

PAR Monitor Report Kosovo

Public Service And Human Resource Management

2024/2025



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About Weber 3.0

Building upon the achievements of its predecessors, the WeBER (2015 – 2018) and WeBER 2.0 (2019 – 2023) projects, the **Western Balkan Enablers for Reforming Public Administrations – WeBER 3.0** project is the third consecutive EU-funded grant of the largest civil society-led initiative for monitoring public administration reform (PAR) in the Western Balkans. Its implementation period is February 2023 – July 2026. Guided by the SIGMA/OECD Principles, the first two phases of the initiative laid the foundation for WeBER 3.0's ambition **to further empower civil society organisations (CSOs) to contribute to more transparent, open, accountable, citizen-centric and thus more EU-compliant administrations in the WB region.**

WeBER 3.0 continues to promote the crucial role of CSOs in PAR, while also advocating for broader citizen engagement in this process and inclusive reform measures which are user-tailored and thus lead to tangible improvements. By grounding actions in robust monitoring data and insights, WeBER 3.0 will empower civil society to more effectively influence the design and implementation of PAR. To foster collaborative policymaking and bridge the gap between aspirations and actionable solutions, the project will facilitate sustainable policy dialogue between governments and CSOs through the WeBER Platform and its National PAR Working Groups. Finally, through small grants for local CSOs, WeBER 3.0 bolsters local-level PAR engagement, amplifying the voices of citizens – the final beneficiaries of the public administrations' work.

WeBER 3.0 products and further information about them are available on the project's website at www.par-monitor.org.

WeBER 3.0 is implemented by the Think for Europe Network (TEN), composed of six EU policy-oriented think tanks in the Western Balkans:

By partnering with the Centre for Public Administration Research (KDZ) from Vienna, WeBER 3.0 has ensured EU-level visibility.

Acknowledgements

As in the case of the previous editions of the National PAR Monitor reports, published for 2017/2018, 2019/2020 and 2021/2022, special acknowledgements go to the members of the WeBER Platform and the National Working Group in Kosovo, as well as the other stakeholders in Kosovo that shared their experiences through interviews, thus immensely contributing to the quality of this report. They are not individually identified in this report to protect their anonymity.

The WeBER3.0 team would also like to thank its main partners and associates, who have supported the project in research and other activities. Most notably, these are the SIGMA/OECD (Support for Improvement in Governance and Management),¹ the ReSPA (Regional School of Public Administration), and the Department for Management of Public Officials, Ministry of Education, Science, Technology and Innovation Ministry of Justice, Ministry of Economy, Ministry of Environment, Spatial Planning and Infrastructure, Ministry of Internal Affairs, Food and Veterinary Agency, Ministry of Agriculture, Forestry and Rural Development, Ministry of Culture, Youth and Sports Ministry of Health , as a project associate.

¹ A joint initiative of the European Union and the OECD.

Executive Summary

The assessment of the transparency, openness and meritocracy of public service and human resource management focuses on five critical aspects - 1) transparency of statistics and reports on civil service, 2) transparency of temporary hiring in the civil service, 3) transparency and merit principle of recruitment process, 4) merit-based selection and protection of top managers from undue political influence, and 5) transparency and clarity of information on the civil service remuneration. The first aspect examines the availability of statistics or reports that cover civil service structure and key elements of civil service policy and HRM. The aspect of temporary hiring focuses on conditions and limitations for such hiring, while also examining the application of merit-principle and the openness and transparency of the hiring procedure.

The aspect devoted to the recruitment process focuses on accessibility of vacancy announcements, existence of administrative burden, equal opportunities for external candidates in the application process, institutional support to applicants, transparency of outcomes, and citizens' perception on the meritocracy of recruitment. When it comes to the top managers in the civil service, the emphasis is placed on merit-based nature of recruitment and appointment practices and the use of objective dismissal criteria, as well as on limitations on acting appointments, the extent to which appointments are protected from political influence in practice, and the competitiveness of procedures. Finally, the last aspect is devoted to transparency and clarity of the civil service remuneration system and the existence of citizen-friendly presentations on its main aspects. Findings of this report reflect the period since the publication of the PAR Monitor 2021/2022, starting from the second half of 2022, and until the end of 2024.²

Kosovo's civil service transparency, openness and meritocracy is established in legal and strategic framework but remains inconsistently implemented in practice. Meritocracy, however, is treated more as an ideal and a general principle than a mandatory legal requirement. The Public Administration Reform Strategy 2022–2027 and the Law on Public Officials commits to greater openness through the publication of salary data and the development of Human Resource Management Information System (HRMIS). Transparency in statistics and reporting is limited, with large gaps between legal obligations and actual practice. Institutions often fail to publish comprehensive and reliable information.

² For 2022, only developments not captured by the PAR Monitor 2021/2022 are included.

Recruitment procedures generally follow merit principles and are managed through HRMIS. Although, outreach and data accessibility remain restricted. The legal framework governing temporary employment, through the Law on Public Officials and its regulations, ensures that merit-based recruitment procedures are the sole hiring mechanisms for fixed term staff. Contracted staff, on the other hand, are hired through the Law on Public Procurement as special services agreements and such are not considered as “staff” in civil service. Analyzed data show that temporary staff make up for only a small fraction of the workforce and civil society representatives consider that there are flaws in this system as the candidates’ evaluation lacks consistency, allowing room for misuse of such positions.

Top management appointments are regulated based on merit, but lack centralized data gathering on acting positions. Candidates are tested through written and oral examinations and appointments are typically made from the top three performers. Acting appointments within the civil service are legally capped at twelve months at most, however the absence of statistics hinders the effective monitoring of it. This weakens accountability and leaves potential space for undue political influence.

The remuneration system, governed by the Law on Salaries in the Public Sector, provides legal structure for fair and transparent salaries, with definitions for coefficients and for civil service positions. Here too, exists a discrepancy between the legal framework and practical implementation, which lacks clarity and openness. Remuneration data are not easily accessible to the public, rules on supplements remain ambiguous.

Overall, Kosovo’s civil service is established on legal and strategic provisions designed to ensure transparency, meritocracy and accountability. However, it remains inefficient³ and implementation gaps persist across all areas, from data publication to top management appointments. Publishing statistics data on civil service to improve transparency, further developing the HRMIS to close gaps, improving the quality of testing are some of the short to mid-term recommendations of this monitoring report. Long-term recommendations include the furthering the job classification process, full implementation of the Law on Salaries in the Public Sector and limiting the use and the time of acting appointments.

3 European Commission, Kosovo 2024 Report.

List Of Abbreviations And Acronyms

PSHRM – Public Service and Human Resource Management
HRMIS – Human Resource Management Information System
LPO – The Law on Public Officials
FOI – Freedom of Information
KAS – The Kosovo Agency of Statistics
Kis – Key Informants
PAR – Public Administration Reform
ReSPA – Regional School of Public Administration
SIGMA – Support for Improvement in Governance and Management
TEN – Think for Europe Network
WeBER – Western Balkans Enabling Project for Civil Society Monitoring of
Public Administration Reform project
DMPO – Department for the Management of Public Officials
MIA – Ministry of Foreign Affairs
MESTI – Ministry of Education, Science, Technology and Information
ME – Ministry of Economy
MJ – Ministry of Justice
MESPI – Ministry of Environment, Spatial Planning and Infrastructure

WeBER PAR Monitor: What we monitor and how?

I.1 WeBER's approach to monitoring PAR

The Public Administration Reform (PAR) Monitor methodology was developed in 2015-2016, as part of the first Western Balkans Enabling Project for Civil Society Monitoring of Public Administration Reform (WeBER) project. Since the onset, WeBER has adopted a markedly evidence-based approach in its endeavour to increase the relevance, participation and capacity of civil society organisations (CSOs) in the Western Balkans to advocate for and influence the design and implementation of PAR. The PAR Monitor methodology is a cornerstone WeBER product, enabling civil society monitoring of PAR based on evidence and analysis.

In line with WeBER's focus on the region's EU accession process, once the SIGMA *Principles of Public Administration* were revised in 2023, the WeBER PAR Monitor methodology was also redesigned in 2024, building on the Principles,⁴ and on SIGMA Methodology,⁵ and complementing the monitoring by SIGMA by providing additional observations focused on transparency, inclusiveness, openness or other aspects of state administrations' work depending on PAR area in question. This revision helps maintain the focus of WeBER's recommendations on EU-compliant reforms, thus guiding the governments in the region towards successful EU accession and future membership. The main changes in the revised PAR Monitor methodology are briefly listed below.⁶

Table 1: Main changes in the PAR Monitor methodology

Structure

In order to align with the new SIGMA methodological approach, the following structural changes are introduced:

- Introduction of single indicator per PAR area, divided into sub-indicators, further consisting of several sub-indicator elements (i.e. specific criteria assessed), in order to streamline the approach and emphasise the focus on transparency, inclusiveness and openness in each PAR area.

4 OECD (2023), *The Principles of Public Administration*, OECD Publishing, Paris, <https://doi.org/10.1787/7f5ec453-en>.

5 Available at: <https://www.sigmaweb.org/en/publications/documents/2024/assessment-methodology-of-the-principles-of-public-administration.html>.

6 For detailed information on the scope and process of methodology revision please visit <https://www.par-monitor.org/par-monitor-methodology/>.

- Introduction of types of sub-indicator elements, ensuring that all following aspects of reform are covered:
 1. Strategy and Policy,
 2. Legislation,
 3. Institutional Setup,
 4. Practice in Implementation, and
 5. Praktika në Zbatim, dhe
 6. Outcomes and Impact.
- Introduction of a 100-point scale, for a more nuanced assessment of progress in each PAR area.

Data sources

- Introduction of interviews with “key informants”, i.e. key non-state actors engaged and familiar with the processes. These interviews serve as a data source for the “Outcomes and Impact” elements instead of the formerly implemented survey of civil society organisations.
- More systematic use of public perception survey results as a data source for “Outcomes and Impact” elements and expanding the scope of the survey to complement the assessment in five PAR areas – all except “Strategy for PAR”.
- Removal of the survey of civil servants as a data source due to persistent issues with ensuring adequate response rates across the region’s administrations.

PAR Monitor reporting

- Six national PAR Monitor reports, one per PAR area (36 in total for the entire PAR Monitor), in order to facilitate timely publication and advocacy for the monitoring results rather than publishing the results of 18 months of research at the end of the process.
- Six regional Western Balkan overview reports, one per PAR area (6 in total).

1.2 Why and how WeBER monitors the “Public Service and Human Resource Management” area

A professional, transparent, and merit-based civil service is a cornerstone of public administration that works in the public interest. These principles are essential for safeguarding professionalism, integrity, and public trust in institutions. WeBER’s monitoring focuses on how these principles are applied in practice, beyond what is formally guaranteed in laws and strategies: from the accessibility and inclusiveness of vacancy announcements to the transparency of recruitment outcomes and the public availability of data on key aspects of the civil service. These issues directly affect the quality, responsiveness, and trustworthiness of public institutions. When recruitment is politicised, rules are unclear, or data is withheld, citizens are left with an administration that

serves political interests rather than public needs. The monitoring of this area supports evidence-based advocacy for a more competent, accountable, and depoliticised civil service - one that citizens can trust to serve the public interest.

