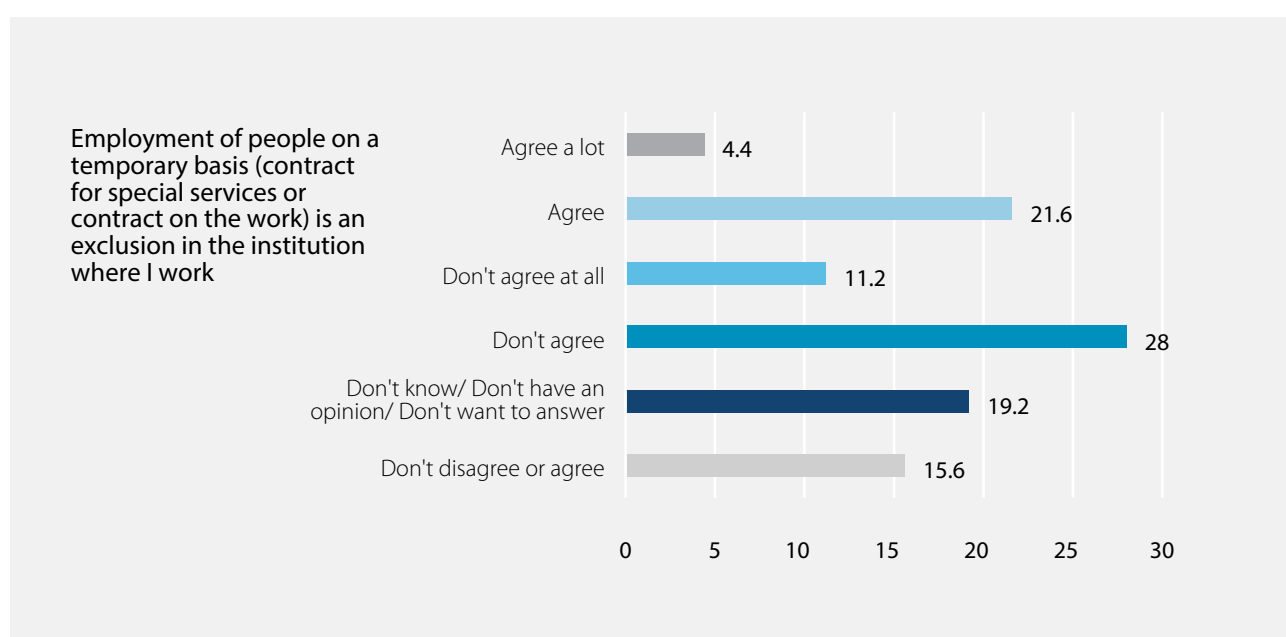
42 ibid.

43 ibid.

to the relevant legislation of public procurement. Consequently, when opened by the relevant legislation of public procurement the criteria's are defined as well. The specific requirements and competencies are regulated by the Regulation named "Rules for the procurement of special services". In accordance with the laws and regulations, calls for temporary engagements are opened following the request of the institution. However, not all the elements from the methodology are available at the first click in the webpage of e-procurement. As an un-registered user, one can view and download the elements of a public call such as announcement, deadline for submission and remuneration. But, for elements mentioned as requirements, competences, job description, for the same registration is needed. The registration can be accessed by any individual with a valid email address, and it is free of charge. The registration process is simple and fast.

In regards to "Duration of the employment relationship" it states that except when expressly provided otherwise by a separate law, the employment relationship for public service servants is established with the employment contract for an indefinite period. Additionally, with a special law, it can be determined that the work relationship for management personnel or professional to be established with a work contract for a certain period. The employment contract for a certain period may not be bound for a period longer than one (1) year.

**Figure. Civil servants' level of agreement on the statement (%):**

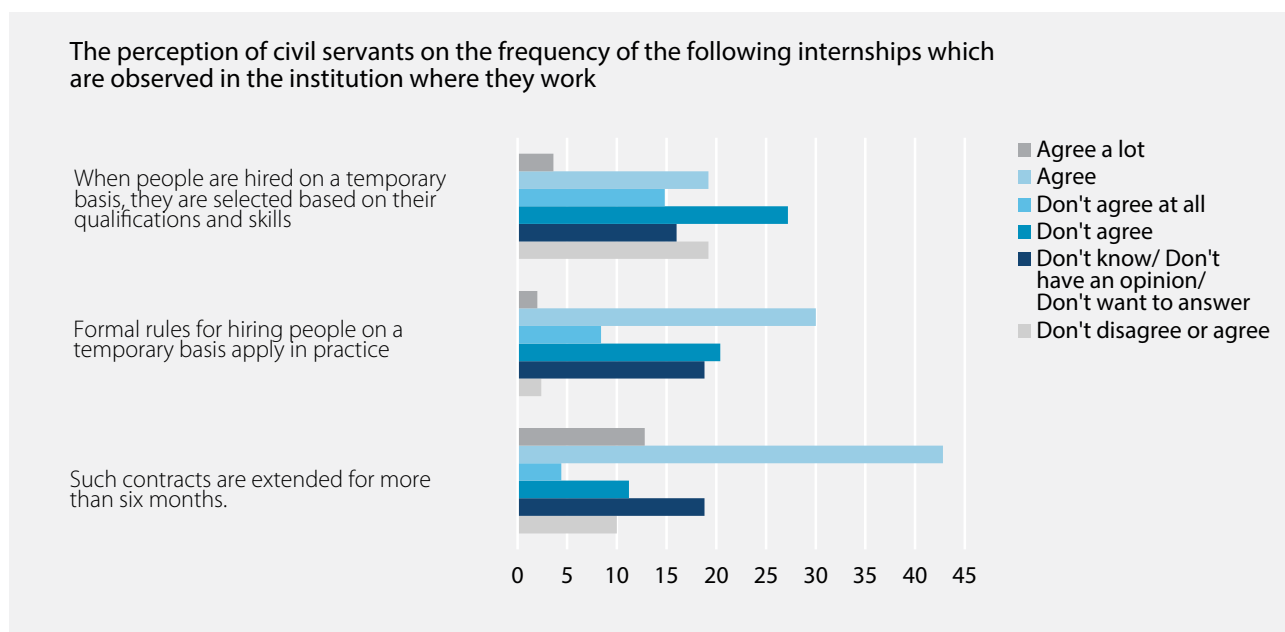


When people are hired on a temporary basis among civil servants, 26% think that "often" or "always" the selection is based on qualifications and skills. In addition, 18.80% of civil servants stated that individuals who are hired on a temporary basis, "never" or "rarely" perform tasks which should normally be performed by civil servants.

Only 22.80% of civil servant share the opinion that when people are hired on a temporary basis, they are "often" or "always" selected based on qualifications and skills. Moreover, 32% of the surveyed civil servants answered with "often" and "always or almost always" to the following statement "The formal rules for hiring people on a temporary basis are applied in practice". Similar to the previous statement, 32% of the civil servants claimed that individuals hired on a temporary basis "rarely" or "never" go on to become civil servants after their temporary engagements in the institutions where they work.



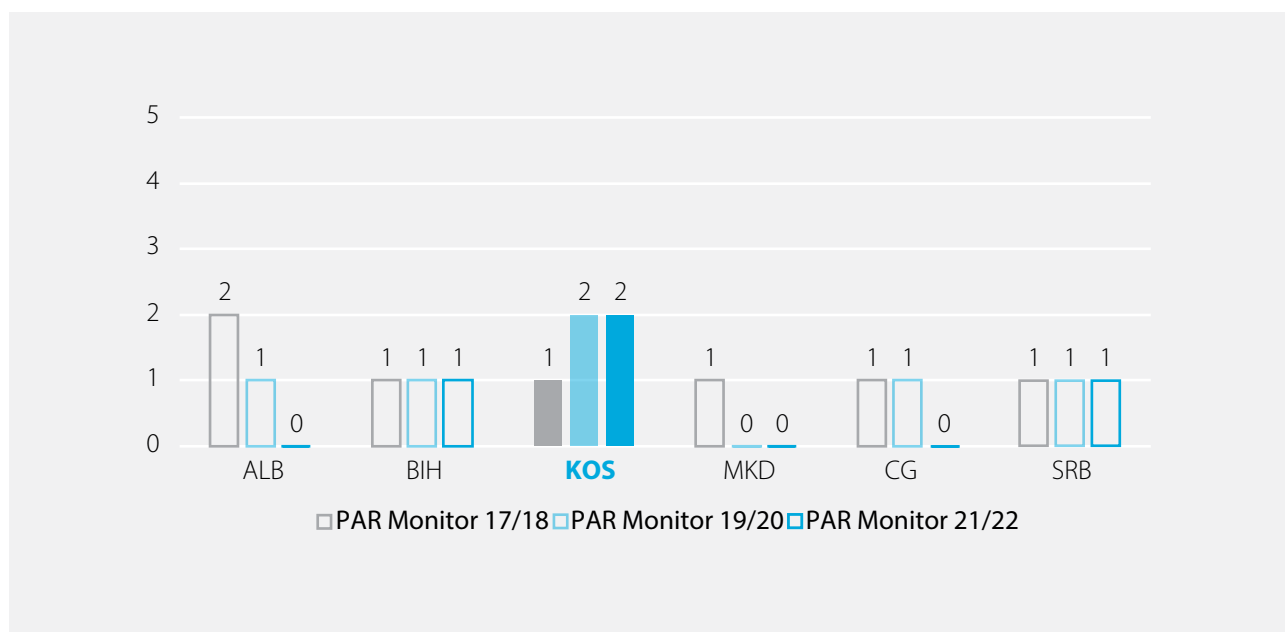
**Figure. Civil servant's perception on the statement (%):**



Finally, 15.60% of surveyed civil servants stated “rarely” or “never” that the temporary engagement contracts get extended to more than one year. On the other hand, 55,60% of the respondents answered with “often” or “always” to the statement.

## How does Kosovo do in regional terms?

**Indicator 2PSHRM P2 I2: Performance of tasks characteristic for civil service outside of the civil service merit-based regime**



Regional PAR Monitor reports with results for all WB administrations are available at: [www.par-monitor.org](http://www.par-monitor.org)

### Principle 3: the recruitment of public servants is based on merit and equal treatment in all its phases; the criteria for demotion and termination of public servants are explicit

#### *WeBER indicator PSHRM P3 I1: Openness, transparency and fairness of recruitment into the civil service*

Indicator elements	Scores 2021/2022	Scores 2019/2020	Scores 2017/2018
E1. Information about public competitions is made broadly publicly available	2/4	2/4	2/4
E2. Public competition announcements are written in a simple, clear and understandable language	2/4	2/4	2/4
E3. During the public competition procedure, interested candidates can request and obtain clarifications, which are made publicly available	0/4	2/4	2/4
E4. There are no unreasonable barriers for external candidates, which make public competitions more easily accessible to internal candidates	2/2	2/2	2/2
E5. The application procedure imposes minimum administrative and paperwork burden on candidates	4/4	0/4	0/4
E6. Candidates are allowed and invited to supplement missing documentation within a reasonable timeframe	0/4	0/4	0/4
E7. Decisions and reasoning of the selection panels are made publicly available, with due respect to the protection of personal information	4/4	2/4	2/4
E8. Information about annulled announcements is made publicly available, with reasoning provided	4/4	2/4	2/4
E9. Civil servants perceive the recruitments into the civil service as based on merit	0/2	0/2	0/2
E10. Civil servants perceive the recruitment procedure to ensure equal opportunity	1/2	1/2	1/2
E11. The public perceives the recruitments done through the public competition process as based on merit	0/2	1/2	0/2
<b>Total score</b>	<b>19/36</b>	<b>14/36</b>	<b>13/36</b>
<b>Indicator value 2020/2021 (scale 0 – 5)<sup>44</sup></b>	<b>3</b>		
<b>Indicator value 2019/2020 (scale 0 – 5)<sup>45</sup></b>		<b>2</b>	
<b>Indicator value 2017/2018 (scale 0 – 5)<sup>46</sup></b>			<b>2</b>

Recruitment in Civil Service is regulated by the Law No. 06/ L-114 on Public Officials, which entered into force on the second half of 2020 after Constitutional's Court judgement on its constitutionality. There are also a number of secondary acts (bylaws) which complement the law regarding recruitment as well other aspects. The law states that "admission to office of civil servant, Public Service employees and administrative-technical and support staff is based on principles of equal opportunities, merit, and integrity, nondiscrimination and fair and proportional representation of genders and communities." The recruitment procedure is now facilitated by the online HRMIS (Human Resource Management Information System) ([konkursi.rks-gov.net](http://konkursi.rks-gov.net)). Regarding the information about public competitions, if it's made broadly public available, the sample of 4 competitions shows that information about the call was made public through HRMIS and the websites of recruiting institutions. Based on the interview with the HRM Representative from the Ministry of Internal Affairs, it was stated that this is an obligation deriving from the announcement. Regarding the language of the public competition, the texts of the 4 samples are clear and simple but rather fail to avoid bureaucratic language. From all the 4 announcements a contact point regarding that one can reach out to for additional clarification was not specified. As the announcements follow the same structure given the centralization of the procedure, the contact point information is not available anymore in the announcement calls. However, in the platform where

<sup>44</sup> Conversion of points: 0-5 points = 0; 6-10 points = 1; 11-15 points = 2; 16-20 points = 3; 21-25 points = 4; 26-30 points = 5

<sup>45</sup> *ibid.*

<sup>46</sup> *ibid.*

the announcement is published, the number and emails are visible. HRMI website provides a special section that leads to a video explaining how the candidate should apply and how they can ask questions regarding the procedure. Moreover, in the right down corner of the website, a number and an email address are available for any questions from the candidates. These two contact points are central and they disseminate the questions to the relevant institution and department (<https://konkursi.rks-gov.net/>). The regulation no.16/2020 does not include a provision that announcements should include a contact address for further questions regarding the position recruitment. However, in practice most of the institutions provide such a contact.

On the other hand, public competition announcements contain none of what the methodology considers as unreasonable barriers for external candidate. Regulation (Grk) No. 16/2020 On Admission and Career in The Civil Service of the Republic Of Kosovo, in Article 12 "Content of applications" states the documents that a candidate should have and none is what the methodology considers as unreasonable. Also, there is no difference between the documents requested between internal and external candidates.

As for the application procedure, the Regulation no: 16/2020 on Admission and Career in Civil Service of the Republic of Kosovo (henceforth the regulation no. 16/2020), Article 14 states that there are two stages of competition: "The competition for admission to the civil service comprises of two stages: 1.1. Preliminary verification of candidates; and 1.2. Evaluation of candidates.". The article 12 "Content of applications" states that the candidates should fill out the relevant information in the HRMI electronic system. The content of application is not considered a burden of administrative paperwork. According to the Regulation (GRK) (GRK) No. 16/2020, Article 15, "Preliminary verification", it is stated that "Upon completion of the preliminary verification, the Responsible Unit shall determine the candidates who meet the requirements for application. Only candidates who meet the requirements for application shall be eligible to further compete at the next stage, which is referred to as shortlisting. Candidates who do not meet the requirements for application in accordance with paragraph 1 of this Article shall not be eligible to further continue the competition. The decision on failure to meet the requirements of application shall be reasoned and notified individually to the applicants, not later than fourteen (14) calendar days from the final date of receipt of applications. Within three (3) days of the date of individual notice, the notified candidates who do not meet the requirements of application shall be entitled to submit an internal appeal. The appeal shall be submitted in writing to the Responsible Unit. The Responsible Unit shall review the appeal and notify the candidate on the decision taken, within five (5) days of its submission." According to this regulation the candidates with missing documents and will be notified, consequently they have the right to make an appeal reasoning their missing documents. Decisions and reasoning of the selection panels are made publicly available on the HRMIS and are accessible, also this information's are obtained by FOI. The result of the evaluations is available with respect to the law. According to Regulation 16/2022, the results are published on "the website of the ministry responsible for public administration, for competitions for admission to the civil service in State Administration Institutions, and on the websites of each state administration institution, as a separate link linked to the HRMIS or to: 2.2. the website of the Other State Institution for the competition for admission to these institutions".

As for the annulled announcements, the information is publicly available in the HRMIS along with the reasoning behind the annulment decision. In addition, the Law No. 05/L-031 for the General Administrative Procedures foresees and regulates the annulment of an administrative act.

Nevertheless, civil servant survey results reflect a significant level of skepticism towards the effectiveness of such procedures in terms of the substance. For the statement as whether "civil servants in my institution are recruited on the basis of qualifications and skill" 34,32% of the civil servants agreed (29.52%) and strongly agreed (4.80%). As for whether one needs to have a connection to get a job in the civil service, 22.14 disagreed to the statement (15.13% disagree and 7.01 strongly disagreed). In the last monitoring, 14.9% of survey civil servants agreed that to get civil service job in my institution one need to have connections. The rise in percentage could have various implications, such as changes in hiring practices, perception of fairness in the recruitment process, or external factors influencing opinions about the significance of connections in job opportunities within the civil service institution

The results of survey in the question "in the recruitment procedure for civil servants in my institution all candidates are treated equally (regardless of gender, ethnicity, or another personal trait which could be basis for unfair discrimination)" 41.33% agree (32.47%) or strongly agree (8.86%). 28.49% of citizens surveyed, agree or strongly agree with the statement that "Public servants are recruited through public competitions based on merit, or put differently, the best candidates are enabled to get the jobs.

Figure. Civil servant's perception on the statement (%):

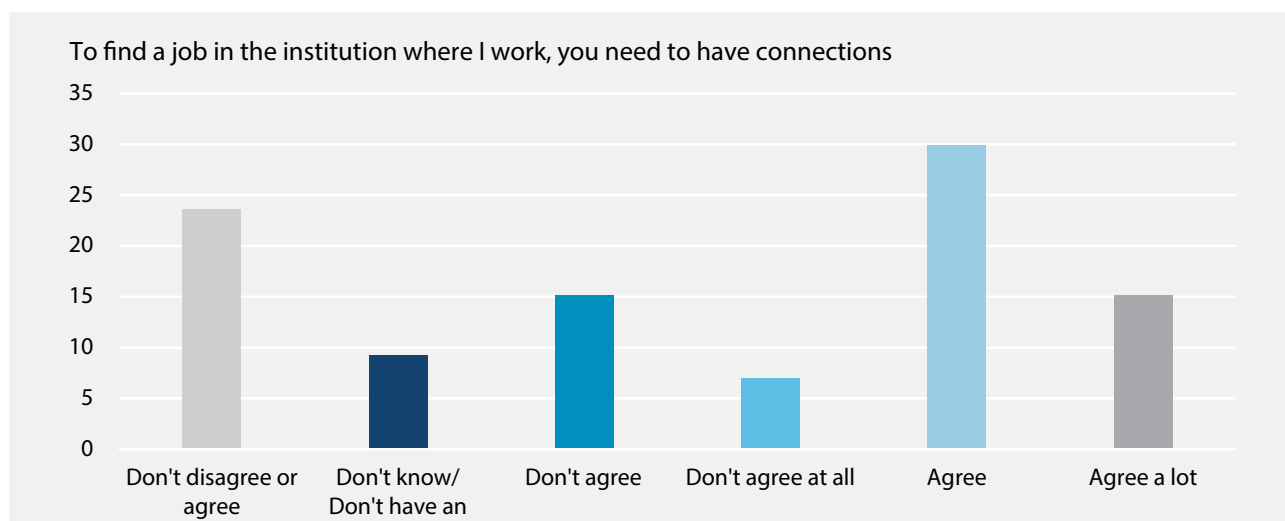
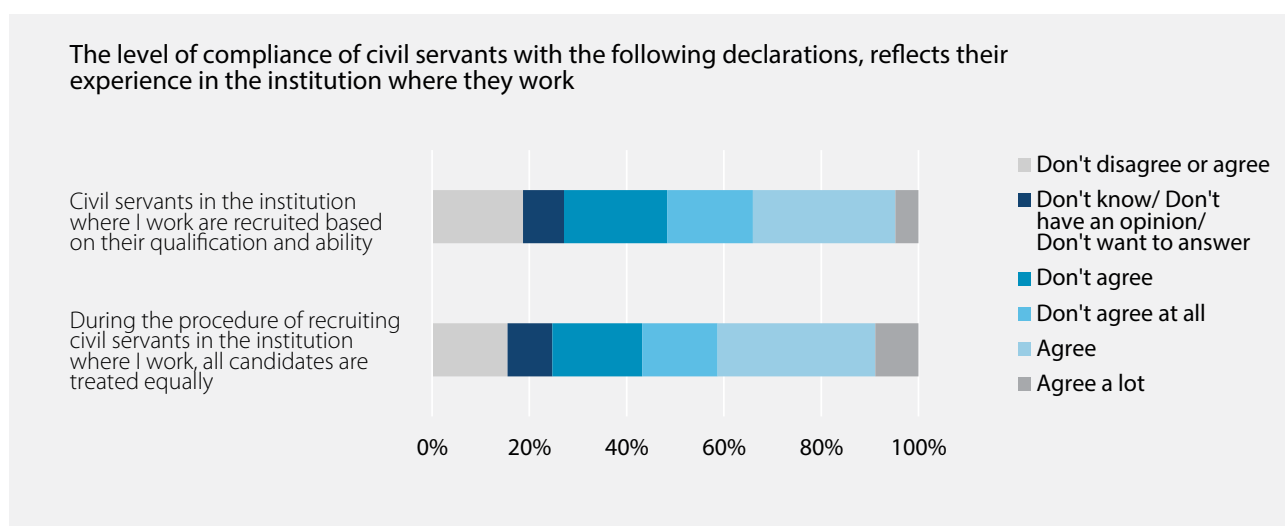
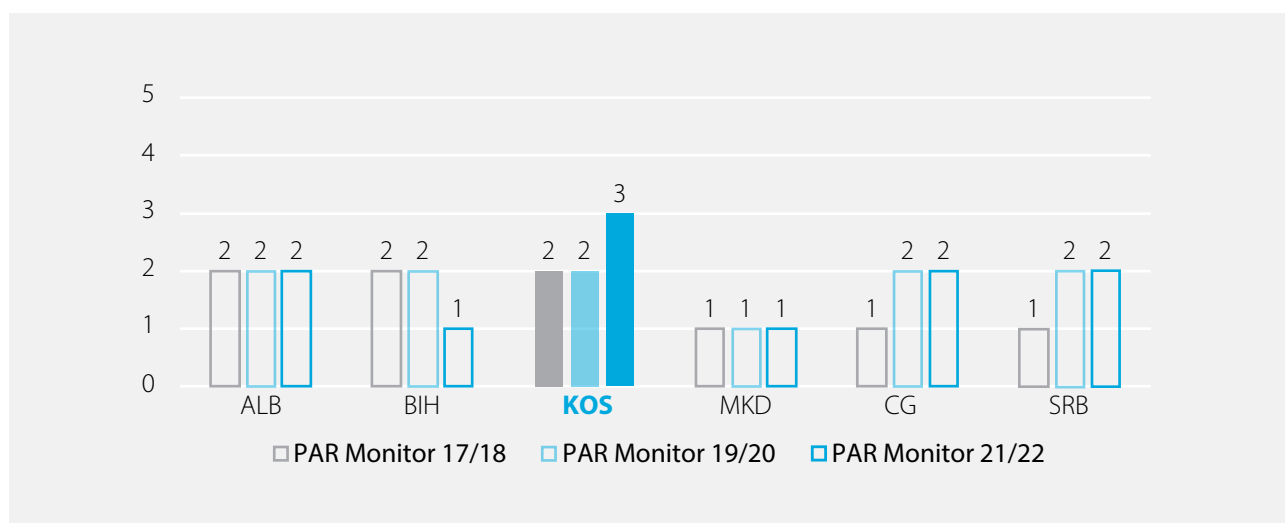


