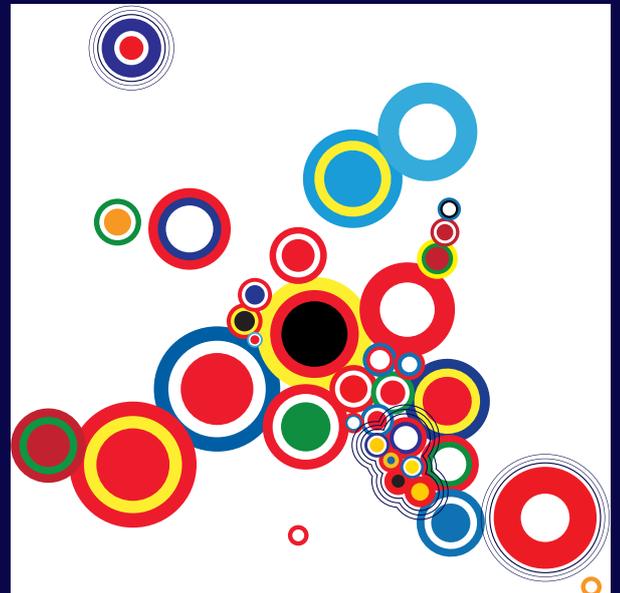




INSTRUMENT FOR PRE-ACCESSION ASSISTANCE (IPA II) 2014-2020

Kosovo*

Support to Public
Administration Reform
Process



Action Summary

The Action will contribute towards establishing the sound policy framework for the implementation of the SAA, and it will ensure the harmonization of key policy documents with the SAA Action Plan. Additionally, the Action will contribute in strengthening of the capacities of public administration for implementation of the obligations deriving from the SAA, including the establishment of a sound system for management of human capacities in Ministry of Public Administration and all line institutions. In light of achieving such goal, efforts will be supported towards strengthening administrative justice system in terms of policy framework and its implementation. Finally, the promotion and visibility of the EU integration agenda in Kosovo ensuring public support for reforms among Kosovo citizens will be tackled through this action.

* This designation is without prejudice to positions on status, and is in line with UNSCR 1244/1999 and the ICJ Opinion on the Kosovo declaration of independence.

Action Identification	
Programme Title	<i>2014 Annual Programme for Kosovo</i>
Action Title	<i>Further Support to PAR process</i>
Action Reference	<i>IPA 2014 /032353/ Kosovo/Support to the PAR Process</i>
Sector Information	
IPA II Sector	<i>Democracy and governance</i>
DAC Sector	<i>15111</i>
Budget	
Total cost (VAT excluded)¹	<i>EUR 3.5 million</i>
EU contribution	<i>EUR 3.5 million</i>
Management and Implementation	
Method of implementation	<i>Direct Management</i>
<i>Direct management:</i> EU Delegation in charge	<i>European Union Office in Kosovo</i>
Implementation responsibilities	<i>European Union Office in Kosovo</i>
Location	
Zone benefiting from the action	<i>Kosovo</i>
Specific implementation area(s)	<i>Kosovo</i>
Timeline	
Deadline for conclusion of the Financing Agreement	<i>31 December 2015</i>
Contracting deadline	<i>3 years following the date of conclusion of Financing Agreement</i>
End of operational implementation period	<i>6 years following the date of conclusion of Financing Agreement</i>

¹ The total action cost should be net of VAT and/or of other taxes. Should this not be the case, clearly indicate the amount of VAT and the reasons why it is considered eligible.

1. RATIONALE

PROBLEM AND STAKEHOLDER ANALYSIS

In October 2012, the Commission issued a Feasibility Study for a Stabilisation and Association Agreement (SAA) between the European Union and Kosovo. The study concluded that Kosovo is largely ready to open negotiations for a Stabilisation and Association Agreement. It also suggested that the Commission would propose negotiating directives for such an agreement, once Kosovo takes a number of specific steps on the rule of law, public administration, protection of minorities and trade.

On 28 June 2013, EU heads of states and governments adopted decision authorising the opening of negotiations on a Stabilisation and Association Agreement between the European Union and Kosovo. In this light, SAA negotiations were launched on 28 October 2013 with the first meeting of the Chief Negotiators in Pristina. Negotiations between the Commission and Kosovo were concluded in May 2014.

The SAA obligations assume that Kosovo public administration is ready and capable to adopt and implement the SAA in an efficient and effective manner, this way creating the preconditions for gradual integration into the EU. The Government's top priority is to establish the policy planning system as well as to prepare the structures and strengthen the capacities required for implementation of the SAA.

In order to better prepare for the implementation of the SAA, the Ministry of European Integration, in 2012, initiated the assessment of the administrative capacities and strengthening the key central government structures for transposition of the *acquis* and policy coordination. The purpose was to assess the capacities of the key structures (Ministry of European Integration/MEI, Legal Departments/LD and Department for European Integration and Policy Coordination/DEIPC) of line Ministries relevant for transposition of the *acquis* and policy coordination, as well as to develop recruitment and capacity building plans with the aim of increasing institutional and administrative capacity in order to cope with obligations that derive from the EU integration process.

The project findings strongly indicate a need for better planning and further developing the human capacities of the administration in order to be able to adopt and implement effectively and efficiently the SAA. The capacity of public administration to comply with the obligations required in the EU integration process is a key criterion in the EU Enlargement process. It has been officially consolidated in what became later known as Madrid criteria.

Alongside continuous capacity building measures, the SAA requires further improvement and advancement of the policy planning system and decision making process. As identified in the SIGMA annual report the preparations for the EU accession and membership need to be underpinned by policy planning, development, coordination and implementation arrangements.