Monitoring in **the Public Service and Human Resource Management area** is based on four SIGMA Principles in this area:

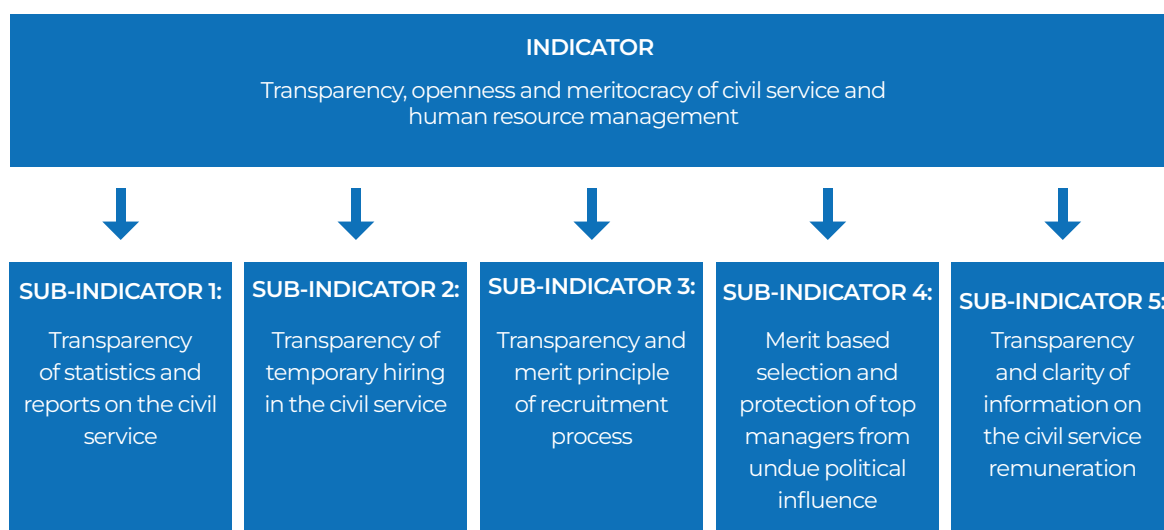
Principle 8: The employment framework balances stability and flexibility, ensures accountability of public servants and protects them against undue influence and wrongful dismissal

Principle 9: Public administration attracts and recruits competent people based on merit and equal opportunities

Principle 10: Effective leadership is fostered through competence, stability, professional autonomy and responsiveness of accountable top managers

Principle 11: Public servants are motivated, fairly and competitively paid and have good working conditions

These Principles are assessed from the perspective of availability of all relevant information on different key areas of the civil service, while also examining the extent to which merit-based recruitment is present within the system, including the procedure for temporary hiring, and merit-based appointment of top managers. A focus on transparency and openness seeks to determine the extent to which relevant authorities publish information which helps interested public gain insight into crucial aspects of the system and the extent to which civil service is open to external candidates when recruiting new employees.



The monitoring period for the Public Service and Human Resource Management covers developments since the last PAR Monitor cycle, which lasted from January until November 2022. Thus, this report focuses primarily on 2023 and 2024, as well as the end-of-2022 developments not covered in the previous

cycle. Although this report provides a comparison of findings with previous PAR Monitor editions, country scores are incomparable to the previous monitoring due to methodological changes.

The **first sub-indicator** focuses on the existence of statistics and reports that cover important data and key policy areas of the civil service system (such as recruitment, career development, and such). Monitoring of strategy and policy, legislation and practice aspects is performed by combining qualitative analysis of strategic documents, regulations and publicly available official data. For the assessment of outcomes and impact, researchers conduct three key informants' interviews with non-state actors who possess significant expertise in the area and/or experience participating in the analysed processes.

Table 2: Indicator elements under sub-indicator 1

Indicator element: number and title	Type
E 1.1 Strategic framework envisages improvements in transparency of basic information on civil service	Strategy and policy
E 1.2 Regulations stipulate that data on civil service and employees in the central state administration are publicly available	Legislation
E 1.3 The Government regularly publishes reports pertaining to the civil service	Practice in implementation
E 1.4 Published reports include data on employees other than civil servants in the central state administration	Practice in implementation
E 1.5 Published reports segregate data based on gender, age, and education	Practice in implementation
E 1.6 Civil service data is available in open format(s)	Practice in implementation
E 1.7 The government comprehensively reports on the key elements of civil service policy and HRM	Practice in implementation
E 1.8 Key non-state actors consider reports on civil service policy as transparent and comprehensive	Outcomes and impact

The **second sub-indicator** assesses openness and transparency of temporary hiring in the civil service, while also looking into the application of the merit principle and the limitations to the use of temporary hiring.

Monitoring of this sub-indicator is based on the review of regulations and websites of relevant institutions, as well as official documents and data obtained through FOI requests. The assessment of the practice-type elements is conducted on a sample of most recently completed competitions for hiring temporary staff in five different central state administration bodies, i.e. 5 competition procedures for hiring fixed-term civil servants (one per body) and 5 competition procedures for hiring contracted staff (one per body), resulting in 10 procedures observed in total. For the assessment of outcomes and impact, as in the first sub-indicator, researchers conduct interviews with key informants.

Table 3: Indicator elements under sub-indicator 2

Indicator element: number and title	Type
E 2.1 Regulations stipulate conditions and limitations for hiring temporary staff	Legislation
E 2.2 Regulations stipulate openness and application of merit-principle when hiring temporary staff	Legislation
E 2.3 Procedure for hiring temporary staff is open and transparent	Practice in implementation
E 2.4 Temporary hirings are limited in practice	Practice in implementation
E 2.5 Key non-state actors consider the use of temporary hiring as transparent, limited and purposeful	Outcomes and impact

The third sub-indicator examines the transparency of the recruitment process and the application of the merit-principle. Specifically, the assessment focuses on the accessibility of vacancy announcements, the inclusiveness and fairness of procedures for external candidates, the level of institutional support to applicants and of any administrative burden, as well as the availability of information on selection outcomes, including the annulment of procedures.

Monitoring of strategy and policy, legislation and practice aspects is performed by combining various data sources to maximise reliability of results. It includes qualitative analysis of strategic documents, legal acts and official data that is publicly available or obtained from responsible institutions using FOI requests. The analysis of Practice type elements under this sub-indicator is conducted on the same five ministries/central state administration bodies sampled under sub-indicator 2. For the outcomes and impact assessment, researchers conduct three key informants' interviews. Unlike the first two sub-indicators, researchers also use public perception survey results to assess outcomes and impact within this sub-indicator. The public perception survey was conducted specifically for the purposes of the 2024/2025 PAR Monitor cycle.

Table 4: Indicator elements under the sub-indicator 3

Indicator element: number and title	Type
E 3.1 Strategic framework envisages improvements of openness, transparency and merit principle of the recruitment process	Strategy and policy
E 3.2 Regulations stipulate openness, transparency, and merit principle of the recruitment process	Legislation
E 3.3 Vacancy announcements for public competitions are made broadly publicly available	Practice in implementation
E 3.4 Vacancy announcements for public competitions are presented in a way to motivate and attract external candidates	Practice in implementation

E 3.5 Responsible institution provides support and guidance to applicants	Practice in implementation
E 3.6 There are no unreasonable barriers for external candidates which make public competitions more easily accessible to internal candidates	Practice in implementation
E 3.7 The application procedure imposes minimum administrative/ paperwork burden on candidates	Practice in implementation
E 3.8 Candidates can supplement missing documentation within a reasonable timeframe	Practice in implementation
E 3.9 Decisions and reasoning of the selection panels are made publicly available, with due respect to the protection of personal information	Practice in implementation
E 3.10 Information about annulled public competitions, including reasoning for the annulment, is made publicly available	Practice in implementation
E 3.11 Key informants consider recruitment into civil service as transparent and merit-based	Outcomes and impact
E 3.12 Citizens' perception of merit-based civil service recruitment	Outcomes and impact
E 3.13 Citizens' perception of the influence of personal connections in civil service recruitment	Outcomes and impact
E 3.14 Citizens' perception of the influence of political connections in civil service recruitment	Outcomes and impact

The **fourth sub-indicator** focuses on the merit-based selection of top managers and the existence of mechanisms for their protection from undue political influence. Specifically, WeBER examines if the recruitment and appointment practices for civil service top management are based on merit, by looking into the limitations on acting appointments, use of objective dismissal criteria, and the extent to which appointments are protected from political influence in practice.

Monitoring relies on the review of strategy and policy, legislation, institutional websites and official documents, supplemented by data obtained through FOI requests sent to the responsible institutions. The analysis of Practice type elements under this sub-indicator is conducted on the same five ministries/ central state administration bodies sampled under sub-indicator 2. For the assessment of outcomes and impact, researchers conduct key informants' interviews, while public perception survey data is not used.

Table 5: Indicator elements under the sub-indicator 4

Indicator element: number and title	Type
E 4.1 Strategic framework envisages strengthening of professionalism of the civil service top management	Strategy and policy
E 4.2 Regulations stipulate competitive, merit-based procedures for the recruitment of civil service top management	Legislation
E 4.3 Regulations stipulate that acting appointments to top management positions are only made from within the civil service, for a limited period	Legislation
E 4.4 Regulations stipulate objective criteria for the termination of hiring of top management positions	Legislation
E 4.5 Existence of procedures on appointments to top management positions outside of the scope of the civil service legislation	Legislation
E 4.6 The merit-based recruitment for top management positions is applied in practice	Practice in implementation
E 4.7 Acting appointments are, in practice, only made from within the civil service	Practice in implementation
E 4.8 Ratio of eligible candidates per top managerial-level vacancy	Practice in implementation
E4.9 Share of non-merit-based appointments to top management positions	Practice in implementation
E4.10 Key non-state actors consider that the selection and appointment process of top managers is merit-based and that they are protected from undue political influence	Outcomes and impact

Finally, the **fifth sub-indicator** examines the transparency and clarity of the civil service remuneration system, primarily focusing on the availability of information on salaries and its citizen-friendliness.

Monitoring of this sub-indicator is based on the review of regulations and websites of relevant institutions. For the assessment of outcomes and impact, researchers conduct key informants' interviews.

Table 6: Indicator elements under the sub-indicator 5

Indicator element: number and title	Type
E 5.1 Regulations define a simply structured remuneration system	Legislation
E 5.2 Information on civil service remuneration system is available online	Practice in implementation
E 5.3 Citizen friendly explanations or presentations of the remuneration information exist	Practice in implementation
E 5.4 Key informants consider information on the civil service remuneration system as transparent and clear	Outcomes and impact

II. Transparency, Openness And Meritocracy Of Civil Service And Human Resource Management

This section presents the assessment results for Kosovo. Each sub-section presents the results for one sub-indicator (five in total), beginning with a brief overview of developments since the PAR Monitor 2021/2022. This is followed by a detailed assessment of the sub-indicator elements, starting with the policy, legislation and institutional framework, then moving to the practice in implementation, and ending with outcomes and impact. Each sub-indicator assessment concludes with the graph showing the awarded points.

The graph below displays the overall results for the Public Service and Human Resource Management area in Kosovo, measured on a scale from 0 to 100 points.

