National

PAR Monitor - Kosovo

2019/2020

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EXECUTIVE SUMMARY

1. Strategic framework for PAR: the saga of insufficiently inclusive design and monitoring of strategic documents

In Kosovo, civil society remains insufficiently consulted during the development of Public Administration Reform (PAR) strategic documents regarding the regulative framework. Civil society's involvement at an early stage of consultations is absent, and proactiveness in inviting external stakeholders is an exception, particularly diverse groups of interests and publishing of consultation. Availability and reliability of information on all critical aspects of consultation processes is often missing. Based on the previous PAR Monitor of 2017-2018, the consultations on the development of Strategy for Modernization of PAR Action Plan for 2018-2020 remain the good practice example, as the process involved civil society from the very beginning via the National Platform for Public Consultations.

PAR monitoring and coordination structures, based on the Government decision that established it, does not foresee civil society representation. Civil society organizations (CSOs) that are focused on PAR issues and generally participate in consultation processes once again confirmed the absence of mechanisms involving CSOs in the drafting of PAR strategic documents. It is worth mentioning that, during this PAR Monitor, different documents were set for consultations in the public consultations portal. Also, the drafting of concept documents and draft laws of the PAR legal package (Law on Salaries, Law on Public Officials and the Law on Organization and Functioning of State Administration and Independent Agencies) have consulted the public via the Platform for Public Consultations, and public debates with various stakeholders have taken place.

Policy development and coordination: the insufficient transparency

In general, the Government's reporting and decision-making process is transparent to some extent. The information on the Government's work and results, as well as press releases, are usually published. The problem stands with the fact that the Government has shown a lack of transparency in the last 3 years on reporting its work (Annual Work Report). As for the proceedings and outcomes of Government sessions, they are regularly published and include a list of decisions made and details about each agenda point. Agendas are unavailable and can only be obtained only via an Freedom of Information (FOI) request, or when published by the different media. Decisions are published online and are usually communicated both in a citizen-friendly and timely manner. On the other hand, the meeting minutes are not public since the regulation on the work of the Government itself does not allow their publication.

Civil society perception of the Government remains negative without any substantial change. A slight positive perception is seen regarding the use of externally produced evidence in policy making, and quality of consultations with civil society as well as towards the awareness of official online legislation database.

In that regard, decision-making is perceived as transparent by 12.9% of surveyed civil society organizations (CSOs) whereas no respondent strongly agreed to this statement. They largely disagree with the Government's planning documents as relevant for the actual policy developments, with only 12.1% in agreement. Furthermore, civil society findings are rarely referenced in policy documents, papers and impact assessments. More than 50% of the CSOs that participated in the survey confirmed that the Government invites them to prepare evidence-based papers, similar to the perception about Government officials' invited participation in events organised by civil society. Moreover, 76.19% of the CSO respondents answered that the institutions respond to CSO invitations. CSO perception about consultations in policy-making

and legislative drafting shows that 45.45% consider that formal consultation procedures create preconditions for effective inclusion of the public in the policy-making process. Meanwhile, 36% of CSOs positively responded that Government institutions consistently apply formal consultation procedures when developing policies within their purview.

Public service and human resource management: legislation loopholes and a failure to assure remote working

In the area of public service and human resource management, WeBER monitors public availability of information, transparency of procedures and explores civil servants and CSOs' perceptions of public service professionalism, integrity and recruitment merit. A decrease on public availability of official data and reports about the civil service and employees in central state administration was depicted in this monitoring period. COVID-19 restrictions, failure to manage remote working for the civil servants during quarantine/lockdown periods, political instability with frequent government changes, as well as the merging of the Ministry of Public Administration with the Ministry of Internal Affairs, are among the main factors that influenced this undesirable change.

Annual Reports on the State of Civil Service of 2017 and 2018 were absent in the webpages, and were only acquired by FOIs requests. The report for the year 2019 was not publically available, seeing as the reports are not promoted in the public.

The legal framework does not specify a limit regarding the number of temporary engagements; while on specific criteria for the selection of individuals there is no legal specification related to experts' temporary engagements in the administration. Although the law does not limit the number of temporary engagements and does not define specific criteria, it does limit fixed-term appointments to up to 6 months under the Special Service Agreements (SSA)contracts. However, in practice these provisions have not always been respected in public institutions. With the new law on Public Officials, SSAs are valid until the deadline specified in contracts. After this period, agreement for special services are concluded according to the relevant public procurement legislation. Considering individuals hired on a temporary basis among civil servants, 13.75% think that "often" or "always" the selection is based on qualifications and skills, showing a decrease from the 21.4% of the last monitoring report. 65% think that those selections are "rare" or "never happened" to be based on qualification or skills. Finally, civil servants were divided on the topic of if formal rules for hiring people on temporary basis are applied in practice, with 37% thinking "often" or "always" and 36.5% thinking "never" or "rarely".

With regards to recruitment into the civil service, institutions announce vacancies via three easily accessible legally prescribed channels, but avoid modern tools such as social media. The text of open competition announcements, the content of the call, decisions, form of applications and public availability of both announcements and decisions are regulated by the Regulation 02/2010 in place. The regulation states that the relevant institution must ensure all recruitment advertisements in any publication form are easy to access for the duration of the advertisement. Recruitment advertisements shall be published in daily press and electronic media within 5 working days. No public competition announcement was found in the Government portal, constituting a violation of the Regulation at hand, same as in the last PAR Monitoring. Our findings also show that clarifications for announcements are possible and provided in practice, but replies are not made publicly available at a clearly-designated online location.

The law on Public Officials, which would abrogate the Law on Civil Service, entered into force on September 12 2019, but the Ombudsperson institution appealed it in the Constitutional Court in November of the same year. The horizontal scope of the civil service is defined in the Law on Civil Service (CSL)[1] and includes almost all institutions with public authority functions. On the other hand, the vertical alignment is clear in terms of senior management, while lacking clarity has been observed in some non-administrative support functions. Senior positions consist of: Secretary General of the Office of the Prime Minister, Secretaries of Ministries and Chief

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[1]   Law on Civil Service is referred in this chapter because this reporting period also includes the year 2019, a year in which the Law on Civil Service was still into force. This law is still relevant concerning the articles that are object to change in the Law for Public Officials due to the Constitutional Courts judgement.

Executive Officers and equivalent executive positions, independent and regulatory agencies.[2] Detailed procedures for appointment to senior management positions are defined by Regulation no. 17/2018 on Appointment Procedures for Senior Management Positions in the Civil Service in Kosovo. This regulation came into force in 2018, substituting Regulation no.06/2010. Although the procedures for appointment of senior civil servants improved, also with this regulation, political influence over such appointments remains a serious concern, together with the under-representation of women.[3]

Despite the fact that institutions generally uphold recruitment procedures, civil servant survey results display a significant level of scepticism towards the effectiveness of such procedures in terms of substance. Only 22.17% of civil servants "strongly agree" or "agree" that administration employees are recruited on the basis of qualifications and skills. The percentage present in the last PAR Monitoring was 24.1%. in addition, 14.9% of survey civil servants agreed that "to get a civil service job in my institution one needs to have connections", which amounted to a percentage of 17%his in the last monitoring. On whether the senior managerial civil servants are professionalized in practice, only 2.5% of CSOs "agree" or "strongly agree" with the statement. Among the civil servants, 11.6% replied either "rarely" or "never or almost never" to the statement on if "senior civil servants are at least in part appointed thanks to political support". Finally, 13.3% of surveyed civil servants answered "disagree" or "strongly disagree" to the statement "senior civil service positions are the subject of political agreements and "divisions of the cake" among the ruling political parties".

The Law on Salaries of Civil Servants that is currently formally in force is not being implemented. As a result, the salaries of civil servants are currently being regulated through 58 legal documents of individual institutions. Most of them are individual decisions or administrative instructions. Therefore, the salary system remains the same as in the past years. As for the new law planned to enter into force, it was adopted by the Assembly on March 2019 yet did not enter into force initially due to two Constitutional Court interim measures following the complaint filed by the Ombudsperson.

Accountability: proactive information of the public fares better than reactive

Civil society continues to be dissatisfied with respect to public institutions for the right of access to public documents. Only 9.3% agreed or strongly 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. CSOs' perception is mainly positive towards practical aspects of requesting information: whether the information is provided in requested format, within deadlines and free of charge, without the need to state reasons for requests.

Regarding the information containing classified parts and personal data, a rather small percentage of 12.5% responded that, when requesting access to information that contains classified materials, non-classified portions of these materials are released. Surprisingly, more than half of the surveyed CSOs agreed that the supervisory body of the Law on Access to Public Documents, through its practice, asserted sufficiently high standards of the right to access public information

Availability of accountability information is negatively estimated. Furthermore, the information shown on Kosovo public institutions websites continues to lack a citizen-friendly approach. However, most of the publicly-available information is complete, updated and accessible within maximum three clicks from homepages. One of the problems remains the publication of budgetary information and annual reports, which is almost completely absent across the monitored samples. Furthermore, lacking proactive approach, openness of data, inconstant practice of information and cooperation with NGOs and other actors, bureaucratic language, are persistent issues which should be paid attention to and addressed immediately.

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2   The Regulation no.17/2018 on the Procedures for appointments to Senior Management Positions in the CS of RKS,
     Article 2. Available at: https://gzk.rks-gov.net/ActDetail.aspx?ActID=18301
3   European Commission (2020), "Kosovo 2020 Report", 2020 Communication on EU Enlargement Policy

Service delivery

WeBER monitoring assesses service delivery from the perspective of citizens, focusing on public and civil society perceptions regarding the availability and accessibility of services; as well as aspects of availability and accessibility of information on services.

Citizens of Kosovo show a generally positive public perception towards administrative services in Kosovo. Much like in the last PAR Monitoring, Kosovo scores positively in this indicator (4/5). Survey outcomes show a generally positive public perception towards administrative services. In the past two years, 70.13% of respondents are aware of government administrative simplification efforts, and the vast majority from that group (88.30%) confirm that such efforts have improved administrative service delivery. As a result, 72.4% of respondents agree that dealing with the administration has become easier, and 71.01% agree that the time needed to obtain administrative services has decreased. Moreover, 74.05% of respondents recognize the administration's effort to move towards digital government, but less, slightly over half, (54.06%) are aware of the availability of e-services. Interestingly, 76.27% of those familiar with e-services usage actually use them. In general, the results from the 2019-2020 monitoring cycle do not show major differences from the 2017-2018 cycle. The only clear difference concerns citizens' perceptions of administrations' cooperative relationship with them. In the PAR Monitor of 2017-18, only 33.2% of respondents agreed that the administration seeks proposals on how to improve its services, while in the PAR Monitor of 2019-20 this percentage increased to 60.53%.

The CSO survey results of the PAR Monitor 2019-2020 show that 37.5% of CSOs find that the public administration provided different channels for obtaining administrative service, which is lower than the last monitoring where more than a half agreed (55%). In the statement regarding whether administrative service providers are adequately distributed so citizens have easy access across all territories of the country, results of this year's PAR Monitor stand better than the previous one, as more than 30% agreed or strongly agreed compared to 22.5% in the PAR Monitor 2017-2018.

A decrease is evident in the statement regarding the one-stop-shops (i.e. if they are easily accessible to all citizens), amounting to only 12.5% respondents, while previously it was 25%. This time around disagreement among the CSOs over the issue is as high as 40%.

When it comes to whether administrative service provision is adapted to the needs of vulnerable groups, CSOs survey results stay the same as in the previous monitoring cycle, with only 10% agreeing and a majority of 65% disagreeing or strongly disagreeing. At the same time, only 5% of CSOs agree that, in general, staff working on administrative service delivery is trained on how to treat vulnerable groups, and almost two thirds of respondents (62.5%) expressed total disagreement.

Public finance management

In this area, WeBER monitors the transparency and accessibility of budgetary data, how the government communicates with citizens about public internal financial control (PIFC), and the degree of the supreme audit institutions' (SAI) external communication. As an additional development since the baseline monitoring, a new indicator was developed to cover the public procurement sub-area of public finance management (PFM). With this addition, WeBER monitored public procurement policy along with annual budget policy, PIFC and external audits.

The Ministry of Finance regularly, as in the last PAR Monitoring, publishes quarterly, semi-annual and year-end reports. The available budgetary reports are based only on economic and organization classification of budget realization; non-financial performance information on the budgetary achievements of the Government is not reported. End of year reports are presented in a very comprehensive way and entail detailed data based on each local and national institution. For instance, expenditure execution (i.e. expenditure for wages and salaries), expenditures for goods and salaries, expenditures for subsidies and transfers, capital expenditure and expenditures for debt service. Alternatively, mid-year reports show functional classification only provided of the COVID-19 payments.

As in the last PAR Monitoring for the 2017-2018 period, annual consolidated reports on PIFC in the public sector are produced but are not publicly available. The same applies also to internal audit quality reviews. The Parliament and relevant Committee did not deliberate on the consolidated reports on PIFC. The legislation during this monitoring period was dysfunctional due to the pandemic and political instability, which lead to two different governments over 10-month period. As such, the legislation implemented less than 10% of its legislative program. Evidence from the previous reporting cycles indicated that the Parliament and the relevant Committee regularly deliberated on the consolidated reports on PIFC; main findings were discussed on June 2016 and 2017, therefore, indicating a negative shift on this indicator.

In the previous monitoring, the Kosovo National Audit Office (KNAO) did not have a specific communication strategy, while 2020 monitoring recognizes that a Communication Strategy of the KNAO for the 2020-2022 period developed with defined goals and objectives. The document is in line with its Strategic Plan for 2018-2021. In the Strategy, it is indicated that the KNAO needs to maintain good relations with the Executive and Legislative branches in order to encourage enforcement and facilitate public oversight and accountability. The plan will be revised annually and be under the communication department within KNOA. KNAO - same as in the previous monitoring reports - has dedicated at least one job position to proactive communication and provision of feedback towards the public. In the case of Kosovo, Regulation of Internal Organization and Job System, available on the NAO website, stipulates duties and responsibilities of the Public Communication and Translation Unit, which is the body responsible for communication with the public. In addition, previous research has shown that KNAO utilizes at least two additional means of communication with the public. More specifically, by actively maintaining a Facebook account and holding press conferences presenting Audit Reports and roundtable discussions. This year, the COVID-19 impact shifted the trend and left KNOA communicating through Facebook and short media announcements. Due to the circumstances, press conferences and similar events were suspended following health recommendations.

The KNAO website does not have any specific channels for submitting complaints or initiatives on issues identified by external stakeholders. The channels serve to receive filings, processing and reporting on complaints, tips and inputs regarding the utilization of public funds made by CSOs or citizens.

Reports on public procurement by the central procurement are considered to meet the criteria of citizen-friendliness given that they include executive summaries, sources of finances, value of the contracts, kinds of procurement activities and procedures, as well as graphs, tables and charts, besides being easily accessible.

It is noteworthy that the contracts in Kosovo are not open so therefore only basic information is provided., One can review basic documentation without registration, such as signed contracts with the value and between subjects. In general, the portal is user-friendly given it being free of charge, having guidelines over functional use and a FAQ section. The central-level authority lacks when it comes to publishing reports on individual sample institutions. Such reports are not available in the Ministries' websites neither. As for the method of public procurement, there is no data over the number of contracts. Yet the statistics on public procurement methods are done out of the value of the contract. Out of the total value, 88.37% of the amounts correspond to the contract made out of open and competitive procedures, while 11.63% correspond to other methods.

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List of Abbreviations

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

1. INTRODUCTION

1.1. Public administration reform and the Western Balkans' EU integration – Why is monitoring important?

Since the publication of the first edition of the Western Balkan PAR Monitor in 2018, the Western Balkan region (WB) has continued slowly their path towards further democratisation and modernisation of its societies, implementing the necessary structural, economic, and social reforms to improve the lives of citizens. These reform processes were, from their onset, stimulated by aspirations of becoming members of the EU, and they continue to be driven by the EU integration process and its inherent conditionalities. Good governance lies at the heart of the European integration project, requiring public administrations to be professional, reliable and predictable, open and transparent, efficient and effective, and accountable to their citizens.

With the new strategy of the European Commission issued in early 2020, public administration reform (PAR) was reaffirmed as an area of fundamental reform in the EU's enlargement policy. Accordingly, PAR joined the areas of rule of law, economic governance, and the functioning of democratic institutions as the basic pillars of reform which will constitute the foundation for the overall assessment of progress of aspiring EU members.

The EU's framework for defining, guiding, and assessing administrative reforms in the context of enlargement has remained embedded in the set of Principles of Public Administration. Established in 2014, these principles, known as the "SIGMA principles" (since they are assessed regularly by the OECD's SIGMA programme)[4] offer a roadmap for EU 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, [5] 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

These principles, thus, constitute the common denominator of PAR for all EU aspirants, guiding the course of their reforms in the direction of EU membership.[6]

WeBER[7] adopted the Principles of Public Administration as the main building block of its PAR Monitor for two main reasons. On the one hand, as a common denominator for PAR reforms in the region, the principles allow for comparisons across the region, and regional peer learning and peer pressure among the WB administrations. On the other hand, the principles guide reforms in these countries towards the fulfilment of EU membership conditionalities, thus helping their transformations into future EU member states.

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4   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/.

5   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.

6   SIGMA conducts regular assessments of the progress made by WB governments in their fulfilment of their principles. Across-the-board assessments (for all the six key areas) are conducted once every two-three years, and smaller-scale assessments are conducted in between for specific chapters that are evaluated as critical by SIGMA. For more information on SIGMA assessments, visit www.sigmaweb.org.

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

An important consideration in designing WeBER's monitoring approach lies in the understanding that until the EU accessions of the WB region, 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. Simultaneously, civil society should 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.

Moreover, although EU conditionality is currently ensuring regular external monitoring and assessment of reforms progress, previous enlargements have demonstrated that some countries have backslid in their reforms post-accession, effectively moving away from good governance standards. In several countries, governments have decreased their standards of transparency, administrations have been re-politicised, and anti-corruption efforts have faded. WeBER's rationale is that only by empowering local non-governmental actors and strengthening participatory democracy at the national and local levels can pressure on governments be maintained to implement often painful and inconvenient administrative reforms in the post-accession period.

In order to contribute to the empowerment of local civil society actors, WeBER has initiated multiple awareness raising and capacity building initiatives since 2015. In addition to involving and gathering the knowledge of CSOs in the PAR monitoring process and the creation of the PAR monitor reports, a number of regional CSOs were trained for PAR monitoring and advocacy. Moreover, local CSOs who monitor specific PAR areas at the local level were provided with mentoring. In addition, multiple rounds of consultations on the implementation of the PAR Monitor were organised in the framework of the regional WeBER platform, and SIGMA's principles were introduced to a wider group of CSOs in the region. Today, WeBER continues to initiate novel, civil-society approaches to PAR such as piloting monitoring exercises of mainstreaming PAR in different policy sectors, and the creation of six parallel online portals through which citizens are invited to share their experiences in interacting with public administrations.[8]

Finally, the outbreak of the COVID-19 pandemic is an additional reminder of the importance of well-functioning public administrations able to exercise primary functions of serving the needs of citizens. Moreover, these outstanding circumstances bring 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.

Due to the impact of the COVID-19 pandemic, WeBER researchers produced PAR monitoring cycle 2019/2020 almost entirely as a remote exercise. This meant virtual communication and coordination within the WeBER research team and shifts in its approach of conducting field work (such as interviews and focus groups) in certain cases. Pandemic-related circumstances have, generally, had a limited impact on the project's findings, as most of the analysed practices took place in the pre-pandemic period (2019). Nevertheless, to some extent the pandemic slowed down the monitoring process as for a while it was more difficult to access public information with FOI requests. Other major obstacles, however, were not encountered.

1.2. The PAR Monitor methodological approach

• EU principles as a starting point and common framework of reference

As mentioned above, WeBER approaches the monitoring of PAR in the Western Balkans from the perspective of uniform requirements posed by the EU accession process for the entire region. As the EU and SIGMA/OECD have developed a comprehensive set of principles for all countries to transform their administrations into modern, EU member states, WeBER has used these principles as the golden standard and a starting point for, firstly, developing and then implementing its

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

own monitoring methodology. Moreover, in line with its overall rationale, WeBER has emulated SIGMA's methods to create its own indicators, using a similar compound-indicator structure and the same scoring approach, with the quantification of elements (sub-indicators) and total scores assigned to indicator values on a scale from 0 to 5.

This approach acknowledges that SIGMA's comprehensive approach cannot and should not be replicated by local actors, as it already represents a monitoring source independent from national governments in the WB. In this sense, WeBER does not seek to present a contesting (competitive) assessment of how these principles are fulfilled in the WB administrations, but rather offer a complementary view, based in local knowledge and complementary research approaches.

• The regional approach

An important facet of the WeBER monitoring of PAR is its regional character. The regional approach implies that all indicators are framed and phrased in a manner which enables application to six different systems that are assessed. Second, the regional approach means that findings are regionally comparable.

Such a regional approach admittedly results in some degree of loss of detail and national specificity in the monitoring work. However, it presents many benefits compared to nationally-specific approaches. First and foremost is the potential to compare different national results, which allows the benchmarking of countries and their systems, the recognition of good, as well as the rise of positive competition between governments. Last, but not least, it allows for the creation of regional knowledge and peer learning regarding PAR among CSOs, particularly useful for inspiring new initiatives and advocacy efforts at the national level.

• Selection of principles "for and by civil society"

The PAR Monitor maintains a basic structure which follows the six chapters of the Principles of Public Administration. It does not attempt to monitor all the principles under each chapter, nor does it seek to monitor them in a holistic manner, but it rather adopts a more focused and selective approach. The criteria for selecting the principles to be monitored (and their sub-principles) were developed with three main ideas in mind:

- There are certain principles in which civil society is more active and consequently has more knowledge and experience;

- In order to gain momentum, the PAR Monitor will need to be relevant to the interests of the wider public in the region;

- The approach should ensure an added value to SIGMA's work and not duplicate it.

The WeBER monitoring approach utilises the experience and expertise accumulated within the civil sector in the region to the maximum extent possible. Therefore, a number of indicators rely on civil society as a core source of knowledge.

• Focus on the citizen-facing aspects of administration

Another key criterion which has guided the WeBER's selection of principles (and sub-principles) is their relevance to the work and interests of the wider public. This means that both the selection of the principles and the design of the indicators included questions such as: "Does the public care about this?" or "Is this aspect of public administration visible to ordinary citizens?" In keeping with this approach, the WeBER methodology retains a focus on the points of interaction between the administration and its users (citizens and businesses), while leaving out issues that constitute the internal operating procedures of the administration invisible to the public.

- WeBER indicator design

The WeBER research team designed a set of compound indicators in 2016, with each comprising several elements (essentially sub-indicators), elaborating various aspects of the issue addressed by the entire indicator. The entire design of indicators is quantitative, in the sense that all findings – based on both quantitative and qualitative research – are assigned numerical values. Findings are used to assess the values of individual elements, assigning them total element scores of either 0 or 1 (for less complex assessments, such as those where a simple yes or no answer is possible) or 0 or 2 (for more complex assessments). Only integer values are assigned to elements.

Furthermore, for each element a weight of either 1 or 2 is applied. In principle, a weight of 2 is assigned to those evaluated as basic, key requirements in relation to a certain practice. A weight of 1 is applied to more advanced requirements, i.e. higher and more complex standards. For example, a weight of 2 would be applied for an element assessing a basic government reporting practice, whereas a weight of 1 would be applied to an element assessing whether the data in a report is gender sensitive or whether it is available in an open data format. Moreover, as most indicators combine different research approaches and data sources, in cases where perception survey findings are combined with hard data analysis, a weight of 1 is assigned to the former and a weight of 2 to the latter.

Finally, for each indicator there is a conversion table for transforming total scores from analyses of individual elements into values on a common scale from 0 to 5. The final indicator values are assigned only as integers, meaning, for instance, there are no half points assigned. The scoring and methodology details for each indicator are available on the PAR Monitor section of the WeBER website.[9]

- Main methodological changes between the two PAR Monitors

Experience from the design of the monitoring methodology and the implementation of the first PAR Monitor resulted in the three main changes in relation to indicators in this monitoring cycle.

Firstly, in the Policy Development and Coordination area, the WeBER team has enhanced the indicator focusing on the quality of public participation (through various forms of public consultations) in policymaking. At first focusing only on perceptions of CSOs collected through an online survey, additional elements were added to assess the quality of public involvement in practice, examining a sample of public consultations on policy documents and legal acts. The improvement of this indicator also includes an assessment of governmental public consultation/ participation portals though two new elements (sub-indicators). With this change, WeBER assessments in this PAR area were made more balanced in general, combining CSOs perceptions with hard evidence in each topic covered (which include governmental performance reporting, the use of evidence by central state administration bodies in policy development, and the transparency of governmental decision making).

Secondly, a couple of indicators that were initially planned for the first PAR monitoring cycle were at that time left out due to a combination of limited staff capacities and challenging workload. It was then agreed that a public-procurement-related indicator would be introduced in the second monitoring cycle. As a result, a new indicator has now been added to the Public Financial Management area, covering public procurement policy. Measured for the first time, this indicator on public procurement sets baseline values in this PAR Monitor.

Finally, one indicator in the Policy Development and Coordination area (focusing on the accessibility of legislation and explanatory materials to the public) was not included in this monitoring edition. The WeBER team reached a decision on this reduction at the beginning of this monitoring cycle. This decision came after internal deliberations on feedback received from CSOs in the region based on the survey conducted within the first monitoring cycle, and on the internal capacities of the research team to deal with an increased number of indicators. Consequently, in terms of the priority and urgency of addressing different PAR issues, it was decided that the

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9   WeBER project website: http://www.par-monitor.org. The methodology and individual indicator tables can be accessed within the PAR Monitor menu.

indicator on legislation availability would give way to the indicator on public procurement.

• The PAR Monitor package

The PAR Monitor is composed of one regional, comparative report of monitoring results for the entire region and six national reports that elaborate the monitoring findings for each administration in greater detail. In line with this approach, the regional report focuses on comparative findings, regional trends, and examples of good or bad practices, but does not provide recommendations. The national reports, on the other hand, provide in-depth, country-specific findings and identify a set of recommendations for national policy makers for each PAR area.

The added value of the entire monitoring exercise is that it allows monitoring changes vis-à-vis baseline indicator values from the monitoring conducted in 2017/2018. It also allows stakeholders to reflect on the most important developments and trends in the implementation of policy and in the perceptions of key targeted groups. In certain cases, this reflection allows for some comparisons of results over time, as in the case of public perception surveys on administrative service delivery practices conducted on a representative sample of citizens. In cases of surveys of civil servants and CSOs, the 2019/2020 PAR Monitor allows us to monitor prevailing trends in the opinions of these stakeholder groups as compared to the baseline surveys.[10]

The "Master Methodology" document and the detailed indicator tables, all available on the WeBER website,[11] should also be considered as part of the entire PAR Monitor package and can be used to fully understand the details of this monitoring exercise where needed.

The entire package of reports is also accompanied by an online tool for viewing and comparing the findings from different WeBER monitoring cycles, the Regional PAR Scoreboard. This database of all indicator values and the tables and graphs presenting those values can be found on the project website www.par-monitor.org, under the heading "PAR Monitor". The scoreboard also includes a section for viewing and comparing SIGMA's latest monitoring results for the whole region.

• Quality assurance procedures within the monitoring exercise

As in the baseline monitoring cycle, this monitoring applied a multi-layered quality assurance procedure to guarantee that the PAR monitoring findings are based on reliable and regionally comparable evidence. That process included both internal and external expert checks and reviews of data. The internal process of quality control comprised two main elements:

1) a peer-review process, which involved different collaborative formats, such as written feedback, online team meetings and workshops;

2) once the scoring for each administration was finalised, the WeBER lead researcher and team leader performed a horizontal cross-check of the findings to ensure their regional comparability and an alignment of assessment approaches, thus preparing the analysis for the external review.

The two phases of the external quality control process include:

fact-checking by government institutions in charge of the given assessed area;

Following the drafting of the regional report, members of the WeBER Advisory Council and recognised international experts performed an expert review of the regional PAR Monitor chapters in line with their areas of expertise.

The national reports also underwent standard internal review procedures by each WeBER partner organisation.

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10 As it was not possible to create representative, random samples for the populations of CSOs and civil servants, these two surveys were distributed throughout these two populations, and analysis was done on the received complete responses. Since the samples in the baseline and in this second monitoring cycle are, thus, not identical, the results are not fully comparable. Yet, the overall response rates are solid, allowing us to compare the trends between the two survey cycles.
11 WeBER project website: http://www.par-monitor.org. The methodology and individual indicator tables can be accessed within the PAR Monitor menu.

• PAR Monitor 2019/2020 timeframe

The monitoring exercise was conducted between February and December 2020. For the most part, monitoring focuses on practices implemented in 2019 and the first half of 2020. The exception are those indicator elements looking at regularity of governmental reporting practices, where 2018 or 2017 were included as the base years due to the governments' reporting cycles or the requirements of specific indicators.

The individual indicator measurements indicate the exact periods of measurement, kept comparable across the region, which allow for the clear identification of timeframes of reference for all findings in the reports. Where situations have changed by the time of this report's writing, those changes will be reflected in the scores in the next biennial WeBER monitoring cycle and PAR Monitor 2021/2022.

• Limitations in scope and approach

The main limitation facing this project stems from the fact that, for reasons which were elaborated above, the PAR Monitor does not cover the entire framework of SIGMA principles, but only those in which the interest of, and added value from, civil society is strongest in the pre-accession period. Moreover, selected principles are not always covered in every angle, but rather in those specific aspects which have been determined by the authors as the most relevant to approach them from the perspective of civil society monitoring. The specific WeBER approach used in all such cases is described in the project's methodology and individual indicator tables.

Importantly, bearing in mind that there was no SIGMA assessment for 2020, for this PAR Monitor cycle WeBER researchers performed their own calculation of the ten SIGMA sub-indicators that WeBER uses in the area of Public Service and Human Resource Management. Done in accordance with SIGMA's methodology, the results of these calculations are the sole responsibility of the WeBER research team and the authors of PAR Monitor reports, and SIGMA/OECD cannot be held responsible for the outcomes of such calculations.

Lastly, despite the changes made in the PDC indicator on inclusiveness of policymaking (elaborated above), some of the principles are still approached from a rather perception-based point of view. This is mainly the case for principles thoroughly monitored by SIGMA, as the most useful way to complement its approach was deemed to be by monitoring perceptions of certain key stakeholder groups (such as public servants and CSOs). This is a deliberate component of the WeBER approach, and those indicators should be looked at as complementary to the assessments conducted by SIGMA for the same principles. Nevertheless, experience from the baseline monitoring cycle exposed limitations in certain cases when relying solely on perception data. An indicator on the inclusiveness and openness of policy making, which was previously entirely based on the perceptions of CSOs, was thus complemented with hard evidence so as to have a more balanced assessment, as described in the section on methodological changes. Such change brought about more objective assessment, as can be seen in this report's analysis. However, the new elements which analyse public consultation practices did not significantly change the picture previously created on the basis of CSO perceptions much, so that at the indicator values have mainly changed from 0 to 1 on average. In the period ahead, WeBER will consider changes if similar adjustments are needed in other indicators, with the view of improving the overall quality of its monitoring albeit keeping in mind the need to maintain a level of comparability between WeBER findings from different monitoring cycles.

1.3. Structure of the report

The report follows a standard outline established for the baseline PAR Monitor, and is divided into six chapters, pertaining to the core areas of PAR: 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 finance management. Each chapter follows an identical structure. In a brief chapter introduction, the scope and relevance of a given area for public administration reform overall is provided. The following section contextualises this analysis by providing a brief overview of the regional state of play in the observed area based on existing secondary sources. The state of play section in this PAR Monitor edition largely relies on the legislation framework, latest European Commission progress reports for the Western Balkans, but also refers to other relevant sources.

Following the state of play section, the report clarifies WeBER's monitoring focus, describing the project's methodological steps in greater detail and illustrating the structure of each principle and indicator, including methods of data collection and analysis. A crucial section of each chapter is the presentation of comparative PAR Monitor findings, the result of thorough and methodologically robust regional research processes.

Finally, each chapter finishes with a succinct summary of the key findings for the PAR area in question and elaborate the findings for each administration in detail, extract actionable recommendations for responsible government authorities.

2. PAR STRATEGIC FRAMEWORK

2.1. 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

2.2. State of Play in the PAR Strategic Framework

Firstly, it is worth noting that the same documents from the last PAR Monitor 2017-2018 are included in the PAR Monitor 2019-2020 since these documents cover 2020 as well. The only exception is the Action Plan 2019-2020 on the Public Finance Management Strategy 2016-2021. The new strategies concerning PAR will happen in 2021 (2nd and 4th quarter) and the new strategy on the Public Finance Management is planned to take place in the 4th quarter of this year, based on the official plan of adopting strategic documents.[12]

Before moving on to Kosovo's strategic framework in the field of public administration reform, the situation regarding the PAR legal package should be mentioned: firstly, the Law on Salaries, secondly, the Law on Public Officials and thirdly, the Law on Organization and Functioning of State Administration and Independent Agencies. Good progress is seen in the adoption of the Law on Organization and Functioning of State Administration and Independent Agencies. Regarding the Law on Public Officials, it was adopted by the Assembly of Kosovo on March 2019 but, due to the two interim measures of the Constitutional Court after the complaint filed by the Ombudsperson, it has yet to enter into force. On 30 June 2020, the Constitutional Court stated in its judgment that there are articles of this law which are not in line with some articles of the Constitution of Kosovo. Yet the Constitutional Court has not declared this law in its entirety as unconstitutional, the Court has rather requested the Assembly of Kosovo to take the necessary actions to amend the Law on Public Officials in accordance with the findings of this judgment. This law has entered into force but the articles contested by the Constitutional Court have not yet been amended by the Parliament. Therefore, the Law on Civil Service is still in force for the articles that have been declared unconstitutional.

The same scenario happened with the Law on Salaries in Public Sector, which was also adopted by the Assembly on March 2019 but it did not enter into force initially because of two interim measures of the Constitutional Court after the complaint filed by the Ombudsperson. On 30 June 2020, the Constitutional Court ultimately declared this Law as unconstitutional in its entirety. The Court ruled it as 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 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 the Law failed its main aim, namely the harmonization of salaries throughout the public sector.

The current Strategic Framework of PAR in Kosovo begins with the Strategy for Modernization of Public Administration (SMAP) 2015-2020 as a comprehensive document, covering all relevant PAR areas according to the Public Administration. Reform measures in certain areas are presented in other specific documents such as the Strategy for Improving Policy Planning and Coordination in Kosovo 2017-2021 (SIPPCK), the Strategy for Better Regulation 2014-2020, and the Strategy

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12   https://kryeministri-ks.net/wp-content/uploads/2020/06/STRATEGIC-DOCUMENTS-PLAN-2020-2022.pdf .

for Public Finance Management Reform 2016-2020 (SPFMR). Regarding the management of PAR in Kosovo, the same previous organizations stands with some changes. The PAR reporting and monitoring framework has two structures established by Government decision for the Organization and Monitoring of the Ministerial Council of Public Administration Reform (MCPAR), and the Structures Responsible for Coordination, Monitoring and Implementation (SRCMI) of PAR Strategic Documents.

The new decision, taking into account the successive government restructurings that took place during 2020, stipulates that the Ministry of Internal Affairs (MIA) is responsible for the overall coordination of the PAR, while the Department for Administrative Reform Management within the Ministry is responsible for coordination and monitoring of PAR strategic documents. From now on the MIA, the Office of the Prime Minister (OPM) and the Ministry of Finance (MoF) are responsible for implementing the strategy activities falling under their competence, as follows:

- MIA is responsible for the implementation of the SMAP:

- The MoF is responsible for the implementation of the SPFMR

- The OPM is responsible for the implementation of the SIPPCK and SBR

What does WeBER monitor and how?

The monitoring of the Strategic Framework of Public Administration Reform is based on three SIGMA Principles in this area focusing on the existence of an effective PAR agenda, the implementation and monitoring of PAR, but also on the existence of PAR management and coordination structures at the political and administrative level.

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 development of PAR strategic documents, and participation in the monitoring and coordination structures that should ensure purposeful implementation. A focus on inclusiveness and participation aims to determine the extent to which relevant stakeholders' needs and views are taken into consideration when developing and implementing the reform agenda.

For this purpose, two WeBER indicators were developed. The first one focuses on the existence and quality of the consultation process in the development of key PAR strategic documents. A sample of up to six key PAR strategic documents is determined in each Western Balkan administration based on the strategic framework in place. The most comprehensive PAR documents (PAR Strategy or similar) and PFM reform documents are selected as mandatory sample units, whereas selection of other strategic documents covering the remaining PAR areas is dependent on the PAR agenda in place. Monitoring is performed by combining data sources to ensure the reliability of results, including qualitative analysis of strategic documents, their action plans and official data that is publicly available or obtained from the PAR responsible institutions. Moreover, analysis of documents was corroborated with results of the semi-structured interviews with representatives of the PAR responsible institutions, and a focus group with civil society representatives who participated in the consultation process (when impossible to organize a focus group interviews took place instead). Since strategic documents usually cover multiple years and their adoption or revision does not necessarily coincide with WeBER monitoring cycle, findings from the baseline PAR Monitor 2017-2018 were transferred for the ongoing sample strategic documents that did

not undergo revision or update at the time of WeBER monitoring.

For Kosovo, therefore, the analysis under this indicator included:

- Action Plan Implementing The Strategy For Modernization Of Public Administration 2018-2020 (taken from the PAR Monitor 2017-18);

- Strategy For Improving Policy Planning And Coordination In Kosovo (SIPPC) 2017-2021 (taken from the PAR Monitor 2017-18);

- Revised Better Regulation Strategy 2017-2021 (taken from the PAR Monitor 2017-18);

- Public Finance Management Reform Strategy (PFMRS) 2016-2021 (taken from the PAR Monitor 2017-18), Action Plan 2019-2020 (new document).

The monitoring of civil society participation in PAR implementation (i.e. PAR coordination and monitoring structures) considered only the most comprehensive PAR strategic document under implementation as a unit of analysis. The intention of this approach was to determine whether efforts exist to better facilitate monitoring and coordination structures of the whole PAR agenda. As for the first indicator, the review and qualitative assessment of official documents pertaining the organization and functioning of these structures was performed, and other data sources used to corroborate the findings.