Kosovo's ability to implement its ambitious EU reform agenda and align the legislative and policy development agenda with the capacities of ministries requires well-functioning planning and policy co-ordination system with clear legal requirements, proper institutional arrangements and strong administrative capacities at Center of Government and in ministries.

The link between key Government planning documents is clearly of critical importance, as well as the focus on the capacity building part that keeps the system functioning. The action needs to take into account the wider context, from the point of view of both the EU integration, and the overall PAR

agenda. The SIGMA annual report of 2013 clearly stipulates that there is a weak coherence of key planning documents with specific reference to the linkage of the Government Annual Programme and the former PAR strategy and Action Plan. These documents only partially reflect the common priorities, and in most part leave out points of orientation such as for example the economic development and service delivery to the citizens. Amongst others, the Human Resources Development has not received proper attention. Capacity building measures require further development of human resource policies and their effective implementation. There is a need to further strengthen the capacities of the Department of Civil Service Administration (DSCA). The DCSA *“lack the capacity in terms of staff and skills to properly steer the reforms, despite the efforts made by the existing staff and the continuous support it has received over the years”*². HRDs across line institutions need to advance beyond the management of routine administrative tasks.

However, there needs to be a stronger role from the DCSA to in order to carry out its mandate and to demonstrate the required skills in interpreting and in promoting common standards across the whole administration, and in steering the overall processes. The MPA is currently in the planning phase of the two important strategic documents that should provide the vision and guidance to PAR. The MPA is simultaneously developing the new PAR Strategy and its Action Plan, alongside with the Strategy on Capacity Building. These planning documents would need to reflect the future SAA requirements, and look at a wider context of needs and priorities.

On administrative justice, at the EU level, it is recommendable to regulate general administrative procedures by law and statute as is the case in many EU Member States and other countries of the Continental European legal tradition. There are very few countries where the principles of administrative procedures are not organized in one specific comprehensive piece of legislation. The same line and legal tradition is followed also in the Kosovo legal system. General Law on Administrative Procedure (LAP) is in place since 2005 (entered in force in 2006), thus replacing the previously applicable General Administrative Procedure Law of 1986. LAP is applicable but its shortcomings are an obstacle for using it as the necessary tool for promoting relevant principles of the European principles of good administration. LAP is not coherent, complete, logically structured, service-oriented, formulated in simple and clear manner. The current LAP suffers serious shortcomings that can hardly be eliminated by producing selective amendments of the current legal text. Therefore, on the basis of the identified shortcomings a new draft of LAP has been drafted and consulted with stakeholders. The drafting process of LAP has faced long delays, which has had an impact to modernising administrative procedures. The adoption of the new LAP by the Kosovo Assembly, as per the recommendations provided by the European Commission (through SIGMA) will be the preconditions of providing the EU assistance to both MEI and MPA on implementation of the SAA component and modernised administrative procedures.

A number of other laws which are linked to LAP or do influence its proper implementation have also been drafted or amended through PAR process. Horizontal laws concerning the civil service, the law on state administration, the law on right to access to public documents, law on protection of personal data are also closely connected with LAP. The Law on Administrative Disputes has been approved in 2010 after long delays.

The application of principle of subsidiary, principle of legal certainty, as well as other principles of good administration in many cases is not understood and clarified not only by the citizens but also by the staff of administration. Implementation of the law on administrative procedures has been limited by the Kosovo governmental structures at the central and local level. A central institution responsible to monitor its implementation and develop certain policies related to administrative procedure is missing. Limited resources allocated for capacity building at the civil service and raise of awareness of

² OECD SIGMA: Kosovo Assessment 2013

citizens for their rights and obligations from the LAP but no coherent policy exist in this area. The information generally on the rights and duties that derive from the LAP has not been sufficiently delivered to citizens. There are some good practices in some municipal local administrations opened information offices, which provide general information on administrative services. For some services (personal documents, business registration) ministries and agencies provided brochures with general information, for administrative services at municipal level there are no common standards of providing information. Also administrative and human capacities to follow its implementation have not been satisfactory. A strategic approach was not followed during the training of administrative staff in the area, and the training has not been systematic. The donor support in the area has been fragmented and not streamlined.

In order to fulfil its task of communicating with Kosovo citizens and other relevant target audiences, there is a strong need to focus attention on the promotion and visibility of the EU integration agenda in Kosovo ensuring public support for reforms and for EU accession process amongst Kosovo citizens. The complexity of the EU-Kosovo relationship and the EU integration process in general mean that Kosovo's European perspective and the SAA Action Plan process are often poorly understood. There is an increasing need to help address this through the provision of clearer, more practical information to Kosovo's citizens about the EU Integration process.

Previous project EUPK has made a significant impact on the communication, awareness and opinion environment in Kosovo, and has also delivered a good deal of relevant, useful and accessible material, such as school text-books, documentary films, radio programming and print media columns. Nevertheless, a great deal of work remains still to be done.

In the near future, the upcoming action must build on the gains made so far, develop the communication drive further and take it into new areas by contributing towards making relevant information on EU integration values more accessible to the public. The EU perspective will be brought closer to Kosovo society and the benefits of this process will be closely linked to every day needs of Kosovo students, farmers, businesses, institutions, civil society and other groups.

Capacity building will continue to enable different groups of professionals – media, government communicators, civil society, local government officials, and business associations etc. – to engage both amongst themselves and with the general public in dialogue about European integration process and its relevance to general economic, social and political development in Kosovo.