Transparency, openness and meritocracy of civil service
and human resource management (score 0-100)



■ Awarded ■ Not achieved

II.1 Transparency of statistics and reports on civil service

Principle 8: The employment framework balances stability and flexibility ensure accountability of public servants and protects them against undue influence and wrongful dismissal

Awarded points per elements in sub-indicator 1: Transparency of statistics and reports on civil service ⁷

Indicator elements	Element type	Score
E 1.1 Strategic framework envisages improvements in transparency of basic information on civil service	Strategy and policy	0.5/0.5
E 1.2 Regulations stipulate that data on civil service and employees in the central state administration are publicly available	Legislation	0.5/1
E 1.3 The Government regularly publishes reports pertaining to the civil service	Practice in implementation	0/3
E 1.4 Published reports include data on employees other than civil servants in the central state administration	Practice in implementation	0/3
E 1.5 Published reports segregate data based on gender, age, and education	Practice in implementation	0/3
E 1.6 Civil service data is available in open format(s)	Practice in implementation	0/3
E 1.7 The government comprehensively reports on the key elements of civil service policy and HRM	Practice in implementation	0/3.5
E 1.8 Key non-state actors consider reports on civil service policy as transparent and comprehensive	Outcomes and impact	0/2.5
Total score for sub-indicator 1		1/19.5

As part of the monitoring of transparency and the publication of data in public administration, the findings give a clear view of both the plans on paper and the real situation. The analysis starts with the Public Administration Reform Strategy 2022–2027, which sets concrete steps for publishing salary data and building the Human Resource Management Information System (HRMIS). It then looks at the laws that set duties for transparency, followed by the way institutions actually publish reports and data in practice. The results show clear gaps between what is written in the strategies and laws, and what happens in reality. This section also includes points from interviews with civil society representatives, which give more insight on access to services, the conditions of institutions, and the quality of data made available to the public.

⁷ The first sub-indicator focuses on the following SIGMA sub-principles: The government has a clear policy on public service, and the political-level responsibility for the area is established; A central body, sufficiently empowered, effectively leads and co-ordinates the human resource management (HRM) system for the public service, provides support to public administration bodies, and monitors implementation; Public administration bodies have sufficient capacities for professional HRM; An effective information system supports HRM processes and provides data allowing for evidence based public service policy.

How does Kosovo do in regional terms?

Sub-indicator 1: Transparency of statistics and reports on civil service (maximum score 19.5)

As part of the monitoring carried out on transparency and the publication of data for public administration, it was found that the Public Administration Reform Strategy 2022–2027⁸ includes concrete measures related to the publication of data on salaries in the public sector and the development of the Human Resource Management Information System (HRMIS).⁹ The main goal set in this strategy is to create a transparent and fair salary system that can attract and keep professionals in public service. To achieve this, the plan foresees the job classification according to regulations, the restructuring of positions in ministries by 2026, and the annual publication of salary data for employees by categories and positions through HRMIS by 2025.¹⁰ In addition, the strategy foresees the development and integration of HRMIS modules with the Treasury, as well as the preparation of comparative analyses of salaries with the private sector.¹¹ These measures show that the strategic framework clearly recognizes the need for transparency and alignment of the salary system, although their realization still depends on the actual implementation by responsible institutions.

From the legal perspective, the existing framework defines the obligation to publish data on the civil service and employees in central administration. The Law on Public Officials, Article 13, paragraph 1, point 10¹² assigns the Ministry of Internal Affairs the responsibility to prepare and publish the annual report on human resource management. The Law on the Organization and Functioning of State Administration and Independent Agencies, Article 44, paragraph 3¹³ emphasizes transparency and obliges agencies to publish annual performance documents. At the same time, the Law on Official Statistics, Article 5¹⁴ requires public administration bodies to provide the Kosovo Agency of Statistics with access to the information they collect and process.

However, despite these general provisions on transparency, the laws do not explicitly require publication of civil service reports, creating a legal gap and making this obligation less binding. The now-abolished Law No. 06/L-114 on Public Officials (entered into force March 2019) previously included such provisions, requiring Human Resource Management Units to prepare reports and submit them to the DMPO,¹⁵ which was responsible for drafting and publishing

8 Available at: <https://kryeministri.rks-gov.net/wp-content/uploads/2023/01/PUBLIC-ADMINISTRATION-REFORM-STRATEGY-2022-2027.pdf>

9 Available at: <https://konkursi.rks-gov.net/>

10 Actions 3.3.1 and 3.3.3 of Action Plan 2025-2027 for PARS 2022-2027, available at: <https://mpb.rks-gov.net/Uploads/Documents/Pdf/EN/5050/FINAL%20ANG%20PV%20SRAP%202025-2027%20pdf.pdf>

11 Action 3.3.5 of Action Plan 2025-2027 for PARS 2022-2027.

12 Available at: <https://gzk.rks-gov.net/ActDetail.aspx?ActID=81430>

13 Available at: <https://gzk.rks-gov.net/ActDetail.aspx?ActID=18684&langid=2>

14 Available at: <https://gzk.rks-gov.net/ActDocumentDetail.aspx?ActID=2782>

15 Article 14, para. 5 of Law No. 06/L-114 on Public Officials, available at: <https://gzk.rks-gov.net/ActDetail.aspx?ActID=25839>.

the annual report and reporting to the Assembly.¹⁶ The Constitutional Court annulled this law in July 2020 for violating the independence of constitutional institutions.¹⁷ As a result, the current law (entered into force September 2023) no longer includes provisions for DMPO publication of human resource management reports, leaving the legal basis partial and unclear regarding the form and timing of publication.

In practice, the monitoring findings show a problematic situation. For 2023, no report on the civil service was published, and this absence was also noted for previous years. Even though the Ministry of Internal Affairs published a general personnel plan for 2024, this document was made public only in July, meaning it was released late, when more than half of the year had already passed. Furthermore, the plan does not provide complete information on the number of civil servants by institutions but mainly focuses on vacant positions. This makes the reporting incomplete and not in line with legal and strategic expectations. As a result, the assessment for this element is negative, since the lack of a report for 2023 and the clear limitations in the 2024 personnel plan show that transparency in the publication of data on the civil service remains insufficient.

During the monitoring period of this area, there were no published reports or available statistics on the civil service. The central authority for human resource management has not published this data for the last five years. Through a request for access to public documents, it was confirmed that they are currently compiling and analyzing data from central institutions and plan to publish a report¹⁸ on the civil service in the future with the support of SIGMA. The Law on Public Officials, in Article 5,¹⁹ defines the categories of public officials: civil service employees, public service employees, creators and performers of art and culture, technical and support staff, and cabinet employees. Article 6 also adds a special subcategory-civil servants with special status which includes correctional services, the foreign service, aviation agencies, defense, and other specialized roles such as the police and the tax administration.

According to Article 79 of the Law on Public Officials (LPO), public service employment is generally established through open-ended contracts with the exception of managerial positions, which are subject to fixed-term contracts with a four-year mandate, renewable once based on satisfactory performance.²⁰ Fixed-term contracts may also be used exceptionally for temporary replacements,

16 Article 11.1.15 and Article 10.1.3 of Law No. 06/L-114 on Public Officials, available at: <https://gzk.rks-gov.net/ActDetail.aspx?ActID=25839>.

17 Judgement KO203/19, paragraph 163, available at: https://api.webgjk-ks.org/Custom/ko_203_19_agj_ang.pdf.

18 The Human Resource Management Report for 2024 was prepared by the Ministry of Internal Affairs and has already been published. However, it was published after the monitoring for this area was completed. The report can be found at this link: <https://mpb.rks-gov.net/Uploads/Documents/Pdf/EN/9318/ang.%20Raporti%20p%C3%ABr%20Menaxhimin%20e%20Burimeve%20Njer%C3%ABzore%202024%20Shtator%202025.pdf>

19 Available at: <https://gzk.rks-gov.net/ActDetail.aspx?ActID=81430>

20 Article 79, paras. 2 and 3 of Law no. 08/L-197 on Public Officials.

increased workload, or specific projects of limited duration.²¹ These contracts may last only as long as necessary but cannot exceed two years.²² Employees engaged under project-based contracts enjoy the same rights and obligations as regular public service employees, except that their contracts cannot be extended without undergoing the regular recruitment process.²³

When it comes to the publication of data, there are currently no reports on the civil service, nor data broken down by categories. The Kosovo Agency of Statistics²⁴ through the Labour Force Survey²⁵ (published yearly and quarterly), provides information on public administration employees. However, the category used includes public administration, defense, and compulsory social security, which goes beyond the civil service. The data is divided by gender, age, and education, but not by civil service grades or specific administrative institutions. There are also no reports published by the central authority for human resource management or by central administration institutions. For this reason, it is not possible to assess the reporting format. Cumulative data is not available on the HRMIS portal, and the Kosovo Open Data Portal is currently not functional.

As part of the methodology for this indicator, interviews were also conducted with representatives of civil society who have experience either in implementing such projects or in following and analyzing these processes. Regarding the adequacy of the territorial network for access to administrative services, from the three interviews only one of the interviewees gave a positive answer (tend to agree), while the other two expressed negative positions (one fully disagreed and the other tended to disagree). The interviewees added that reports on the civil service have not been published for the last five years, which makes it difficult to assess their quality. Even though the data in past reports was generally considered reliable, the way it was presented was often unclear. In addition, access to these reports is limited; while civil society organizations have better analytical tools, the general public faces difficulties because of the lack of regular publication and transparency.

Regarding the accessibility of the premises of service providers, from the three answers only one was positive. The three interviewees expressed themselves differently: one fully disagreed, one tended to disagree, and one tended to agree. In the additional questions it was emphasized that the available data on the civil service is not complete. While recruitment information can be found in the Human Resource Management Information System (HRMIS), important data on promotions, staff mobility, and other key elements is missing.²⁶

21 Article 79, para. 7 of Law no. 08/L-197 on Public Officials.

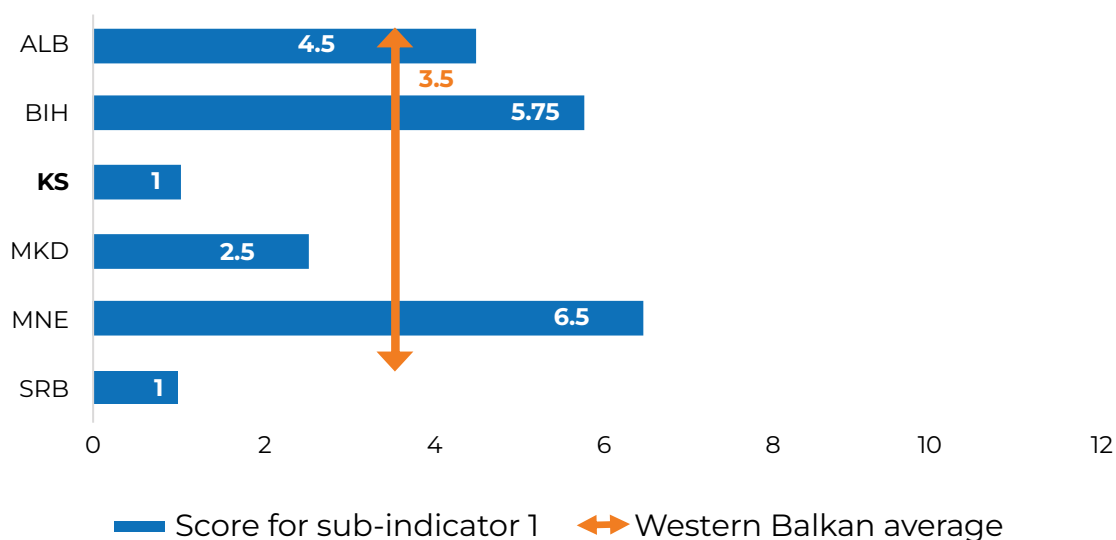
22 Article 79, para. 8 of Law no. 08/L-197 on Public Officials.