2.3. 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 2019/2020	Scores 2017/2018
Consultations with civil society are conducted when the document(s) are developed	0/4	0/4
Consultations with civil society are conducted in an early phase of the development of the document(s)	0/4	0/4
Invitations to the civil society to participate in the consultations are open	2/4	2/4
Responsible government bodies are proactive in ensuring that a wide range of external stakeholders become involved in the process	0/2	0/2
Civil society is provided complete information for preparation for consultations	2/4	2/4
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
Responsible government bodies publicly provide feedback on the treatment of received comments	0/2	0/2
Responsible government bodies engage in open dialogue with civil society on contested questions	0/2	0/2
Consultations in the development of strategic PAR documents are open to the public	2/4	2/4
Total score	**6/30**	**6/30**
Indicator value (scale 0 – 5)[13]	**1**	**1**

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13   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

The list of the strategic documents remains the same as in the previous PAR Monitor (2017-2018). There is one exception which is the Action Plan on PFMRS 2019-2020.

Existing documents and sources note that CSOs were consulted during the development of PAR strategic documents, although in some cases the evidence is rather limited. Notwithstanding, the assessment of the process suggests that the consultation process did not fulfil the obligatory criteria specified under the methodology section for none of the PAR strategic documents. CSOs have been consulted for SMPAR AP via three means: 1) commenting via the Platform for Public Consultations (PPC) where the draft SMPAR Action Plan has been published. Consultations were open for public contribution and lasted 15 days, and information on the consultation process was complete. This allowed sufficient time and information fpror civil society to prepare; 2) Email commenting on the Draft AP, and 3) Select CSOs (7 think-tank organizations) were invited to a consultative meeting for the draft Action Plan for SMPAR. Following the consultative meeting, the Ministry of Public Administration sent the draft AP with incorporated CSOs comments. For the Public Finance Management Reform Strategy (PFMRS) 2016-2020 documents related to consultation process with CSOs were obtained by an FOI request. Based on the documents sent via email by Ministry of Finances there is evidence that CSOs are consulted during the official public debate on PFMRS. However, no documents or sources related to the consultation process were found online. Moreover, reviewing the email invitations to select CSOs for the public debate, it does not contain information related to elements of public consultations procedure. Thus, although formally organized, it cannot be assessed that the formal public debate met all the obligatory criteria for conducting it. Comments coming from the civil society for PFMRS were considered and feedback is provided in the table with comments received, however the document is not publicly available. There is evidence that the initial and the 2.0 version of Better Regulation Strategy (BRS 2.0) has been consulted with CSOs. This is noted in the revised version of the BRS 2.0 2017-2021 which has been consulted with the public via the Platform for Public Consultations. As with the MAP for SMRAP, consultations where open to public for contribution and lasted at least 15 days and information on the consultation process was complete. Nevertheless, the report from the public consultations is not published online hence elements related to treatment of comments could not be assessed. CSOs specialized in specific areas of PAR state that they have been consulted only during development of development of PFMRS and its action plan as well as for the AP for SMPAR. Regarding the Strategy for Improving Policy Planning and Co-ordination in Kosovo 2017-2021 (SIPPC) there is no evidence available online related to consultation process except being stated in the strategy that the draft strategy has been consulted with internal and external stakeholders (p.8). Moreover, the assessment suggests that formal, legally prescribed procedures for conducting public debates were not fully respected in the cases of PFMRS and SIPPC. Along the same lines, there is no evidence that CSO had the chance to participate in an early phase of consultations, before the beginning of the drafting process and this is also noted in the SIGMA 2017 Country Report for Kosovo - this has been confirmed by interviewed CSOs.

An exception is the consultation process for PFMRS, as GAP Institute representative claimed being involved in the whole strategy development process. The officials from the responsible institutions declared no contested questions were raised through the dialogue with CSOs, however emphasized that they remain committed to deal with such questions should they arise. Finally, there is no evidence that responsible government bodies were proactive in ensuring a wide range of external stakeholders (i.e. trade unions, business associations, gender-oriented CSOs or those dealing with people with disabilities) are involved in the process. An exception is the consultation process for PFMRS. Here, the invitation email sent to CSOs, in the previous PAR monitoring, included Kosovo and American Chamber of Commerce and Civikos (a CSOs platform which represents most organizations dealing with people with disabilities and gender issues). As for the Action Plan on PFMRS 2019-2020, consultations took place and were in compliance with the regulation, but there wasn't one proactive invitation to CSOs from the responsible government body via social media. It is worth noting, that there were no early consultations for this Action Plan. Regarding if civil society invitations to participate in consultations were open, there was no open invitation for this Action Plan expect for the fact that everyone could submit their comments/contributions in the online platform for public consultations. The consultation on this Action plan includes draft documents, supporting documentation, information on the duration of consultation process and how contributions are to be submitted (electronically and/or physically/personally), as well as the email address of the contact person from the relevant institution. The

consultation report is published and contains information along with the comments and feedbacks given. Official documents received from the Ministry of Finance suggest that the Ministry organized two Policy Dialogues where all stakeholders were invited and the implementation progress of PFMRS discussed. However, the meeting notes do not include any information suggesting contested issues were discussed. As for the Action Plan on PFMRS, according to the email forwarded from the Ministry of Finance regarding the PFMRS Action Plan for 2019-2020, their response was: The review of the Action Plan 2019-2020 of the Public Financial Management Reform Strategy (SRMFP) of Kosovo 2016-2020 was discussed at the Dialogue Meeting for Public Financial Management (PFM), held on 27 November 2018. In the meeting, institutional representatives of the Government of the Republic of Kosovo (NRC), the European Commission, development partners and CSO representatives participated. However, there are no meeting minutes available.

How does Kosovo do in regional terms?

Indicator SFPAR P1 I1: Use oxf participatory approaches in the development of key strategic PAR documents
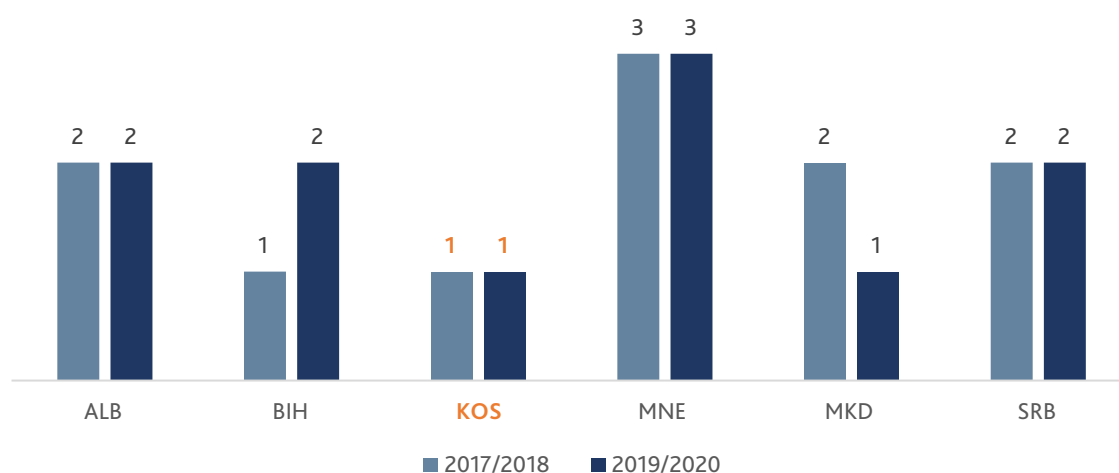
Principle 2: Public administration reform is purposefully implemented; reform outcome targets are set and regularly monitored;

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 2019/2020	Scores 2017/2018
Administrative structures for PAR coordination and monitoring foresee an involvement of CSOs	0/2	0/2
Political level structures for PAR coordination foresee an involvement of CSOs	0/2	0/2
Format of CSO involvement in administrative structures for PAR coordination and monitoring	0/4	0/4
Format of CSO involvement in political structures for PAR coordination and monitoring	1/4	1/4

Indicator elements	Scores 2019/2020	Scores 2017/2018
Involvement of CSOs is achieved based on an open competitive process	0/4	0/4
Meetings of the PAR coordination and monitoring structures are held regularly with CSO involvement	0/4	0/4
The format of meetings allows for discussion, contribution and feedback from CSOs	0/4	0/4
CSOs get consulted on the specific measures of PAR financing	0/4	0/2
Total score	1/26	1/26
Indicator value (scale 0 – 5)[14]	0	0

After the re-structuring of Kosovo's government, the Ministry of Public Administration was merged with the Ministry of Internal Affairs. Noting this, the Ministry of Internal Affairs is now responsible for coordinating and monitoring the Public Administration Reform process. The strategic framework for PAR incorporates the following main strategies: 1) Strategy for Modernization of Public Administration 2016-2020[15], 2) Strategy for Improving Planning and Policy Coordination 2017-2021[16], 3) Strategy for Public Finance Management Reform 2016-2020[17], and 4) Strategy for Better Regulation 2017-2021[18]. Administrative and political structures are stipulated in the 2020 Government Decision on Organization and Monitoring of Ministerial Council for Public Administration Reform (MCPAR)[19] and Responsible Structures for Coordination, Monitoring and Implementation (RSCMI) of PAR Strategic Documents. Management within the Ministry of Internal Affairs (Public Administration Department) is responsible for coordination and monitoring of PAR strategic documents. No explicit involvement of CSOs in the administrative or political structures for PAR coordination and monitoring is entailed in the Government decision on PAR structures. Moreover, none of the four PAR strategic documents reference CSOs involvement in any of the PAR coordination and monitoring structures. However, the government decision on MCPAR states that the head of the Ministerial Council has the right to invite representatives of other institutions and organizations if the issues to be discussed fall within their scope of work. In line with the above lack of explicit CSO involvement, Article 5 of the Regulation on Minimum Standards for Public Consultations process states that all draft strategies are subject to the public consultation process.

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14   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
15   Strategy for Modernization of Public Administration 2016-2020, Ministry of Internal Affairs, available at: https://mpb.rks-gov.net/ap/page.aspx?id=1,40
16   Strategy for Improving Planning and Policy Coordination 2017-2021, Office of Prime Minister, available at: http://kryeministri-ks.net/wp-content/uploads/docs/Strategjia_per_Permiresimin_e_Planifikimit_dhe_Koordinimit_te_Politikave_ne_Kosove_2017-2021.pdf
17   Strategy for Public Finance Management Reform 2016-2020, Ministry of Finances, available at: https://mf.rks-gov.net/desk/inc/media/4C3C68A9-9F6E-480D-AC02-6B34C397A0EA.pdf
18   Better Regulation Strategy 2.0 for Kosovo, Office of Prime Minister, available at: http://www.kryeministri-ks.net/repository/docs/Better_Regulation_Strategy_2_0_for_Kosovo_-_ALBANIAN#!
19   Government Decision on Organization and Monitoring of Ministerial Council for Public Administration Reform and Responsible Structures for Coordination, Monitoring and Implementation of PAR, Office of Prime Minister, available at: https://kryeministri-ks.net/wp-content/uploads/2020/06/Vendimet-e-Mbledhjes-s%C3%AB-7-t%C3%AB-t%C3%AB-Qeveris%C3%AB.pdf

How does Kosovo do in regional terms?

Indicator SFPAR P2_P4 I1: Civil society involvement in the PAR monitoring and coordination structures
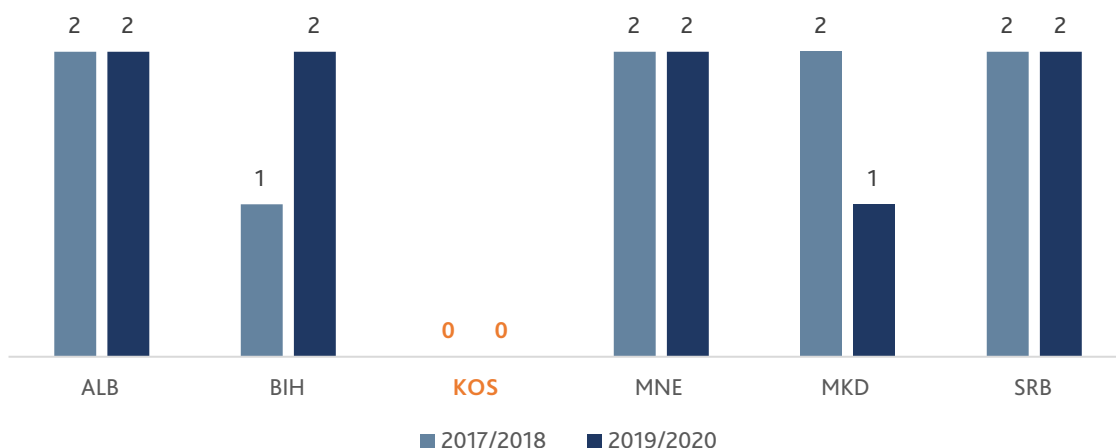
2.4. Summary results: PAR Strategic Framework

Civil society in Kosovo is rarely or never consulted in the development of PAR strategic documents. CSO participation is ensured either through public consultations, formal public debates or both. There is evidence on the involvement of CSOs in the consultation process for the four strategic documents analyzed. Availability and reliability of information on critical aspects of consultation processes are frequently missing. The consultation process for the Action Plan of the Strategy for Modernization of Public Administration 2018-2020 stands out among the four strategies noted. More precisely, the involvement of CSOs is done through the Platform for Public Consultations or via a close invitation of selected CSO in public debate. There is also a possibility to send comments to the responsible institution's email.

There is a lack of proactivity of responsible government bodies to ensure a wider range of external stakeholders are involved in consultation processes. In this monitoring period, the same documents were analyzed except for the Action Plan on PFMRS 2019-2020. The consultation on the Public Financial Management Reform Strategy and its Action Plan 2019-2020 is an exception, although the invitation was not open.

CSOs focusing on PAR issues and generally participating in consultation processes confirmed the lack of mechanisms for their involvement in development of PAR strategic documents until now. The shift from this bad practice happened when CSOs were consulted during the drafting of the PAR legal package. This legal package includes concept documents and draft laws of the three laws most important for PAR: Law on Salaries, Public Officials, as well the Law on Organization and Functioning of State Administration and Independent Agencies were consulted via the Platform for Public Consultations, and public debates with governmental and non-governmental stakeholders took place.

2.5. Recommendations for PAR Strategic Framework

Tracking recommendations from PAR Monitor 2017/2108

Recommendation	Status	Comment
1. Institutions should organize 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.	Partially implemented	This can be considered partially implemented since the development of concept documents and draft laws of the three laws important for PAR: Law on Salaries, Public Officials as well the Law on Organization and Functioning of State Administration and Independent Agencies have been consulted via the Platform for Public Consultations, and public debates with governmental and non-governmental stakeholders took place. Nonetheless, the institutions should organize consultations for each of the documents in this area.
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 designated websites and available social media channels (of the responsible body if applicable) should become a 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.	Partially implemented	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. 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, must be avoided.	Partially implemented	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 inviting diverse group of stakeholders to participate should become regular practice, and not dependent on the specific matter of the strategic document. That is, all consultations should include invitations to organizations that focus on horizontal niches or groups relevant from the lenses of PAR success (e.g. people with disabilities, organizations dealing with gender issues and similar).	Partially implemented	The Government remained passive in this matter. Stakeholders participation is limited due to the closed invitations practice that the Government established.

Recommendation	Status	Comment
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.	Not implemented	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 organizations if the issues to be discussed fall within the scope of work of such organizations. Also, the Regulation on Minimum Standards for Public Consultations process states that all draft strategies are subject to the public consultation process.
6. The 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.	Partially implemented	This recommendation is linked to the one above, so firstly the inclusion of CSOs in PAR coordination and monitoring structures should take place.
7. The 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 fervent issues and most problematic areas, especially related to citizen-facing aspects of administration, such as openness, transparency, responsiveness of administration and inclusiveness.	Not implemented	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 focus on these areas. Hence, both the MIA and the OPM should target the most problematic areas and deliver concrete solutions.
8. It is important to ensure consistency of the CMPAR calendar as legally stipulated. Bearing in mind that regularity of meetings is defined by the Government decision, failure to hold a meeting should be preceded by a mandatory written notice to all the members on the reasons and measures to manage backlog.	Not implemented	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.

2.6. PAR Monitor 2019-2020 recommendations

1) Institutions should organize 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.

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 designated websites and available social media channels (of the responsible body if applicable) should become a 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.

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. 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, must be avoided.

4) Proactively inviting diverse group of stakeholders to participate should become regular practice, and not dependent on the specific matter of the strategic document. That is, all consultations should include invitations to organizations that focus on horizontal niches or groups relevant from the lenses of PAR success (e.g. people with disabilities, organizations dealing with gender issues and similar).

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.

6) The 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.

7) The 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 fervent issues and most problematic areas, especially related to citizen-facing aspects of administration, such as openness, transparency, responsiveness of administration and inclusiveness.

8) It is important to ensure consistency of the CMPAR calendar as legally stipulated. Bearing in mind that regularity of meetings is defined by the Government decision, failure to hold a meeting should be preceded by a mandatory written notice to all the members on the reasons and measures to manage backlog.

3. POLICY DEVELOPMENT AND CO-ORDINATION

3.1. WeBER indicators used in Policy Development and Co-ordination and country values for Kosovo

2PDC P5 I1: Public availability of information on Government performance					
0	1	2	3	4	5

2PDC P5 I2: Civil society perception of the Government's pursuit and achievement of its planned objectives					
0	1	2	3	4	5

2PDC P6 I1: Transparency of the Government's decision-making					
0	1	2	**3**	4	5

2PDC P10 I1: Use of evidence created by think tanks, independent institutes and other CSOs in policy development					
0	1	**2**	3	4	5

2PDC P11 I1: Civil society perception and scope of involvement in policy-making					
0	**1**	2	3	4	5

3.2. State of Play in the Policy Development and Co-ordination

Policy Development and Coordination (PDC) is one of the three pillars of the strategic package of PAR and the responsibility remains with the Office of the Prime Minister. As such, the Government of Kosovo adopted two strategies: 1) the Strategy for Improving Policy Planning and Co-ordination in Kosovo (SIPPC) 2017-2021, and 2) the Better Regulation Strategy 2.0 2017-2021, which together cover the PDC area. The SIPPC and its action plan aim to improve the strategic planning framework, results implementation, Government accountability and administration capacities on policy planning and coordination for better functioning of planning and execution mechanisms.[20] Given that the strategies in force in this area have coverage until 2021, the new strategic framework should be completed as soon as possible. The new framework, albeit a priority, is still in the process of being drafted. Alongside this process, the Office of Prime Minister should develop a mechanism in order to ensure strong quality control, as well as establish a monitoring to support and assess the strategic framework' implementation in this area.

In terms of open data, according to the European Commission Report on Kosovo, there is an improvement since the open data portal has started to be enriched by the Government. However, during our monitoring, numerous shortcomings were noticed and need to be addressed.

Regarding public consultations, the legal framework stipulates that the public and interested parties should be involved in the decision-making process, including in the earliest stages of the drafting process. Public consultations are organized regularly but there still is room for improvement, and public institutions should not limited their aims to minimum consultation standards. They should rather expand their channels of promotion and enable inclusive participation. All public institutions should publish the draft proposals on the official websites and seek comments from non-Governmental organization and other stakeholders. Public institutions should be characterized by proactivity in this regard. At this stage, the involvement of CSOs and referencing their work still is still lacking.

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20   Strategy for Improving Policy Planning and Coordination in Kosovo (Integrated Planning System) 2017-2021. Available at: http://www.kryeministri-ks.net/repository/docs/Strategy_for_Improving_Policy_Planning_and_Coordination_in_Kosovo_2017-2021.pdf

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 coordination of different perspectives within the Government;

In the second edition of the PAR Monitor, five WeBER indicators are used for the analysis in the Policy Development and Coordination. Compared to the baseline PAR Monitor 2017-2018, SIGMA Principle 12 was not part of the monitoring and consequently this indicator was not measured this time.[21] This decision was reached at the beginning of this monitoring cycle as a result of internal discussions on lessons learned from previous monitoring exercises - it was concluded that monitoring this principle did not constitute a significant addition to the key values of WeBER monitoring i.e. it did not represent issue of significant concern for civil society and the public in the region.

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 through 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 their frequency of publishing). Other aspects of the Government's performance information analyzed include: 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 the Government's planning, monitoring and reporting of its work and objectives promised to the public. To explore perceptions, a survey among civil society organizations in the Western Balkans was conducted using an online surveying platform, in the between the second half of June and the beginning of August 2020.[22] The uniform questionnaire with 28 questions was used in all Western Balkan countries, ensuring an even approach in survey implementation. It was disseminated in local languages through the existing networks and platforms of civil society organizations with large contact databases, as well as through centralized points of contact (e.g. governmental offices in charge for cooperation with civil society). To ensure the survey targeted as many organizations as possible in terms of their type, geographical distribution and activity areas, and hence contribute to larger representativeness, additional boosting was done when needed to increase the overall response. A focus group with CSOs served the purpose of complementing the survey findings with qualitative information.

The third indicator measures the transparency of decision-making by the Government (in terms

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21   SIGMA Principle 12: Legislation is consistent in structure, style, and language; legal drafting requirements are applied consistently across ministries; legislation is made publicly available. WeBER indicator used for monitoring this principle in 2017/2018: Perception of availability and accessibility of legislation and related explanatory materials by the civil society.

22   The survey of CSOs was administered through an anonymous, online questionnaire. In Kosovo, the survey was conducted in the period from 23 June to 4 August 2020. The data collection method included CASI (computer-assisted self-interviewing). The survey sample was N=49.

of the Council of Ministers), 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 - the last three months in the calendar year preceding the monitoring (2019) and first three months in the monitoring year (2020). Timeliness is the exception, being measured against all government sessions in the period of three months from the start of monitoring (roughly from beginning of March until beginning of June 2020).

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 is analyzed for official policy and strategic documents, policy papers, as well as ex-ante and ex-post policy analyses and impact assessments for a sample of three policy areas.[23]

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. This was done through the analysis of a sample of public consultations as well as assessment of online governmental portals used for public consultations. More precisely, the indicator was enhanced with the addition of qualitative analysis of public consultations' scope and impact on policy documents and legislation in the six months period (second half of 2019), on the availability and quality of reporting on public consultations, functionalities of the public consultation portals, and finally on the informing proactiveness by the responsible institutions.

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 Government performance

Indicator elements	Scores 2019/2020	Scores 2017/2018
The Government regularly publishes written information about its activities	0/4	4/4
The information issued by the Government on its activities is written in an understandable way	0/2	2/2
The information issued by the Government is sufficiently detailed, including both quantitative data and qualitative information and assessments	0/2	4/4
The information issued by the Government includes assessments of the achievement of concrete results	0/4	2/4
The information issued by the Government about its activities and results is available in open data format(s)	0/2	0/2
The information issued by the Government about its activities and results contain gender-segregated data	0/2	0/2
Share of reports on Government strategies and plans which are available online	1/2	2/2
Total score	**1/18**	**14/20**
Indicator value (scale 0 – 5)[24]	**0**	**3**

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23   Policy areas where a substantial number of CSOs actively works. For Kosovo, the three policy areas selected are the public administration, economic development, and anticorruption.

24   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

Our assessment reflected in the elements of the indicators was based on the press releases between January-December 2019, two years annual reporting on the Government's work and the share of reports on Government strategies and plans which are available online. The Government of Kosovo publishes press releases on a daily basis for the activities that have taken place, thus becoming a practice. The information presented in the press releases is understandable and avoids bureaucratic terminology. The technical language can only be seen when referring to a precise document (law, regulation, etc.). Similar practices did not apply to the annual reports on the Government's work. Based on Regulation nr.09/2011 on the Rules and Procedure of the Government of the Republic of Kosovo, article 74 states that the work report should be published before 1 March. In November 2019, the Government published a single work report covering the time period from September 2017 to July 2019. Taking into account the reporting period, it can be concluded that the report covers only the time former Prime Minister Ramush Haradinaj was in office and not the year 2017 as a whole. Neither the period when the Haradinaj Government resigned on 19 July and the Government functioned as an Acting Government until the end of January 2020 is encompassed. It must be noted that the report is written in an understandable way, and contains a summary right after the content which is understandable and devoid of bureaucratic terminology. The report contains both quantitative and qualitative information including details about objectives, activities, measures and results achieved, outputs produced, reforms and measures undertaken, legislative agenda, budget increase, social schemes etc. Even though the report itself is available for download, the information is not given in any open data formats and there is some particular information included in the national open data portal (e.g. the data on the requests for access to public documents). However, in general, the portal lacks most of the data mentioned in the report.

It is also worth mentioning that the report does not contain any gender-segregated data. Regarding the share of the strategies/plans and their reports, the findings reflect a vacuum and a situation with room for improvement. The Government distributed the Economic Reform Program 2020-2022, where there is an outlook for 2019 under the implementation of the policies, an overview on how the 2019 budget was implemented and references to 2019 throughout. 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. The National Development Strategy is available in the Government's website but neither the 2019 nor 2018 reports are available online. As for the Mid-term Expenditure Framework 2020-2022, it was published in April 2019 and covers 2018, and provides an explanation for 2019 throughout the chapters. According to the Law on Public Financial Management and Accountability and as reformulated in the amending law, the Government should submit mid-term expenditure frameworks to the Assembly by 30April. In conclusion, the Government Work Report was a single document for the time period from September 2017-July 2019 and lacked the second half of 2019. The final indicator value was impacted by the lack of a full report and meeting of the legal deadlines according to the regulation.

How does Kosovo do in regional terms?

Indicator 2PDC P5 I1: Public availability of information on Government performance.
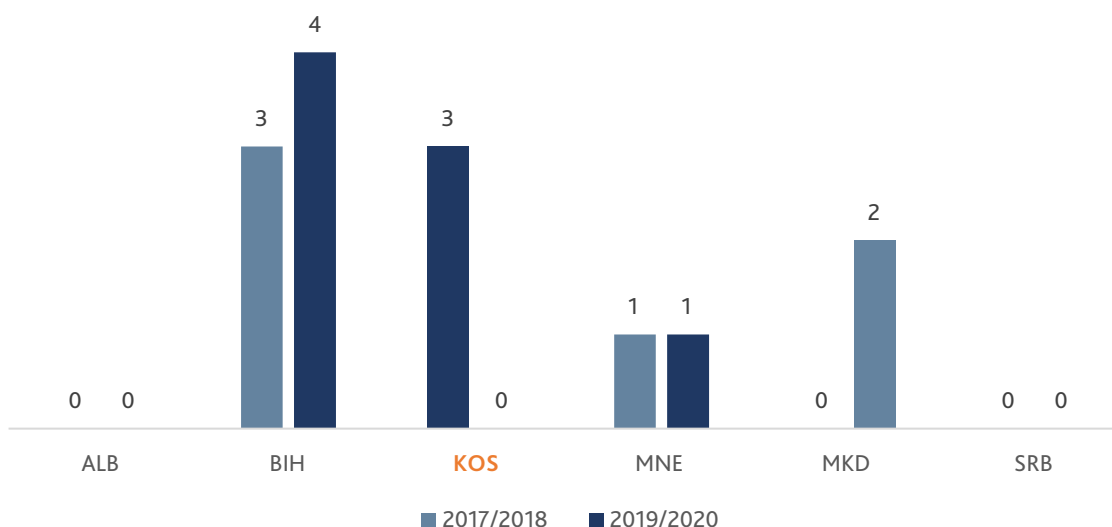
WeBER indicator 2PDC P5 I2: Civil society perception of the Government's pursuit and achievement of its planned objectives

Indicator elements	Scores 2019/2020	Scores 2017/2018
CSOs consider the Government's formal planning documents as relevant for the actual developments in the individual policy areas	0/2	0/2
CSOs consider that the Government regularly reports to the public on progress against the set objectives	0/4	0/4
CSOs consider that official strategies determine Government or Ministries' action in specific policy areas	1/2	0/2
CSOs consider that the Ministries regularly publish monitoring reports on their sectoral strategies	0/4	0/4
CSOs consider that the EU accession priorities are adequately integrated into the Government's planning documents	0/2	0/2
CSOs consider that the Government's reports incorporate adequate updates on the progress against the set EU accession priorities	0/2	0/4
Total score	1/16	0/16
Indicator value (scale 0 – 5)[25]	0	0

Results from the survey reflect that the CSOs have a very negative perception on the Government's work. Also on whether it actively plans, monitors and reports on its work and, through those processes, achieves the objectives promised to the public. Just about 12% of the respondents see a connection between the actual developments and the Government's work plan, and no respondents answered that they "strongly agree" with the existence of such link. Even fewer CSOs (5%) agree that the Government regularly reports to the public on the progress based on its work-plan. In contrast, 95% of the respondents did not agree that the Government reports to the public on its achievements on the objectives set in its work plan. A more positive stance of CSOs is seen when asked whether the official strategies determine the Government or Ministries' actions in certain areas (34% of respondents agreed). However, an insignificant share of 7% of respondents agree that Ministries regularly publish monitoring reports on their sectorial

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25   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

strategies. It is noteworthy that 92% of the respondents do not agree that Ministries publish their reports on sectorial strategies regularly.

Figure 1. CSOs perception regarding the following statements (%):
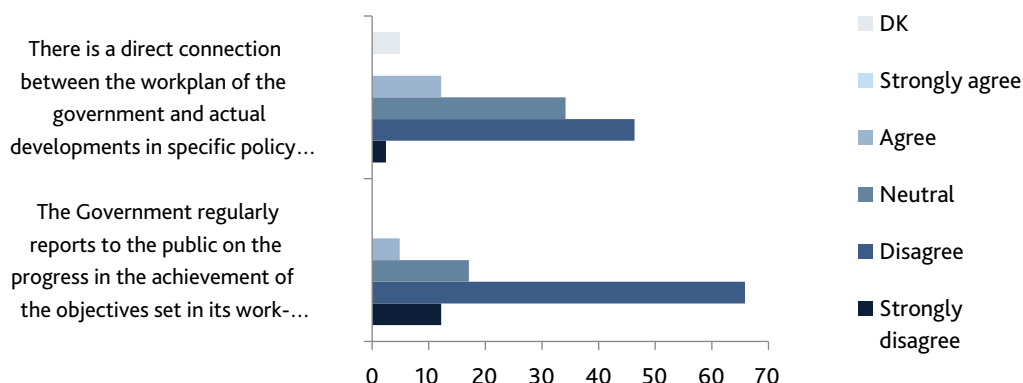
Note: Results are rounded to the nearest integer. Due to rounding, percentages may not always appear to add up to 100%
n=41

Regardless of the Government's European Integration Agenda, only 12% of respondents were positive on whether priorities of the EU accession process are adequately integrated into the Government's plans, and only 7% agreed that the Government incorporates adequate progress updates on EU accession priorities into its reporting.

Table 1. CSOs level of agreement with the following statements (%)

Statements:	Strongly disagree	Disagree	Neutral	Agree	Strongly agree	Don't know
Priorities of the EU accession process are adequately integrated into Government plans.	7	34	41	7	5	5
Government reports incorporate adequate updates on the progress against the set of EU accession priorities.	5	49	34	7	0	5

Note: Results are rounded to the nearest integer. Due to rounding, percentages may not always appear to add up to 100%
Base: N=49 n=41

How does Kosovo do in regional terms?

Indicator 2PDC P5 I2: Civil society's perception of the Government's pursuit and achievement of planned objectives
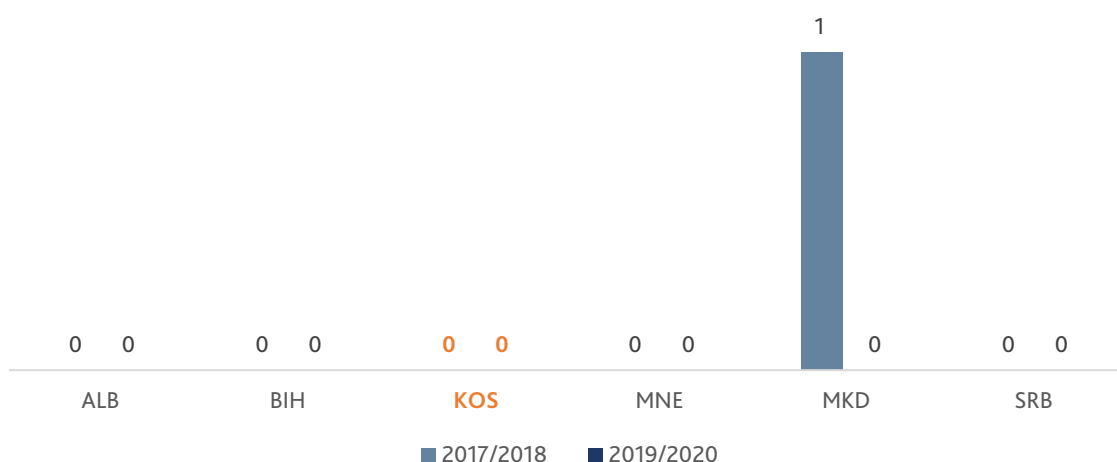
Principle 6: Government decisions are prepared in a transparent manner and based on the administrations' professional judgement; legal conformity of the decisions is ensured

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

Indicator elements	Scores 2019/2020	Scores 2017/2018
CSOs consider Government decision-making to be generally transparent	0/2	0/2
CSOs consider the exceptions to the rules of publishing Government's decisions to be appropriate	0/2	0/2
The Government makes publicly available the documents from its sessions	2/4	2/4
The Government communicates its decisions in a citizen-friendly manner	4/4	4/4
The Government publishes adopted documents in a timely manner	4/4	4/4
Total score	10/16	10/16
Indicator value (scale 0 – 5)[26]	3	3

The findings of this indicator 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 meeting agendas and minutes are not available online. The minutes of the meetings, based on the Regulation on the Rules and Procedure of the Government (Article 23)[27], are considered confidential.

As for the adopted decisions, they are communicated in a citizen-friendly and timely manner (within a maximum of one week 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 - the "Dokumente" under the "Vendimet e Mbledhjes se Qeverise" (Decisions of Government Meetings).

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26   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
27   Regulation No.09/2011 on the Rules and Procedure of the Government of the Republic of Kosovo,
       available at: https://gzk.rks-gov.net/ActDetail.aspx?ActID=3259

Table: Assessment of Government decision-making transparency

Session no.	Date	Agenda	Press release	Meeting minutes	Documents/ decisions
113	05.11.2019	NO	YES	NO	YES
114	26.11.2019	NO	YES	NO	YES
115	17.12.2019	NO	YES	NO	YES
116	10.01.2020	NO	YES	NO	YES
117	22.01.2020	NO	YES	NO	YES
118	29.01.2020	NO	YES	NO	YES
1	04.02.2020	NO	YES	NO	YES
2	12.02.2020	NO	YES	NO	YES
3	19.02.2020	NO	YES	NO	YES
4	28.02.2020	NO	YES	NO	YES
5	06.03.2020	NO	YES	NO	YES
6	10.03.2020	NO	YES	NO	YES
7	11.03.2020	NO	YES	NO	YES
8	12.03.2020	NO	YES	NO	YES
9	13.03.2020	NO	YES	NO	YES
10	14.03.2020	NO	YES	NO	YES
11	15.03.2020	NO	YES	NO	YES
12	17.03.2020	NO	YES	NO	YES
13	18.03.2020	NO	YES	NO	YES
14	20.03.2020	NO	YES	NO	YES
15	23.03.2020	NO	YES	NO	YES
16	26.03.2020	NO	YES	NO	YES
17	27.03.2020	NO	YES	NO	YES
18	28.03.2020	NO	YES	NO	YES
19	30.03.2020	NO	YES	NO	YES
20	31.03.2020	NO	YES	NO	YES

Source: https://kryeministri-ks.net/

On the other hand, the CSO perception survey responses show a rather different outcome. Only around 12% of the respondents agreed that Government decision-making process is transparent, and no respondents answered that they "strongly agree". As for whether the exceptions to requirements for publishing Government decisions are appropriate, only around 5% of the respondents agree that these are appropriate, and no respondent answered that they strongly agree.

Figure: CSOs perception on transparency of the Government decision-making process (%)
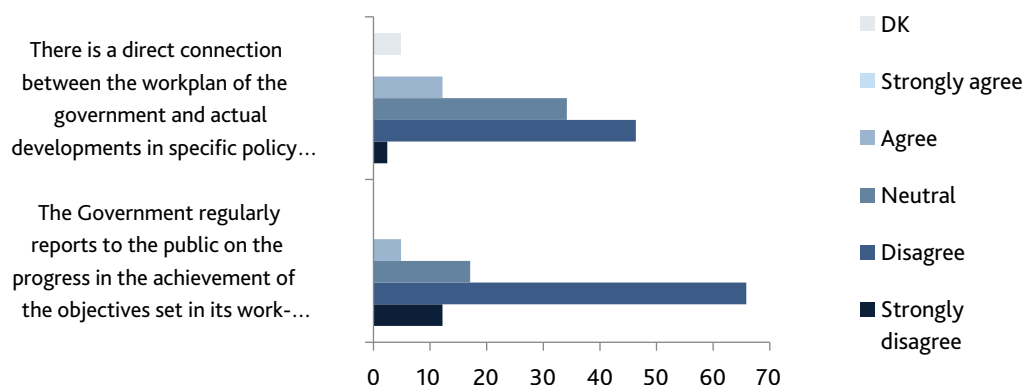
There is a direct connection between the workplan of the government and actual developments in specific policy...

The Government regularly reports to the public on the progress in the achievement of the objectives set in its work-...

Legend: DK, Strongly agree, Agree, Neutral, Disagree, Strongly disagree

Note: Results are rounded to the nearest integer. Due to rounding, percentages may not always appear to add up to 100%
n=41

How does Kosovo do in regional terms?