Figure. Civil servant's perception on the statement (%):



## How does Kosovo do in regional terms?

### Indicator PSHRM P3 I1: Openness, transparency and fairness of recruitment into the civil service



Regional PAR Monitor reports with results for all WB administrations are available at: [www.par-monitor.org](http://www.par-monitor.org)

## Principle 4: direct or indirect political influence on senior managerial positions in the public service is prevented

### *WeBER indicator PSHRM P4 I1: Effective protection of senior civil servants' position from unwanted political interference*

Indicator elements	Scores 2021/2022	Scores 2019/2020	Scores 2017/2018
E1. The Law prescribes competitive, merit-based procedures for the selection of senior managers in the civil service	2/2	2/2	1/2
E2. The law prescribes objective criteria for the termination of employment of senior civil servants	2/2	0/2	0/2
E3. The merit-based recruitment of senior civil servants is efficiently applied in practice	0/4	0/4	0/4
E4. Acting senior managers can by law, and are, only appointed from within the civil service ranks for a maximum period limited by the Law	0/4	2/4	2/4
E5. Ratio of eligible candidates per senior-level vacancy	0/4	0/4	0/4
E6. Civil servants consider that the procedures for appointing senior civil servants ensure that the best candidates get the jobs	0/2	0/2	0/2
E7. CSOs perceive that the procedures for appointing senior civil servants ensure that the best candidates get the jobs	0/2	0/2	0/2
E8. Civil servants perceive that senior civil servants are appointed based on political support	0/2	0/2	0/2
E9. Existence of vetting or deliberation procedures on appointments of senior civil servants outside of the scope of the civil service legislation	2/2	2/2	2/2
E10. Civil servants consider that senior civil servants would not implement and can effectively reject illegal orders of political superiors	0/2	0/2	0/2
E11. Civil servants consider that senior civil service positions are not subject of political agreements and "divisions of the cake" among the ruling political parties	0/2	0/2	0/2
E12. Civil servants perceive that senior civil servants are not dismissed for political motives	0/2	0/2	0/2
E13. Civil servants consider the criteria for dismissal of senior public servants to be properly applied in the practice	0/2	0/2	0/2
E14. CSOs consider senior managerial civil servants to be professionalised in practice	0/2	0/2	0/2
E15. Civil servants perceive that senior civil servants do not participate in electoral campaigns of political parties	0/2	0/2	0/2
E16. Share of appointments without a competitive procedure (including acting positions outside of public service scope) out of the total number of appointments to senior managerial civil service positions	4/4	0/4	4/4
<b>Total score</b>	<b>10/40</b>	<b>6/40</b>	<b>9/40</b>
<b>Indicator value 2020/2021 (scale 0 – 5)<sup>47</sup></b>	<b>1</b>		
<b>Indicator value 2019/2020 (scale 0 – 5)<sup>48</sup></b>		<b>0</b>	
<b>Indicator value 2017/2018 (scale 0 – 5)<sup>49</sup></b>			<b>1</b>

<sup>47</sup> Conversion of points: 0-5 points = 0; 6-10 points = 1; 11-15 points = 2; 16-20 points = 3; 21-25 points = 4; 26-30 points = 5

<sup>48</sup> *ibid.*

<sup>49</sup> *ibid.*

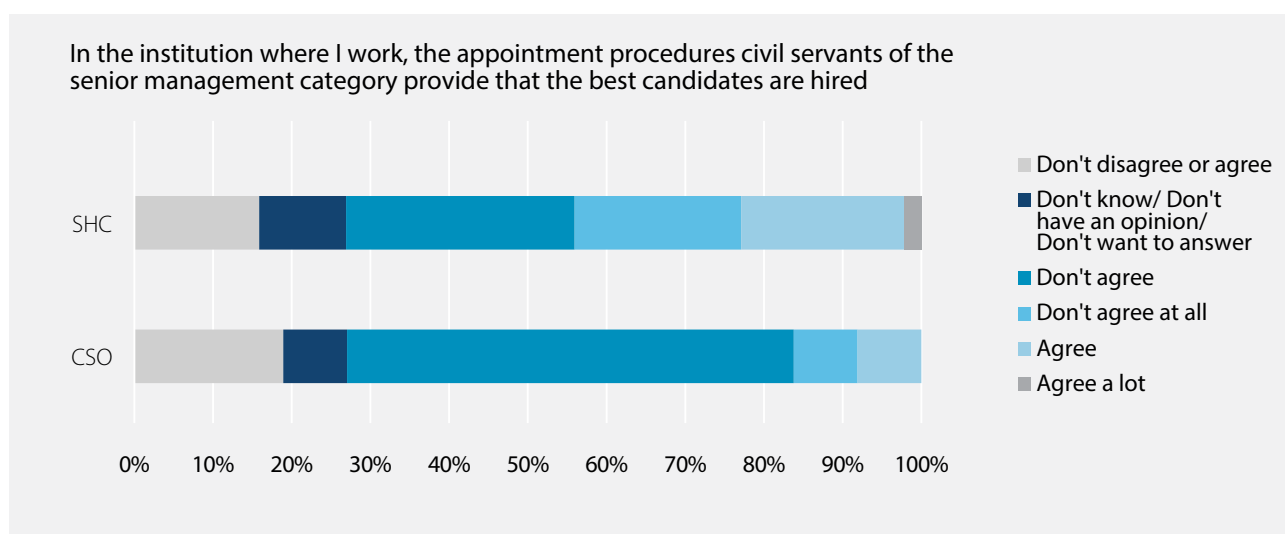
Sigma Report 2021 shows that a detailed new regulatory framework has been established aiming to minimise political influence on SCS recruitment and to ensure it is based on merit and professionalism. The senior managerial category includes the positions of secretary-general, executive director and deputy director of an executive agency, and equivalent. The LPO abolishes temporary contracts and introduces a centralised career-based system. SCS positions are filled by internal competition in the first instance. Additionally the report states that the legal grounds for the termination of employment of senior civil servants are mostly the same as for the other civil servants, with a few specificities. Importantly, a senior civil servant who joins a political party will be dismissed. Furthermore, senior civil servants will receive an evaluation of 'unsatisfactory' where their institution receives an 'adverse' opinion or 'disclaimer of opinion' from the Auditor-General's report in two consecutive years within their mandate; this aspect it is more positive than the last monitoring cycle which had the result of 0 out of 4, whereas this monitoring year has been raised to 4 out of 4.

However, negative results have been depicted to the merit-based recruitment. Based on SIGMA monitoring report, no appointments to SCS positions had been made through the competition process under the LPO at the time of the assessment. The existing recruitment practices under the CSL could not be assessed because of unavailability of data; which lead to a decrease in the result to 1.5 out of 9, from 2.5 out of 9 in the monitoring cycle of 2019/2020.

Monitoring results show that the Law No.06/L-114 on Public Officials (LPO), Regulation No. 01/2022 on the Admission, Evaluation And Discipline Of Senior Management Employees and Law No. 06/L -113 for the Organization and Functioning of the State Administration and the Independent Agencies do not put forward any maximum duration on the replacements for appointing of acting senior managers. The interview with former senior civil servant shows that LPO in paragraph 10, article 83 provides that with the entry into force of this law, the employment relationship of the acting civil servant positions is also terminated. Behind this is the reasoning why for a long time these positions, many positions at the management level, for many years have been held by acting officials. Abusing the fixed terms that were determined by the former civil service law, is another reason. A solution for the acting senior positions has been made in the Law for the Organization and Functioning of the Social Organization, but which does not set a specific deadline and is temporary. The limitations related to durations have not been specified due to the abuse of these durations over the last 15 years.

The results of the survey with civil servants revealed that 22.9% of surveyed civil servants either "agreed" (20.70%) or "strongly agreed" (2.20%) with the statement "Procedures for appointing senior civil servants ensure that the best candidates get the jobs in my institution". Very similar results have been seen also in the last monitoring cycle. On the contrary, only 8.11% of the CSO surveyed agree and strongly agree with the same statement .

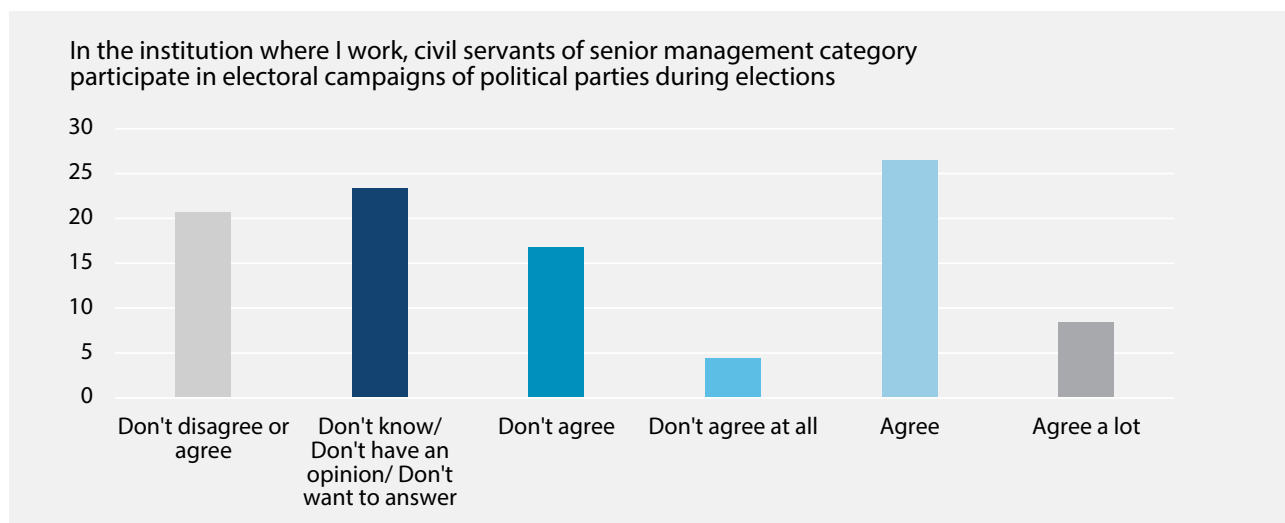
**Figure. Civil servant' perception on the statement (%):**



When asked whether the senior managerial civil servants are professionalized in practice, only 5.41% of CSOs replied “agree” or “strongly agree” to the statement; similar to the last monitoring cycle where the percentage was around 24%. Among the civil servants, 14.09% replied either “rarely” or “never or almost never” to the statement “Senior civil servants are at least in part appointed thanks to political support”. 22.03% of surveyed civil servants answered either “disagree” or “strongly disagree” to the statement “Senior civil service positions are subject of political agreements and “divisions of the cake” among the ruling political parties”; the percentage is slightly higher than that of the last monitoring cycle (13.3%)

In the current monitoring, only 4.41% of surveyed civil servants reported senior civil servants’ involvement in electoral campaigns, a significant decrease compared to 15.1% in 2019/2020.

**Figure. Civil servants’ perception on the statement (%):**



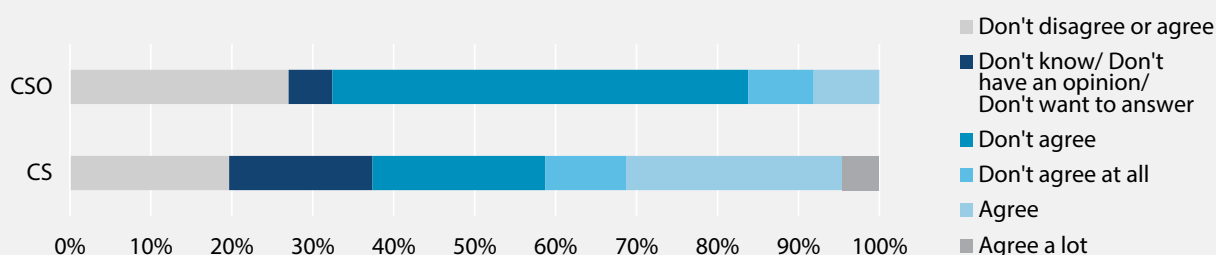
Additionally, 25.99% of civil servants disagreed with the idea of implementing illegal actions if requested by political superiors, indicating a positive trend in upholding ethical standards within the institution. 33.04% of surveyed civil servants replied either “agree” or “strongly agree” to the statement “Senior civil servants can reject an illegal order from a minister or another political superior, without endangering their position” showing a similar perception compared to 26% from the last monitoring.

25.99% of surveyed civil servants replied either “rarely” or “never or almost never” to the statement “In my institution senior civil servants get dismissed for political motives” which is higher compared to the last cycle with 17.5%. Whereas 2.64% of surveyed civil servants replied “always or almost always” to the statement “Formal rules and criteria for dismissing senior civil servants are properly applied in practice”.

In this regard, no additional vetting or deliberation procedures exist beyond the Law on Public Officials. The situation was the same with the Law on Civil Servants, which was in force until 2019. Regarding senior managerial public service positions, the Annual Report on Civil Service for 2021, which was acquired by FOI, shows that there were calls opened for six positions, eligible for individuals outside civil service, i.e. external recruitment. For these six positions, the report shows that only eight applicants showed interest (applied). All the calls for these six positions were annulled. The report does not give information why these calls were annulled. The report highlights that 14 senior managerial positions were made available for internal recruitment, and 72 civil service applicants applied, with 39 of them considered ineligible. However, the report shows that only two of these internal recruitment efforts for senior managerial positions were successful in 2021.

**Figure. CSOs and civil servants' perception on the following statement (%):**

Applicable measures for integrity and anti-corruption are effective in achieving their goals. These measures can include codes of ethics, disciplinary measures in relation to ethics and integrity of civil servants, integrity plans, etc.

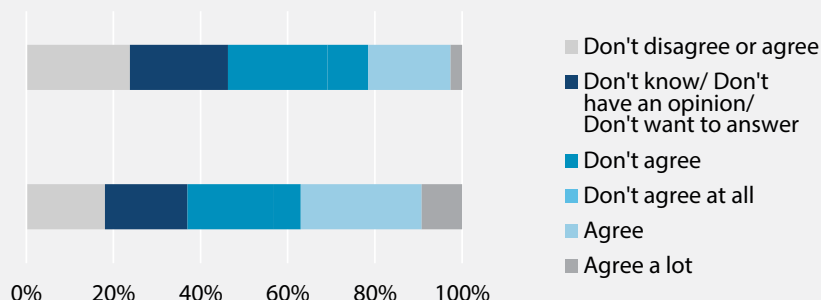


**Figure. Civil servants' perception on the following statement (%):**

The level of compliance of civil servants with the following statements (%)

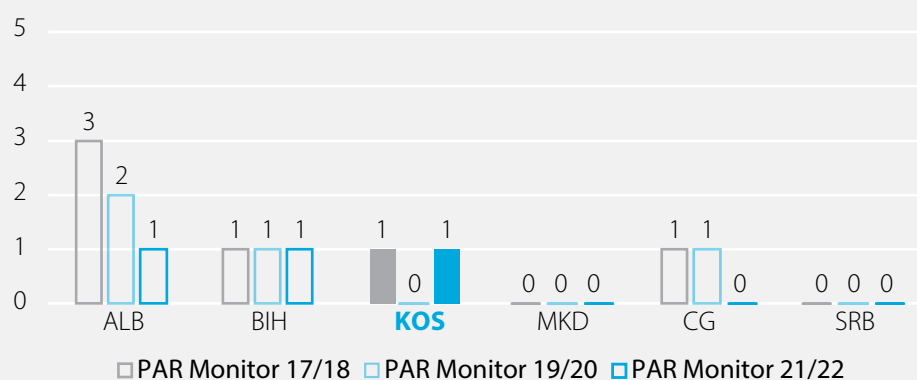
In the institution where I work, the formal rules and criteria for the dismissal of civil servants of the senior management category are properly applied in practice

In the institution where I work, civil servants of the senior management category are dismissed for political reasons.



## How does Kosovo do in regional terms?

**Indicator PSHRM P4 I1: Effective protection of senior civil servants' position from unwanted political interference**



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## Principle 5: the remuneration system of public servants is based on the job classification; it is fair and transparent

### WeBER indicator PSHRM P5 I1: Transparency, clarity and public availability of information on the civil service remuneration system

Indicator elements	Scores 2021/2022	Scores 2019/2020	Scores 2017/2018
E1. The civil service remuneration system is simply structured	0/4	0/4	0/4
E2. The civil service salary/remuneration system foresees limited and clearly defined options for salary supplements additional to the basic salary	0/4	0/4	0/4
E3. Information on civil service remuneration system is available online	0/6	4/6	0/6
E4. Citizen friendly explanations or presentations of remuneration information are available online	0/2	2/2	0/2
E5. Discretionary supplements are limited by legislation and cannot comprise a major part of a civil servant's salary/remuneration	2/4	1/4	0/4
E6. Civil servants consider the discretionary supplements to be used for their intended objective of stimulating and awarding performance, rather than for political or personal favouritism	0/2	0/2	0/2
<b>Total score</b>	<b>2/22</b>	<b>0/22</b>	<b>0/22</b>
<b>Indicator value 2020/2021 (scale 0 – 5)<sup>50</sup></b>	<b>0</b>		
<b>Indicator value 2019/2020 (scale 0 – 5)<sup>51</sup></b>		<b>0</b>	
<b>Indicator value 2017/2018 (scale 0 – 5)<sup>52</sup></b>			<b>0</b>

The Law on Salaries of Civil Servants which is currently formally in force is not being implemented. As a result, the salaries of civil servants are currently being regulated through approximately 58 legal documents/acts by individual institutions. Most of them are individual decisions or administrative instructions<sup>53</sup>. Therefore, the salary system remains the same as in the past years. It is worth mentioning that Kosovo has a centralized pay roll system that is managed centrally by State Treasury that falls within the competences of the Ministry of Finance. Nevertheless, there is no document available that provides explanations about the remuneration system at the Ministry of Internal Affairs (Public Administration section) website. Salaries in the public sector in Kosovo are completely non-public hence, non-transparent.