23 Article 79, para. 10 of Law no. 08/L-197 on Public Officials.

24 Available at: <https://ask.rks-gov.net/>

25 Available at: <https://ask.rks-gov.net/Search/Index/Labour%20Force%20Survey>

26 The interviews were conducted between April 30 and June 13, 2025.



II.2 Transparency of temporary hiring in the civil service

Principle 8: The employment framework balances stability and flexibility ensure accountability of public servants and protects them against undue influence and wrongful dismissal

Awarded points per elements in sub-indicator 2: Transparency of temporary hiring in the civil service²⁷

Indicator elements	Element type	Score
E 2.1 Regulations stipulate conditions and limitations for hiring temporary staff	Legislation	1/2
E 2.2 Regulations stipulate openness and application of merit-principle when hiring temporary staff	Legislation	1/1
E 2.3 Procedure for hiring temporary staff is open and transparent	Practice in implementation	3.5/3.5
E 2.4 Temporary hirings are limited in practice	Practice in implementation	0/3
E 2.5 Key non-state actors consider the use of temporary hiring as transparent, limited and purposeful	Outcomes and impact	0/3
Total score for sub-indicator 2		5.5/12.5

²⁷ The second sub-indicator focuses on the following SIGMA sub-principle: The public administration uses temporary employment in justified situations and within reasonable time limits.

The Law on Public Officials and the Regulation on Fixed-Term Employment set rules for temporary jobs in the civil service, including their purposes, duration, and procedures. Fixed-term jobs can be created for specific projects or to replace staff during temporary absences, with contracts lasting up to three years for projects and up to two years for replacements. Contracted staff can be hired through Special Service Agreements under public procurement rules, but the law does not set limits on the number, duration, or renewal of these contracts. Monitoring shows that while the legal framework provides merit-based recruitment procedures for both fixed-term and contracted staff, it is limited to a single system, and in practice these positions are sometimes misused. Based on FOI responses, temporary staff make up only a small part of the workforce, and most institutions reported that they have not hired any contracted staff. Interviews with civil society representatives show that transparency in temporary hiring is limited, the use of these positions is not clearly controlled, and although the legal framework defines the purpose, evaluation of candidates is often weak. Overall, there is a legal basis for temporary and contracted employment, but gaps remain in oversight and practical implementation.

How does Kosovo do in regional terms?

Sub-indicator 2: Transparency of temporary hiring in the civil service (maximum score 12.5)

The Law on Public Officials (LPO)²⁸ and the Regulation on Fixed-Term Employment clearly set the rules and limits for temporary jobs in the civil service. Article 37.3 of the LPO states that a fixed-term job can be created in two cases: for carrying out a specific project within the institution, or to replace an official during their temporary absence. The Regulation explains the full procedures for such employment, from the job announcement to the final selection. Article 5 covers employment for specific projects, while Article 6 lists the cases of temporary absence when replacement staff can be hired, such as medical leave, maternity leave, training, temporary reassignment inside or outside the institution, suspension (voluntary or by order), and other cases defined by law.

However, monitoring shows that neither the LPO nor the Regulation set clear numerical limits or percentages for temporary staff compared to the total number of civil servants. This legal gap means there is room for wide use of temporary contracts without control mechanisms over their scale compared to regular employment. Regarding the duration, the LPO allows contracts for projects to last up to three years, and contracts for temporary replacement up to two years. Beyond these limits, the Regulation forbids any extension with the same person, setting a clear time limit.

²⁸ Available at: <https://gzk.rks-gov.net/ActDetail.aspx?ActID=81430>

For contracted staff, Article 101 of the LPO states that they are engaged through Special Service Agreements (SSA), which are regulated under the Law on Public Procurement. The rules for SSAs are set in the Public Procurement Law and its by-laws. Article 57 of this law, amended in 2024, regulates the hiring of individual contractors for services that cannot be provided through the standard recruitment process under the LPO. Contractors must be natural persons and are selected using the criterion of “the most economically advantageous offer.”

However, the law does not set rules for the contract duration, renewals, or the number of such contracts allowed. This leaves a gap in limiting possible overuse of repeated or long-term contracts. In practice, while the legal framework gives selection procedures, it does not guarantee restrictions against potential misuse. From the monitoring analysis for element 2.1, three out of four criteria were met for fixed-term civil servants, while only one out of four was met for contracted staff. The points achieved were 0.75 for fixed-term civil servants and 0.25 for contracted staff.

For fixed-term jobs in the civil service, the Regulation and the LPO provide a clear and transparent framework, based on merit and open competition. Article 7 of the Regulation sets the open recruitment process, following the principles of equal opportunity, merit, professional integrity, and proportional representation. Articles 7 to 9 describe a two-step process: first the check of qualifications, and then a professional assessment through a structured interview and review of the CV. Candidates must score at least 70 out of 100 points to pass the minimum threshold. Each job announcement must also promote equal representation of underrepresented groups, including non-majority communities, persons with disabilities, and women.

Still, monitoring shows that the current laws allow only one single recruitment system based on merit. This applies both to fixed-term civil servants and to contracted staff through SSAs. For SSAs, the selection is done through public procurement procedures, which are based on merit and professional suitability. Candidates must prove certain qualifications, such as licenses, certificates, or relevant past experience. These procedures ensure a basic level of fairness and merit, but they remain limited to one single system. According to monitoring criteria, both fixed-term civil servants and contracted staff only meet the criterion of having one merit-based procedure. Other criteria, such as having multiple or combined procedures, are not covered. In conclusion, this element gave 0.5 points for each category, showing that while there is a legal basis for merit-based recruitment, it is limited to only one option and lacks alternative mechanism.

During the monitoring of this indicator, it was found that the legal framework-Regulation (GRK) No. 03/2024 and the Law on Public Officials defines the purposes and maximum duration for fixed-term hiring (up to 3 years for projects and 2 years for temporary absences), but does not set any numerical or percentage limit on the number of such hires.

Based on FOI responses, ME has a total of 135 staff, with 8 fixed-term civil servants-5.9% of the workforce.²⁹ MESTI currently has 140 staff.³⁰ They did not confirm the number of contracted or fixed-term staff, but they hired 1 person temporarily in the last 2 years. MESPI has 250 regular employees and no contracted or fixed-term staff.³¹ MJ has a total of 143 staff and no temporary staff.³² MIA has 944 staff in total and no temporary or contracted staff.³³ Also, the public procurement legislation does not set a legal limit on the number of contracted staff per institution.³⁴ All the institutions reviewed said they did not hire any contracted staff.

The interviews for this indicator were also conducted with selected representatives of civil society.³⁵ Regarding whether the use of temporary hiring is transparent, two out of three respondents answered positively they tend to agree while the third fully disagrees. Information on temporary hiring is limited. Although the Law on Public Officials and relevant regulations were published on the public consultation platform, there was no prior consultation, and practical implementation remains unclear. Therefore, transparency is considered low. One interviewee stated that there are clear criteria and procedures for hiring temporary and contracted staff, but they did not comment on how the law is actually implemented.

Regarding whether the use of temporary hiring is limited, all three interviewees tend to disagree. It is unclear how often temporary roles are used. In some cases, tasks assigned to temporary positions are already included in the job descriptions of existing roles or could be performed by civil servants who are already part of the institution. Finally, regarding whether the use of temporary hiring is purposeful, two of the interviewees fully agree, while the third tends to disagree. Although the legal framework defines the purpose, in practice these roles are sometimes misused, as noted above in the second criterion. A common issue is the lack of proper evaluation by institutions to verify whether candidates meet the required criteria.

29 FOI request was sent to the Ministry of Economy on 05.06.2025. The Ministry responded on 17.06.2025.

30 FOI request was sent to the Ministry of Education, Science, Technology and Innovation on 05.06.2025. The Ministry responded on 13.06.2025.

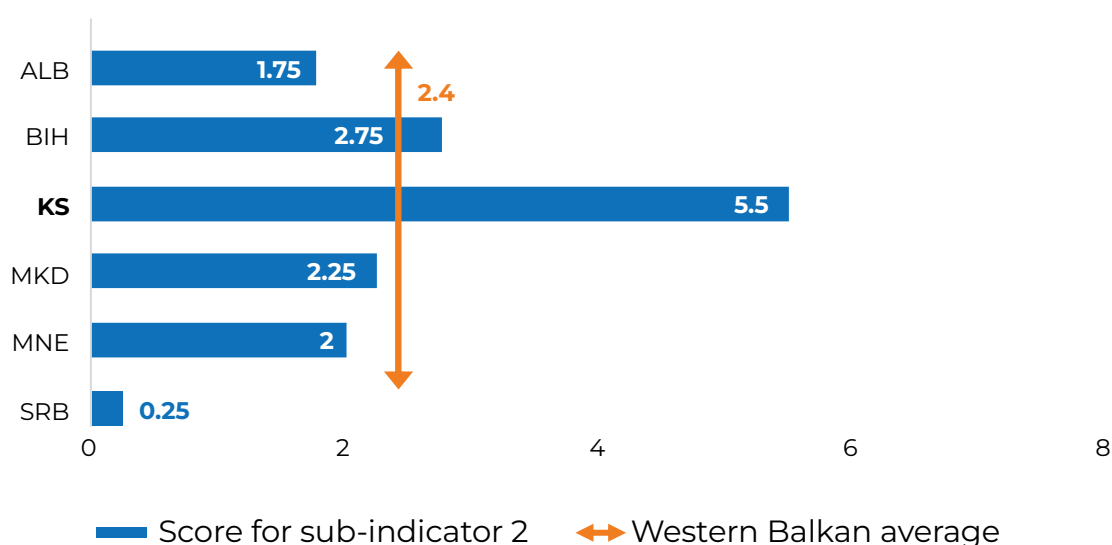
31 FOI request was sent to the Ministry of Environment, Spatial Planning and Infrastructure on 05.06.2025. The Ministry responded on 25.06.2025.

32 FOI request was sent to the Ministry of Justice on 05.06.2025. The Ministry responded on 03.07.2025.

33 FOI request was sent to the Ministry of Internal Affairs on 05.06.2025. The Ministry responded on 10.07.2025.

34 Available at: <https://gzk.rks-gov.net/ActDetail.aspx?ActID=2772>.

35 The interviews were conducted from May 6 to June 18, 2025.



II.3 Transparency and merit principle of recruitment process

Principle 9: Public administration attracts and recruits competent people based on merit and equal opportunities

Awarded points per elements in sub-indicator 3: Transparency and merit principle of recruitment process³⁶

Indicator elements	Element type	Score
E 3.1 Strategic framework envisages improvements of openness, transparency and merit principle of the recruitment process	Strategy and policy	0.50/0.75
E 3.2 Regulations stipulate openness, transparency, and merit principle of the recruitment process	Legislation	1/1.25
E 3.3 Vacancy announcements for public competitions are made broadly publicly available	Practice in implementation	1.50/3

³⁶ The third sub-indicator focuses on the following SIGMA sub-principles: The public administration analyses human resources (HR) and prepares and implements HR plans aligned with the budget to ensure the appropriate workforce size, mix of competencies, skills and expertise to fulfil its mission, considering both current and future needs; Public servants are recruited through transparent and open competitions, based on merit; Inclusive recruitment policies and practices support diversity and equal opportunities in the public administration; Recruitment is based on accurate job descriptions providing the required candidate profile (experience, knowledge, skills, competencies) for effective performance, reflected in vacancy announcements, along with work and salary conditions; Selection committees are composed of members qualified to perform the assessment of candidates against the job requirements, without any conflict of interest, and free from political influence; Selection methods provide fair and valid assessment of the experience, knowledge, skills and competencies necessary to perform the job and enable the selection of the most suitable candidates; Recruitment and selection processes are efficient, timely, user-friendly and supported by digital tools; Applicants are informed of recruitment decisions in a timely manner and have the right to ask for justification and appeal through administrative and judicial channels.