RELEVANCE WITH THE IPA II STRATEGY PAPER (OR MULTI-COUNTRY STRATEGY PAPER) AND OTHER KEY REFERENCES

Efficient and effective public administration is crucial to fulfill the Copenhagen criteria and has a key role to play in improving governance through more stable institutions and the implementation of the PAR agenda. Support to public administration and governance will therefore continue to be a priority as far as the IPA II is concerned.

One of the four objectives pursued under Indicative Strategy Paper 2014-2020 for Kosovo (Strategy Paper) is the support on strengthening the ability of the Kosovo to fulfill the obligations stemming EU approximation by supporting progressive alignment with the Union acquis. The Strategy paper acknowledges that line Ministries have launched structures to deal with European integration coordination, strategic planning and policy development; however it recognizes that the capacities of such units are hampered by lack of staff, skills and expertise. Therefore Kosovo needs to increase its

administrative capacities, and strengthening the mechanisms of reporting and monitoring, which are crucial elements for a smooth implementation of the Agreement.

In addition, the need to assist in the area of policy planning, the Strategy paper identifies that public administration is characterized by disconnected planning and policy-making. It further notes that plans are developed to address requirements of the international community thus there is a lack of coherence among key strategic documents. The paper recommends an integrated approach to PAR as one of the key milestones to ensure Kosovo's streamlines its policymaking. The Strategy paper has confirmed that the PAR strategy will be a guiding document for the public administration reforms and as well as for the orientation of the external support to the public administration. An objective in this sector is the completion and full implementation of the reform of the public administration in Kosovo, including the enforcement of legislation on the civil service.

The Enlargement Strategy and Main Challenges 2013-2014 recognizes the need of Kosovo to improve service delivery within the framework of the public administration reform. The Enlargement Strategy stresses that in the field of public administration Kosovo needs still to do consistent efforts in the implementation of the relevant legislation, the strategy and the action plan. As well as strengthening the professionalism of the civil service. The need to strengthen the human capacities for a better service delivery and smooth administrative procedures is stressed in the Progress Report for Kosovo 2013 in several sectors (tax procedures, customs, energy, employment, civil service etc.)

The action is linked and complementary to the ongoing project “*Support to Kosovo’s Policy and Strategic Planning*” in the Office of the Prime Minister, which started in February 2014 and is expected to end by the end of 2015. This fits well with the overall planning of support in the area policy and strategic planning. By 2016 Kosovo needs to have in place the policy planning document for the implementation of the SAA, therefore, the national policies need to be harmonized and prioritized in compliance with the SAA obligations. The action will build on the achievements of the ongoing project supporting the Strategic Planning Office in the OPM.

The action is linked to PAR Strategy and Action Plan. The first objective of the Action plan is related to the reforms and capacity building of the institutions dealing with strategic planning and EU policies. Moreover the SAA Action Plan objectives under the section *1.1.2 Executive and the President* reaffirm the need for capacity building measures, and for further developing policy planning and policy making system.

The SAA represents the first comprehensive contractual relationship between Kosovo and the EU, and it will bring tangible benefits to the citizens. However, in order for the population to remain supportive of the European Integration process and the reform process, continuous efforts enhance the public debate and awareness on European Integration is required. Thus, a communications component of the PAR Action is proposed to complement reform efforts and enable administration and key stakeholders to engage in meaningful dialogue about European integration process and its relevance to general economic, social and political development in Kosovo.

SECTOR APPROACH ASSESSMENT

There is no single overarching national policy planning document which would serve as a basis for streamlining policy planning and budgeting. This makes it extremely difficult for the Government to provide coherent strategic direction and ultimately negatively affects overall government performance. Multi-annual strategic and policy planning rests largely on the development of an integrated planning system and on the process through which priority options could be identified and consensus sought on

them. There are several multi-annual sector strategies, however many of them are still of limited scope or duration and are not matched by budget. Since there is no program based budgeting, financial policy implications are reflected directly into the Mid Term Expenditure Framework (MTEF), however, there is no proper methodology for translating national policy goals into operational planning frameworks like the MTEF and annual budget. The Development of the Statement of Priorities has advanced in terms of moving from macro-level priorities towards sectorial level priorities and to link priorities with the development of sectorial strategies and medium term budgetary ceilings. This is a positive move towards priority setting, however, this priority setting needs to encompass the alignment of Kosovo budget with donor financial assistance. Although EU integration documents, the SAA Action Plan, and IPA documents, tend to identify priority areas of intervention, these need to reflect into the MTEF, sector strategies or into the annual budget.

Entering into the SAA negotiations and further implementation requires a new arrangement for more efficient policy planning and decision making, and higher policy development and implementation capacities. The capacity gaps across the whole public service exhibited across Kosovo's planning, budgeting and monitoring systems would have difficulties in meeting this requirement. These new arrangements and developments need substantial and streamlined support. Kosovo, in a medium to long term period, would need to further develop and improve a comprehensive system that allows for the development of multi-annual sector planning and budgeting, and accordingly develop Human Resources Development policies that would ensure consistency for reforms. The SAA policy framework, specifically SAA Action Plan, needs to upgrade with the view to the implementation of the SAA.

Therefore, the Government has ensured, well in time, that there is proper planning for managing the process, as well as taken measures in order to ensure the SAA obligations are met. By 2015 the Government will have in place an overarching medium-term national policy framework, and a developed integrated planning system. Continuous efforts are planned for capacity building in order to ensure the functioning of the IPS. In parallel by 2016 the Government will have in place a policy framework for the implementation of the SAA. These two documents will serve as a basis for advancing and further improving the policy planning cycle, while continuous capacity building measures will lead to a functioning system that will contribute to an effective and efficient public administration ready for EU approximation. By 2016 the Government would be able to set the framework for planning the multi-annual 2016-2018 MTEF, reflecting the priorities of the EU integration process, while gradually contributing towards sector multi-annual planning.