The new Law on Salaries was adopted by the Assembly on March 2019 but it did not enter into force initially because of two interim measures of the Constitutional Court following the complaint filed by the Ombudsperson. On June 30, 2020, the Constitutional Court ultimately declared this Law as unconstitutional. The Court ruled that this Law as a whole is not in compliance with the Constitution of Republic of Kosovo, since it infringes the principles of separation of powers and rule of law. One of the findings of the Judgment was that this Law had not harmonized salaries at the level of all sectors (which was complained by the applicant as infringing equality provisions). In addition, the Law made arbitrary and unjustified exceptions to several institutions, excluding from its scope of regulation the Kosovo Security Force, the Kosovo Intelligence Agency, the Privatization Agency of Kosovo, and the Central Bank of Kosovo. As for the Assembly, the Court found it problematic that the Law gave the Assembly certain self-regulatory competences (including the right of determining the supplements for its staff and deputies), since this, again, would mean that the Law has failed in reaching its main aim, namely the harmonization of salaries throughout the public sector. During the time of the monitoring, the new draft law on salaries was being drafted under internal consultations between state institutions.

According to SIGMA's report on Kosovo for 2021, the current legal framework does not include the requisite wage component for the civil service system. Salaries are vague, and the methods for allocating basic salaries do not ensure that the principles of merit, justice, and equality of treatment are followed. There is no formal analysis of public service wages. Data on average total salaries, compensation levels, and so forth are lacking. The yearly civil service report contains no numerical information on civil service salaries. There is no centralized website containing salary

<sup>50</sup> Conversion of points: 0-5 points = 0; 6-10 points = 1; 11-15 points = 2; 16-20 points = 3; 21-25 points = 4; 26-30 points = 5

<sup>51</sup> *ibid.*

<sup>52</sup> *ibid.*

<sup>53</sup> Source: Interview in the previous PAR Monitor with the former Director of the Legal Department in the former Ministry of Public Administration.

information for public servants. The job postings only include information on the coefficients, which is insufficient to allow applicants and the general public to understand the offered salary.

According to SIGMA's conclusion for the Indicator 3.5.1: Fairness and competitiveness of the remuneration system for civil servants: "The current civil service remuneration system, based on the LSCS, does not ensure there is comprehensiveness, transparency, fairness and equal treatment. Drafting of the new law on salaries has only started. The analysis of civil service salaries and establishment of channels for disseminating the salary information are deficient. Comparison of remuneration within the system and with the private sector is difficult due to the lack of reliable data." The score for sub-indicator 6, "Managerial discretion in the allocation of bonuses", is 2, the same as it was in 2017.

The SIGMA report for Kosovo also concludes that: "Although legislation does not foresee bonuses, there is an important role for allowances. The problems are recognized in the 2020 civil service report by the MIA, which concludes that the system 'has resulted in significant differences in the basic salary for equal positions in public institutions', it is 'fragmented and inefficient' and there are 'major inequalities in the distribution of salaries and bonuses'."

The findings of the civil service survey suggest that 3.10% of respondents strongly agreed and 15.93% agreed to the statement that "bonuses or increases in pay grades are used by managers only to stimulate or rewards performance", whereas 23.45% opted "rarely" and "never" to the statement that political and personal connections help employees to receive bonuses or increase in pay grade.

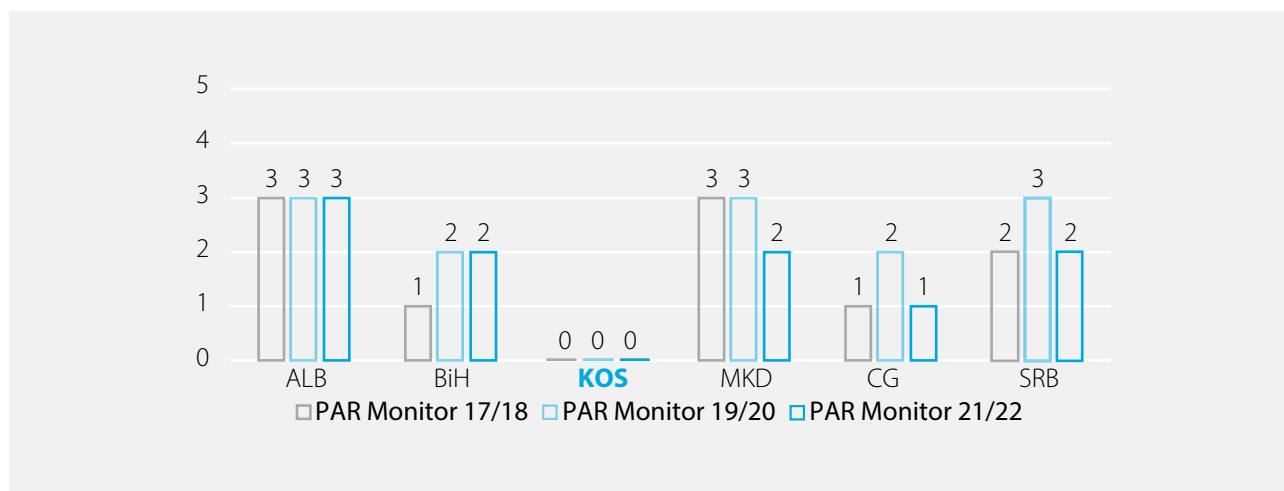
**Figure. Civil servants' perception on the following statement (%):**

	Don't disagree or agree	Don't know/ Don't have an opinion/ Don't want to answer	Don't agree	Don't agree at all	Agree	Agree a lot
Bonuses above the basic salary are used by managers to stimulate or reward performance in the institution where I work	11.5	17	30	22.5	16	3

	Always or almost always	Never or almost never	Sometimes (about half of the time)	Rarely	Frequently	Don't know/ Don't have an opinion/ Don't want to answer
In my institution, political and personal connections help employees to get salary bonuses or salary increases	11.5	23.5	7.5	14	19.5	24

## ■ How does Kosovo do in regional terms?

*Indicator PSHRM P5 I1: Transparency, clarity, and public availability of information on the civil service remuneration system*



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## Principle 7: policies and legislation are designed in an inclusive manner that enable the active participation of society

*WeBER indicator PSHRM P7 I1: Effectiveness of measures for the promotion of integrity and prevention of corruption in the civil service*

Indicator elements	Scores 2021/2022	Scores 2019/2020	Scores 2017/2018
E1. Integrity and anti-corruption measures for the civil service are formally established in the central administration	2/4	4/4	4/4
E2. Integrity and anti-corruption measures for the civil service are implemented in the central administration	0/4	2/4	2/4
E3. Civil servants consider the integrity and anti-corruption measures as effective	1/2	1/2	0/2
E4. CSOs consider the integrity and anti-corruption measures as effective	0/2	0/2	0/2
E5. Civil servants consider that the integrity and anti-corruption measures are impartial	1/2	0/2	0/2
E6. CSOs consider that the integrity and anti-corruption measures in the state administration are impartial	0/2	0/2	0/2
E7. Civil servants feel they would be protected as whistle blowers	0/2	0/2	0/2
<b>Total score</b>	<b>4/18</b>	<b>7/18</b>	<b>6/18</b>
<b>Indicator value 2020/2021 (scale 0 – 5)<sup>54</sup></b>	<b>1</b>		
<b>Indicator value 2019/2020 (scale 0 – 5)<sup>55</sup></b>		<b>2</b>	
<b>Indicator value 2017/2018 (scale 0 – 5)<sup>56</sup></b>			<b>1</b>

<sup>54</sup> Conversion of points: 0-5 points = 0; 6-10 points = 1; 11-15 points = 2; 16-20 points = 3; 21-25 points = 4; 26-30 points = 5

<sup>55</sup> *ibid.*

<sup>56</sup> *ibid.*

Same as the last monitoring cycle of 2019/2020 Sigma shows that there is a completeness of the legal framework for public sector integrity to be fully achieved, whereas notes that the existence of a comprehensive public sector integrity policy is still lacking. Whereas the report of SIGMA for 2021 concludes that implementation of public policy is zero out of three. The points given by Sigma in this field have decreased the final indicator value of this indicator from 2 to 1.

The survey data with CSO shows that none of the CSOs survey does not strongly agree and only 8.11% agree that integrity and anti-corruption measures in place in the state administration are effective in achieving their purpose.

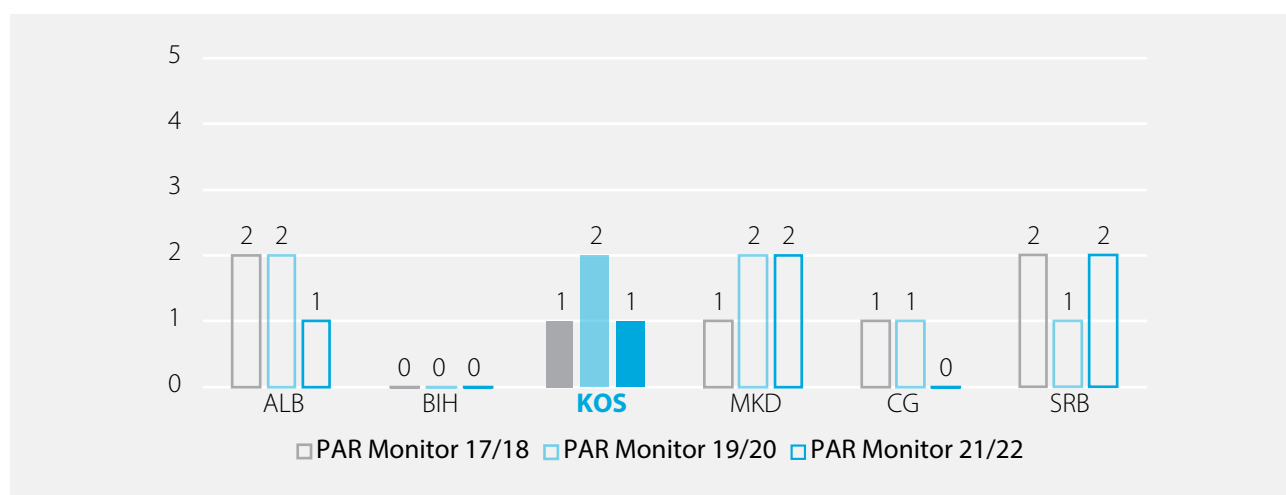
Whereas from the survey with civil servants 30% of the civil servants perceive that integrity and anti-corruption measures in place in their institutions are impartial whereas among CSOs this percentage is 7%; similar results were showed also in the last monitoring cycle of 2019/2020.

As whether they consider the integrity and anti-corruption measures as effective, among civil servants (31&% is higher compared to CSO (8.11%).

In terms of security,if civil servants would be protected as a whistle blowers this year monitoring marks a slight progress toward the issues with 17%% from 13.3%.

## ■ How does Kosovo do in regional terms?

**Indicator PSHRM P7 I1: Effectiveness of measures for the promotion of integrity and prevention of corruption in the civil service**



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## IV.6 SUMMARY RESULTS: PUBLIC SERVICE AND THE HUMAN RESOURCES MANAGEMENT

*The SIGMA report for Kosovo in 2021 presents a comprehensive assessment of the country's public sector. The report highlights several key areas that require attention and improvement. Data management and availability is assessed to pose significant challenges in the civil service. Civil service statistics were found to be incomplete, contradictory, or missing, while the central HR database (HRMIS) suffers from data quality issues and lacks real-time updates. The COVID-19 pandemic further complicated data provision.*

*Policy and statistical data in the public service are lacking up-to-date information. The Ministry of Internal Affairs' website is not regularly updated and reports on the state of the civil service are not easily accessible online. This hinders transparency and accountability. Recruitment processes, particularly for senior civil service positions, face limitations. The implementation of the new regulatory framework for merit-based recruitment is ongoing, and data unavailability prevented a comprehensive assessment of existing recruitment practices. Further efforts are needed to ensure transparency and equal opportunities in the recruitment process.*

*The remuneration system for civil servants lacks transparency and fairness. Vague salary regulations and disparities persist, with salaries being regulated through numerous individual decisions. The absence of a centralized website for salary information hampers transparency and contributes to inequalities.*

*Integrity and anti-corruption measures require improvement. While the legal framework for public sector integrity is considered complete, the implementation of policies and measures is lacking. Confidence in the effectiveness of these measures is low among civil society organizations and civil servants. Strengthening integrity measures is crucial to combat corruption and promote trust in the public sector.*

*Whistleblower protection has shown some progress, but further actions are needed to ensure robust protection and encourage reporting of misconduct without fear of reprisal. In summary, the SIGMA report highlights the need for improvements in data management, recruitment processes, remuneration systems, integrity measures, and whistleblower protection in Kosovo's public sector. Addressing these challenges will enhance transparency, fairness, and professionalism, fostering trust in the public administration and improving the delivery of public services.*

## IV.7 Recommendations for Public Service and the Human Resources Management

### Tracking the 2019/2020 PAR Monitor Recommendations

Recommendation	Status	Comment
The HRMS should produce and publish comprehensive annual reports on the implementation of laws and policies pertaining the human resource management in the civil service. In addition to quantitative elements, the reports should contain outcome-oriented components to address the quality of work of the civil service and assessment of whether it has become more or less professionalized, depoliticized, as well as whether capacities have improved or not.	<b>Not implemented</b>	
State administration bodies should advertise public vacancies through social media channels. The institutions advertising vacancies should introduce subscription options and advanced search engines on their respective webpages, for filtering vacancy announcements. Applying these methods would ensure a wider reach of potential candidates and raise the chances of a successful recruitment process. State administration bodies should invest effort in making public competition calls more understandable to external candidates. They should translate the language of the calls into a more simpler and clearer language, include visual elements such as infographics or videos explaining the recruitment process steps, as well as publish a FAQ sheet clarifying based on the previous practice. This sheet should be regularly updated as candidates send new requests for clarification, so that all those interested are timely informed. This will incentivize external candidates to apply and ensure they understand the job description and application requirements. On the long run, this will ensure more a successful recruitment process.	<b>Partially implemented</b>	
The document submission stage should impose minimum administrative and paperwork burden on candidates. It should be organized in at least two phases, with only basic documents (such as cover letter, CV, ID and birth certificate), requested in the first instance. Candidates should be allowed to supplement missing documentation within at least 5 working days.	<b>Not implemented</b>	



# V. ACCOUNTABILITY





## V.1 WeBER indicators used in Accountability and country values for KOSOVO

### ***ACC\_P2\_I1: Civil society perception of the quality of legislation and practice of access to public information***



### ***ACC\_P2\_I2: Proactive informing of the public by public authorities***



## V.2 State of Play in Accountability and main developments since 2020

The main law regulating the right of access to public documents is the Law No. 06 / L-081 on Access to Public Documents (LAPD)<sup>57</sup>, which entered in force in 2019, replacing the previous law. LAPD applies to all public documents except the classified ones. A public document, as defined by LAPD, includes any act, fact, or information held by a public institution in various forms. LAPD establishes proactive publication and disclosure of data as the fundamental principles for accessing public documents. Public institutions are required to proactively publish documents on their official websites, and open data should be made available through a central portal. Kosovo has a centralized portal for open data, which should be continuously enriched by all public institutions.

Regarding the right of access to public documents, the appointment of the Commissioner for Information and Privacy in June 2021 represents a positive development. This appointment has fully functionalized the Agency for Information and Privacy, which plays a pivotal role in facilitating access to public documents and safeguarding personal data.

Despite being in force for a period of four years, the practical implementation of LOFSAIA has been disappointingly minimal. The process of rationalizing agencies, which was initiated several years ago, has made little progress. In an attempt to rectify this issue, the Law on the first wave of rationalization of agencies and the establishment of accountability lines was approved in 2020, marking a positive step towards reforming the current system.

However, despite three years having passed since the restructuring of the government, there has been a notable absence of genuine reorganization within ministries. Many administrative structures continue to operate independently, with parallel departments for common services, legal matters, procurement, human resources, budgeting, and other functions. Furthermore, the lack of merged ministry websites has resulted in a scarcity of public documents and data, revealing a significant gap in proactive information sharing.

<sup>57</sup> Law on Access to Public Documents, Official Gazette of the Republic of Kosovo, available at: <https://gzk.rks-gov.net/ActDetail.aspx?ActID=20505>

## V.3 What does WeBER monitor and how?

The SIGMA principle covering the right to access public information is the only principle presently monitored in the area of accountability, yet this principle looks at both the proactive and reactive aspects of the issue.

**Principle 2:** The right to access public information is enacted in legislation and consistently applied in practice.

This principle is of the utmost significance in increasing the transparency of administrations and holding them accountable by civil society and citizens, as well as in safeguarding the right-to-know by the public at large as a precondition for better administration. The WeBER approach to this principle does not assess regulatory solutions embedded in free access to information acts, being instead based on the practice of reactive and proactive provision of information by administration bodies. On one hand, this approach takes into consideration the experience of members of the civil society with enforcement of the legislation on access to public information, and on the other, it is based on direct analysis of websites of administration bodies.

WeBER's monitoring is done using two indicators. The first one focuses entirely on civil society's perception of the scope of the right to access public information and whether enforcement mechanisms enable civil society to exercise this right in a meaningful manner. To explore perceptions, a survey of civil society organisations in the Western Balkans was conducted, using an online surveying platform from the second half of June to the beginning of August 2020.<sup>58</sup> The uniform questionnaire with 28 questions was used to assess all Western Balkans administrations, ensuring an even approach in the survey implementation. It was disseminated in local languages through the existing networks and platforms of civil society organisations with large contact databases and through centralised points of contact, such as governmental offices in charge of cooperation with the civil society. To ensure that the survey targeted as many organisations as possible in terms of types, geographical distribution, and activity areas, and hence to have a representative sample, additional boosting was done where increases to overall responses were needed. Finally, a focus group with CSOs representatives was organised to complement survey findings with qualitative data. The focus group results were not, however, used for point allocation under this indicator.

The second indicator focuses on proactive informing of the public by administration bodies, particularly by monitoring the comprehensiveness, timeliness, and clarity of the information disseminated through official websites. In total, 18 pieces of information were selected and assessed against two groups of criteria: 1) basic criteria, looking at the information's completeness, and whether it was up to date, and 2) advanced criteria, looking at the accessibility and citizen-friendliness of the information.<sup>59</sup> Information was gathered from official websites of a sample of seven administration bodies, consisting of three in-line ministries (a large, a medium, and a small ministry in terms of thematic scopes), a ministry with general planning and coordination functions, a government office with centre-of-government functions, a subordinate body to a minister/ministry, and a government office tasked with delivering services.<sup>60</sup>

## V.4 WeBER monitoring results

**Principle 2: The right to access public information is enacted in legislation and consistently applied in practice.**

*WeBER indicator ACC P2 I1: Civil society perception of the quality of legislation and practice of access to public information*

Indicator elements	Scores 2021/2022	Scores 2019/2020	Scores 2017/2018
E1. CSOs consider that the information recorded and documented by public authorities is sufficient for the proper application of the right to access public information*	0/4	0/4	0/4
E2. CSOs consider exceptions from the presumption of public character of information to be adequately defined	1/2	1/2	1/2
E3. CSOs consider exceptions from the presumption of public character of information to be adequately applied	0/4	0/4	0/4
E4. CSOs confirm that information is provided in the requested format	1/2	1/2	1/2
E5. CSOs confirm that information is provided within prescribed deadlines	1/2	1/2	1/2
E6. CSOs confirm that information is provided free of charge	2/2	2/2	2/2
E7. CSOs confirm that the person requesting access is not obliged to provide reasons for the request for public information	1/2	1/2	0/2
E8. CSOs confirm that in practice the unclassified portions of otherwise classified materials are released;	0/4	0/4	0/4
E9. CSOs consider that requested information is released without portions containing personal data	1/2	0/2	0/2
E10. CSOs consider that when only portions of classified materials are released, it is not done to mislead the requesting person with only bits of information	0/2	0/2	0/2
E11. CSOs consider that the designated supervisory body* has, through its practice, set sufficiently high standards of the right to access public information	4/4	4/4	4/4
E12. CSOs consider the soft measures* issued by the supervisory authority to public authorities to be effective	1/2	1/2	1/2
E13. CSOs consider that the supervisory authority's power to impose sanctions leads to sufficiently grave consequences for the responsible persons in the noncompliant authority	1/2	0/2	0/2
<b>Total score</b>	<b>13/34</b>	<b>11/34</b>	<b>10/34</b>
<b>Indicator value 2020/2021 (scale 0 – 5)<sup>61</sup></b>	<b>2</b>		
<b>Indicator value 2019/2020 (scale 0 – 5)<sup>62</sup></b>		<b>1</b>	
<b>Indicator value 2017/2018 (scale 0 – 5)<sup>63</sup></b>			<b>1</b>