E 3.4 Vacancy announcements for public competitions are presented in a way to motivate and attract external candidates	Practice in implementation	0/2
E 3.5 Responsible institution provides support and guidance to applicants	Practice in implementation	0.75/3
E 3.6 There are no unreasonable barriers for external candidates which make public competitions more easily accessible to internal candidates	Practice in implementation	3/3
E 3.7 The application procedure imposes minimum administrative/paperwork burden on candidates	Practice in implementation	2/4
E 3.8 Candidates can supplement missing documentation within a reasonable timeframe	Practice in implementation	0/3
E 3.9 Decisions and reasoning of the selection panels are made publicly available, with due respect to the protection of personal information	Practice in implementation	4/4
E 3.10 Information about annulled public competitions, including reasoning for the annulment, is made publicly available	Practice in implementation	2/4
E 3.11 Key informants consider recruitment into civil service as transparent and merit-based	Outcomes and impact	0/2.5
E 3.12 Citizens' perception of merit-based civil service recruitment	Outcomes and impact	1.5/2
E 3.13 Citizens' perception of the influence of personal connections in civil service recruitment	Outcomes and impact	0.5/2
E 3.14 Citizens' perception of the influence of political connections in civil service recruitment	Outcomes and impact	0.5/2
Total score for sub-indicator 3		17.25/36.5

Kosovo's recruitment process is regulated by the Law on Public Officials, which ensures a standard procedure is applied for recruitment in public service. The Public Administration Reform Strategy aims to strengthen the principles of openness and meritocracy through standardized job descriptions, competency-based interviews and by creating a question bank. The legal framework requires nationwide dissemination of vacancy announcement to ensure openness. The ministries use HRMIS and their websites for announcements, however rarely use broader channels, like social media and third-party media. The selection process, the results, the appointment of the successful candidate are publicly available on the HRMIS. The institutions treat equally candidates within the public sector and outside of it, by not adding excessive burden to any of them.

How does Kosovo do in regional terms?

Sub-indicator 3: Transparency and merit principle of recruitment process (maximum score 36.5)

The recruitments process in Kosovo is facilitated by the Law on Public Officials and is supported by the Public Administration Reform Strategy. The Strategy aims for improvement in openness and meritocracy in the recruitment process in the public service, through standardizing job descriptions and adapting to new legal changes (for openness), and through developing a methodology for competency-based interviews and creating a new question bank (for meritocracy).³⁷ However, the Strategy does not envision further improvements in the transparency of the process.

The legal framework, as well, ensures that the recruitment process goes through public competition, confirming that there is a standardized procedure for recruitment in public service.³⁸ The Law on Public Officials requires all vacancy announcements to be widely accessible and the Human Resource Management Unit (HRMU) must publish them on the HRMIS, the official website of the institution, and through other appropriate means of public information.³⁹ Similarly, Article 39 (5) mandates that the responsible unit announce vacancies for positions in general and special administration using the same three channels. These provisions guarantee nationwide dissemination and openness in the public competition process.

From the practical aspect, our monitoring has observed the most recently completed public competitions for five ministries. Results show that all the monitored vacancy announcements are published in the online portal for recruitment, the HRMIS, and all have published in their websites, as well. However, when asked, none of the contacted ministries have confirmed that they publish in their social media or through third parties. Furthermore, even though all vacancy announcements are published and even though they do have a simply structured look, this is not sufficient to be considered attractive to potential applicants.

Article 39 (11) requires that candidates scoring at least 70% be considered successful and that the list must be published on the HRMIS and the institution's website, as well as inform all candidates individually of the results. Although the law does not require the use of unique codes, based on this provision, the institutions publish the names of successful candidates on the said mediums. Since the selected candidate must meet this threshold, it is implied that their

³⁷ Actions 3.2.1, 3.2.5 and 3.2.6 of Revision of the Action Plan for the Public Administration Reform Strategy, available at: <https://mpb.rks-gov.net/Uploads/Documents/Pdf/EN/5050/FINAL%20ANG%20PV%20SRAP%202025-2027%20pdf.pdf>

³⁸ Article 39 of LPO, available at: https://www.kuvendikosoves.org/Uploads/Data/Documents/Lawno.08-L-197_s4gnwwyGUz.pdf

³⁹ Ibid, Article 81.

name is publicly disclosed as part of the published list. Additionally, Article 39 (12) grants candidates the right to appeal the results after the announcement, which further implies that the outcome of the selection process is publicly accessible. Together, these provisions meet the requirement for transparency regarding the selected candidate.

The Department for Management of Public Officials of the Ministry of Internal Affairs (DMPO) provides a guide through the public competition process. It has published a comprehensive instructional video on its website, guiding candidates through the process of applying for civil service positions in Kosovo via the HRMIS.⁴⁰ Although the video touches on some basics, the DMPO or HRMIS websites themselves, do not offer a Frequently Asked Questions (FAQ) section and preparatory materials, nor do they include a question bank or any channels of communication where candidates can obtain clarification.

All observed vacancy announcements from MIA, MESTI, ME, MJ and MESPI equally treat candidates from within the civil service or outside of it. All vacancy announcements require all applicants to submit standard documents in the initial application stage; a copy of ID document, diploma, employment certificates, professional training certificates, and other materials proving they meet the requirements, including justified translations or notarizations for foreign qualifications. While the monitoring found no unreasonable barriers for external candidates or requirements specific only to civil servants, the vacancy announcements nonetheless impose an excessive administrative burden on all applicants. This stems from the requirement to submit more than three documents at the initial stage of application. Such requirements increase the time, cost and effort needed to apply, particularly when documents must be notarized, translated, or obtained from multiple institutions. This practice can discourage potential applicants, especially those with foreign education qualifications or work history.

The online recruiting system, HRMIS, is connected to a civil register that has basic personal information like birth, social status, sex and address. The applicants can create their profile accounts where they upload their CV and accompanying documents and can edit them in the system, which they can use multiple times when applying for jobs in the civil service. This reduces the applicant's burden a lot when applying.⁴¹ On the flip side, none of the observed institutions allows applicants to supplement documents at a later stage, after the application deadline, but they can supplement or change until the deadline closes. Failure to submit mandatory documents during the application leads to automatic disqualification. Some documents such as proof of no criminal record, medical fitness, or legal capacity are required only at a later stage, specifically at the pre-

40 HRMIS "How to apply through the HRMIS platform", available at: <https://konkursi.rks-gov.net/organisation-document-link>; and: <https://www.youtube.com/watch?v=DyYfoH4XizE>.

41 HRMIS, available at: <https://konkursi.rks-gov.net/>.

appointment stage and only from shortlisted candidates. This practice relieves the strain on administrative staff and the cost of processing a large number of candidates, many of which may later be deemed ineligible.

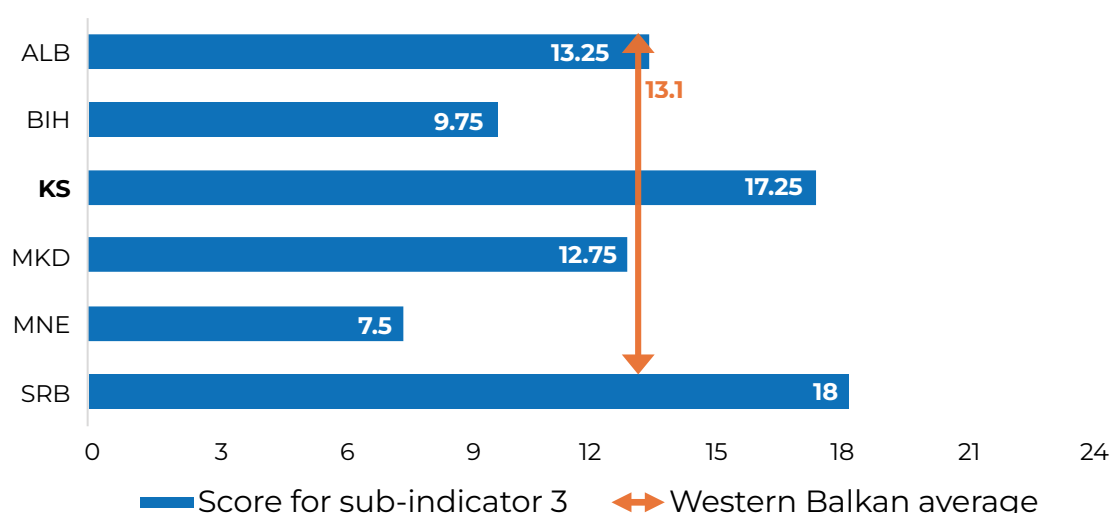
The selection of a successful candidate, in the observed vacancy announcements, is fully transparent. This is measured by two criteria, the publication of the appointment decision and the publication of a reasoning or candidates' points. All of the observed competition procedures include a list of successful candidates, along with the points awarded in the written test and/or interview.

On the other side, the monitoring has reviewed all publicly available annulled competitions for the same five institutions as above for a two-year period. All 34 reviewed annulled competitions, have published their decisions for annulment.⁴² Specifically, MESPI published 6 annulment decisions, MJ 19, ME 1, MESTI 2, and MIA 6. Out these 34 decisions for annulment, 31 included a reasoning for it. MJ and the MIA fully complied, as all annulled competition decisions (19 and 6 respectively) included clear justifications. MESPI included reasoning in 5 out of 6 cases, while MESTI included reasoning in only 1 out of 2 annulments. ME published its sole annulment decision without any justification. The LPO does not contain any explicit provision requiring institutions to publish the decision for annulling the recruitment procedure.

Key informant interviews reveal that the recruitment process is neither merit-based nor fully transparent.⁴³ The merit-based recruitment process is not consistently applied across all positions or procedures. Common problems include poorly structured written tests and interviews, lack of proper evaluation of candidates, and political influence. Some recruitment decisions are also affected by weak HR unit capacities and inconsistent application of the legal framework. Although existing mechanisms have shown partial effectiveness, significant gaps remain in ensuring fair, merit-based selection. Recruitment criteria are generally transparent, but the procedures are not always followed or clearly communicated. Candidates often have access to job call information, though dissemination through multiple channels is still limited. Challenges include lack of consistent monitoring, exclusion of civil society from oversight despite being legally allowed, and occasional use of unlawful criteria in job postings. Appeals mechanisms like the Independent Oversight Board for the Civil Society of Kosovo (IOBCSK) exist but are not always effective, with reports of double standards and lack of decision transparency. Suggested improvements include full digitalization of recruitment, publication of evaluations at each stage, creation of a written test question bank, and capacity-building for oversight and HR institutions.