Good governance is one of the main pillars of the Government Program and one of the main priorities of the government included in several strategic and planning documents. Citizen orientation, increasing the quality of functioning of the public and elimination of administrative obstacles included as one of the objectives of the Strategy of the PAR and its Action plan. The improvement of business environment, elimination of excessive license and permit requirements has been one of the priorities of the Action Plan for Implementation of the Economic Vision in Kosovo 2011-2014.

Medium-term policy priorities 2014-2016 are concentrated mainly on issues related to civil service, usage of ICT and improvement of services provided by municipalities.

One of the main objectives of the Roadmap for the PAR 2014 is *“increasing the quality of administrative services provided by government institutions for citizens, businesses and themselves by digitalizing administrative processes”*. The government through this document aims to have *“the simplified administrative procedures based on the EU principles, which impact on the qualitative service delivery”*.

Improvement of the professionalism, accountability, efficiency of public administration in all levels of government is also one of the aims of the Action Plan for negotiation of the Stabilization and Association Agreement. Adoption of the law on general administrative procedures and its

implementation is one of the tasks of this document.

There is a need to continue to enable different groups of professionals – media, government communicators, civil society, local government officials, business associations, etc. – to engage both amongst themselves and with the general public in dialogue about European integration process and its relevance to general economic, social and political development in Kosovo.

With the assistance of the IPA-funded project "EU Perspective in Kosovo", the Ministry of European Integration has developed a "Destination Europe!" public awareness raising communication strategy and is in the process of developing the Action Plan that needs to accompany the Communication Strategy. It is envisaged that the Communications Strategy and the Action Plan to be adopted by the government in the second half of 2014, thus becoming an official strategy of the government. The adoption of this Strategy and Action plan, and the allocation of government funds to its implementation, is a crucial prerequisite for support through the communication component of this Action.

LESSONS LEARNED AND LINK TO PREVIOUS FINANCIAL ASSISTANCE

Planning of assistance for a priority area such as PAR requires continuous consultation with all the stakeholders, by ensuring that there is common understanding of the problems and needs and that there is a consensus on the project objectives. Previous planning of the project on Assessment of the Capacities and Strengthening of the Key Kosovo Structures for the EU Acquis Transposition and Policy Coordination has shown that inclusiveness in the initial planning phase is of paramount importance. Therefore the Action Fiche has been drafted in close consultation with all government stakeholders, and has been closely consulted with the EU Office in Prishtina, with DG ELARG, and with SIGMA.

A close cooperation and exchange with the ongoing and the upcoming projects working on topics of European integration, economic and regional development, sustainable growth and social incusing, PFM and public administration reforms as well as employment, education and labor market, will be ensured by this project. Activities will be planned accordingly to ensure smooth cooperation between the projects and to create synergies, to agree on coordinated capacity building measures within the SPO and to guarantee that SPO has enough capacities to run its daily business smoothly

SIGMA also continued supporting the work of the Ministry of Public Administration on improving the Law on General Administrative Procedures. SIGMA also is supporting the MPA on PAR Roadmap 2014, assessing the implementation of the PAR strategy 2011-2013 as well as preparation of the Ministry of Public Administration on preparatory work to develop the new PAR strategy and review coordination and monitoring mechanisms.

Development and implementation of special procedures has been supported by a number of donors.

USAID for many years has supported the Government (Office of the Prime Minister, Ministry of Trade and Industry, Ministry of Environment and Spatial Planning) to simplify the administrative procedures with the aim of improving the business Environment on Kosovo- Business Enabling Environment Programme in Kosovo).

The [IFC - International Finance Corporation](#) project on the Investment Climate Regulatory Reform is supporting the government of improve the regulatory reform through drafting the Regulatory Reform Strategy in Kosovo.

Though the support of donors and the efforts of the government to improve the governance and service delivery, the absence of centralised effective coordinative body for public services and for monitoring over public information is a shortcoming that undermines implementation of principle of good administration in practice. The donor support also remains fragmentary and uncoordinated in the area. Therefore coherence on policymaking process, standardisation of procedures and proper institutional set up will contribute to streamline these resources.

Political momentum is of crucial importance and needs to be maintained and reinforced across time. The highest political level has expressed willingness and determination to ensure that the necessary resources are allocated towards the objective of preparing the country for EU accession. This has been expressed continuously by the Prime Minister of Kosovo, and this objective is reflected in main policy documents.

As regards the communication component, from May 2010 to August 2014, the EU-funded project "EU Perspective in Kosovo" implemented a comprehensive series of public awareness and communication activities in order to enable administration and key stakeholders to engage in meaningful dialogue about European integration process and its relevance to general economic, social and political development in Kosovo. It targeted young people, municipalities and key European Integration stakeholders including government officials, civil society, media and the general public. Surveys of awareness of the EU and European Integration amongst Kosovo residents were conducted annually to keep track of public awareness on European Integration issues and concerns as the accession proceeded, and proved the usefulness and effectiveness of such public awareness activities.