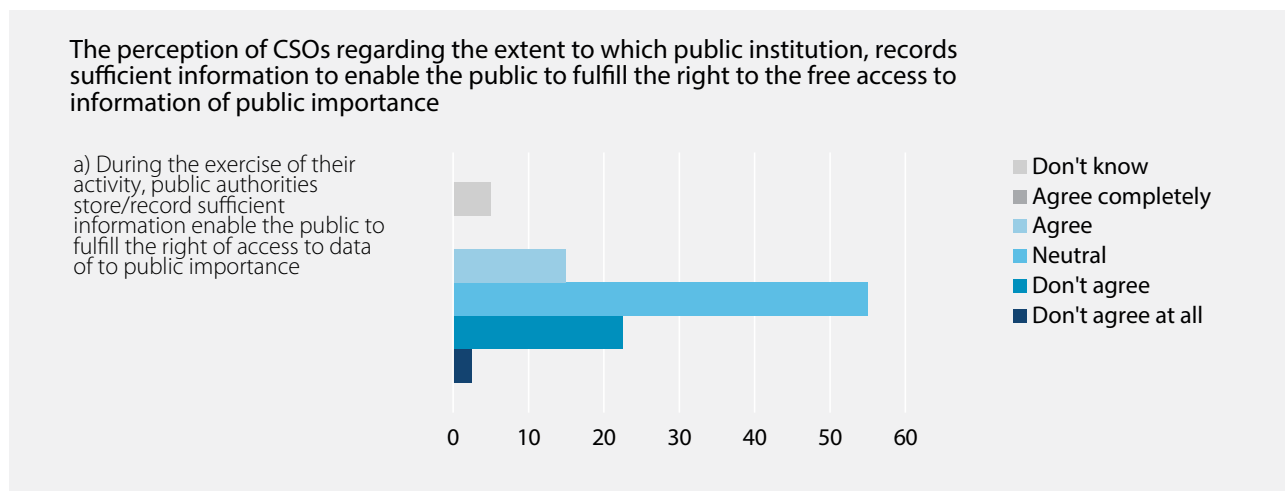
<sup>61</sup> Conversion of points: 0-5 points = 0; 6-10 points = 1; 11-15 points = 2; 16-20 points = 3; 21-25 points = 4; 26-30 points = 5

<sup>62</sup> *ibid.*

<sup>63</sup> *ibid.*

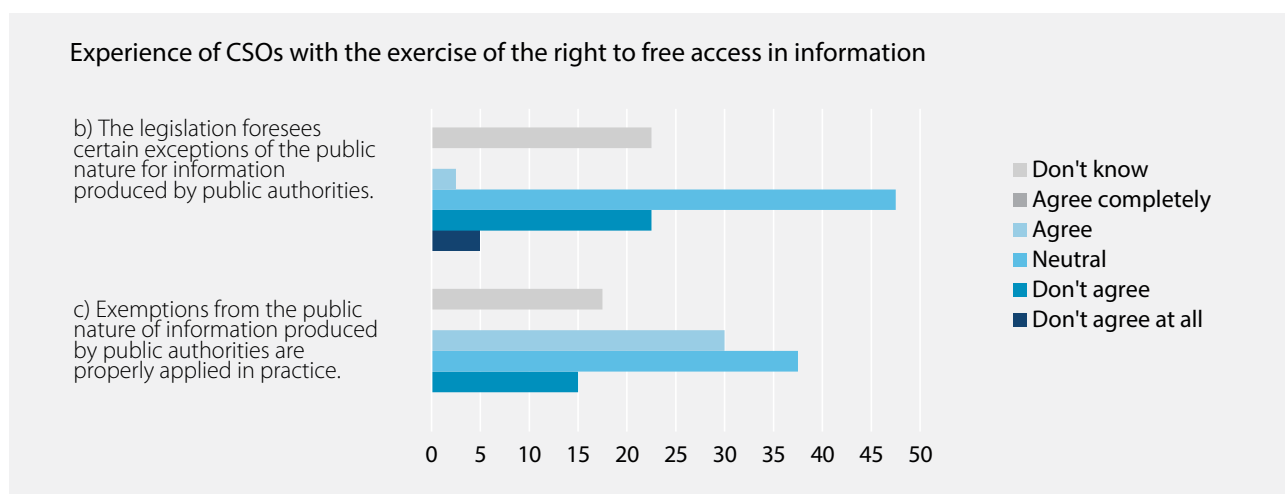
Survey results indicate that only 15% of CSOs respondent agreed that public authorities, in exercising their activities, record sufficient information to enable the public to fulfil the right to free access of information of public importance.

**Figure.CSOs'perception to the following statement:**



In addition, 30.3% of CSOs claim that the legislation prescribes adequate exceptions to the public character of information produced by public authorities while no one fully agreeing to the statement. At the same time, 4.6% agreed that these exceptions are adequately applied in practice while 47,50% were neutral to the statement.

**Figure. CSOs' perception to the following statements:**



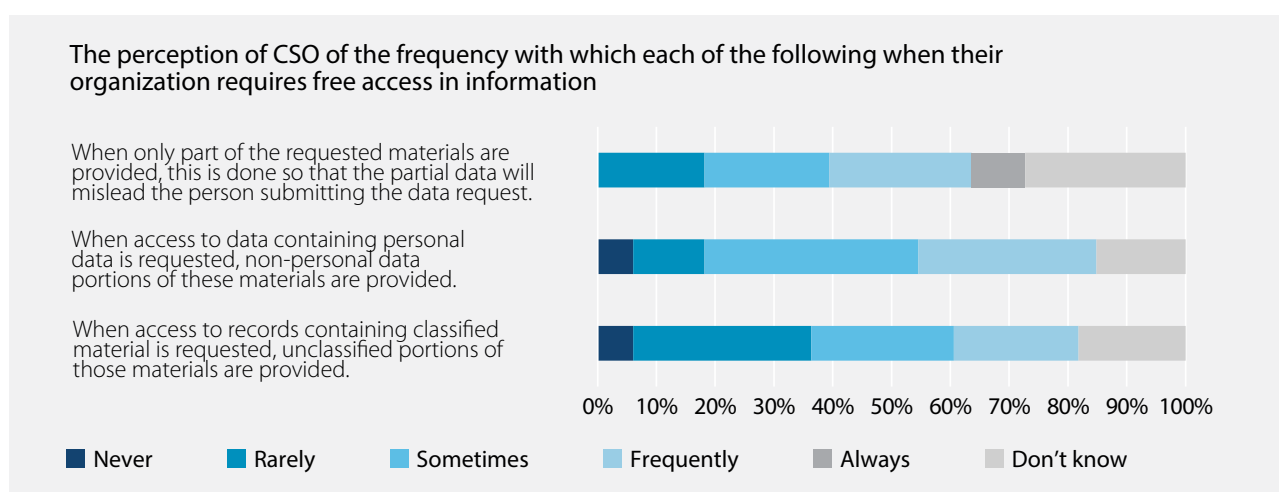
Out of all CSOs which have practiced their right to access public documents in the last two years, 48.48% claimed that provided information is "often" or "always" in the requested format, 33.33% affirmed that information is provided within prescribed legal deadlines, and vast of 96,97% declared that they are provided free of charge. Furthermore, 5.15% of respondents answered that "never" the person requesting free access is asked to provide reasons for such a request, and 15.15% answered with "rarely".

**Figure. CSOs' perception to the following statements:**

When my organization requests information through a request for access to public documents...	Never	Rarely	Sometimes	Frequently	Always	Don't know
a) ...the data provided is in the required format.	0	21	30	45	3	0
b) ...the data were provided within the specified deadlines.	6	18	39	33	3	0
c) ...the data is provided free of charge.	0	0	3	12	85	5
d) ...the person requesting access to the data has been asked to justify the request.	15	15	39	9	18	3

Only 21.21% of the respondents answered with "often" that when requesting access to information that contains classified materials, non-classified portions of these materials are released. No respondents answered with "always". Moreover, 30,30% affirmed that when requiring information that may contain personal data material "often" portions not containing personal data of these materials are released. On the other hand, none of the CSO respondent responded with "never", while 18.18% stated that it "rarely" occurs that when only portions of requested materials are released, it is done so as to mislead the requesting person with only partial information. Regarding the statement if the designated supervisory body sets, through its practice, sufficiently high standards of the right to access public information, 81.82% agreed and strongly agreed with the statement. In addition, 54.55 % agreed (no respondent strongly agreed) that soft measures issued by the Agency for Information and Privacy to public authorities are effective in protecting access to information.

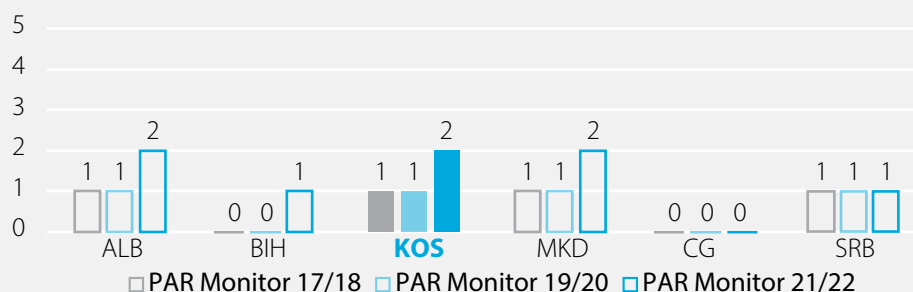
**Figure: CSOs' perception to the following statements:**



Yet, in case of the violation of right to free access of information from public institutions, only 30.30% of CSOs agreed that prescribed sanctions lead to sufficiently grave consequences for the responsible persons in the non-compliant authorities.

## ■ How does Kosovo do in regional terms?

*Indicator ACC\_P2\_I1: Civil society perception of the quality of legislation and practice of access to public information*



Regional PAR Monitor reports with results for all WB administrations are available at: [www.par-monitor.org](http://www.par-monitor.org)

## Principle 2: The right to access public information is enacted in legislation and consistently applied in practice

*WeBER indicator ACC\_P2\_I2: Proactive informing of the public, by public authorities*

Indicator elements	Scores 2021/2022	Scores 2019/2020	Scores 2017/2018
E1. Websites of public authorities contain complete and up to date information on the scope of work	0/4	0/4	4/4
E2. Websites of public authorities contain easily accessible and citizen-friendly information on the scope of work	0/2	0/2	1/2
E3. Websites of public authorities contain complete and up to date information on accountability (who they are responsible to)	0/4	0/4	0/4
E4. Websites of public authorities contain complete and up to date information on relevant policy documents and legal acts	2/4	4/4	4/4
E5. Websites of public authorities contain accessible and citizen-friendly information on relevant policy documents and legal acts	0/2	0/2	0/2
E6. Websites of public authorities contain complete and up to date information on policy papers, studies, and analyses relevant to policies under competence	2/4	2/4	1/4
E7. Websites of public authorities contain accessible and citizen-friendly information on policy papers, studies, and analyses relevant to policies under competence	0/2	0/2	1/2
E8. Websites of public authorities contain complete and up to date annual reports	0/4	0/4	0/4
E9. Websites of public authorities contain accessible and citizen-friendly annual reports	0/2	0/2	0/2
E10. Websites of public authorities contain complete and up to date information on the institution's budget	0/4	0/4	0/4

Indicator elements	Scores 2021/2022	Scores 2019/2020	Scores 2017/2018
E11. Websites of public authorities contain accessible and citizen-friendly information on the institution's budget	0/2	0/2	0/2
E12. Websites of public authorities contain complete and up to date contact information	2/4	2/4	4/4
E13. Websites of public authorities contain accessible and citizen-friendly contact information	2/2	2/2	2/2
E14. Websites of public authorities contain complete and up to date organisational charts which include the entire organisational structure	0/4	0/4	2/4
E15. Websites of public authorities contain accessible and citizen-friendly organisational charts which include the entire organisational structure	0/2	2/2	1/2
E16. Websites of public authorities contain complete and up to date information on contact points for cooperation with civil society and other stakeholders, including public consultation processes	0/4	2/4	0/4
E17. Websites of public authorities contain accessible and citizen-friendly information on ways in which they cooperate with the civil society and other external stakeholders, including public consultation processes	0/2	1/2	0/2
E18. Public authorities proactively pursue open data policy	0/4	0/4	0/4
<b>Total score</b>	<b>8/56</b>	<b>15/56</b>	<b>18/56</b>
<b>Indicator value 2020/2021 (scale 0 – 5)<sup>64</sup></b>	<b>0</b>		
<b>Indicator value 2019/2020 (scale 0 – 5)<sup>65</sup></b>		<b>1</b>	
<b>Indicator value 2017/2018 (scale 0 – 5)<sup>66</sup></b>			<b>1</b>

Monitoring assessment of the access to public information has shown that public authorities, across all sampled institutions, significantly lack a proactive approach when it comes to informing the public.

Information on the scope of work is not systematic across all sample institution. The sample of the institutions included the following: Ministry of Internal Affairs (MIA), Ministry of Industry, Entrepreneurship and Trade (MIET), Ministry of Local Governance Administration (MLGA), Ministry of Finance, Labour and Transfer (MFLT), Office of Prime Minister (OPM), Business Registration Agency (BRA) and Kosovo Medicines Agency (KMA). Out of the seven sampled institutions, three published the scope of work on the website, during the monitoring period, out of which three of them had them updated and in line Regulation (GRK) No. 04/2021 on Amendment and Supplementation of Regulation (GRK) on Areas of Administrative responsibility of the Office of the Prime Minister and the Ministries. Although easily accessible, when available, this information is not generally presented in a citizen-friendly way, expect for MLGA, MFLT and BRA. BRA is the exception once again, this time with regard to complete and updated information on accountability lines. The rest of the sample institutions do not provide such information. On the other hand, each institution publishes complete, up to date (with the exception of BRA) and easily accessible information on policy documents and legal acts. Similarly, all sample institutions publish policy paper, studies and analysis relevant to policies under their competences. However, none of this information, across all sampled institutions, is presented in a citizen friendly way among all sample institutions.

Expect MLGA, none of the sampled institutions publish annual reports. It is worth mentioning that publication of budgetary information (financial plans and reports) are entirely absent across all sampled institutions.

<sup>64</sup> Conversion of points: 0-5 points = 0; 6-10 points = 1; 11-15 points = 2; 16-20 points = 3; 21-25 points = 4; 26-30 points = 5

<sup>65</sup> *ibid.*

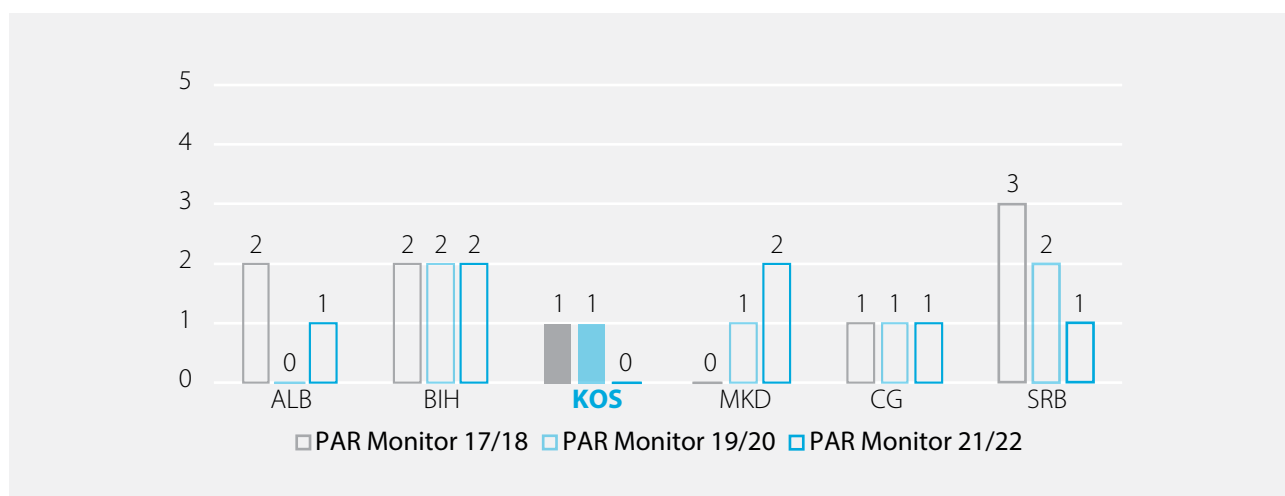
<sup>66</sup> *ibid.*

All sampled institutors provide complete, accessible and citizen friendly contact information, out of which only MIA's and MFLT's contact information are not updated. As for the organizational charts, four out of the total number of sample institutions provide complete information on their website and in a downloadable format (except OPM). Yet, only two of them, namely MLGA and BRA, have updated the structure and have done so in line with the latest acts on internal structure and job positions. However, MIET, BRA and KMA information on structure and organization is not easily accessible and citizen friendly.

Three institutions (MIET, MFLT, OPM) in the sample provide information on cooperation with civil society. They do so by including the link that directs user to the centralized Platform for Public Consultation on their website's homepage. All of the three institution provide easy accessible and citizen friendly information in this regard. they all lack the 'citizen friendliness' component, except for the OPM. In the end, although there are good examples within the sample institutions that pursue open data policy, such as the case with MIA, MFLT and OPM, they are not sufficiently proactive in proactively providing data in open format.

## ■ How does Kosovo do in regional terms?

*Indicator ACC\_P2\_I2: Proactive informing of the public, by public authorities*



Regional PAR Monitor reports with results for all WB administrations are available at: [www.par-monitor.org](http://www.par-monitor.org)



## V.5 Summary Results in the Accountability Area

*The survey suggests that 30% of CSOs claim that the legislation prescribes adequate exceptions to the public character of information produced by public authorities while no one fully agreed with the statement. Regarding the statement if the designated supervisory body sets, through its practice, sufficiently high standards of the right to access public information, 81.82% agreed and strongly agreed with the statement. In addition, 54.55 % agreed (no respondent strongly agreed) that soft measures issued by the Agency for Information and Privacy to public authorities are effective in protecting access to information. The monitoring assessment of access to public information reveals that most public authorities lack a proactive approach in informing the public. The sampled institutions include the Ministry of Internal Affairs (MIA), Ministry of Industry, Entrepreneurship and Trade (MIET), Ministry of Local Governance Administration (MLGA), Ministry of Finance, Labour and Transfer (MFLT), Office of the Prime Minister (OPM), Business Registration Agency (BRA), and Kosovo Medicines Agency (KMA). Among the seven institutions, only three published their scope of work on their websites during the monitoring period, and updated it in accordance with the relevant regulations. However, this information, when available, is not presented in a citizen-friendly manner, except for MLGA, MFLT, and BRA. Similarly, although all institutions publish policy documents and legal acts, none of this information is presented in a citizen-friendly way. Annual reports are not published by any of the sampled institutions and budgetary information is entirely absent across all institutions. Contact information is generally complete and accessible, but not always updated. Regarding organizational charts, four institutions provide complete and downloadable information, but only MLGA and BRA have updated their structures in accordance with the latest regulations. The information on structure and organization of MIET, BRA, and KMA is not easily accessible or citizen-friendly. Although some institutions demonstrate good examples of open data policy, such as MIA, MFLT, and OPM, they are not sufficiently proactive in providing data in an open format.*

## V.6 Recommendations for Accountability

### Tracking recommendations from the 2019/2020 PAR Monitor

Recommendation	Status	Comment
<p>Public authorities should inform the public by using simple, citizen-oriented language on their websites, focusing on ease of access and better user experience. In particular:</p> <ol style="list-style-type: none"> <li>When publishing documents (policy and legal documents, reports, etc.), their content and purpose need to be briefly introduced/explained without bureaucratic terminology, focusing on the most important aspects and how do they affect everyday life of citizens, associations, businesses, minority groups, or other groups in society.</li> <li>When providing information on organisational purpose and purview, describing policy areas and offered services, or similar administrative information (either in the Information Booklets or otherwise online), copy-paste of text from statutory acts should be strictly avoided, instead they should be tailored to an average citizen.</li> </ol>	<b>Partially implemented</b>	Public authorities should continue informing the public using a citizen friendly language while publishing documents and providing information on organisation purpose describing policy areas and Offered services.
Public authorities at the central administration level should proactively publish their annual work reports online. The basic option would be to publish corresponding passages from the Government's Annual Working Plan Report, to complement it with the qualitative and quantitative information, and performance indicators on concrete results achieved by the organisation in the one-year period;	<b>Partially implemented</b>	Unfortunately, not all central public institutions publish their annual Work reports online. Also, during our monitoring period the government failed annual work reports in a timely manner or based on the regulation.
Public authorities should start producing and publishing citizen-friendly version of their annual budgets (financial plans). Existing practices in the country for the annual state budget and for a few local self-governments can be used as the starting point for their development. Once they are developed and published, citizen budgets should be clearly marked and visible from the website homepage.	<b>Not implemented</b>	Public institutions websites do not contain annual budgets (financial Plans. The exception are the municipalities.
Public authorities should start publishing at least one dataset pertaining to their scope of work in line with the open data standards, preferably both on their websites and national open data portal.	<b>Partially implemented</b>	The public authorities publish their data set in the open data format only in the national data portal.

