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ACRONYMS

ADA	Agriculture Development Agency
AKM	Association of Kosovo Municipalities
AME	Agency for the Management of Emergencies
CPA	Central Procurement Agency
CSO	Civil Society Organisations
CSW	Centres for Social Work
DRP	Detailed Regulatory Plans
EMA	Emergency Management Agency
EU	European Union
FG	Focus Group
KIESA	Kosovo Investment Enterprise Support Agency
MAFRD	Ministry of Agriculture Forestry and Rural Development
MCR	Ministry of Communities and Returns
MCYS	Ministry of Culture, Youth and Sports
MDP	Municipal Development Plans
MEI	Ministry of European Integration
MEST	Ministry of Education, Science and Technology
MIE	Municipal Independent Enterprises
MLGA	Ministry of Local Government Administration
MLSW	Ministry of Labour and Social Welfare
MoU	Memorandum of Understanding
MPA	Ministry of Public Administration
MTEF	Medium-Term Expenditure Framework
MZM	Municipal Zoning Maps
NGO	Non-governmental organisation
PPRC	Public Procurement Regulatory Commission
UNDP	United Nations Development Program

FOREWORD

Dear colleagues,

We have come a long way in developing and advancing the system of local governance since the Assembly of Kosovo adopted the Law on Local Self-government in 2008. Our joint effort has contributed to the establishment of sustainable municipal structures, strengthened capacity of municipalities, and improved citizen's access to services.

We need to build on this progress and strive for excellence. In that vein, the Local Self-Government Strategic Plan 2016-2026 envisions the strengthening of professional and institutional capacities of municipalities as one of our main strategic objectives. We need to further advance capacities of municipal bodies to address the needs of citizens in accordance with international standards.

This report was developed in cooperation between the United Nations Development Programme and the Ministry of Local Government Administration. It provides an overview of municipal capacities to exercise their mandate. The findings of this report are based on the input of municipal representatives from each municipality who provided in-depth insights into capacity assets and needs and priorities for organizational development. Let us use the findings of this report as a guide to further enhance the capacities of municipalities to deliver on their mandate.

In this vein, it is hoped that candid findings in this report shall be used by all institutional actors, including partners and stakeholders, to address capacity needs and gaps in Kosovo municipalities. The ministry undoubtedly aims to play a coordinating role between local and central institutions and facilitate communication through the existing legal and administrative mechanisms.

I would like to thank UNDP for their continued support during this research. Acknowledgements and thanks also go to municipal directors, sector heads, civil servants, and municipal assembly members who provided outstanding support and expressed readiness to contribute and inform the findings of this report.

Sincerely,

Rozafa Ukimeraj
General Secretary, MLGA

EXECUTIVE SUMMARY

The present report on the needs and priorities for municipal capacity development rests on research conducted jointly by the MLGA and the UNDP. The purpose of this research was twofold. On the one hand, it was to assess the capacities of municipalities as per the perceptions of municipal officials on identified gaps and shortcomings. On the other, it was to generate a baseline and evidence which would contribute to the design of policies and interventions to strengthen the capacities of municipalities to exercise their mandate.

This report covers municipal capacities which have been assessed in terms of availability of finance, staff, and exercising of mandate in accordance with the legislation. The municipal officials self-assessed the extent of capacities of municipalities in Kosovo and sufficiency, weaknesses, and challenges that municipalities face, including the needs for capacity development and training.

In order to identify the needs for capacity development and training, both the legislative and executive representatives took part in the process: members of the municipal assemblies (as political representatives), directors (as appointees of the mayors), and civil servants (as civil administration component). Data was collected using a self-assessment questionnaire that surveyed 1,307 respondents from all Kosovo municipalities from three groups of respondents: Directors of Directorates/Sector Heads, municipal officials, and Assembly members, followed by FG discussions and validation.

The following 12 key thematic areas were included in the assessment: Administration and Personnel; Finances and Budget; Agriculture; Urbanism; Human Rights; Municipal Procurement; Education; Public Services; Health and Social Welfare; Culture Youth and Sports; Economic Development and Tourism, and European Integration.

These sectorial indicators and corresponding sub-indicators were developed relying on normalised survey responses. Each indicator and sub-indicator vary in value between 0 and 3, where the interval between 0-0.5 indicates 'very poor' municipal performance; 0.5-1 indicates 'poor' performance; 1-1.5 indicates 'relatively poor' performance; 1.5-2 indicates 'average' performance; 2-2.5 indicates 'relatively good' performance; and 2.5-3 indicates 'very good' performance.

The report shows that municipal capacities to implement own and delegated competencies range from 1.35 (the upper end of the 'relatively poor' scale) to 2.10 (the lower end of the 'relatively good'), depending on sectors. Overall self-assessment stands at 1.80 points which indicates that municipalities generally perform at the upper end of the 'average' scale.

Notwithstanding interventions by international and national actors to improve municipalities' capacity level the present research identified reoccurring chronic weaknesses. The limited use of existing system or mechanism also hampers the improvement of municipalities' capacities. Municipal officials consider that very little input was provided from municipalities, on their actual needs, priorities, and demands.

Findings indicate that the municipal officials consider that the main challenges include limited capacity and lack of enforcement of laws, regulations, policies, and procedures that form the basis for the functioning

of local governance. Coupled with the limited professional and organizational capacity, these negatively influence the quality of delivery of municipal services.

Findings also indicate that municipal capacity development processes are slowed down by the lack of adequate coordination within and between municipalities, and between municipalities and central level. There is a need to strengthen coordination and communication between the two levels of public administration and to ensure that measures are taken to address the needs of municipalities.

At the policy development level, findings indicate limited inputs from municipalities and inadequate dissemination of information from the central level. This affects the timely implementation of the policy framework and the quality of services, as does the non-alignment between the competencies and the available budget.

As noted in the report, municipalities have differing levels of capacities, which requires an almost tailor-made support, and – in several instances – a more in-depth assessment to identify the root causes for lower levels of capacity. Since specific recommendations can act as a constraint due to the inherent risk of developing a “unified” approach to sectors and municipalities with differing needs, the recommendations listed in Section 4 of the report should be read as a general guide when designing sustainable initiatives for capacity development.

1. INTRODUCTION

Relying on the main principles set out in the European Charter of Local Self-Government¹, Kosovo has managed to build a solid local self-governance system. Based on the Law on Self-government², municipalities provide a range of services to citizens, which derive from (i) own competencies, (ii) delegated competences, and (iii) enhanced competences for Serb-majority municipalities. Over the past few years the local self-governance system in Kosovo underwent political, legal, administrative, organizational, functional, territorial and financial reforms.

The existing legal framework meets the pre-requisites for an advanced local governance system. It provides sufficient autonomy to municipalities allowing them to take the leadership over municipal matters.

The right to local self-government is guaranteed by the Constitution of Kosovo³ and is mainly regulated by the Law on Local Self-Government.⁴ This Law, *inter alia*, defines the legal status of Kosovo municipalities, their competencies, general principles of municipal finances, organization and functioning of the municipal bodies, the inter-municipal cooperation and agreements, as well as the relationship between municipalities and the central level. Other related laws, regulations, or decisions further operationalize the Law and regulate sector-specific matters (Law on Local Government Finance⁵, Regulation on Transparency,⁶ etc.).

The MLGA is the main body responsible for advancing the system of local self-government in Kosovo. Its mission is to increase local autonomy and strengthen the capacity of municipalities through active citizen participation, democratic representation, and provision of cost-effective services, all of which contribute to the quality of life, safety, and local economic development. The MLGA has a clear interest in enhancing the functioning of municipalities and delivery of services in an effective, efficient, accountable, and transparent manner.

Despite the existing legal framework and the fact municipalities enjoy autonomy in delivery of services, this research establishes that municipalities often lack appropriate capacities to implement obligations laid out in the existing legislation, which, in turn, prevent them from meeting citizens' needs.⁷ This finding was repeated in the 2015 Feasibility Study – Capacity Development System for Municipalities in Kosovo, commissioned by the Decentralisation and Municipal Support project.

To gain a better understanding of the levels of capacities at municipal level, so as to be able to design relevant effective and efficient interventions, MLGA and UNDP Kosovo decided to initiate a capacity self-assessment of all Kosovo municipalities. This research follows up on the 2009 initial report, when UNDP and the MLGA conducted the first municipal capacity self-assessment. The report, at that time, provided a baseline for capacity gaps and assets and identified areas which required institutional attention.

1 Council of Europe (1985), European Charter of Local Self-Government, <https://www.coe.int/en/web/conventions/full-list/-/conventions/treaty/122>

2 The Assembly of Kosovo (2008), Law on Self-Government, http://www.assembly-kosova.org/common/docs/ligjet/2008_03-L040_en.pdf.

3 The Assembly of Kosovo (2008), Constitution of Kosovo, <http://www.kryeministri-ks.net/repository/docs/Constitution1Kosovo.pdf>.

4 The Assembly of Kosovo (2008), Law on Self-Government, http://www.assembly-kosova.org/common/docs/ligjet/2008_03-L040_en.pdf

5 The Assembly of Kosovo (2008), Law on Local Government Finance, http://www.kuvendikosoves.org/common/docs/ligjet/2008_03-L049_en.pdf

6 Municipality of Prishtina (2009). Regulation on Transparency. http://www.online-transparency.org/repository/docs/Regullorja_per_transparence_03.07.2009.pdf

7 UNDP (2009), Municipal Capacity Assessment

Although the current research used the questionnaire designed for the 2009 study, the methodology differed to allow for the collection of statistical data. The objective of this report is to assess the capacities and needs of all Kosovo municipalities through a perception survey conducted with municipal representatives (directors/sector heads, municipal civil servants, and assembly members) and thematic FG discussions. The data was collected through a perception survey of 1,307 respondents from all Kosovo municipalities from the above categories. It is hoped the indicators generated for this report will provide a baseline to serve as a point of comparison for future data collection on municipal capacities.

This report provides an overview of municipal capacities, as seen from municipal structures. However, to gain a full understanding of municipal issues, the report should be read in conjunction with other surveys, namely the Mosaic Report 2015,⁸ and the MLGA's Municipal Performance Report. The former, conducted every three years, provides insights from the citizens' perspective on service delivery,⁹ while the latter, conducted annually, provides information from MLGA's perspective on municipal functioning. Triangulating data from the three reports will provide additional insights on key issues at municipal level which neither report captures individually.

The report is structured as follows. Section 2 describes the general methodology used to conduct the survey and organize the FG discussions. Section 3 presents each municipal indicator, composing sub-indicators, and provides the highest evaluated responses of each sectorial variable. Finally, Section 4 concludes the report and draws general recommendations on the lowest capacity levels as identified through the indicators and sub-indicators.

⁸ UNDP, MLGA and USAID (2015), *Mosaic 2015*, http://www.ks.undp.org/content/dam/kosovo/docs/Mozaik/Kosovo%20Mosaic%202015_english.pdf

⁹ The Mosaic surveys approximately 6,700 citizens, disaggregated by gender, age, ethnicity, urban/rural, etc., and is considered the largest survey after the Census.

2. GENERAL METHODOLOGY

Two main data-collection tools have been employed to ensure reliability of the sources: (a) *a quantitative survey with 1,307 municipal representatives from 38 municipalities*; and (b) *six thematic focus groups with municipal civil servants*.

Both the legislative and the executive representatives participated in the self-assessment. It was deemed important to understand how each of these levels perceive municipal capacities, because it has a bearing on how to address identified gaps. Political appointees and political representatives were not included in FG discussion so as to provide an open environment for frank discussion with civil servants.

2.1. Survey Methodology

Questionnaire

The questionnaire used in this survey was based on the 2009 self- assessment questionnaire. Several working group meetings between UNDP and MLGA were held to review the questionnaire in order to ensure compliance with the current policy and legislative framework, to standardize the responses, and collect statistically valid data. The MLGA also validated the questionnaire with several line ministries. Fourteen (14) pilot interviews were carried out to test the appropriateness of the questions and the process in general.

Twenty-four (24) own and delegated competencies were organised in 12 assessment fields, with the European Integration added for the 2017 self-assessment. The questionnaire consists of closed-ended questions which measure the perceptions of municipal representatives on municipal capacities vis-à-vis own and delegated competencies. It must be noted that Directors/Sector Heads and municipal civil servants were asked questions related to their respective sectors only.

Sample Framework

A total of 1,307 face-to-face interviews were conducted with the following groups in all 38 Kosovo municipalities:

- o Directors of Directorates/Sector Heads,
- o Municipal civil servants, and
- o Assembly Members.

A distribution of municipal representatives was attempted to ensure proportionality with the size of each category in the entire population. The general distribution was replicated in each municipality, except where the municipal structure was different. Note that to avoid potential bias, each group was treated equally in the overall findings. Table 1 depicts the total number of interviews conducted with each category of municipal representatives.

TABLE 1: *Distribution of interviews by municipal representatives*

Municipal Representatives	Interviews
Directors/Sector Heads	593
Municipal civil servants	443
Assembly Members	271
Total	1,307

Field Work

Thirty trained male and female enumerators conducted face-to-face interviews at the end of October and beginning of November 2017. The training covered detailed explanation of questions, possible inadequate responses, and provided guidance on the interviewing process, followed by hands-on exercises. The field work was coordinated by the dedicated team leader and coordinator in cooperation with UNDP.

Data Processing and Quality Assurance

The data was electronically transferred from the tablets to Statistical Packages for Social Sciences and coded into labelled categories making it suitable for further processing. Quality assurance activities took place whereby 20 % of the respondents were revisited and a selected number of questions were re-asked for verification. Finally, 20 % of respondents were contacted by phone in order to verify and validate the data.

Steps to Calculate Indicators

Each indicator is composed of sub-indicators which are based on questions normalized on a scale from 0 to 3, where 0 represents 'very poor' performance and 3 'very good' performance. Dichotomous questions, because of their nature, cannot be normalized on a scale from 0 to 3 and cannot be included among the indicators. A uniform scale method allows for an easier comparison among different sectors. Moreover, it is useful in terms of statistical analysis (creating regression and correlation), and for empirical research in general. To see what each score indicates, see the spectrum.

Very Poor	Poor	Relatively Poor	Average	Relatively Good	Very Good	
0	0.5	1	1.5	2	2.5	3

Table 2 shows the list and the structure of indicators and sub-indicators.

TABLE 2: *The structure of indicators and sub-indicators*

INDICATOR	SUB-INDICATOR
Administration and Personnel	<ul style="list-style-type: none"> • Transparency and Accountability • Cooperation • Performance Measure • IT Infrastructure • Institutional Memory • Personnel Infrastructure • Physical Infrastructure
Agriculture	<ul style="list-style-type: none"> • Agriculture Land • Agriculture Cooperation
Budget and Finance	<ul style="list-style-type: none"> • Local Legal Finance • Budget Planning • Internal Public Finance Control • Own Source Revenues
CYS	<ul style="list-style-type: none"> • CYS Plan • CYS Centres and Events • Financial Support
Economic Development and Tourism	<ul style="list-style-type: none"> • Economic Planning and Development • Tourism
Education	<ul style="list-style-type: none"> • School Regulation • Pre-School Education • Primary and Secondary Education • Teaching Personnel
European Integration	<ul style="list-style-type: none"> • No further disaggregation
Health and Social Welfare	<ul style="list-style-type: none"> • Family Health Care • Private Health Activity • Health Personnel • Social Service
Human Rights	<ul style="list-style-type: none"> • Human Rights Legal Framework • Communities and Return • Communication and Language
Municipal Procurement	<ul style="list-style-type: none"> • Procurement Prioritisation • Procurement Planning • Procurement Ethics
Public and Emergency Service	<ul style="list-style-type: none"> • Water, Sewage, and Waste • Fire Emergency • Public Transportation • Public Road Maintenance
Urbanism	<ul style="list-style-type: none"> • Urban Regulations • Environmental Protection • Geodesy and Cadastre • Urban Planning

2.2. Focus Group Methodology

FG Guidelines

FG guides were developed to define the scope of FG discussions. Each guide contained a set of questions pertaining to the sector and corresponded with those included in the questionnaire. Five thematic FGs were held between 24th November and 8th December 2017. A dedicated FG covering all the main topics was organised to facilitate the participation of the Serb-majority municipalities in the process:

- FG1: Education, CYS;
- FG2: Economic, Tourism and Agriculture Development;
- FG3: Urbanism, Construction, and Environment;
- FG4: Public Services, Health Care and Social Welfare;
- FG5: Finance, Procurement, and Internal Audit;
- FG6: Serb-majority Municipalities.

As European Integration is a cross-cutting issue it was discussed within the existing FGs.

3. MAIN FINDINGS

This section contains the key findings generated from the perception-based survey and the FG discussions conducted with municipal representatives. Based on indicators and sub-indicators on the normalised scale, which provides the highest evaluated responses of each sectorial variable, strengths and weaknesses found from the survey are listed for each sector.

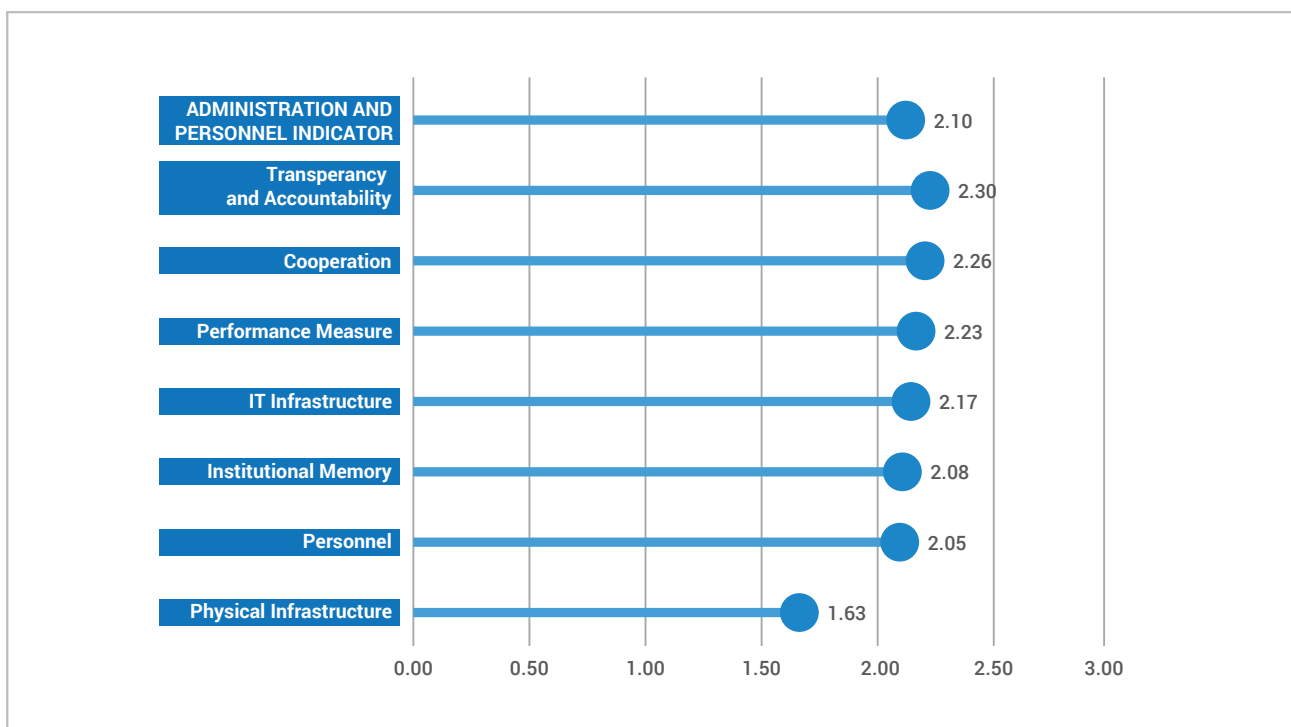
The municipal capacities to implement own and delegated competencies range from 1.35 (upper end of the 'relatively poor' scale) to 2.10 (lower end of 'relatively good'), depending on sectors. The overall self-assessment stands at 1.80 points which indicates that municipalities generally perform at the upper end of the 'average' scale. Tables in this section (3 to 14) show the highest evaluated responses in percentage only.