2. Intervention Logic

LOGICAL FRAMEWORK MATRIX

OVERALL OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS (OVI)	SOURCES OF VERIFICATION	
To contribute in establishing an effective and efficient public administration, capable of implementing SAA obligations and better service delivery for citizens and businesses.	Government effectiveness Progress toward meeting Copenhagen criteria	EU Annual Progress Report on Kosovo SIGMA Annual Assessment Report on Kosovo Conclusions of SAPD meetings	
SPECIFIC OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS (OVI)	SOURCES OF VERIFICATION	ASSUMPTIONS
<p>1. Kosovo effectively and efficiently manages the EU pre accession SAA process;</p> <p>2. To strengthen technical and administrative capacity of the Kosovo Administration for effective implementation of the SAA</p> <p>3. To ensure effective public administration through improving human resources management policies and procedures</p> <p>4. Strengthen institutional and human capacities for implementation of the general administrative procedure law.</p> <p>5. To promote the visibility of the EU integration agenda</p>	<p>All national policies linked with the SAA are in compliance with its obligations</p> <p>Policies on human resources management revised to ensure professionalised and efficient, merit-based human resources management system</p> <p>Institutional framework for the implementation of the general administrative law established</p> <p>Kosovo's citizens are aware of Kosovo's EU integration agenda</p>	<p>Government Annual Report</p> <p>EU Annual Progress Report on Kosovo</p> <p>SIGMA Annual Assessment Report on Kosovo</p> <p>Baseline Study opinion polls</p> <p>Stakeholder interviews</p> <p>Conclusions of SAPD meetings</p>	<p>Both EU and Kosovo remain firm on path of EU Integration</p> <p>The process is not disrupted by external developments (regional conflict, international financial crisis)</p> <p>Sufficient resources (both human and material resources)</p> <p>Commitment by government at central and local level</p>

RESULTS	OBJECTIVELY VERIFIABLE INDICATORS (OVI)	SOURCES OF VERIFICATION	ASSUMPTIONS
<p>1.1 Policy planning in line with and supports implementation of the SAA</p> <p>1.2 A system for managing the process of translation of <i>acquis</i> is established</p> <p>2.1 Capacities for transposition of <i>acquis</i> strengthened</p> <p>2.2 Capacities for policy formulation, analysis, research, monitoring, reporting and evaluation improved</p> <p>3.1 The recruitment and professional development of civil servants planned and implemented according to the SAA priorities and obligations</p> <p>4.1 Secondary legislation and follow up regulations of the Law on Administrative Procedures developed.</p> <p>4.2 Institutional mechanisms responsible to coordinate policies of public services, standardisation of public services and oversee implementation of the General administrative procedures are in place.</p> <p>5.1 Increased knowledge of Kosovo society about the European integration process, its opportunities and challenges.</p> <p>5.2 Government, and municipal spokespersons/communications officers,</p>	<p>Obligations derived from SAA process are fully reflected in SAAAP and other Government policy documents</p> <p>Quality indicators are introduced in SAAAP and other Government policy documents</p> <p>Sectorial capacity development plans are drafted in line with SAA obligations</p> <p>Gaps and conflicts between general administrative procedures and special procedures identified and eliminated.</p> <p>Progress made on administrative reforms .</p> <p>20 EU expert teachers trained about EU topics</p> <p>Official communication from MEI is citizen oriented and reader friendly, clearly and realistically explaining integration process and milestones</p> <p>100 knowledge/information multipliers and 30 Government officials trained in EU communication</p>	<p>Government Annual Report</p> <p>KIPA report on trainings</p> <p>EU Annual Progress Report on Kosovo</p> <p>SIGMA Annual Assessment Report on Kosovo</p> <p>Conclusions of SAPD meetings.</p> <p>Results of surveys of public opinions on administrative procedures and services provided by the governmental institutions.</p> <p>Reports of the contractor</p> <p>Other international organisation's reports (OSCE, UNDP, World Bank, etc.)</p> <p>Project reports</p> <p>Annual Reports of MEI</p> <p>Training reports</p> <p>Training materials</p> <p>Informative materials</p> <p>Media analysis – feedback from media outlets</p>	<p>Stability of staff in MPA and other institutions involved during implementation.</p> <p>Readiness to actively participate in capacity building events.</p> <p>Effective communication and active participation of all stakeholders.</p> <p>Stakeholder's commitment and readiness to accept changes in the new administrative procedure law.</p> <p>Continuous commitment and cooperation of all stakeholders.</p> <p>EU integration remains a government priority</p> <p>Central and municipal administration make necessary commitment to progress on European Integration issues</p> <p>Motivation of existing human resources.</p>

journalists, representatives of business community and civil society representatives enabled to promote integration agenda,			Kosovo adopts and starts implementing LGAP Kosovo Adopts the job catalogue and starts the implementation of the job appraisal
ACTIVITIES	MEANS	OVERALL COST	ASSUMPTIONS
<p>1.1 Improve policy planning document for the implementation of the SAA, with a stronger focus towards acquis transposition;</p> <p>1.2 Upgrade the database for the monitoring of implementation of the SAA;</p> <p>1.3 Improve procedures and mechanisms to ensure harmonization and prioritization among key Government documents and policies;</p> <p>1.4 Develop and implement results based monitoring system ;</p> <p>2.1 Establish and implement the TRADOS platform for the translation of acquis;</p> <p>2.2 Develop and implement sectorial capacity building programme for transposition of acquis;</p> <p>3.1 Develop mechanisms and procedures to ensure that recruitment plans are implemented in line with the SAA requirements;</p> <p>3.2 Develop mechanisms and procedures to ensure that capacity building plans of civil servants are implemented in line with the SAA requirements.</p> <p>4.1 Undertake a feasibility study on the specific administrative procedures and its consistence with general administrative procedure law;</p>	<p>Components 1 and 2 TWINNING contract Components 3 and 4 TA contract</p> <p>Component 5. Service Contract funded by the EU</p>	<p>3. 500,000 EUR</p> <p>For components:</p> <p>1. Kosovo to effectively and efficiently manage the EU pre accession SAA process;</p> <p>2. To strengthen technical and administrative capacity of the Kosovo Administration for effective implementation of the SAA</p> <p>3. To ensure effective public administration through improving human resources management policies and procedures</p> <p>4. Strengthen institutional and human capacities for implementation of the general administrative procedure law.</p> <p>The proposed budget is 3,250,000 EUR</p> <p>And for component 5 The proposed budget is</p>	<p>Continuous commitment and cooperation of all stakeholders.</p> <p>EU integration remains a government priority</p> <p>Central and municipal administration make necessary commitment to progress on European Integration issues</p> <p>Approval of the new General Administrative Law</p>