<b>Recommendation</b>	<b>Status</b>	<b>Comment</b>
Information on cooperation with civil society, and external stakeholders in general, should be clearly displayed, preferably through an easily accessible website section at the landing page, detailing on what cooperation with CSOs entails, channels of communication, contact/responsible persons, and other relevant info.	<b>Partially implemented</b>	A very few public institutions have a separate section with details on cooperation with CSOs.
Similarly, for public consultations and public debates on policy documents and legislation, separate website section should be available. It can either be combined with the one from recommendation no. 5 or designed separately. However, finalised and on-going consultation processes should be easily identified and searchable, including responsible contact persons, calls to participate, programmes, necessary documents, and information on the outcome.	<b>Partially implemented</b>	
Although a single portal for online consultations has been established and is largely being used by institutions, the engagement of civil society is still unsatisfactory. Hence, the portal should be promoted on homepages of the website of all institutions so as to easily redirect visitors as well as promoted and raise awareness also via social media means such as Facebook pages, twitter and alike.	<b>Partially implemented</b>	The portal is failing to be promoted on social media such as Facebook, Twitter etc. It is worth noting that the consultations portal is promoted in almost each of the public institutions websites.
Public authorities should always provide information in the requested format(s). If there is reasonable barrier or justification for it, information seekers should be informed in advance.	<b>Partially implemented</b>	Unfortunately, the public authorities do not send in every case the information in the requested format by the applicant.
Public authorities should completely avoid providing information in the scanned documents. It limits the further use of data, and search in case of larger documents.	<b>Partially implemented</b>	Based on our monitoring, the public authorities in most cases sent us scanned documents.
This said, the Government must ensure that the Agency for Information and Privacy, keeps a register of public authorities that are frequently irresponsible to requests, based on complaints received, and make it public. Exhibition of bad-case examples will promote accountability in the long run.	<b>Not implemented</b>	The Agency for Information and Privacy does not have a register. It only complies a report with the data given by public institutions.

## 2021/2022 PAR Monitor Recommendations

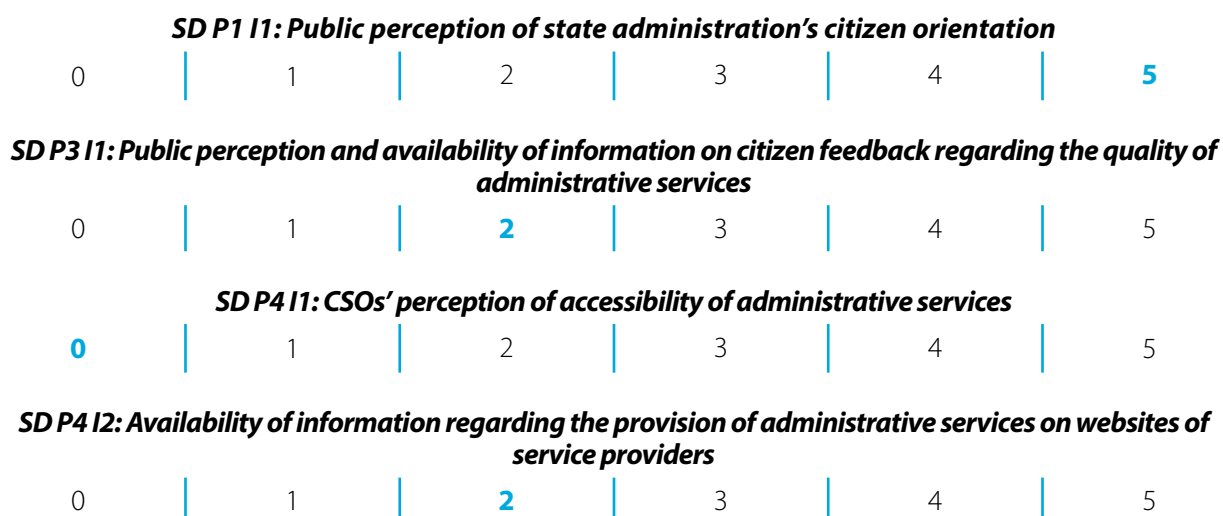
1. Public authorities should inform the public by using simple, citizen-oriented language on their websites, focusing on ease of access and better user experience. In particular:
  - a. When publishing documents, their content and purpose need to be briefly introduced/explained in a citizen friendly terminology, focusing on the most important aspects and how do they affect everyday life of citizens, associations, businesses, minority groups, etc.
  - b. When providing information on organizational purpose and purview, describing policy areas and offered services, or similar administrative information (either in the Information Booklets or otherwise online), copy-paste of text from statutory acts should be strictly avoided, instead they should be tailored to an average citizen;
2. Public authorities at the central administration level should proactively publish their annual work reports online.
3. Public authorities should start producing and publishing citizen-friendly version of their annual budgets.
4. The portal on public consultations should be promoted on homepages of the website of all institutions so as to easily redirect visitors as well as promoted and raise awareness also via social media.
5. Public authorities should always provide information that was required in the requested format(s) and should completely avoid providing information in the scanned format.
6. All the public institutions should report to the Agency for Information and Privacy on the implementation of the Law on Public Access, as required by the Law.
7. The Agency for Information and Privacy, should keep a register of public authorities that are frequently irresponsive to requests, and exhibit bad-case examples and also make it public which institutions do not report to the Agency.



## VI. SERVICE DELIVERY



## VI.1 WeBER indicators used in Service delivery and country values for Kosovo



## VI.2 State of Play in Service delivery and main developments since 2020

Overall, there is a generally positive perception of administrative services among the public. The majority of respondents are aware of government efforts to simplify administrative processes, although awareness has slightly decreased compared to the previous monitoring cycle. However, those who are aware acknowledge that these efforts have improved service delivery.

Digital government initiatives have been recognized by a significant portion of respondents, but awareness of the availability of e-services is limited. Among those familiar with e-services, a notable percentage actively use them and find them user-friendly. However, there is room for improvement in promoting and enhancing the accessibility of e-services, particularly for persons with disabilities.

Public engagement and feedback collection mechanisms require improvement. Although some respondents agree that the administration seeks proposals and suggestions to enhance services, the overall percentage has decreased. It is essential to encourage citizens to provide improvement proposals and ensure that collected feedback is utilized and reported to the public. Transparency can be enhanced by publishing feedback results and trends, thus allowing citizens to monitor service quality.

The availability and quality of information on administrative services need improvement. Service providers should provide comprehensive and easily accessible information, including service descriptions, citizens' rights and obligations, service fees, and differentiation between e-services and in-person services. There is a need to establish clear legal bases for administrative procedures, simplifying and harmonizing special laws with the Law on General Administrative Procedure.

Public administration should be more proactive in publishing information on their websites, including details on all services provided, pricing, expected timeframes for service delivery, and contact information of responsible personnel. Additionally, the establishment of one-stop shops is recommended to facilitate efficient and streamlined access to public administrative services.

The state of play indicates areas where progress has been made, such as improved service delivery, positive public perception, and some digitalization efforts. However, there are challenges that need to be addressed, including limited awareness of e-services, insufficient public engagement, gaps in information provision, and the need for better accessibility and transparency. By implementing the recommended improvements, administrative services in Kosovo can become more citizen-centric, efficient, and transparent.

## VI.3 What does WeBER monitor and how?

Under the Service Delivery area of PAR, three SIGMA Principles are monitored.

**Principle 1:** Policy for citizen-oriented state administration is in place and applied;

**Principle 3:** Mechanisms for ensuring the quality of public services are in place;

**Principle 4:** The accessibility of public services is ensured.

From the perspective of civil society and the wider public, these principles bear the most relevance in their addressing the outward-facing aspects of administration that are crucial for the daily provision of administrative services and contact with the administration. In this sense, these are the principles most relevant to the quality of everyday life of citizens.

The approach to monitoring these principles relies, firstly, on public perception of service delivery policy, including how receptive administrations are for redesigning administrative services based on citizen feedback. This is complemented with civil society's perception about distinct aspects of service delivery. Moreover, approached to the selected principles go beyond mere perceptions, exploring aspects of existence, online availability, and the accessibility of information administrations provide on services.

Four indicators were used, two fully measured with perception data (perceptions from civil society and the public) and two by using a combination of perception and publicly available data. The public perception survey employed three-stage probability sampling targeting the public. It focused on citizen-oriented service delivery in practice, covering various aspects of awareness, efficiency, digitalisation, and feedback mechanisms.<sup>67</sup> Since public perception survey was, once again, implemented during the COVID19 pandemic, citizens were also asked additional questions on how interested they were to explore more about electronic services since the outbreak and whether they believed that, since the start of the coronavirus pandemic, the government has improved the provision of e-services. Perception data from these questions were not used for measuring indicator values.

In the measurement of the accessibility of administrative services for vulnerable groups and in remote areas, data from a survey of civil society and a focus group with selected CSOs were used,<sup>68</sup> the latter for complementing the survey data with qualitative findings. The existence of feedback mechanisms was explored by combining public perception data and online data for a sample of five services.<sup>69</sup> Finally, the websites of providers of the same sampled services were analysed to collect information on their accessibility and prices.



## VI.5 WeBER monitoring results

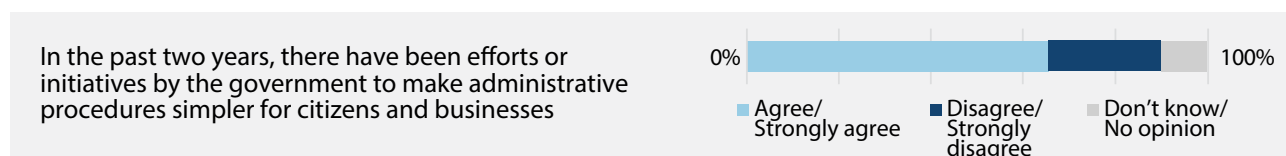
### Principle 1: policy for citizen-oriented state administration is in place and applied

*WeBER indicator SD P1 I1: Use of participatory approaches in the development of key strategic PAR documents*

Indicator elements	Scores 2021/2022	Scores 2019/2020	Scores 2017/2018
E1. Citizens are aware of Government administrative simplification initiatives or projects	2/2	2/2	1/2
E2. Citizens confirm that administrative simplification initiatives or projects of the Government have improved service delivery	4/4	4/4	4/4
E3. Citizens confirm that dealing with the administration has become easier	4/4	4/4	4/4
E4. Citizens confirm that time needed to obtain administrative services has decreased	4/4	4/4	4/4
E5. Citizens consider that administration is moving towards digital government	4/2	2/2	2/2
E6. Citizens are aware of the availability of e-services	2/2	1/2	1/2
E7. Citizens are knowledgeable about ways on how to use e-services	2/2	2/2	1/2
E8. Citizens use e-services	2/4	0/4	2/4
E9. Citizens consider e-services to be user-friendly	2/2	2/2	2/2
E10. Citizens confirm that the administration seeks feedback from them on how administrative services can be improved	1/2	2/2	1/2
E11. Citizens confirm that the administration uses their feedback on how administrative services can be improved	4/4	4/4	4/4
<b>Total score</b>	<b>31/32</b>	<b>27/32</b>	<b>25/32</b>
<b>Indicator value 2020/2021 (scale 0 – 5)<sup>70</sup></b>	<b>5</b>		
<b>Indicator value 2019/2020 (scale 0 – 5)<sup>71</sup></b>		<b>4</b>	
<b>Indicator value 2017/2018 (scale 0 – 5)<sup>72</sup></b>			<b>4</b>

Survey outcomes show a generally positive public perception towards administrative services. In the past two years, 65.59% of respondents are aware of government administrative simplification efforts; a percentage which was higher in the last monitoring cycle (70%). Additionally, the vast majority from that group (93.76%) confirm that such efforts have improved administrative service delivery; this percentage is higher than the last monitoring cycle (2019-2020), which was 88%. As a result, 67.54% of respondents agree that dealing with the administration has become easier, and 69.30 % agree that the time needed to obtain administrative services has decreased.

Moreover, 73.10% of respondents recognise the administration's effort to move towards digital government, but less, slightly over half (65.98%) are aware of the availability of e-services. Interestingly, 63.41% of those that are familiar with about ways on how to use e-services actually use them. Out of those who are aware of the availability of e-services, 85.09% consider them user-friendly. This year 43.52% of respondents agree that the administration asks for proposals and suggestions on how to improve services (while in PAR Monitor 2019/20 only 60.53% of respondents agreed that administration asks for such proposals), out of which 91.05% confirm that government has used their proposals to improve services.



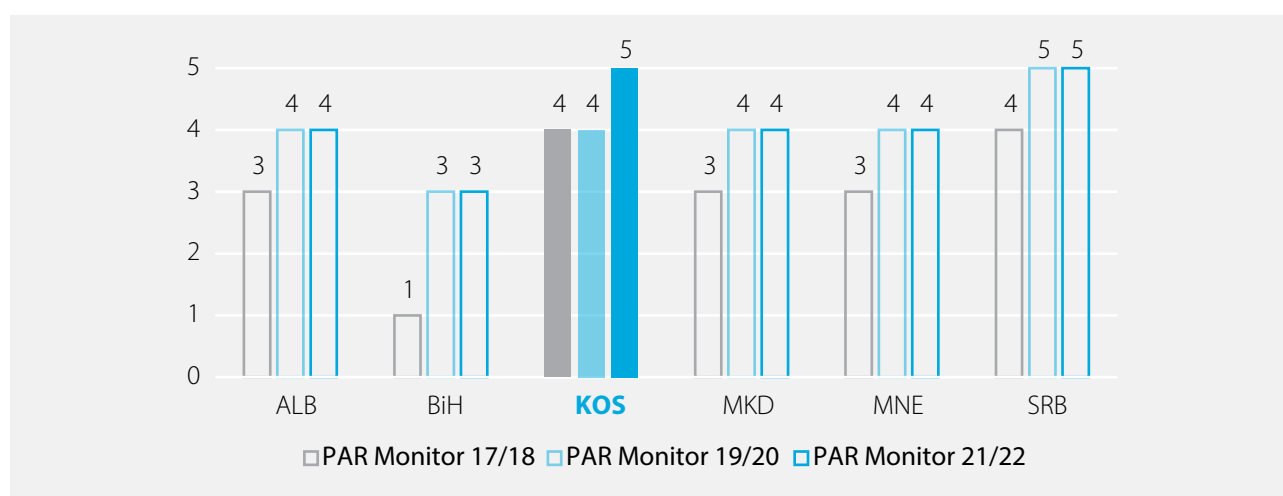
<sup>70</sup> Conversion of points: 0-5 points = 0; 6-10 points = 1; 11-15 points = 2; 16-20 points = 3; 21-25 points = 4; 26-30 points = 5

<sup>71</sup> *ibid.*

<sup>72</sup> *ibid.*

## ■ How does Kosovo do in regional terms?

*Indicator SD P1 I1: Public perception of state administration's citizen orientation*



Regional PAR Monitor reports with results for all WB administrations are available at: [www.par-monitor.org](http://www.par-monitor.org)

## Principle 3: mechanisms for ensuring the quality of public services are in place

*WeBER indicator SD P3 I1: Public perception and availability of information on citizen feedback regarding the quality of administrative services*

Indicator elements	Scores 2021/2022	Scores 2019/2020	Scores 2017/2018
E1. Citizens consider they have the possibility to provide feedback on the quality of administrative services	1/2	2/2	1/2
E2. Citizens perceive feedback mechanisms as easy to use	4/4	2/4	4/4
E3. Citizens perceive themselves or civil society as involved in monitoring and assessment of administrative services	2/4	2/4	2/4
E4. Citizens perceive that administrative services are improved as a result of monitoring and assessment by citizens	4/4	4/4	4/4
E5. Basic information regarding citizens' feedback on administrative services is publicly available	0/4	2/4	2/4
E6. Advanced information regarding citizens' feedback on administrative services is publicly available	0/2	1/2	1/2
<b>Total score</b>	<b>11/20</b>	<b>13/20</b>	<b>14/20</b>
<b>Indicator value 2020/2021 (scale 0 – 5)<sup>73</sup></b>	<b>2</b>		
<b>Indicator value 2019/2020 (scale 0 – 5)<sup>74</sup></b>		<b>3</b>	
<b>Indicator value 2017/2018 (scale 0 – 5)<sup>75</sup></b>			<b>3</b>

Our results show that 45.91 % of the surveyed citizens of Kosovo agree that they have the possibility to provide their opinions on the quality of the individual services received; in the PAR Monitor 2019-2020, this percentage was higher (67.29%). Out of the respondents who, in the past two years, have given their opinion on the quality of administrative services, 62.85% find it easy or very easy to use the available feedback channels. 38.99% of the surveyed citizens of Kosovo agree that in the past two years, citizens or civil society have been involved in the monitoring and assessment of administrative services, this percentage is quite lower than the last monitoring cycle of 2019-2020 (65%).

<sup>73</sup> Conversion of points: 0-5 points = 0; 6-10 points = 1; 11-15 points = 2; 16-20 points = 3; 21-25 points = 4; 26-30 points = 5

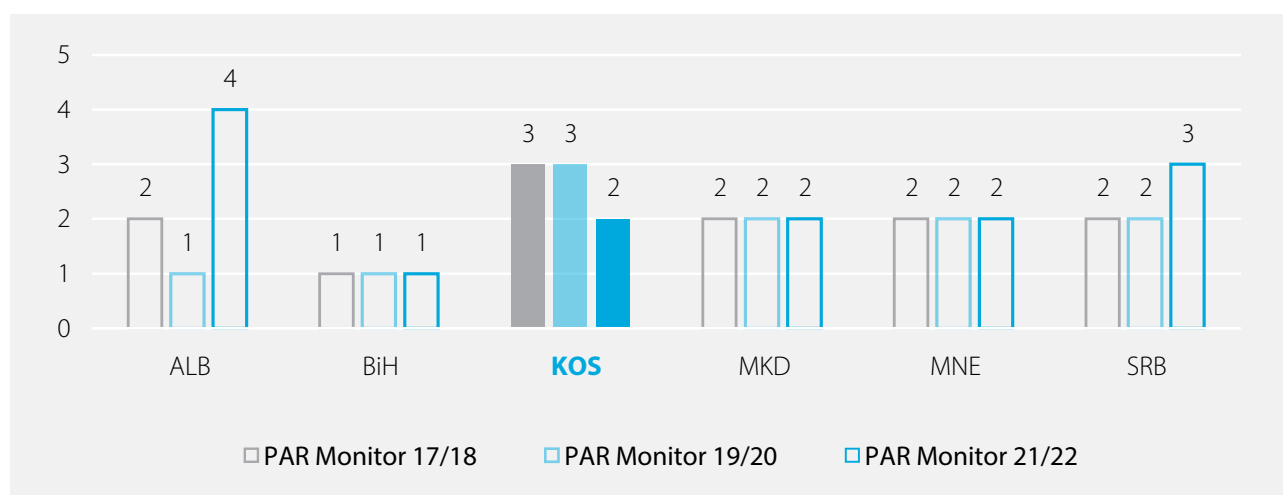
<sup>74</sup> *ibid.*

<sup>75</sup> *ibid.*

Out of those who believe that civil society or citizens are involved in monitoring and assessing processes, 92.96% agree that government has improved administrative services as a result of such monitoring. Website analysis, on the other hand, suggests that basic and advanced information on citizen feedback on administrative services is published only for the tax administration VAT related services, similar as the two monitoring cycles (2017/18 and 2019/20). The information published for VAT-tax administration services is segregated according to regions, age of individuals, and size of businesses concerned, whereas for the cadastral services according to regions, genders, and ethnicities concerned.