Indicator PDC P6 I1: Transparency of the Government's decision-making
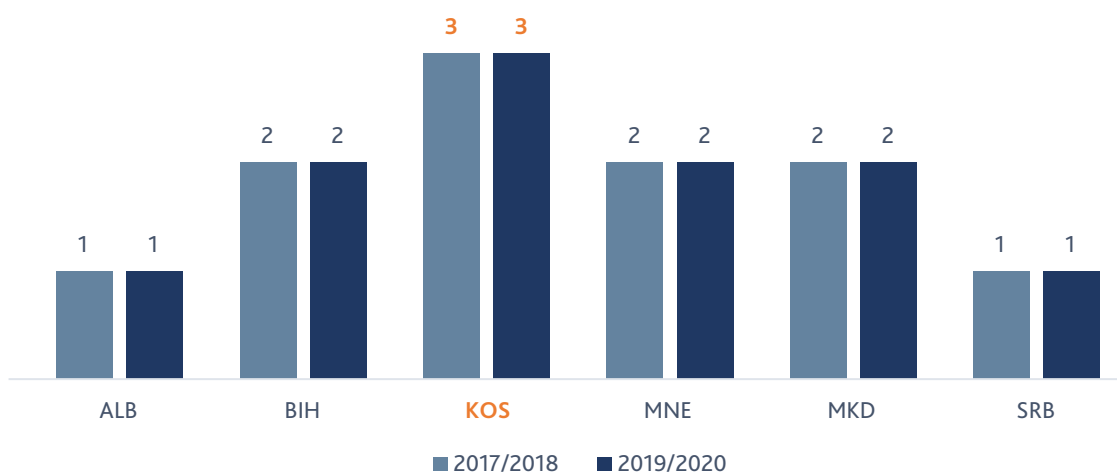
ALB 1 1 | BIH 2 2 | KOS 3 3 | MNE 2 2 | MKD 2 2 | SRB 1 1

■ 2017/2018 ■ 2019/2020

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 2019/2020	Scores 2017/2018
Frequency of referencing of evidence-based findings produced by CSOs in the adopted Government policy documents	2/4	2/4
Frequency of referencing of evidence-based findings produced by CSOs in policy papers and ex ante impact assessments	2/4	2/4

Indicator elements	Scores 2019/2020	Scores 2017/2018
Share of evidence-based findings produced by a wide range of CSOs (such as think tanks, independent institutes, locally-based organizations) referenced in ex post policy analyses and assessments of Government institutions	0/2	0/2
Relevant Ministries or other Government institutions invite or commission a wide range of CSOs (such as think tanks, independent institutes, locally-based organizations) to prepare policy studies, papers or impact assessments for specific policy problems or proposals	1/2	2/2
Representatives of relevant Ministries participate in policy dialogues (discussions, round tables, closed door meetings, etc.) pertaining to specific policy research products	2/2	2/2
Representatives of a wide range of CSOs (such as think tanks, independent institutes, locally-based organizations) are invited to participate in working groups/task forces for drafting policy or legislative proposals when they have specific proposals and evidence-based recommendations	2/4	4/4
Relevant Ministries in general provide feedback on the evidence-based proposals and recommendations of a wide range of CSOs (such as think tanks, independent institutes, locally-based organizations) which have been accepted or rejected, justifying either action	0/2	0/2
Ministries accept CSOs' policy proposals in the work of working groups for developing policies and legislation	2/4	2/4
Total score	11/24	14/24
Indicator value (scale 0 – 5)[28]	2	3

In this indicator the three selected policy areas were: Public Administration, Economic Development and Anti-Corruption. Occasional referencing of evidenced-based findings produced by CSOs were identified in all three policy areas analyzed, within the government national strategies, and ex ante policy concept documents. In the policy area of public administration there were 6 strategies[29], 4 concept documents[30] and 2 draft reports/ex post analysis assessed[31]. As for the economic development area, there were 5 strategies[32], 10 concept documents[33] and 4 impact analysis/ex post analysis[34] analyzed. In the area of anti-corruption, 1 strategy and 2 concept documents analyzed[35]. In this area, no ex-post analyses were found, only assessments

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28   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
29   1. Strategy for Improving Policy Planning and Coordination in Kosovo (Integrated Planning System) 2017-2021 (SIPPCK)
      2. Strategy for Finance Management Reform (SFMR) 2016-2020 3. Public Finance Management Reform Strategy (PFMRS)
      of Kosovo 2016-2020 and Action Plan Implementing the PFMRS 4. Strategy for Modernization of Public Administration
      (SMPA) and its Action Plan for the Implementation of PAR; 5. Public Internal Financial Control Strategy 2015-2019
      (PIFCS) 6. Strategy for Better Regulation 2.0
30   1. Concept Document on Organization of Public Administration of the Republic of Kosovo ;2. Concept Document for Civil
      Service ; 3. Concept Document For Administrative Contest; 4. Concept Document For Salaries Paid by the Budget of the
      Republic of KOSOVO
31   1.Draft Report: Ex-post analysis of the Law No. 04//L 003 on Civil Service; 2.Draft Report: Ex-post analysis of the Law
      No.04/L 139 on Executional Procedure
32   Kosovo Economic Reform Programme 2020- 2022(KERP) ,National Development Strategy 2016-2021 (NDS), National
      Strategy of the Republic of Kosovo for the Prevention of and Fight against Informal Economy, Money Laundering, Terrorist
      Financing and Financial Crimes 2014-2021 and its Action Plan 2014-2021, Energy Strategy 2017-2026 and its Action
      Plan 2018-2020, Minierary Strategy of the Republic of Kosovo 2012-2025, National Revenue Energy Plan (NEAP) 2011
      -2020
33   Concept Document for Local Economic Development, Concept document for Public Enterprises, Concept document for
      Raising the Level of Money Laundering Prevention and Financing of Terrorism, Long Term Energy Balance of the Repub-
      lic of Kosovo 2015-2024, Concept Document for Trade Area, Concept document for electronic identification, Concept
      document for reducing the cost of extending high-speed electronic communications networks, Concept document in the
      Field of Inspection, Concept Document for Network Security Measures and Information Systems, Concept Document for
      Electronic Identification And Trusted Services In Relation To Electronic Transactions
34   Impact analysis of trade liberalization in services with CEFTA countries in sectors of Transport and Finance, Effects of Sta-
      bilization and Association Agreement -BE: Impact on Trade, Draft Report: Ex-post analysis of the Law 04/L 048 on Foreign
      Trade 04/L 048, Draft Report: Ex-post analysis of the Law 2004/18 on National Trade
35   National Strategy against Corruption 2019-2023, Concept document in the Field of Public Procurement, Draft Concept

on anti-corruption mechanisms and analysis of compliance with Anti-Corruption International Standards. In all documents mentioned above, there were 6 references of evidenced-based findings produced by CSOs. At the same time, the CSOs survey points to a somewhat positive perception, although not satisfactory, with regards to the practice of cooperation between Government institutions and CSOs.

Table 4. Frequency of referencing of evidence-based findings produced by CSOs in the adopted Government strategies

Policy area	Number of CSOs reports cited	Organization and title of the report
Public Administration		
Strategy for Improving Policy Planning and Coordination in Kosovo (Integrated Planning System) 2017-2021	0	
Strategy for Finance Management Reform	0	
Public Finance Management Reform Strategy	0	
Strategy for Modernization of Public Administration	0	
Public Internal Financial Control Strategy	0	
Better Regulation Strategy 2.0	0	
Economic Development		
Kosovo Economic Reform Programme 2020- 2022	0	
National Development Strategy 2016-2021	0	
National Strategy of the Republic of Kosovo for the Prevention of and Fight against Informal Economy, Money Laundering, Terrorist Financing and Financial Crimes 2014-2021	0	
Minierary Strategy of the Republic of Kosovo 2012-2025	0	
National Revenue Energy Plan (NEAP) 2011 -2020	0	
National Strategy of the Republic of Kosovo for the Prevention of and Fight against Informal Economy, Money Laundering, Terrorist Financing and Financial Crimes	1	RIINVEST study "Business Perspective on Informality in Kosovo: To pay or not to pay"
Anti-corruption		
Strategy against Corruption	1	Kosovo Democratic Institute study "Assessment of Kosovo's National Integrity System"

Document on the area of Anti-Corruption Agency and Assets Declaration and origin

Table 5. Frequency of referencing of evidence-based findings produced by CSOs in the adopted Government concept documents.

| Policy area	Number of reports cited	Organization and title of the report
Public Administration		
Concept Document on Organization of Public Administration of the Republic of Kosovo	1	GAP Institute Report "Division of Responsibilities in Inspection between Central and Local Level" and Report "Inspectoriates in Kosovo: organization and functioning"
Concept Document for Civil Service	1	GAP Institute Report "Division of Responsibilities in Inspection between Central and Local Level" and Report "Inspectoriates in Kosovo: organization and functioning"
Concept Document For Administrative Contest	0	
Concept Document For Salaries Paid by the Budget of the Republic of KOSOVO	1	GAP Institute Report "Division of Responsibilities in Inspection between Central and Local Level" and Report "Inspectoriates in Kosovo: organization and functioning"
Economic Development		
5. Concept Document for Local Economic Development	0	
6. Concept document for Public Enterprises	0	
7. Concept document for Raising the Level of Money Laundering Prevention and Financing of Terrorism	0	
8.Concept Document for Trade Area	0	
9. Concept document for electronic identification	0	
10. Concept document for reducing the cost of extending high-speed electronic communications networks	0	
11. Concept document in the Field of Inspection	0	GAP Institute Report "Division of Responsibilities in Inspection between Central and Local Level"
12. Concept Document for Network Security Measures and Information Systems	0	
13. Concept Document for Electronic Identification And Trusted Services In Relation To Electronic Transactions	0	
Anti-Corruption		
14. Concept document in the Field of Public Procurement	0	
15. Draft Concept Document on the area of Anti-Corruption Agency and Assets Declaration and origin	0	

Source: Author

Table 6. Frequency of referencing of evidence-based findings produced by CSOs in Government ex-ante analysis

Policy area	Number of reports cited
Public Administration	
Draft Report: Ex-post analysis of the Law No. 04//L 003 on Civil Service	0
Draft Report: Ex-post analysis of the Law No.04/L 139 on Executional Procedure	0
Economic Development	
Impact analysis of trade liberalization in services with CEFTA countries in sectors of Transport and Finance	0
Effects of Stabilization and Association Agreement -BE: Impact on Trade	0
Draft Report: Ex-post analysis of the Law on Foreign Trade	0
Draft Report: Ex-post analysis of the Law 2004/18 on National Trade	0

Source: author

Results demonstrate that Government institutions reach out to CSOs for their professional expertise in order to address concrete policy problems or develop policy proposals (50% agreement among CSOs). A large share of respondents from CSOs answered that the institutions "often" or "always" respond to invitations to participate in policy dialogues (76%), and 54.7% noted that institutions invite them to take part in working groups/task forces for drafting policy or legislative proposals in the areas where they work.

Figure. CSOs' perception regarding the following statements (%):
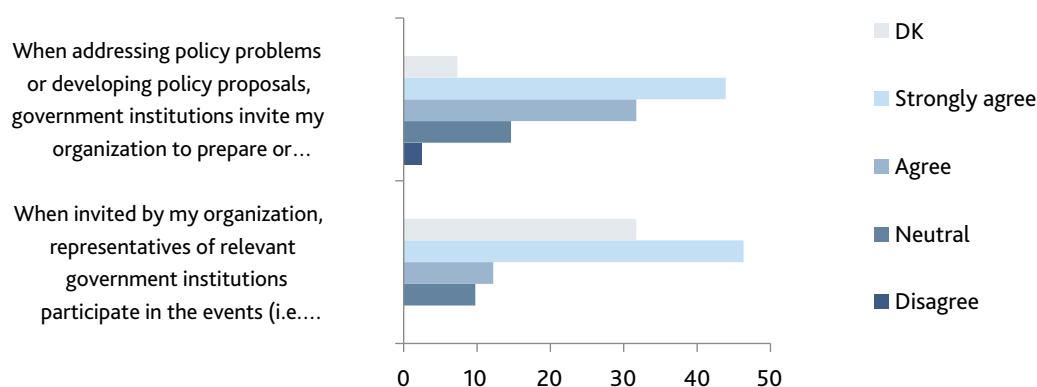
Note: Results are rounded to the nearest integer. Due to rounding, percentages may not always appear to add up to 100%
N=49 n=41

As for the institutions providing feedback on accepting or rejecting evidence-based proposals and recommendations produced by CSOs, only 17% of the respondents answered that the institutions explain the reasons behind their decision. Finally, results from the CSO survey show that less than a third of the surveyed CSOs (31%) think the institutions consider their policy proposals in the work of working groups for developing policies and legislation.

Figure. CSOs' perception on the use of evidence created by think tanks, independent institutes and other CSOs in policy development (%)

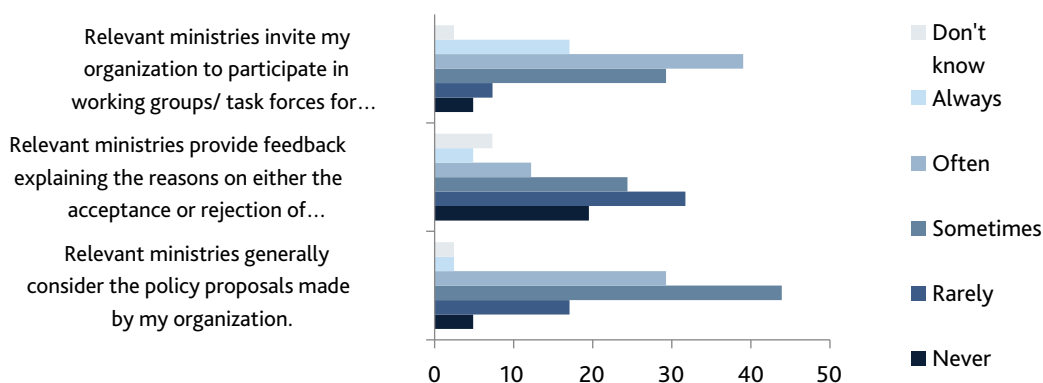

Note: Results are rounded to the nearest integer. Due to rounding, percentages may not always appear to add up to 100%
N=49 n=41

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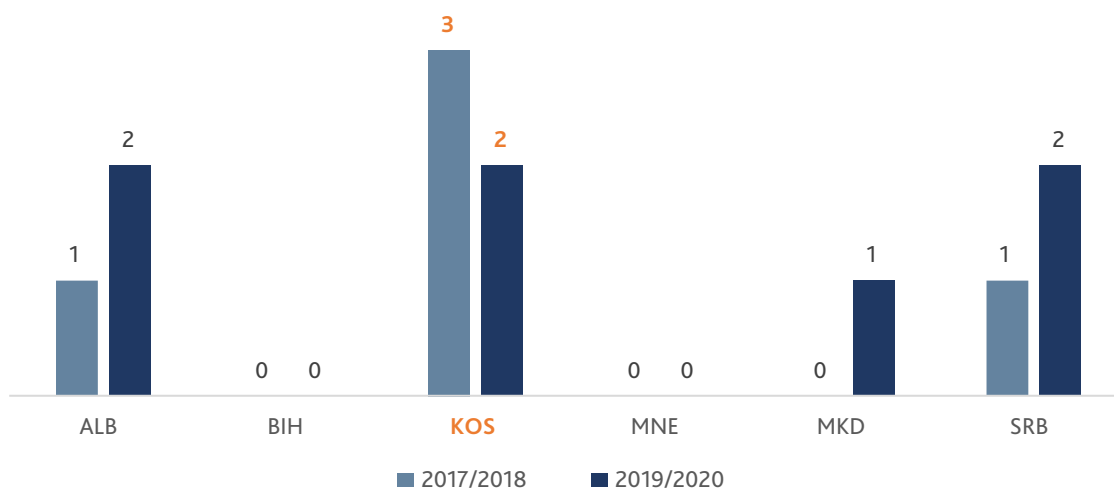
Principle 11: Policies and legislation are designed in an inclusive manner that enables the active participation of society

WeBER indicator PDC P11 I1: Civil society perception and scope of involvement in policy-making

Indicator elements	Scores 2019/2020	Scores 2017/2018
Scope of public consultations on policy documents in central administration	1/4	n/a
Scope of public consultations on legislation in central administration	4/4	n/a
Availability of reporting on public consultations on policy documents by central administration	0/4	n/a
Availability of reporting on public consultations on legislation by central administration	4/4	n/a
Basic functionality of a national public consultation portal	2/4	n/a
Advanced functionality of a national public consultation portal	1/2	n/a
Proactiveness of informing on public consultations	0/4	n/a
Embeddedness of early public consultations in practice	0/2	n/a
Quality of reporting on public consultations	1/2	n/a
Impact of public consultation results on policy making	1/2	n/a
CSOs consider formal consultation procedures create preconditions for effective inclusion of the public in the policy-making process.	1/2	2/4
CSOs consider formal consultation procedures are applied consistently	1/2	2/4
CSOs consider that they are consulted at the early phases of the policy process	0/2	0/4
CSOs consider consultees are provided with timely information on the content of legislative or policy proposals	0/2	0/2
CSOs consider consultees are provided with adequate information on the content of legislative or policy proposals	0/2	0/2
CSOs consider sponsoring Ministries take actions to ensure that a diversity of interests is represented in the consultation processes (women groups, minority rights groups, trade unions, employers' associations, etc.).	0/2	0/2
CSOs consider Ministries (sponsors of policy and legislative proposals) provide written feedback on their inputs/comments.	0/2	0/4
CSOs consider Ministries (sponsors of policy and legislative proposals) accept their inputs/comments.	1/2	2/4
CSOs consider Ministries (sponsors of policy and legislative proposals) hold constructive discussions on how their views have shaped and influenced policy and the final decision of the Government	0/2	0/2
Total score	**16/50**	**8/30**
Indicator value (scale 0 – 5)[36]	**1**	**1[37]**

There was a lack of the documents analyzed due to the fact that, during the period of measurement, Kosovo had an Acting Government caused by the resignation of Prime Minister Haradinaj on 19 July 2019. One of the main reasons for this lack of documents was the unexplained competencies of an Acting Government in the absence of a law on Government. Given this, during the measurement period (second half of 2019) there were no policy documents approved by the Government in office except for the Security Strategy of the Republic of Kosovo, which was approved at the last meeting of the former Government (the same meeting where Prime Minister resigned). The strategy in question has not gone through the regular procedures provided by the regulations, including the Regulation on Minimum Standards for the Public Consultation Process[38], because

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36 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
37 Note: values for the two monitoring cycles are not directly comparable due to the change in the monitoring methodology
38 Regulation (Grk) No. 05/2016 On Minimum Standards For Public Consultation Process,
available at: https://gzk.rks-gov.net/ActDetail.aspx?ActID=15036

the Prime Minister's Cabinet considers it meets the criteria for being an exception according to this regulation. As for the draft laws approved by the Government in the second half of 2019, the number was low as well.
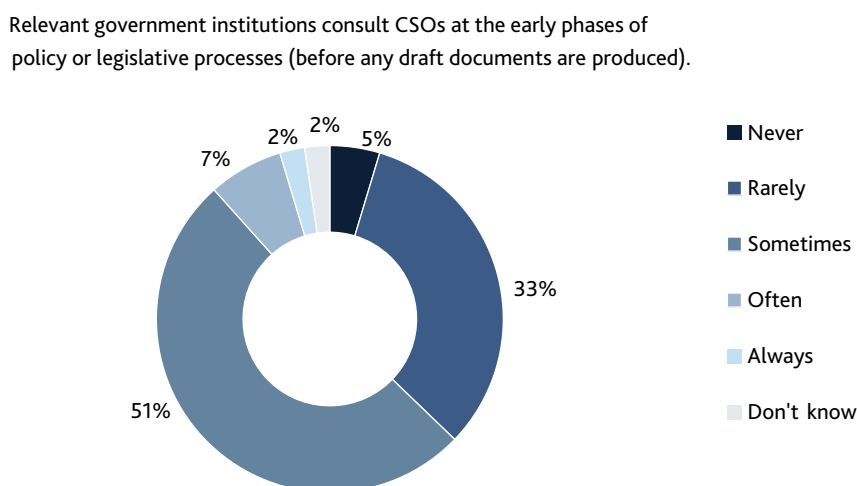
Consultations were held except for the cases where the Regulation on Minimum Standards for the Consultation Process dictates the opposite. The consultations analyzed in this indicator were: Draft Law on Drugs, Narcotic Substances and Psychotropic Substances[39], Draft Law on Tax Administration and Procedures[40].

Nonetheless, no early consultations were held based on the final consultation reports published, found in the Platform for Public Consultations. Not all final consultation reports published contain: 1) all the comments and proposals submitted during the public consultation process listed individually, 2) clear information on the feedback to each individual proposal, nor 3) the rationale for rejection or for partial approval and rejection of each individual proposal submitted during consultations. In general, final reports of consultation are published, but not on every occasion. Reports are not published in cases when a public consultation is currently active, pending, will be repeated or the Government has not approved the document subject to public consultations. In total, the published consultation reports that were analyzed contained 81 comments, and slightly more than half were rejected. This indicates consultation results had moderate impact on policy making in Kosovo.

It is worth mentioning that the national portal of consultations has a searchable database, since April 2017. It foresees the following search categories: "name of document", "time period" and "institution", but not 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 processes as rather lacking in effectiveness and cooperation.

Based on the responses, 45% of 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. Nevertheless, only 7% of CSOs claimed that relevant Government institutions consult CSOs at early phases of policy and legislative processes before any draft documents are produced.

Figure. Relevant Government institutions consult CSOs at the early phases of policy or legislative processes (%)

Relevant government institutions consult CSOs at the early phases of
policy or legislative processes (before any draft documents are produced).

- Never
- Rarely
- Sometimes
- Often
- Always
- Don't know

2% 2% 5%
7%
33%
51%

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39   Consultation held through the public consultation portal :
      https://konsultimet.rks-gov.net/viewConsult.php?ConsultationID=40604
40   Consultation held through the public consultation portal:
      https://konsultimet.rks-gov.net/viewConsult.php?ConsultationID=40552

Figure. CSOs' perception regarding their participation in policy and decision-making (%)
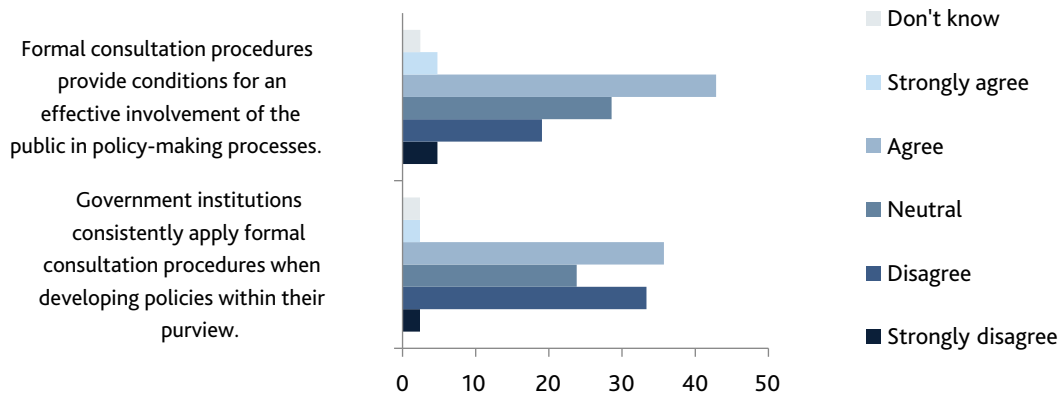
Note: Results are rounded to the nearest integer. Due to rounding, percentages may not always appear to add up to 100%
N=49 n=42

As for the statement if "Government institutions provide timely information on the content of legislative or policy proposals during the process of consultation", less than a quarter of CSOs agreed (23%). The same percentage (23%) agrees with the statement "Government institutions provide adequate information on the content of legislative or policy proposals during public consultation."

Figure. In the public consultation process, Government institutions…
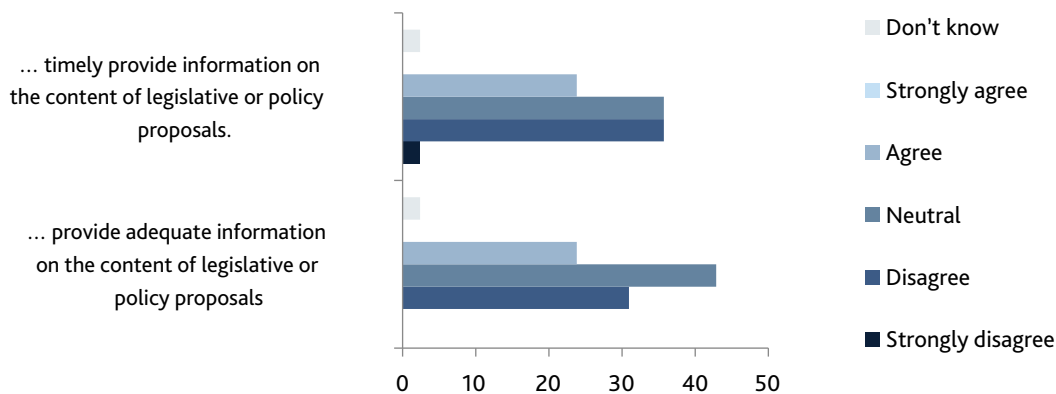
Note: Results are rounded to the nearest integer. Due to rounding, percentages may not always appear to add up to 100%
N=49 n=42

In addition, only 7% of CSOs agreed that relevant Ministries "often" or "always" ensure that diverse interest groups are represented in the public consultation processes (e.g. women, minorities, trade unions, employers' associations etc.). Moreover, only 16% of the CSO respondents stated that relevant Ministries "often" or "always" provide written feedback to those consulted on whether their inputs are accepted or rejected, and 32% claimed that during the consultation process relevant Ministries accept the feedback given. As for conducting additional consultations with CSOs outside the formal scope of public consultations, an insignificant share of respondents (7%) stated that the relevant institutions conduct such additional consultations.

Figure. CSOs' experience with participation in decision-making at the level of central government (%)
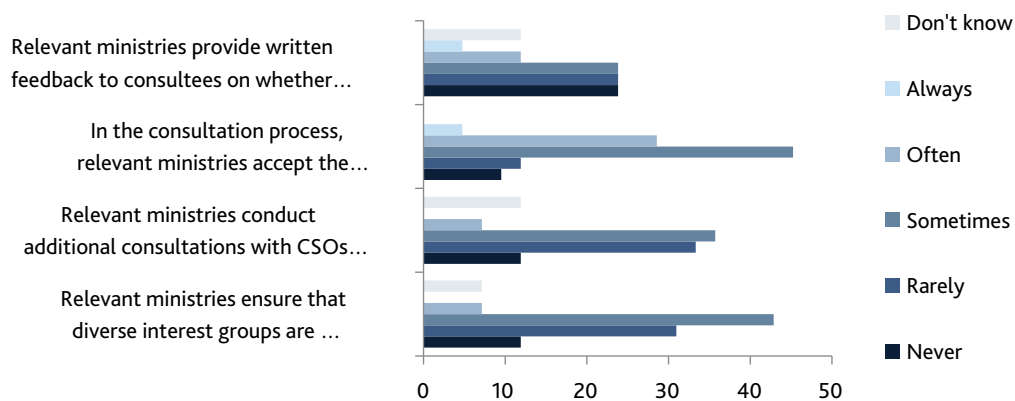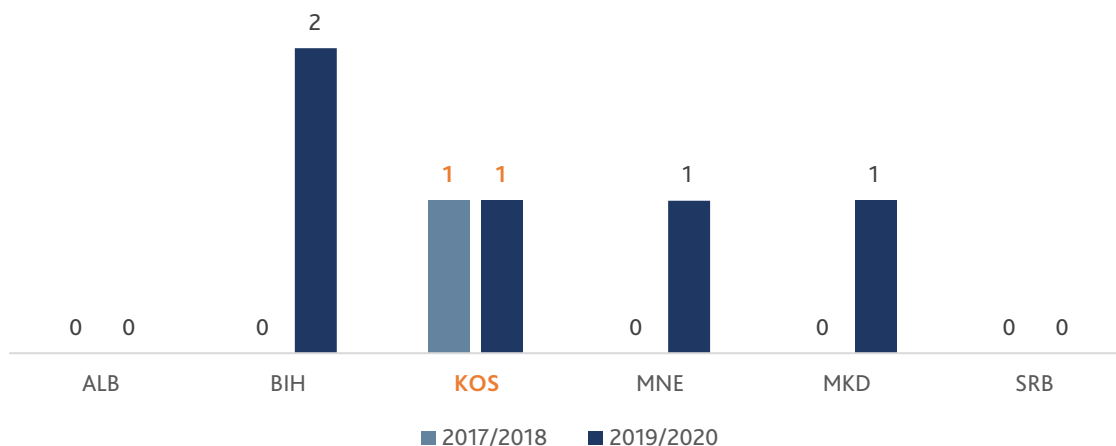

Note: Results are rounded to the nearest integer. Due to rounding, percentages may not always appear to add up to 100%
N=49 n=42

How does Kosovo do in regional terms?

Indicator PDC P11 I1: Civil society perception and scope of involvement in policy-making

3.3. Summary results: Policy Development and Coordination

Reports on implementation of the Government Annual Work Plan (GAWP), during this period of monitoring, were not regularly published online. The content analysis of the available GAWP report suggests they are written in an understandable manner yet it very much relies on Government achievements and not so much related to the Annual Plan of the Government. The GAWP report contains both quantitative and qualitative information with references to achievements of the Government, but it doesn't widely include the details about objectives, activities, measures and concrete results, amongst others.

Also, only 12.11% of the CSOs agree that the Government's formal planning documents are relevant for the actual development in the individual policy areas. Likewise, only 4.87% agree that the Government regularly reports to the public on the progress of the work plan. On the other hand, 34.17% of the respondents answered positively on whether the official strategies determine the Government or Ministries' actions in certain areas. The CSO perception shows that only 12.19% of respondents agree that the decision-making process is transparent.

Evidence-based findings of CSOs are occasionally referenced in official policy and strategic documents, policy papers and ex-ante impact assessments although not in all three policy areas analyzed. In all the documents mentioned above, there were 6 references of evidenced-based findings produced by CSOs, mainly in the area of Economic Development.

The CSOs survey results show that only 6.81% agree that relevant Government institutions consult CSOs at the early phases of policy and legislative processes before any draft documents are produced, while half of the respondents stated "sometimes". Representation of diverse interest groups in public consultations is not ensured since only 6.81% of CSOs state they are often represented. On the issue of how much public institutions (Ministries) accept CSOs' feedback, 31.81% of CSOs responded with "often" or "always".

As for public consultations, the documents analyzed during this monitoring were only three, due to the instable political situation in 2019. On the statement if CSOs consider formal consultation procedures create preconditions for effective inclusion of the public in the policy-making process, 45.45% agree. Yet a only smaller percentage agrees when it comes to whether Government institutions consistently apply formal consultation procedures when developing policies within their purview".

3.4. Recommendations for Policy Development and Co-ordination

Tracking recommendations from PAR Monitor 2017/2108

Recommendation	Status	Comment
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).	Not implemented	The Government's annual work report is published in a single document for the time period September 2017-July 2019. Respectively the report covers only the period former Prime Minister Ramush Haradinaj was in office and not the year 2017 as a whole, nor the period between August 2019-January 2020 when the Haradinaj Government was the Acting Government. As for the legal basis, 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.	Partially implemented	The Government started publishing reports in an open data format during 2019 and 2020, wherein 205 data sets can be found. Still, the public institutions should continue making data available since not all use this format.
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;	Not implemented	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. 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;	Not implemented	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.	Not implemented	The information regarding press releases is only available in the homepage banner.

Recommendation	Status	Comment
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;	Partially implemented	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;	Partially implemented	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.
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;	Partially implemented	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;	Partially implemented	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 proceedings.
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;	Partially implemented	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.	Partially implemented	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.

3.5. PAR Monitor 2019-2020 recommendations:

GAWP annual reporting should be drafted and published in accordance with the legal framework. The structure must 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.

1) The Government (i.e. all public institutions) should continue to publish reports in an open data format to allow further use by all interested parties.

2) The Government should start regularly publishing agenda items in advance of individual session;

3) 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.

4) 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.

5) Ministries and other public authorities should continue to organize public consultations (and public debates), as well as pursue timeliness and reactiveness 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;

6) Keeping and updating the record of civil society organizations and individuals who previously participated in consultations and public debates should be practiced amongst all institutions, so as to ensure continuity of inviting already engaged and interested organization and individuals;

7) When organizing consultations, inputs and comments from civil society and the public should continue to be sought as early as possible in the process by all the public institutions, and preferably in the policy formulation phase;

8) Moreover, authorities should without exception inform the 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 addressing each input and providing explanation on their acceptance or dismissal;

9) Additional consultation should be considered in each case when consultation processes returned unresolved or contested, especially on important issues for civil society and the public;

10) The online database of legislation (Official Gazette) should be promoted through the governmental, and individual administration bodies' websites, preferably through banners easily redirecting visitors;

4. PUBLIC SERVICE AND HUMAN RESOURCE MANAGEMENT

4.1. WeBER indicators used in Public Service and Human Resource Management and country values for Kosovo

P2_I1: Public availability of official data and reports about the civil service and employees in the central state administration					
0	1	2	3	4	5

P2_I2: Performance of tasks characteristic for civil servants outside of the civil service merit-based regime					
0	1	**2**	3	4	5

P3_I1: Openness, transparency and fairness of recruitment into the civil service					
0	1	**2**	3	4	5

P4_I1: Direct or indirect political influence on senior managerial positions in the public service is prevented					
0	1	2	3	4	5

P5_I1: Transparency, clarity and public availability of information on the civil service remuneration system					
0	1	2	**3**	4	5

P7_I1: Effectiveness of measures for the promotion of integrity and prevention of corruption in the civil service					
0	1	**2**	3	4	5

4.2. State of Play in Public Service and Human Resource Management

Legal framework for the regulation of public service and human resource management had its initial steps with the adoption of the Law on Public Officials and the Law on Salaries, in February 2019. Unfortunately both these laws were suspended in the Constitutional Court after the Ombudsperson challenged them. The Constitutional Court decided in June 2020 that the Law on Salaries was unconstitutional, whereas the Law on Public Officials needed more legislative amendments. This entire environment was accompanied by the merging of the Ministry of Public Administration with the Ministry of Internal Affairs, causing delays on developing capacities to improve the new system of civil servants set by the Law on Public Officials.[41]

The Public Administration Modernization Strategy 2015-2020 (SMAP), adopted together with an Action Plan, assigned the improvement of the civil service as first strategic objective. Through this strategy, the Ministry of Public Administration (now merged with the Ministry of Internal Affairs) has increased competencies for the civil service system. The Department of Civil Service Administration (DCSA) within the Ministry of Public Administration is the main administrative body responsible for coordinating the implementation of civil service policy. Units for strategic planning and human resource management, (DCSA and Human Resource Management (HRM)) do not have implementation capacities, and the HRM Information System (HRMIS) is not fully developed[42]. Monitoring of the civil service system is conducted by the Civil Service Oversight Board (IOB), which also lacks capacity[43]. Furthermore, this board has been almost non-functional throughout 2019 due to the non-appointment of members by the Assembly of Kosovo. Thus resulting in diminishing the rights of the parties to effective remedies, and orienting the parties to conduct their remedies through the court.

The process of completing the legal framework by supplementing and amending legislation on the civil service (public officials), public administration and salaries is still on going. This process derives as a necessity to address the obstacles found during implementation. These obstacles have been identified and presented by external evaluations, since a consolidated legal framework of PAR is required by the SAA criteria in the field of Public Administration (Article 120 of the SAA).

The horizontal scope of the civil service is defined in the Law on Civil Service (CSL)[44] and includes

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41   European Commission (2020), "Kosovo 2020 Report", 2020 Communication on EU Enlargement Policy
42   GLPS (2018), "PAR Monitor Report 2017-18". The information is still relevant for reporting period 2019/20
43   Ibid.
44   Law on Civil Service is referred in this chapter because this reporting period also includes the year 2019, a year in which

almost all institutions that have public authority functions. However, there are still independent institutions and agencies left out of the civil service system[45]. On the other hand, the vertical alignment is clear in terms of senior management, while a lack of clarity has been observed in some non-administrative support functions. Senior positions consist of the Secretary General of the Office of the Prime Minister, Secretaries of Ministries and Chief Executive Officers and equivalent executive positions, independent and regulatory agencies[46]. Detailed procedures for appointing senior management positions are defined by Regulation no. 17/2018 on Appointment Procedures for Senior Management Positions in the Civil Service in Kosovo. This regulation came into force in 2018, substituting Regulation no.06/2010. Although the procedures for appointing senior civil servants improved, political influence over such appointments remains a serious concern together with the under-representation of women in these positions.[47]

The horizontal and vertical scope of the CSL is clear, although the horizontal scope is deficient due to the arbitrary exclusion of Kosovo Customs, Kosovo Police and Police Inspectorate servants from this law by the Assembly of Kosovo. Consequently, the servants of these institutions are not registered as civil servants.

Recruitment of civil servants according to the CSL should be done on the basis of merit. Positions in the administrative, professional and senior management categories are open to all candidates without exception, while positions in the management category may be open to external candidates if there are no qualified and deserving internal candidates[48].

Detailed procedures for appointing senior management positions are defined by Regulation no. 17/2018 on Appointment Procedures for Senior Management Positions in the Civil Service in Kosovo. This regulation came into force in 2018, substituting Regulation no.06/2010.

As mentioned above, to date, there is no legislation that provides common rules for public servants who are not subject to the CSL - i.e. public authorities (for example, police officers, customs officers, correctional officers), the provision of public services (health, education and social services) or in support functions. As a result, neither the specific legislation nor the Labor Code applies in practice.

The new Law on Public Officials (LPO)[49] aims to combat this very issue. More precisely, the new law aims to "create a homogeneous regime for civil servants engaged in the exercise of public authority provided by law and who have the responsibility to protect the general interest of the state, and where the impartiality of civil servants is needed for to better protect individual rights and to legitimize the expectations of citizens and businesses"[50]. In addition, the law aims to establish minimum employment rules for public service employees, cabinet employees, and support staff. There are currently no legal rules defining their employment relationship, and Labor Law provisions have been inadequate. The LPO also aims to regulate the movement within the "functional category" for the lower and middle management category through transparent, competitive and merit-based procedures. It is expected to increase career development expectations for civil servants and improve the quality of the administration itself. Currently, based on the Law on Civil Service, Kosovo has a decentralized recruitment system under which each institution is responsible for recruitment procedures. The new law defines the possibility for "group and centralized recruitment" for the state administration of civil servants, which includes a wider range of positions in the civil service and made day-to-day management easier.

However, this law entered into force on September 12, 2019, but was appealed by the

the Law on Civil Service was still into force. This law is still relevant concerning the articles that are object to change in the Law for Public Officials due to the Constitutional Courts judgement.