<p>4.2 Design and establish Institutional mechanisms responsible to coordinate policies of public services in different areas, standardisation of public services and oversee implementation of the General administrative procedures;</p> <p>4.3 Develop guidelines for the implementation of general administrative procedure law;</p> <p>4.4 Increase capacities of the public administration to implement the law on general administrative procedures:</p> <p>5.1 Surveys of Awareness of the EU and European Integration amongst Kosovo Residents</p> <p>5.2. Capacity Building activities to support MEI in the implementation of its Communication Strategy and Action Plan</p> <p>5.3 Implementation of an EU Integration Curriculum package for Young People, including Europe Quiz</p> <p>5.4 Training of trainers and Training for knowledge / information multipliers, central and local EIOs</p> <p>5.5 Update and revision of MEI's communication strategy</p>		<p><u>250,000 EUR</u></p>	
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ADDITIONAL DESCRIPTION

The action fiche is divided into five components. The direct beneficiary for the first two components is the MEI. For components 3 and 4 the beneficiary is the MPA while the fifth component is a standalone contract.

There is an integrated approach towards the new arrangements that will arise in the SAA implementation. The action fiche will have three directions. One is the policy framework that needs to be in place for the implementation of the SAA, the second is aimed towards strengthening the capacities for the implementation of the SAA. Third important dimension will be the focus towards improving the policies on administrative justice and in strengthening the administrative capacities for its implementation.

The results of the components related to the Ministry of European Integration are aimed at upgrading the policy framework for the implementation of the SAA, whilst ensuring that multi-annual sector policy planning is in line with the SAA obligations. Proper procedures and mechanisms need to be established in order to ensure the adoption and implementation of the SAA. These procedures and mechanisms must be reinforced by proper monitoring tools and administrative capacities. Results will lead towards improving monitoring assessing and evaluating policy implementation, and provide analytical and research tools for policy formulation. Sectorial training programmes will lead towards enhancing the ability of public administration in policy formulation, *acquis* transposition and monitoring and evaluation of the SAA.

Results related to the Ministry of Public Administration are aimed at further development of Human Resource Policies which will contribute towards establishing a functional system for policy planning and development of public service, and towards strengthening institutional and human capacities for implementation of the general administrative procedure law.

The HRD is a prerequisite for ensuring the sustainability of reforms and towards establishing professional public service. The component on HRD will focus on strengthening the capacities of the Department for Civil Service Administration (DCSA). The focus will be on establishing a proper policy planning system, and to support the DCSA in guiding the reform process on HRD.

The component on administrative justice will support the Kosovo administration to implement the new general administrative procedure law. The project will be focused to support institutions to clarify the relationships between the new Law on General Administrative Procedures (LGAP) and legislative framework that regulated the special procedures. The application of principle of subsidiary, principle of legal certainty, as well as other principles of good administration needs to be understood and clarified. The feasibility study will analyse the legislation and procedures that define special procedures and identify gaps and their conflicts with the new general administrative procedure law.

Monitoring of the implementation of LGAP after its entry into force is very important. There are a number of institutions that monitor implementation upon receiving complaints (Ombudsperson Institution, IOB). The project will support MPA and other stakeholders to identify options and institutional mechanisms

that will be responsible to develop policies and will monitor implementation of the new LGAP by the Kosovo institutions as the central and local level. The project also will support establishment of these mechanisms by designing the institutional set up, their Terms of Reference, staff needs etc.

Approval of the new general administrative procedure law needs to be followed by guidelines and standards according to which they will have to operate. The project will support the MPA and other institutions to develop guidelines that will guide institutions to implement the LGAP as well as develop standardized forms and templates to be used by the administration. The use of information technology in the administrative procedure making process needs to be extended further by the administration.

The LGAP needs to be implemented and this requires training of civil servants and awareness raising campaigns targeted to both government agencies and the public at large. The project aims to strengthen the staff capacities of the public administration at the central and local level on the application of the new general administrative law. The project will establish a pool of trainers that will be trained and certified on the capacity building in the field of administrative procedures. The project will develop the training curricula and deliver trainings about the administrative procedures to overall administration. The main focus will be the administration staff directly responsible to implement administrative procedures.

In order to be implemented LGAP there is a need for awareness raising campaigns targeted to both government agencies and the public at large. The project will support the administration to increase the knowledge and awareness of the public administration staff about the importance of the general administrative procedure law. The project also will support the Government to increase the general public opinion awareness about the importance, rights and duties deriving from the administrative procedure law. This can be done through advertisements, development of brochures and through other communication instruments with citizens.

Provision of better services to the citizens and businesses is one of the general objectives of the administration and also the specific objective of the project. Support to increase capacities to provide the better services to citizens and businesses will be through support to develop the one stop shops for services provided by the central administration and local administration at the local level. The first activity will be to undertake a feasibility study on the current situation related to the administrative procedures and administrative services with the aim to establish the one-stop shops. The project will support the government to identify the pilot municipalities and services to establish one stop shops and establish the one stop shops in the selected municipalities (and possible in all municipalities).