The following sections provide detailed information on the level of municipal capacities based on sectors and sub-sectors. Appendix A contains descriptive statistics tables for each individual question, broken down by answers provided by municipal representatives.

3.1. Administration and Personnel

The *Administration and Personnel* indicator is composed of seven sub-indicators as presented in Figure 1. Municipalities scored 2.10 points which places their performance at the lower end of the 'relatively good' scale. This suggests that municipal representatives generally have a positive view on administration and personnel-related matters.

FIGURE 1: *Administration and Personnel indicator and its sub-indicators*



Municipalities stand at the **lower end** of the 'relatively good' scale on the *Transparency and Accountability* sub-indicator which scored 2.30 points. Overwhelming majority of respondents indicate that their municipality has clearly defined and effective mechanisms which allow citizens to complain against executive and administrative decisions. Notwithstanding this general positive view, the FG discussions revealed instances where complaints were filed to wrong municipal civil servants who did not forward them to the intended addressees. This is partly because unclear information regarding complaint procedures from the municipalities to the citizens. Over two-thirds of respondents consider that municipal acts are made public and in accordance with the Administrative Instruction for Transparency in Municipalities.¹⁰ One concern raised by FG participants from the Serb-majority municipalities is about the quality of translation of municipal legal acts. These poor translations contain ambiguities and unintended meaning.

Municipalities stand at the **lower end** of the 'relatively good' scale on the *Cooperation* sub-indicator which scored 2.26 points. Cooperation within municipality, Civil Society Organisation (CSOs), and business associations is at a relatively good level. According to FG participants, the monthly meetings of the municipal board of directors are quite effective in facilitating the coordination within municipality. On the other hand, cooperation and coordination with CSOs, business associations, and other stakeholders mostly occurs when municipalities draft strategic documents. In some specific cases, the entire content of these strategic documents is determined on inputs from these stakeholders. The Regulation on Minimum Standards for Public Consultations,¹¹ which came into force in 2016, has positively affected consultation between public authorities (including municipalities), interested parties, and the public, including CSOs and non-governmental organisation (NGOs).

FG participants consider that municipalities are very often neglected by the central level when national strategic documents are drafted, even though they are the ones who are directly affected. Furthermore, they highlight that political differences at the central and municipal level quite often hinder cooperation. They also noted the lack of formal mechanisms for regular cooperation and exchange of best practices, apart from the Association of Kosovo Municipalities (AKM), which predominantly gathers political representatives. While the majority of FG participants state that institutionalized memorandum of understanding (MoUs) constitute one of the acts for inter-municipal cooperation they are not utilised as often as they could.

Municipalities stand at the **lower end** of the 'relatively good' scale on the *Performance Measure* and *IT Infrastructure* sub-indicators which scored 2.23 and 2.17 respectively. Around two-thirds of respondents believe that performance appraisal of municipal civil servants takes place as specified by the Regulation on Civil Servant's Performance Appraisals.¹² FG participants concede that although the training development plan is based on performance assessment, it is not specific enough to ensure proper capacity enhancement. As far as IT is concerned, the FG discussions revealed that the use of private e-mail accounts is quite prevalent due to low internet speed and limited storage capacities of official e-mail accounts. This has a negative effect on the efficiency and quality of communication, including timely discharge of duties and responsibilities.

Municipalities stand at the **lower end** of the 'relatively good' scale on the *Institutional Memory* and the *Personnel* sub-indicators which scored 2.08 and 2.05 respectively. Although the sub-indicator *Institutional*

10 MLGA (2013). Administrative Instruction for Transparency in Municipalities, <http://mapl.rks-gov.net/getattachment/6840a2b1-4687-4d60-92d2-20f903c80edd/Udhezim-administrativ.aspx>

11 <https://zqm.rks-gov.net/Portals/0/Regulation%20on%20minimum%20standards.pdf>

12 Office of the Prime Minister (2012), Regulation on Civil Servant's Performance Appraisals http://kryeministri-ks.net/repository/docs/Rregullor-ja_nr_19_2012_per_Vlersimin_e_rzultateve_ne_pune.pdf

Memory fares better, FG participants agree that their municipalities do not have the right mechanisms nor human capacities to preserve institutional memory. They also note the lack of succession planning that facilitates the transition between outgoing and incoming municipal civil servants. Interestingly, discussion of the *Personnel* sub-indicator reveals that around half of respondents think that municipal civil servants have considerable working experience, qualification, and commitment to their responsibilities. Yet, about one-third of respondents consider that civil servants are not fully independent in exercising their duties and that a certain degree of political interference prevails.

Municipalities stand at the **lower end** of the 'average' scale on the *Physical Infrastructure* sub-indicator which scored 1.63 points. According to the FG discussions, the main reason for the score is the limited number of official vehicles, particularly in the education, inspection, and other sectors which require field work.

TABLE 3: Administration and Personnel indicator, highest evaluated responses only (%)

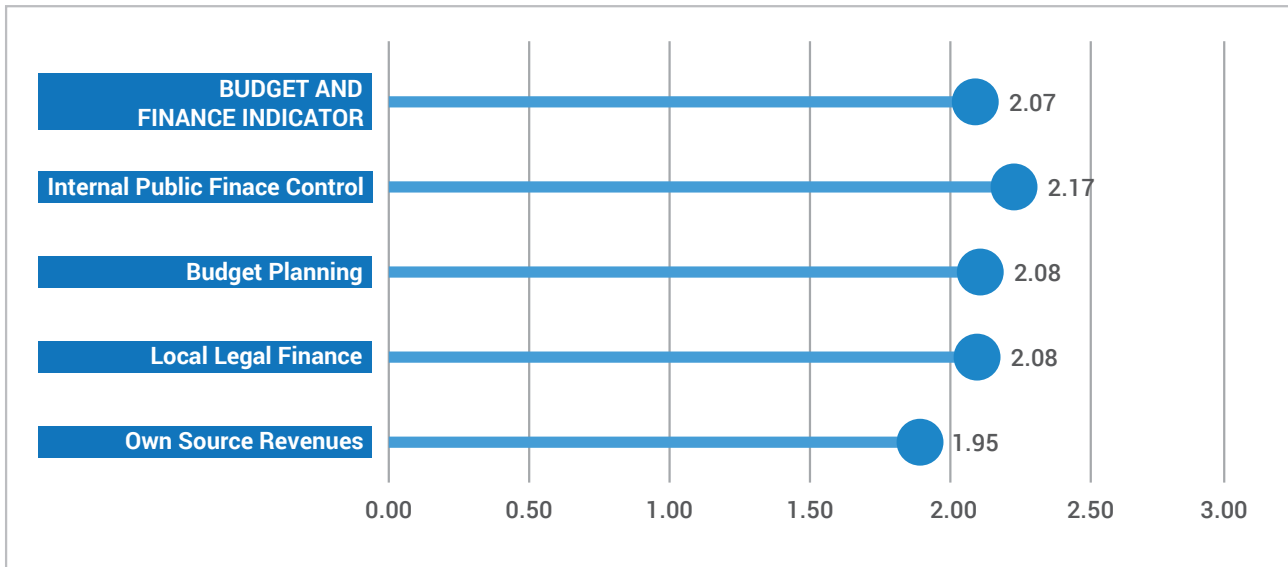
	Directors/ Sector Heads	Muni- cipal civil servants	As- sembly Mem- bers	Average
Mechanisms for filing citizen complaints against executive and administrative decisions				
Mechanisms are in place for filing citizen complaints against executive and administrative decisions.	95.8%	93.0%	89.7%	92.8%
The process of filing complaints is clearly defined and structured. Complaints are always considered and addressed to appropriate instances.	74.1%	69.2%	42.0%	61.8%
Co-operation and coordination within and outside municipality				
The level of cooperation and coordination with the other municipal directorates is high.	63.1%	49.4%	26.9%	46.5%
The level of cooperation and coordination with the central level (ministries) is high.	48.1%	42.4%	22.5%	37.7%
The level of cooperation and coordination with the civil society is high.	45.4%	36.3%	25.5%	35.7%
The level of cooperation and coordination with members of the business community within and outside municipality is high.	35.4%	25.7%	17.3%	26.2%
Inter-Municipality cooperation				
A municipal act that defines inter-municipal cooperation exists and is followed by institutionalized MoU or other legal agreements.	60.7%	55.8%	50.2%	55.5%
Inter-municipal cooperation is developed through shared priorities and needs, where decisions are transmitted and implemented.	57.7%	52.1%	43.5%	51.1%

Transparency, publication of documentation				
Access to public documents is made available on a regular basis.	77.9%	74.0%	52.0%	68.0%
Access to documents is provided in accordance with legislation and legal deadlines.	86.8%	78.8%	66.8%	77.5%
The level of publication of municipal documents is high because procedures for publication of municipal decisions and documents are entirely implemented.	67.1%	61.6%	36.2%	55.0%
Municipal documents are always translated into official languages of the Republic of Kosovo	28.0%	31.2%	24.7%	28.0%
IT computers, use, programs, network and e-mail, e-municipalities				
The level of IT infrastructure is high and accessible by everyone.	42.2%	41.8%	32.8%	38.9%
IT infrastructure is highly used by municipal staff.	48.7%	49.7%	34.7%	44.4%
The official e-mail is used by all staff at all level.	62.4%	64.3%	42.1%	56.3%
Physical Infrastructure				
The working environment within the institution provides very favorable space for individual work, confidential talks, teamwork, etc.	21.2%	16.5%	10.3%	16.0%
The number of official vehicles within the institution is sufficient and is well-managed.	45.4%	44.0%	37.3%	42.2%
Institutional Memory - Knowledge Management				
Municipality has a system that enables the collection and management of information in terms of documentation, procedures, and data in general (necessary information, historical data, procedures, etc.), used by everyone.	44.0%	43.3%	29.5%	39.0%
Performance measurement and annual and 6-month-basis assessment of the institution				
There is a well-developed, comprehensive, and integrated system that is regularly used for the performance assessment of municipality.	44.2%	33.0%	22.1%	33.1%
Annual assessment of staff is regularly conducted and used for the future staff development plan.	73.4%	63.7%	44.6%	60.6%
Human resource management - Staff in general; Dependence on the superior				
The process of staff recruitment is in accordance with the criteria set out in the Law on Civil Service.	78.8%	74.0%	56.1%	69.6%
Staff in my directorate have relevant working experiences, high qualifications and commitment in handling given responsibilities.	49.4%	52.1%	28.4%	43.3%
Staff is completely independent from direct manager.	51.3%	47.4%	18.8%	39.2%

3.2. Budget and Finance

The *Budget and Finance* indicator is composed of four sub-indicators as presented in Figure 2. Municipalities scored 2.07 points which places their performance at the **lower end** of the 'relatively good' scale. Since the internal audit is not directly linked to budget and finance, its variables are not incorporated in the indicator, but interpreted individually.

FIGURE 2: *Budget and Finance indicator and its sub-indicators*



Municipalities stand at the **lower end** of the 'relatively good' scale on the *Internal Public Finance Control* sub-indicator which scored 2.17 points. More than half of respondents consider that internal control on public finance takes place in accordance with the Treasury rules and instructions. A similar number of respondents believe funds are used appropriately.

Municipalities stand at the **lower end** of the 'relatively good' scale on the *Budget Planning* sub-indicator which scored 2.06 points. Majority of respondents indicate that the skill level of the municipal staff to prepare the Medium-Term Expenditure Framework (MTEF) is high. In addition, around two-thirds of respondents consider that the MTEF is carried out on a regular basis and that the executive of the Ministry of Finance (MoF), Budget Department, takes decisions that are in accordance with the existing legal framework. Furthermore, more than half of respondents believe that the responsible municipal staff members are experienced in preparing and presenting draft budget proposals. A similar proportion of respondents believe that all the municipal directorates show responsibility and are well engaged in the budget planning process.

FG participants share a somewhat more pessimistic view on the budget planning and allocation. They agree that the budget is not always in line with municipal needs. They consider that the budgetary ceilings set by the MoF hinder the effectiveness of municipalities. FG participants believe these limits are quite often arbitrarily set and prevent municipalities from addressing municipal needs due to insufficient allocations. FG participants also agree that quite often political influence, rather than strategic documents, set out municipal priorities.

Municipalities stand at the **lower end** of the 'relatively good' scale on the *Local Legal Finance* sub-indicator which scored 2.08 points. More than half of respondents believe that Law on Local Government Finance is fully implemented and a similar number believe that the responsible staff has necessary skills and sufficient experience.

Municipalities stand at the **upper end** of the 'average' scale on the Own Source Revenues sub-indicator which scored 1.95 points. Own source revenues comprise municipal taxes, fees, user charges, rents, and other similar categories of revenues. Municipalities' own source revenues appears to be somewhat less satisfactory in relation to other areas of municipal finance. More than two-thirds of respondents offered this may be attributable to average capacities of municipalities to collect this type of revenue. FG participants generally remarked that municipalities are not realistic about the total amount of own-source revenues that can be collected. This is mostly due to inaccurate planning.

Although the vast majority of respondents are aware that municipalities have regulations on tariffs, charges and fines, only about half of them think that these regulations are fully enforced. Around half of respondents claim these regulations are reviewed annually and are always submitted to the MLGA counterparts for their approval.

TABLE 4: Budget and finance, highest evaluated responses (%)

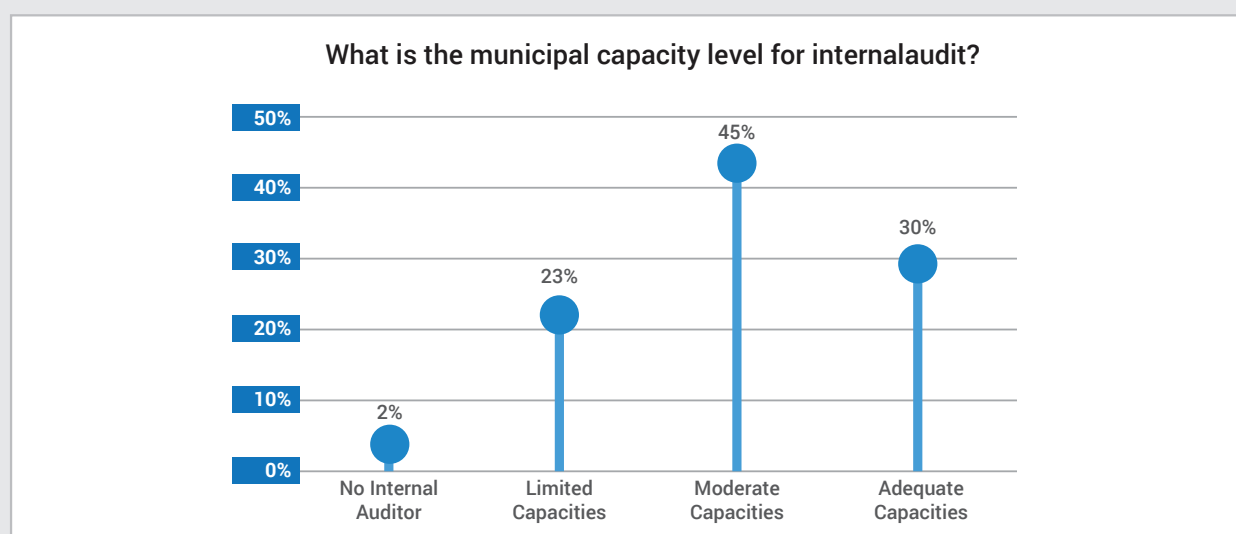
	Director/ Sector Heads	Muni- pal civil servants	Assembly Members	Average
Law on Local Government Finance				
The Law on Local Government Finance is being fully implemented.	68.1%	71.4%	30.3%	56.6%
Municipality has high level skills and sufficient experience to implement the Law for local finances.	65.2%	68.6%	29.2%	54.3%
Medium-Term Budget Framework (MBF)				
Municipality has high level skills and sufficient experience, to prepare the medium-term budget framework (MBF).	65.2%	62.9%	24.7%	50.9%
The MTEF is carried out almost on a regular basis. Executive decisions are made in accordance with the MTEF.	76.8%	62.9%	41.7%	60.5%
Budget Planning, Internal Budget Circular, Public Hearings				
All the directorates are responsible and involved in budget planning.	68.1%	68.6%	33.9%	56.9%
Municipality has high level of skills and sufficient experience for budget planning and drafting the budget circular.	66.7%	71.4%	29.5%	55.9%
There are advanced mechanisms in place for identifying and selecting projects.	33.0%	32.6%	14.4%	26.7%