45   SIGMA Monitoring Report for Kosovo 2017.

46   The Regulation no.17/2018 on the Procedures for appointments to Senior Management Positions in the CS of RKS, Article 2. Available at: https://gzk.rks-gov.net/ActDetail.aspx?ActID=18301

47   European Commission (2020), "Kosovo 2020 Report", 2020 Communication on EU Enlargement Policy

48   CSL, Article 18

49   Several articles of this law for public officials will be subject to amendment due to the findings of Constitutional Court that the same articles are not in line with the Constitution. Therefore, the Assembly of Kosovo should make the necessary amendments.

50   https://gzk.rks-gov.net/ActDetail.aspx?ActID=25839

Ombudsperson institution in the Constitutional Court ,in November of the same year.

The job classification process, on the other hand, is at an advanced stage, and by March 2017, about 80% of civil service positions were classified according to the catalog[51]. The salary system as defined in Law no. 03 / L-147, although formally in force, is not yet implemented. Moreover, it has failed to address the issue of wages across the public sector, and as such, the payment system currently in place is largely regulated based on bylaws. As a result, large differences in average salaries for the same positions have been identified, especially between Ministries and independent agencies and institutions. For this reason, the system does not provide the same salary for the same job, even though the standard classification for civil servants is established.

In addition, there is no legal basis for regulating the basic salary of other salary beneficiaries categories, outside the definition of civil servant. The basic salary in these cases is mainly regulated by organizational and functional acts or in most cases by sub-legal acts and in their absence are regulated by the UNMIK Administrative Instruction of 2000, which is already outdated and inadequate[52]. The legal basis regarding allowances on basic salary is also lacking. The new draft law on Salaries aims to ensure a more homogeneous approach to public sector salaries and allowances. In doing so, it aims to regulate the public sector's payroll system, as well as to set minimum wage rules for public enterprise employees in Kosovo. However, the Ombudsperson institution challenged this law in the Constitutional Court a few days after its entry into force in December 2019.

4.3. What does WeBER monitor and how?

WeBER monitoring within the PSHRM area covers five SIGMA Principles and relates exclusively to central administration (central Government institutions, Ministries, subordinated bodies and special organizations). 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 civil society from the perspective of transparency of the civil service system and government openness, or 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

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51   SIGMA Monitoring Report for Kosovo 2017. Available at: http://www.sigmaweb.org/publications/Analysis-of-the-profes-sionalisation-of-the-senior-civil-service-and-the-way-forward-for-the-Western-Balkans-SIGMA-Paper-55-May-2018.pdf
52   Ibid.

sub-indicators. However, having in mind that there is no SIGMA assessment for 2020, WeBER researchers performed their own calculation of SIGMA sub-indicators in this PAR Monitor cycle, on the basis of SIGMA's methodology. SIGMA/OECD cannot be held responsible for the result of such calculations, only the authors of this report.

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 surveys. Finally, data collection included 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, as well as representatives of governmental 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, between the second half of June and the beginning of August 2020.[53] The civil servants' survey was mostly disseminated through a single contact point originating from national institutions responsible for the overall civil service system.[54] The CSO survey was distributed through existing networks and platforms of civil society organizations with large contact databases, but also through centralized points of contact (such as governmental offices in charge of cooperation with civil society).[55] To ensure that the CSO survey targeted as many organizations as possible in terms of their type, geographical distribution and activity areas, and hence contributed to wider representativeness, additional boosting was done when needed. Finally, the public perception survey included computer-assisted personal interviewing of the general public (aged 18 and older) of the Western Balkans region, during the period of 5 May to 30 May 2020.[56] In all three surveys, WeBER applied uniform questionnaires throughout the region and disseminated them in local languages, ensuring an even approach to survey implementation.

WeBER used six indicators to measure the five principles mentioned above. In the first indicator, WeBER monitors the public availability of official data and reports on civil service and employees in central state administration. In the second indicator, monitoring includes the extent to which widely applied temporary engagement procedures undermine the merit-based regime. Openness, transparency and fairness of recruitment into the civil service, as a particularly critical aspect of HRM in public administration given its public-facing character, is examined within 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 analyzes whether information on civil service remuneration is transparent, clear and publicly available. Finally, in the sixth indicator WeBER examines the promotion of integrity and prevention of corruption in the civil service.

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53   Surveys were administered through an anonymous, online questionnaire. The data collection method included CASI (computer-assisted self-interviewing). In Kosovo, the civil servants' survey and the CSO survey were conducted in the period from 24 June to 4 August 2020.

54   For Kosovo, the survey sample was N=221. The base for questions within Principle 2 was n=189 respondents, Principle 3 had n=221 respondents, Principle 5 had n=169 respondents and Principle 7 had n=197 respondents.

55   For Kosovo, the survey sample was N=49. The base for questions within PS&HRM area was n=41 respondents.

56   Perceptions are explored using a survey targeting the public (aged 18 and older) of 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 through omnibus surveys in Albania, Bosnia and Herzegovina, Kosovo, North Macedonia, Montenegro, and Serbia during 5 May - 30 May 2020.

4.4. WeBER monitoring results

Principle 2: The policy and legal framework 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 PSHRM P2_I1: Public availability of official data and reports about the civil service and employees in central state administration

Indicator elements	Scores 2019/2020	Scores 2017/2018
The Government keeps reliable data pertaining the public service	0/4	2/4
The Government regularly publishes basic official data pertaining the public service	0/4	0/4
Published official data includes data on employees besides full-time civil servants in the central state administration	0/4	0/4
Published official data on public service is segregated based on gender and ethnicity	0/2	1/2
Published official data is available in open data format(s)	0/1	0/1
The Government comprehensively reports on the public service policy	0/4	4/4
The Government regularly reports on the public service policy	0/2	2/2
Reports on the public service include substantiated information concerning the quality and/or outcomes of the public service work	0/2	1/2
Data and information about the public service are actively promoted to the public	0/2	0/2
Total score	**0/25**	**10/25**
Indicator value (scale 0 – 5)	**0**	**2**

The results suggest that Kosovo has decreased points on this indicator from 10 out of 25 to 0 out of 25 in the first WEBER element related to reliability of data pertaining to public service. Data on civil service is reported as part of the Annual Reports on the State of Civil Service in Kosovo. Different from PAR Monitor of 2017-18, this time the reports were acquired through FOI requests sent by our organization. Given the fusion between the Ministry of Internal Affairs and the Ministry of Public Administration, the webpage was very confusing, and remains so to date (16 July 2020). The reports of 2017 and 2018 were sent to us by officials within the Ministry of Public Administration. The report of 2019, according to the officials, has been drafted but cannot be distributed to third parties as it is not yet voted by the Government. This is not defined by law but it is a practice of this Ministry. It has consequently harmed the transparency of the public administration and has to be modified.

As for the data pertaining public opinion, it should be noted that the database exists (HRMIS) but is not available for the public. HRMIS distribution is done in all institutions that have access to the Government network. Institutions are working on an additional database that will serve the public. Analysis of 2017 and 2018 reports show a practice of reporting data on the number of employees regularly on an aggregate level according to functional category. The data in the reports is not reported per institution (due to which no points were awarded). The data is segregated based on the rank of employers, level (central or municipality), gender, ethnicity, and education. Differently from the PAR Monitor of 2017-18, the monitoring reports this time are also segregated at the level of functions (rank) that the employers hold.

The data on the recruitment of new civil servants based on categories of employees is included only from full-time servants and fixed-term appointments. It is worth mentioning that the reports highly criticize the recruitment procedures arguing that the procedures ignore the factor of education and experience.

In terms of reporting on civil service policy, the reports of 2017 and 2018 cover planning and recruitment, career development, trainings, disciplinary measures and appraisals.

The reports generally provide general information on the quality and outcomes for the public service, but they are not content wise filled with evidence and independent sources. Annual data is not made available in an open format and was not actively promoted to the public through social media or press releases.

Due to the lacking webpage, the reports had to be requested by FOI requests, which took a considerable amount of time. The 2019 report was not sent as it is not yet approved by the Government even though there is no such indication by law. This practice has harmed the transparency of public administration.

How does Kosovo do in regional terms?

WeBER indicator PSHRM P2_I1: Public availability of official data and reports about the civil service and employees in central state administration
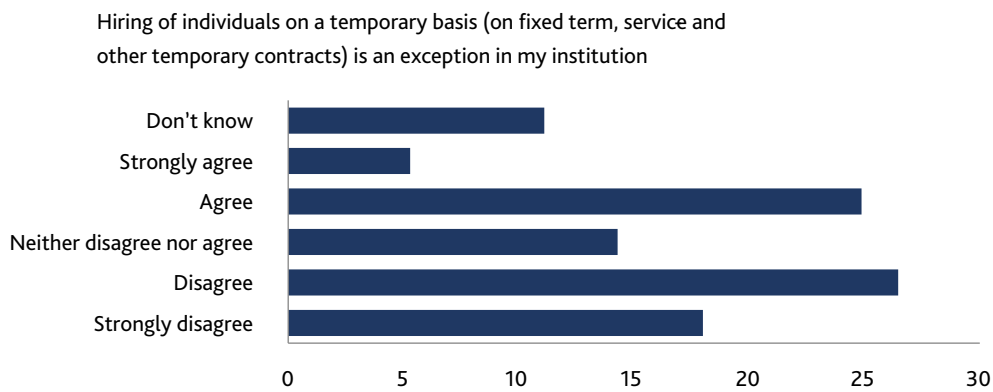

Legend: 2017/2018, 2019/2020
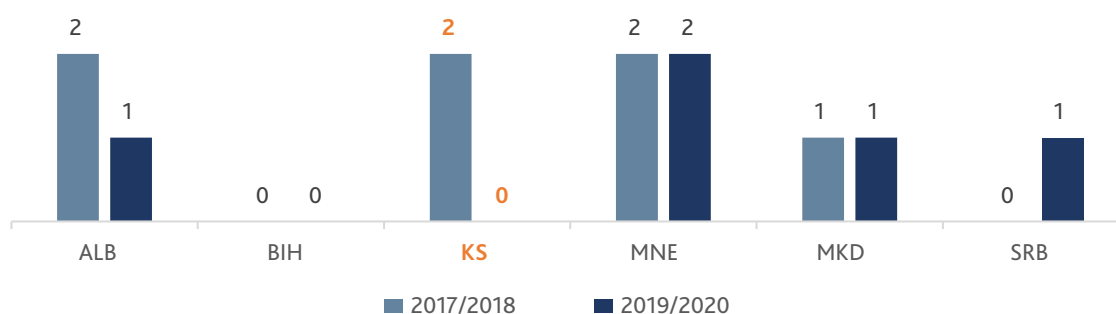
WeBER Indicator PSHRM P2_I2: Performance of tasks characteristic for civil service outside of the civil service merit-based regime

Indicator elements	Scores 2019/2020	Scores 2017/2018
The number of temporary engagements for performance of tasks characteristic of civil service in the central state administration is limited by law	0/4	0/4
There are specific criteria determined for the selection of individuals for temporary engagements in the state administration	0/4	0/4
The hiring procedure for individuals engaged on temporary contracts is open and transparent	4/4	4/4
Duration of temporary engagement contracts is limited	4/4	4/4
Civil servants perceive that temporary engagements in the administration are an exception	1/2	0/2

Indicator elements	Scores 2019/2020	Scores 2017/2018
Civil servants perceive that performance of tasks characteristic of civil service by individuals hired on a temporary basis is an exception	0/2	0/2
Civil servants perceive that appointments on a temporary basis in the administration are merit-based	0/2	0/2
Civil servants perceive that the formal rules for appointments on a temporary basis are applied in practice	1/2	1/2
Civil servants perceive that individuals hired on a temporary basis go on to become civil servants after their contracts end	0/2	0/2
Civil servants perceive that contracts for temporary engagements are extended to more than one year	0/2	0/2
Total score	10/25	9/28
Indicator value (scale 0 – 5)	2	1

The legal framework does not specify a limit regarding the number of temporary engagements; while for specific criteria for the selection of individuals there is no specification related to temporary engagements of experts in the administration in the Law. Although the law does not limit the number of temporary engagements nor define specific criteria, it does limit fixed-term appointments to up to 6 months under the contracts called Special Service Agreements (SSA). However, in practice these provisions have not always been respected. With the new law on Public Officials, special service agreements are valid until the deadline specified in contracts. After this period, agreement for special services are concluded according to the relevant public procurement legislation. On the other hand, the hiring procedures for individuals engaged via temporary contracts have remained the same, following the same practices across the sampled institutions of transparency and openness as regular hiring procedures in the civil services. As such, information on vacancy announcements, requirements/competences, job description, remuneration, selection procedures, deadline for submission and clear information to be submitted are available in the public competition announcement across all sampled institutions. However, limited fixed-term appointments are regulated by law and limited to 6 months under SSA contracts, while non-carer civil servant positions which are considered fixed-term as well can have a duration of up to 2 years. When people are hired on a temporary basis among civil servants, 13.75% think that "often" or "always" the selection is based on qualifications and skills, showing a decrease from last monitoring's 21.4%. 65% think that those selections "rarely" or "never happened" to be based on qualification or skills. Civil servants were divided among those who "often" or "always" (37%) and "never" or "rarely" (36.5) believe formal rules for hiring people on temporary basis are applied in practice. The last monitoring showed 41.7% believe that "often" and "always" is the case, indicating a slight decrease. This year's monitoring on the statement if "hiring of individuals on a temporary basis is an exception in my institution'' went from a 19.2% last monitoring to 30.15% servants this year "agreeing" or "strongly agreeing", while 44.44% disagreed and strongly disagreed.

Figure. Civil servants' level of agreement on the statement:

Hiring of individuals on a temporary basis (on fixed term, service and other temporary contracts) is an exception in my institution

Note: Results are rounded to the nearest integer. Due to rounding, percentages may not always appear to add up to 100%
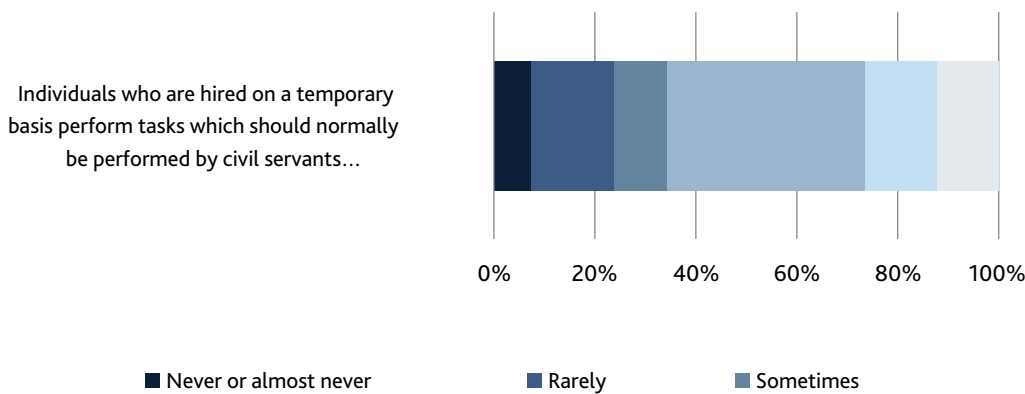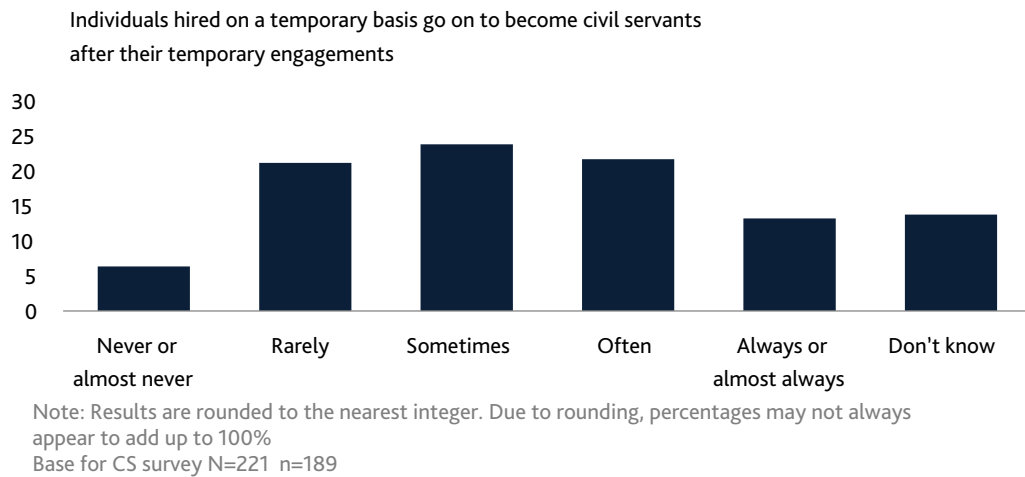Base for CS survey N=221 n=189

As of whether individuals who are hired on a temporary basis perform tasks which should normally be performed by civil servants, 23.8% answered "never" or "rarely", and 53.4% the opposite. More than half (59.7%) of civil servants think that temporary engagements contracts get extended to more than one year, and only 15.87% consider this be happen "rarely" or "never". On whether individuals hired on a temporary basis go on to become civil servants after their contract end, 34.9% think that is "always" and "often" the case, while 27.51% "rarely" and "never".

Figure. Civil servants' perception on the frequency the following practices are observed in the institution they work (%)
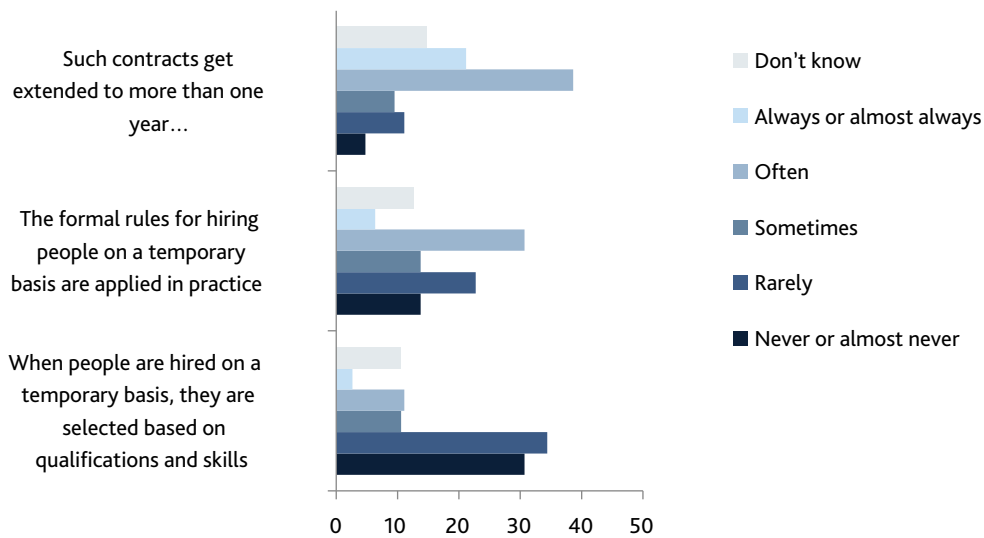
Note: Results are rounded to the nearest integer. Due to rounding, percentages may not always appear to add up to 100%
Base for CS survey N=221 n=189

Figure. Civil servants' perception on the following statements:

Individuals hired on a temporary basis go on to become civil servants after their temporary engagements

Note: Results are rounded to the nearest integer. Due to rounding, percentages may not always appear to add up to 100%
Base for CS survey N=221 n=189

Individuals who are hired on a temporary basis perform tasks which should normally be performed by civil servants…

■ Never or almost never   ■ Rarely   ■ Sometimes

Note: Results are rounded to the nearest integer. Due to rounding, percentages may not always appear to add up to 100%
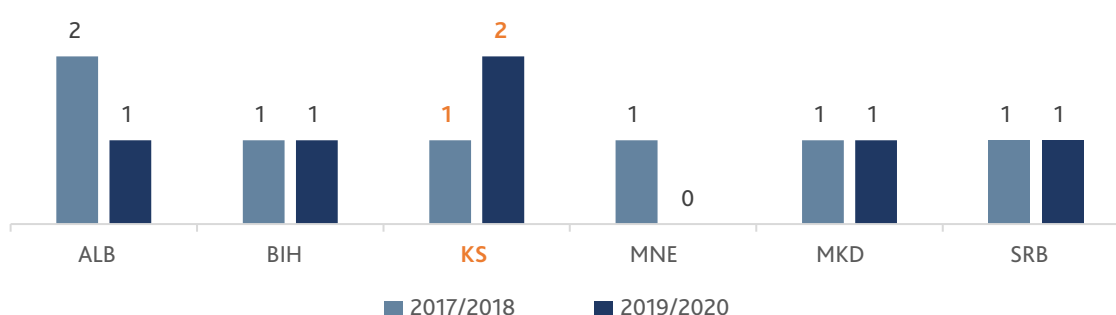Base for CS survey N=221 n=189

The Law on Public Officials, which would abrogate the Law on Civil Service, has been declared unconstitutional by the Constitutional Court in certain articles designated for independent agencies and institutions after two suspensive measures of this law. These articles which the Constitutional Court found unconstitutional will be sent to the Assembly of Kosovo as the competent institution regarding their regulation (Law No.06/L-114 on Public Officials).

In the beginning of the monitoring cycle, on January 2020, the Constitutional Court had not yet decided on the Law on Public Officials' constitutionality. Therefore the monitoring was based on the Law on Civil Service, and the recruitments calls analyzed in the monitoring process are dated from 2019 and based on the Law on Civil Service. The Law on Civil Service is not abrogated due to changes that competent institutions have to undergo in order to meet the demands in accordance with the Constitutional Court judgment.

How does Kosovo do in regional terms?

WeBER indicator PSHRM P2_I2: Public availability of official data and reports about the civil service and employees in central state administration

Chart legend: ■ 2017/2018 ■ 2019/2020

Values by country:
- ALB: 2 (2017/2018), 1 (2019/2020)
- BIH: 1, 1
- KS: 1, 2
- MNE: 1, 0
- MKD: 1, 1
- SRB: 1, 1

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 2019/2020	Scores 2017/2018
Information about public competitions is made broadly available to the public.	2/4	2/4
Public competition announcements are written in a simple, clear and undestandable language.	2/4	2/4
During the public competition procedure, interested candidates can request and obtain clarifications, which are made publicly available.	2/4	2/4
There are no unreasonable barriers for external candidates which make public competitions more easily accessible to internal candidates.	2/2	2/2
The application procedure imposes minimum administrative and paperwork burden on candidates.	0/4	0/4
Candidates are allowed and invited to supplement missing documentation within a reasonable time frame.	0/4	0/4
Decisions and reasoning of the selection panels are made publicly available, with due respect to the protection of personal information	2/4	2/4
Information about annulled announcements is made publicly available, with reasoning provided.	2/4	2/4
Civil servants perceive civil service recruitments as based on merit.	0/4	0/2
Civil servants perceive the recruitment procedure to ensure equal opportunity.	1/4	1/2
The public perceives the recruitments done through the public competition process as based on merit.	1/4	0/2
Total score	14/36	13/36
Indicator value (scale 0 – 5)	2	2

Recruitment in Civil Service is regulated by the Regulation 02/2010 on Recruitment Procedures in Civil Service. Text of open competition announcement, content of the call, decisions, and form of applications and public availability of both announcement and decisions are regulated according to the Regulation 02/2010 in place. The regulation states that relevant institution shall ensure that all recruitment advertisements in any publication form are easy to approach during the duration of advertisement. Recruitment advertisements shall be published in daily press and electronic media within 5 working days. Recruitment advertisements should be published in the Government portal and relevant institutions' portals. To that extent, all sampled institutions publish public competition announcements on their respective websites. Five sampled institutions publish their public competitions on their websites, and in some cases such as in the example of the Ministry of Infrastructure and Prime Minister Office, the announcements are also published in daily newspapers. This is a change from the PAR Monitor 2017-18 - in last monitoring cycle, all sampled institutions published their recruitment calls both online and in print. However, it should be noted that the law only requests the publishing in relevant websites. No public competition announcement was found in the Government portal, constituting a violation of the Regulation at hand, same as in the last PAR Monitoring. Our findings also show that clarifications for announcement are possible and provided in practice, but replies are not made publicly available at a clearly designated online location.

Content of the public competition announcement, is largely uniformed within the sampled institutions and follows article 16 of the Regulation. In all sampled institutions', the texts from public competitions are drafted in a simple and clear way containing all relevant information. This includes a brief job description, a list of duties and responsibilities, professional qualifications required for the position and document/s that should be attached to the application. This was also the case in the last PAR Monitoring.

Furthermore, our findings show that the public competition announcements contain none of what the methodology considers as unreasonable barriers for external candidates. The application process is organized in three phases, with all documents to be obtained and submitted upfront by the candidate across all sampled institutions, in the first phase. The other two phases encompass tests and interviews, and do not require additional documents. Regulation 02/2010 states that candidates for participation in recruitment procedure should submit the following documents: 1) application form, 2) copies of diplomas gained in educational institutions attached to the application, 3) copies of employment evidence (for candidates which are not part of the Civil Service) or copies of employment data from the civil service register, 4) copies of two last consecutive reports on performance appraisal (for civil servants and existing personnel employed in institutions). In all sampled institutions, except for the Ministry of Justice, other phases of examinations are mentioned. The texts of sampled institutions show that only short-listed candidates will be contacted by the institution to proceed to the next phase. Regulation 02/2010 does not foresee a timeframe within which candidates are allowed to supplement missing documents - same as in the 2017-18 PAR Monitor. Upon a successful completion of the application procedure, selection decisions are publicly available on the relevant institutions' websites across all sampled institutions, but only partial information is provided. In case an open completion announcement is annulled, research shows that such decision is made publicly available across all institutions. However, the reasoning provided is not always proper.

Despite the fact that institutions generally uphold recruitment procedures, civil servant survey results display a significant level of skepticism towards the effectiveness of such procedures in terms of the substance. Only 22.17% of civil servants "strongly agree" and "agree" that administration employees are recruited on the basis of qualifications and skills. The percentage in the last PAR Monitoring was 24.1%. Moreover, 14.9% of surveyed civil servants agreed that to get a civil service job in their institution one needs to have connections, interestingly this percentage in the last monitoring was higher (17%).

Figure. Civil servants perception regarding the appointment of their peers at least in part appointed thanks to political support
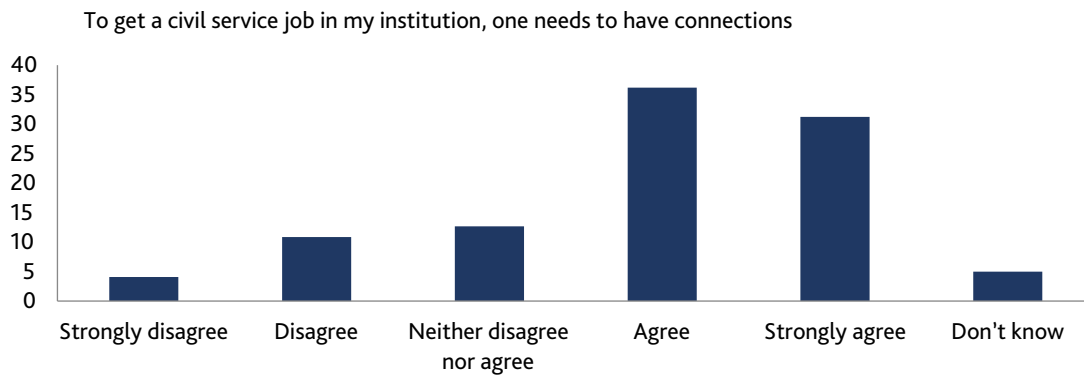
To get a civil service job in my institution, one needs to have connections

Note: Results are rounded to the nearest integer. Due to rounding, percentages may not always appear to add up to 100%
Base for CS survey N=221 n=171

The survey results on the question regarding the equal treatment in recruitment procedures for civil servants (regardless of gender, ethnicity, or another personal trait which could be basis for unfair discrimination) noted 30.76% agree or strongly agree. While more than a half (53.38%) disagree or strongly disagree. 38% of citizens share the opinion that public servants are recruited through public competitions based on merit (i.e. best candidates are enabled to get the jobs), which is a slight increase from the last monitoring (24.4%).

Figure. Please indicate the extent to which you agree or disagree with the following statement: Public servants are recruited through public competitions based on merit (i.e. best candidates are enabled to get the jobs).

Please indicate the extent to which you agree or disagree with the following statement: Public servants are recruited through public competitions based on merit (i.e. best candidates are enabled to get
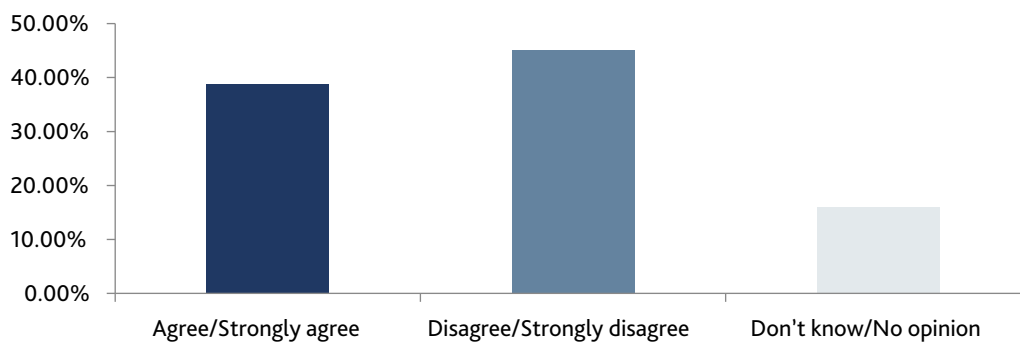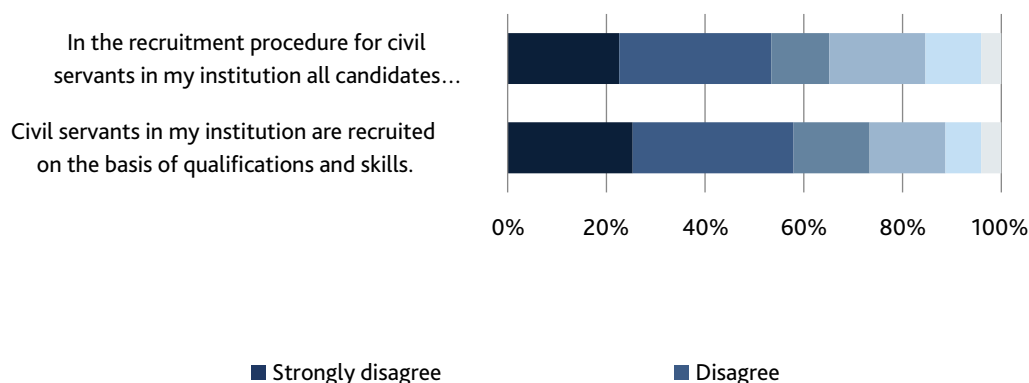
Figure. Civil servants' level of agreement with the following statements, reflecting their experience in the institution where they work

In the recruitment procedure for civil servants in my institution all candidates…

Civil servants in my institution are recruited on the basis of qualifications and skills.

■ Strongly disagree   ■ Disagree

Note: Results are rounded to the nearest integer. Due to rounding, percentages may not always appear to add up to 100%
Base for CS survey N=221 n=189

How does Kosovo do in regional terms?

Indicator P3_I1: Openness, transparency and fairness of recruitment into the civil service
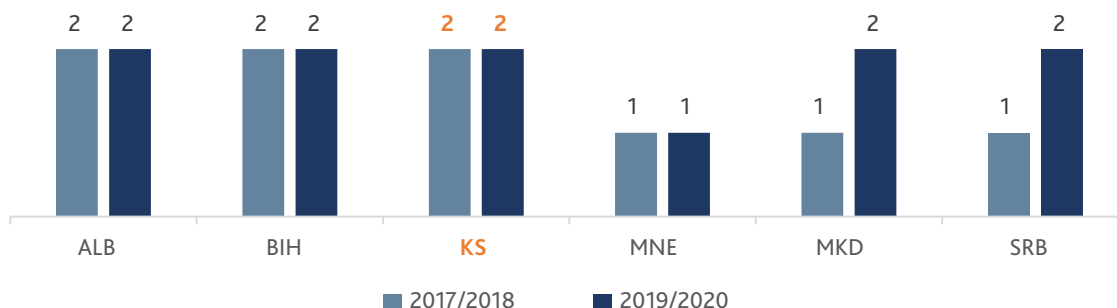
■ 2017/2018   ■ 2019/2020

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 2019/2020	Scores 2017/2018
The Law prescribes competitive, merit-based procedures for the selection of senior managers in the civil service.	2/2	1/2
The Law prescribes objective criteria for employment termination of senior civil servants.	0/2	0/2

Indicator elements	Scores 2019/2020	Scores 2017/2018
The merit-based recruitment of senior civil servants is efficiently applied in practice.	0/4	0/4
Acting senior managers can by law, and are, only appointed from within the civil service ranks for a maximum period limited by the Law.	2/4	2/4
Ratio of eligible candidates per senior-level vacancy.	0/4	0/4
Civil servants consider that the procedures for appointing senior civil servants ensure that the best candidates get the jobs.	0/2	0/2
CSOs perceive that the procedures for appointing senior civil servants ensure the best candidates get the jobs	0/2	0/2
Civil servants perceive that senior civil servants are appointed based on political support	0/2	0/2
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
Civil servants consider that senior civil servants would not implement and can effectively reject illegal orders of political superiors.	0/2	0/2
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
Civil servants perceive that senior civil servants are not dismissed for political motives	0/2	0/2
Civil servants consider the criteria for dismissal of senior public servants to be properly applied in practice	0/2	0/2
CSOs consider senior managerial civil servants to be professionalized in practice.	0/2	0/2
Civil servants perceive that senior civil servants do not participate in electoral campaigns of political parties	0/2	0/2
The share of appointments without competitive procedure (including acting positions outside of public service scope) out of the total number of appointments to senior managerial civil service positions.	0/4	4/4
Total score	**6/40**	**9/40**
Indicator value (scale 0 – 5)	**0**	**1**

According to the WeBER monitoring research over Law prescription, merit-based procedures for the selection of senior managers in the civil services shows a better result than previous monitoring. Also given a positive score on adequacy of the legislative framework for merit-based recruitments, this year's score is 14 out of 15 compared to the previous 10. The criteria objectivity for senior civil servants' employment termination in the legislative framework scored a negative result of 0 out of 4, while the effective application in practice of merit-based recruitment procedures for civil servants showed limited progress with 2.5 out of 9 (compared to the previous 0 assessment). A similar trend is marked as well on the surveys with civil servants, where 19.2 % either "agreed"(14%) or "strongly agreed" (5.2%) with the statement of "Procedures for appointing senior civil servants ensure that the best candidates get the jobs in my institution", compared to 15.8% previously.

Figure. The level of agreement of civil servants and CSOs about the following statement: "Procedures for appointing senior civil servants ensure that the best candidates get the jobs" (%)
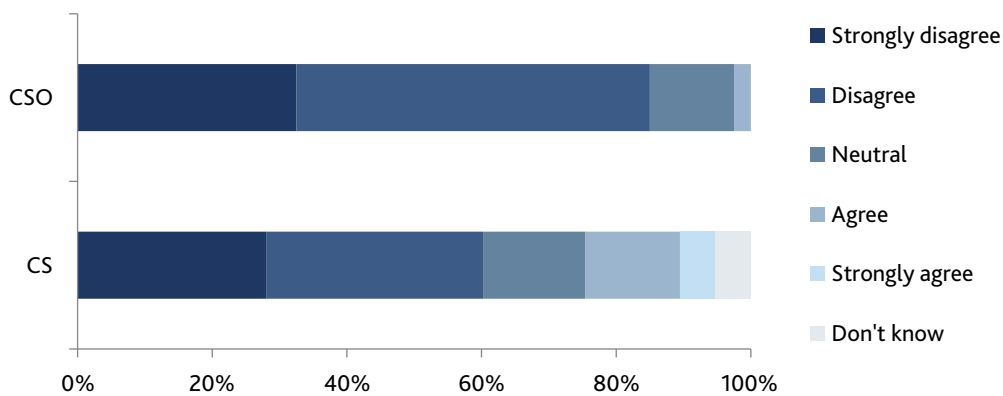
Note: Results are rounded to the nearest integer. Due to rounding, percentages may not always appear to add up to 100%
Base for CSO survey:N=49 n=32. Base for CS survey N=221 n=171

Among CSOs the same statement marks only 2.5% agreement and strong agreement, a negative shift given the previous monitoring's 12.2% results. The Regulation No. 17/2018 on the Procedures for Appointments to Senior Management Positions in the Civil Service of the Republic of Kosovo regulates the procedure for selecting acting senior level managers. According to this regulation, acting senior level managers are selected without any competition process, for a maximum duration of three (3) months. The heads of institutions shall appoint as acting senior manager the first subordinate officer or, when there are a number of subordinate officers of the same rank, then the officer who usually substitutes the senior manager during short absences is appointed (Article 17.2). This suggests that acting positions should be filled from within the civil service according to the regulation. As whether senior managerial civil servants are professionalized in practice, only 2.5% of CSOs "agree" or "strongly agree" with the statement.

Figure. CSOs' level of agreement with the following statement: Senior managerial civil servants are professional in practice (%)
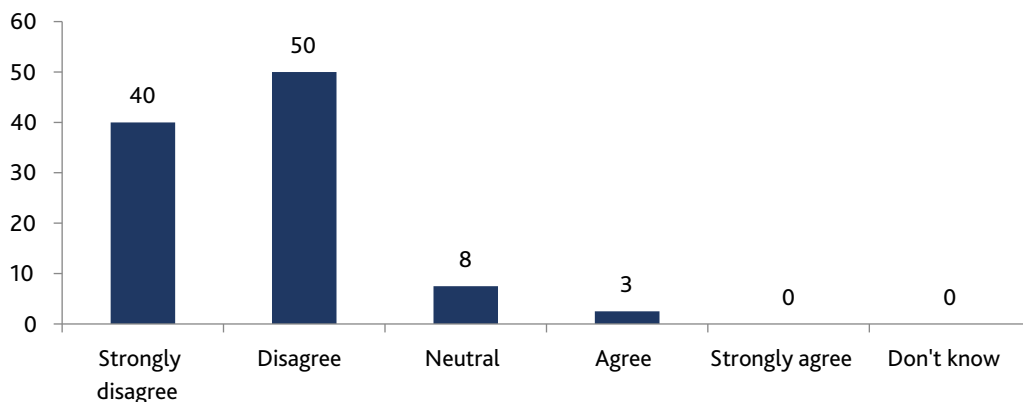
Note: Results are rounded to the nearest integer. Due to rounding, percentages may not always appear to add up to 100%
N=49 n=40

Among the civil servants, 11.6% replied either "rarely" or "never or almost never" to the statement "Senior civil servants are at least in part appointed thanks to political support". 13.3% of surveyed civil servants answered they either "disagree" or "strongly disagree" with the statement "Senior civil service positions are subject of political agreements and "divisions of the cake" among the ruling political parties".