The main assumptions that underlie the project can be considered: the commitment by government at central and local level as well as the sufficient resources. Also absorption capacities of institutions stakeholder's commitment, readiness to accept changes in the new administrative procedure law, readiness to actively participate in capacity building events and effective communication and active participation of all stakeholders will impact on the implementation of the project.

On visibility and promotion of the EU Agenda, the action will start by reviewing MEI's draft "Destination Europe" Communication Strategy and making appropriate adjustments to it. In addition, it will develop an Action Plan to accompany the Communication Strategy before it is to be submitted to the government for its approval. Once approved, it would become an official strategy of the government. Activity will continue to provide support to MEI with implementation of the action plan. In addition, it will continue with organisation of Europe Quizzes in close cooperation with Ministry European Integration and Ministry of Education and with participation from Kosovar high schools including minority groups. This activity will continue by developing follow-up events that improve awareness of the youth in Kosovo about European integration.

Another important aspect is building capacities of different groups of professionals – media, government communicators, civil society, local government officials, and business associations etc. – to engage both amongst themselves and with the general public in dialogue about European integration process and its relevance to general economic, social and political development in Kosovo.

Finally, the action will focus on implementation of the guide to implementing social media in support of Kosovo's European integration process as well as on developing creative social media tools.

The general preconditions for the project, relate to the EU integration momentum for the Western Balkans. Regional stability and good neighbourly relations are mandatory in order to advance in the EU integration process. Challenges and obstacles in this direction might hamper Kosovo's path towards EU, with the possibility of producing setback in initiated reforms.

3. IMPLEMENTATION ARRANGEMENTS

ROLES AND RESPONSIBILITIES

The direct beneficiary for components on advancement of the SAA policy framework, and strengthening institutional capacities for SAA implementation, is the Ministry of European Integration. For components on improving policies for public administration human resources management, and law on administrative procedure, is the Ministry of Public Administration and the Ministry for Local Government Administration. The fifth component on advancing visibility and promotion of EU Agenda in Kosovo; is a standalone project. Line ministries will be benefiting from the project. Apart from Legal Departments and Departments for EU Integration and Policy Coordination, the project will include other professional departments that are of greater importance to the approximation process. Likewise, HRD's of line ministries will benefit from the project. Line Ministries will have a key role in the preparation of sector strategies, in the preparation of the Action Plan for the implementation of recommendations arising from the challenges identified in the SAA Action Plan, preparation of the Government Plans, sector strategies, and so on.

The project will be monitored through the Steering Committee, comprised of the MEI, MPA and preferably the OPM. Monitoring and reporting on the implementation of the project will be conducted on regular basis. Moreover, regular meetings will be scheduled with the relevant stakeholders to share

information on ongoing and planned activities. If possible, common visibility events will be organized. It might also be feasible to cooperate with respect to the distribution of visibility materials so as to increase awareness about EU funded projects and its activities.

IMPLEMENTATION METHOD(S) AND TYPE(S) OF FINANCING

Component 1 and 2 are implemented through a twinning, components 3 and 4 are implemented through Technical Assistance, while component 5 is implemented through a service contract.

Because they are inter-related, it is of utmost importance that the first three components of the project are regarded as a bigger constituent of a larger whole. In this light, it is imperative that Steering Committees are organized on a regular basis, thus establishing a forum that would bring together task managers of the components, project and local experts, this way ensuring a high potential for gaining sustainable effects for the whole project. It was envisaged in the drafting phase of the action document that in the course of the project that the component leaders, and to an extent MEI and MPA will jointly work towards establishing a platform that would advance communication and collaboration possibilities through mandatory meetings throughout the duration of the project. **Establishment of the platform for this joint management of the first three components will be the preconditions of providing the EU assistance to both MEI and MPA, thus the preparation, selection and start-up of both contracts will have to occur at the same time.**

The EU Office Task Manager has the ultimate authority regarding all decisions relating to the management of this project.

The implementation duration of the proposed actions is expected to be: **Twinning Contract and the Technical Assistance** will be 24 months and the service contract will be 24 months.

4. PERFORMANCE MEASUREMENT

METHODOLOGY FOR MONITORING (AND EVALUATION)

Project monitoring will be conducted through direct participation in the project approval committee as well as regular reporting provided by the implementing agency. The action further foresees monitoring from the EU Results Oriented Monitoring (ROM) team.

The implementing authority will provide regular reporting on the implementation of the project, and on ensuring the beneficiary's needs and concerns are met and addressed. The implementing authority will ensure the flexibility of accommodating the needs within the framework of the project's mandate.

The assessment will be used to provide suggestions for the future implementation of similar programming and draw out lessons learned from the current phase.

The project may be evaluated at the interim or ex-post stages under the supervision of the Commission's Evaluation Unit. The project may be audited by the Court of Auditors – in line with the standard European Commission procedures.

INDICATOR MEASUREMENT *Instructions:*

Indicator	Description	Baseline (2015)	Last available (year)	Milestone 2017	Target 2020	Sources of information
<i>Action outcome indicator1</i>	All national policies linked with the SAA are in compliance with its obligations	<i>n/a</i>	<i>n/a</i>	<i>50%</i>	<i>100%</i>	<i>Sigma reports</i> <i>EC Progress reports</i>
<i>Action outcome indicator2</i>	Policies on human resources management revised to ensure professionalised and efficient, merit-based human resources management system	<i>n/a</i>	<i>n/a</i>	<i>50 %</i>	<i>100 %</i>	<i>Sigma reports</i>
<i>Action outcome indicator 3</i>	Institutional framework for the implementation of the general	<i>n/a</i>	<i>n/a</i>	<i>100 %</i>	<i>100%</i>	<i>Sigma reports</i>

Indicator	Description	Baseline (2015)	Last available (year)	Milestone 2017	Target 2020	Sources of information
	administrative law established					
<i>Action outcome indicator 4</i>	Kosovo's citizens aware of Kosovo's EU integration agenda	<i>n/a</i>	<i>n/a</i>	<i>30%</i>	<i>70%</i>	<i>EU project reports Media reports</i>

5. CROSS-CUTTING ISSUES

ENVIRONMENT AND CLIMATE CHANGE (AND IF RELEVANT DISASTER RESILIENCE)

The project is of a purely technical nature and does not have a direct impact on environment. However, during implementation of the project production of printed material will be kept to the strictest minimum.