The selection criteria for the projects are fully objective.	39.4%	30.4%	11.4%	27.1%
The skills and experiences for project preparation are at a high level.	61.7%	43.5%	24.7%	43.3%
Internal control of public finances				
Internal control of public finances is done according to Treasury rules and instructions.	68.1%	65.2%	26.9%	53.4%
Funds are fully and appropriately used.	69.1%	65.2%	32.1%	55.5%
There are adequate mechanisms for internal control of public finances.	60.6%	60.9%	30.3%	50.6%
Own Source Revenues				
Municipality has regulations about tariffs, charges and fines and they are being fully implemented.	68.1%	71.7%	24.0%	54.6%
There is a high level of collection of own source revenues.	34.0%	26.1%	20.7%	26.9%
Municipality has adequate skills to provide its own source revenues.	36.2%	39.1%	17.0%	30.8%
The tariff regulation on fines and penalties is revised annually and always submitted for assessment of legality to the MLGA.	56.4%	50.0%	28.0%	44.8%
Municipality has adequate capacities for internal audit.	44.7%	30.4%	15.5%	30.2%
Municipality has auditing plans, they are regular, and in accordance with the procedures.	67.0%	56.5%	30.3%	51.3%
Internal Auditor has complete professional independence.	63.0%	62.2%	33.0%	52.7%
Municipality has adequate capacities to ensure implementation of ethical principles and code of conduct for the procurement team.	43.6%	32.6%	12.9%	29.7%
The coordination with the central level is good.	51.1%	45.7%	17.7%	38.1%

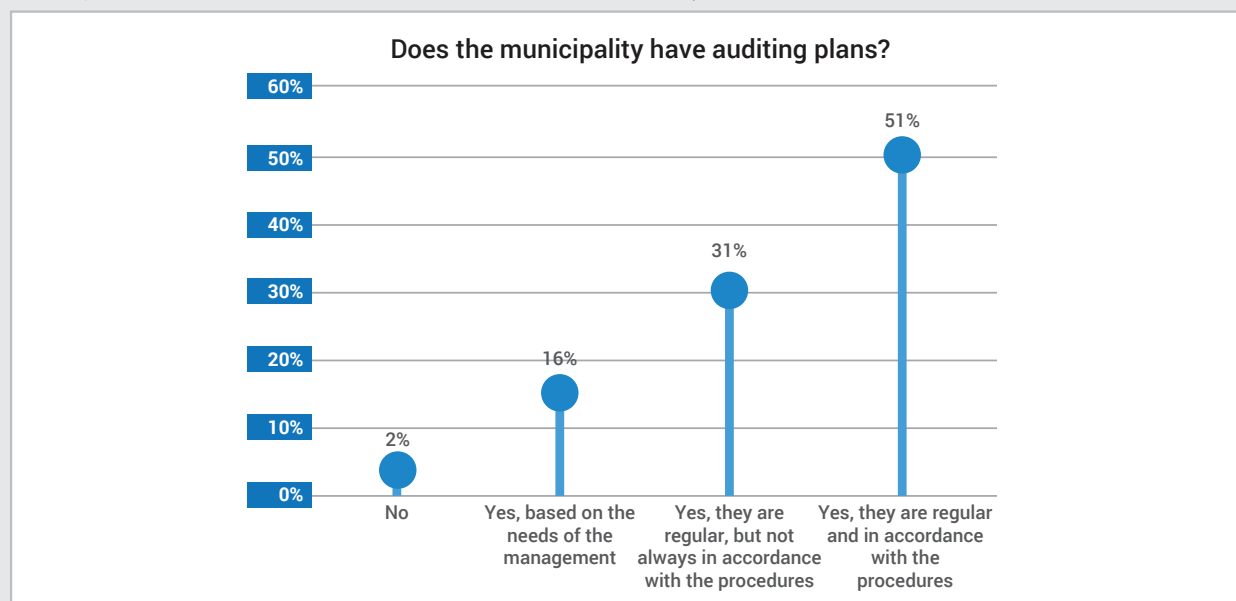
INTERNAL AUDIT

The Law on Public Financial Management and Accountability¹³ obliges municipalities to establish and maintain an Internal Audit Unit.¹⁴ The Law on Internal Audit stipulates that internal audits are conducted to increase the efficiency of work of public sector subjects in a manner that increases the level of services provided to the users, beneficiaries, and the citizens of Kosovo. In this regard, the Law establishes an institutional system to ensure an adequate function of internal audits.

The survey reveals that 45% of respondents believe that their municipality has moderate capacities for internal audit, 30% think it has adequate capacities, 23% believe it has limited capacities for internal audit, whereas the remaining 2% claim that their municipality does not have an Internal Audit Unit.

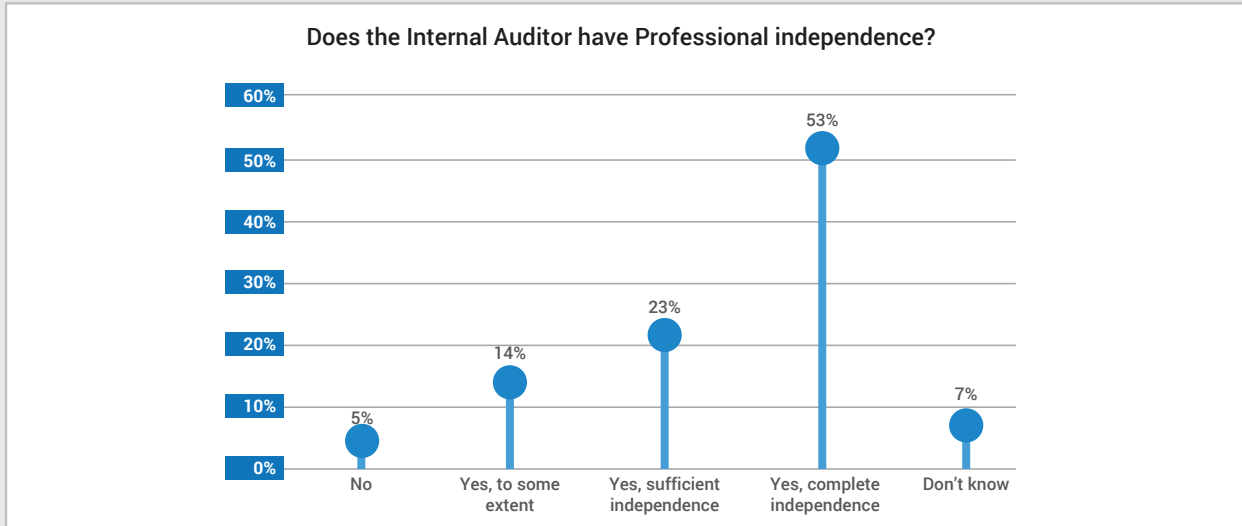


Further, 51% of respondents believe their municipality has regular auditing plans that are in accordance with procedures, 31% believe their municipality has regular auditing plans although not in accordance with procedures, 16% believe that their municipality has auditing plans which depend on the management needs, and 2% think that their municipality does not have such plans.



¹³ MoF (2008). *Law on Public Financial Management and Accountability*, http://www.kuvendikosoves.org/common/docs/ligjet/2008_03-L048_en.pdf
¹⁴ MoF (2009). *Law on Internal Audit*, <http://www.kuvendikosoves.org/common/docs/ligjet/2009-128-eng.pdf>

As far as internal auditor’s professional independence is concerned, 53% believe s/he is fully independent, 23% believe s/he is sufficiently independent, 14% believe s/he is moderately independent, and 5% believe s/he is not independent. FG participants also indicate that internal auditors are fully independent, although some believe that they have close connections with political parties.

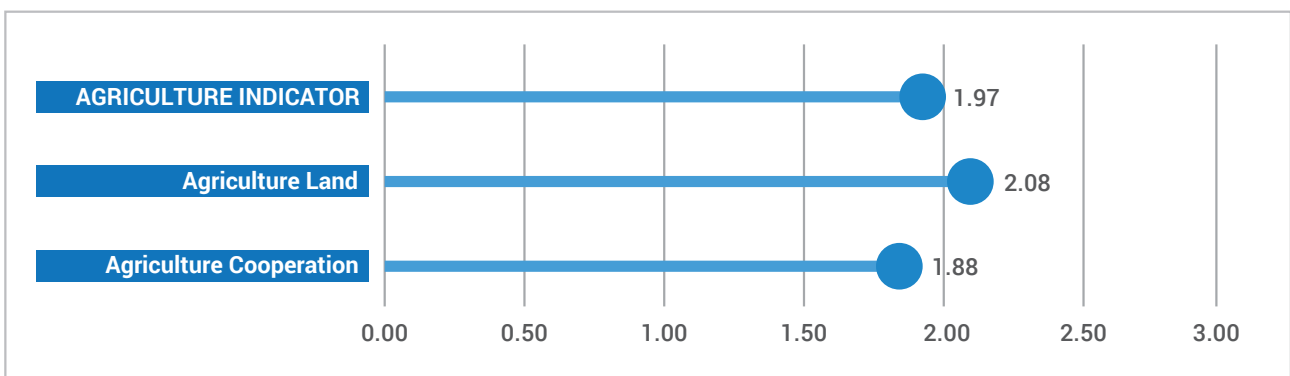


FG participants also indicate that some municipalities have insufficient internal auditors as the Directors of the Internal Audit Units underestimate the number of required staff when they draft their strategic plans. FG participants raised the issue of internal auditors’ knowledge on procurement procedures claiming that without knowing the procedures it is very difficult to audit procurement processes and provide valid recommendations.

3.3. Agriculture

The *Agriculture* indicator is composed of two sub-indicators as presented in Figure 3. Municipalities scored 1.97 points which places their performance at the **upper end** of the ‘average’ scale.

FIGURE 3: Agriculture indicator and its sub-indicators



Municipalities stand at the **lower end** of the 'relatively good' scale on the *Agriculture Land* (land availability and usage) sub-indicator which scored 2.08 points. Although many respondents agree that agricultural land is duly registered, more than half believe that registration records are accurate only to some extent. Moreover, around two-thirds think that changes in the land use designation occur in full compliance with the procedures in place. Interestingly, FG participants share a different view. They believe that the process is accompanied by two main problems: the land users quite often do not request permission to change the designation of the land, and municipalities usually do not have sufficient resources to inspect such violations.

Around half of survey respondents state that their municipality has a well-defined land protection plan. However, FG participants note that the plan requires municipality to appoint an inspector to exclusively oversee the protection of agriculture land. No municipality has appointed a dedicated inspector to date.

Municipalities stand at the **upper end** of the 'average' scale on the *Agriculture Cooperation* sub-indicator which scored 1.88 points. Around three-fourths of participants rate the cooperation between respective directorates at municipal level and the Ministry of Agriculture Forestry and Rural Development (MAFRD) as average. FG participants highlight two issues affecting cooperation. The first one problem has to do with the timelines of information from MAFRD to directorates on the calls for grants and subsidies. The delay in information leaves municipalities unprepared for the process which includes collection, screening, and administering all the grant and subsidy applications. Secondly, municipalities are quite often neglected by international donors in the provision of agricultural assistance. The donors mostly work directly with farmers, excluding municipality from the role as a facilitator and coordinator. This approach raises question on effectiveness and sustainability of interventions.

The FG findings also indicate that the agriculture directorates are understaffed. There are instances where only one dedicated civil servant manages all the agricultural grants and subsidies, conducts inspections, provides advisory services, and provides administrative assistance to applying farmers on behalf of the Agriculture Development Agency (ADA). However, it is noted that despite their roles and responsibilities in the process municipal agriculture officials are excluded from detailed evaluation of applications, which is conducted by ADA. Finally, applying farmers usually hold municipal officials responsible and accountable for the process.

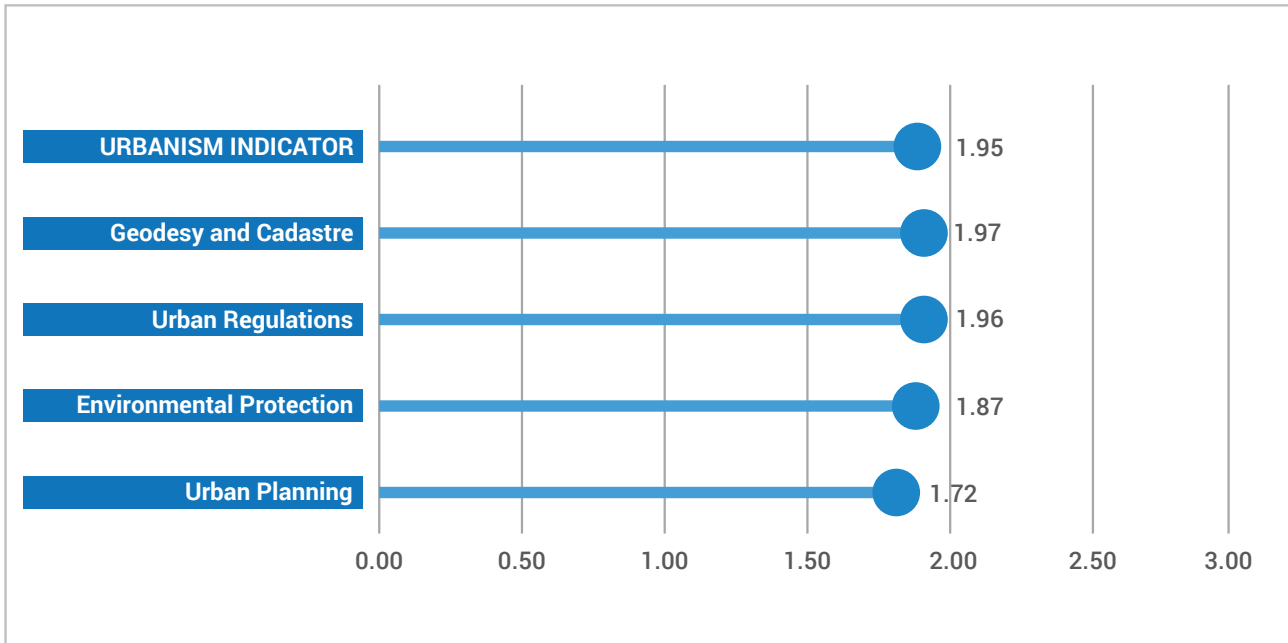
TABLE 5: *Agriculture, highest evaluated responses (%)*

	Director/ Sector Heads	Municipal civil ser- vants	Assembly Members	Aver- age
Municipality has accurate evidence of agriculture land.	52.9%	35.7%	25.5%	38.0%
The plan for conservation and protection of land is clear and well-defined.	52.9%	46.4%	26.9%	42.1%
Municipality possess a clearly defined regulation on renting land.	74.5%	82.1%	57.2%	71.3%
The procedures are fully implemented for land destination to change legally	74.5%	64.3%	49.8%	62.9%
There is a high level of cooperation between the supervisory authorities.	37.3%	17.9%	12.2%	22.4%

3.4. Urbanism

The *Urbanism* indicator is composed of four sub-indicators as presented in Figure 4. Municipalities scored 1.95 points which places their performance at the **upper end** of the 'average' scale.

FIGURE 4: *The Urbanism indicator and sub-indicators*



Municipalities stand at the **upper end** of the 'average' scale on the *Geodesy and Cadastre* sub-indicator which scored 1.97 points. Whereas a large proportion of respondents indicate municipalities have a register of municipal public property, only half of them think it is complete and regularly maintained. When asked whether their municipality has a system for managing public property, the vast majority responded affirmatively. On the other hand, most respondents also stated that the system is either ineffective or in the process of functionalisation. FG participants indicate that municipalities generally do not have an inventory of municipal property, except in a few cases when it was developed with the support of external projects.

While the majority note that their municipality has these regulations and standards in place, about one-third believe that such regulations and standards are either not in compliance with the respective law or are not implemented. Finally, more than half of respondents consider that the implementation of these regulatory documents is partially important.

Various issues have been brought up by FG participants during discussions on the control and verification of new buildings. With the new reforms initiated by the MESP,¹⁵ a municipal inspector is obliged to carry out inspections at different phases of construction (location, foundation, structural, electrical wiring, and plumbing). However, the seemingly insufficient number of inspectors hampers the inspection process. Consequently, construction investors often deviate from the approved plans. Finally, FG participants indicate that quite a few inspectors have only high school diplomas which precludes them from properly inspecting the construction process even when they do conduct on-the-spot visits.

¹⁵ Ministry of Environment and Spatial Planning (2013). Administrative Instruction on Minimum Standards and Procedures for Inspection Supervision and Issuance of Certificate of Occupancy

FG participants also believe that the draft Law on Spatial Planning provides more discretion to investors to confirm that their construction conforms to the technical plan. This serves the interests of investors and quite often leads to deviations from the technical plan. FG participants also point out that even with the draft Law the status of the already constructed buildings is still not clearly regulated. This makes the technical approval and registration in the cadastre system rather problematic. Finally, they state that majority of new buildings are not built in accordance with the existing efficiency standards which is the result of municipal inability to conduct efficient inspections.

Municipalities stand at the **upper end** of the 'average' scale on the *Environment Protection* sub-indicator scoring 1.87 points. As far as environmental planning is concerned, more than two-thirds of respondents indicate that their municipality approved an environmental plan and that the plan is implemented. On the other hand, only around one-third believe that the executive decisions that involve environmental matters derive from the environmental plan. In addition, about half of respondents claim that their municipality has a moderate level of expertise to draft this type of strategic document which could be seen as one of the reasons why some municipalities have not drafted the plan yet.

Municipalities stand at the **lower end** of the 'average' scale on the *Urban Planning* sub-indicator scoring 1.72 points. The Law on Spatial Planning¹⁶ stipulates that the planning for the entire territory of municipalities shall be regulated through the following documents: Municipal Development Plans (MDP), Municipal Zoning Maps (MZM), and Detailed Regulatory Plans (DRP).

As far as the MDP is concerned, more than two-thirds of respondents believe that their municipality possess a moderate level of expertise to draft such plans. A somewhat similar portion note that the MDP is being implemented a little or partially. FG participants confirm this assertion. According to them, the MDP is largely neglected by the executive, although, in principle, after the municipal statute, the MDP should be regarded as the most important document for urban planning. It also appears that there is no connection between budget planning and the MDP. Consequently, the objectives set out in these plans cannot be achieved with the existing municipal budgets. It is worth noting that in some municipalities, the MDP has already expired.

As indicated previously, the Law obliges each municipality to create MZM as a multi-sectoral document containing graphs, photos, maps, and text to determine in detail the type, destination, and use of space. FG findings reveal that municipalities have not managed to design such maps. Although the current Law entered into force in 2013, the secondary legislation necessary to operationalize this process, had not been approved until 2016. Some municipalities, with support from international organizations, have recently started to work on their MZM. It seems that external help will be needed for all municipalities. Two thirds of survey respondents claim the level of expertise to create such maps is inadequate. In the absence of MZMs, many municipalities still refer to Urban Development Plans.