Table. Civil servants' level of agreement with the following statements:

Statement	Strongly disagree	Disagree	Neither disagree nor agree	Agree	Strongly agree	Don't know
Senior civil service positions are subject to political agreements and "divisions of the cake" among the ruling political parties.	5	8	15	36	22	13
	Never or almost never	**Rarely**	**Sometimes**	**Often**	**Always or almost always**	**Don't know**
Senior civil servants are at least in part appointed thanks to political support.	5	6	12	42	27	7

Note: Results are rounded to the nearest integer. Due to rounding, percentages may not always appear to add up to 100%
Base for CS survey N=221 n=171

15.1% of surveyed civil servants replied "never or almost never" to the statement "In my institution, senior civil servants participate in electoral campaigns of political parties during elections".

Figure. Civil servants' level of agreement with the following statement: "In my institution, senior civil servants participate in electoral campaigns of political parties during election…"

In my institution, senior civil servants participate in electoral campaigns
of political parties during elections…
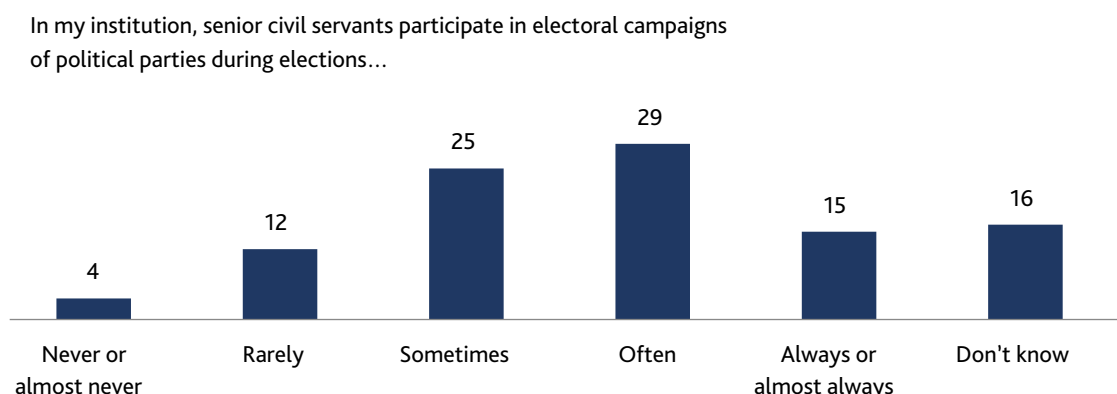
Note: Results are rounded to the nearest integer. Due to rounding, percentages may not always
appear to add up to 100%
Base for CS survey N=221 n=171

18% of surveyed civil servants replied they either "disagree" or "strongly disagree" to the statement " In my institution, senior civil servants would implement illegal actions if political superiors asked them to do so".
26.8% of surveyed civil servants replied they either "agree" or "strongly agree" with the statement " Senior civil servants can reject an illegal order from a Minister or another political superior without endangering their position", showing an almost static perception compared to the last monitoring's 27.2%.
17.5% 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".

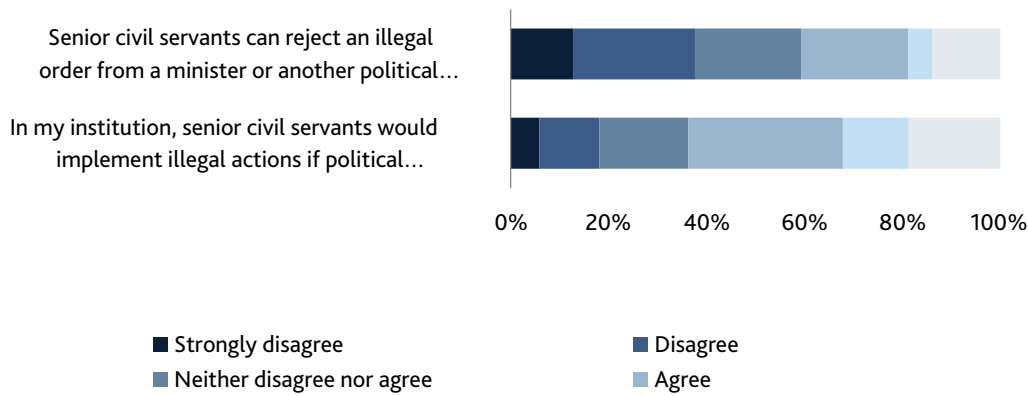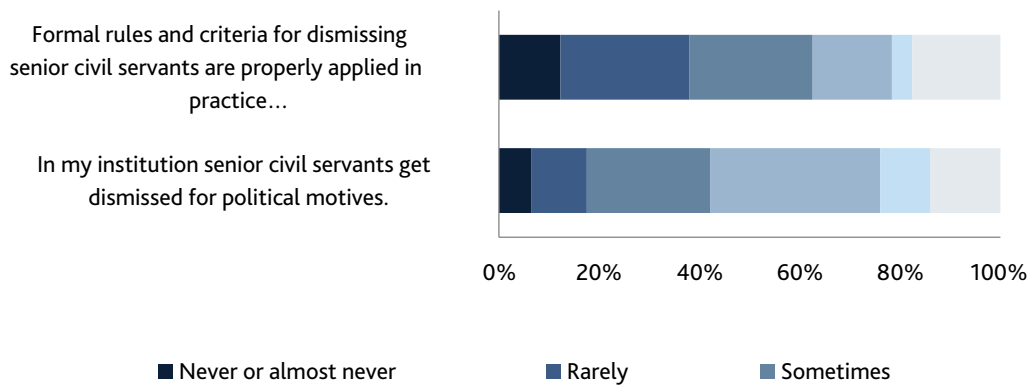**Figure.** Civil servants' level of agreement with the following statements (%)

Note: Results are rounded to the nearest integer. Due to rounding, percentages may not always appear to add up to 100%
Base for CS survey N=221 n=171

Figure. Civil servants' frequency of observing the following practices in the institution they work
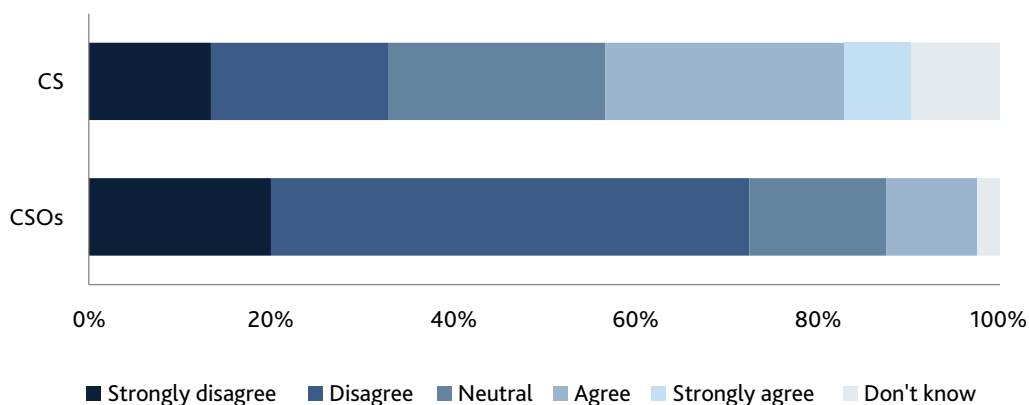

Note: Results are rounded to the nearest integer. Due to rounding, percentages may not always appear to add up to 100%
Base for CS survey N=221 n=171

Figure. CSOs and civil servants' level of agreement on effectiveness of integrity and anti-corruption in achieving their purpose (in the institution they currently work)

Note: Results are rounded to the nearest integer. Due to rounding, percentages may not always appear to add up to 100%
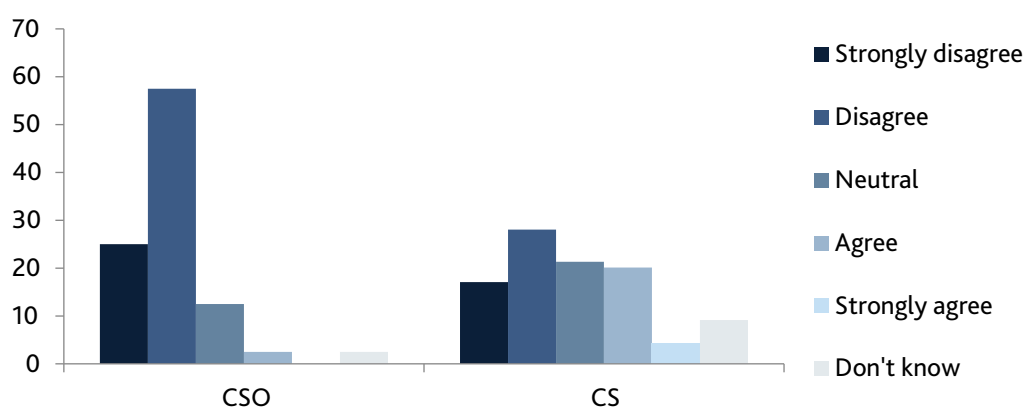Base for CSO survey:N=49 n=40. Base for CS survey N=221 n=164

Vetting or deliberation procedures on appointments of senior civil servants outside of the scope of the civil service legislation includes regulation of senior civil servants employment relations under two different by-laws (Regulation No. 06/2012 on Senior Management Positions, and Regulation No. 17/2018 Procedures for Appointments to Senior Management Positions in the Civil Service).The Prime Minister appoints the Council of Senior Management Positions members. This body, established under secondary legislation, is responsible for the recruitment of senior civil servants. It also regulates their performance appraisal, mobility, disciplinary procedures and dispute resolution. The Independent Oversight Board (IOB) plays an oversight role in the civil service system. Each selection process is managed by an ad hoc Criteria Assessment Commission (CAC), appointed by the Minister of Public Administration. Each CAC is made up of three Secretary Generals and two external experts, one from academia and the other from civil society. Introducing external experts is a good technique for preventing undue influence. Based on article 15 par.6 of the Regulation on the Procedures of Appointments to Senior Management Positions in the Civil Service of the Republic of Kosovo, the highest ranked candidate should be appointed. If not, a justification should be provided if the second or third highest-ranked candidate is appointed.

However, a low number of civil servants (only 4%) replied "always or almost always" to the statement "Formal rules and criteria for dismissing senior civil servants are properly applied in practice"

Analyzing the share of appointments without competitive procedures out of the total number of appointments to senior managerial civil positions, the research team was not provided with answers from the competent institution.

Figure. CSOs and civil servants' perception on the impartiality of integrity and anti-corruption measures.

Note: Results are rounded to the nearest integer. Due to rounding, percentages may not always appear to add up to 100%
Base for CSO survey:N=49 n=40. Base for CS survey N=221 n=164

How does Kosovo do in regional terms?

Indicator P4_I1: Effective protection of senior civil servants' position from unwanted political interference
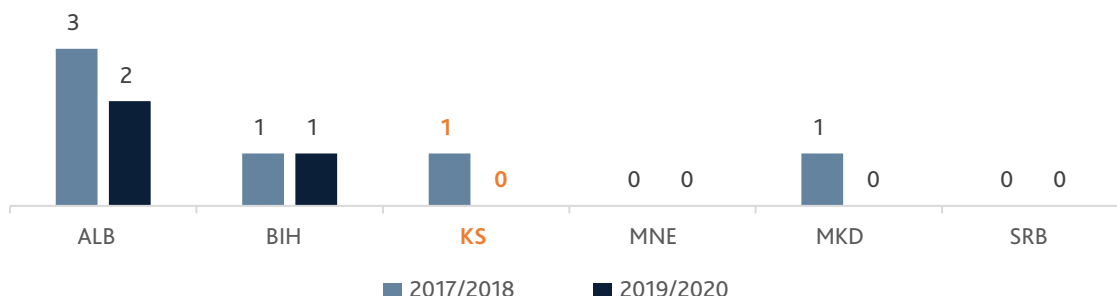
Principle 5: The remuneration system of public servants is based on the job classification; it is fair and transparent

WeBER Indicator PSHRM P5_I1: Transparency, clarity and public availability of information on the civil service remuneration system

Indicator elements	Scores 2019/2020	Scores 2017/2018
The civil service remuneration system is simply structured.	0/4	0/4
The civil service salary/remuneration system foresees limited and clearly defined options for salary supplements additional to the basic salary.	0/4	0/4
Information on civil service remuneration system is available online	4/4	0/6

Citizen-friendly explanations or presentations of the remuneration information are available online.	4/4	0/2
Discretionary supplements are limited by legislation and cannot comprise a major part of a civil servant's salary/remuneration.	1/2	0/4
Civil servants consider the discretionary supplements to be used for their intended objective of stimulating and awarding performance, rather than for political or personal favoritism.	0/2	0/2
Total score	**0/22**	**0/22**
Indicator value (scale 0 – 5)	**0**	**0**

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 58 legal documents by individual institutions. Most of them are individual decisions or administrative instructions (interview with the Director of the Legal Department in the Ministry of Public Administration). Therefore, the salary system remains the same as in the past years. As for the new law planned to enter into force, it was adopted by the Assembly on March 2019 but has yet to enter into force due to two interim measures of the Constitutional Court after a complaint filed by the Ombudsperson. On 30 June 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. The Court moreover 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 to reach its main aim, namely the harmonization of salaries throughout the public sector.

As for the SIGMA sub-indicators used by WeBER researchers to performed their own calculations, it was concluded that the information over salary offered is not available in job announcements in the Government portal. Furthermore, the information on total average salaries per civil servant category is not available and neither is the general information on salaries. As for the other element which concerns SIGMA sub-indicators on discretionary supplements limited by legislation and cannot comprise a major part of a civil servant's salary/remuneration, the information was unavailable due to the lack of response from the relevant Ministry. Besides this, there is no document available that provides explanations of information about the remuneration system available in the Ministry of Internal Affairs (Public Administration section)'s website.

The civil service survey stipulates that 26% of respondents strongly agreed and 13.6% agreed to the statement that bonuses or increases in pay grades are used by managers only to stimulate or rewards performance, whereas 13.4% opted "rarely" and "never" to the statement that political and personal connections help employees to receive bonuses or increase in pay grade.

Table. Civil servants' agreement with the following statements:

Statement	Strongly disagree	Disagree	Neither disagree nor agree	Agree	Strongly agree	Don't know
Bonuses or increases in pay grades are used by managers only to stimulate or reward performance.	25	31	17	14	4	9

	Never or almost never	Rarely	Sometimes	Often	Always or almost always	Don't know
Political and personal connections help employees to receive bonuses or increases in pay grades	13	11	15	24	18	18

Note: Results are rounded to the nearest integer. Due to rounding, percentages may not always appear to add up to 100%
Base for CS survey N=221 n=169

Figure. Civil servants' level of agreement regarding the following statement
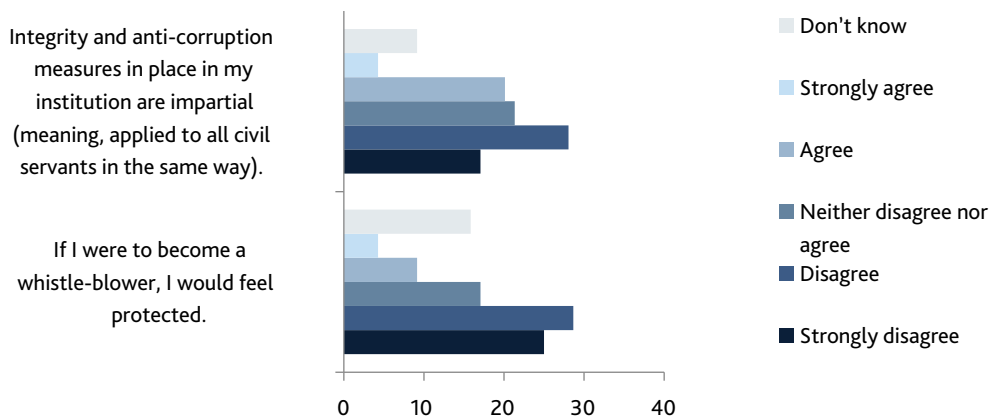
Note: Results are rounded to the nearest integer. Due to rounding, percentages may not always appear to add up to 100%. Base for CS survey N=221 n=164
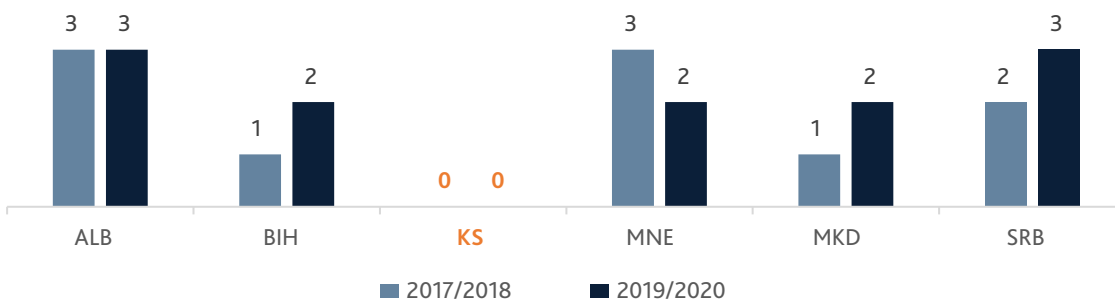
How does Kosovo do in regional terms?

Indicator P5_I1: Transparency, clarity and public availability of information on the civil service remuneration system

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

WeBER Indicator PSHRM P7_I1: Effectiveness of measures for the promotion of integrity and prevention of corruption in the civil service

Indicator elements	Scores 2019/2020	Scores 2017/2018
Integrity and anti-corruption measures for the civil service are formally established in central administration.	4/4	4/4
Integrity and anti-corruption measures for the civil service are implemented in central administration.	2/4	2/4
Civil servants consider the integrity and anti-corruption measures as effective.	1/2	0/2
CSOs consider the integrity and anti-corruption measures as effective.	0/2	0/2
Civil servants consider that the integrity and anti-corruption measures are impartial.	0/2	0/2
CSOs consider that the integrity and anti-corruption measures in state administration are impartial.	0/2	0/2
Civil servants feel they would be protected as whistleblowers.	0/2	0/2
Total score	**7/18**	**6/18**
Indicator value (scale 0 – 5)	**2**	**1**

Based on Sigma methodology, Kosovo achieved 5 out of 5 on completeness of the legal framework for public sector integrity, and 4 out of 4 on the existence of a comprehensive public sector integrity policy and action plan, reaching 100% of the objectives. However, onto the implementation phase, scored only 1 point out of 3 when the integrity and anti-corruption measures for the civil services being implemented in central administration were analyzed. From the survey, 24% of the civil servants perceive that integrity and anti-corruption measures in place in their institutions are impartial whereas, among CSO, only 2.5% do so. Previous monitoring resulted in similar scores among the categories, civil servants with 26.8% and CSO with 0% agreeing that integrity and anti-corruption measures are impartial. A very skeptical perception is visible among CSOs.

As whether they consider the integrity and anti-corruption measures as effective, civil servants' perception is higher than that of CSOs, with 33.3% compared to 10%. Looking into the previous monitoring, 25.4% of civil servants perceived those measures as effective, and 9.8% of CSO did so. No trend is visible on the issue.

In terms of security, if civil servants would be protected as whistleblowers this year's monitoring marked a decrease, with 13.3% of agreement from civil servants and 18.4% from CSOs.

Indicator P7_I1: Effectiveness of measures for the promotion of integrity and prevention of corruption in the civil service

Chart legend: ■ 2017/2018 ■ 2019/2020

Values: ALB 2, 2; BIH 0, 0; KS 1, 2; MNE 1, 2; MKD 1, 2; SRB 2, 1
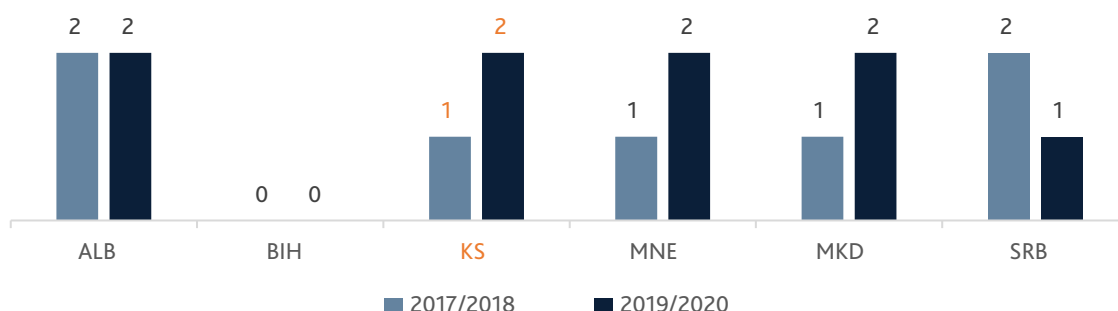
4.5. Summary results: Public Service and Human Resource Management

Under the PSHRM area, WeBER monitors public availability of information, transparency of procedures and explores civil servants and CSOs' perceptions regarding the public service professionalism and integrity and the merit character of recruitment.

During this monitoring period, research shows that there is a decrease on public availability of official data and reports on civil service and employees in central state administration. COVID-19 restrictions and political instability, as well as the merging of the Ministry of Public Administration with the Ministry of Internal Affairs, are among the main factors which influenced this change. Annual Reports on the State of Civil Service in Kosovo from 2017 and 2018 were acquired only by FOI requests, while the 2019 report was not available to the public. The data is segregated based on rank, level (central or municipality), gender, ethnicity, and education. Differently from the PAR Monitor of 2017-18, reports also segregated data at the level of functions (rank) held this time . The reports generally provide general information on the quality and outcomes for the public service, but they are not filled with evidence and independent sources. Data from the Annual Report is not made available in an open format and was not actively promoted to the public through social media or press releases.

The Law on Public Officials, which would abrogate the Law on Civil Service, have been declared unconstitutional by the Constitutional Court in certain articles designated for independent agencies and institutions after two suspensive measures of this law. The articles which the Constitutional Court found unconstitutional will be sent to the Assembly of Kosovo, which is the competent institution regarding their regulation. Law No.06/L-114 on Public Officials

In the beginning of the monitoring cycle on January 2020, the Constitutional Court did not decide on the Law on Public Officials' constitutionality. Therefore the monitoring, as well as the 2019 recruitments analyzed calls, are based on the Law on Civil Service. The Law on Civil Service is not abrogated due to changes that competent institutions have to undergo in order meet the demands in accordance with the Constitutional Court judgment.

Concerning admissions to civil service, recruitment is regulated by the Regulation 02/2010 on Recruitment Procedures in Civil Service. Texts of open competition announcement, content of the call, decisions, form of applications and public availability of both announcement and decisions are regulated according to this regulation in place. The regulation states that relevant institutions shall ensure all recruitment advertisements are easy to approach during the duration

of advertisement. Recruitment advertisements shall be published in daily press and electronic media within 5 working days, as well as in the Government portal and the relevant institution's portal. To that extent, all sampled institutions publish public competition announcements on their respective website. Despite the fact that institutions generally uphold recruitment procedures, results from the civil servant survey display a significant level of skepticism towards the effectiveness of such procedures in terms of the substance. Only 22.17% of civil servants "strongly agree" and "agree" that administration's employee are recruited on the basis of qualifications and skills. The percentage in the last PAR Monitoring was higher, 24.1%. 14.9% of survey civil servants agreed that to get a civil service job in their institution one needs to have connections - interestingly this percentage in the last monitoring was 17%.

Furthermore, our findings show that public competition announcements contain no elements which the given methodology considers as unreasonable barriers for external candidates. The application process is organized in three phases, with all documents to be obtained and submitted upfront by the candidate across all sampled institutions, in this first phase. The other two phases are tests and interviews and do not require additional documents.

According to the WeBER monitoring research over Law prescription, merit-based procedures for the selection of senior managers in the civil services shows a better result than in the previous monitoring, with a score of 14 out of 15 compared to last year's 10 out of 15.

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 58 legal documents by individual institutions. Most of them are individual decisions or administrative instructions (interview with the Director of the Legal Department in the Ministry of Public Administration). Therefore, the salary system remains the same as in the past years. As for the new law which was planned to enter in force, it was adopted by the Assembly on March 2019 but it has yet to enter into force because of two interim measures of the Constitutional Court after the complaint filed by the Ombudsperson. On 30 June 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. the information over salary offered is not available in job announcements in the government portal, neither are the job announcements. Moreover, the information on total average salaries per civil servant category is not available and neither is the general information on salaries. As for the SIGMA sub-indicators on discretionary supplements limited by legislation and cannot comprise a major part of a civil servants' salary/remuneration, information was unavailable due to the lack of response from the relevant Ministry. Besides this, there is no document available that provides an explanation on the remuneration system available in the Ministry of Internal Affairs (Public Administration section)'s website.

4.6. Tracking recommendations from PAR Monitor 2017/2018

Recommendation	Status	Comment
HRMIS should be implemented in all public institutions and all the data should be uploaded on a regular basis. The Government needs to ensure mechanisms for obliging these institutions to actively contribute to the data collection on the civil service system.	Partially	Most of the data has been updated and placed in the HRMIS, although the 2020 COVID-19 situation made it impossible to finalize this process. Additionally, the requirements of the Law on Public Officials require to determine the status of public officials, which means the exact number of civil servants. After the determination of the status of public officials, the number of civil servants will be precisely defined, and this will enable the system to finalize the collection of basic data on civil servants.
The data on the Annual Reports on Civil Service, in addition to aggregate level, should be reported on a municipal level and per institution, or at least per type of institution. The data segregated based on gender, ethnicity and education level should be also done according to the level of functions or type of institution.	Completed	This recommendation has been implemented, the data is available in the finalized report on the state of the civil service 2020, which has yet to be approved by the Parliament and only then will it be published.
The Annual Report on Civil Service should include data on all forms of temporary engagements in the civil service. The data should follow the current structure of the data on civil servants, with additional fields on the type and duration of the temporary contract. This will allow for better understanding of the state of play in the civil service.	Completed	This recommendation has been implemented, the data is available in the finalized report on the state of the civil service 2020, which has yet to be approved by the Parliament and only then will it be published
Statistical data on the civil service should be publicly available, including in open data formats (excluding the data or parts that contain personal information). This can be done either via functionalization of HRMIS or through the webpage of the MPA, as well as the Open Data Portal. Data should be available for download and be machine-readable.	Completed	This recommendation has been implemented. Updated data is placed on the Open Data portal www.opendata.rks-gov.net
The Government should enact a special Regulation on the HRMIS. The Regulation should explicitly prescribe the frequency and methods of updating the Registry, its management and monitoring, as well as the sanctions for bodies not complying with the CSL or the Regulation. Furthermore, the Regulation should explicitly state the designated authority (DCSA) responsible for ensuring accuracy and regular updates of the HRMIS. This body will have a role in monitoring and taking measures against institutions which do not respect legal requirements.	Not implemented	Any kind of sanction should be imposed by the law, and not by another act with less power.

Recommendation	Status	Comment
The HRMS should produce and publish comprehensive annual reports on the implementation of laws and policies pertaining 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.	Not implemented	PAR Monitor 2019-2020 The Annual Report on the implementation of law and policies pertaining the human resource management in the civil service is not comprehensive.
The Government and the MPA should actively promote reports on the CS through popular nation-wide means, such as webpages, social media, press releases or media statements.	Partially	The report on the civil service is available on the webpage of the Ministry of Internal Affairs only.
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 web pages, for filtering vacancy announcements.	Implemented	It is obligatory to announce vacancies in daily newspapers and on websites, which are then published on other private websites (e.g. advertisements on several individual websites)
State administration bodies should put effort in making public competition calls more understandable to external candidates.	Partially	An effort to produce less bureaucratic competition calls has been depicted in the monitoring cycle.

4.7. PAR Monitor 2019-2020 recommendations

All-encompassing reports on the state of play in the civil service would serve for better HRM policy planning, making and implementation.

    a. 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.

Recruitment into the civil service does not ensure that the best candidates get employed. To improve recruitment transparency, openness and fairness and thus comply with the merit-based principle, practices should be improved starting from advertising the vacancy to the decision on the outcome of the selection process.

    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.

    c. 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.

It is recommended the Government prepare a report with relevant data on the type, criteria and duration of temporary engagements of individuals with Special Service Agreements which, according to the Law for Public Servants, can be obtained only according to the Law on Public Procurement and the rules issued by the Public Procurement Regulatory Commission for this purpose.

Recruitment procedures for senior public officials should be supported and monitored by specialized organizations. Their recommendations should be implemented in this process. The change and termination of employment must be done only in accordance with the conditions set out in the law and any decisions should be in line with the legal framework.

Internal reorganization and systematization of the civil servants according to the legislation of public officials should be completed. The regulations for internal organization should also contain the part of job systematization including each class and each specialization group.

5. ACCOUNTABILITY

5.1. 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					
0	**1**	2	3	4	5

ACC P2 I1: Proactive informing of the public by public authorities					
0	**1**	2	3	4	5

5.2. State of Play in [Accountability]

The right of access to public documents is guaranteed in Article 41 of the Constitution of the Republic of Kosovo[57], stating that every person has the right of access to public documents. The basic law in force that regulates this right is Law no. 06 / L-081 on Access to Public Documents (LAPD), which entered into force in 2019 and thus abolishing the previous law.[58] The Law on Access to Public Documents applies to any public document, except information that is classified. A public document according to the LAPD is "any act, fact or information in electronic or oral form, printed form, in visual or audiovisual recordings produced or kept by a public institution". This new law establishes as basic principles of the right of access to public documents: 1) proactive publication and 2) disclosure of data. Public institutions' proactive publication or initiative obliges them to publish every public document on the official websites of public institutions. In addition, paragraph 2 of Article 5 contains what content the websites of institutions should have without being limited. Regarding the publication of open data, LAPD obliges public institutions to enable the opening of data in a central portal by enabling, inter alia, comparison and interaction between them to improve governance and citizen engagement. Although Kosovo has a centralized portal for publishing open data [59], the same needs to be kept up by all public institutions. Regarding open data, the 2020European Commission report on Kosovo[60] considered that: "Kosovo is improving with the increase in the availability of public data on the government's open data platform. By the end of 2019, 195 data sets were published on the Open Data Portal". Article 9 of the LAPD emphasizes that public institutions must appoint the responsible official who will serve as liaison officer for the open data publication.

The new law on access to public documents, like the old one, stipulates that every person has the right to request access to public documents and they can be submitted in any way that allows the institution to identify the required public document. If the request is verbal, the responsible official must draft that request in writing.[61] The applicant, according to the LAPD, may remain anonymous vis-à-vis third parties. The deadlines for handling access requests to public documents remain the same as in the old law. The law stipulates that the institutions must, within 7 days from the moment the request is registered, issue a decision approving, rejecting or partially approving the request. A novelty of the new law is the 48-hour deadline for requests for public documents which are necessary to protect the life or liberty of a person.[62] According to Article 12 of this law, the institution can extend the decision-making deadline on access to public documents up to 15 days, but must notify the subject on the progress or reasons for delay no later than 8 days upon the request's receipt.

The new law has categorically specified the grounds on which the right of access to public documents is restricted and the cases in which access should always be allowed. The restriction of this right and the permissible grounds for access are in accordance with the principle of proportionality in Law no. 05 / L-031 on General Administrative Procedure[63]. The novelty of the new law is the inclusion of the test of harm and public interest in the institution's assessment

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57   Constitution of the Republic of Kosovo, Article 41, available at: https://gzk.rks-gov.net/ActDetail.aspx?ActID=3702
58   Ligji per Qasje ne Dokumente publike, available at: https://gzk.rks-gov.net/ActDetail.aspx?ActID=20505
59   https://opendata.rks-gov.net/
60   Raporti pwr Kosovwn, 2020, available at: https://www.mei-ks.net/sq/raporti-i-progresit-585
61   LAPD, Article 10
62   LAPD, Article 12
63   Ligji Nr. 05/L -031 për Procedurën e Përgjithme Administrative https://gzk.rks-gov.net/ActDetail.aspx?ActID=7615

whether it can provide access to a public document. Regardless of the grounds set for the refusal of access to public documents, the institution is obliged to indicate whether it possesses the public document and it cannot refuse access without taking the test of harm and public interest. This test indicates whether the harm caused by the protected interest is more important than the public interest in accessing the requested document. Cases when it is always guaranteed are explicitly defined: "3. Access to public documents is always allowed, if: 3.1. the required public document relates to the expenditure of public money; 3.2. the public document relates to the exercise of public functions or the employment relationship of public officials, unless there is personal data protected or when otherwise specified in the relevant laws; 3.3. the required public document relates to the environment, waste, hazardous substances or information on environmental safety reports, as provided by the relevant law on environmental protection".[64] Influencing the principle of transparency and accountability, this article allows every citizen to be informed on where their money is being spent, and can be held accountable for the implementation of public functions, labor relations established by institutions and harmonizes with the Aarhaus Convention on environmental matters.

In terms of financial cost, documents can be provided free of charge, with some exceptions[65]. However, the law states that the fee does not apply in relation to personal data requirements. According to CSOs[66], most of the documents requested and received are in electronic form.

The Law on Access to Public Documents obliges all public institutions to designate the unit or official who is responsible for managing access to public documents. They are also responsible for the preparation of annual reports that must be sent by 31 January to the responsible institution. Under the old law, the Office of the Prime Minister (OPM) was responsible for drafting a comprehensive report on the handling of requests for access to public documents, although the OPM was not the authority to enforce this right (for example in cases where requests for access to public documents were rejected without legal basis). Also, the OPM did not have the competence to impose sanctions on public institutions which failed to comply with the law in question. With the new Law, the Agency for Personal Data Protection has been transformed into the Agency for Information and Privacy, thus expanding the scope in the field of the right of access to Public Documents. In addition to the duties and responsibilities in the field of Personal Data Protection, the Agency has been monitored on the observance of the Law on Access to Public Documents by public institutions, in the Assembly of the Republic of Kosovo. The Agency will also serve as a second instance with executive power in imposing punitive measures in cases of non-implementation of the law on access to public documents. Regarding fines, the new law on Access to Public Documents has been extended in contrast to the old one, allowing the Agency to impose fines. In addition, the Agency, before imposing a fine, offers the public institution a period of 7 days to rectify the violation committed, so that the fine is not imposed. According to the new law on access to public documents, sanctions only apply to the public institution against which a complaint has been filed that hindered the realization of the right to access public documents.

The Agency is also responsible for drafting the comprehensive report, which is drafted based on the public institutions' annual reports on handling requests for access to public documents. The report of the Agency for 2020[67] shows 1401 requests addressed to the institutions, of which 1291 were granted access, 88 were denied access, 28 were granted partial access, and 70 of the total requests were reviewed. The report shows that 61 institutions reported to the Agency, while 92 did not. Also, 10 of the reporting institutions stated that they did not receive any requests on access to public documents.

The Agency for Information and Privacy should also report to the Assembly of Kosovo on the implementation of laws that are within its scope. At the head of this Agency is the Commissioner,

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64   Ligji 06/L-081 për Qasje në Dokumente Publike, neni 17, par.3. I qasshem ne:
      https://gzk.rks-gov.net/ActDetail.aspx?ActID=2724
65   1.Consultation of public documents in the public institutions' premises shall be granted free of charge, but does not
      exclude fees that can be imposed for related services rendered by libraries, archives and museums.
      2. Costs for a copy of a public document may be charged to the applicant, which shall be reasonable and shall not exceed
      the real cost for production and the service of a copy.
66   Focus Group with CSOs- 22 October 2020
67   The report was obtained through an FOI.

who is appointed by the Assembly of the Republic of Kosovo as an independent body. The role, duties and responsibilities of the Commissioner are regulated by Law No. 06 / L-082 on Personal Data Protection[68], which entered into force in February 2019. Although the Information and Privacy Agency was established in 2019, efforts to select the Commissioner have failed each time. In 2019, the dissolution of the Assembly made the selection of the Commissioner impossible. After two failed processes in 2019, the same occurred in 2020. Following the names sent by the Committee on Security and Defense, the Assembly of Kosovo failed to select a Commissioner for Information and Privacy.

According to the Global Right to Information Rating, Kosovo ranks 30th, in contrast to the previous monitoring when Kosovo ranked 25th place in terms of providing access to public documents.[69] The European Commission 2020 report on Kosovo mentions the entry into force of the new law on access to public documents, and emphasizes that the continued implementation of this new law should improve the public's ability to demand accountability from government. Also, the EU report notes the finalization of the process of appointing the Information and Privacy Commissioner as essential for the full functionality of the Agency for Information and Privacy.

What does WeBER monitor and how?

The SIGMA Principle covering the right to access public information is the only Principle presently monitored in the Accountability area.

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

This Principle bears great significance from the perspective of increasing the administration's transparency and holding it accountable by civil society and citizens, but also from the viewpoint of safeguarding the right-to-know by the general public as the precondition for better administration. The WeBER approach to the Principle does not consider assessment of regulatory solutions embedded in free access to information acts, it rather relies on the practice of reactive and proactive information provision by administration bodies. On one hand, the approach considers the experience of civil society with the enforcement of the legislation on access to public information and, on the other, is based on direct analysis of administration bodies' websites.

Monitoring is performed by using two WeBER indicators, the first one entirely focusing on civil society's perception of the scope of right to access public information and whether enforcement is enabling civil society to exercise this right in a meaningful manner. To explore perceptions, a survey of civil society organizations in the Western Balkans was implemented using an online surveying platform, in the period ranging from 23 June to 4 August 2020 The uniform questionnaire with 28 questions was used in all Western Balkan countries ensuring an even approach in survey implementation. It was disseminated in local languages through the existing networks and platforms of civil society organizations with large contact databases but also through centralized points of contact, such as governmental offices in charge of cooperation with civil society. To ensure that the survey targeted as many organizations as possible in terms of their type, geographical distribution, and activity areas, and hence contribute to wider representativeness, additional boosting was done when needed. Finally, a focus group with CSOs was organized to complement survey findings with qualitative data. However, focus group results are not used for point allocations for the indicator.