## ■ How does Kosovo do in regional terms?

**Indicator SD P3 I1: Public perception and availability of information on citizen feedback regarding the quality of administrative services**



Regional PAR Monitor reports with results for all WB administrations are available at: [www.par-monitor.org](http://www.par-monitor.org)

## Principle 4: mechanisms for ensuring the quality of public services are in place

**WeBER indicator SD P4 I1: CSOs' perception of accessibility of administrative services**

Indicator elements	Scores 2021/2022	Scores 2019/2020	Scores 2017/2018
E1. CSOs confirm the adequacy of territorial network for access to administrative services	0/4	2/4	0/4
E2. CSOs confirm that one-stop-shops are made accessible to all	0/4	0/4	0/4
E3. CSOs consider administrative services to be provided in a manner that meets the individual needs of vulnerable groups	0/4	0/4	0/4
E4. CSOs confirm that administrative service providers are trained on how to treat vulnerable groups	0/2	0/2	0/2
E5. CSOs confirm that the administration provides different channels of choice for obtaining administrative services	1/2	1/2	1/2
E6. CSOs confirm that e-channels are easily accessible for persons with disabilities	0/2	0/2	0/2
<b>Total score</b>	<b>1/18</b>	<b>3/18</b>	<b>0/18</b>
<b>Indicator value 2020/2021 (scale 0 – 5)<sup>76</sup></b>	<b>0</b>		
<b>Indicator value 2019/2020 (scale 0 – 5)<sup>77</sup></b>		<b>0</b>	
<b>Indicator value 2017/2018 (scale 0 – 5)<sup>78</sup></b>			<b>0</b>

<sup>76</sup> Conversion of points: 0-5 points = 0; 6-10 points = 1; 11-15 points = 2; 16-20 points = 3; 21-25 points = 4; 26-30 points = 5

<sup>77</sup> *ibid.*

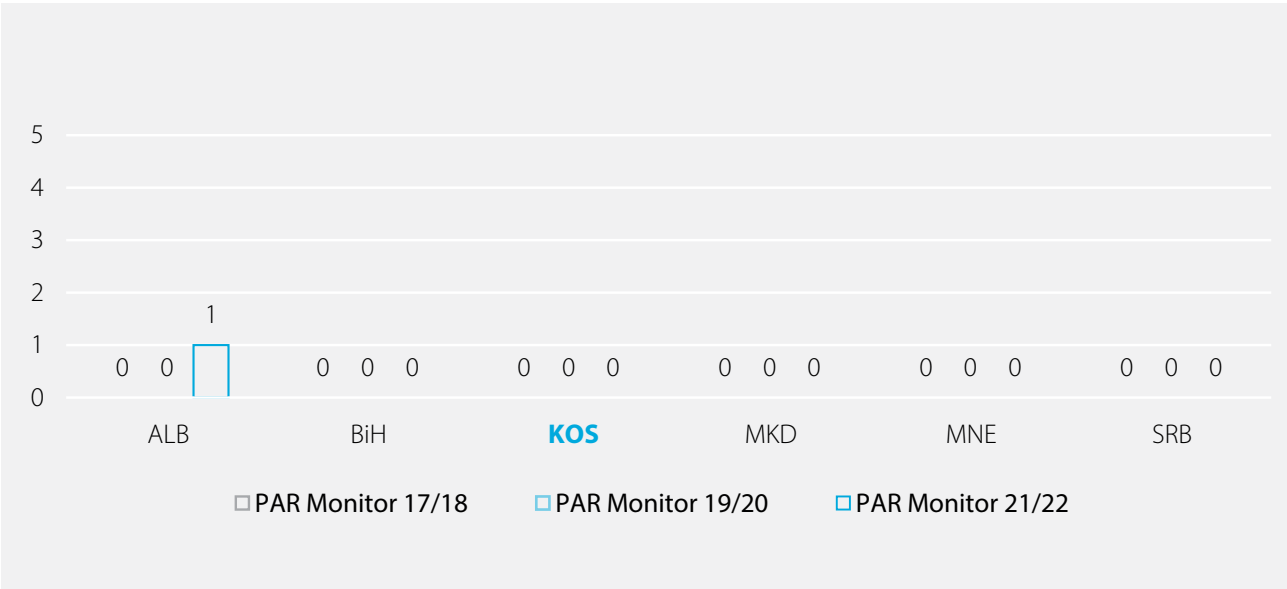
<sup>78</sup> *ibid.*

When asked whether administrative service providers are adequately distributed in such way that all the citizens have easy access across the territories of the country, results of this year's PAR Monitor compared to previous ones show lower result than the previous one, as only 20% agreed or strongly agreed compared to 30% in the PAR Monitor 2020/2021. A decrease in the agreement is evident in the statement regarding the accessibility of one-stop-shops i.e. if they are easily accessible by all citizens, as only 13.1% respondents agreed compared to 25% in 2017/2018 cycle.

When it comes to whether administrative service provision is adapted to the needs of vulnerable groups statement, CSOs survey results remain simmilary the same as in the previous monitoring cycle, with only 8.11% agreeing and majority of 67.56% believing the opposite (disagree or strongly disagree). At the same time, only 10.81% of CSOs agree that, in general, the staff working on administrative service delivery is trained on how to treat vulnerable groups, and close to two thirds of respondents (64.87%) expressed disagreement in total. Finally, the results for the statement regarding the ease of access of e-channels for administrative services to vulnerable groups shows that only 13.51% of CSOs agreed these channels are easily accessible for person with disabilities, although more than a half or 51.35% disagreed or strongly disagreed.

■ **How does Kosovo do in regional terms?**

*Indicator SD P4 I1: Public perception and availability of information on citizen feedback regarding the quality of administrative services*



**WeBER indicator SD P4 I2: Availability of information regarding the provision of administrative services on the websites of service providers**

Indicator elements	Scores 2021/2022	Scores 2019/2020	Scores 2017/2018
E1. Websites of administrative service providers include contact information for provision of services	<b>2/4</b>	2/4	2/4
E2. Websites of administrative service providers include basic procedural information on how to access administrative services	<b>2/4</b>	2/4	2/4
E3. Websites of administrative service providers include citizen-friendly guidance on accessing administrative services	<b>1/2</b>	1/2	1/2
E4. Websites of administrative service providers include information on the rights and obligations of users	<b>2/2</b>	2/2	1/2
E5. Individual institutions providing administrative services at the central level publish information on the price of services offered	<b>4/4</b>	4/4	2/4
E6. The information on the prices of administrative services differentiates between e-services and in-person services	<b>0/2</b>	0/2	0/2
E7. Information on administrative services is available in open data formats	<b>0/2</b>	0/2	0/2
<b>Total score</b>	<b>11/20</b>	<b>11/20</b>	<b>8/20</b>
<b>Indicator value 2020/2021 (scale 0 – 5)<sup>79</sup></b>	<b>2</b>		
<b>Indicator value 2019/2020 (scale 0 – 5)<sup>80</sup></b>		<b>2</b>	
<b>Indicator value 2017/2018 (scale 0 – 5)<sup>81</sup></b>			<b>1</b>

Analysis shows that contact information for service delivery is available in three out of five sample services. Only property registration, company registration and value added tax (VAT) and payment for companies have this contact information available. Company registration in the last monitoring cycle did not have this information available.

Description of service and where and how to obtain these services are also present for all the sample services except for vehicle registration and Issuing ID cards and passports, therefore no progress in this regarding when compared to the monitoring cycle of 2019/2020.

Citizen-friendly guidance on accessing administrative services are available in the all sample except for Issuing ID-passport and vehicle registration. Whereas the information on the rights and obligations of a user are available in all service samples, which is an increase of points from the last monitoring cycle.

Information on the prices is published online for all the sample services, however, there is no information available on the differentiation of prices if the service is provided online. Lastly, no information related to services in the sample services is published in open data formats on official websites which seriously influences the transparency and the possibilities of the citizens to have access in these services.

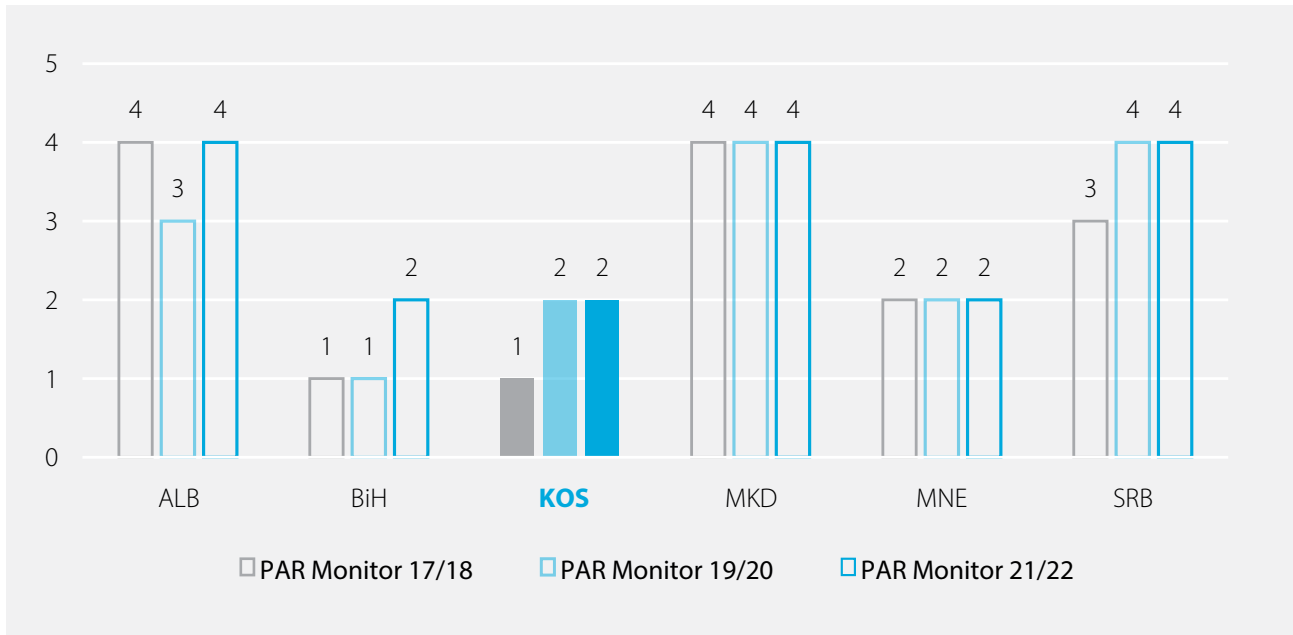
<sup>79</sup> Conversion of points: 0-5 points = 0; 6-10 points = 1; 11-15 points = 2; 16-20 points = 3; 21-25 points = 4; 26-30 points = 5

<sup>80</sup> *ibid.*

<sup>81</sup> *ibid.*

## ■ How does Kosovo do in regional terms?

*Indicator SD P4 I2: Availability of information regarding the provision of administrative services on the websites of service providers*



## VI.6 Summary results in the [Service Delivery]

*The survey outcomes indicate a generally positive public perception of administrative services. Over the past two years, 65.59% of respondents were aware of government efforts to simplify administrative processes, slightly lower than the previous monitoring cycle. However, 93.76% of those aware confirmed that these efforts have improved service delivery, surpassing the previous cycle's percentage. Consequently, 67.54% of respondents agreed that dealing with the administration has become easier and 69.30% agreed that the time required to obtain administrative services has decreased.*

*Regarding digital government, 73.10% of respondents recognized the administration's efforts, but only slightly over half (65.98%) were aware of the availability of e-services. Interestingly, among those familiar with e-services, 63.41% actually used them, and 85.09% considered them user-friendly.*

*In terms of public engagement, 43.52% of respondents agreed that the administration solicits proposals and suggestions to improve services, a decrease from the previous cycle. However, out of those who provided proposals, 91.05% confirmed that the government implemented their suggestions.*

*The survey found that 45.91% of respondents believed they had the opportunity to express their opinions on the quality of the services they received, a decrease from the previous cycle. Among those who provided feedback in the past two years, 62.85% found it easy to use the available feedback channels. Furthermore, only 38.99% of respondents agreed that citizens or civil society were involved in monitoring and assessing administrative services, lower than the previous cycle.*

*Those who believed in citizen involvement reported that 92.96% agreed that the government had improved administrative services as a result. Analysis of websites revealed that feedback information was primarily available for tax administration services, with some segmentation by region, age, size of businesses, gender, and ethnicity. However, the availability of such information for other services was limited.*

*Regarding accessibility, the survey results showed a decrease in agreement that service providers were adequately distributed across the country compared to the previous cycle. The agreement concerning the accessibility of one-stop-shops also decreased. When it came to adaptability to the needs of vulnerable groups, the results remained similar to the previous monitoring cycle, with only 8.11% agreeing.*

*About training, only 10.81% of respondents agreed that staff working on administrative service delivery were trained to treat vulnerable groups. Additionally, only 13.51% of respondents believed that e-channels for administrative services were easily accessible to persons with disabilities.*

*Information on service contact, description, obtaining services, and citizen-friendly guidance varied across different services. Information on rights and obligations of users increased compared to the previous cycle. Prices were published online for all services, but there was no differentiation for online service provision. Furthermore, there was a lack of information in open data formats on official websites, which hindered transparency and citizen access to services.*

## VI.7 Recommendations for Service Delivery Area

### Tracking recommendations from PAR Monitor 2019/2020

<b>Recommendation</b>	<b>Status</b>	<b>Comment</b>
Service providers should provide crucial information on services they offer, citizens' rights and obligations, and service fees, instead of only providing dry, bureaucratic description of basic information. Differences between e-services and in-person services should also be clearly specified.	<b>Not implemented</b>	
Service providers and other public administration bodies should proactively publish feedback results and trends, at least via their websites. Moreover, there should be an integrated approach amongst service providers in assessing customer satisfaction on services provided by their institution. This would serve as baseline to help institutions assess citizen satisfaction, highlight areas which need prioritization according to customer's perception, and identify customer characteristics to deliver and design services to pre-empt group future needs.	<b>initiated</b>	
Service providers should encourage users to send improvement proposals. Collected either online or at the premises of service providers, results from these proposals need to be reported to the public and channels for submitting them distinguished from the more general commenting section.	<b>initiated</b>	
The legal basis should be simple and harmonized in terms of special laws containing special administrative procedures with the Law on General Administrative Procedure.	<b>initiated</b>	
A legal basis for the use of electronic services should be established, including approving the draft law on electronic identification and services entrusted in electronic transactions and its implementation in practice	<b>Not implemented</b>	
Public administration should be more proactive in publishing public administrative services on its websites, with information on all services provided, pricing, time for the realization of the service, and the responsible person with his data.	<b>Not implemented</b>	
The institutions should start establishing one-stop shops in order to provide the citizens with public administrative services as quickly and efficiently as possible.	<b>Initiated?</b>	



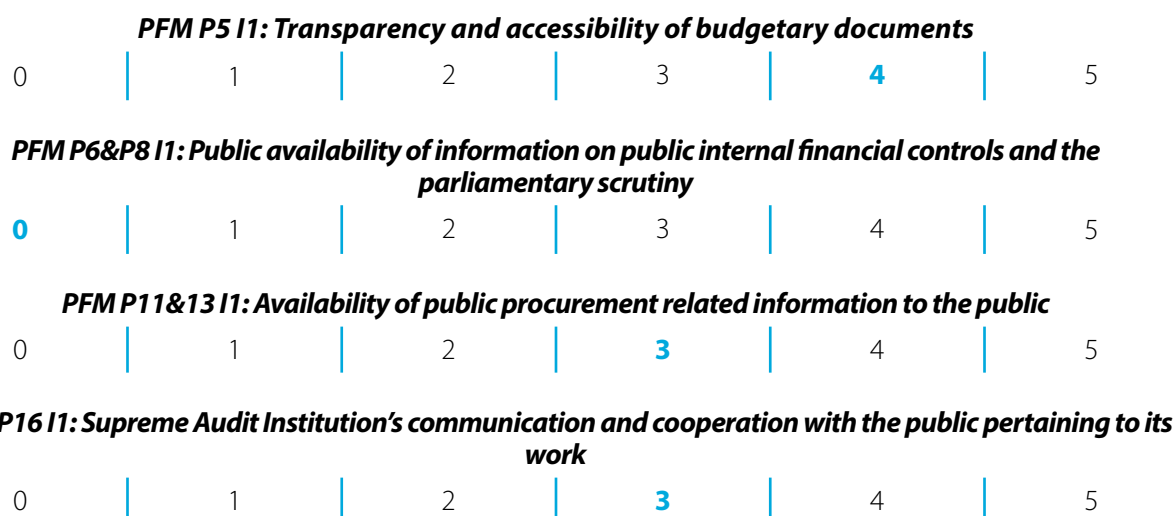
## PAR Monitor 2021/2022 recommendations

1. Improve information provision: a. Service providers should go beyond basic bureaucratic descriptions and provide comprehensive information about the services they offer, including citizens' rights and obligations, service fees, and clear specifications of differences between e-services and in-person services. b. Enhance the structure, quality, and visibility of information by ensuring that crucial details are easily accessible online. Service providers should include comprehensive information on their websites, including service descriptions, pricing, timeframes for service delivery, and contact details of responsible personnel.
2. Enhance two-way communication and feedback collection: a. Establish official channels for meaningful and systematic feedback collection from service recipients. Service providers and public administration bodies should proactively seek feedback and engage in two-way communication with citizens. b. Publish feedback results and trends, at least via service providers' websites, to improve transparency and allow citizens to monitor service quality. Implement an integrated approach among service providers to assess customer satisfaction and prioritize areas for improvement based on customer perception.
3. Encourage user engagement and improvement proposals: a. Service providers should actively encourage users to submit improvement proposals, both online and at service premises. Results from these proposals should be reported to the public, and dedicated channels for submitting proposals should be distinguished from general comment sections.
4. Simplify and harmonize the legal basis: a. Simplify and harmonize special administrative procedures with the Law on General Administrative Procedure to create a clear and straightforward legal basis for administrative processes.
5. Establish legal basis for electronic services: a. Establish a legal basis for the use of electronic services by approving the draft law on electronic identification and services in electronic transactions. Implement this law to enable the provision of secure and efficient electronic services.
6. Proactive publication of public administrative services: a. Public administration should take a proactive approach to publish comprehensive information about public administrative services on their websites. This information should include details on all services provided, pricing, expected timeframes for service delivery, and contact information of responsible personnel.
7. Establish one-stop shops: a. Institutions should prioritize the establishment of one-stop shops to provide citizens with public administrative services quickly and efficiently. These centralized service centers would offer streamlined access to various services, reducing the need for citizens to visit multiple offices or departments.

# VII. PUBLIC FINANCE MANAGEMENT



## VII.1 WeBER indicators used in Public Finance Management and country values for Kosovo



## VII.2 State of Play in Public Finance Management and main developments since 2020

Analysis of budgetary information and related documents indicates satisfactory results in terms of transparency and availability of data accessible online. In-year budget execution reports, monthly reports, and mid-year budget execution reports are easily accessible from the Ministry of Finance's website. These reports provide detailed data on budget spending, including expenditures related to managing COVID-19 and economic recovery efforts. However, the annual year-end reports for 2021 do not contain non-financial information about the performance of the government for individual budget users or specific policies. Proactive engagement with the public, such as press releases, media appearances, and social media activity, are largely absent, as are parliamentary deliberations on budget reports.

Regarding public procurement, the central procurement authority regularly reports to the public on the implementation of the public procurement policy, and these reports are published online. The central review body also issues annual reports on procedures for protecting the rights of bidders in public procurement. The public procurement portal is user-friendly, allowing access to full tender documentation free of charge. However, reports on individual sample institutions are not published, and only consolidated reports are available.

In terms of Public Internal Financial Control (PIFC), the reports drafted by the Ministry of Finance are not available online. The PIFC Strategy is outdated, dating from the period between 2015 and 2019. Additionally, the quality of reviews of internal audit reports is not published online. Less than a third of ministries have the required financial management and control information published, including risk registers, procedure registries, and information about the appointed Financial Management and Control (FMC) manager.

There is no evidence of proactive engagement with the public, including press releases, media appearances, booklets, reader-friendly summaries, social media activity, or public events involving non-state stakeholders and civil society. Parliamentary deliberations on budget reports are also absent.

On the other hand, the central procurement authority regularly reports on the implementation of the public procurement policy, covering the last three calendar years, and these reports are published online. The Central Review Body also provides annual reports on procedures for protecting the rights of bidders in public procurement. The public procurement portal is considered user-friendly and offers various helpful elements, such as search functionalities without registration, access to full tender documentation at no cost, explanations of key public procurement terms, and a frequently asked question (FAQ) section. However, reports on individual sample institutions are not published, only consolidated reports are.

The percentage of open and competitive procedures in the country is lower than 15% but higher than 5%, which has remained consistent with the previous monitoring cycle.

The National Audit Office (NAO) develops a Communication Strategy to reach out to the public, but the strategy beyond 2022 has not been published yet. The NAO has a dedicated position for proactive communication, although its scope is limited to preparing information and materials for communication with the public.

The NAO and the State Audit Institution (SAI) utilize various means of communication with the public, including press conferences, active social media accounts, production of informational brochures and videos, and organization of events to promote their work. However, less than 30% of KNAO reports contain citizen-friendly summaries and are often written in technical language. The KNAO website does not provide specific channels for submitting complaints or initiatives by external stakeholders, indicating a lack of a system for receiving and processing reports on complaints, tips, and inputs from civil society organizations (CSOs) or citizens.

The monitoring results reveal that the KNAO consults with CSOs to identify risks in the public sector but only did so in one year. Consultation workshops are held with CSOs, professional associations, and academia before the planning phase of performance audits to seek their input and proposals. However, the formalized process of consultation with CSOs, included in the previous monitoring cycle, was not part of the updated regulations in 2021.

## VII.3 What does WeBER monitor and how?

The monitoring of the PFM area is performed against six SIGMA Principles.

**Principle 5:** Transparent budget reporting and scrutiny are ensured.

**Principle 6:** The operational framework for internal control defines responsibilities and powers, and its application by the budget organisations is consistent with the legislation governing public financial management and the public administration in general.

**Principle 8:** The operational framework for internal audit reflects international standards, and its application by the budget organisations is consistent with the legislation governing public administration and public financial management in general.

**Principle 11:** There is central institutional and administrative capacity to develop, implement and monitor procurement policy effectively and efficiently.

**Principle 13:** Public procurement operations comply with basic principles of equal treatment, non-discrimination, proportionality, and transparency, while ensuring the most efficient use of public funds and making best use of modern procurement techniques and methods.

**Principle 16:** The supreme audit institution applies standards in a neutral and objective manner to ensure high-quality audits, which positively impact on the functioning of the public sector.

As these principles are thoroughly assessed by SIGMA, WeBER's analysis focuses on and emphasizes elements of the transparency and accessibility of information, external communication, as well as proactive and citizen-friendly approaches to informing citizens.