¹⁶ MESP (2013), The Law on Spatial Planning, <http://www.kuvendikosoves.org/common/docs/ligjet/Law%20on%20spatial%20planning.pdf>

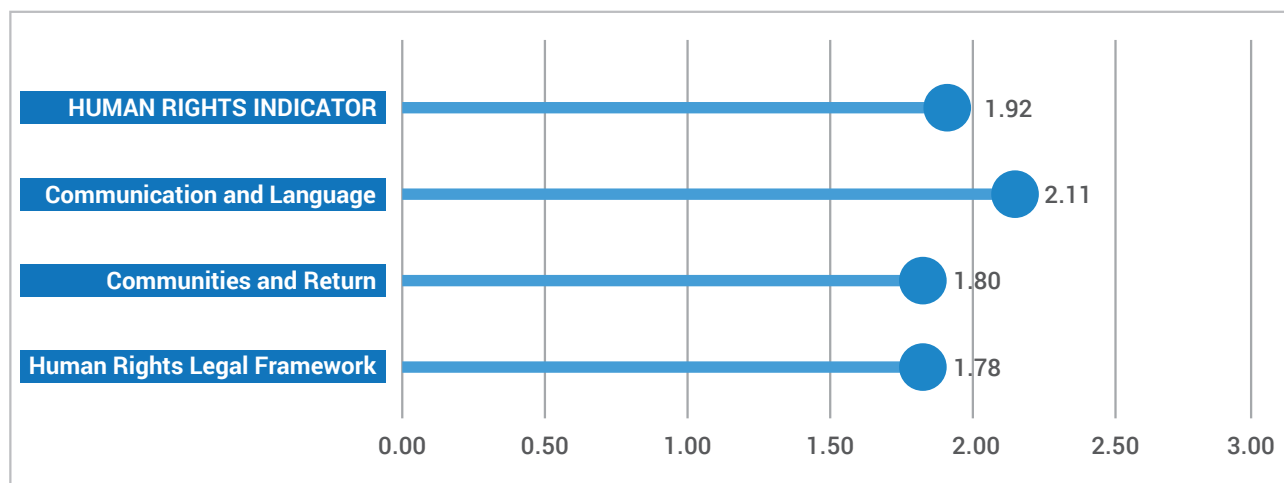
TABLE 6: Urbanism, highest evaluated response only (%)

	Director/ Sector Heads	Muni- cipal civil servants	Assem- bly Mem- bers	Aver- age
MDPs				
Municipality has a high level of expertise to draft the development plan.	34.4%	28.6%	11.4%	24.8%
In the absence of sufficient expertise, municipality contracts a design company for the preparation of the MDP.	71.9%	68.6%	60.9%	67.1%
Executive decisions are completely based on the MDP.	42.2%	28.6%	17.3%	29.4%
Municipal Urban Plan				
Municipality has a high level of expertise to compile zoning maps.	28.1%	20.0%	12.5%	20.2%
In the absence of sufficient expertise, municipality contracts a design company for the preparation of the plan.	65.6%	60.0%	54.6%	60.1%
Executive decisions are completely based on the MDP.	50.0%	34.3%	17.7%	34.0%
Regulations and decisions on construction and, standards for construction control				
Regulations or standards exist, and they are completely respected in compliance with the legislation.	54.7%	42.9%	20.7%	39.4%
Their implementation in executive decision-making is completely meaningful.	49.2%	38.2%	22.5%	36.7%
Implementation mechanisms of regulations, construction inspection				
The legal mechanisms for implementing regulations and building standards are completely and clearly defined.	50.0%	44.6%	26.2%	40.3%
Human resources to implement regulations and building standards are completely sufficient	28.4%	26.8%	19.9%	25.0%
Environmental Protection Plans				
Municipality has approved plans for environmental protection and they are implemented by a regular procedure.	76.6%	77.1%	55.7%	69.8%
Municipality has a high level of expertise for developing plans for environmental protection.	4.7%	14.3%	24.0%	14.3%
Executive decisions are completely based on the environmental protection plan.	40.6%	25.7%	15.1%	27.2%
Management and evidencing of municipal public property				
The register of municipal public property is in place, complete, and regularly updated and maintained.	50.9%	49.3%	31.0%	43.7%
Municipality has a quite efficient system for managing municipal public property.	25.5%	29.0%	18.1%	24.2%

3.5. Human Rights

The *Human Rights* indicator is composed of three sub-indicators as presented in Figure 5. Municipalities scored 1.92 points which places their performance at the upper end of the 'average' scale.

FIGURE 5: *The Human Rights indicator and its sub-indicators*



Municipalities stand at the **lower end** of the 'relatively good' scale on the *Communication and Language* sub-indicator scoring 2.11 points. Good communication and translation of documents into all official languages is a pre-condition for equal treatment of communities. Almost all respondents believe that official documents are translated into official languages. However, only a third of them consider that translation happens regularly. FG participants indicate that the translation issues are more pronounced in the Serb-majority municipalities.

Municipalities stand at the **upper end** of the 'average' scale on the *Communities and Return* sub-indicator scoring 1.80 points. Although the vast majority of respondents indicate that their municipality has established the Office for Communities and Returns, two-thirds indicate this Office is either not functional or is partially functional. Generally, the responsibilities and functions of these offices seem to be insufficiently clear or not clear at all. The overwhelming majority of respondents confirm that there are clear mechanism for decision-making on minority issues.

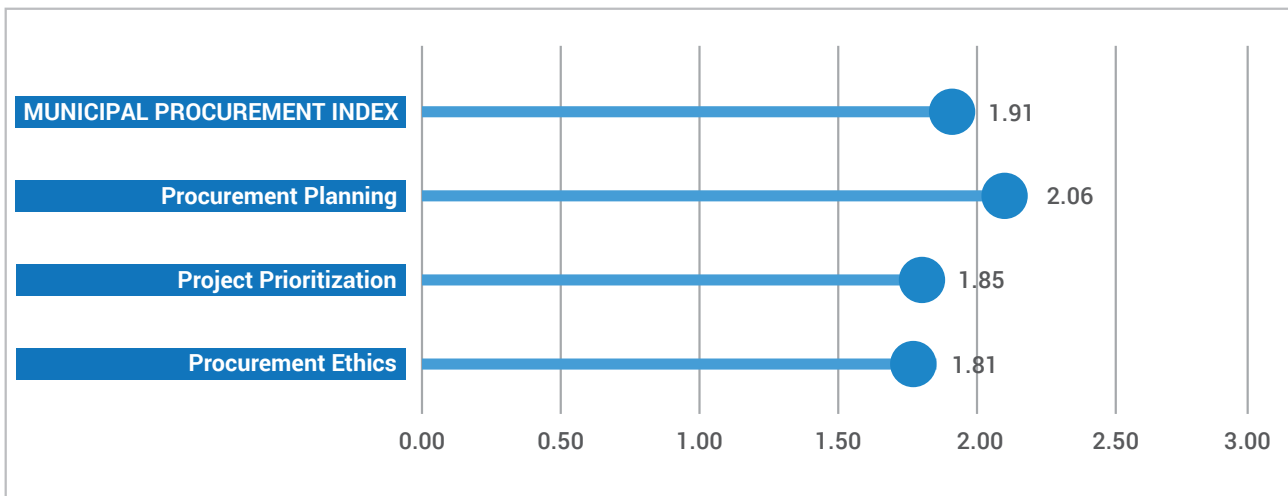
Municipalities stand at the **upper end** of the 'average' scale on the *Human Rights Legal Framework* sub-indicator scoring 1.78 points. The survey reveals that around half of respondents have reasonable knowledge on the following legislation: Law on Gender Equality, Law on Protection from Discrimination, and Law on Ombudsperson. A similar number believe that their municipality has a clear system for informing its citizens about amendments in the legislation regulating human rights legal framework.

TABLE 7: Human rights, highest evaluated responses only (%)

	Director/ Sector Heads	Municipal civil servants	Assem- bly Mem- bers	Average
Legal framework for human rights				
Municipality has advanced knowledge about the approval of the human rights legal package: Law on Gender Equality, Law on Protection from Discrimination, and Law on Ombudsperson.	17.9%	23.1%	14.0%	18.3%
Municipality has a completely clear system for informing its citizens regarding legislative amendments.	20.5%	28.6%	16.6%	21.9%
Municipal structures for communities and return				
Municipality has established a completely functional Office for Communities and Return.	75.0%	37.5%	36.9%	49.8%
The municipal structures for Communities and Return have a working plan.	75.0%	81.3%	66.1%	74.1%
Their responsibilities, functions and reporting are completely clear.	50.0%	31.3%	14.4%	31.9%
There is a high-level cross-sectorial cooperation.	50.0%	18.8%	13.3%	27.3%
Framework for decisions on minority issues				
There is a completely clear mechanism for decision-making on minority issues.	58.3%	43.8%	29.9%	44.0%
The decision-making processes comply with the legislation and are fully implemented.	80.0%	62.5%	48.1%	63.5%
There is a high level of public information on return and community rights.	34.4%	29.7%	13.7%	25.9%
The official documents which are issued by municipality are always translated.	28.1%	32.8%	29.5%	30.2%
Municipality has approved the regulation on language use.	71.9%	68.8%	66.1%	68.9%

3.6. Municipal Procurement

The *Municipal Procurement* indicator is composed of three sub-indicators as presented in Figure 6. Municipalities score 1.91 points which places their performance at the **upper end** of the 'average' scale.

FIGURE 6: *The Municipal Procurement indicator and its sub-indicators*

Municipalities stand at the **lower end** of the 'relatively good' scale on the *Procurement Planning* sub-indicator scoring 2.06 points. More than two-thirds of respondents stated that their municipality drafts annual procurement plans, while around half of them rate staff capacities to draft these plans as "average". Municipalities stand at the **upper end** of the 'average' scale on the *Project Prioritization* sub-indicator scoring 1.85. Nearly half of respondents believe that their municipality has sufficient mechanisms to identify and select projects. The same proportion also believes that the selection process is relatively objective. In contrast, more than half think that staff have moderate skills and lack the necessary experience for project preparation.

Municipalities stand at the **upper end** of the 'average' scale on the *Procurement Ethics* sub-indicator scoring lower, at 1.81 points. The general perception among survey respondents is that the capacities to ensure the implementation of ethical principles and code of conduct for the procurement team and the level of coordination with central level are at a moderate level.

FG participants provide different insights. They agree on several issues affecting the procurement process at municipal level. First, that it is very common for public procurement officials to process many procurement contracts at the same time. This creates space for mistakes and can cause procedural violations. Second, once procurement officials take a decision, these do not sufficiently reference relevant articles of the procurement law and other legal documents. This results in ambiguities and 'incentivizes' economic operators to file complaints. In addition, FG participants shared that 'experts' appointed to draft technical specifications of a certain municipal contract usually have the tendency to favour or discriminate against one or more economic operators. In the absence of official benchmark prices, there are cases where bidders with unreasonable prices are awarded public contracts.

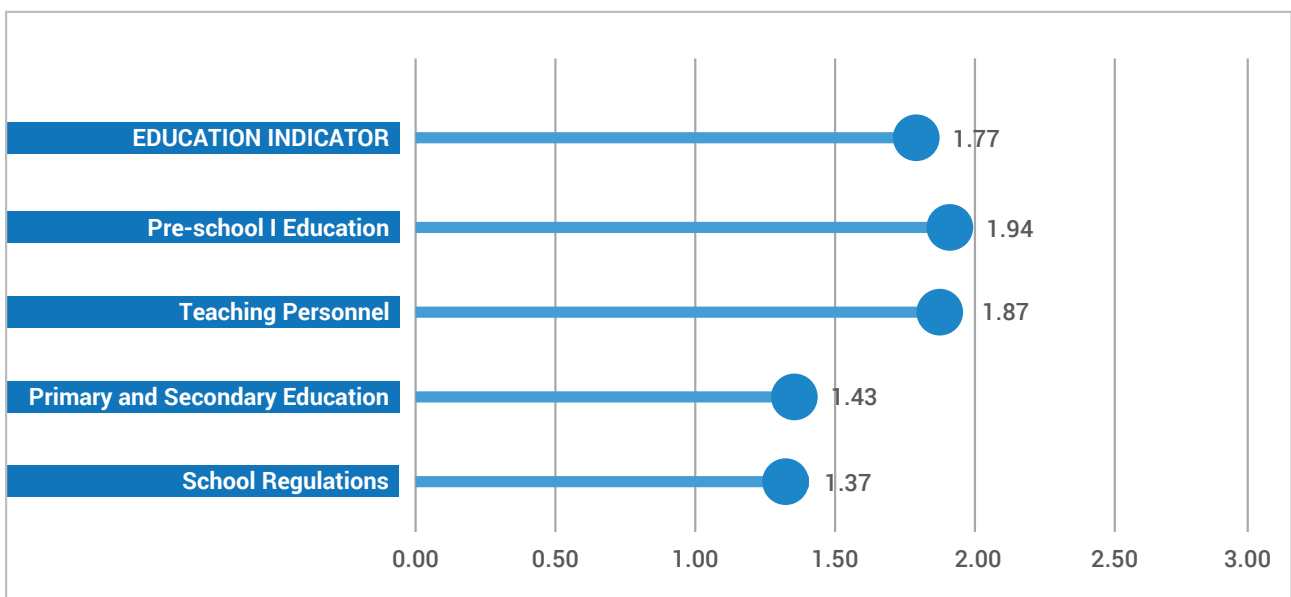
There are issues on contract implementation as well. According to FG participants, there is no will among contract managers to penalize economic operators who fail to comply with contract terms and conditions. Contract managers usually submit positive reports, although the quality of the works is not in line with the specifications listed in the tender dossier. Furthermore, contracts are not properly monitored which, in turn, leads to poor quality of work. Finally, the FG participants underscore the fact that there is no collegiate of procurement officials in the AKM, therefore, cooperation between municipalities is kept at a bare minimum.

TABLE 8: *Municipal procurement, highest evaluated responses only (%)*

	Director/ Sector Heads	Muni- pal civil servants	Assembly Members	Average
There are advanced mechanisms for identifying and selecting projects.	33.0%	32.6%	14.4%	26.7%
The project selection criteria is fully objective.	39.4%	30.4%	11.4%	27.1%
The skills and experiences for project preparation are of a high level and ample expertise.	61.7%	43.5%	24.7%	43.3%
Principles of Ethics, Code of Conduct				
Municipality has adequate capacities to ensure implementation of ethical principles and code of conduct for the procurement team.	43.6%	32.6%	12.9%	29.7%
The coordination with the central level is good.	51.1%	45.7%	17.7%	38.1%
Annual procurement planning				
Municipality has procurement plan and they are prepared on annual bases.	77.7%	73.9%	49.4%	67.0%
Municipality has a high level of capacities to compile and implement procurement plans with precision.	47.9%	39.1%	22.5%	36.5%

3.7. Education

The *Education* indicator is composed of four sub-indicators as presented in Figure 7. Municipalities scored 1.77 points which places their performance at the upper end of the 'average' scale.

FIGURE 7: *The Education indicator and its sub-indicators*

Municipalities stand at the **upper end** of the 'average' scale on the *Pre-School Education* sub-indicator scoring 1.94 points. The survey results indicate that around two-thirds of respondents claim that their municipality has licensed pre-school education institutions. However, FG participants believe that the number is not sufficient to accommodate the needs of citizens. More than two-thirds of respondents agree that the infrastructure in these institutions is moderately maintained.

Municipalities stand at the **upper end** of the 'average' scale on the *Teaching Personnel* sub-indicator scoring 1.87 points. This sub-indicator measures the number and the quality of teaching personnel in primary and secondary schools. Over two-thirds of respondents share the view that most teachers are qualified. The question on the level of familiarity with the latest trends in education policy development (legislation, curriculum documents, and similar) divided survey respondents: half believe that teachers are familiar with the education trends, while the other half claims the opposite.

The FG findings suggest that the recruitment and the re-assignment of the existing teachers is riddled with irregularities. The number and composition of recruitment commissions varies from one municipality to another making the recruitment process non-uniform and vulnerable to claims of unfairness and even mismanagement. Furthermore, since the last generation of the Grade 13 of the secondary school graduated in 2014, some teachers have seen a reduction in the teaching hours. In some cases, instead of re-assigning these teachers to full-time positions, secondary schools open new vacancies. Naturally, this generates dissatisfaction among the existing teaching staff. Another issue, with policy implications, is the decreasing number of students in schools, a result of lower birth-rates. This, too, has left some teachers without full teaching hours and caused redundancies.

Municipalities stand at the **upper end** of the 'relatively poor' scale on the *Primary and Secondary Education* sub-indicator scoring 1.43 points. According to FG participants, primary and secondary schools lack appropriate facilities, such as laboratories for chemistry, physics, biology and other science courses. Recently several laboratories were established with the help of the donor community. Respondents are neutral about the general infrastructure maintenance and repair. Shortcomings on health and counselling services in primary and secondary schools are perceived to be serious issues as there are no regular check-ups. Furthermore, it is important to note that municipalities generally fail to promote the importance of early childhood development.

To improve attendance and to reduce the drop-out rate,¹⁷ municipalities are obliged by the Law on Pre-University Education¹⁸ to arrange safe, efficient, and free of charge transport for students living at least four kilometres away from the school. Although around three-fourths of respondents believe most schools respect this legal provision, FG participants highlight that sometimes transportation is not provided due to procurement process. In addition, more than two-thirds of the respondents think that municipalities have failed to establish functional teams to prevent abandonment and non-enrolment as required by the legislation in place.

Municipalities stand at the **upper end** of the 'relatively poor' scale on the *School Regulations* sub-indicator scoring 1.37. This sub-indicator captures the following three regulations/codes: *Rules of Procedure for Pre-schools, and Institutions of Primary and Secondary Education; Code of Conduct; and Regulation Protocol for the Prevention and Reference of Violence in Institutions of Pre-university Education*. While many survey respondents

¹⁷ School dropout rate in compulsory education in the school year 2016/17 is 0.07%, while among the Roma, Ashkali and Egyptian communities it is 26 times higher – 1.85%.

¹⁸ The Assembly of Kosovo (2011), Law on the Pre-University Education, <http://www.kuvendikosoves.org/?cid=2,191,666>

claim that the former two have been approved, there is consensus that their implementation is either not monitored or it is conducted on an *ad hoc* basis. On the other hand, there is a lack of knowledge on, and implementation of, the violence prevention regulation.