The second indicator has proactive public informing by administration bodies as its focus, particularly by monitoring comprehensiveness, timeliness and clarity of the information disseminated through official websites. In total, 18 pieces of information are selected and assessed against two groups of criteria: 1) basic criteria looking at completeness and whether information is up to date, and 2) advanced criteria looking at the accessibility and citizen-friendliness of the

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68   Law No. 06/L-082 on Protection of Personal Data , available at: https://gzk.rks-gov.net/ActDetail.aspx?ActID=18616
69   Global Right to Information Rating. Available at: https://www.rti-rating.org/country-data/

information. A search of information is conducted through the official websites of the sample of seven administration bodies consisting of three line Ministries - a large, a medium, and a small Ministry in terms of thematic scope, a Ministry with a general planning and coordination function, a Government office with center-of-government function, a subordinate body to a Minister/Ministry, and finally a Government office in charge of delivering services.

5.3. 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 2019/2020	Scores 2017/2018
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
CSOs consider exceptions to the presumption of public character of information to be adequately defined	1/2	1/2
CSOs consider exceptions to the presumption of public character of information to be adequately applied	0/2	0/4
CSOs confirm that information is provided in the requested format	1/2	1/2
CSOs confirm that information is provided within prescribed deadlines	1/2	1/2
CSOs confirm that information is provided free of charge	2/2	2/2
CSOs confirm that the person requesting access is not obliged to provide reasons for requests for public information	1/2	0/2
CSOs confirm that, in practice, the non-classified portions of otherwise classified materials are released	0/4	0/4
CSOs consider that requested information is released without portions containing personal data	0/2	0/2
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
CSOs consider that the designated supervisory body has, through its practice, set sufficiently high standards on the right to access public information	4/4	4/4
CSOs consider the soft measures issued by the supervisory authority to public authorities to be effective	1/2	1/2
CSOs consider that the supervisory authority's power to impose sanctions leads to sufficiently grave consequences for the responsible persons in the noncompliant authority	0/2	0/2
Total score	**11/34**	**10/34**
Indicator value (scale 0 – 5)[70]	**1**	**1**

The entire indicator is based on an online perception survey which is conducted widely among the civil society in each country, given that civil society organizations have vast experience in the application of the freedom of information legislation and rely on it. Since full sample representativeness is almost impossible to achieve, researchers ensured nation-wide dissemination to various sectors and types of organizations. The survey conducted shows that only 9% of CSOs

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[70] Conversion of points: 0-10 points = 0; 11-19 points = 1; 20-28 points = 2; 29-37 points =3; 38-46 points = 4; 47-56 points = 5

agree 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, which indicates a regression comparing to the previous PAR Monitor (21%).

Figure. CSOs' perception regarding the extent to which public institution record sufficient information to enable the public to fulfill the right to free access of information of public importance
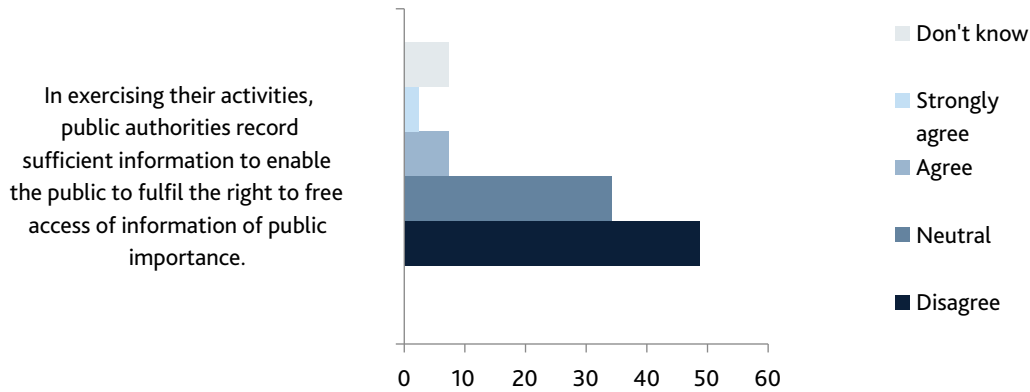
Note: Results are rounded to the nearest integer. Due to rounding, percentages may not always appear to add up to 100%
N=49 n=41

As of whether the legislation prescribes adequate exceptions to the public character of information produced by public authorities 51% agree, compared to 30% from the 2017-2018 PAR Monitor. In addition, the PAR Monitor 2017-2018 indicated that only 4.5% CSOs agreed those exceptions are adequately applied in practice. Although still quite low, this year's survey showcases a 9% agreement on application of exceptions.

Figure. CSOs' experience with exercising the right to free access of information (%)
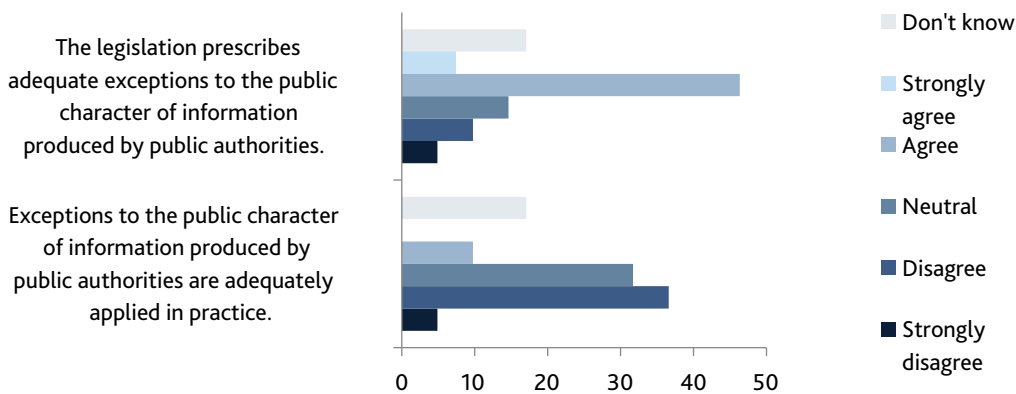
Note: Results are rounded to the nearest integer. Due to rounding, percentages may not always appear to add up to 100%
N=49 n=41

This year's surveys notes a slightly better stance from CSOs that have used the right to freedom of information request, than the previous 47% of respondents claiming that provided information is "often" or "always" in the requested format. In addition, a large majority of 87.5% declared that requested information is provided free of charge, indicating once again a better stance compared to the PAR Monitor 2017-2018 (71%). Furthermore, 37.5% of respondents claim they have "rarely" or "never" been asked to provide reasons for sending requests, marking a slight improvement from the previous monitoring (25%).

Table. CSOs' perception about certain aspects of FOI requests (%)

When my organization requests free access to information …	Never	Rarely	Sometimes	Often	Always	Don't know
…provided information is in the requested format.	6	13	31	34	13	3
…information is provided within prescribed dead-lines.	6	28	16	34	9	6
…. information is provided free of charge.	0	0	3	9	78	9
…the person requesting access is asked to provide reasons for such a request.	16	22	16	25	16	6

Note: Results are rounded to the nearest integer. Due to rounding, percentages may not always appear to add up to 100%
N=49 n=32

When requesting access to information that contains classified materials, 12.5% of respondents believe that non-classified portions of these materials were released but almost a third "do not know" (31.2%). This is significantly than the 2017-2018 figure for "do not know" (57%), when only 7% agreed. In addition, in the nee monitoring period, 28% affirmed that when requesting information that may contain personal data materials, "often" or "always" portions not containing personal data of these materials are released (10 percentage points increase in the agreement from the PAR Monitor 2017-2018), however 25%) still "do not know". Total of 12.5% of respondents does not think that portions of requested material are released in a way to mislead the requesting person with only partial information (responses "never" or "rarely"), which is almost the same as in the PAR Monitor 2017-2018 (14%).

Figure. CSOs' perception on the frequency each of the following occurs when their organization requests free access to information
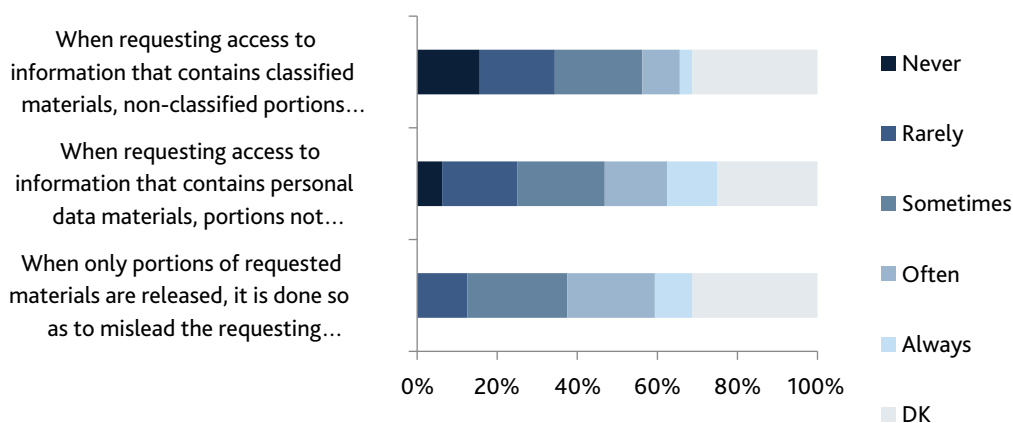
Note: Results are rounded to the nearest integer. Due to rounding, percentages may not always appear to add up to 100%
N=49 n=32

Despite the decrease looking back to the previous monitoring cycle, there is still a high number of CSOs, almost a third, which are unable to provide an answer (31% "do not know"). Finally, almost two thirds of the surveyed CSOs "agreed" or "strongly agreed" (62.5%) that the National Agency for Personal Data Protection, through its practice, sets sufficiently high standards of the right to access public information. Moreover, 44% of CSOs state that soft measures issued by the National Agency to public authorities are effective in protecting access to information. Still, only

25% of CSOs "agreed" or "strongly agreed" that sanctions prescribed for the violation of the right to free access of information lead to sufficiently grave consequences in practice.

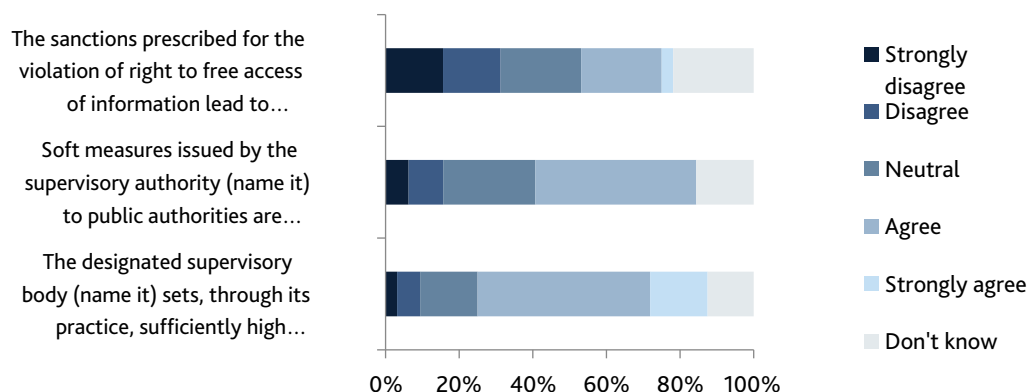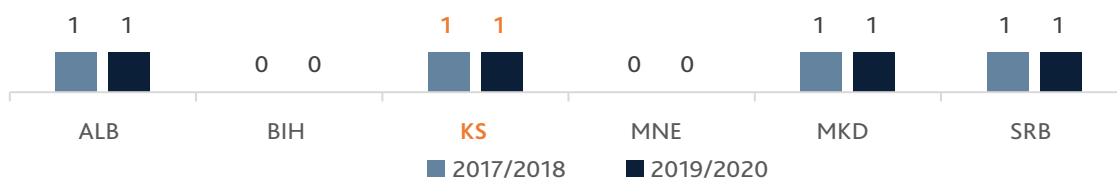**Figure.** CSOs' level of agreement with the following statements:

Note: Results are rounded to the nearest integer. Due to rounding, percentages may not always appear to add up to 100%
N=49 n=32

How does Kosovo do in regional terms?

Indicator ACC P2 I1: Civil society's perception of the quality of legislation and practice of access to public information

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

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 scope of work is not regular across all sample institution. The seven institutions that were analyzed in this indicator were: 1. Ministry of Economy, Labor, Trade, Industry, Entrepreneurship and Strategic Investments (MELTIESI). Ministry of Infrastructure and Environment (MIE), 3. Ministry of Culture, Youth and Sports (MCYS), Ministry of Finance and Transfers (MFT), Office of the Prime Minister (OPM), Tax Administration of Kosovo (TAK) and Kosovo Cadastral Agency (KCA).Out of the seven institutions, four published on their websites during the monitoring period, of which three kept online content updated and in line with Regulation-no. 05/2020 on the Areas of Administrative Responsibility of the Office of the

Prime Minister and Ministries. Although easily accessible, when available, this information is not generally presented in a citizen-friendly way, as institutions mostly copy descriptions from legal acts, except for Tax Administration of Kosovo (TAK) and Kosovo Cadastral Agency (KCA). TAK and KCA are the exception once again, this time with regards 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 TAK) and easily accessible information on policy documents and legal acts. Similarly, almost all sample institutions, apart from Ministry of Infrastructure and Environment (MIE) and Ministry of Culture, Youth and Sports (MCYS), publish policy paper, studies and analysis relevant to policies under their competences. However, none of this information and across all sample institutions is presented in a citizen friendly way. Meanwhile, only three out of the seven sampled institutions published complete, up to date, easily accessible and citizen-friendly annual reports. The four institutions with no annual reports available on the website are all Ministries. It is noteworthy that publications of budgetary information (financial plans and reports) are almost entirely absent across all institutions. The one and only positive case in that regard is TAK, whose financial plans and reports are both easily accessible and presented in a citizen-friendly way. Moreover, all sampled institutions provide complete, accessible and citizen-friendly contact information, of which only Ministry of Infrastructure and Environment s contact information were not updated. As for the organizational charts, four of the total sampled institutions provide complete information on their website and in a downloadable format. Yet, only two of them, namely MCYS and TAK, are in line with the latest acts on internal structure and job positions. When available, information on organizational structure is usually easily accessible and citizen friendly. Five institutions in the sample provide information on cooperation with civil society. They do so by inserting a link which directs user to the centralized Platform for Public Consultation on their website's homepage. The two other institutions are TAK (subordinate agency under the Ministry of Finance) and KCA (subordinate agency under the former Ministry of Environment and Spatial planning), and usually they do not sponsor legal acts.

Although information on cooperation with civil society is easily accessible, all lack the citizen-friendly component, except for the Office of the Prime Minister. In the end, although there are good examples within the sample institutions that pursue an open data policy (such as the case with MELTIESI, MIE, MFT and OPM), they are not sufficiently proactive in providing data in an open format. It should be highly noted that during the monitoring period, the Kosovo Government underwent major structural changes and the new Government has been in place for only a month (formed on 4 February 2020). The purpose of such restructuring was to lower the number of Ministries from 21 to 15. This means that many former Ministries will merge into new ones and consolidate existing ones. This may have been a main, although not strict, reason why some information measured by this indicator is not available on sample institutions' websites.

WeBER indicator ACC P2 I2: Proactive informing of the public by public authorities

Indicator elements	Scores 2019/2020	Scores 2017/2018
Websites of public authorities contain complete and up to date information on scope of work	0/4	4/4
Websites of public authorities contain easily accessible and citizen-friendly information on scope of work	0/2	1/4
Websites of public authorities contain complete and up to date information on accountability (who they are responsible to)	0/4	0/4
Websites of public authorities contain complete and up to date information on relevant policy documents and legal acts	4/4	4/4
Websites of public authorities contain accessible and citizen friendly information on relevant policy documents and legal acts	0/2	0/2

Indicator elements	Scores 2019/2020	Scores 2017/2018
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
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
Websites of public authorities contain complete and up to date annual reports	0/2	0/4
Websites of public authorities contain accessible and citizen-friendly annual reports	0/2	0/2
Websites of public authorities contain complete and up to date information on the institution's budget	0/4	0/4
Websites of public authorities contain accessible and citizen-friendly information on the institution's budget	0/2	0/2
Websites of public authorities contain complete and up to date contact information (including email addresses)	2/4	2/4
Websites of public authorities contain accessible and citizen-friendly contact information (including email addresses)	2/2	2/2
Websites of public authorities contain complete and up to date organizational charts which include the entire organizational structure	0/4	2/4
Websites of public authorities contain accessible and citizen-friendly organizational charts which include the entire organizational structure	2/2	1/2
Websites of public authorities contain complete and up to date information on contact points for cooperation with civil society and other external stakeholders, including public consultation processes	2/4	0/4
Websites of public authorities contain accessible and citizen-friendly information on ways in which they cooperate with civil society and other external stakeholders, including public consultation processes	1/2	0/2
Public authorities proactively pursue open data policy	0/4	0/4
Total score	15/56	18/56
Indicator value (scale 0 – 5)[71]	1	1

How does Kosovo do in regional terms?

Indicator ACC P2 I2: Proactive informing of the public by public authorities

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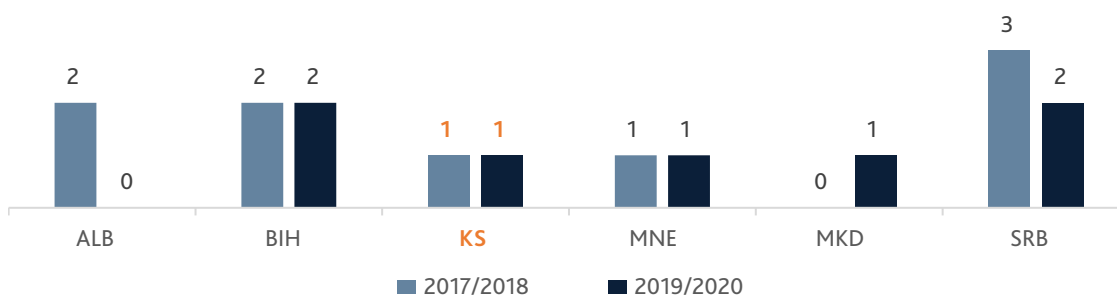
71   Conversion of points: 0-10 points = 0; 11-19 points = 1; 20-28 points = 2; 29-37 points =3; 38-46 points = 4; 47-56 points = 5

5.4. Summary results: [Accountability]

The CSO survey conducted shows that only 9% of CSOs agree 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, which indicates a regression compared to the previous PAR Monitor (21%). On whether the legislation prescribes adequate exceptions to the public character of information produced by public authorities, 51% agree compared to 30% from the 2017-2018 PAR Monitor. Moreover, 44% of the surveyed CSOs affirmed that information is provided within prescribed deadlines – again slightly more than previously (42.9%). In addition, a large majority of 87.5% declared that requested information is provided free of charge, indicating once again a better stance compared to the previous PAR Monitor (71%). Furthermore, 37.5% of respondents claim they have "rarely" or "never" been asked to provide reasons for sending requests, marking a slight improvement from the previous monitoring (25%). In addition, 28% affirmed that, when requesting information that may contain personal data materials, "often" or "always" portions not containing personal data of these materials are released (10 percentage points increase in the agreement from the PAR Monitor 2017-2018), however 25% still "do not know".

Finally, almost two thirds of surveyed CSOs "agreed" or "strongly agreed" (62.5%) that the National Agency for Personal Data Protection, through its practice, sets sufficiently high standards of the right to access public information. Moreover, 44% of CSOs state that soft measures issued by the National Agency to Public Authorities are effective in protecting access to information. Here, it is worth noting that the Agency for Information and Privacy still does not have a Commissioner.

Monitoring assessment of the access to public information has shown that public authorities, across all sampled institutions, significantly lack a proactive approach to informing the public. Information on scope of work is not regular across all sample institutions. Of the seven surveyed institutions, four had them published on the website during the monitoring period, of which three were updated and in line with Regulation-no. 05/2020 on the Areas of Administrative Responsibility of the Office of the Prime Minister and Ministries. Although easily accessible, when available, this information is not generally presented in a citizen-friendly way, as institutions mostly copy descriptions from legal acts. Meanwhile, only three of the seven sampled institutions published complete, up to date, easily accessible and citizen-friendly annual reports. The four institutions with no annual reports available on the website are all Ministries. It is noteworthy that publications of budgetary information (financial plans and reports) are almost entirely absent across all. The one and only positive case in that regards is TAK, whose financial plans and reports are both easily accessible and presented in a citizen-friendly way.

Moreover, all sampled institutions provide complete, accessible and citizen-friendly contact information, of which only two Ministries of the sample 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. Five institutions in the sample provide information on cooperation with civil society. They do so by including the link that directs users to the centralized Platform for Public Consultation on their website's homepage. The two other institutions are TAK (subordinate agency under the Ministry of Finance) and KCA (subordinate agency under the former Ministry of Environment and Spatial planning), and usually they do not sponsor legal acts. Although information on cooperation with civil society is easily accessible, they all lack the citizen-friendly component, except for the OPM. In the end, although there are good examples within the sample institutions that pursue an open data policy, (such as the case with ME, MIE MFT and OPM), they are not sufficiently proactive in providing data in an open format to the public.

5.5. Recommendations for Accountability

Tracking recommendations from PAR Monitor 2017/2108

Recommendation	Status	Comment
Public authorities should inform the public by using simple, citizen-oriented language on their websites, focusing on the ease of access and better user experience. In particular: a. 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 they affect the everyday life of citizens/associations/businesses/minority groups, or other groups in society; 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;	Partially implemented	Public authorities should continue informing the public using citizen-friendly language while publishing documents and providing information on the organization's 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 and complement it with the qualitative and quantitative information, and performance indicators on concrete results achieved by the organization in the one-year period;	Partially implemented	Unfortunately, not all central public institutions publish their annual work reports online. Also, during our monitoring period, the Government failed to deliver annual work reports in a timely manner or based on the regulation. For the period of 2017 to 2019 they published a cumulative report with achievements, lacking to reflect their performance or to complement it with qualitative and quantitative information.
Public authorities should start producing and publishing a 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;	Not implemented	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 their scope of work in line with the open data standards, preferably both on their websites and national open data portal;	Partially implemented	The public authorities publish their data set in the open data format, only in the national data portal.

Recommendation	Status	Comment
Information on cooperation with civil society, and external stakeholders in general, should be clearly displayed, preferably through an easily accessible section in the homepage, detailing what cooperation with CSOs entails, channels of communication, contact/responsible persons, and other relevant info.	Partially implemented	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, finalized and ongoing consultation processes should be easily identified and searchable, including responsible contact persons, calls to participate, programmes, necessary documents, and information on the outcome;	Partially implemented	Even though, this is seen through many processes the same practice should be established through all consultation processes.
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 the homepages of the websites of all institutions so as to easily redirect visitors, as well as promote and raise awareness via social media.	Partially implemented	The portal is failing to be promoted on social medias, such as Facebook or Twitter. It is worth noting that the consultations portal is promoted in almost all 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;	Partially implemented	Unfortunately, the public authorities do not always send the information in the requested format by the applicant.
Public authorities should completely avoid providing information in a scanned format. It limits the further use of data, and search in case of larger documents;	Partially implemented	Based on the monitoring period, public authorities in most cases sent scanned documents.
This said, the Government must ensure that the Agency for Information and Privacy keeps a register of public authorities that are frequently irresponsive to requests, based on complaints received, and make it public. Exhibition of bad-case examples will promote accountability in the long run;	Not implemented	The Agency for Information and Privacy does not have a register, it only compiles a report with the data given by public institutions.
Finally, the ongoing changes to the FOI legislation in Kosovo should ensure effective sanctions for all non-compliant authorities, to fully protect the FOI right.	Implemented	The new Law on Access to Public Documents ensures effective sanctions for all non-compliant authorities. However the fact that the Agency does not have the Commissioner, makes the implementation of these provisions impossible at the moment.

5.6. PAR Monitor 2019/2020 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 or explained in a citizen friendly terminology, focusing on the most important aspects and how 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;

3) Public authorities at the central administration level should proactively publish their annual work reports online.

4) Public authorities should start producing and publishing citizen-friendly version of their annual budgets

5) The portal on public consultations should be promoted on homepages of all institutions' websites to easily redirect visitors, as well as promote and raise awareness via social media.

6) Public authorities should always provide the information required in the requested format(s) and should completely avoid providing information in a scanned format

7) 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

8) 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.

9) Finally, the Assembly of Kosovo (Committee on Security and Defense) should prioritize and select the Commissioner of the Agency for Information and Privacy, who would vitalize all dispositions of the Law on Access to Public Documents.

6. SERVICE DELIVERY AREA

6.1. WeBER indicators used in Service Delivery and country values for Kosovo

5PSD_ P1_I1: Public perception of state administration's citizen orientation					
0	1	2	3	**4**	5

SD P3_I1: Public perception and availability of information on citizens' feedback regarding the quality of administrative services					
0	1	2	**3**	4	5

SD P4_I1: CSOs' perception of accessibility of administrative services					
0	1	2	**3**	4	5

SD P4_I2: CSOs' perception of accessibility of administrative services					
0	1	**2**	**3**	4	5

6.2. State of Play in Service Delivery

In the Republic of Kosovo still there is no single strategy or program document that comprehensively addresses the service delivery policy. The strategic framework for specific aspects of service delivery is mainly based on three strategic PAR documents, namely the Strategy for Modernization of Public Administration 2015-2020 (SMPA), the Better Regulation Strategy (BRS) 2.0 2017-2021[72] and National Development Strategy (NDS) 2016-2021[73].

The NDS is an umbrella strategy, and two Government Strategies, namely SMPA and BRS, underpin its objectives.

The SMPA[74] among others includes reforms in a) civil service; b) administrative procedures and provision of public administration services, and c) central organization and accountability. In terms of service delivery the strategy includes seven specific objectives. Objectives things focus on "establishing a clear vision and policies based on in-depth analysis regarding the modernization of public services through the application of the new Law on General Administrative Procedure (LGPA)". The goal is to establish mechanisms that will guide, plan, monitor and evaluate the quality of public services and assist in the implementation of the Law on General Administrative Procedure (LGPA)[75]. ON the other hand, the BRS is focused on minimizing administrative burdens with a special focus on businesses by enhancing economic competitiveness.

The SMPA strategy was followed by the 2015-2017 Action Plan for SMPA and includes 54 activities, of which 16 have been fully completed, while 22 others were in the process of implementation. The remaining activities have not been carried out and have been transferred to the Action Plan 2018-2020[76]. It should be noted that the specific objective regarding the provision of services through single contact points (one-stop-shop) was expected to be implemented in 2017. However, this objective has been re-planned in the Action Plan for 2018-2020 and was expected to be implemented in the last quarter of 2018[77]. In the Action Plan for the Implementation of the Strategy for Modernization of Public Administration 2018-2020[78], the Service Delivery sector counts five objectives and 22 activities. Regarding the implementation of these activities, the department for public administration within the Ministry of Internal Affairs is still in the process of preparing the final report on how many activities have been implemented, how many are

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72   Available at: http://www.kryeministri-ks.net/repository/docs/Better_Regulation_Strategy_2_0_for_Kosovo_-_ALBANIAN.pdf
73   National Development Strategy 2016-2021. Available at: http://www.kryeministri-ks.net/repository/docs/National_Devel-opment_Strategy_2016-2021_ENG.pdf
74   Available at: http://www.kryeministri-ks.net/repository/docs/Strategjia-per-Modernizimin-e-Administrates-Publike-Shta-tor-2015-2020.pdf
75   Strategy for Modernization of Public Administration 2015-2020. Available at: https://mpb.rks-gov.net/ap/page.aspx-?id=1,127
76   GAP Institute (2017). Monitorimi i Strategjisë për Modernizimin e Administratës Publike 2015-2017.
      Available at: http://www.institutigap.org/documents/61657_monitorimi_strategjise_2015-2017%20GAP.pdf
77   Draft Work Plan for the Implementation of the Strategy for Modernization of Public Administration 2018-2020
78   Action Plan for the Implementation of the Strategy for Modernization of Public Administration 2018-2020.
      Available at: https://mpb.rks-gov.net/ap/page.aspx?id=1,127

inprogress, and how many have failed to be implemented[79].

In this PAR Monitoring, a one-stop shop has been built in the Prizren municipality, which meets all the conditions in terms of infrastructure but does not perform all actions as required by the LGPA. For this reason, with the support of the European Commission, an initiative was undertaken at the end of 2020 to review five services in which there is interaction between at least two institutions with the aim to provide substantial recommendations for the establishment of single contact points, as required by the LGPA.

In order to complete the strategic framework for the field of service delivery, the Government had approved the Strategy for Better Regulation 2017-2021, which aims to reduce administrative burdens, and the E-Government Strategy (EGS) 2016-2020, which has been drafted, yet failed to be approved within the proposed timeline. Therefore, this action is irrelevant for the purpose of this PAR Monitoring period.

According to the SIGMA Report, Strategy for Modernization of Public Administration (SMPA) and E-Government Strategy(EGS) were not well synchronized. The first strategy accepts the creation of one-stop shop points as a basis for improving service delivery, while the second strategy, with the exception of the state portal, does not refer to them at all. An obvious result in the implementation of the Strategy for Better Regulation in this PAR monitoring is the approval of the concept paper for reducing the administrative burden, approved in March 2020by the Government[80].

In terms of the institutional framework, the Ministry of Public Administration (now a department within the Ministry of Internal Affairs[81]) is responsible for leading the reform in the field of service delivery. However, there is no responsible structure or at least a single civil servant that would be engaged on a regular basis with public administrative services provision policies[82]. Therefore, there is a serious lack of leadership and institutional set-up. The responsibility for coordinating the reform of the provision of electronic services lies with its subordinate institution, the Agency for Information Society (AIS). Yet coordination between these two institutions is estimated to be very weak[83].

Similarly, as stated in the last PAR monitoring of 2017-2018, the capacities of civil servants in the department of Public Administration are weak, mainly due to lacking human resources and inadequate distribution of responsibilities. There is no clear division of responsibility for coordinating service delivery in a single department unit, nor are there sufficient resources to follow the implementation of the service delivery agenda. This has resulted in a lack of adequate monitoring of reform implementation in the field of service delivery[84]. Although the Ministry of Internal Affairs (MIA) has responsibility over public administrative services policies, currently the situation is fragmented in terms of policymaking given that certain institutions are responsible for certain segments of public administrative services. This happens, for example, in the Ministerial system of the MIA itself, where administrative services policies are practically dealt with by ISA (as opposed to Law on the organization and functioning of the state administration and independent agencies).The Prime Minister Office handles the reduction of administrative burden and the reduction of permits, licenses, while the Ministry of Trade, and Industry (MTI) deals with the reform of inspections. The same situation occurs in E-Government, where at least three institutions have responsibilities and often that some responsibilities are duplicated while

79   Interview with civil servant in the Ministry of Internal Affairs. Information retrieved in 10 March 2021;
80   Concept document for the administrative burden issued by the Office of Prime Minister. Available at: https://kryeminis-tri-ks.net/wp-content/uploads/2020/04/Koncept-Dokumenti-p%C3%ABr-Zvog%C3%ABlimin-e-Barr%C3%ABs-Adminis-trative_Shqip_.pdf
81   Kurti Government, formed in February 2020, merged the Ministry of Public Administration and Ministry of Internal Af-fairs.
82   Regulation (QRK)- NO.06/2020 On areas of administrative responsibility of the Office of the Prime Minister and Minis-ters. Available at: https://gzk.rks-gov.net/ActDetail.aspx?ActID=28172
83   SIGMA Monitoring Report for Kosovo 2019. Available at: http://www.sigmaweb.org/publications/Monitoring-Re-port-2019-Kosovo.pdf
84   Sigma Monitoring Report 2019 Kosovo. Available at: http://www.sigmaweb.org/publications/Monitoring-Re-port-2019-Kosovo.pdf

othersare rejected[85].

The Law on General Administrative Procedures (LGAP), which came into force in June 2017 and was considered a positive development in the last monitoring period, is not enjoyed by the citizens, since the special laws are not harmonized and front-desk service procedures remain the same[86].

According to the SIGMA Report 2019, service digitalization is developing, similarly as in the last monitoring period of 2017-2018. Due to a lack of a clear policy on the digitization of administrative services, only a few agencies succeeded to make their services function well digitally. Only the most resourceful agencies, such as Tax Administration of Kosovo (TAK), have achieved such degree of digitization[87]. Key barriers, such as the provision of digital signatures and online payments, remain an obstacle for further development in this area[88]. This derives from the legislation not being harmonized with the European Union eIDAS Regulation[89].

Positive developments have been observed in the interoperability platform, namely Government Gateway, which during the reporting period was functional. The SIGMA report also highlights advancements in the area of better regulation, where the goal of reducing permits and licenses related to business and citizens has reached a significant percentage[90].

Regarding the improvement of service delivery, significant progress has been made in some agencies, namely the Tax Administration of Kosovo (TAK), wherein several services have been digitalized (e.g. tax certificates, tax refunds and tax filling). Another positive development has been depicted in the Kosovo Business Registration Agency (KBRA), where steps to fully digitize the business registration process have been taken[91]. Still, this achievement is a result of the Agency's self-initiative in light of the lack of leadership and coordination by central institutions to support service delivery reforms, which has not brought any significant progress to other public institutions.

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

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

Four indicators were used, two fully measured by perception data (public perception and civil society) and two by using a combination of perception and publicly available data. The public

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85   For more information: Audit Report of Performance. Available at: http://www.zka-rks.org/wp-content/uploads/2020/05/Raporti-auditimit-investimet-IT-alb-1.pdf
86   Sigma Report 2019 Kosovo. Available at: http://www.sigmaweb.org/publications/Monitoring-Report-2019-Kosovo.pdf
87   Ibid.
88   Sigma Report 2019 Kosovo. Available at: http://www.sigmaweb.org/publications/Monitoring-Report-2019-Kosovo.pdf
89   eIDAS (Electronic Identification and Trust Services for Electronic Transactions in the Internal Market), https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=uriserv%3AOJ.L_.2014.257.01.0073.01.ENG
90   Ibid.
91   Ibid.

perception survey employed three-stage probability sampling targeting the public. It focused on citizen-oriented service delivery in practice, covering the various aspects of awareness, efficiency, digitalization, and feedback mechanisms.[92] Since the public perception survey was implemented during the COVID19 pandemic, citizens were also asked additional questions on their interest to know more about electronic services outbreak, and how frequently they have used them during the pandemic. Perception data from these questions were not used for measuring indicator values.

Figure. CSOs' perception regarding channels of choice, capacities of staff in dealing with, and adaptability of services to, the needs of vulnerable groups (%)
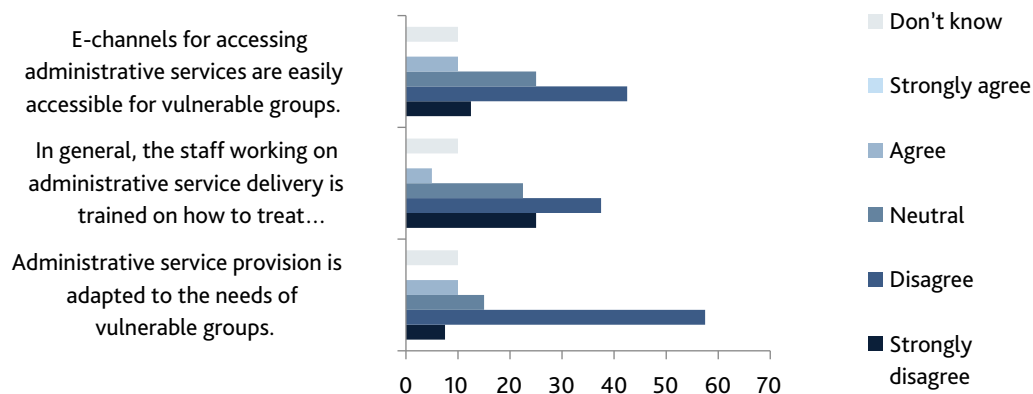
Note: Results are rounded to the nearest integer. Due to rounding, percentages may not always appear to add up to 100%
N=49 n=40

In the measurement of the accessibility of administrative services for vulnerable groups and in remote areas, a survey of civil society and a focus group with select CSOs were used[93], the latter for complementing the survey data with qualitative findings. The existence of feedback mechanisms was explored by combining public perception data and the online data on the sample of five services[94]. Finally, the websites of providers from the same services sample were analyzed to collect information on accessibility and their prices.

6.3. WeBER monitoring results

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

WeBER indicator SD P1_I1: Public perception of state administration's citizen orientation

Indicator elements	Scores 2019/2020	Scores 2017/2018
Citizens are aware of Government administrative simplification initiatives or projects	2/2	1/2
Citizens confirm that administrative simplification initiatives or projects of the government have improved service delivery	4/4	4/4

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92 Perceptions are explored using a survey targeting the public (aged 18 and older) of 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 through omnibus surveys in Albania, Bosnia and Herzegovina, Kosovo, North Macedonia, Montenegro, and Serbia during 5 May - 30 May 2020. For Kosovo, the margin of error for the total sample of 1021 citizens is ± 3.12%, at the 95% confidence level

93 The survey of CSOs was administered through an anonymous, online questionnaire. In Kosovo, the survey was conducted in the period from 24 June to 4 August 2020. The data collection method included CASI (computer-assisted self-interviewing). The survey sample was N=49.

94 1) Property registration, 2) company (business) registration 3) vehicle registration 4) issuing of personal documents: passports and ID cards 5) value added tax (VAT) declaration and payment for companies.

| Indicator elements	Scores 2019/2020	Scores 2017/2018
Citizens confirm that dealing with the administration has become easier	4/4	4/4
Citizens confirm that time needed to obtain administrative services has decreased	4/4	4/4
Citizens consider that administration is moving towards a digital government	2/2	2/2
Citizens are aware of the availability of e-services	1/2	1/2
Citizens are knowledgeable about how to use e-services	2/2	1/2
Citizens use e-services	0/4	2/4
Citizens consider e-services to be user-friendly	2/2	2/2
Citizens confirm that the administration seeks their feedback on how administrative services can be improved	2/2	1/2
Citizens confirm that the administration uses their feedback on how administrative services can be improved	4/4	4/4
Total score	27/30	25/30
Indicator value (scale 0 – 5)	4/5	4

This indicator is constituted by the data from public perception survey in Kosovo. Survey outcomes show a generally positive public perception towards administrative services in Kosovo. Same as in the last PAR Monitoring, Kosovo scores positively in this indicator (4/5).