⁴² Observation was done for the period 30.06.2023 – 26.06.2025 (with the exception of ME, 30.06.2022 – 26.06.2025). Observed institutions: Ministry of Environment, Spatial Planning and Infrastructure; Ministry of Justice; Ministry of Economy; Ministry of Education, Science, Technology and Innovation; Ministry of Internal Affairs. Available at: <https://konkursi.rks-gov.net/>.

⁴³ The interviews were conducted from May 6 to June 18, 2025.



II.4 Merit based selection and protection of top managers from undue political influence

Principle 10: Effective leadership is fostered through competence, stability, professional autonomy and responsiveness of accountable top managers

Awarded points per element in sub-indicator 4: Merit based selection and protection of top managers from undue political influence⁴⁴

Indicator elements	Element type	Score
E 4.1 Strategic framework envisages strengthening of professionalism of the civil service top management	Strategy and policy	0.5/0.5
E 4.2 Regulations stipulate competitive, merit-based procedures for the recruitment of civil service top management	Legislation	1.5/1.5
E 4.3 Regulations stipulate that acting appointments to top management positions are only made from within the civil service, for a limited period	Legislation	1/1
E 4.4 Regulations stipulate objective criteria for the termination of hiring of top management positions	Legislation	1/2

⁴⁴ The fourth sub-indicator focuses on the following SIGMA sub-principles: The law establishes top managers as a specific category. The scope of top management is adequately defined, ensuring that senior managerial positions in ministries and agencies are not treated as political offices; Top management positions are made attractive through fair recruitment, competitive remuneration, professional challenges, autonomy and mitigation of career risks; Recruitment procedures are merit-based, professionally led, impartial and transparent, allowing selection and appointment of top managers with sufficient high-level experience, knowledge, skills, and competencies to perform their job well against predefined standards; Recruitment policies and practices support equal opportunities, gender balance and non-discrimination in top managerial positions; Top managers in public administration have clearly defined objectives, aligned with the mission of the organisation and objectives of the government, and their performance is regularly assessed; Top managers in public administration have sufficient professional and managerial autonomy, enabling them to assume responsibility for the management of staff, resources, and work.

E 4.5 Existence of procedures on appointments to top management positions outside of the scope of the civil service legislation	Legislation	3/3
E 4.6 The merit-based recruitment for top management positions is applied in practice	Practice in implementation	4/4
E 4.7 Acting appointments are, in practice, only made from within the civil service	Practice in implementation	0/3
E 4.8 Ratio of eligible candidates per top managerial-level vacancy	Practice in implementation	2.5/2.5
E4.9 Share of non-merit-based appointments to top management positions	Practice in implementation	2.5/2.5
E4.10 Key non-state actors consider that the selection and appointment process of top managers is merit-based and that they are protected from undue political influence	Outcomes and impact	0/2.5
Total score for sub-indicator 4		16/22.5

The selection and appointment of top managers is of high importance and is legally regulated through a number of regulations under the Law on Public Officials. The PAR Strategy and its Action Plan aim for developments of top management professionalism. Merit-based selection is the only mechanism in place for top managerial appointments. The candidates are tested through writing and verbal tests and in all analyzed cases, one of the top three performers was appointed for the position. Legally speaking, the acting appointments are allowed only for a period of twelve months at most, six months regular plus a six-month extension if needed. On the ratio of acting appointments in civil service, central HRM authority does not collect data, therefore the monitoring could not be completed.

How does Kosovo do in regional terms?

Sub-indicator 4: Merit based selection and protection of top managers from undue political influence (maximum score 22.5)

The Public Administration Reform Strategy and Action Plan envision development of professionalism in civil service along with improvements in training, including top managers.⁴⁵ There are regulations in place as well that stipulate merit-based procedures for the recruitment of top managers in the civil service. Article 4, paragraph 3 of the Regulation on Admission Procedure in the Civil Service and Article 47 of the Law on Public Officials provide that all announcements of the

⁴⁵ Specific Objective 7.3.1.4 of Public Administration Reform Strategy 2022-2027, available at: <https://kryeministri.rks-gov.net/wp-content/uploads/2023/01/PUBLIC-ADMINISTRATION-RE-FORM-STRATEGY-2022-2027.pdf>; and Action III.4.8 of Revision of the Action Plan for the Public Administration Reform Strategy, available at: <https://mpb.rks-gov.net/Uploads/Documents/Pdf/EN/5050/FINAL%20ANG%20PV%20SRAP%202025-2027%20pdf.pdf>.

recruitment procedures should be done publicly through the HRMIS.⁴⁶ Testing of competencies in the selection procedure for top managers is regulated with the Regulation. Articles 8, 9 and 10 of the Regulation describe the types of tests, the written test phase and the oral test phase. It is also mandatory to select one of the most successful candidates for the role.⁴⁷

The appointment of top managers is regulated exclusively by civil service legislation and no other deliberation or vetting mechanism political in nature exists. The legal framework stipulates that all acting appointments to be done only from the already existing pool of civil servants, in Article 35, paragraphs 1 and 2 of the Law on Public Officials.⁴⁸ Paragraph 3 of the same article does not allow acting appointments for a period longer than twelve consecutive months. It regulates that a public official can only be appointed as acting for six months, with a possibility of extension for up to another six months at most. Regarding the share of acting appointments within the civil service, the central human resource management authority, the DMPO, does not collect any data on acting appointments and is therefore given a negative assessment.

The monitoring has analysed five entire files of the most recently completed selection procedures for top manager, in element 4.6. The examined institutions were the same as those in element 2.3, except that we used the Ministry of Industry, Entrepreneurship and Trade instead of the Ministry of Environment, Spatial Planning and Infrastructure, since it did not have any completed procedures. All of them have successfully met all of the criteria. The candidates were tested on written and verbal tests. The written tests included essays or stimulations, while the verbal ones consisted of structured interviews. The appointed candidates were all among the top three performers.

As for the ratio of eligible candidates for top management vacancies in civil service, the monitoring found that on average, there are 5.5 eligible candidates per vacancy who passed preliminary verification, which surpasses our criteria for at least 5.

The termination of hiring is allowed for a number of reasons withing the legal framework. The Regulation on Termination of Employment in the Civil Service in Article 6, paragraph 1, point 3 provides that the termination can happen after two negative performance reviews.⁴⁹ Further, Article 5, paragraph 1, points 2, 3 and 6 allow termination of employment for reasons such as court ruling for criminal offense, losing citizenship or permanent incapacity to work. The Regulation, however, does not state if the employment can end due to staff reduction. A senior civil servant removed during reorganization must be reassigned within

46 Available at: <https://gzk.rks-gov.net/ActDetail.aspx?ActID=83571>; and <https://gzk.rks-gov.net/ActDetail.aspx?ActID=81430>.

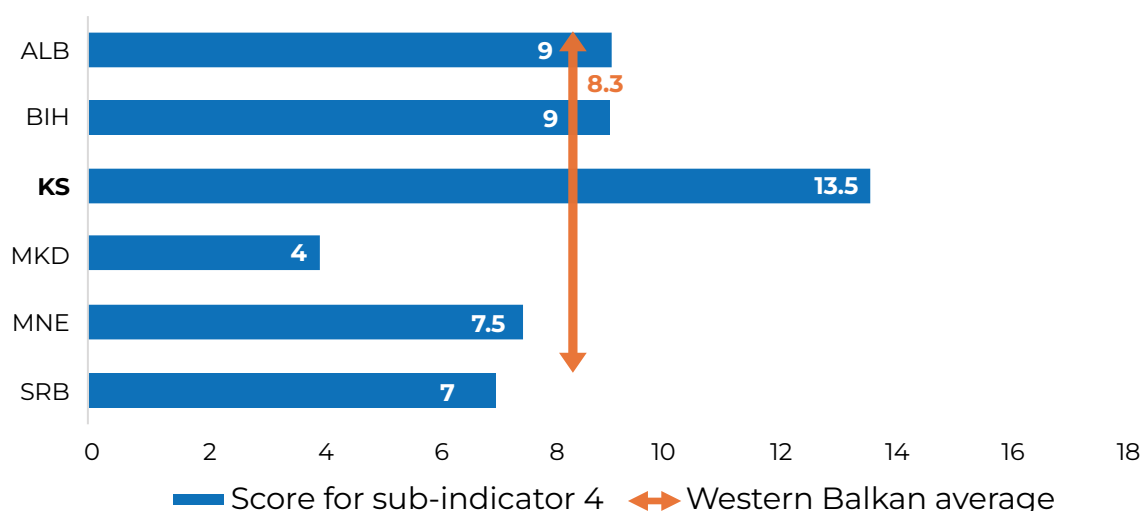
47 Articles 11 and 12 of the Regulation No. 15/2023 on Admission Procedure in the Civil Service, available at: <https://gzk.rks-gov.net/ActDetail.aspx?ActID=83571>.

48 Available at: <https://gzk.rks-gov.net/ActDetail.aspx?ActID=81430>.

49 Available at: <https://gzk.rks-gov.net/ActDetail.aspx?ActID=97876>.

six months and failure to do so results in eventual dismissal after an additional six months. The Law on Public Officials, in Article 57, deals with and regulates disciplinary measures. In paragraph 2, point 7, it stipulates that for serious disciplinary violations, one of the possible measures is dismissal from work.

From interviews with civil society representatives, two interviewees tend to disagree and one to agree that the selection and appointments are merit-based. They state that political influence is common, and current practices often bypass independent evaluation. Legal safeguards exist, but their implementation is lacking. Suggested improvements include revising the Law on Public Officials, strengthening independent commissions, improving written and interview phases, and ensuring the presence of monitoring bodies throughout the process. All three interviewees from civil society disagree that the top managers are sufficiently protected from undue political influence.⁵⁰ They add that transparency in appointments is inconsistent, and safeguards against misuse, such as prolonged acting positions, are often bypassed. Mechanisms meant to prevent political pressure exist in law but are not as strong in practice, especially when institutions exploit legal gaps to appoint acting officials indefinitely.



⁵⁰ The interviews were conducted from May 6 to June 18, 2025.

II.5 Transparency and clarity of information on the civil service remuneration

Principle 10: public servants are motivated, fairly and competitively paid and have good working conditions

Awarded points per elements in sub-indicator 5: Transparency and clarity of information on the civil service remuneration⁵¹

Indicator elements	Element type	Score
E 5.1 Regulations define a simply structured remuneration system	Legislation	1.25/1.5
E 5.2 Information on civil service remuneration system is available online	Practice in implementation	0/2
E 5.3 Citizen friendly explanations or presentations of the remuneration information exist	Practice in implementation	0/2
E 5.4 Key informants consider information on the civil service remuneration system as transparent and clear	Outcomes and impact	3.5/3.5
Total score for sub-indicator 5		4.75/9

The civil service remuneration system in Kosovo is regulated by the Law on Salaries in the Public Sector and related regulations, which provide a solid legal framework for salary levels, coefficients, and supplements. While the law formally ensures transparency and clarity, in practice both remain limited. Key gaps include the lack of clear rules on combining supplements, the absence of public and user-friendly salary information, and weak communication with citizens and civil servants. Interviews with civil society representatives confirmed that, although the system is legally well-structured and intended to ensure fairness, its practical transparency and clarity are weakened by inconsistent implementation and the absence of accessible explanatory materials. Improvements such as publishing detailed bonus lists, developing public guides, and creating a digital platform for salary information would strengthen transparency, trust, and equal access.