TABLE 9: Education, highest evaluated responses only (%)

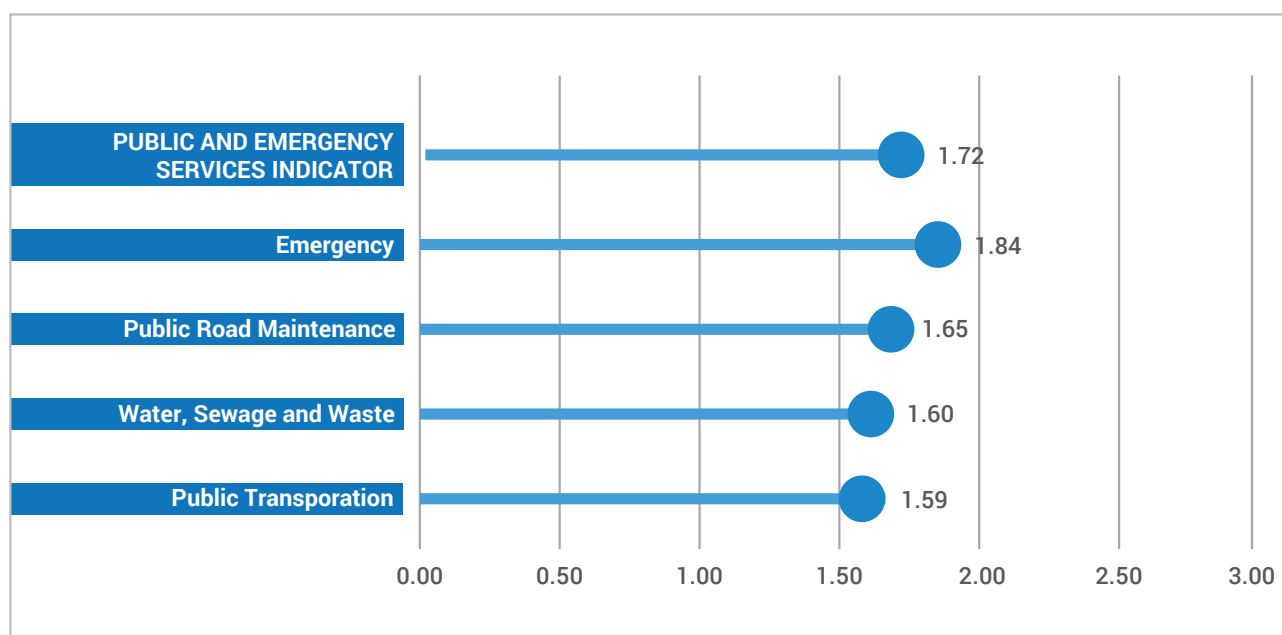
	Director/ Sector Heads	Municipal civil servants	Assembly Members	Average
School regulations				
The work regulation for educational institutions has been approved.	87.1%	81.8%	83.0%	84.0%
Municipality regularly supervises implementation of the regulation.	57.4%	48.1%	40.4%	48.7%
The Code of Conduct and the disciplinary measures for high school students has been approved.	79.0%	78.8%	74.9%	77.6%
Municipality regularly reviews the policies regarding the Code of Conduct.	57.1%	53.8%	42.4%	51.1%
I am informed, and I fully implement Regulation 21/2013 on prevention and referral of violence in pre-university educational institutions.	46.8%	30.3%	17.0%	31.4%
Primary and secondary education				
Municipality has designated school coverage areas.	83.9%	78.8%	78.2%	80.3%
There is a high level of maintenance and repair in school buildings.	32.3%	30.3%	13.7%	25.4%
Municipality does provide transportation for high school students and teachers, who live more than 4 km away from the school.	6.5%	12.1%	10.3%	9.6%
The municipality offers special education according to the law.	62.9%	72.7%	58.7%	64.8%
Municipality has implemented the Administrative instruction on the establishment of teams for prevention and response to abandonment and non-enrollment in schools, and the teams have always been functional.	45.9%	44.9%	15.9%	35.6%
Pre-school education				
Municipality has designated pre-school coverage areas.	74.2%	72.7%	67.5%	71.5%
There are pre-school institutions in municipality and all of them are licensed.	66.1%	63.6%	50.2%	60.0%
There are officials in municipality covering pre-school education.	66.1%	69.7%	59.8%	65.2%

Municipality acknowledges and promote the importance of early childhood development.	33.9%	36.4%	18.5%	29.6%
The maintenance and repair of pre-school education buildings is of high level.	33.9%	30.3%	14.8%	26.3%

3.8. Public and Emergency Services

The *Public and Emergency Services* indicator is composed of four sub-indicators as presented in Figure 8. Municipalities scored 1.72 points which places their performance at the **lower end** of the 'average' scale.

FIGURE 8: *Public and Emergency Services indicator and its sub-indicators*



Municipalities stand at the **upper end** of the 'average' scale on the *Emergency* sub-indicator scoring 1.84 points. The Law on Fire Protection¹⁹ specifies that each municipality is obliged to develop a plan for fire protection based on an assessment of fire risks and in compliance with related laws which address protection, safety, environment and disasters. Majority of respondents agree that municipalities have fire protection plan, although around two-thirds consider that the plan is not regularly implemented. More than two-thirds of respondents claim moderate level of expertise to draft such plans. The Law also stipulates that municipalities shall have fire-fighting units staffed with an adequate number of people. Whereas a significant number of respondents and FG participants indicate that their municipality has a fire-fighting unit, only one-third agree that the number of staff complies with the Law, noting that some fire-fighting units also lack adequate equipment. While most of the survey respondents insist that their municipality has a Fire Services Management Unit, only one third consider that it provides adequate services when needed. Some municipalities also seem to have 'passive' contracts with private companies to handle emergency situations.

Another issue raised by FG participants is the lack of clarity on the responsibilities of firefighters towards municipality and the Emergency Management Agency. The subordination of firefighting units to both local and central institutions creates unnecessary bureaucracy.

¹⁹ Law on Fire Protection (2011), <https://www.kuvendikosoves.org/common/docs/ligjet/Law%20on%20fire%20protection.pdf>

Municipalities stand at the **lower end** of the 'average' scale on the *Public Road Maintenance* sub-indicator scoring 1.65 points. Respondents agree that public roads are moderately maintained due to limited funds and human resources. One third maintains that their municipality often or regularly measures opinion of citizens regarding public road maintenance. FG participants state that economic operators, responsible for maintaining public roads, have close connections with politicians. As a result, they deviate from contractual agreements quite often and leave public roads with sub-standard maintenance.

Municipalities stand at the **lower end** of the 'average' scale on the *Water, Sewage and Waste* sub-indicator and the *Public Transport* sub-indicator scoring 1.60 and 1.59 points, respectively. Municipal and regional public enterprises are responsible for water supply, sewage, and waste management. Whereas the vast majority of respondents state that their municipality has mechanisms to measure the quality of public services only a small share believe that these mechanisms are advanced. The quality control appears to be somewhat better as more than two-thirds of respondents state that their municipality conducts sanitary inspections for the above-mentioned services.

FG findings reveal other challenges associated with water supply, sewage, and waste management. The most pressing one is the lack of coordination between regional companies and municipalities in the provision of water supply.

The FG participants note that the municipalities and regional companies do not always coordinate their activities which leads to missed opportunities for improved service delivery and revenue collection, not to mention inefficient use of funds. There also seem to be ambiguities on the role of municipalities on the provision of water supply. FG participants claim that citizens often blame municipalities for poor provision of water although municipalities themselves are not responsible for the water supply. Lastly, the majority of municipalities do not have a municipal civil servant assigned to deal with waste management although they are obliged by the Law on Local Self Government.²⁰ Some participants highlight cases where waste management companies created illegal landfills with devastating effect on the environment.

As far as public transportation is concerned, the majority of respondents state that their municipality has a clear public transportation plan. Around two-thirds of the survey respondents claim human capacities to develop such a plan appear to be at a moderate level. Licensing of public transportation companies appears to be somewhat problematic: a considerable number of respondents believe that companies that offer public transportation services are not licensed. Respondents believe timetables for certain transportation lines are respected most of the time. FG participants generally believe public transportation system is inadequate.

²⁰ The Assembly of Kosovo (2008), the Law on Local Self Government, http://www.assembly-kosova.org/common/docs/ligjet/2008_03-L040_en.pdf

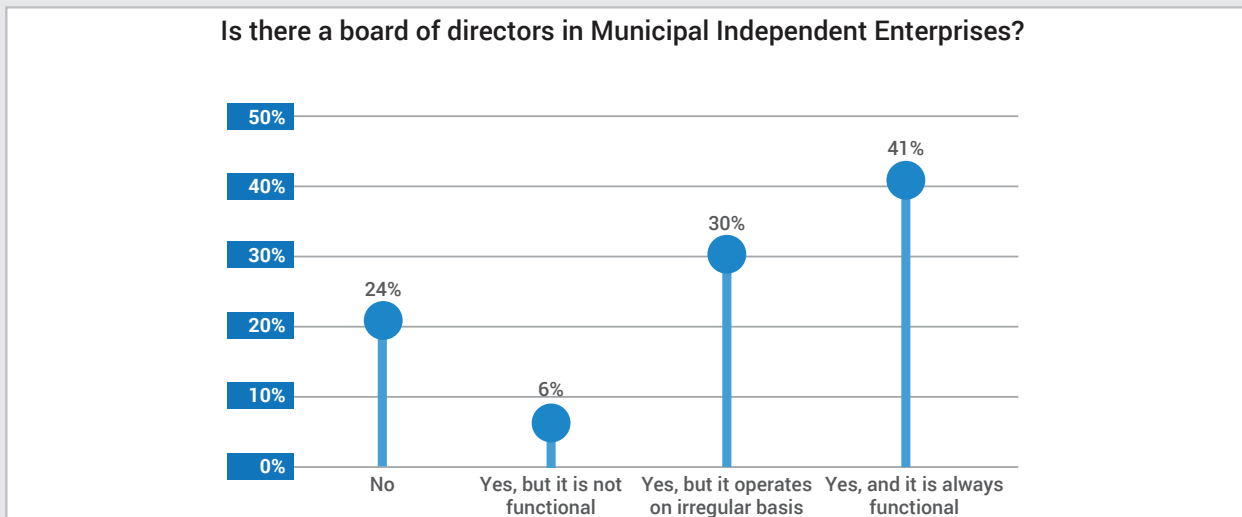
TABLE 10: *Public and Emergency services, highest evaluated responses only (%)*

	Director/ Sector Heads	Muni- pal civil servants	Assembly Members	Average
Water supply, sewage, and waste				
Water supply, sewage and waste are completely managed by public enterprises in my municipality.	45.5%	42.1%	24.7%	37.4%
There are advanced mechanisms for measuring the quality of services in municipalities.	13.6%	7.0%	5.2%	8.6%
Municipality has conducted sanitary inspection as a quality controller for these services.	80.9%	68.4%	59.4%	69.6%
Fire Service				
The Fire Services Management Unit operates in my municipality and it provides adequate service.	38.2%	29.8%	16.6%	28.2%
There is such a brigade in my municipality and the number of firemen is in accordance with the Law.	32.7%	15.8%	16.6%	21.7%
Emergency response plans and fire protection plans				
There is a plan for response to emergencies and fire protection and is applied on a regular basis and executive decisions are based on it.	61.8%	49.1%	29.2%	46.7%
The municipality has a high-level of expertise to develop in detail a realistic and concrete plan for response to emergencies and fire protection.	30.0%	19.3%	15.5%	21.6%
The efficient use of inter resources on/towards emergency responses is on a high level.	16.4%	5.3%	7.4%	9.7%
Municipal Public Enterprises				
There is a Municipal Commission of Shareholders in municipality and it is always functional.	37.5%	25.7%	14.0%	25.7%
There is a Board of Directors and it is always functional.	52.8%	45.7%	23.2%	40.6%
The business plan for municipal independent enterprises (MIE) has been approved by the board of directors.	40.3%	31.4%	37.3%	36.3%
The Audit Commission has been established.	63.9%	48.6%	53.9%	55.4%
The business officials of municipal independent enterprises (MIE) have been named by the board of director.	33.3%	37.1%	35.8%	35.4%
The ethical code of the municipal independent enterprises (MIE) has been approved.	38.9%	28.6%	28.4%	32.0%
Municipal public transport and their licensing				
Municipality has a completely clear plan regarding the regulation for public transportation.	34.7%	17.1%	10.3%	20.7%

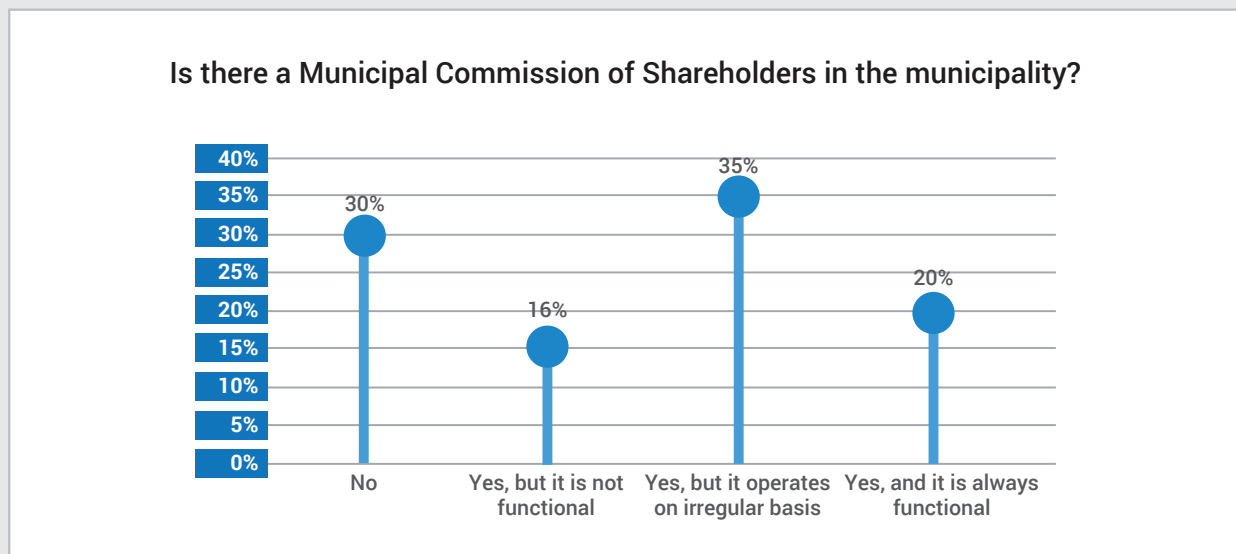
The capacities of human resources to draft policies for local transportation are of a high level.	22.2%	20.0%	13.3%	18.5%
All transportation companies are licensed.	50.0%	34.3%	14.8%	33.0%
Transportation lines' timetable is always respected.	44.4%	22.9%	15.1%	27.5%
Maintenance of local roads and public spaces				
Local roads and public spaces are maintained at a high level.	17.9%	14.3%	8.5%	13.6%
Municipality has a sustainable system to monitor and assess street maintenance and public space maintenance.	74.6%	62.9%	56.8%	64.8%
Municipality regularly measures public opinion on priorities for the maintenance of local roads and public spaces.	36.6%	48.6%	20.7%	35.3%

PUBLIC ENTERPRISES

When asked whether Municipal Independent Enterprises (MIE) have a board of directors, 76% responded affirmatively and 24% responded negatively. FG participants note that the board members are usually appointed through political influence and that there is no clear distinction between the board and executive directors.

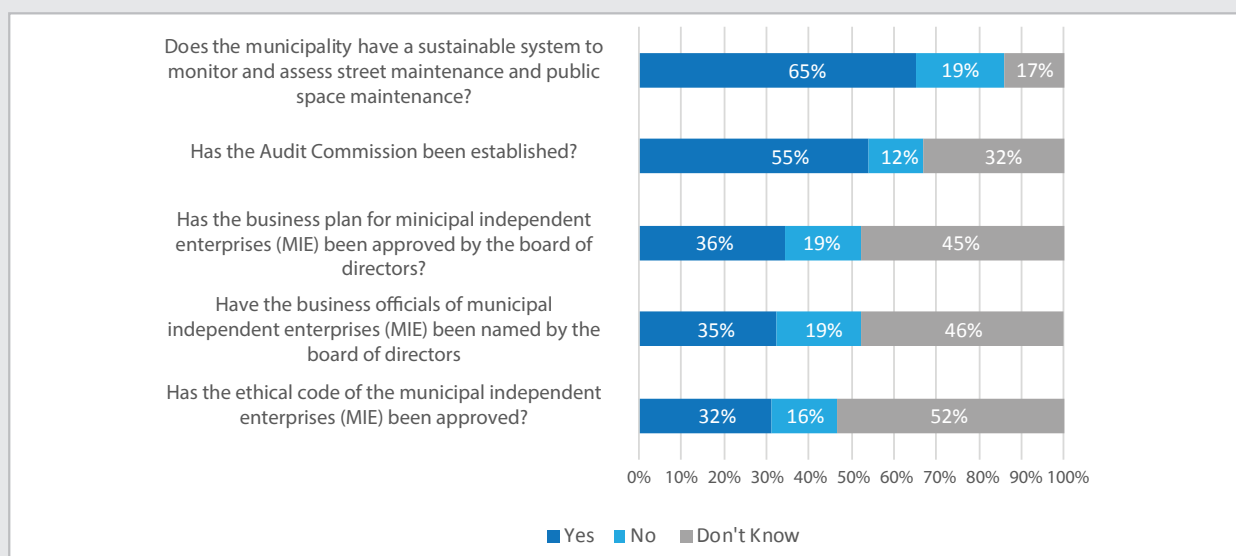


When asked whether there is a Municipal Commission of Shareholders, 70% responded affirmatively and 30% negatively. Those who responded affirmatively agree that it operates on an irregular basis.



The following graph shows responses to several dichotomous questions that touch upon public enterprises at municipal level. According to 65% of respondents, their municipality has a sustainable system to monitor and assess public road and space maintenance, 19% claim the opposite, while the remaining 17% don't know. When asked whether municipality has established an Audit Commission, 55% responded affirmatively, 12% negatively, whereas 32% did not know.