Survey outcomes show a generally positive public perception towards administrative services. In the past two years, 70.13% of respondents are aware of Government administrative simplification efforts, and the vast majority from that group (88.30%) confirms that such efforts have improved administrative service delivery.
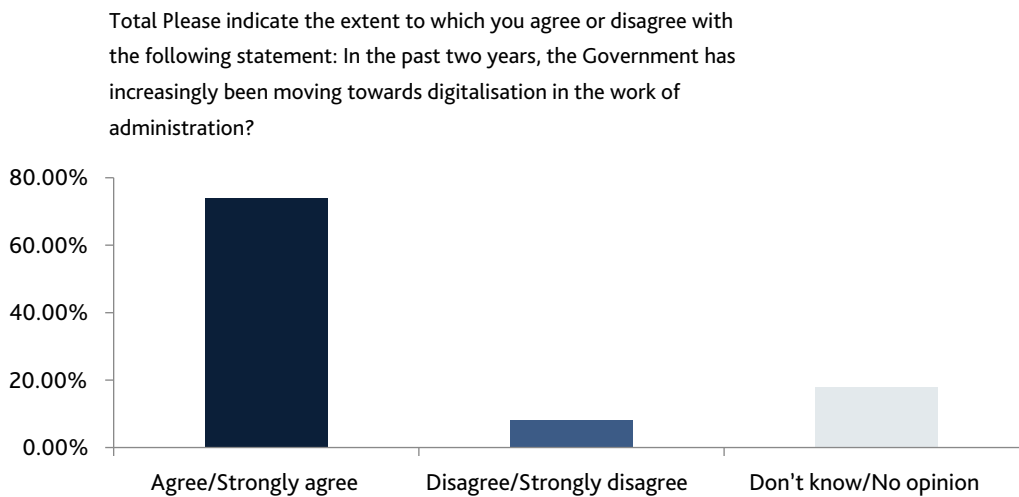
In the past two years, there have been efforts or initiatives by the government to make administrative procedures simpler for citizens and businesses
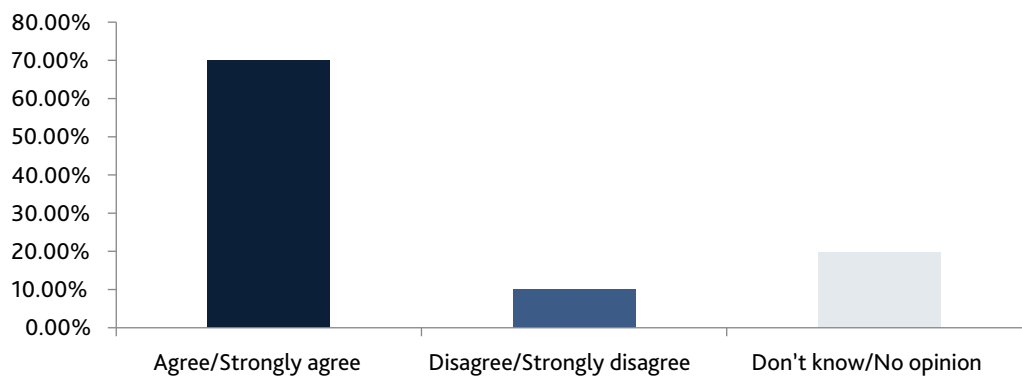
As a result, 72.4% of respondents agree that dealing with the administration has become easier, and 71.01% agree that the time needed to obtain administrative services has decreased.

In my own experience, dealing with the administration has become easier in the past two years
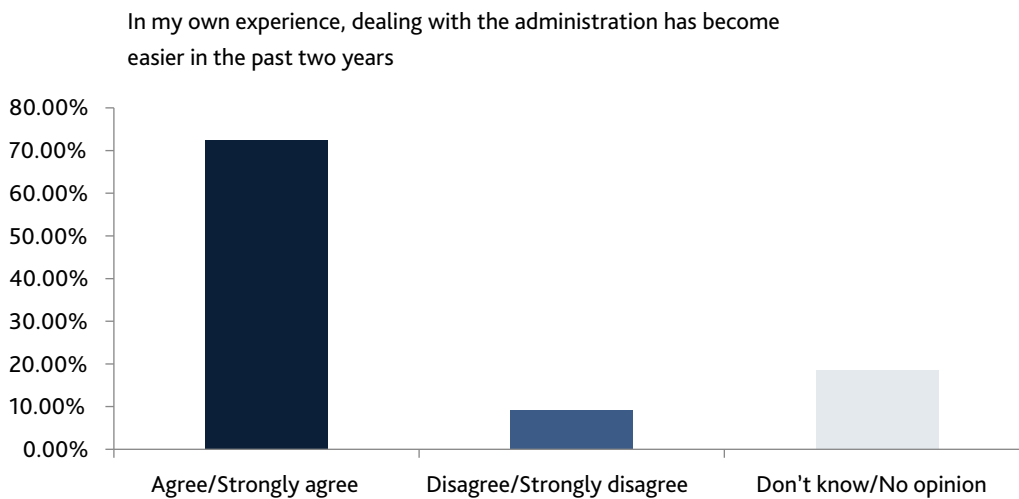
Moreover, 74.05% of respondents recognize the administration's effort to move towards a digital government, but less (54.06%) are aware of the availability of e-services. Interestingly, 76.27% of those that are familiar with how to use e-services actually use them.

Total Please indicate the extent to which you agree or disagree with the following statement: In the past two years, the Government has increasingly been moving towards digitalisation in the work of administration?

Are you aware if e-services (or administrative services via the internet) are offered?
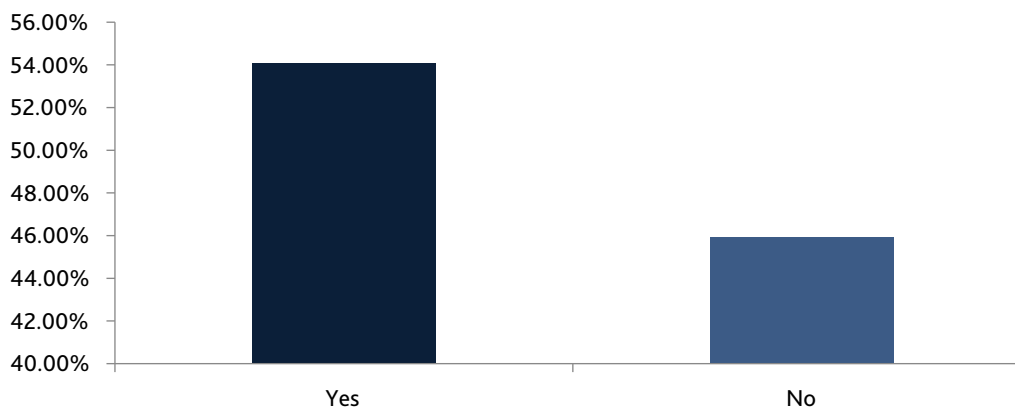
Out of those who are aware of the availability of e-services, 86.75% consider them user-friendly.

In your experience, how easy or difficult to use are e-services in general?
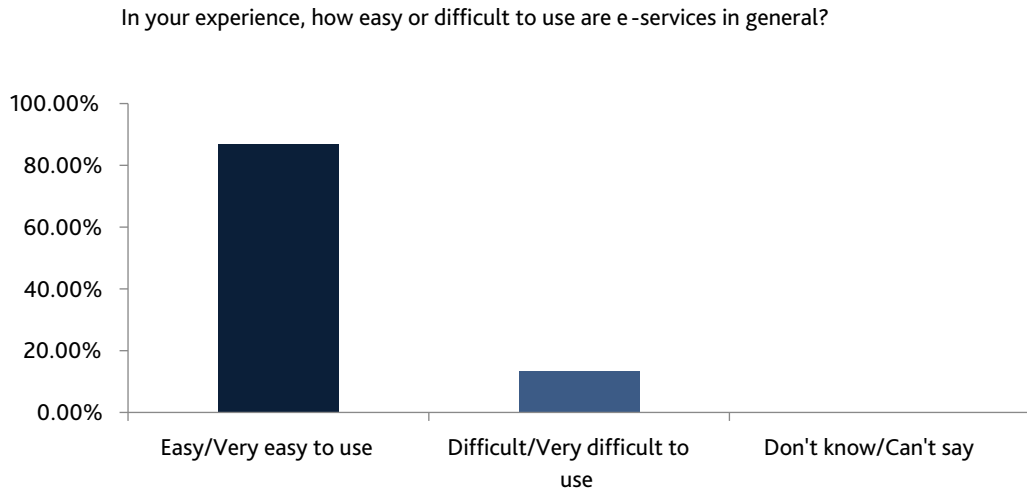
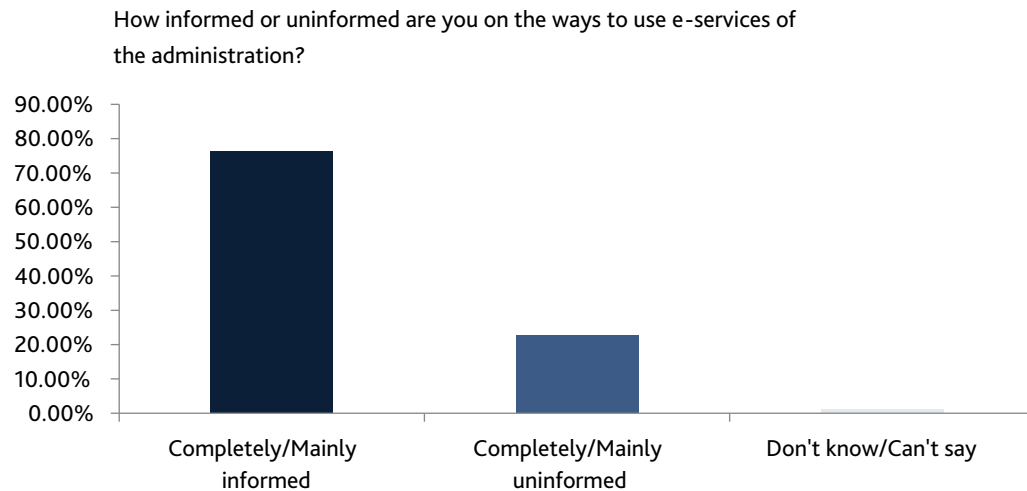As opposed to the results from PAR Monitor 2017-2018, where it was concluded that the administration lacks a strong cooperative relationship with citizens in terms willingness to accept citizens' suggestions, this year 60.53% of respondents agree that the administration asks for their proposals and suggestions on how to improve services. Contrarily, in the PAR Monitor 2017-2018 only 33.3% of respondents agreed that administration asks for such proposals, of which 80.61% confirm that the Government has used their proposals to improve services.
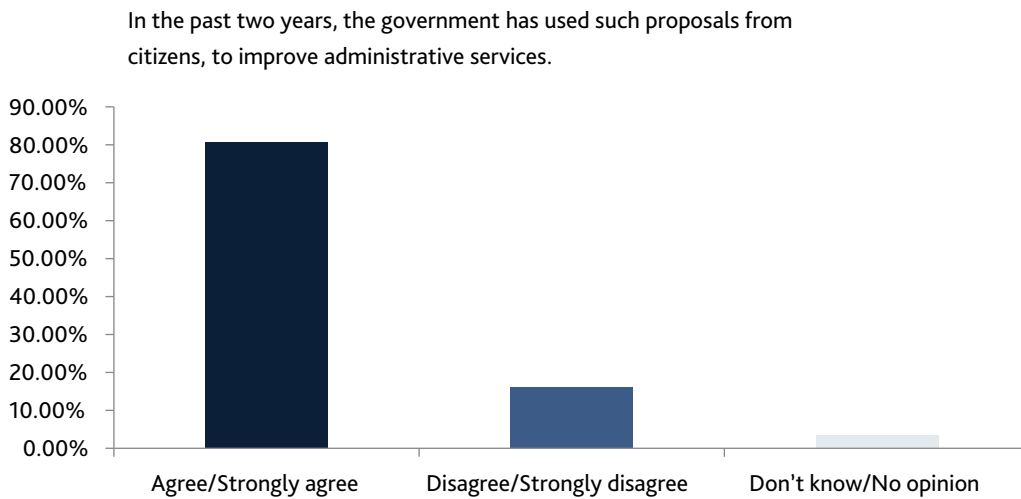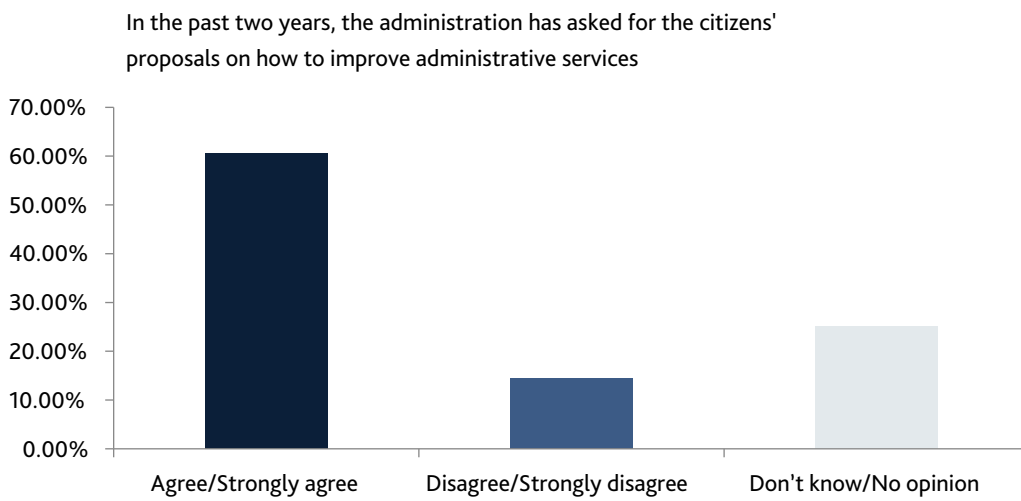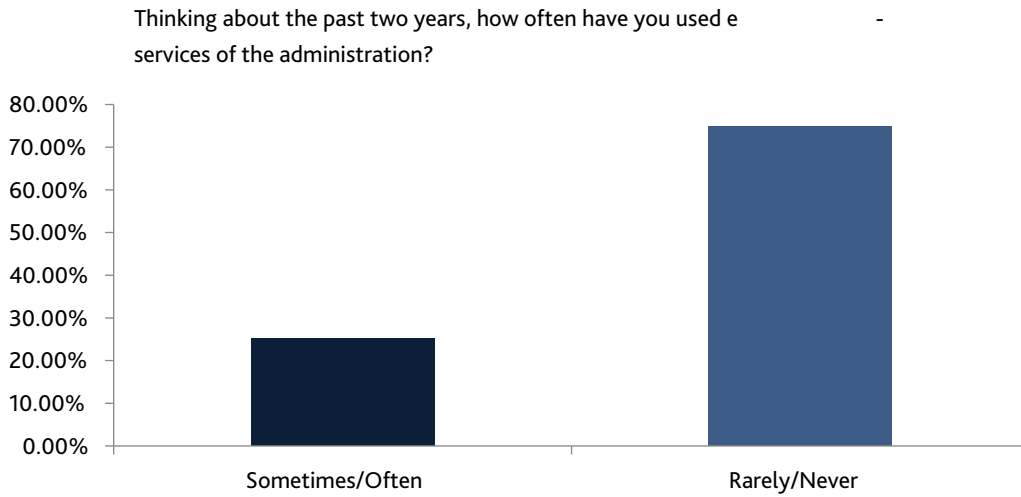
How informed or uninformed are you on the ways to use e-services of the administration?

Thinking about the past two years, how often have you used e-services of the administration?

In the past two years, the administration has asked for the citizens' proposals on how to improve administrative services

In the past two years, the government has used such proposals from citizens, to improve administrative services.

In general, the results from the 2019-2020 monitoring cycle do not show major differences from the 2017-2018 cycle. The only clear difference is regarding citizens' perceptions on the administrations' cooperative relationship with them. In the PAR Monitor 2017-2018, only 33.2% of respondents agreed that the administration seeks proposals on how to improve its services, while in the PAR Monitor 2019-2020 this percentage increased to 60.53%.

How does Kosovo do in regional terms?

**Indicator P1_I1:** Public perception of state administration's citizen orientation
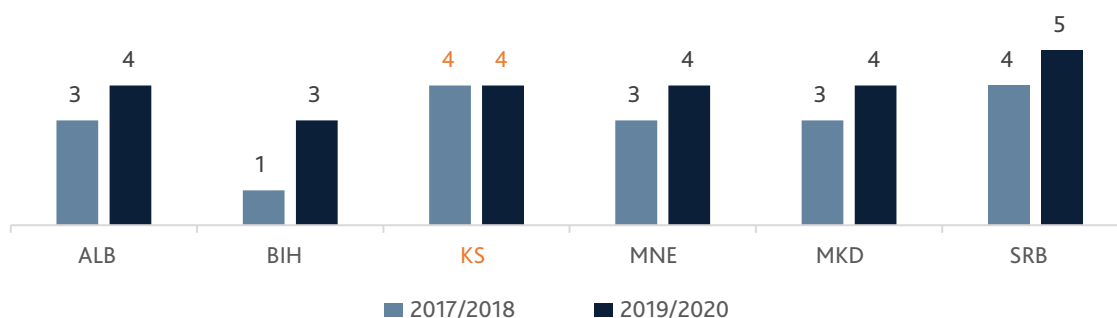
Principle 3: Mechanisms for ensuring the quality of public services are in place

WeBER indicator SD P3_I1: Public perception and availability of information on citizens' feedback regarding the quality of administrative services

Indicator elements	Scores 2019/2020	Scores 2017/2018
Citizens consider they have the possibility to provide feedback on the quality of administrative services	2/2	1/2
Citizens perceive feedback mechanisms as easy to use	2/4	4/4
Citizens perceive themselves or civil society as involved in monitoring and assessment of administrative services	2/4	2/4
Citizens perceive that administrative services are improved as a result of monitoring and assessment by citizens	4/4	4/4
Basic information regarding citizens' feedback on administrative services is publicly available	2/4	2/4
Advanced information regarding citizens' feedback on administrative services is publicly available	1/2	1/2
Total score	13/20	14/20
Indicator value (scale 0 – 5)	**3**	**3**

Our results show that 67.29% of the surveyed citizens of Kosovo agree that they have the possibility to provide their opinions on the quality of individual services received; in the PAR Monitor 2017-2018, this score was 37.6%. From the respondents who have given their opinion on the quality of administrative services in the past two years, 50.69% find it easy or very easy to use the available feedback channels.

As a user of administrative services, I have possibilities to give my opinion on the quality of the individual services that I receive (obtain).
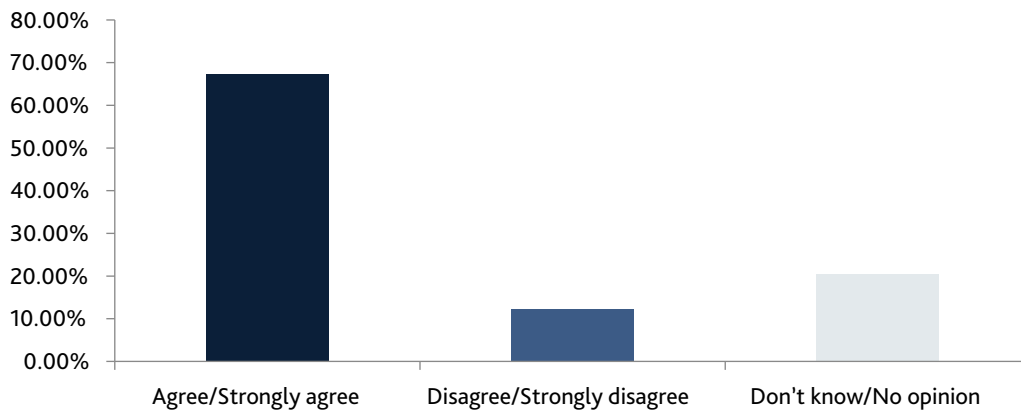
55.38% of the surveyed citizens of Kosovo agree that in the past two years, citizens or civil society have been involved in the monitoring and assessment of administrative services. This percentage is quite high compared to the results of the last monitoring cycle in 2017-2018, when this number was 32.9%. Of those who believe that civil society or citizens are involved in monitoring and assessing processes, 82.72% agree that the Government has improved administrative services as a result of such monitoring.

In the past two years, as a result of such monitoring by citizens or civil society, the government has improved administrative services
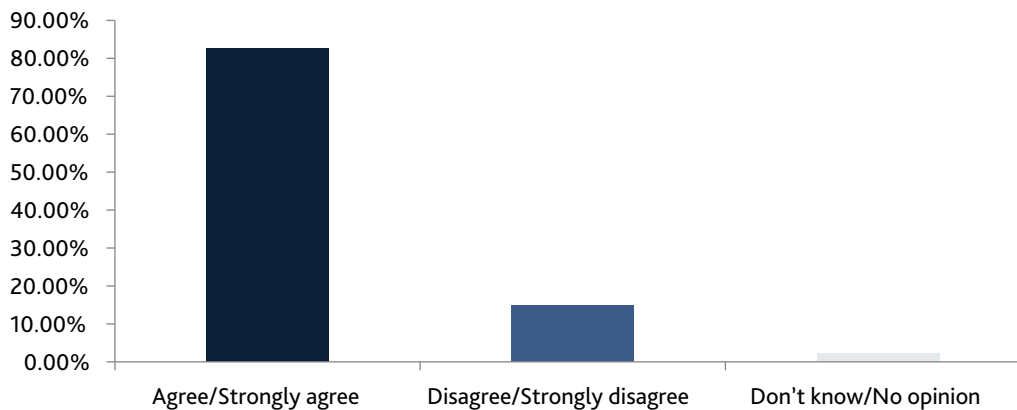
In the past two years, such initiatives by the government have led to improved service delivery
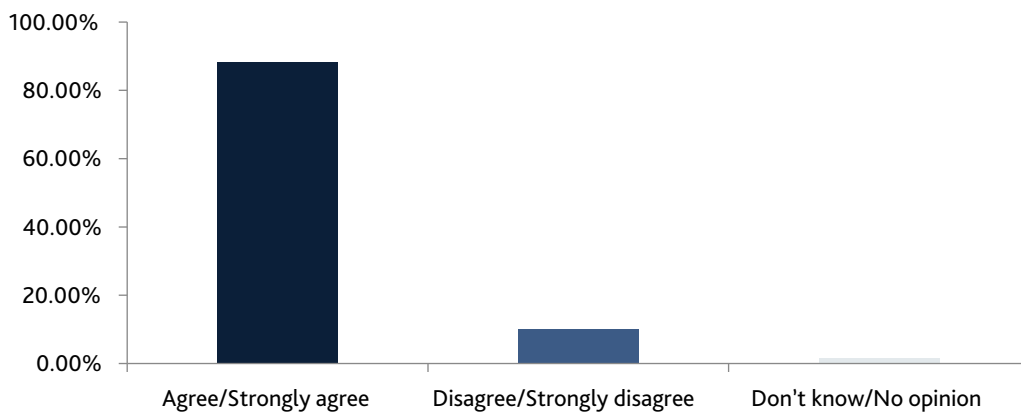
With regards to website analysis, results suggest that basic and advanced information on citizen feedback concerning administrative services is published only for the tax administration, VAT-related services, and cadastral services. The information published for VAT-tax administration services is segregated according to regions, age 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 P3_I1: Public perception and availability of information on citizens' feedback regarding the quality of administrative services
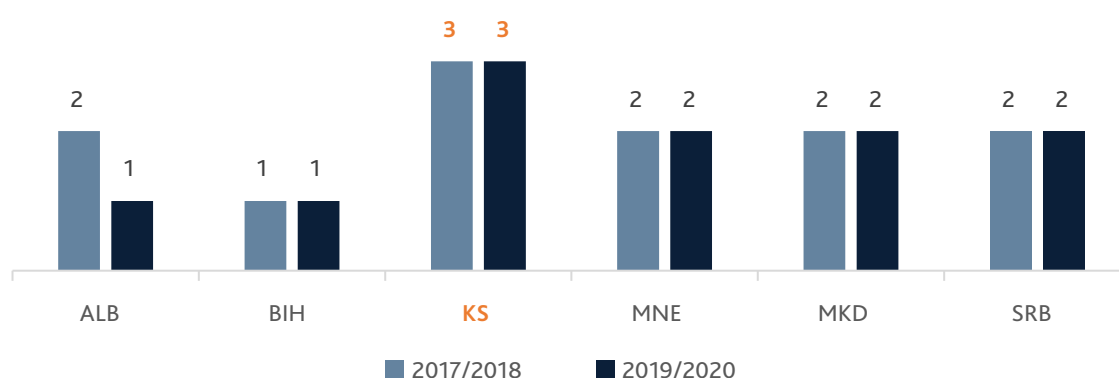
Principle 4: The accessibility of public services is ensured

WeBER indicator SD P4_I1: CSOs' perception of accessibility of administrative services

Indicator elements	Scores 2019/2020	Scores 2017/2018
CSOs confirm the adequacy of a territorial network for access to administrative services	2/4	0/4
CSOs confirm that one-stop-shops are made accessible to all	0/4	0/4
CSOs consider administrative services to be provided in a manner that meets the individual needs of vulnerable groups	0/4	0/4
CSOs confirm that administrative service providers are trained on how to treat vulnerable groups	0/2	0/2
CSOs confirm that the administration provides different channels of choice for obtaining administrative services	1/2	1/2
CSOs confirm that e-channels are easily accessible for persons with disabilities	0/2	0/2
Total score	**3/18**	**0/2**
Indicator value (scale 0 – 5)	**0**	**1/20**

The CSO survey results of PAR Monitor 2019/2020 show that 37.5% of CSOs find that the public administration provided different channels for obtaining administrative services, which is lower than in the last monitoring where more than a half agreed (55%).

In your experience, how easy or difficult to use are the channels for citizens to provide their opinion on the quality of administrative services?
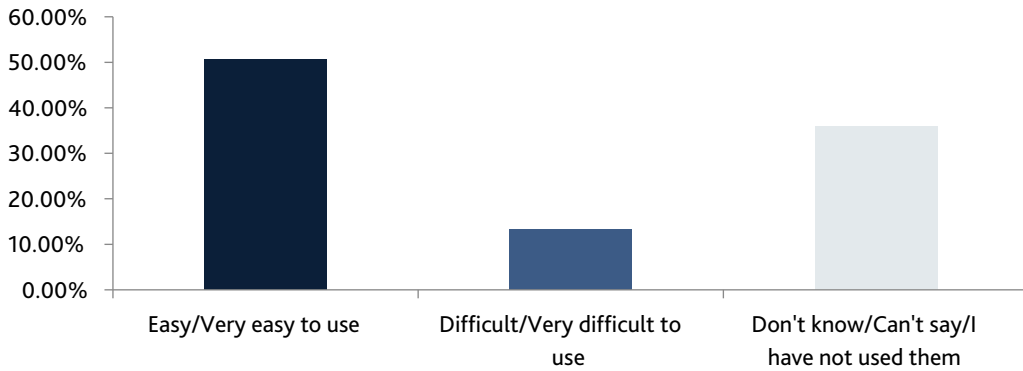

In the past two years, citizens or civil society have been involved in the monitoring of administrative services.
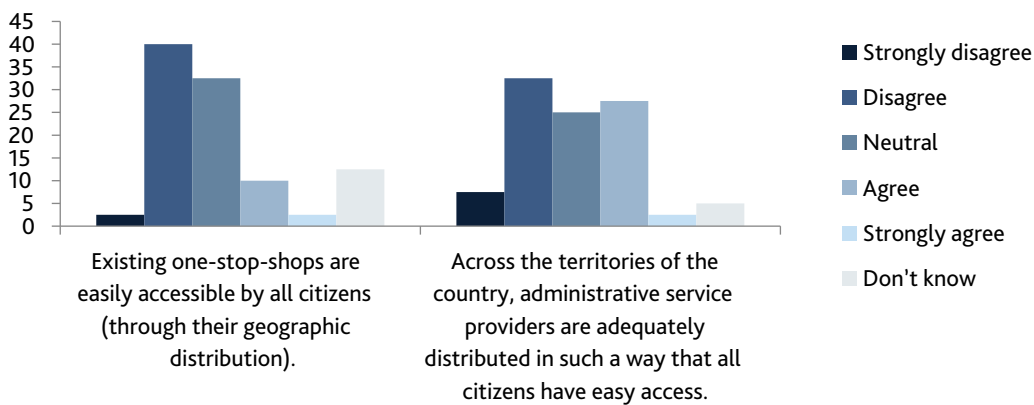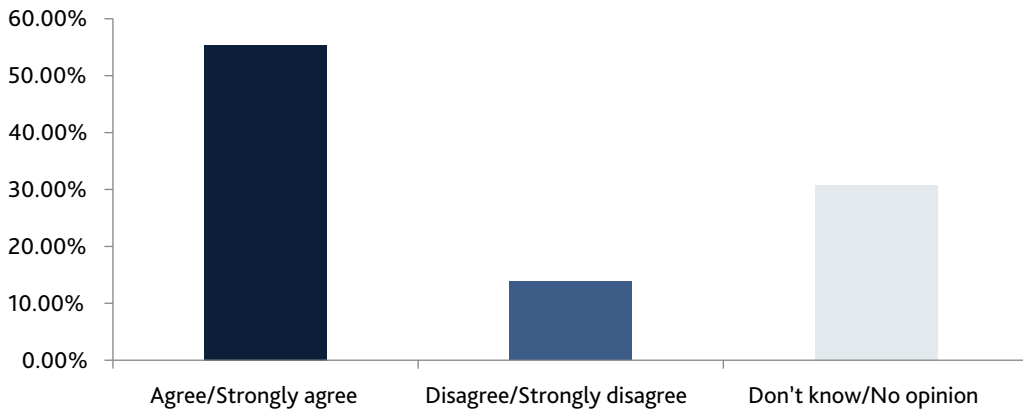
Legend:
- Strongly disagree
- Disagree
- Neutral
- Agree
- Strongly agree
- Don't know

Categories:
- Existing one-stop-shops are easily accessible by all citizens (through their geographic distribution).
- Across the territories of the country, administrative service providers are adequately distributed in such a way that all citizens have easy access.

Note: Results are rounded to the nearest integer. Due to rounding, percentages may not always appear to add up to 100%
N=49 n=40

The public administration provides different channels of choice (in-person, electronic) for obtaining administrative services.
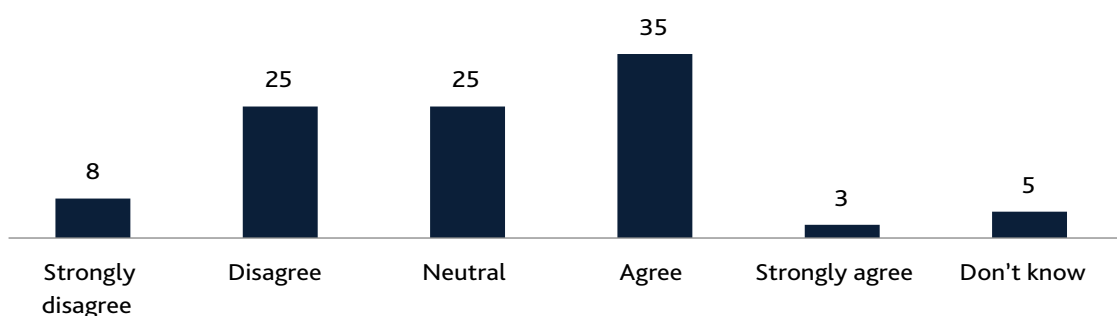
Note: Results are rounded to the nearest integer. Due to rounding, percentages may not always appear to add up to 100%
N=49 n=40

In the statement regarding whether administrative service providers are adequately distributed in such a way that all citizens have easy access across the country, results of this year's PAR Monitor stand better than the previous one, as more than 30% agreed or strongly agreed compared to 22.5% before.

A decrease in the agreement is evident in the statement regarding the one-stop-shops i.e. if they are easily accessible by all citizens, amounting to only 12.5% respondents, while previously it was 25%. This time around, disagreement among the CSOs over the issue is as high as 40%.

When it comes to whether administrative service provision is adapted to the needs of vulnerable groups, CSO survey results remain the same as in the previous monitoring cycle, with only 10% agreeing and the majority (65%) believing disagree or strongly disagreeing. At the same time, only 5% of CSOs agree that generally staff working on administrative service delivery is trained on how to treat vulnerable groups, and close to two thirds of respondents (62.5%) expressed total disagreement.

Finally, the results for the statement regarding the ease of access of e-channels for administrative services to vulnerable groups shows that only 10% of CSOs agreed these channels are easily accessible, although more than a half (55%) disagreed or strongly disagreed.

How does Kosovo do in regional terms?

Indicator SD P4_I1: CSOs' perception of accessibility 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 2019/2020	Scores 2017/2018
Websites of administrative service providers include contact information for provision of services	2/4	2/4
Websites of administrative service providers include basic procedural information on how to access administrative services	2/4	2/4
Websites of administrative service providers include citizen-friendly guidance on accessing administrative services	1/2	1/2

Indicator elements	Scores 2019/2020	Scores 2017/2018
Websites of administrative service providers include information on the rights and obligations of users	2/2	1/2
Individual institutions providing administrative services at the central level publish information on the prices of services offered	4/4	2/4
The information on the prices of administrative services differentiates between e-services and in person services	0/2	0/2
Information on administrative services is available in open data formats	0/2	0/2
Total score	**11/20**	**8/20**
Indicator value (scale 0 – 5)	**2**	**1**

Our analysis shows that contact information for service delivery is available in the majority of sample services, except for vehicle registration and issuing of personal documents (IDs and passports). Both of these services are provided by the Civil Registry Agency within the Ministry of Internal Affairs and Public Administration.
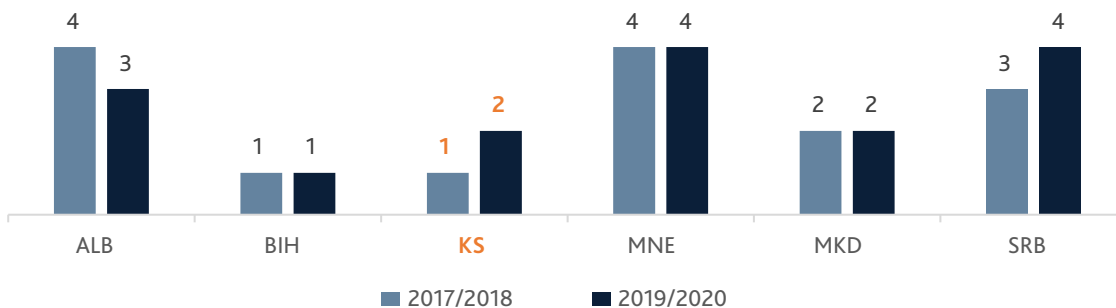
A description of service and where and how to obtain them are also present for all the sampled services, except vehicle registration and issuance of personal documents. Citizen-friendly guidance on accessing administrative services and information on the rights and obligations of a user are available in all service samples, again, except for the case of vehicle registration and issuing of personal documents.

Pricing information is published online for all the sample services; however, there is no information available on price differentiation if the service is provided online. It should be noted that vehicle registration and issuing of personal documents services do not have an e-service system available. Lastly, no information related to services in the sampled services is published in open data formats, which negatively affects transparency and citizen accessibility to these services.

The services of vehicle registration and issuing of personal documents are provided under the authority of the Ministry of Internal Affairs and Public Administration. The Kurti Government merged the Ministry of Internal Affairs and Public Administration Ministry into one Ministry, therefore also merging their webpages - https://map.rks-gov.net/. However, as the webpage was under construction in our monitoring cycle, there is no information available related to these services. When contacted by our team, Ministry officials explained the webpage it is still under construction and will be available in the summer of 2020, without providing a specific date. The information this indicator tracks regarding the two services is derived from the webpage of the Ministry of Internal Affairs and Public Administration. The information was partly available; however, since the formation of the new government on 3 June 2020, the webpage is completely unavailable.

How does Kosovo do in regional terms?

Indicator SD P4_I2: CSOs' perception of accessibility of administrative services

Chart showing values for 2017/2018 and 2019/2020:
- ALB: 4, 3
- BIH: 1, 1
- KS: 1, 2
- MNE: 4, 4
- MKD: 2, 2
- SRB: 3, 4

Legend: ■ 2017/2018 ■ 2019/2020

6.4. Summary results: Service Delivery

WeBER approaches service delivery from the perspective of citizens, focusing on public and civil society perceptions regarding the availability and accessibility of services. It also explores aspects of availability and accessibility of information on services. Results of this PAR monitoring, similarly as in the last PAR monitoring, show that citizens of Kosovo consider the administration follows a user-oriented service delivery, and also that a slightly positive perception on service delivery policy prevails.

Survey results show a generally positive public perception towards administrative services. The citizens are aware of the Government's simplification efforts and the majority of citizens surveyed confirm such efforts have improved administrative service delivery.

Interestingly, over half of the citizens are aware of the availability of e-services, but a very low number of those citizens actually use them.

Half of the citizens surveyed confirm that, in the past two years, citizens or civil society have been involved in the monitoring and assessment of administrative services.

Nonetheless, there is a huge lack of digitalization of websites and online services for property registration, business registration, vehicle registration and issuing of personal documents.

The merging of the Ministry of Public Administration and Ministry of Internal Affairs, in March 2020 during the first Kurti Government, led to a dysfunctionality of webpages and services for both bodies. of Information availability in the majority of sampled services provided by these Ministries is still lacking. Frequent Government changes and political instability influenced the consistency of the abovementioned Ministries.