How does Kosovo do in regional terms?

Sub-indicator 5: Transparency and clarity of information on the civil service remuneration (maximum score 9)

Law no. 08/L-196 on Salaries in the Public Sector⁵² is the main legal basis that regulates this field. From page 20 of this law, all civil service positions and their

⁵¹ The fifth sub-indicator focuses on the following SIGMA sub-principles: The public administration offers a competitive package of financial and non-financial compensation: remuneration and benefits, development and career opportunities, job security, and a respectful and inclusive work environment, to attract, motivate and retain employees and teams with the required skills and competencies; The salary system is transparent to employees and the public, while ensuring a sufficient degree of protection of sensitive personal data.

⁵² Available at: https://www.kuvendikosoves.org/Uploads/Data/Documents/Lawno.08-L-196_wqh6aKhPus.pdf

levels are presented in a table, including the group, class, coefficient, and field of application. For salary calculation, Article 7, paragraph 3 clearly sets out the formula used. Supplements are described in Chapter V of the Law and also in Regulation 08/2023,⁵³ where they are shown in percentages, as well as the Regulation 22/2024 on Experts.⁵⁴ The conditions, limits, and criteria for supplements are further defined through secondary legislation. Articles 4 and 5 of Regulation 08/2023 regulate performance-based supplements, including the procedure, the time when they are applied, and who makes the decision. However, the law does not include a rule about combining supplements, for example receiving both, overtime pay and a performance-based supplement at the same time. Therefore, it is also not forbidden to combine them. Out of five criteria assessed, four were fulfilled and one, the combination of supplements, was not. The total points awarded were 1.25.

When it comes to transparency of salary information, the assessment showed that there is no legal provision that can be positively evaluated. The Law on Salaries, on page 20, provides a long list of civil service positions from the highest to the lowest, along with the related coefficients, which can be used to calculate the exact salary. This information is public because it is written in the law. However, the coefficient alone is not enough to consider this element positive. For this reason, all criteria were marked “No”: there is no general public information on salaries across the entire civil service (such as average, minimum, or maximum); there are no detailed breakdowns by position or rank; no clear salary information is provided in job vacancy announcements; and there is no gender-sensitive salary information or data on the gender pay gap. The total points awarded were 0.0.

Regarding the clarity of the pay and reward system for citizens, the legal framework exists and is based on the Law on Salaries in the Public Sector,⁵⁵ supported by the Civil Service Job Catalogue and the Law on Budget Allocations.⁵⁶ These documents are published in the Official Gazette and are accessible to the public. However, in practice, there is a lack of clear and structured communication with both citizens and civil servants, which makes the system harder to understand. Suggested improvements include publishing a list of positions that receive bonuses, preparing informational materials for the public such as short guides and practical explanations of salary structures and bonus calculations, and creating a digital platform where each employee or interested party can clearly access salary and benefit information. This would strengthen transparency, trust, and equal access to information. Because the

53 Available at: <https://kryeministri.rks-gov.net/wp-content/uploads/2023/02/Rregullore-per-sht-esat-e-te-punesuarve-ne-sektorin-publik.pdf>

54 Regulation no. 22/2024 on Experts, available at: <https://gzk.rks-gov.net/ActDetail.aspx?ActID=96470>.

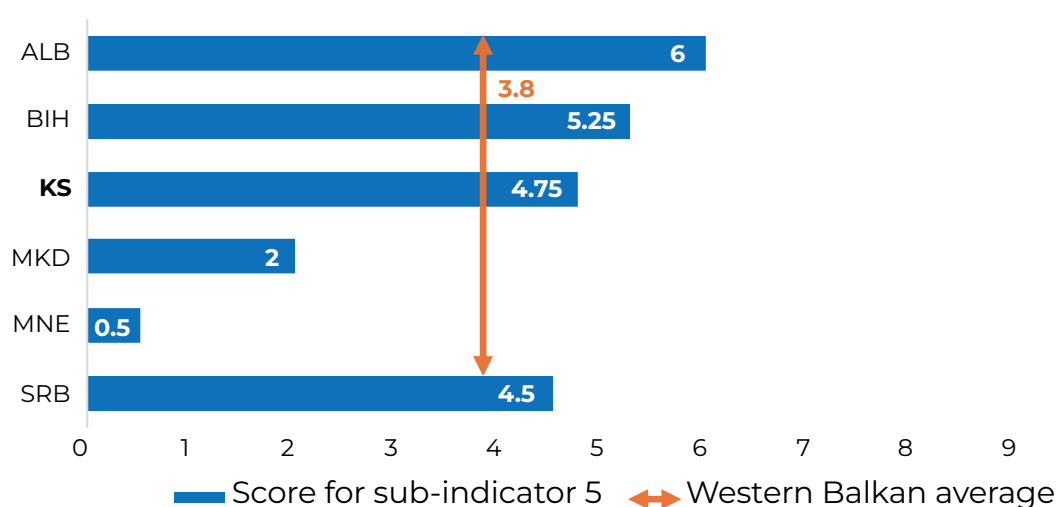
55 Available at: <https://gzk.rks-gov.net/ActDetail.aspx?ActID=68695>.

56 Law on Budget Appropriation for the Budget of the Republic of Kosovo for Year 2025, available at: <https://gzk.rks-gov.net/ActDetail.aspx?ActID=99639>.

current information is not citizen-friendly, this criterion was marked “No” and the total points awarded were 0.0.

Interviews with representatives of civil society were also carried out for this final indicator.⁵⁷ Regarding the statement that the civil service remuneration system is transparent, all interviewees answered “tend to agree.” The system is based on a clear legal framework, including the Law on Salaries, the Job Classification Regulation, and the Job Catalogue-all of which are publicly available in the Official Gazette. Salary coefficients and the rules for bonuses are legally defined. However, transparency in practice remains limited because there are no explanatory materials, communication with the public and civil servants is inconsistent, and lists of positions that receive bonuses are not published. While the system is formally transparent, its practical transparency is weakened by the lack of clear and accessible communication. Suggested improvements include publishing detailed bonus lists and creating a digital platform for pay transparency.

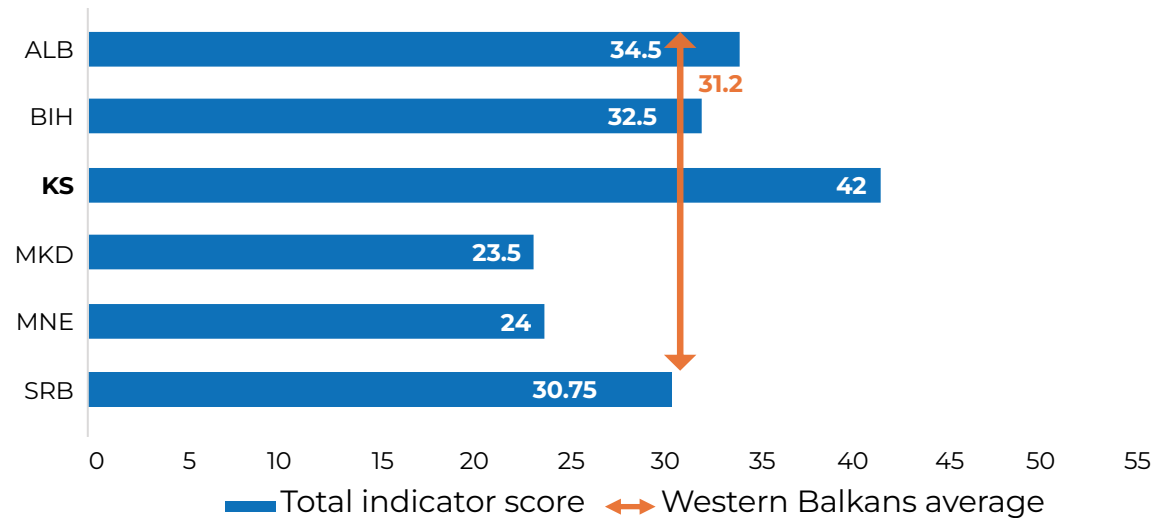
Regarding the statement that the civil service remuneration system is clear, all interviewees again answered “tend to agree.” The system is legally well-structured and sets salary levels through standardized coefficients based on job responsibilities. Its purpose is to ensure fairness and consistency across institutions, reducing the differences that existed in the past. However, in practice, clarity is limited for both the public and some employees because user-friendly explanations are missing. The pay system is also not regularly updated to reflect inflation or living costs, since there is no indexation mechanism that links salaries to economic changes. In addition, implementation inconsistencies and different interpretations across institutions further affect clarity. To improve, more public-facing materials and structured communication channels are needed.



⁵⁷ The interviews were conducted from May 6 to June 18, 2025.

Overall scores comparison in the Public Service and Human Resource Management area

Indicator: Transparency, openness and meritocracy of civil service and human resource management



Regional overview report for Public Service and Human Resource Management area, with results for all WB administrations is available at: www.par-monitor.org

II.6 Recommendations for the Public Service and Human Resource Management

II.6.1 Tracking recommendations from PAR Monitor 2021/2022

Recommendations	Type (short term/medium term/long term) ⁵⁸	Status	Explanation
1. The new law should be amended and harmonized with the principles of public administration published by SIGMA/OECD and should be limited only to changes based on the guidelines of the Constitutional Court provided in judgment no. KO203/19 for LAW NO. 06/L-114 ON PUBLIC OFFICIALS.	Long term	Partially implemented	The Law on Public Officials is in force and aligned with core principles, but not all Constitutional Court recommendations have been fully incorporated.
2. The process of classifying job positions should be completed to enable a proper internal organization and systematization of job positions, admission based on objective criteria, and the determination of fair and accurate salaries.	Long term	No action taken	The job classification process has not been finalized and remains a pending priority in ongoing reforms.
3. The centralized and group-based recruitment process for the central level should be fully implemented and in accordance with the current legislation for public officials.	Medium term	Partially implemented	HRMIS is used to manage recruitment, but full central oversight and systematic publication of results are still lacking.

⁵⁸ Recommendations for which the assessed time for implementation is up to one year are labelled as short-term. Medium-term recommendations should be implementable within a period of one to three years. Long-term recommendations require more than three years to be implemented.

4. HRMIS (Human Resources Management Information System) should be continuously advanced and its practical implementation improved by regularly populating it with data. This system should enable the generation of reliable statistics so that policymaking can be based on this data.	Medium term	Partially implemented	HRMIS is functional and partially populated with data from institutions, but regular updating and full data coverage are still missing.
5. The salary law, with all identified defects, should be fully implemented to precede the completion of a classification system for job positions in the categories where the classification process is required.	Long term	Partially implemented	The Law on Salaries is in force, but its implementation faces inconsistencies and uneven application across institutions.
6. All errors during the implementation process of the new salary system for all categories of public officials should be corrected.	Medium term	Not implemented	The issues identified during the implementation of the Salary Law have not been fully addressed; transparency and public communication remain limited.

II.6.2 Recommendations from the 2024/2025 Monitor report

Short-term recommendations

- The Ministry of Internal Affairs (MIA) should start publishing the annual report on the civil service and human resources regularly, including data divided by gender, age, and education.
- The MIA should improve transparency in recruitment by publishing all competition results and clear explanations for annulments on the HRMIS platform.
- The MIA should strengthen the supervision of recruitment procedures to ensure that all steps follow the merit principle and are free from political influence.
- Central institutions should make vacancy announcements more visible and attractive to external candidates by publishing them widely and in clear, simple language.