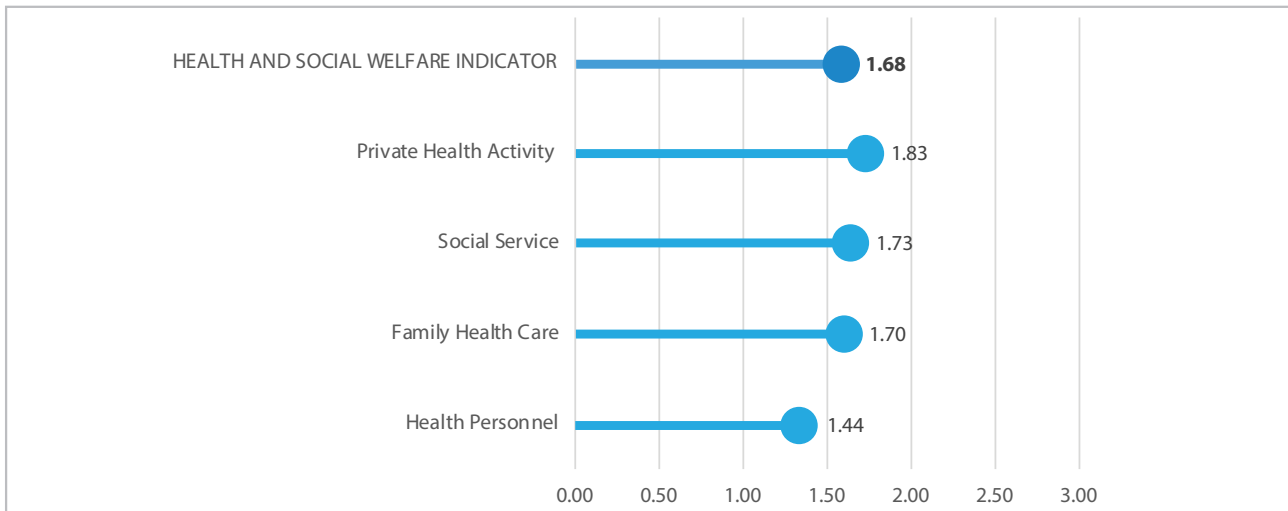
On the other hand, 36% of respondents indicate that the business plan for MIEs has been approved by the board of directors, 19% claim that it has not been approved, whereas 45% did not know. Respondents have very similar views about the appointment of business officials in MIEs by the board of directors as 35% believe business officials were appointed by the board of directors, 19% consider that they have not been appointed, whereas 46% did not know. Finally, 32% of respondents state that the ethical code for MIEs has been approved, 16% claim the opposite, whereas the majority, 52 % did not know.



3.9. Health and Social Welfare

The *Health and Social Welfare* indicator is composed of four sub-indicators as presented in Figure 9. Municipalities scored 1.68 points which places their performance at the **lower end** of the 'average' scale.

FIGURE 9: *Health and Social Welfare indicator and its sub-indicators*



Municipalities stand at the **upper end** of the 'average' scale on the *Private Health Activity* sub-indicator scoring 1.83 points. The vast majority of respondents are informed about private health care clinics operating in their municipality, with only half of them stating that they have a complete database of private health care institutions. Despite the existence of a municipal inspection commission, approximately two-thirds of respondents believe that it is either non-functional or performs its activities occasionally.

Municipalities stand at the **lower end** of the 'average' scale on the *Social Services* sub-indicator scoring 1.73 points. Nearly half of respondents believe that their municipality provides satisfactory social and family services. Around half of respondents agree with the statement that municipalities quite often provide additional social services depending on citizens' needs. According to almost half of respondents, the cooperation with NGOs on the provision of social services appears to be moderate or high. However, FG participants show some concerns on how the decentralisation of social services has taken place. They think the delivery of social services should be accompanied with decentralisation of finances as otherwise it hinders the provision of social and family services to citizens.

The FG findings on social assistance reveal that there is an overlap of responsibilities between the Ministry of Labour and Social Welfare (MLSW) and the Centres for Social Work (CSWs). The current set-up where the MLSW manages the budget and the CSWs provides the services affects the efficiency and effectiveness of service delivery. FG participants further state that there are many cases of citizens manipulating the system whereby they benefit from social assistance although they are not eligible.

Municipalities stand at the **lower end** of the 'average' scale on the *Family Health Care* sub-indicator scoring 1.70 points. This sub-indicator provides insights on the availability of the Main Family Health-Care Centres (MFHC) and their functionality. Most municipalities have MFHC and Family Health-Care Centres (FHCs) with sufficient facilities and technical equipment to provide services.

FG participants note that the most serious obstacles related to the MFHCs and the FHCs is linked to delays in developing and functionalizing the Health Information System (HIS). This involves two main issues. First, without the system the MFHCs and the FHCs cannot properly keep track of patients' history. Second, the flow of information between health care institutions is time consuming and sometimes impossible. FG findings also show that some FHCs are overburdened with patients because there is no municipal zoning. It is worth noting that some municipalities have a zoning system, however it barely functions due to lack of interoperability with the civil registry.

The FG participants agree that the list of essential medications is not properly managed. The supply of medication quite often does not correspond to the requests of FHCs. In some instances, only half of the requested quantity of medicine gets delivered. Municipalities are forced to seek alternative solutions to circumvent this issue, such as signing framework contracts with local pharmacies.

Municipalities stand at the **upper end** of the 'relatively poor' scale on the *Health Personnel* sub-indicator scoring 1.44 points. Only one-fourth of respondents state that there is an adequate number of healthcare personnel in proportion to the number of population. According to FG participants, the high level of staff turnover is another problem. The staff composition of the MFHCs and the FHCs is dominated by general physicians who tend to leave after a few years of service. Although incentive policies for the healthcare personnel seem to be in place the majority of respondents claim that those are not always effective.

TABLE 11: *Health and social welfare, highest evaluated responses only (%)*

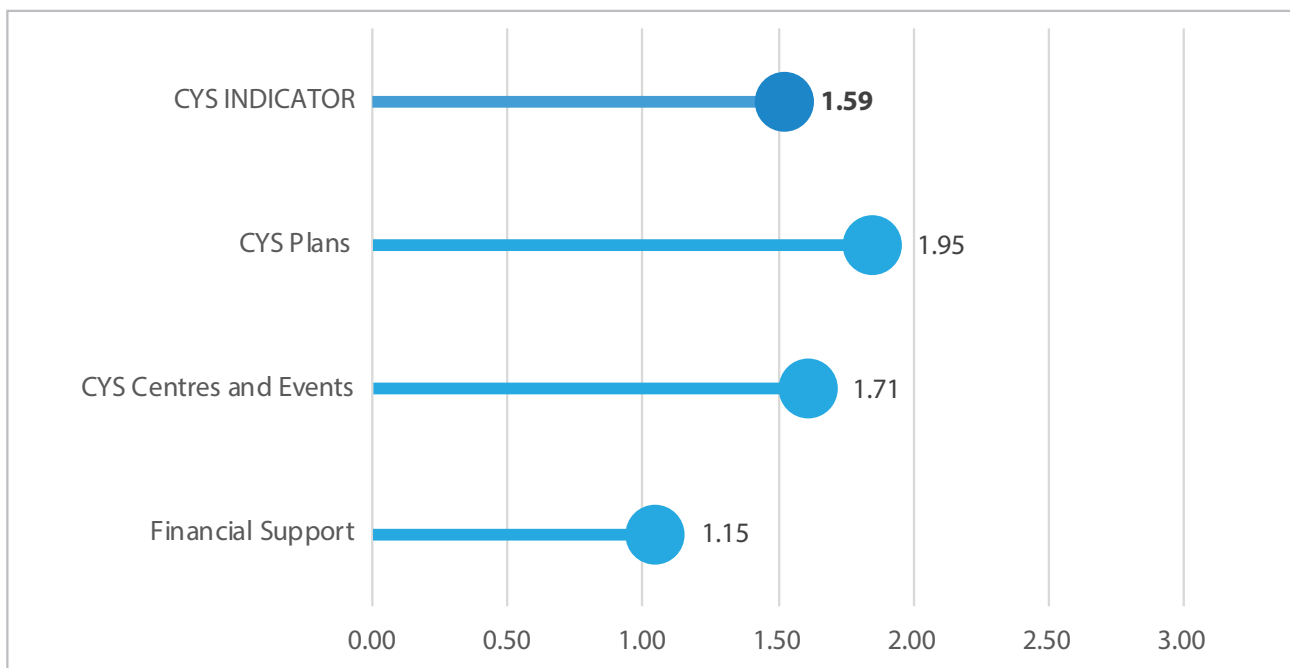
	Director/ Sector Heads	Muni- pal civil servants	Assem- bly Mem- bers	Average
MFHC and FHC				
There is a main family medicine center in my municipality and it has modern facilities and technical equipment to provide high quality services.	34.5%	31.3%	15.9%	27.2%
There are Family Medicine Centers in my municipality (FMCs) and they provide high-quality health services.	23.6%	21.9%	13.7%	19.7%
Social and family services				
Municipality offers multiple and high level social and family services.	21.8%	25.0%	13.7%	20.2%
There is a high level of cooperation and functional co-operation mechanism with NGOs in the field.	30.9%	43.8%	15.5%	30.1%
Municipality always provides additional social services, based on emerging needs.	12.7%	18.8%	9.2%	13.6%
Municipality has its own representative at the board of the Social Policy Institute.	32.7%	28.1%	41.3%	34.1%
Private health activity				
Municipality has full knowledge and has a full register of private health institutions.	56.4%	43.8%	39.1%	46.4%

Municipality always gives prior approval to primary health care institutions.	60.0%	43.8%	27.7%	43.8%
Municipality has an inspection commission of private health care institutions which it is always active.	36.4%	21.9%	15.9%	24.7%
The municipality has mechanisms that ensure the co-operation with the line ministry.	76.4%	59.4%	60.9%	65.5%
Health Personnel				
There is an adequate number of health personnel and medical staff is in proportion to the number of population and at a high professional level.	29.1%	34.4%	22.9%	28.8%
Municipality has stimulating policies for their health personnel and their specialization and implements them successfully.	30.9%	18.8%	7.4%	19.0%

3.10. Culture, Youth, and Sports

The *Culture, Youth, and Sports* (CYS) indicator is composed of three sub-indicators as presented in Figure 10. Municipalities scored 1.59 points which places their performance at the **lower end** of the 'average' scale.

FIGURE 10: *CYS Indicator and its sub-indicators*



Municipalities stand at the **upper end** of the 'average' scale on the *CYS Plans* sub-indicator scoring 1.95 points. The vast majority of respondents state that their municipality has an annual plan for *CYS*, which is a legal requirement. More than two-thirds of respondents consider that their municipality has limited to moderate capacities to draft such plans. Opinions on the quality of plans are divided, where a slightly higher level of respondents rate the quality as moderate to good. *FG* participants state that *CSOs* are quite active in assisting municipalities to draft *CYS* plans.

Municipalities stand at the **lower end** of the 'average' scale on the *CYS Centres and Events* sub-indicator scoring 1.71 points. In general, respondents have divided views on the availability of CYS centres and their coverage, half of them consider that their municipality has CYS centres with great coverage, while the other half claims the opposite. Three-fourths of the survey respondents perceive the maintenance of the existing CYS centres as satisfactory. There is a general perception that there are regular cultural and youth events taking place, however, the attendance level is average.

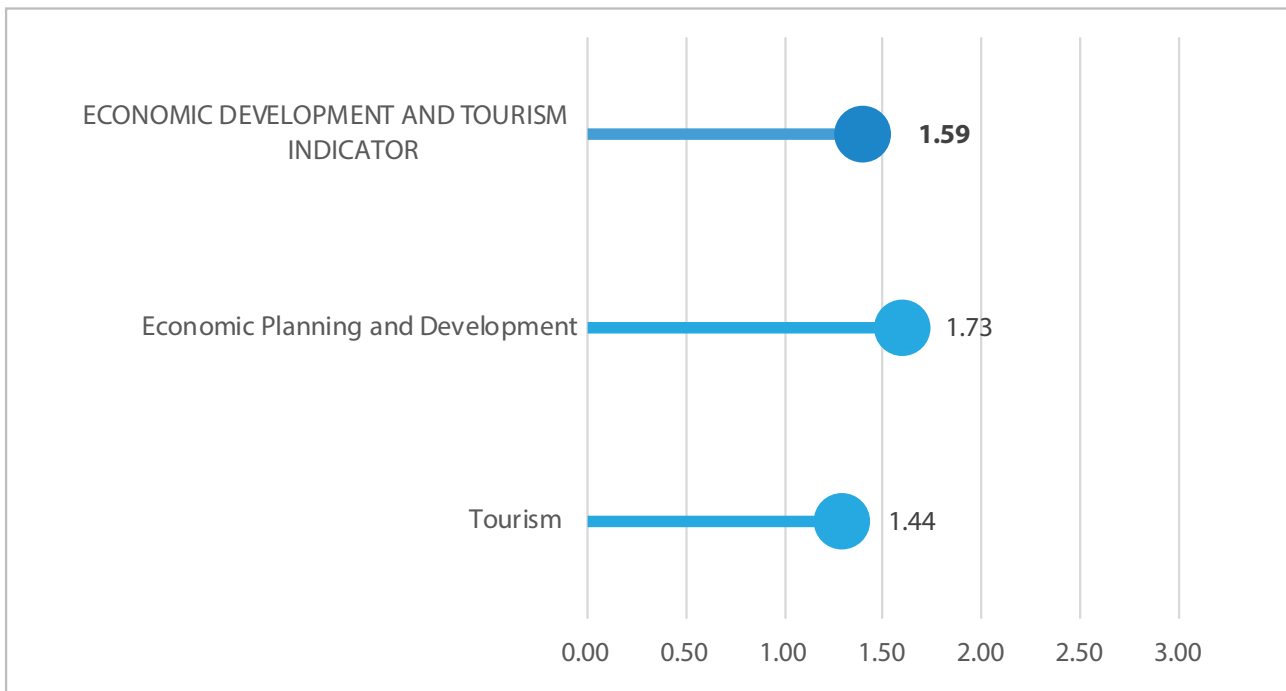
Lack of financial support for CYS activities seems to be a critical issue in Kosovo. Municipalities stand at the **lower end** of the 'relatively poor' scale on the *Financial Support* sub-indicator scoring 1.15 points. The overwhelming majority of respondents consider that the support for CYS activities is relatively poor. FG participants state that municipalities do not consider youth activities important. There are cases where a portion of the budget allocated for youth activities is reallocated to culture. The FG participants further highlight that the Ministry of Culture, Youth and Sports (MCYS) is not very cooperative with the respective directorates at the local level. Indeed, municipal representatives seem to be largely neglected when drafting strategic documents, despite the fact they are directly affected by such documents.

TABLE 12: *CYS highest evaluated responses only (%)*

	Director/ Sector Heads	Muni- cipal civil servants	Assem- bly Mem- bers	Average
<i>CYS annual plans and politics</i>				
Municipality has high level annual plans regarding on CYS and they get regularly updated.	64.0%	47.1%	20.3%	43.8%
The capacity level for formulating/drafting cultural and youth plans is adequate.	44.0%	35.3%	12.5%	30.6%
<i>CYS centers (including theaters, sports clubs, cinemas, libraries, stadiums, clubs, etc.)</i>				
There are CYS centers in my municipality and they cover the entire municipal area.	52.0%	50.0%	43.5%	48.5%
Their maintenance level is excellent.	18.4%	12.1%	9.1%	13.2%
CYS activities are frequent with great turnout.	32.0%	26.5%	15.1%	24.5%
<i>Financial support for CYS activities</i>				
The financial support for CYS activities is high.	24.0%	17.6%	10.7%	17.4%
Cultural activities are very much supported by donors.	14.0%	8.8%	7.7%	10.2%

3.11. Economic Development and Tourism

The *Economic Development and Tourism* indicator is composed of two sub-indicators as presented in Figure 11. Municipalities scored 1.59 points which places their performance at the **lower end** of the 'average' scale.

FIGURE 11: *The Economic Development and Tourism indicator and sub-indicators*

Municipalities stand at the **lower end** of the 'average' scale on the *Economic Planning and Development* sub-indicator scoring 1.73 points. The vast majority of respondents claim that their municipality has both an MDP and an economic development plan. FG participants claim that, in some cases, the economic development plan is an integral part of the MDP. As for the implementation of the economic development plan, tFG participants state that municipalities generally fail to attain the objectives set in their respective plans. This is primarily because there is no connection between this strategic document and the municipal budget. Two-thirds of respondents claim that municipal capacities to draft economic development plans are generally average.

The overwhelming majority of respondents state that their municipality has taken initiatives to create economic zones, with one-fifth of respondents stating that economic zones are part of the economic development plan. However, some municipalities appear to not have suitable area to create an economic zone or lack human capacities to develop a plan for economic zones. Based on KIESA, Kosovo has developed five industrial zones, two business parks, and one technology park.²¹ These sites are situated in strategic locations and very well connected to existing roads although some are yet to be functionalised.

Municipalities stand at the **upper end** of the 'relatively poor' scale on the *Tourism* sub-indicator scoring 1.44 points. Since not all municipalities have natural preconditions for tourism development, this indicator should be interpreted with caution. Around three-fourths of respondents indicate that their municipality does not have capacities to design tourism development plans. More than half of municipalities do not have tourist information and promotion centres. FG participants also highlight that municipalities with a high number of tourists generally tend to have tourist centres, albeit not functional all the time. In addition, the maintenance of tourist attractions appears to take place on an *ad hoc* basis. FG participants agree that most initiatives undertaken in this sector were supported by international organizations.

²¹ KIESA, <https://kiesa.rks-gov.net/page.aspx?id=2,101>

TABLE 13: *Economic development and tourism, highest evaluated responses only (%)*

	Director/ Sector Heads	Muni- pal civil servants	Assembly Members	Aver- age
Local economic development strategy				
municipality has high capacities for drafting strategies for local economic development.	21.4%	33.3%	10.0%	21.6%
There is a strategy for local economic development, which determines executive orders and it is implemented on a regular basis.	28.6%	48.1%	26.6%	34.4%
Municipality already has functionalized economic zones.	25.0%	29.6%	10.3%	21.7%
Strategy for development and promotion of tourism				
Municipality has high level of capacities for designing tourism development plans.	14.3%	22.2%	8.9%	15.1%
There is a municipal development strategy plan and it defines executive decisions and is implemented on regular basis.	32.1%	40.7%	18.8%	30.6%
Tourist Infrastructure/Cultural Tourism				
Municipality has a tourist information and promotion centre.	17.9%	25.9%	12.9%	18.9%
The sites with touristic and cultural interest have been identified.	96.4%	88.9%	78.6%	88.0%
There are plans and financial resources for regular maintenance of sites of tourist and cultural interest.	29.6%	58.3%	29.1%	39.0%
Municipality has invested substantially in the physical tourist infrastructure.	10.7%	3.7%	6.3%	6.9%

3.12. European Integration

The *European Integration* indicator, which depicts the overall situation in this sector, performs at the **upper end** of the 'relatively poor' scale scoring 1.39 points. Given that all the variables of the *European Integration* indicator are somewhat similar, no further break down of the indicator was required.

More than two-thirds of respondents state that their municipality has officials responsible for European Integration with around half believing that this number is sufficient. Majority of respondents state that European Integration officials speak a foreign language while approximately half of them think that the training for the newly appointed officials is adequate. Majority of respondents state that the exchange of experiences with EU member states is very limited or non-existent.