6.5. Tracking recommendations from PAR Monitor 2017-2018

Recommendation	Status	Comment
Service providers should engage more with citizens to increase awareness. This can be achieved by using citizen-friendly ways of informing online. Some means that can be used include multimedia content, illustrated and easily understandable tutorials and brochures. The publication of these important pieces of information and documents, in addition to being published in service providers' websites, should also be promoted through social media and other communication channels.	Initiated	There are several initiatives that proactively inform citizens and businesses about how to create certain services. However, a systematic approach for this activity is still lacking, for it to be implemented as recommended.
Best practices in the service delivery area should be shared so the institutions could learn and implement such practices. To achieve this, communication (information sharing) among institutions should be facilitated, and ways to share experiences should be developed (as suggested by the SIGMA Report). This will as a result increase coordination and cooperation amongst service providers, as well as steer reform progress in other institutions.	Not implemented	The same approach remains. Good initiatives remain isolated in the absence of a state body responsible for administrative services policies and coordinating these processes, but also for sharing these practices with other institutions.
Basic procedural information on how to access administrative services (such as description of services, physical location, instruction on how to use online services, and original forms) must be provided in all service providers' websites, as is the case with the Kosovo Business Registration Agency and the Tax Administration	Partially implemented	The electronic platform state portal contains a list of services and a brief description of the services (which are mostly outdated and dysfunctional), but not the other element in this recommendation. The e-Kosovo portal as a new platform aims to incorporate these elements as well. At the local level, the electronic portal Prishtina Online addresses most of the requests in this recommendation.
Service providers should provide crucial information on services they offer, citizens' rights and obligations, and service fees, instead of only providing dry, bureaucratic descriptions of basic information. Differences between e-services and in-person services should also be clearly specified.	Not implemented	No electronic portal or physical information for services has been identified according to the elements set out in this recommendation.
Citizen-friendly guidance using multimedia content, easy to understand tutorials and brochures, innovative mechanisms for communication, basic information on accessing administrative services, and information on the rights and obligations of a user should be available in the websites of the service-providing institutions - as in the case of the Kosovo Business Registration Agency, Cadastral Agency and Tax Administration.	Initiated	There are several initiatives yet a systematic approach to implement this recommendation is lacking.

E-boxes should be implemented across all service-providers. In addition, the initiative should be promoted in service providers' websites and existing social media channels.	Partially implemented	The OPI platform has been published electronically and physically (through the placement of electronic boxes in some institutions). However, the services that were introduced for the first time have not been replaced.
Information related to services should be published in open data formats on official websites, since insofar no institution in our sample publishes data in such format.	Initiated	An open data link is available at http://open-data.rks-gov.net. Yet it is not functional so as to confirm if the data is in that format.
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.	Not implemented	No report has been produced regarding the satisfaction of service users
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.	Not implemented	No such initiative has been noted.
Service providers should ensure accessibility for this group of citizens, first by ensuring access to public buildings for people with special needs. In addition, the needs of people with disabilities and vulnerable groups in the country should be identified and followed by developing a needs-based approach which will allow smooth service reception and reduce discrimination.	Partly implemented	In terms of access to buildings, almost all which accommodate public institutions are provided with access for people with disabilities, but this does not happen with vehicles for certain categories (e.g. braille equipment, hearing mechanisms for the hearing impaired, etc.)

6.6. PAR Monitor 2019/2020 recommendations

Only some of the sampled service providers in Kosovo publish information regarding the services they offer online . Hence, there is room for improvement in structure, quality and visibility of information:

a. 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.

Available official channels for two-way communication with service recipients still do not allow for meaningful and systematic feedback collection. As such, service delivery policies are hardly based on customer satisfaction.

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.

c. 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.

d. The legal basis should be simple and harmonized in terms of special laws containing special administrative procedures with the Law on General Administrative Procedure.

e. 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.

f. 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.

g. The institutions should start establishing one-stop shops in order to provide the citizens with public administrative services as quickly and efficiently as possible.

7. PAR AREA PFM

7.1. WeBER indicators used in Public Finance Management and country values for Kosovo

P5_I1: Transparency and accessibility of budgetary documents					
0	1	2	3	4	5
P6_8_I1: Public availability of information on public internal financial controls and the parliamentary scrutiny					
0	1	2	3	4	5
P16_I1: Supreme Audit Institution's communication and cooperation with the public pertaining to its work					
0	1	2	3	4	5
P11_13_I1: Availability of public procurement related information to the public					
0	1	2	3	4	5

7.2. State of Play in Public Finance Management

Within the reforms foreseen in the Public Administration Reform (PAR) in Kosovo, ensuring a modern Public Finance Management (PFM) is a crucial step. Public Financial Management reform area falls under the responsibility of the Ministry of Finance (MoF). The Public Finance Management Reform Strategy (PFMRS 2016-2020) remains the main strategic document in this area. PFMRS is a comprehensive strategy divided in four main pillars and aims to achieve sound financial management by improving the systems that ensure fiscal discipline, operational efficiency and effective allocation of Kosovo's public resources, as well as cross-cutting PFM issues (amongst other the budget transparency).[95] Priorities have been based on main gaps in the PFM area in Kosovo, some indeed fundamental for the overall efficiency of the system, such as effective commitment controls, development of the medium term expenditure framework, strengthening internal/external audit, and enhancement of IT systems. The PFMRS foresees the key reform plans in the management of the budget process, incorporating "strategic planning and budget preparation", "budget execution", "accounting and reporting" and "audit and oversight".

A satisfactory progress of the PFMRS is stated during 2019, with 38 of the 49 planned activities implemented. In other words, 78% of the activities have been implemented, while 22% have stalled[96]. During 2019, 19 indicators were in line to be achieved and results show 12 were achieved while 7 were partially achieved. During 2019 positive trends were depicted in the average deviation of tax revenues forecasts, in the reduction of the number of transfers and in an increase of the number of taxpayers who voluntarily declare their income.[97]

The PFMRS includes indicators which monitor progress in relation to specific objectives. The practice was to describe the indicators in detail in so-called indicator passports, developed separately for each strategy. However, the last indicator passport was produced in 2017.

The reports on PFMRS implementation progress are produced and are publicly available on the MoF's website. [98] They explicitly state outputs for each planned activity and report within the PAR strategic framework to include a clear overview of values for all outcome-level indicators, in relation to Action Plans. The MoF produced the Action Plan 2019-2020 on the implementation of the PFMRS 2016-2020, which contains four pillars (Fiscal discipline, Allocation efficiency, Operational efficiency and PFM related matters), twelve priorities and several activities under each priority and objective.[99] The Action Plan is well coordinated, developed and includes costing for this area.[100]Public procurement procedures have positive trends for this reporting period, and have been increasingly transparent, except contract implementation, which remains subject to

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95   Available at: http://www.kryeministri-ks.net/repository/docs/Public_Finance_Management_Reform_Strategy2016-2020.pdf
96   Available at: https://mf.rks-gov.net/desk/inc/media/56B47DA6-0475-4A99-BBB5-409A66A32E4E.pdf
97   Available at: https://mf.rks-gov.net/desk/inc/media/D2B405EB-1A0C-4F67-A35B-486227F19BFF.pdf
98   Available at: https://mf.rks-gov.net/page.aspx?id=1,117
99   Available at: https://mf.rks-gov.net/desk/inc/media/E9D97D58-F376-41CB-96DE-A957A711ABD2.pdf
100   EC Report Kosovo, (2020).
      Available at: https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/kosovo_report_2020.pdf

irregularities and prone to corruption.[101] The Public Procurement Law (PPL) structures public procurement in Kosovo, and entered into force on October 2011; additionally it was amended twice in 2016.[102] The main body responsible for coordinating and monitoring the public procurement system is the Public Procurement Regulatory Commission (PPRC). Members are proposed by the Government and approved by the Parliament, therein building a board with a chairperson and two leading members.

The National Public Procurement Strategy of 2017-2021 offers objectives, measures and steps that the Government and main public procurement bodies aim to undertake.[103] The strategy includes priorities for the PPRC and the National Public Procurement Strategy Monitoring Group to implement during this period, with the aim of greater transparency and equal treatment. The Action Plan 2017-2019 is published in the PPRC website, however, the 2020 version is not yet available.[104]

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 organizations is consistent with the legislation governing public financial management and public administration in general.

Principle 8: The operational framework for internal audit reflects international standards, and its application by the budget organizations 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 the functioning of the public sector.

As these principles are thoroughly assessed by SIGMA, WeBER focuses and enhances 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. 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. Since 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

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101   Ibid.
102   Law No. 04/L-042 on Public Procurement. Available at: https://gzk.rks-gov.net/ActDetail.aspx?ActID=2772
103   The National Public Procurement Strategy 2017-2021 and its Action Plan are available at
       https://krpp.rks-gov.net/Default.aspx?PID=Home&LID=2&PCID=-1&CtlID=HTMLStatic&CID=PPRCNews&ID=234.
104   OECD/SIGMA Central Public Procurement institution in the Western Balkans (with selected EU country examples). Sigma Paper no.60 (2020)

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 the data available on the websites of Ministries in charge of finance and the 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 PIFC policy. The websites of all Ministries are analyzed for the availability of specific FMC-related information, while official parliamentary documentation serves the measurement of regularity of PIFC parliamentary scrutiny.

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

Finally, in the public procurement area, the indicator 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 looks into the availability of open procurement data as well as the percentage of public procurement processes done in open procedures. This indicator is entirely based on a review of official public procurement policy documentation.

7.3. WeBER monitoring results

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

Principle 5: Transparent budget reporting and scrutiny are ensured

WeBER indicator PFM P5_I1: Transparency and accessibility of budgetary documents

| Indicator elements	Scores 2019/2020	Scores 2017/2018
Enacted annual budget is easily accessible online	4/4	4/4
In-year budget execution reports are easily accessible online	4/4	4/4
Mid-year budget execution reports are easily accessible online	4/4	4/4
Budget execution reports (in-year, mid-year, year-end) contain data on budget spending in terms of functional, organization and economic classification	2/4	2/4
Annual year-end report contains non-financial information about the performance of the Government	0/2	0/2
Official reader-friendly presentation of the annual budget (Citizen Budget) is regularly published online	2/4	4/4
Budgetary data is published in an open data format	2/2	2/2
Total score	18/24	20/24
Indicator value (scale 0 – 5)	4	4

Analysis of budgetary information and related documents show very satisfying results, as in the previous monitoring, in terms of transparency and data availability. Enacted annual budgets are available on the Ministry of Finance's website and can be found in less than three clicks from the homepage, rendering them very easily accessible for the public. Monthly, quarterly, semi-annual, and year-end annual budget execution reports are all available online, and also easily accessible. Monthly budget execution reports are published and updated in a timely manner in a consolidated excel database that includes monthly expenditures data since January of 2006.

These file are available in a downloadable excel file (open data format) and free of charge. Granted, this data only includes economic expenditures. Year-end reports are presented in a very comprehensive way, and entail detailed data based on each local and center level institutions' expenditure execution (i.e. expenditure for wages and salaries, expenditures for good and salaries, expenditures for subsidies and transfers, capital expenditure, expenditures for debt service), compared to mid-year when the functional classification was only provided over the Covid-19 payments.

To that extent, budget reports are presented solely according to economic and organizational classification, functional classification was not evident, and reports contain only financial information

How does KOSOVO do in regional terms?

Indicator P5_I1: Transparency and accessibility of budgetary documents
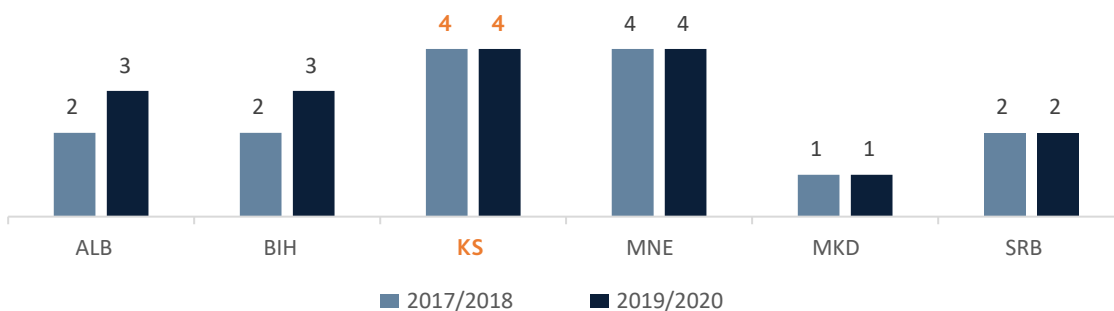
Principle 6: The operational framework for internal control defines responsibilities and powers, and its application by the budget organizations is consistent with the legislation governing public financial management and the public administration in general;

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

WeBER indicator PFM P6_8_I1: Public availability of information on public internal financial controls and the parliamentary scrutiny

Indicator elements	Scores 2019/2020	Scores 2017/2018
The consolidated annual report on PIFC is regularly produced and published online	0/4	0/4
Quality reviews of internal audit reports are regularly produced and published online	0/2	0/2
Ministries publish information related to financial management and control	0/2	0/2
CHU proactively engages with the public	0/2	0/2
The Parliament regularly deliberates on/reviews the consolidated report on PIFC	0/2	2/2
Total score	0/12	2/12
Indicator value (scale 0 – 5)	0	0

The Ministry of Finance drafts the PIFC reports, but these reports are not public. Given the fact the certain parliamentary committees discuss the reports, it is clear that reports are produced albeit not publicly available.

As for quality reviews, no reports on internal audit have been published in the last two reporting cycles. The director of IAU is required to have particular attention for quality assurance. A quality assurance and improvement programme is designed to enable an evaluation of the internal audit activity's conformance with the Standards, and an evaluation of whether internal auditors apply the Code of Ethics. The program also assesses the efficiency and effectiveness of the internal audit activity and identifies opportunities for improvement. The chief audit executive should encourage board oversight in the quality assurance and improvement programme. It is to be noted that the previous monitoring stated that the CHU prepared an annual report on PIFC development progress. This report included comprehensive information, such as statistics and the state of play in implementing internal control in public sector organizations. SIGMA's findings on previous monitoring demonstrate, however, that the application of risk management is still at a low level.

Preparing the Annual Consolidated Report on Functioning of the Public Internal Financial Control system in the Public Sector Entities on the basis of annual reports received from the Public Sector Entities, as well as based on monitoring results, is regulated by Law on Public Internal Finance Control. However those publications are not found in the relevant websites. An overall risk assessment for all state bodies is done by the Ministry of Finance in 2019. It is a report on the public administration reform implementation concerning the strategy of the reform on public financial management 2016-2020. Besides the Ministry of Finance, no other Ministries have information on risk registers and book of procedures.

The Ministry of Finance's website , social media and the CHU consolidated reports were analyzed to identify activities related to public outreach for the monitoring period. Evidences of public outreach include the section in the Ministry's website named "Division for Public Communication" and the Section named "News", as well as Internal Audit brochures. The 2020 manual is available online and proactive engagement with the public was done by press releases and media appearances. There was no parliamentary deliberation on such reports in the concerned time period. The legislation during this monitoring period was dysfunctional due to the pandemic and political instability, which saw two different governments within a 10-month period. The legislation implemented less than 10% of its legislative program. Results from the previous reporting cycles indicated that the Parliament and the relevant Committee regularly deliberated on the consolidated PIFC reports; main findings were discussed in June 2016 and 2017, indicating a negative shift on the indicator.

How does Kosovo do in regional terms?

Indicator PFM P6_8_I1: Public availability of information on public internal financial controls and the parliamentary scrutiny
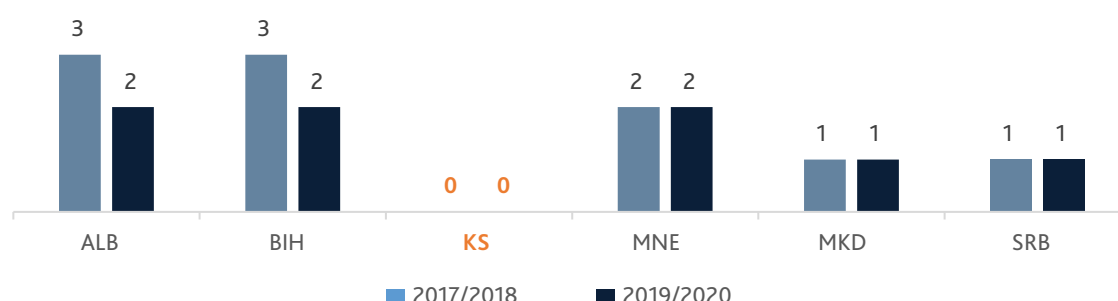
Principle 16: The Supreme Audit Institution (SAI) applies standards in a neutral and objective manner to ensure high-quality audits, which positively impact the functioning of the public sector

WeBER indicator PFM P16_I1: Supreme Audit Institution's communication and cooperation with the public pertaining its work

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

In the previous monitoring, the Kosovo National Audit Office (KNOA) did not have a specific communication strategy, while the 2020 monitoring recognizes that a KNOA 2020-2022 Communication Strategy is developed with defined goals and objectives. The document is in line with its 2018-2021Strategic Plan. In the strategy is indicated that KNOA needs to maintain good relationships with the Executive and Legislative branches in order to encourage public oversight and accountability. The plan will be revised annually and will be under the KNOA's communication department. KNAO, same as in the previous monitoring reports, has dedicated at least one job position to proactive communication and provision of feedback towards the public. In the case of Kosovo, Regulation of Internal Organization and Job System, available on KNAO's website, stipulates the Public Communication and Translation Unit's duties and responsibilities, as the

body responsible for public communication. It is responsible for providing professional support to KNAO in varied things such as: communication with the Assembly, Parliamentary Committees and other public institutions; preparing press conferences and preparing press releases, statements, reports and online publications; preparing meetings and forums with civil society; updated KNAO official website; coordinating activities related to audit reports publication; and coordinating requests for access to public documents. In this way, the position contains at least one of the listed tasks in the methodology, notably "Preparation of information, documents, and other materials designed for proactive communication towards the public".
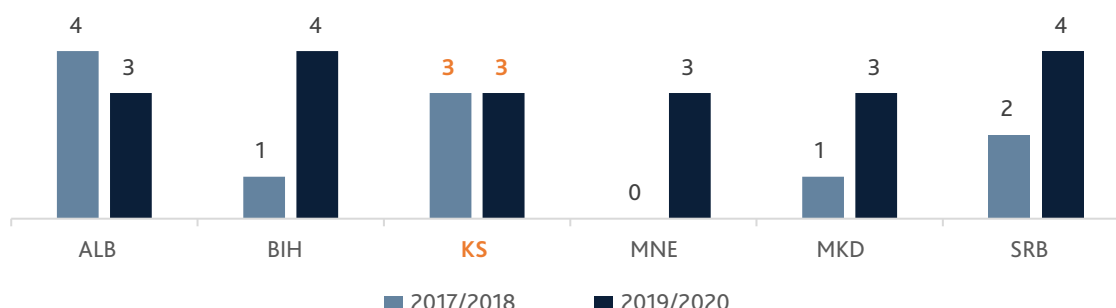
In addition, previous research has shown that KNAO utilizes at least two additional means of communication with the public. More specifically, by actively maintaining a Facebook account and holding press conferences presenting Audit Reports and holding roundtable discussions. The Covid-19 pandemic shifted the trend, leaving KNAO only communicating through Facebook and short media announcements. Due to the circumstances, press conferences and such events were suspended following health recommendations; however when possible some events were held and are available in their Facebook page. Strategies and audit reports are also available in the publication section.

Reports contain an executive summary which tackle the problem, overall conclusions and key recommendations, yet are written in a technical language. To note that the executive summary contains a graph which includes main findings and recommendations related to addressing each finding. In addition, each report maintains the same structure as the executive summary. Performance reports' executive summary stand out in terms of details provided, language and structure, yet the overall report does not meet the criteria of clear language, citizen-friendly and simple structure.

The KNAO website does not have any specific channel for submitting complaints or initiatives on issues identified by external stakeholders, which means there is system for receiving, filing, processing and reporting on complaints, tips, and inputs regarding the utilization of public funds made by CSOs or citizens. The website's Contact Section contains a section where the public can send a message to KNAO, as well as the contact information of the Head of the Auditor General's Cabinet - which was already the case in the previous monitoring. One good aspect is that Kosovo National Audit Office's audit methodologies and guideline do not mention consultations with CSOs related to audits that it performs, yet, several Annual Reports indicate that there are consultations with CSO. The website's News section furthermore indicates of working contact between KNAO and CSOs. This is confirmed by the head of the department for public communication and professional development in the interview following the statement "Civil society has continuously been a participant in consulting groups for the drafting of strategic documents of the NAO and part of the drafting of the communication strategy of the NAO. This consultation process is formalized through Regulation (CAO) no. 02/2020 on the internal organization and systematization of jobs where the Consultative Forum with Civil Society is foreseen."

How does Kosovo do in regional terms?

Indicator P16_I1: Supreme Audit Institution's communication and cooperation with the public pertaining to its work

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
A central procurement authority regularly reports to the public on implementation of overall public procurement policy	4/4
A central review body regularly reports to the public on procedures for protection of rights of bidders in public procurement	4/4
Reporting on public procurement by the central procurement is citizen-friendly and accessible	2/2
The public procurement portal is user-friendly	1/2
Central-level contracting authorities regularly publish annual procurement plans	4/4
Central-level contracting authorities regularly publish annual procurement reports	0/4
The central procurement authority publishes open procurement data	1/2
Open and competitive procedures are the main method of public procurement	0/4
Total score	**16/26**
Indicator value (scale 0 – 5)	**3**

Procurement central authority reports are available online and include those from 2017 to 2019. As per the central review body under the "Communication Strategy 2020", economic operators objectives for increasing efficiency over protection of their rights, transparency and access to information are drafted. Reports from 2016 to 2019 are available and include statistical representation of the complaints through the years, and include references to the cases. As for the procedures for protection of rights of bidders, the central review body has a regulation that includes explanations on the procedures.

Reports on public procurement by the central procurement is considered to meet the criteria of citizen-friendliness, given inclusion of executive summaries, sources of finances, value of the contracts, kinds of procurement activities and procedures, as well as includes easily accessible graphs, tables and charts.

To note that the contracts in Kosovo are not open, therefore only basic information is provided. Without registering one can only review basic documentation, (signed contracts with the value and between subjects). In general, the portal is considered to be user-friendly given that it is free of charge, has functional use guidelines and a FAQ section . Annual procurement plans are published in Kosovo in one central platform along with all the procurement plans including of Ministries, National Agencies, Assembly, Municipalities and Public local and regional companies. The accessible plans date from November 2019 to the current period December 2020. Also annual procurement plans are published by scarce Ministries' procurement Department/Division.

The central-level authority lacks when it comes to publishing reports on individual sample institutions. Such reports are not available in Ministries websites as well.

As for procurement data, the official website offers XSL and PDF formats which can be downloaded free of charge. There is also another platform developed by CSOs, using the official website as source and fully synchronized with the latter, which is considered more user-friendly.

As for the method of public procurement, there is no data over the number of contracts. Yet their statistics are done out of the value of the contract. Of the total value, 88.37% correspond to contracts made out of open and competitive procedures, while 11.63% correspond to other methods.

The Procurement Review Body (PRB) has been expected to complete the PRB Board through appointing two members. This ensures the board of the PRB is fully operational, and addresses staff capacity constraints. This measure was also noted as well in the European Commission Kosovo 2019 Report, and in the conclusions of the Subcommittee on Internal Market, Competition Policy and Consumer Protection.

7.4. How does Kosovo do in regional terms?

WeBER indicator PFM P11_P13_I1: Availability of public procurement related information to the public

■ 2019/2020
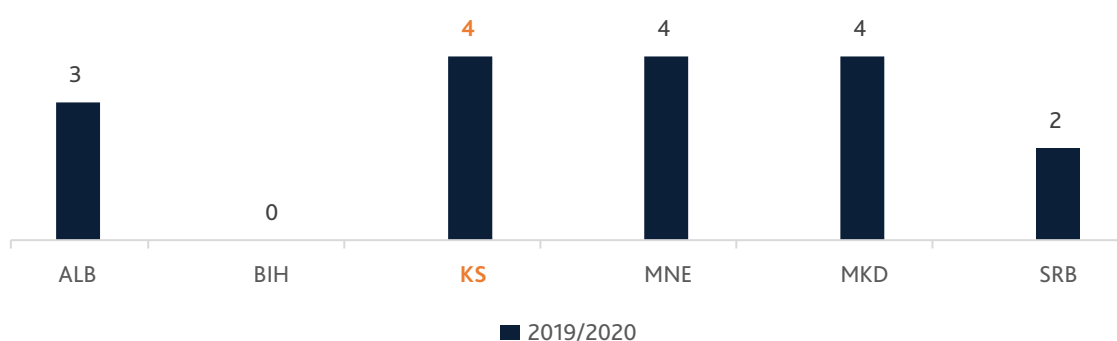
7.5. Summary results: Public Finance Management

In the PFM area, WeBER monitors the transparency and accessibility of budgetary data, how the government communicates with citizens about public internal financial control, and the degree of the supreme audit institutions' external communication.

The Ministry of Finance (MoF) makes enacted annual budget documents (Law on Budget) easily accessible in its official website, and the same applies to end of year, semi-annual and quarterly monthly budget execution reports. Monthly, quarterly, semi-annual, and year-end annual budget execution reports are all available online, and easily accessible. Monthly budget execution reports are published and updated in a timely manner in a consolidated excel data base that includes monthly expenditures data since January 2006. End of year reports are presented in a very comprehensive way and entail detailed data based on each local and center level institutions' expenditure execution.

Public availability of information on public internal financial controls and the parliamentary scrutiny is not at the desired level in this reporting period. The Ministry of Finance drafts the PIFC reports, however these reports are not public. Research shows that the responsible Parliamentary Committees discussed and drafted these reports, however, the availability to the public is not reached. Additionally, due to COVID 19 restrictions and political instability with frequent government changes, no parliamentary deliberation on such reports was held during the reporting period. The legislation implemented less than 10% of its legislative program. Evidence from the previous reporting cycles indicated that the Parliament and the relevant Committee regularly deliberated on the consolidated reports on PIFC; main findings were discussed on June 2016 and 2017, indicating a negative shift on the indicator.

A positive trend is visible in the Kosovo National Audit Office (KNAO). In the previous PAR Monitoring 2019-2020, KNAO did not have a specific communication strategy, yet in this reporting period a Communication Strategy of Kosovo National Audit Office for the period 2020-2022 had been developed with defined goals and objectives. The strategy indicates that KNOA needs to maintain good relationships with the Executive and Legislative branches in order to encourage public oversight and accountability. The plan will be revised annually and will be under KNAO's communication department.

On this reporting period, the Covid-19 pandemic shifted the trend of communication, leaving KNAO communicating through Facebook and short media announcements. Due to the circumstances, press conferences and such events were suspended following health recommendations; however, some events were organized when possible and are available in their Facebook page.

The KNAO website does not have any specific channels for submitting complaints or initiatives on issues identified by external stakeholders, which means there is no system for receiving, filing, processing and reporting on complaints, tips, and inputs regarding the utilization of public funds made by CSOs or citizens.

On this monitoring period the availability of public procurement related information to the public was measured and analyzed. Availability of procurement central authority reports is in a desirable level, available online and includes reports from 2017 to 2019. Reports on public procurement by the central procurement are considered to be citizen-friendly, given that they include executive summaries, sources of finances, value of contacts, kinds of procurement activities and procedures. Annual procurement plans are published in one central platform, where all procurement plans from Ministries, National Agencies, Assembly, Municipalities and Public local and regional companies are published.

7.6. Tracking Recommendations

Recommendation	Status	Comment
Publishing of budget execution data should be as comprehensive as possible, for better understanding of external stakeholders and greater transparency. Besides the usual publishing of information based on economic categories, each report should allow for accessing execution data according to Government functions, and individual budget users' execution for the whole public sector (state budget, local self-governments, social security organizations, state-owned enterprises);	Completed	PAR Monitor 2019-2020
In addition, year-end budget report should provide Government performance information. Firstly, this information should be disclosed in a concise and citizen-friendly way explaining achievements by the Government in terms of budget execution, and, secondly, more detailed information can be provided by disclosing information on programme-budget indicators at the level of programmes of all budget users.	Partially	The 2020 Report has not been published yet. The 2019 Report does provide the Government budget execution, however does not provide detailed information on budget indicators at the level of programs.
To that end, the MoF should consider increasing the quality of its contents and making data more telling - e.g. by highlighting functions/purpose of budget spending on key budget projects and measures planned for the year, on possibilities for citizen participation in budget formulation at different levels; but also by providing more advanced data visualization to keep data understandable while increasing visual appeal;	Partially	The manner in which content is provided is understandable and key measures incorporated. The MoF should consider moving toward more friendly and visual appealing ways.
The MoF should pursue open data policy to the fullest, by publishing all budgetary data in more than one open format, in line with the open data standards. This should also entail making datasets available through the national open data portal, and an easily accessible website banner/section.	Partially	The MoF publishes data and the content it publishes is easily accessed, but only via its official website. Not all publications are available in the open data portal. The Mof publishes its content in PDF format.
Ministries in Kosovo, as well as other direct budget beneficiaries, should dedicate an easily accessible, single website section for updates on PIFC within the organization. Beyond descriptions and static information, this section should be regularly updated with results of PIFC implementation in daily functioning of the organization.	Not completed	The MoF drafts the PIFC reports yet they are not public. Given the fact that certain Parliamentary Committees discuss the reports, it is clear that reports are produced however not publicly available.

Recommendation	Status	Comment
The MoF should publish the PIFC reports online, less than three clicks away. In addition, it should establish external communication by publishing dynamic materials for explaining PIFC and highlighting important developments in the public sector to citizens using simple language and practical examples. This can be done through various means such as infographics, videos, or brochures. Existing social media channels (e.g. MoF Facebook) or new ones can serve as an additional platform.	Not completed	PAR Monitor 2019-2020
The SAI should produce a citizen-friendly summary for all reports published, regardless of the audit type. As a good starting point, short and concise summaries produced for performance audit reports can be replicated and the graphs with main findings and recommendations should be enriched with more and concise information, to better reflect the findings.	Completed	PAR Monitor 2019-2020
The SAI should clearly promote information on receiving and handling procedure of citizens' inputs, tips, and complaints in a dedicated website location. Since it already established an internal system for receiving and handling them, increased visibility and promotion of this practice can positively affect citizens' engagement in reporting irregularities, as well as government accountability	Completed	It uses Facebook as a platform for citizen engagement and promotion
In addition to CSO forums, in the next cycle of strategic development and planning, the SAI should consider adopting a separate communication plan or strategy. This will make the its approach to external communication and planned involvement of civil society more transparent and predictable, and strengthen SAI's credibility.	Not completed	The Kosovo National Audit Office audit methodologies and guidelines do not mention consultations with CSOs related to performed audits. Yet several Annual Reports indicate that there are consultations with CSOs. The website's News section also indicates working contact between KNAO and CSOs. Due to COVID 19 pandemic, activities foreseen in this recommendation are not completed
Finally, the SAI should consider using as much citizen-friendly tools as possible for communicating its work. Possible options include but are not limited to: infographics, videos, or brochures, and social media. Moreover data visualization should also be practiced given that SAI is in possession of large amounts of data on public funds utilization in Kosovo. Such tasks can be included to the existing job positions within KNAO in charge of external communication and processing of citizens' inputs.	Completed	SAI is among the leading institutions that uses citizen-friendly means of communication through infographics, media appearances, and social media activity.

7.7. PAR Monitor 2019-2020 recommendations

Completion of the Procurement Review Body (PRB) board through the appointment of two members in order to ensure that the board of PRB is fully operational, and the staff addresses capacity constraints to ensure the implementation of the Law on Public Procurement.

A quality assurance and improvement programme is designed to enable an evaluation of the internal audit activity's conformance with the Standards, and an evaluation of whether internal auditors apply the Code of Ethics. Therefore, failure to publish PIFC reports online increases uncertainty over the work of the Central Harmonized Unit against external factors in terms of reports, audit quality, management and financial control. A proactive publication of PIFC reports is encouraged to raise the quality assurance.

Annual procurement plans are published in Kosovo in one central platform. The accessible plans date from November 2019 to the current period December 2020, indicating a lack of open and regular accessible database. Therefore, annual procurement plans published in the platform should be added to the database and older plans must be made accessible as well.

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.

Although 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.

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 citizens 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.

8. 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 is based on 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, weigh, 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.

8.1. 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 scrutinised 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 analysed:

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 analysed:

2)   Ministry of Internal Affairs (Public Administration) -https://mpb.rks-gov.net/ap/

3)   Ministry of Infrastructure105- https://www.mit-ks.net

4)   Ministry of Justice- https://md.rks-gov.net/

5)   Ministry of Finances106- http://mf.rks-gov.net

6)   Office of Prime Minister- http://kryeministri-ks.net/en/

7)   Tax Administration of Kosovo- http://www.atk-ks.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 Economy, Labor , Trade, Industry, Entrepreneurship and Strategic Investements - https://mzhe-ks.net/

2)   Ministry of Infrastructure and Environment107 - http://www.mit-ks.net

3)   Ministry of Culture, Youth and Sports - https://www.mkrs-ks.org

4)   Ministry of Finance and Transfers108- http://mf.rks-gov.net

5)   Office of Prime Minister - http://kryeministri-ks.net

6)   Tax Administration of Kosovo - http://www.atk-ks.org

7)   Kosovo Cadastral Agency - http://www.kca-ks.org

In the Service Delivery Area, for monitoring availability of information regarding the provision of administrative services on the websites of service providers (SD_P5_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 - http://mfa-ks.net

4)   Tax Administration - http://www.atk-ks.org

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105   This Ministry, in the time of monitoring, under Hoti Government (June '20- February '21). The name of this ministry changed with the new structure of Kurti 2 Government.
106   This Ministry, in the time of monitoring, under Hoti Government (June '20- February '21). The name of this ministry changed with the new structure of Kurti 2 Government.
107   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.
108   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.

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) Procurement Review Body - https://oshp.rks-gov.net

8.2. 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 30 FOI requests were sent in the monitoring period from February 2020 to December 2020.

8.3. Focus groups

Focus groups were conducted for collecting qualitative, in-depth inputs from stakeholders for a selection of indicators - for the ones either fully based on survey data to complement them, or for those that relied on otherwise collected information that needed to be corroborated by focus group participants. The PAR Monitor methodology envisaged focus groups for:

- Policy Development and Coordination, with civil society organisations (covering PDC_P5_I2, PDC_P6_I1, PDC_P10_I1, PDC_P11_I1, PDC_P12_I1)

- Accountability, with civil society organisations (for indicator ACC_P2_I1)

Table 14. Focus groups conducted in Kosovo

Date/Place	Group	#	PAR Area
22 October 2020, Prishtinë	Civil society	7 participants	Policy Development and Coordination, Accountability, SFPAR

8.4. 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 7 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
15 September 2020, Prishtinë	Managerial level civil servant	SFPAR
29 December 2020, Prishtinë	Representative of CSO	SFPAR
7 October 2020, Prishtinë	Former candidate for job position in central administration body	PSHRM
8 October 2020, Prishtinë	Former candidate for job position in central administration body	PSHRM
15 September 2020, Prishtinë	Senior civil servant	PSHRM
16 September 2020, Prishtinë	Senior civil servant	PSHRM
7 October 2020, Prishtinë	Senior civil servant	PSHRM

8.5. 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 10 May – 30 May 2020. The margin of error for a sample of 1021 citizens is ± 3.14%, at the 95% confidence level. Below are the demographic data of the sample:

Table 16: Public perception survey sample data

Category	Sub-category	N	Percentage
Household's present income	Living comfortably on present income	128	12.5
	Coping on present income	473	46.32
	Finding it difficult on present income	348	34.08
	Finding it very difficult on present income	73	7.14
Area	Urban	572	56.02
	Rural	449	43.97
Region	North and Northwest	343	33.59
	Central (Prishtina)	356	34.86
	South and Southeast	322	31.53
Gender	Male	509	49.85
	Female	512	50.14
Age	18-29	331	32.41
	30-44	332	32.51
	45-60	224	21.93
	> 60	144	14.10
Education	Primary or less	333	32.61
	Secondary	421	41.23
	College or University	266	26.05
Employment status	In paid work	332	32.51

Category	Sub-category	N	Percentage
	Unemployed	441	43.19
	Other	248	24.28

8.6. 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 221 civil servants completed the survey from June 22nd to August 4th 2021. The Ministry of Public Administration (MPA) facilitated the dissemination of the survey.

Table 17. Civil servant survey sample data

Category	N	Percentage
Civil service position		
Senior management civil servant	4	2.70
Mid-level (management) civil servant	46	31.08
Professional level civil servant	84	56.75
Administrative level civil servant	9	6.08
Other	5	3.37
*73 of the respondents skipped this question.		
State administration institution		
Ministry	97	65.54
Subordinate agency	27	18.24
Prime Minister's Office	0	0
Independent Agency	13	8.78
Other	11	7.43
*73 of the respondents skipped this question.		
Gender		
Male	99	65.56
Female	40	26.49
I have no answer	12	7.94
*70 of the respondents skipped this question.		
Years working in the administration		
Mean= 13.04 years; Range= 0-40 years		
*73 of the respondents skipped this question.		

Table 18: 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
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

8.7. Survey of Civil Society Organisations

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

- CSOs' involvement in evidence-based policy-making;

- Participation in policy- and decision-making;

- Exercising the right to free access of information;

- Transparency of decision-making processes;

- Accessibility and availability of legislation and explanatory materials;

- CSO's perceptions on government's planning, monitoring and reporting on its work;

- Effectiveness of mechanisms for protecting the right to good administration;

- Integrity of public administration, and

- The accessibility of administrative services;

Data collection was conducted using a self-administered questionnaire on SurveyMonkey platform. 49 CSOs participated in the survey, which was conducted between 23 June to 4 August 2021.

Table 19. CSO survey sample data

Category	N	Percentage
Type of organization		
Policy research/Think-tank	24	48.48
Watchdog (Monitoring)	22	44.89
Advocacy	29	59.18
Service provider	8	16.32
Grassroots	13	26.53
Other	5	10.20
Area of operation		
Governance and democracy	28	57.14
Rule of law	16	32.65
Human rights	18	36.73
Public administration reform	13	26.53
European integration	9	18.36
Gender issues	14	28.57
Children and youth	13	26.53
Environment and sustainable development	19	38.77
Education	16	32.65
Culture	9	18.36
Health	9	18.36
Media	5	10.20
Economic development	13	26.53
Social services	8	16.32
Other	13	26.53

Category	N	Percentage
Year of registration of the CSO		
Mean= 2008; Range=1998-2020		
Position of the respondent in the organisation*		
Senior-level management	32	65.30
Mid-level management	10	20.40
Senior non-management	2	4.08
Mid-level non-management	3	6.12
Other	4	8.16
Years working with the organisation		
Mean= 6.5; Range=0-20 years		