The equipment instalment and other technical procurement and installation works will be consistent with Environmental implications as set out in relevant Regulations consistent with the Law on Environmental Protection.

ENGAGEMENT WITH CIVIL SOCIETY (AND IF RELEVANT OTHER NON-STATE STAKEHOLDERS)

Civil Society/stakeholder involvement will be taken into consideration in order to support civil society organisations to strengthen their capacities and professionalism, allowing them to engage in an effective dialogue with public and private actors and to monitor developments in areas such as the SAA Process. As civil society is most active sector in close touch with communities, using CSOs to promote and disseminate information on the European integration process is seen as an advantage.

EQUAL OPPORTUNITIES AND GENDER MAINSTREAMING

Equal opportunity will be taken into account at all stages and aspects during the implementation of the project.

A network of Gender/Equal Opportunity Officers exists both in Ministries and Municipalities. The importance of this dimension is reflected in the Kosovo Civil Service Law, the Law on Gender Equality, and the Anti-Discrimination Law. The dimension is also reinforced in the European Partnership and the SAA Action Plan. In the implementation of the Project specific attention will be given to the need to reflecting gender balance and equal opportunities.

The action will ensure mainstreaming of gender and minority issues both within the target institutions and the outputs (services provided by these institutions).

Team of experts involved in the project must possess relevant skills to ensure effective mainstreaming of gender equality and minorities inclusion/participation.

The events organised under this project will ensure targeting all the minority communities in Kosovo, through provision of translation and producing print, visual and audio material in local languages.

MINORITIES AND VULNERABLE GROUPS

Beneficiaries' staff will have to be appropriately sensitised to the principles of fair treatment of minorities in public sector employment policy and practice.

The actions will in no way harm the rights of any individuals, including minorities and vulnerable groups. Given the broad scope of the actions envisaged to be financed under this facility, there is the possibility to support sub-projects that directly deal with minorities and vulnerable groups.

6. SUSTAINABILITY

The Ministry of European Integration has developed and matured over time this way ensuring ownership and the capacity to fairly manage the EU integration process. This has been acknowledged by 2013 Progress Report as well as SIGMA annual Assessments. The Ministry has been supported through its various stages of development, both through EU funds as well as bilateral assistance.

However the SAA requires additional resources and assistance. To this end the Ministry has planned well in time for the new arrangements that will derive out of the SAA. The EU funded project on capacity assessment was only the first stage on understanding the gaps and needs for the forthcoming SAA. The Action Fiche will address these findings and focus on the process, rather than on pure outputs. The only way to ensure the sustainability of reforms is to ensure gradual improvements on the system, and most importantly on the capacities of public service. The common denominator for all sectors in Kosovo public administration is weak institutional capacities for implementation of policies. Therefore, the intervention on capacities is of vital importance that ensures the reform process is maintained and sustainable. The involvement of key institutions like MEI, MPA and MLGA will steer the processes towards the same goal and therefore, allow for better policy planning and implementation.

Ministry of European Integration currently has neither financial nor human resources to commit to continue the project's benefits on visibility and promotion

of EU integration process. However, the ministry has made progress in this regard and has allocated regular annual budget resources for communications. Some formal arrangements with stakeholders have been made for them to take up project outputs.

The broad capacity building development promoted throughout the action should fill the sustainability gap at least partially. The project guarantees a mentoring system that covers every single activity, and allowed to develop local capacities of media, filmmakers, journalists, radio journalists, municipal officers, civil society etc. Every activity will be planned according to the 'multiplier' principle: individuals that are trained or involved in activities have the potential to become communicators and multiply the effects of the project beyond its duration. This also strengthens the sustainability of the project benefits. All publications and textbooks produced have a long-term sustainability in themselves.

7. COMMUNICATION AND VISIBILITY

Communication and visibility will be given high importance during the implementation of the Action.

The implementation of the communication activities shall be the responsibility of the final beneficiary, and shall be funded from the amounts allocated to the Action.

The EU Office in Kosovo has developed clear visibility guidelines and ensures that all projects which are implemented in Kosovo are fully in line with these guidelines. Project visibility is also clearly stipulated in all contractual documents whereby the contractors/implementers are obliged to adhere to all EU visibility requirements.

All necessary measures will be taken to publicise the fact that the Action has received funding from the EU in line with the guidelines developed by the EU Office in Kosovo, as well as the provisions outlined in the Communication and Visibility Manual for EU External actions.

Visibility and communication actions shall demonstrate how the intervention contributes to the agreed programme objectives and the accession process. Actions shall be aimed at strengthening general public awareness and support of interventions financed and the objectives pursued. The actions shall aim at highlighting to the relevant target audiences the added value and impact of the EU's interventions. Visibility actions should also promote transparency and accountability on the use of funds.

It is the responsibility of the beneficiary to keep the EU Office fully informed of the planning and implementation of the specific visibility and communication activities.

The beneficiary shall report on its visibility and communication actions in the report submitted to the IPA monitoring committee and the sectoral monitoring committees.