As an additional development since the baseline monitoring, a new indicator was developed to cover the public procurement sub-area of PFM (SIGMA Principles 11 and 13), which was not monitored in the first cycle, and as a result four indicators were measured in this PAR Monitor edition. With this addition, WeBER researchers monitored public procurement policy for the first time, along with the annual budget policy, PIFC, and external audits. As it was measured for the first time, the indicator on public procurement in this PAR monitor edition sets baseline values in this area.

The first indicator assesses the transparency and accessibility of budgetary documents, measuring how accessible key budget documents (such as annual state-level budget and budget execution reports) are to citizens, as well as to what extent budgetary information is presented and adapted to the needs of citizens and civil society. To this end, the primary online sources are data available on websites of ministries in charge of finance and data available thereon, as well as official government portals and open data portals.

The second indicator measures the availability and communication of essential information on PIFC to the public and other stakeholders (including consolidated reporting, IA quality reviews, and FMC procedural information). The analysis considers official websites and available documents from government institutions in charge of the PIFC policy. Websites of all ministries are analysed for availability of specific FMC-related information, while official parliamentary documentation serves for the measurement of the regularity of parliamentary scrutiny of PIFC.

In the external audit area, the indicator approach considers SAI's external communication and cooperation practices with the public. This area covers the existence of strategic approaches, means of communication used, citizen-friendliness of audit reporting, the existence of channels for reporting on issues identified by external stakeholders, and consultations with the civil society. For this purpose, a combination of expert analysis of KNAO documents and analysis of KNAO websites was used, complemented with semi-structured interviews with KNAO staff to collect additional or missing information.

Finally, in the public procurement area, the indicator introduced in the previous, 2019/2020 monitoring cycle for the first time, measures the availability of public procurement-related information to the public. It focuses on whether central procurement authorities and key contracting authorities publish annual plans and reports, as well as how informative and citizen friendly central public procurement portals are for the interested public. Additionally, this indicator investigates the availability of open procurement data, as well as the percentage of public procurement procedures done in open procedures. This indicator is entirely based on review of official documentation on the public procurement policy.

## VII.4 WeBER Monitoring Results

### Principle 5: transparent budget reporting and scrutiny are ensured

#### *WeBER indicator PFM P5 I1: Transparency and accessibility of budgetary documents*

Indicator elements	Scores 2021/2022	Scores 2019/2020	Scores 2017/2018
E1. WeBER indicator PFM P5 I1: Transparency and accessibility of budgetary documents	<b>4/4</b>	4/4	4/4
E2. In-year budget execution reports are easily accessible online	<b>2/4</b>	4/4	4/4
E3. Mid-year budget execution reports are easily accessible online	<b>4/4</b>	4/4	4/4
E4. Budget execution reports (in-year, mid-year, year-end) contain data on budget spending in terms of functional, organization and economic classification	<b>4/4</b>	2/4	2/4
E5. Annual year-end report contains non-financial information about the performance of the Government	<b>0/2</b>	0/2	0/2
E6. Official reader-friendly presentation of the annual budget (Citizen Budget) is regularly published online	<b>4/4</b>	2/4	4/4
E7. Budgetary data is published in open data format	<b>2/2</b>	2/2	2/2
<b>Total score</b>	<b>20/24</b>	<b>18/24</b>	<b>20/24</b>
<b>Indicator value 2020/2021 (scale 0 – 5)<sup>82</sup></b>	<b>4</b>		
<b>Indicator value 2019/2020 (scale 0 – 5)<sup>83</sup></b>		<b>4</b>	
<b>Indicator value 2017/2018 (scale 0 – 5)<sup>84</sup></b>			<b>4</b>

Analysis of budgetary information and related documents show very much satisfying results same as in the two previous monitoring in terms (2017/2018 and 2019/2020) of transparency and availability of data that

<sup>82</sup> Conversion of points: 0-5 points = 0; 6-10 points = 1; 11-15 points = 2; 16-20 points = 3; 21-25 points = 4; 26-30 points = 5

<sup>83</sup> *ibid.*

<sup>84</sup> *ibid.*

are accessible online. Concerning the In-year budget execution reports if they are easily accessible online the monitoring shows that the reports are easily accessible from the homepage of the Ministry of Finance. Monthly reports are updated and have dataset from 2006. Additionally, mid-year budget execution reports are easily accessible online and available for 2022 and 2021.

Budget execution reports (in-year, mid-year and year-end) contain data on budget spending in terms of functional, organization and economic classification. In this regard the reports are well elaborated with plenty of execution data, including expenditures on managing COVID 19 and economic recovery package.

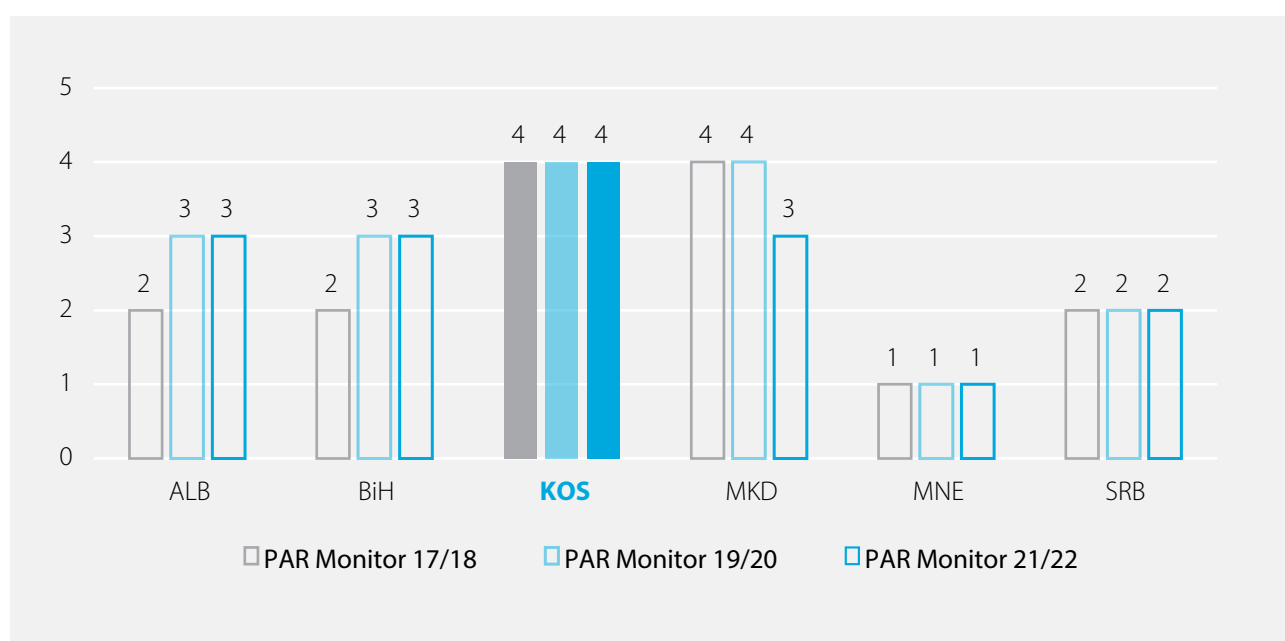
The monitoring also focused on analysing the annual end-year reports if they contain non-financial information about the performance of the Government; in this regard the annual year end reports for 2021 do not contain non-financial data that is available for each budget user or for individual policies.

Official reader-friendly presentation of the annual budget is regularly published online for two fiscal years, 2021 and 2022 and they are easily accessible in the webpage of the Ministry of Finance. As a positive practice it should be mentioned that in Kosovo the portal for fiscal transparency is available and contains budgetary information regarding central and municipal level institutions of Kosovo.

To that extent budgetary data is published in open data format and reports are available in a downloadable excel data base and are free of charge; additionally, the available data covers more than one fiscal year.

## ■ How does Kosovo do in regional terms?

*Indicator PFM P5 I1: Transparency and accessibility of budgetary documents*



Regional PAR Monitor reports with results for all WB administrations are available at: [www.par-monitor.org](http://www.par-monitor.org)

**Principle 6: the operational framework for internal control defines responsibilities and powers, and its application by the budget organisations is consistent with the legislation governing public financial management and the public administration in general.**

**Principle 8: the operational framework for internal audit reflects international standards, and its application by the budget organisations is consistent with the legislation governing public administration and public financial management in general.**

*WeBER indicator PFM P6&P8 I1: Public availability of information on public internal financial controls and the parliamentary scrutiny*

Indicator elements	Scores 2021/2022	Scores 2019/2020	Scores 2017/2018
E1. Consolidated annual report on PIFC is regularly produced and published online.	0/4	0/4	0/4
E2. Quality reviews of internal audit reports are regularly produced and published online	0/2	0/2	0/2
E3. Ministries publish information related to financial management and control	0/2	0/2	0/2
E4. CHU proactively engages with the public	0/2	0/2	0/2
E5. The Parliament regularly deliberates on/reviews the consolidated report on PIFC	0/2	0/2	2/2
<b>Total score</b>	<b>0/12</b>	<b>0/12</b>	<b>2/12</b>
<b>Indicator value 2020/2021 (scale 0 – 5)<sup>85</sup></b>	<b>0</b>		
<b>Indicator value 2019/2020 (scale 0 – 5)<sup>86</sup></b>		<b>0</b>	
<b>Indicator value 2017/2018 (scale 0 – 5)<sup>87</sup></b>			<b>0</b>

Public Internal Financial Control (PIFC) are a subject of discussion in the Committee for Oversight of Public Finance and it is drafted by the Ministry of Finances, however, these reports are not available online. The PIFC Strategy it is outdated and it belongs to the period 2015 to 2019. Also the quality of reviews of internal audit reports are not published online. The report is submitted to the Government but is not published and it is not available online. Additionally, less than third of the ministry have any of the required information on financial management and control (Risk registers, procedure registry and information on who is the appointed FMC manager) published.

No evidence was found on means of proactive engagement with the public, which included press releases, media appearances by the CHU representative on PIFC related matters, production of booklets, reader friendly summaries of report produced by CHU, social media activity or organisation of public event by the CHU with participation of non-state stakeholders, including here civil society.

Lastly, there was no parliamentary deliberation on such reports in concerned time period, and for the year 2021, the Parliament more specifically Commission for Public Financial Management has not reviewed the report on PIFC.

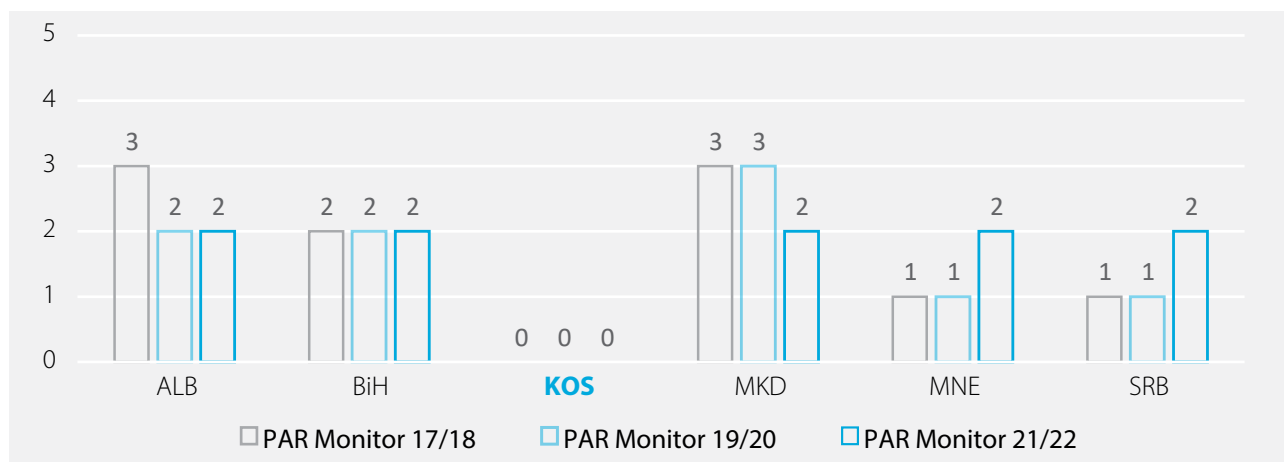
<sup>85</sup> Conversion of points: 0-5 points = 0; 6-10 points = 1; 11-15 points = 2; 16-20 points = 3; 21-25 points = 4; 26-30 points = 5

<sup>86</sup> *ibid.*

<sup>87</sup> *ibid.*

## How does Kosovo do in regional terms?

**Indicator PFM P6&P8 I1: Public availability of information on public internal financial controls and the parliamentary scrutiny.**



Regional PAR Monitor reports with results for all WB administrations are available at: [www.par-monitor.org](http://www.par-monitor.org)

**Principle 11: there is central institutional and administrative capacity to develop, implement and monitor procurement policy effectively and efficiently.**

**Principle 13: public procurement operations comply with basic principles of equal treatment, non-discrimination, proportionality, and transparency, while ensuring the most efficient use of public funds and making best use of modern procurement techniques and methods.**

**WeBER indicator PFM P11&P13 I1: Availability of public procurement related information to the public**

Indicator elements	Scores 2021/2022	Scores 2019/2020	Scores 2017/2018
E1. Central procurement authority regularly reports to the public on implementation of overall public procurement policy	4/4	4/4	n/a
E2. Central review body regularly reports to the public on procedures for protection of rights of bidders in public procurement	4/4	4/4	n/a
E3. Reporting on public procurement is by the central procurement is citizen-friendly and accessible	1/2	2/2	n/a
E4. Public procurement portal is user-friendly	2/2	1/2	n/a
E5. Central-level contracting authorities regularly publish annual procurement plans	4/4	4/4	n/a
E6. Central-level contracting authorities regularly publish annual procurement reports	0/4	0/4	n/a
E7. Central procurement authority publishes open procurement data	0/2	1/2	n/a
E8. Open and competitive procedures are the main method of public procurement	2/4	0/4	n/a
<b>Total score</b>	<b>17/26</b>	<b>16/26</b>	<b>n/a</b>
<b>Indicator value 2020/2021 (scale 0 – 5)<sup>88</sup></b>	<b>3</b>		
<b>Indicator value 2019/2020 (scale 0 – 5)<sup>89</sup></b>		<b>3</b>	
<b>Indicator value 2017/2018 (scale 0 – 5)<sup>90</sup></b>			<b>/</b>

<sup>88</sup> Conversion of points: 0-5 points = 0; 6-10 points = 1; 11-15 points = 2; 16-20 points = 3; 21-25 points = 4; 26-30 points = 5

<sup>89</sup> *ibid.*

<sup>90</sup> *ibid.*

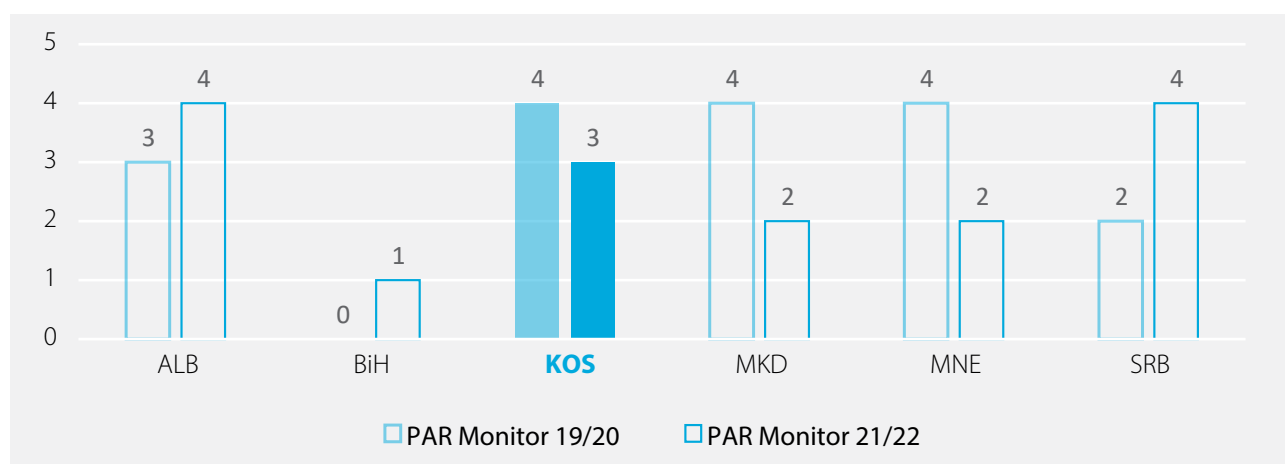


Central Procurement Authority in Kosovo regularly reports to the public on implementation of overall public procurement policy and covers the last three full calendar years which are published online. Also, the Central Review Body regularly reports to the public on procedures for protection of rights of bidders in public procurement and the reporting is annual and covers all three calendar years. These results are the same as the last monitoring cycle of 2019/2020. The monitoring results suggest that the public procurement portal is user-friendly and contains several elements such as not required registration to use its search functionalities, allows access to full tender documentation free of charge, contains explanation of key public procurement terms with a guide, has a frequently asked question (FAQ) section. The contracting authorities publish procurement plans for the current and last calendar year, however, the central-level authority does not publish reports on individual sample institutions. It only publishes consolidated reports. This was the case also in the last monitoring cycle therefore no improvement was depicted in this regard.

Lastly, the annual percentage of open and competitive procedures vs. all the other procedures in the country are lower than 15% but are higher than 5%. This percentage in the monitoring cycle of 2019/2020 similar as well.

## ■ How does Kosovo do in regional terms?

### *Indicator PFM P11&P13 I1: Availability of public procurement related information to the public*



## Principle 16: the supreme audit institution applies standards in a neutral and objective manner to ensure high-quality audits, which positively impact on the functioning of the public sector.

### *WeBER indicator PFM P16 I1: Supreme Audit Institution's communication and cooperation with the public pertaining to its work*

Indicator elements	Scores 2021/2022	Scores 2019/2020	Scores 2017/2018
E1. SAI develops a communication strategy for reaching out to the public	4/4	4/4	0/4
E2. SAI has dedicated at least one job position for proactive communication and provision of feedback towards the public	2/4	2/4	2/4
E3. SAI utilises various means of communication with the public	2/2	1/2	1/2
E4. SAI produces citizen-friendly summaries of audit reports	0/4	0/4	4/4
E5. Official channels for submitting complaints or initiatives to SAI by external stakeholders are developed (wider public, CSOs)	0/2	0/2	0/4
E6. SAI consults CSOs and their work for the purpose of identifying risks in the public sector	1/2	2/2	2/2
<b>Total score</b>	<b>9/18</b>	<b>9/18</b>	<b>9/18</b>
<b>Indicator value 2020/2021 (scale 0 – 5)<sup>91</sup></b>	<b>3</b>		
<b>Indicator value 2019/2020 (scale 0 – 5)<sup>92</sup></b>		<b>3</b>	
<b>Indicator value 2017/2018 (scale 0 – 5)<sup>93</sup></b>			<b>3</b>

<sup>91</sup> Conversion of points: 0-5 points = 0; 6-10 points = 1; 11-15 points = 2; 16-20 points = 3; 21-25 points = 4; 26-30 points = 5

<sup>92</sup> *ibid.*

<sup>93</sup> *ibid.*

KNAO developed a communication strategy for reaching out to the public, titled "KNAO Communication Strategy 2020-2022" which specifies aims and objective that KNAO anticipates in achieving in the mentioned years; however, the new strategy that will follow after 2022 it's not published yet.

When discussing the proactive communication and provision of feedback towards the public KNAO dedicated a job position towards this mean, based on the Regulation N0:01/2021 on Internal Organisation and Systematisation of Job positions. However, the position only deals with preparation of information, documents and other materials for proactive communication towards the public.

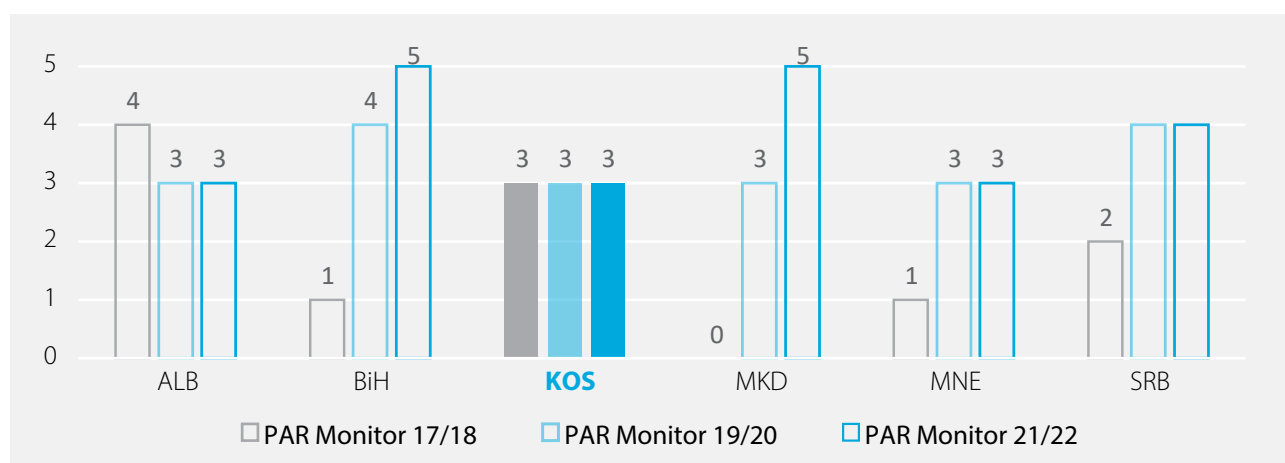
In this context, KNAO also utilises various means of communication with the public including press conferences, active social network accounts, production of informational brochures and videos and organisation of events aimed at promoting SAI's work. This finding is in line with the last monitoring cycle of 2019/2020. However, less than 30% of KNAO reports contain citizen friendly summaries and are written in a very technical language; KNAO has produced 44 reports in 2021 and 2 reports in 2022. Some of the executive summaries contains a graph which includes main findings and recommendations related to addressing each finding. In addition, each report maintains the same structure of the report as well as of the executive summary. Some reports have abbreviations provided in the beginning of the report. The executive summary of the performance reports however stands out in terms of details provided, language and structure.