Medium-term recommendations

- The MIA should continue developing the HRMIS system and keep it regularly updated with accurate data from all institutions, so that reliable statistics can be used for policymaking.
- The MIA should ensure that temporary employment is used only when necessary and within legal limits, by improving monitoring of fixed-term and service contracts.
- The MIA and the Independent Oversight Board for the Civil Service of Kosovo should improve the quality of written tests and interviews to make the selection of candidates more objective and professional.
- The MIA should improve public communication about the salary system by preparing short guides or explanations that show how salaries and bonuses are structured.

Long-term recommendations

- The Government of Kosovo should complete the job classification process to ensure clear job organization and fair salary determination.
- The Government and the MIA should ensure the full implementation of the Law on Salaries in the Public Sector, correcting all problems found during the first phase of implementation.
- The MIA should make sure that acting appointments in managerial positions are made only within legal time limits and only from existing civil servants, to prevent misuse or political influence.

Methodology Appendix

For producing this report for Kosovo, the following research methods and tools were used for data collection and calculation of elements:

- Analysis of official documentation, data, and official websites
- Requests for free access to information
- Interviews with stakeholders and key informants
- Public perception survey.

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. However, in cases where the data was not available, researchers sent requests for free access to information to relevant institutions in order to obtain information necessary for awarding points for the elements.

Table X. FOI requests sent in Kosovo

Institution	Date of request	Date of reply to the request
Department for the Management of Public Officials	05.06.2025	10.06.2025
Ministry of Economy	05.06.2025	17.06.2025
Ministry of Education, Science, Technology and Innovation	05.06.2025	13.06.2025
Ministry of Environment, Spatial Planning and Infrastructure	05.06.2025	25.06.2025
Ministry of Justice	05.06.2025	03.07.2025
Ministry of Internal Affairs	05.06.2025	10.07.2025
Food and Veterinary Agency	11.08.2025	19.08.2025
Ministry of Agriculture, Forestry and Rural Development	11.08.2025	28.08.2025
Ministry of Justice	11.08.2025	26.08.2025
Ministry of Culture, Youth and Sports	11.08.2025	13.08.2025
Ministry of Health	11.08.2025	13.08.2025

Interviews with key informants were conducted and used as a base for point allocation for elements 1.8, 2.5, 3.11, 4.10 and 5.4. Additionally, they were used to collect qualitative, focused, and in-depth inputs on monitored phenomena. Interviews with other stakeholders (such as representatives of public administration bodies) were additionally used in the research to complement and verify otherwise collected data and findings. Selection of interviewees was based on purposive, non-probability sampling, targeting interlocutors based on their expertise on the topic.

Key informant interviews were comprised of a set of up to four questions where the participants expressed their agreement on a four-point scale: fully disagree, tend to disagree, tend to agree and fully agree. Points under elements 1.8, 2.5, 3.11, 4.10 and 5.4 were allocated if all key informants stated that they tend to agree/fully agree with the statement. Additionally, a set of open-ended questions was used, allowing for a discussion with interviewees and on-the-spot sub-questions rather than strictly following a predetermined format. Interviewees were given full anonymity in terms of personal information and institutional/organisational affiliation.

Table X. Interviews conducted in Kosovo

Date	Interviewees
06.05.2025	Institute for Development Policy-INDEP
23.05.2025	GAP Institute
18.06.2025	Group for Legal and Political Studies- GLPS

List of interview questions

► Element 1.8

The following questions are used for point allocation for the element 1.8. Point allocation is determined based on fully agree/tend to agree responses. For each question where all key informants fully agree/tend to agree with the statement, 1 point is allocated.

1. To what extent do you agree with the following statement: **Publicly available reports and statistics on civil service are transparent.**
 - a. fully disagree
 - b. tend to disagree
 - c. tend to agree
 - d. fully agree
2. To what extent do you agree with the following statement: **Publicly available reports and statistics on civil service are comprehensive enough.**
 - a. fully disagree
 - b. tend to disagree
 - c. tend to agree
 - d. fully agree

Additional guiding questions (not used for point allocation, but relevant for providing qualitative insight necessary for the assessment):

1. How would you assess the quality and reliability of data published in official civil service reports?
2. Can citizens, the media, and civil society easily find and understand these reports?
3. Do the reports and statistics cover all relevant aspects of the civil service

(such as recruitment, promotion, and staff turnover)?

4. Are there any critical data points missing from publicly available civil service reports? If so, which ones?
5. To what extent are the published data used to improve human resource management policies in the public administration?
6. How would you assess the usability and structure of the reports – are the data clearly presented and tailored to different audiences?
7. Is there room for improvement in the comprehensiveness and level of detail in these reports? If so, how?

► Element 2.5

The following questions are used for point allocation for the element 2.5. Point allocation is determined based fully agree/tend to agree responses. For each question where all key informants fully agree/tend to agree with the statement, 1 point is allocated.

1. To what extent do you agree with the following statement: **Use of temporary hiring in civil service, such as fixed-term employment of civil servants, and hiring of contracted staff, is transparent.**
 - a. fully disagree
 - b. tend to disagree
 - c. tend to agree
 - d. fully agree
2. To what extent do you agree with the following statement: **Use of temporary hiring in civil service is, in practice, limited.**
 - a. fully disagree
 - b. tend to disagree
 - c. tend to agree
 - d. fully agree
3. To what extent do you agree with the following statement: **Use of temporary hiring in civil service is purposeful.**
 - a. fully disagree
 - b. tend to disagree
 - c. tend to agree
 - d. fully agree

Additional guiding questions (not used for point allocation, but relevant for providing qualitative insight necessary for the assessment):

1. In your opinion, is there sufficient publicly available information about temporary hiring in civil service?
2. Are there clear criteria and procedures for hiring temporary civil servants and contracted staff?
3. Do you think the selection process for temporary positions is adequately documented and communicated to the public?

4. In your opinion, what are the most common problems with using temporary hiring in civil service?
5. In your opinion, how frequently are fixed-term and contracted positions used compared to permanent employment? Are temporary positions primarily used to address short-term needs, or are temporary engagements sometimes becoming permanent roles instead?
6. Are there cases where temporary hiring is used beyond its intended scope?
7. What measures, if any, are in place to prevent excessive reliance on temporary staff in public administration?

► Element 3.11

The following questions are used for point allocation for the element 2.5. Point allocation is determined based on fully agree/tend to agree responses. For each question where all key informants fully agree/tend to agree with the statement, 1 point is allocated.

1. To what extent do you agree with the following statement: Process of recruitment into civil service is based on merit.
 - a. fully disagree
 - b. tend to disagree
 - c. tend to agree
 - d. fully agree
2. To what extent do you agree with the following statement: **Process of recruitment into civil service is transparent.**
 - a. fully disagree
 - b. tend to disagree
 - c. tend to agree
 - d. fully agree

Additional guiding questions (not used for point allocation, but relevant for providing qualitative insight necessary for the assessment):

1. Do you think the merit-based recruitment process in civil service is consistently applied in practice?
2. Do you consider the mechanisms in place to ensure that recruitment decisions are based on merit to be adequate and of sufficient quality?
3. Are there any factors that undermine merit-based recruitment in civil service?
4. How transparent are the selection criteria and procedures for civil service recruitment?
5. Do you consider that candidates have access to clear and detailed information about job openings and selection processes?
6. What challenges exist in making civil service recruitment fully transparent and merit-based?

7. How effective are appeal mechanisms for candidates who believe the recruitment process was unfair?
8. What improvements could be made to enhance both transparency and meritocracy in civil service recruitment?

► **Element 4.10**

The following questions are used for point allocation for the element 2.5. Point allocation is determined based on fully agree/tend to agree responses. For each question where all key informants fully agree/tend to agree with the statement, 1 point is allocated.

1. To what extent do you agree with the following statement: **Top managers (senior civil servants) are selected and appointed based on merit.**
 - a. fully disagree
 - b. tend to disagree
 - c. tend to agree
 - d. fully agree
2. To what extent do you agree with the following statement: **Top managers (senior civil servants) are sufficiently protected from undue political influences.**
 - a. fully disagree
 - b. tend to disagree
 - c. tend to agree
 - d. fully agree

Additional guiding questions (not used for point allocation, but relevant for providing qualitative insight necessary for the assessment):

1. How do you assess the process of selecting and appointing top managers in civil service?
2. Do you believe that the selection of senior civil servants is consistently based on merit rather than political considerations? How could the selection and appointment process for top managers be improved to ensure greater merit-based decision-making?
3. What safeguards are in place to ensure that top managers in civil service are selected based on their qualifications and experience?
4. In your opinion, is the current system for appointing senior civil servants transparent and fair?
5. In your opinion, how would you assess mechanisms for protection of top managers from undesirable political interference, if any?

► Element 5.4

The following questions are used for point allocation for the element 2.5. Point allocation is determined based on fully agree/tend to agree responses. For each question where all key informants fully agree/tend to agree with the statement, 1 point is allocated.

1. To what extent do you agree with the following statement: Civil service remuneration (salary) system is transparent.
 - a. fully disagree
 - b. tend to disagree
 - c. tend to agree
 - d. fully agree
2. To what extent do you agree with the following statement: **Civil service remuneration system (salary) is sufficiently clear.**
 - a. fully disagree
 - b. tend to disagree
 - c. tend to agree
 - d. fully agree

Additional guiding questions (not used for point allocation, but relevant for providing qualitative insight necessary for the assessment):

1. How would you assess the transparency of the civil service remuneration system?
2. Do you consider the current salary system in civil service to be clear? Are the criteria for determining salaries and bonuses in civil service publicly available and easily accessible?
3. How do you evaluate the fairness of the civil service salary structure in relation to the duties and responsibilities of different positions?
4. In your opinion, is the civil service remuneration system regularly updated to reflect changes in the cost of living or other economic factors?
5. Are there mechanisms in place to ensure that the salary system remains equitable across different levels of civil service?
6. How is the transparency of the civil service remuneration system communicated to both current employees and potential candidates?
7. Do you think that the public is adequately informed about how civil service remuneration is structured and allocated?
8. What improvements, if any, would you suggest to make the civil service remuneration system more transparent and clearer for all stakeholders?

The public perception survey is based on a questionnaire targeting the general public (18+ permanent residents) of Kosovo. The survey was conducted through computer-assisted telephone interviewing (CATI) in combination with computer-assisted web interviewing (CAWI).

The survey was done between 12 February and 26 February 2025. The margin of error for the sample of 1007 citizens is $\pm 3,52\%$, at the 95% confidence level.

Table X: public perception survey questions in the area of Public Service and Human Resource Management

Statement 2	Strongly disagree	Disagree	Agree	Strongly agree	Don't know/ No opinion
Public servants are recruited through public competitions based on merit (i.e. best candidates are enabled to get the jobs).	17.2	19.6	44.5	17	1.8
Statement 3	Strongly disagree	Disagree	Agree	Strongly agree	Don't know/ No opinion
One needs personal connections to get a job in the public administration in my country (i.e., family ties, kinship, friendship and similar)	11.3	20.4	39.9	27	1.5
Statement 4	Strongly disagree	Disagree	Agree	Strongly agree	Don't know/ No opinion
One needs political connections to get a job in the public administration (i.e., membership in political party/organisation, personal ties with political parties)	412.5	24.4	36.6	24.9	1.6

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