One-third of respondents agree that the coordination process for developing regulatory framework and setting municipal priorities on European Integration is fully accomplished. Around two-thirds of respondents believe that the coordination and cooperation between MLGA and Ministry of European

Integration (MEI) can be significantly improved. The situation is somewhat better when it comes to the provision of support and legal advice to municipalities and the Commissions of the Municipal Assembly to reflect the *Acquis* and relevant EU policies. Around half of respondents believe that the support at this level is conducted regularly and professionally.

TABLE 14: *European integration, highest evaluated responses only (%)*

	Director/ Sector Heads	Municipal civil ser- vants	Assembly Members	Average
Officials for coordinating the European Integration process at the municipal level are of the highest level.	25.0%	7.1%	5.9%	12.7%
The coordination of the process for developing the regulatory framework and setting municipal priorities towards European Integration is fully accomplished.	50.0%	28.6%	8.5%	29.0%
The monitoring, reporting, and evaluating of the regular implementation of strategic documents and municipal priorities is fully accomplished by the officials.	50.0%	14.3%	8.9%	24.4%
The coordination between international organizations and donors, civil society and the public is at the highest level.	0.0%	7.1%	13.3%	6.8%
The coordination and cooperation between the MOEI, MLGA and MEI, for presenting the challenges, needs, and priorities and reporting the results achieved by municipality, is at the highest level.	50.0%	35.7%	10.7%	32.1%
The provision of support and legal advice and services, to municipality and Commissions of the Municipal Assembly to reflect the <i>Acquis</i> and relevant EU policies in developing the municipal regulatory framework, is done in a professional manner.	50.0%	7.1%	9.6%	22.2%
There is full and continuous coordination and cooperation with the Personnel Office in municipality and the Office for Communication and Public Information. This coordination and cooperation is at the highest level. Meetings are held based on the agenda and as needed.	25.0%	28.6%	14.4%	22.7%
All MOEI municipality officials know foreign languages.	0.0%	0.0%	6.6%	2.2%
The new officials have been fully-trained in European Integration.	50.0%	14.3%	7.4%	23.9%
The exchange of experiences with the countries that have joined the EU is at a high level.	0.0%	7.1%	7.7%	5.0%

4. CONCLUSION AND GENERAL RECOMMENDATIONS

Following the 2009 capacity assessment, which was the MLGA's first effort to identify capacity assets and gaps at the municipal level, UNDP and MLGA conducted the same survey to understand the current levels of capacities and identify areas which require attention.

This report has discussed municipal capacities in 12 sectors in terms of strengths and weaknesses to implement own and delegated competencies. The recommendations provide a starting point for municipalities, the MLGA, and other stakeholders to develop interventions which contribute to desired development outcomes.

Municipalities have differing levels of capacities, which requires an almost tailor-made support, and – in several cases – a more in-depth assessment to identify the root causes for lower levels of capacity. The provision of specific recommendations can act as a constraint due to the inherent risk of developing a “unified” approach to sectors with differing needs, therefore, the recommendations should be used as a general guide.

The findings of this self-assessment should be viewed in conjunction with the MLGA's *Municipal Performance Report* and the *Mosaic 2015* report. Although they cover different time-frames, the triangulation of data and information should lead to a clearer picture as to how issues are perceived, and as a result, to the development of pragmatic interventions and support.

Administration and Personnel

Municipalities perform at the lower end of the ‘relatively good’ scale, on the Administration and Personnel indicator, scoring 2.10 points, suggesting an acceptable level of capacities.

Municipalities indicate a lack of mechanisms to capture and manage the wealth of existing knowledge, including institutional memory. Part of the problem lies with the lack of succession planning that facilitates the transition between the out-going and in-coming civil servants. This results in diluted or forgotten people-based institutional knowledge, critical to municipal effectiveness.

While municipal civil servants seem to have solid work experience, qualifications, and commitment towards their responsibilities, there is a level of undue influence in the decision-making process that threatens their independence. The existence of a degree of political interference in daily decision making is evident, which in turn inhibits exercising their duties and responsibilities.

- **Recommendation:** Municipalities should establish guidelines and standard operating procedures to capture knowledge generated within their institutions. These guidelines and procedures should assist in organising information in clear, concise and readily available manner for municipal authorities. This process should also identify ‘core institutional knowledge’, meaning the processes, rules, and operating procedures that every municipal staff member must know and follow.

- **Recommendation:** Municipalities should apply rigorous recruitment and selection procedures, continuous professional development, regular and meaningful performance evaluation, systematisation of post and job descriptions, if capacities at municipal level are to be increased.
- **Recommendation:** The on-going public administration modernisation process has had limited effect at municipal level. This is expected to change in the short to medium term as the Action Plan 2018-2020 foresees a range of activities which will affect municipalities. The MLGA in collaboration with the Ministry of Public Administration should organise information sessions for municipalities on how upcoming changes may affect them.

Budget and Finance

Municipalities performed at the lower end of the 'relatively good' scale on the *Budget and Finance* indicator scoring 2.07 points.

While municipalities seem to have sufficient capacities on Internal Public Finance Control sub-indicator and on responding to the budget circulars and budget planning and allocation, the ceilings set by the MoF seem to hinder the effectiveness of municipalities to address their needs. This finding was also highlighted by FG discussions in the 2009 self-assessment. As such, it requires an in-depth analysis as to the root cause.

- **Recommendation:** Strengthen coordination and policy dialogue between the MoF and municipalities on budget planning allocation and budget circulars, to ensure better management of public finances.

An issue of concern, as noted in the 2009 report as well, is the capacity for municipalities to generate OSR. The two main impediments are: i) the lack of enforcement of regulations relating to the collection of OSR, and ii) municipalities' ability to realistically plan and budget for OSR. There is a need for robust, evidence-based planning on generating OSR, as well as strengthened compliance and enforcement. Municipalities have historical data which can be used in the process of estimation, planning, and collection of OSR.

- **Recommendation:** Municipalities should adopt evidence-based budget planning for OSR based on historical data. Their analysis, including adjustments for changes in the economic environment, will provide a robust base for realistic planning, supporting a healthier financial cycle. A further review of the timeliness of transfer of indirect revenue sources and the functioning of the management information system on OSR is required; the later will improve reporting, tracking and generating of OSR.

- **Recommendation:** Municipal leadership, jointly with MoF and MLGA, should identify the root causes of, and develop solutions, to overcome the lack of enforcement of regulations on collection of OSR.

Agriculture

Municipalities performed at the upper end of the 'average' scale on the *Agriculture* indicator scoring 1.97 points.

Lack of cooperation and communication among respective directorates at municipal level seems to have a negative effect on the performance of the agricultural sector. One of the main reasons for the low cooperation is due to the asymmetry in information sharing between MAFRD officials and municipalities. Another factor affecting cooperation is the centralised approach of partners and donors on the provision of agricultural assistance and services as they channel the support through MAFRD. The lack of municipal involvement, or at least consideration of the needs at municipal level, raises sustainability issues. The cooperation and coordination aspect should be properly addressed by both municipal officials and central

institutions to remedy the inefficiencies caused by poor information sharing. The chronic understaffing of agriculture directorates was raised as a serious issue by FG participants affecting the quality, effectiveness and efficiency of services.

- **Recommendation:** Develop a clear and transparent information sharing system between MAFRD and municipalities, to reduce the existing asymmetrical nature of their communication. This will lead to improved communication and contribute to better coordination between MAFRD and municipalities in implementation of agriculture development plans, projects and subsidies. The same hold true for cooperation and communication between municipal directorates.
- **Recommendation:** MAFRD and donors should use a bottom-up approach when developing agricultural support projects and solicit municipal inputs. This will enable municipalities to plan for post-project support for the beneficiaries, ensuring sustainability of the initial investment(s).
- **Recommendation:** The understaffing of agriculture directorates should be addressed at a policy level as any increase in the number of staff has long term financial implications. The modernisation of public administration and the upcoming changes in the legal framework governing public administration and civil service should be used as a starting point.

Whereas the land users quite often do not ask for permission to change the designation of the land, while municipalities usually do not have sufficient human resources to inspect these violations. This is in contrast with municipal land protection plans which seems to be well defined. As in other sectors, the causal links between the available human resources, communication, application of rules and regulations, and respect for the legal framework are evident and should be addressed.

- **Recommendation:** A robust framework for inspecting violations of the rules and regulations on land designation, linked to human resources and information sharing, including punitive measures, should be devised. As noted in the *Physical infrastructure* section, adequate tools should be made available to municipal staff to discharge their duties.

Urbanism

Municipalities performed at the upper end of the 'average' scale on the *Urbanism* indicator scoring 1.95 points.

MDP, MZP, and DRP require specialist knowledge which does not seem readily available in municipalities. The practice of outsourcing the development of these plans provides a temporary solution as none of these interventions incorporate capacity development for municipal staff. It must be also noted that while municipalities seem to have a system for managing public property, its effectiveness is questionable as is the veracity of municipal inventory of properties. Similar findings were also reported in the 2009 assessment, indicating that there has been little improvement.

- **Recommendation:** Municipalities should explore inter-municipal cooperation, particularly with municipalities with advanced planning and implementation, to benefit from their experience and expertise. Cross-border cooperation and twinning can also support the planning process. A capacity development component should also be integrated into the process as the limited capacity of existing staff was noted as an issue.

The incompatibility between MDP, as a multi-sector document, and budget planning is also another constraint as it affects the long-term goals in relation to spatial, social and economic development. Despite

the importance attached to the MDP and the legal requirement for all municipalities to have them, it is apparent that not all municipalities comply with this requirement.

- **Recommendation:** Municipalities should cooperate with line ministries, such as the MESP or the MoF, at the initiation stage of MDP, to address both municipal needs, the regulatory framework, and financial constraints.

The *Urban Regulations* sub-indicator analyses the degree of implementation of the standards that regulate construction control and indicates that the implementation of these regulatory documents is seen as partially important. Further, the Law on Spatial planning is also not implemented properly: the Law requires a municipal inspector to audit any ongoing construction for compliance with approved plans and efficiency standards, which does not happen regularly. Limited capacity in auditing and monitoring constructions creates space for investors to deviate from approved plans, negatively affecting the environment and utility providers such as water, sewage and waste.

- **Recommendation:** Strengthen the compliance system by improving understanding of the relevant policies and regulations on construction. Highlight the need for their timely implementation and how compliance system effects the municipal budget and economic development.

Human Rights

Municipalities performed at the upper end of the 'average' scale on the *Human Rights* indicator scoring 1.92 points.

The municipal Offices for Communities and Returns seems to have clear duties and responsibilities. However, they are either not functional or partly functional. A positive aspect is the existence of clear mechanism for decision-making on minority issues, confirmed by the majority of respondents. Effective communication and the professional translation of documents in all official languages is a pre-condition for an equal treatment of communities. However, translation of documents and their quality seems to be an issue for all municipalities and is more pronounced in Serb-majority municipalities.

- **Recommendation:** The Law on the Use of Languages (2006) ensures the equal use of Albanian and Serbian as the official languages. Insufficient human and financial resources, which hampers communities' accessibility in decision-making processes, should be addressed. In cooperation with MLGA, the Ministry for Communities and Returns, as well as the Office for Community Affairs, all municipalities should increase their capacities to provide timely, regular, and quality translation.

Municipal Procurement

Municipalities performed at the upper end of the 'average' scale on the *Municipal Procurement* indicator scoring 1.91 points.

While municipalities seem to have functional mechanism to identify and select projects and the process is relatively impartial, civil servants have moderate skills and experience for project development. This leads to procedural violations, despite the fact that procurement officials must be certified. Coupled with the insufficient references to the relevant articles of the procurement law and other legal documents, these ambiguities allow space for economic operators to file complaints. The subsequent legal proceedings create additional costs and are time consuming for municipalities.

- **Recommendation:** The Public Procurement Regulatory Commission's (PPRC) periodic manuals, which provide rules and operational guidelines for procurement officials, should be used as a reference and

a source of established practices. The e-procurement system should also improve the efficiency and transparency of the process.

• **Recommendation:** While a range of mechanisms and institutions exist to support an effective and efficient procurement process, they are not utilised by municipalities. An analysis is required to understand the cause(s) of procedural violations and other procurement related issues, where the Central Procurement Agency, the Procurement Review Body and the PPRC should lead the process.

Contract management, as part of the process, is also a concern. Contract managers treat progress reports as a formality as they do not accurately reflect the progress. This leads to a lower quality of work and increased non-compliance with the specifications listed in the tender. A causal link is established within the *Procurement Ethics* indicator, where capacities for the effective implementation of ethical principles, and the procurement teams code of conduct, and the level of coordination with the central authorities are only at a moderate level. The limited level of cooperation is also noted between municipalities which could support improved economies of scale and the efficient use of available budgets.

• **Recommendation:** To avoid deficiencies in contract management compliance, formal capacity development activities (training, testing and knowledge building) must take place. This should happen, ideally, as an integral part of the certification process for procurement officers.

Education

Municipalities performed at the upper end of the 'average' scale on the *Education* indicator scoring 1.77 points.

On *School Regulation* the primary issue is the implementation of the following three regulations/codes: i) Rules of Procedure for Pre-schools and Institutions of Primary and Secondary Education; ii) Code of Conduct; iii) Regulation Protocol for the Prevention and Reference of Violence in Institutions of Pre-university Education. Most municipalities seem to have drafted and approved the first two regulations, however the monitoring of their implementation either does not happen or is conducted irregularly. On the other hand, there is a lack of knowledge and implementation of the violence prevention regulation.

• **Recommendation:** From the coordination and cooperation perspectives, MEST should proactively engage with municipal Education Directorates to inform them of the changes in the policy framework, to consult on potential challenges, and gather feedback on other issues of concern. This will lead to improved understanding, engagement, monitoring and implementation of regulations.

The *Primary and Secondary Education* sub-indicator notes that primary and secondary schools lack appropriate facilities such as laboratories for chemistry, physics, biology and other science courses. Predominantly, all investments in this regard were a result of donor support. Meanwhile, shortcomings on health and pedagogical services are perceived to be serious issues in primary and secondary schools. There are no regular check-ups by a general practitioner and the pedagogical services were abolished.

• **Recommendation:** MEST and Ministry of Health should engage with municipalities to address both policy and financial issues related to the provision of a suitable learning environments and improving educational infrastructure

The recruitment of new teachers and the re-assignment of the existing ones, following the abolition of grade 13 in 2014, is characterized by some irregularities. The number and composition of recruitment panels vary from one municipality to another, making the recruitment process non-uniform and as such, vulnerable to

claims of unfairness and even mismanagement. The re-assigning of teachers into full-time positions also poses a problem, as rather than assessing the possibility of re-assignments, secondary schools advertise new vacancies, which create dissatisfaction and further financial costs.

- **Recommendation:** Municipalities in collaboration with MEST should identify a course of action which addresses the issue of re-assignment of teachers in a uniform manner, followed by standard operating procedures addressing the issue of the composition of recruitment panels to address the perception of possible mismanagement. At the policy level MEST should conduct an in-depth analysis of the declining number of students in rural areas, which is already affecting the quality of education.

Public and Emergency Services

Municipalities performed at the lower end of the 'average' scale on the *Public and Emergency Services* indicator scoring 1.72 points.

Capacity level in *water supply, sewage and waste management* sub-indicator scored at medium, which is an improvement from the 2009 self-assessment. Never the less, the 2017 findings indicate that there is still room for improvement.

The lack of coordinated management policy on how to provide public services is the main concern, both at municipal and regional levels, because it creates wasted opportunities and increases the financial cost. This is coupled with the ambiguity in distinguishing between the respective roles and responsibilities of public enterprises. The conduct of waste management companies is of further concern as some of them create illegal landfills with devastating effects on the environment and negatively affect the health of inhabitants. Although there have been substantial investments from international partners on waste management, the findings indicate that there is a general need to implement a solid waste management policy and ensure all municipal and regional public enterprises adhere to policy requirements.

- **Recommendation:** The ambiguity between the roles and responsibilities of public enterprises at regional and municipal levels should be part of a specific analysis to identify if the issues stem from the legal framework and/or its interpretation, or other organizational issues at stake. An analysis should be undertaken within the wider context of the public administration reform process, particularly the organization and functioning of public administration, and in compliance with the Law on Local Self-Governance. In the interim, a strengthened contract management and enforcement process supported by effective monitoring and inspection should provide conformity with outlined policies.

Health and Social Welfare

Municipalities performed at the lower end of the 'average' scale on the *Health and Social Welfare* indicator scoring 1.68 points.

Although municipalities have an adequate number of professional health personnel - in proportion to their population - one of the issues lies in the staff turnover rate; most of the medical staff in MFHCs and FHCs are general physicians who tend to leave after a few years of services. An issue of major concern for municipalities is the supply, management and distribution of essential drugs. To meet the demands of citizens, municipalities are forced to find alternative solutions for the supply of essential medicines, through framework agreements with local pharmacies. This creates potential new issues on the terms of procurement, available budget, and overall quality of medication.

• **Recommendation:** While the health sector issues are complex, and the reform is on-going, a pattern of chronic undersupply with medication from the essential list is evident, not just from the 2009 report, but from other assessments and reviews. The MoH should establish clear criteria on how the essential medicine list is updated and improve the regular supply of essential drugs. A causal link may be established between the finalisation of zoning maps and the supply of medication which also necessitates better cooperation on the subject.

The provision of social assistance is also identified as an area requiring attention particularly from the central level, in cooperation with municipalities. FGs show concerns on how the decentralisation of social services has taken place as it has not been followed by the decentralisation of finances; as such, it hinders the provision of social and family services to citizens. Furthermore, a concern at municipal level is that the system can be manipulated, thus, individuals who do not meet the criteria for the allocation of social services are still able to claim benefits.

• **Recommendation:** Poor delivery of social and health services to citizens implies a need of strengthened governance, robust financing system, and transparent processes. At the policy level, a change from a general grant transfer to a specified grant financial formula for social services would address the needs of municipalities.

• **Recommendation:** Conduct an in-depth assessment of the policy and legal framework coupled with a review of standard operating procedures, the eligibility criteria, access to and sharing of information, as well as monitoring. The lack of interoperability between databases in different institutions (social services, employment office, Tax Administration, cadastre, vehicle registration, etc.) allows for the misuse of the system. Linking these databases through an interoperability platform will create a network of information which can improve the screening and decision-making process.

Culture, Youth and Sports

Municipalities performed at the lower end of the 'average' scale on the *CYS* indicator scoring 1.59 points. Insufficient financial support and limited cooperation between MCYS and respective directorates at the local level are the main hindrance in the *CYS* sector.

While most municipalities have *CYS* plans, their quality and the level of financial support seems to be an issue, particularly for youth related activities. On a more positive note, municipalities report a good cooperation with CSOs. Little importance is attached to youth activities which, at times, is evidenced by the reallocation of the budget for youth to the culture budget line. Also, the availability of *CYS* centres and the coverage they provide is somewhat limited.