In line with the previous monitoring cycle results, KNAO website has not developed any specific channels for submitting complaints or initiatives on issues by external stakeholders to developing a system for receiving, filing and processing reports on complaints tips and inputs by CSOs or citizens.

Monitoring results show that KNAO Consulted CSO and their work for the purpose of identifying risks in the public sector only in one year. In the interview with Interview with Sh.H, Head of Department for Communication at NAO (13 October 2022): it was noted that the NAO dedicates special importance to the partnership with CSOs through various meetings, roundtables, and the public presentation of performance audit reports, it has continuously given special focus to communication with them. Every year before the planning phase, the NAO organizes a consultation workshop with CSOs, Professional Associations and Academia on possible performance audit topics. This is a two-way communication in which potential subjects are presented, seeking their comments, proposals and input on what they consider most important and of public interest to be audited. CSOs then send their proposals in writing to NAO for consideration. A point here that it is worthy to be discussing regarding the engagement of CSOs is that in the last monitoring cycle of 2019/2020 this consultation process was formalized through Regulation (CAO) no. 02/2020 on the Internal Organization and Systematization of Jobs where the Consultative Forum with Civil Society is foreseen. However, in 2021 this regulation was replaced by Regulation 01/2021 on the internal organization and systematization of jobs and the formalized process with consultation with CSOs was not included, even though this element was considered as a good regional practice regarding the cooperation between KNAO and CSOs.

## ■ How does Kosovo do in regional terms?

*WeBER indicator v: Supreme Audit Institution's communication and cooperation with the public pertaining to its work*



## VII.5 Summary results in the Public Finance Management Area

*The findings from the analysis of budgetary information and related documents indicate satisfactory results in terms of transparency and availability of data accessible online, similar to previous monitoring cycles. In-year budget execution reports are easily accessible from the Ministry of Finance's homepage, and monthly reports are regularly updated with data dating back to 2006. Mid-year budget execution reports for 2021 and 2022 are also easily accessible. These reports provide detailed data on budget spending, including expenditures related to managing COVID-19 and economic recovery efforts.*

*However, the annual year-end reports for 2021 do not contain non-financial information about the performance of the government, which is available for individual budget users or specific policies. The annual budget is published online for 2021 and 2022, and a fiscal transparency portal is available in Kosovo, providing budgetary information for central and municipal institutions. The budgetary data are published in an open data format, downloadable in an Excel database, and covers multiple fiscal years.*

*Regarding Public Internal Financial Control (PIFC), the reports drafted by the Ministry of Finance are not available online. The PIFC Strategy is outdated, belonging to the period from 2015 to 2019. Additionally, the quality of reviews of internal audit reports is not published online, and less than a third of ministries have the required financial management and control information published, such as risk registers and procedure registries.*

*There is no evidence of proactive engagement with the public, such as press releases, media appearances, booklets, reader-friendly summaries, social media activity, or public events involving non-state stakeholders and civil society. Parliamentary deliberations on these reports are also lacking, and the Commission for Public Financial Management has not reviewed the report on PIFC for the year 2021.*

*On the other hand, central procurement authority regularly reports to the public on the implementation of the public procurement policy, covering the last three calendar years, and the reports are published online. The central review body also reports annually on procedures for protecting the rights of bidders in public procurement. The public procurement portal is user-friendly, providing access to tender documentation without registration, explanations of key terms, and a frequently asked question section. However, individual sample institutions' reports are not published, only consolidated reports.*

*The percentage of open and competitive procedures in the country is lower than 15% but higher than 5%, similar to the previous monitoring cycle. The Communication Strategy of the National Audit Office (NAO) is published for 2020-2022, but there is no information about the strategy after 2022. The NAO has a dedicated position for proactive communication with the public, but its scope is limited to preparing information and materials.*

*The NAO and the State Audit Institution (SAI) utilize various means of communication with the public, including press conferences, social media accounts, brochures, videos, and events. However, less than 30% of KNAO reports contain citizen-friendly summaries and are often written in technical language. The KNAO website lacks specific channels for submitting complaints or initiatives from external stakeholders.*

*The monitoring reveals that the SAI consults with civil society organizations (CSOs) to identify risks in the public sector, but this consultation only occurred in one year. The NAO organizes consultation workshops with CSOs, professional associations, and academia before the planning phase of performance audits, seeking their input and proposals. However, the formalized process of consultation with CSOs was not included in the updated regulation in 2021, despite being considered a good regional practice in the previous monitoring cycle*

## VII.6 Recommendations for PFM Kosovo

### Tracking recommendations from PAR Monitor 2019/2020

Recommendation	Status	Comment
Besides the Ministry of Finance, no other Ministry has information over risk registers and a book of procedures. Every Ministry is encouraged to follow this practice in order to ensure transparency and accountability principle.	<b>Not implemented</b>	N/A
The PIFC report includes comprehensive information, such as statistics and the state of play in implementing internal control in public sector organizations, the Ministry of Finance does not make the reports available online, and communication of PIFC to the public in a citizen friendly manner is completely unavailable.	<b>Not implemented</b>	N/A
The Ministry of Finance should publish the PIFC reports online, less than three clicks away from the homepage. In addition, it should establish external communication by publishing dynamic materials for explaining the PIFC and highlighting to citizen's important developments in the public sector, using simple language and practical examples. This can be done through various means, such as infographics, videos, or brochures.	<b>Not implemented</b>	N/A

## 2021/2022 PAR Monitor Recommendations

1. Enhance Transparency in Budget Reports: Improve the annual year-end reports by including non-financial data that provides information about the performance of the government for individual budget users or specific policies. This will enhance transparency and accountability in budgetary processes.
2. Strengthen Public Engagement: Establish proactive communication channels to engage with the public effectively. This can include regular press releases, media appearances, the production of reader-friendly summaries of reports, active social media presence, and organizing public events involving non-state stakeholders and civil society. These measures will improve public awareness and understanding of budgetary processes and increase public participation.
3. Promote Collaboration with Civil Society Organizations (CSOs): Reinstate and formalize the process of consultation with CSOs in the updated regulations.

# VIII. METHODOLOGY APPENDIX

PAR Monitor Methodology was developed by the research and expert team of WeBER and widely consulted among all relevant WeBER associates. Overall, the methodology is based on the selection of 22 SIGMA Principles (as opposed to 21 in the baseline monitoring cycle), and 23 compound indicators are used to monitor these principles within six key areas of PAR.

PAR Monitor methodology (master) document provides details on the overall approach of WeBER PAR monitoring, the process of developing the methodology, the selection of the Principles which the WeBER project monitors and the formulations of indicators with the basic methodological approaches. Detailed information needed for the measurement of each indicator is provided in separate detailed indicator tables. Each detailed indicator table contains the formulation and focus of a specific indicator, as well as the following information for each of the indicator elements: formulation, weight, data sources, detailed methodology, and point allocation rules. Finally, each indicator table provides the conversion table for turning the scores from all elements into the final indicator values on the scale from 0 to 5.

PAR Monitor methodology, and detailed indicator tables are available at the following link:

<http://www.par-monitor.org/pages/par-monitor-methodology>

For producing this National PAR Monitor report, the following research methods and tools were used for data collection and calculation of indicators:

- **Analysis of official documentation, data and official websites**
- **Requests for free access to information**
- **Focus groups**
- **Interviews with stakeholders**
- **Public perception survey**
- **Survey of civil servants**
- **Survey of civil society organisations.**

## VIII.1 Analysis of Official Documentation, Data and Official Websites

Monitoring heavily relied on the analysis of official documents publicly available on the websites of administration bodies and on the data and information contained therein. Documents which were analysed to this end include:

- legislation (laws and bylaws);
- policy documents (strategies, plans, action plans, etc.)
- official reports (implementation reports, public consultation reports etc.);
- analytical documents (impact assessments, explanatory memorandums to legislation, policy concepts, policy evaluations etc.);
- individual legal acts (decisions, conclusions etc.);
- Other documents (agendas, meeting minutes and reports, press releases, announcements, guidelines, directives, memorandums etc.);

In some instances, responsible authorities were directly contacted by researchers for missing documents and data. In Kosovo, the documentation needs for calculating indicators for the Strategic Framework of PAR were directly communicated with the former Ministry of Public Administration, the Prime Minister's Office, and the Ministry of Finance.

Additionally, official websites of public authorities were used as sources of data and documents for all indicators, except for the ones completely based on survey data. In certain cases, the websites of public authorities were closely scrutinized as they were the key sources of information and units of analysis. In the area Policy Development and Coordination, for monitoring transparency of governmental decision-making (indicator PDC\_P6\_I1), and public availability of information on Government's performance reporting (PDC\_P5\_I1), the following website was analyzed:

- 1) Office of Prime Minister - <http://kryeministri-ks.net/en/>

In the Public Service and Human Resource Management Area, for the monitoring of openness, transparency and fairness of recruitment into the civil service (PSHRM\_P3\_I1), and for public availability of official data and reports about the civil service and employees in central state administration (PSHRM\_P2\_I1), the following websites were analyzed:

- 1) Ministry of Justice- <https://md.rks-gov.net/>
- 2) Agency for Free Legal Aid- <https://anjf.rks-gov.net/>
- 3) Agency for the Management of Memorial Complexes- <https://amkmk.rks-gov.net/>
- 4) Independent Commission for Mines and Minerals- <https://www.kosovo-mining.org/>

In the Accountability area, for monitoring proactive informing of the public by public authorities (ACC\_P2\_I2), the following websites were analysed:

- 1) Ministry of Internal Affairs - <https://mpb.rks-gov.net/>
- 2) Ministry of Industry, Entrepreneurship and Trade - <https://mint.rks-gov.net/>
- 3) Ministry of Local Governance Administration - <https://mapl.rks-gov.net/>
- 4) Ministry of Finance and Transfers<sup>94</sup>- <http://mf.rks-gov.net>
- 5) Office of Prime Minister - <http://kryeministri-ks.net>

<sup>94</sup> This Ministry, in the time of monitoring, under Kurti Government (February '20- June '20). The name of this ministry changed with the new structure of the Hoti Government.

- 6) Business Registration Agency - <https://arbk.rks-gov.net/>
- 7) Kosovo Medicines Agency- <https://akppm.rks-gov.net/>

In the Service Delivery Area, for monitoring availability of information regarding the provision of administrative services on the websites of service providers (SD\_P4\_I2), the following websites were analysed:

- 1) Kosovo Cadastral Agency - <http://www.kca-ks.org>
- 2) Kosovo Business Registers Agency - <https://arbk.rks-gov.net>
- 3) Ministry of Internal Affairs - <https://mpb.rks-gov.net/>
- 4) Tax Administration - <http://www.atk-ks.org>

In the Public Finance Management area, for monitoring transparency and accessibility of budgetary documents (PFM\_P5\_I1), public availability of information on public internal financial controls and the parliamentary scrutiny (PFM\_P6&8\_I1), and supreme Audit institution's communication and cooperation with the public (PFM\_P16\_I1), the following websites were analysed:

- 1) Ministry of Finance - <https://mf.rks-gov.net>
- 2) Kosovo National Audit Office - <http://www.zka-rks.org>
- 3) Public Procurement Regulatory Commission - <https://e-prokurimi.rksgov.net/HOME/ClanakItemNew.aspx>

#### Requests for Free Access to Information (FOI)

As the PAR Monitor methodology strongly relies on the analysis of public availability of information and data, usually based on the websites of public authorities, FOI requests were not comprehensively sent out for each area of the Principles of Public Administration or every indicator. Requests were sent in cases where monitoring focus was on the proper identification of certain practice within administration, rather than public availability of information. Hence, where specific indicator requires online availability of information on specific websites, FOI request were not sent.

That said, the researchers used FOI requests as a data collection tool in three areas: Policy Development and Coordination (indicators PDC\_P6\_I1, PDC\_P10\_I1), Public Service and Human Resource Management (PSHRM\_P3\_I1, PSHRM\_P2\_I1), and Accountability (ACC\_P2\_I2). In Kosovo a total of 27 FOI requests were sent in the monitoring period from February 2020 to December 2020.

## VIII.2 Interviews with Stakeholders

Interviews were conducted to collect qualitative, focused and in-depth inputs from stakeholders on monitored phenomena. For a number of indicators, interviews are envisaged as data sources according to the indicator tables. Nonetheless, they were additionally used in the research to complement and verify otherwise collected data and findings.

Interviews were semi-structured, composed of set of open-ended questions, allowing for a discussion with interviewees and on-the-spot sub-questions rather than strictly following a predetermined format. Selection of interviewees was based on purposive, non-probability sampling, targeting interlocutors based on their expertise and relevance for the topic.

In Kosovo, a total of four (4) interviews were held within the monitoring period. Interviewees were given full anonymity in terms of personal information and institutional/organizational affiliation, in order to ensure higher response rate and facilitate open exchange.



**Table 15. Interviews conducted in Kosovo**

Date/Place	Interviewees	PAR Area
2 August 2022	Director of the Department for Management of Public Officials- Ministry of Internal Affairs	PSHRM
30 July 2022	Former Director of the Legal Department- former Ministry of Public Administration now Ministry of Internal Affairs	PSHRM
15 September 2022	Former Head of the Division for Salary Systematization and Human Resources Management- Ministry of Internal Affairs	PSHRM
October 2022	Kosovo National Audit Office (the responses were sent via email)	PFM

## VIII.3 Public Perception Survey

The public perception survey is based on a questionnaire targeting the general public (18+ permanent residents) in Kosovo. The survey was conducted through computer-assisted telephone interviewing (CATI) in combination with computer assisted web interviewing (CAWI), using a three-stage random representative stratified sampling (primary sampling unit, polling station territories, secondary sampling unit: households, tertiary sampling unit: household member). The survey was conducted during 4 May – 31 May 2022. The margin of error for a sample of 1021 citizens is  $\pm 3.15\%$ , at the 95% confidence level.

**Table: Public perception methodology framework**

<b>Location</b>	Albania, Bosnia and Herzegovina, Kosovo, North Macedonia, Montenegro, and Serbia
<b>Time</b>	4 – 31 May, 2022
<b>Data Collection Method</b>	CATI in combination with CAWI
<b>Sampling Frame</b>	Entire 18+ population of permanent residents of target countries
<b>Sampling</b>	Two stage random representative stratified sample (PSU: Households, SSU: House- hold member)
<b>Margin of error</b>	Average margin of error per country is $\pm 3.15\%$ at the 95% confidence level

## VIII.4 Survey of Civil Servants

Civil Servant survey results are based on a unified questionnaire targeting civil servants working in the state administrations of Albania, BiH, Kosovo, Macedonia, Montenegro and Serbia. The survey instrument included 5 sections covering: recruitment of civil servants, temporary hirings in the administration, status of senior civil servants, salary/remuneration, and integrity and anti- corruption. Data collection was conducted using a self-administered questionnaire (Survey Monkey).

For Kosovo, a total of 300 civil servants completed the survey from April 29th to July 28th 2022. The Ministry of Internal Affairs (Department for Management of Public Officials) facilitated the dissemination of the survey.

*Table x. Civil servant survey sample data*

Category	N	Percentage
Civil service position		
Senior management civil servant	4	1.33
Mid-level (management) civil servant	98	32.67
Professional level civil servant	176	58.67
Administrative level civil servant	17	5.67
Other	5	1.67
*None of the respondents skipped this question.		
State administration institution		
Ministry	208	69.33
Subordinate agency	44	14.67
Prime Minister's Office	18	6.00
Independent Agency	22	7.33
Other	8	2.67
*None of the respondents skipped this question.		
Gender		
Male	170	56.67
Female	119	39.67
I have no answer	11	3.67
*None of the respondents skipped this question.		
Years working in the administration		
Average Age: 44.49		
*None of the respondents skipped this question.		

**Table : Survey of civil servants, margin of error (MoE) per question at the 95% confidence level**

Question	MoE range (KOS)
Civil servants in my institution are recruited on the basis of qualifications and skills	2.27-2.60
In the recruitment procedure for civil servants in my institution all candidates are treated equally (regardless of gender, ethnicity, or another personal trait which could be basis for unfair discrimination)	2.47-2.82
To get a civil service job in my institution, one needs to have connections	3.69-3.99
Hiring of individuals on a temporary basis (on fixed-term, service and other temporary contracts) is an exception in my institution	2.53-2.86
Individuals who are hired on a temporary basis perform tasks which should normally be performed by civil servants	3.54-3.92
Such contracts get extended to more than one year	2.56-3.86
When people are hired on a temporary basis, they are selected based on qualifications and skills	1.97-2.26
Individuals hired on a temporary basis go on to become civil servants after their temporary engagements	3.01-3.32
The formal rules for hiring people on a temporary basis are applied in practice	2.76-3.08
Procedures for appointing senior civil servants ensure that the best candidates get the jobs in my institution	2.17-2.49
In my institution, senior civil servants would implement illegal actions if political superiors asked them to do so	3.72-4.09
Senior civil servants can reject an illegal order from a minister or another political superior, without endangering their position	2.64-2.94
Senior civil service positions are subject of political agreements and "divisions of the cake" among the ruling political parties	3.56-3.86
Senior civil servants are at least in part appointed thanks to political support	3.71-3.99
In my institution, senior civil servants participate in electoral campaigns of political parties during elections	3.31-3.61
In my institution senior civil servants get dismissed for political motives	3.20-3.49
Formal rules and criteria for dismissing senior civil servants are properly applied in practice	2.54-2.83
In my institution, bonuses or increases in pay grades are used by managers only to stimulate or reward performance	2.19-2.49

Question	MoE range (KOS)
In my institution, political and personal connections help employees to receive bonuses or increases in pay grades	3.09-3.46
Integrity and anti-corruption measures in place in my institution are effective in achieving their purpose	2.78-3.10
Integrity and anti-corruption measures in place in my institution are impartial (meaning, applied to all civil servants in the same way)	2.48-2.78
If I were to become a whistle-blower, I would feel protected	2.12-2.43
How important do you think it is that the civil society organisations (NGOs) monitor public administration reform	1.65-1.98
How important do you think it is that the public (citizens) perceive the administration as depoliticised	1.19-1.41

## VIII.5 Survey of Civil Society Organisations

CSO survey results are based on a standardized questionnaire targeting representatives of CSOs working in Albania. The questionnaire included nine sections covering:

1. CSOs' involvement in evidence-based policy-making;
2. Participation in policy- and decision-making;
3. Exercising the right to free access of information;
4. Transparency of decision-making processes;
5. Accessibility and availability of legislation and explanatory materials;
6. CSO's perceptions on government's planning, monitoring and reporting on its work;
7. Effectiveness of mechanisms for protecting the right to good administration;
8. Integrity of public administration, and
9. The accessibility of administrative services;

Data collection was conducted using a self-administered questionnaire on SurveyMonkey platform. 45 CSOs participated in the survey, which was conducted between 13 April to 14 July 2022.

*Table x. CSO survey sample data*

Category	N	Percentage
Type of organization		
Policy research/Think-tank	24	53.33
Watchdog (Monitoring)	16	35.56
Advocacy	27	60.00
Service provider	8	17.78
Grassroots	10	22.22
Other	7	15.56
Area of operation		
Governance and democracy	23	51.11
Rule of law	8	17.78
Human rights	19	42.22
Public administration reform	11	24.44
European integration	10	22.22
Gender issues	15	33.33
Children and youth	11	24.44
Environment and sustainable development	20	44.44
Education	13	28.89
Culture	6	13.33
Health	3	6.67
Media	7	15.56
Economic development	14	31.11
Social services	4	8.89
Other	3	6.67
Position of the respondent in the organisation*		
Senior-level management	27	60.00
Mid-level management	13	28.89
Senior non-management	3	6.67
Mid-level non-management	2	4.44
Other	2	4.44
Years working with the organisation		
Mean= 6.5; Range=0-20 years		



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