• **Recommendation:** Municipalities should consider *CYS* as an interdependent (connected) entity, rather than as separate budget lines. They should engage with youth to design activities which are attractive for them and which lead to a productive society.

Economic Development and Tourism

Municipalities performed at the lower end of the 'average' scale on the *Economic Development and Tourism* indicator scoring 1.59 points.

The *Tourism* sub-indicator and the *Economic Planning and Development* sub-indicator are interrelated as growing tourism sectors affect the growth of the local economy. A growing tourism sector leads to

increased employment within municipality and improved infrastructure (such as roads and bridges) due to the increased revenues from tourists. Further, economic development, based on a diverse range of economic activities will contribute to improved opportunities for municipalities to increase OSR.

• **Recommendation:** Municipalities should explore how to attract tourists based on value proposition (rural, cultural or agricultural tourism, amongst others) in cooperation with central institutions, international organisations and the private sector. This should be combined with increased public awareness and training on tourism and cultural heritage (tangible and intangible). Municipalities should also strengthen partnerships with the Ministry of Regional Development and Regional Centre for Cultural Heritage to facilitate growth in the tourism sector.

European Integration

Municipalities performed at the upper end of the 'relatively poor' scale on the *European Integration* indicator scoring 1.39 points.

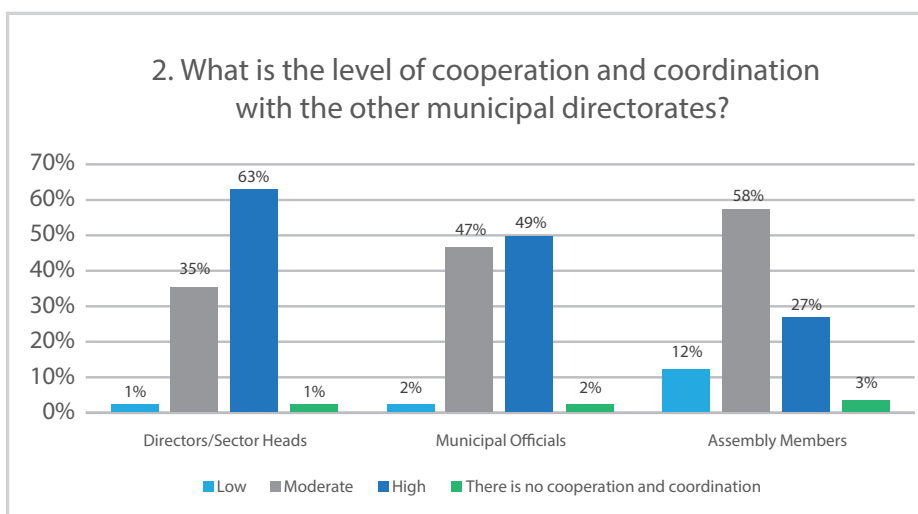
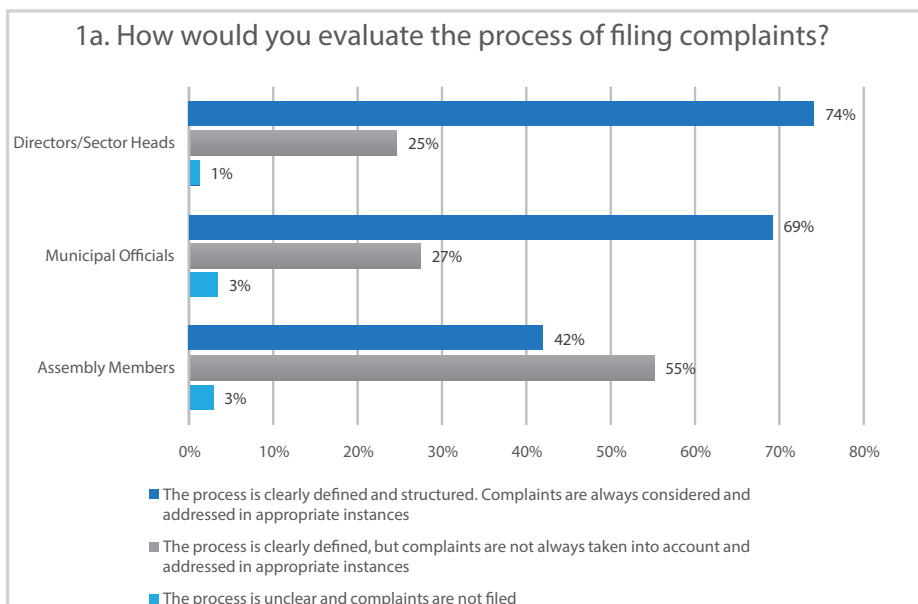
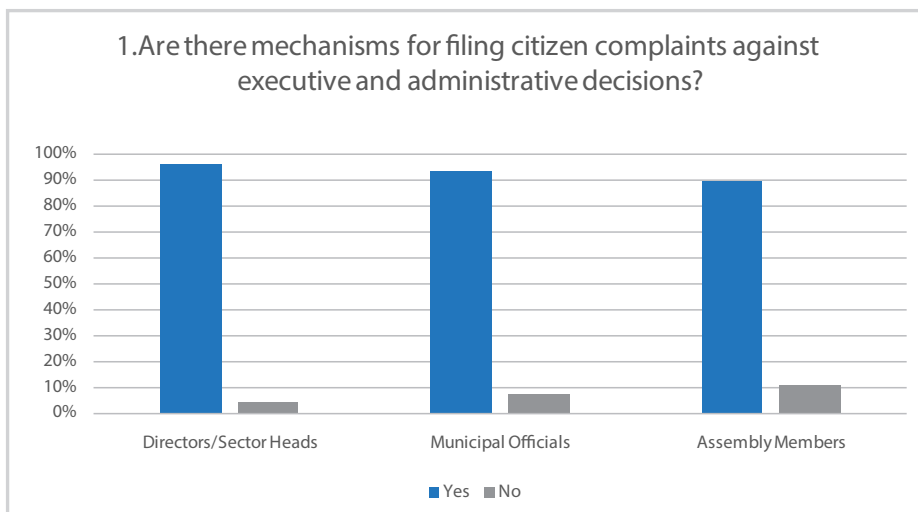
While most municipalities report somewhat acceptable levels of human capacities on European Integration, quantitatively and qualitatively, the coordination process for developing the regulatory framework and setting municipal priorities including their achievement, poses a challenge. While trainings have had a positive effect on the knowledge of EI officers, the real issue remains their academic background which is not always relevant for the positions they hold.

Coordination, cooperation and communication between municipal officials for European Integration, the MLGA and MEI is noted as a challenge, as is the need for continued professional development on the subject. This also affects the ability to adequately monitor, evaluate, and report on the implementation of strategic documents.

The importance of municipalities in the implementation of the SAA (Stabilisation and Association Agreement) obligations should not be underestimated and as such, adequate support should be provided by line ministries, tailored to their needs.

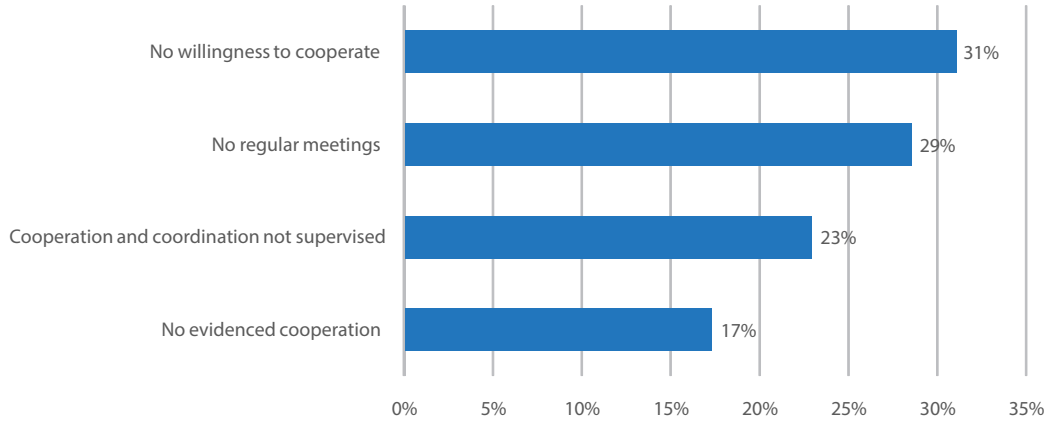
• **Recommendation:** The implementation of the SAA is one of main national strategic priorities which requires adequate human capacities, as well as financial ones. Sufficient capacities must be ensured to monitor, evaluate, and report on the implementation of strategic documents

APPENDICES ²²

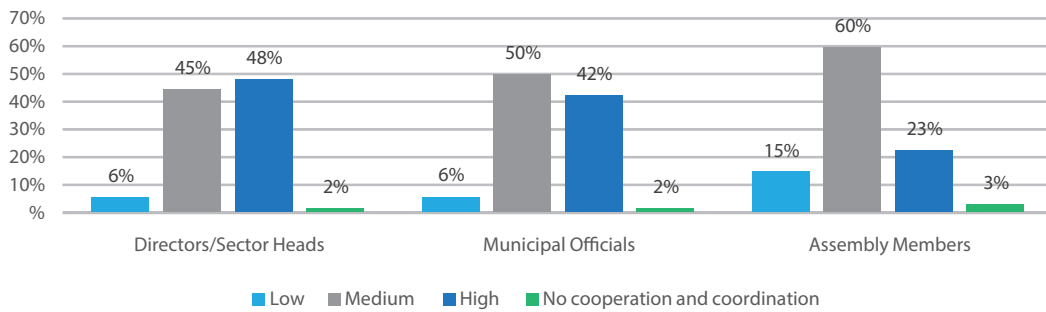


22 Note that the data provided in Appendices should be interpreted with caution because the sample size guarantees statistical validity for aggregated results only.

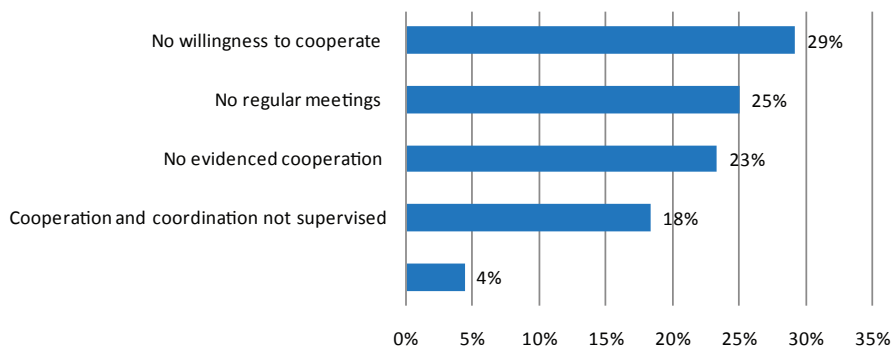
2a. What are the reasons the reasons for this low cooperation/non-cooperation? [Multiple choices]



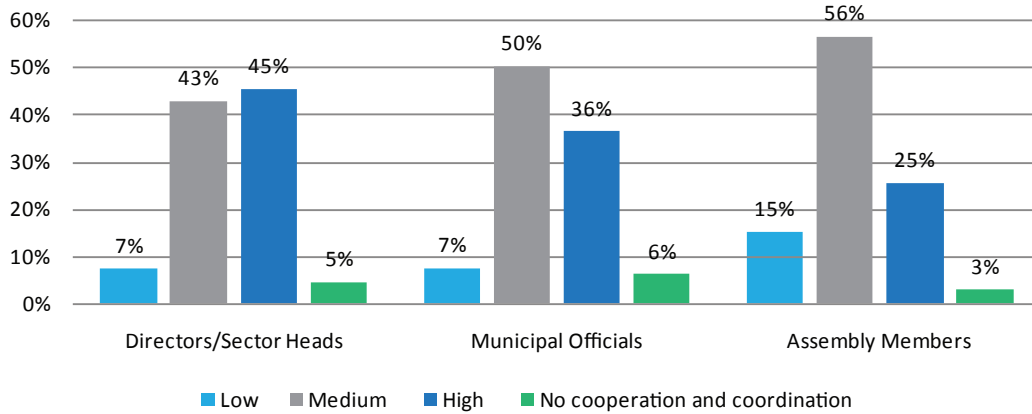
3. What is the level of cooperation and coordination with the central level (ministries)?



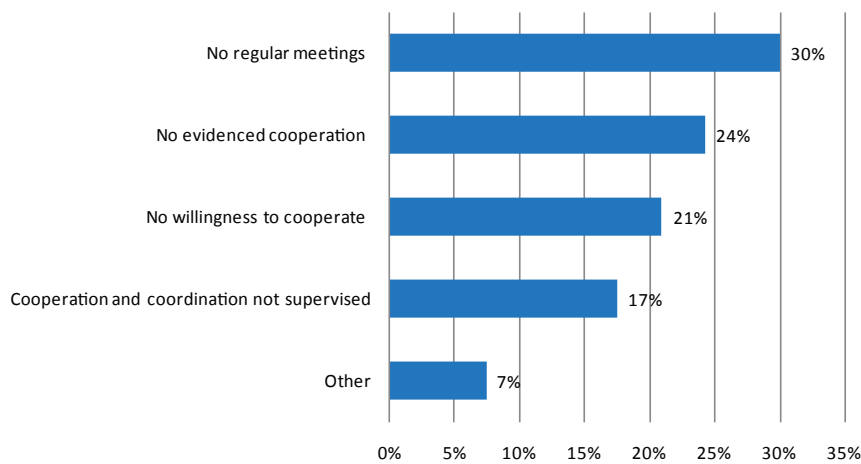
3a. What are the reasons for this low cooperation / non-cooperation? [Multiple choices]



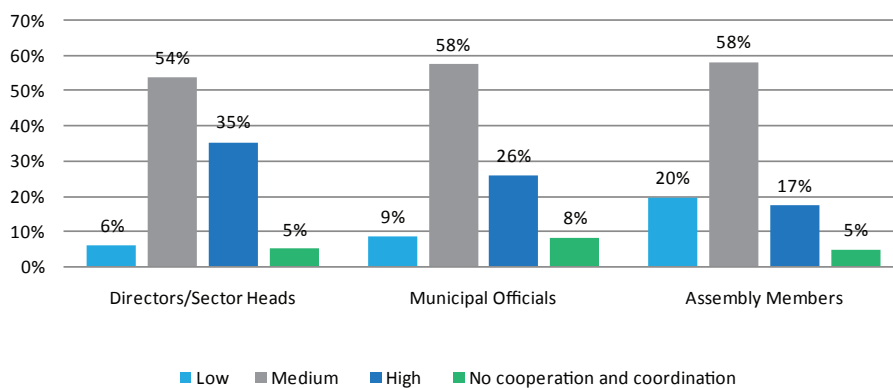
4. What is the level of cooperation and coordination with the civil society?



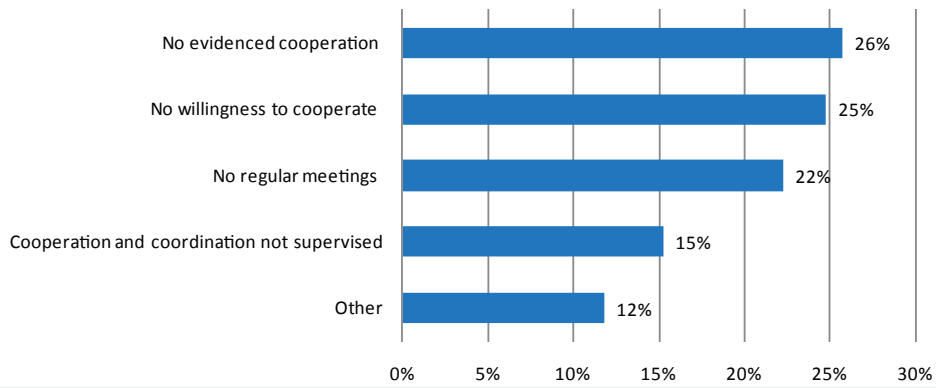
4a. What are the reasons for this low cooperation / non-cooperation level? [Multiple Choices]



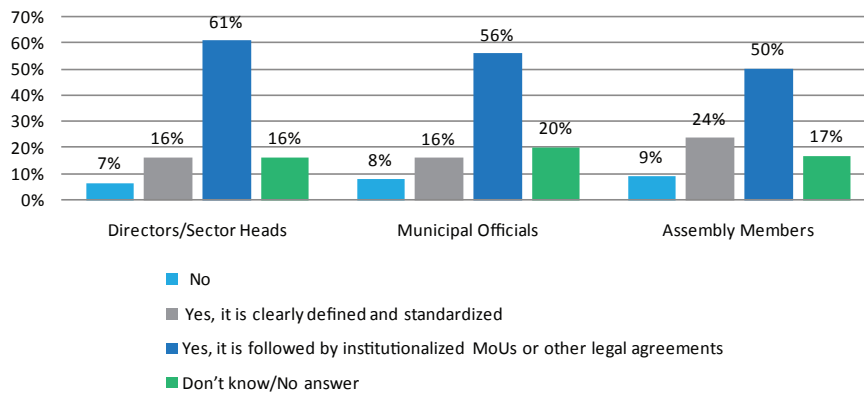
5. What is the level of cooperation and coordination with members of the business community within and outside the municipality?



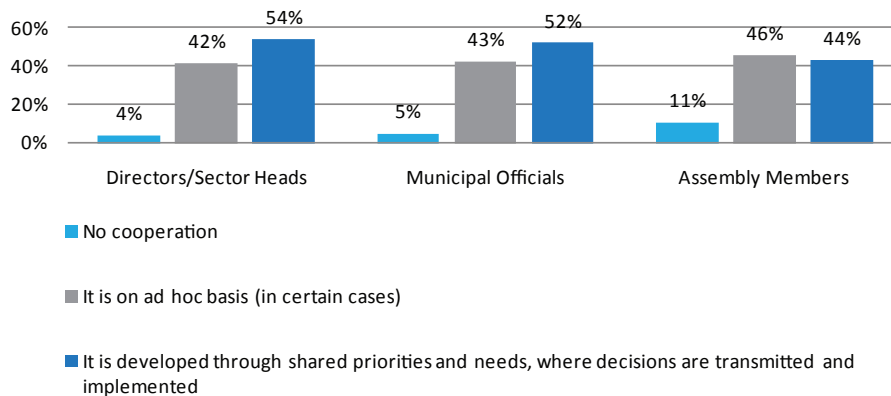
5a. What are the reasons for this low cooperation/non-cooperation level? [Multiple Response]



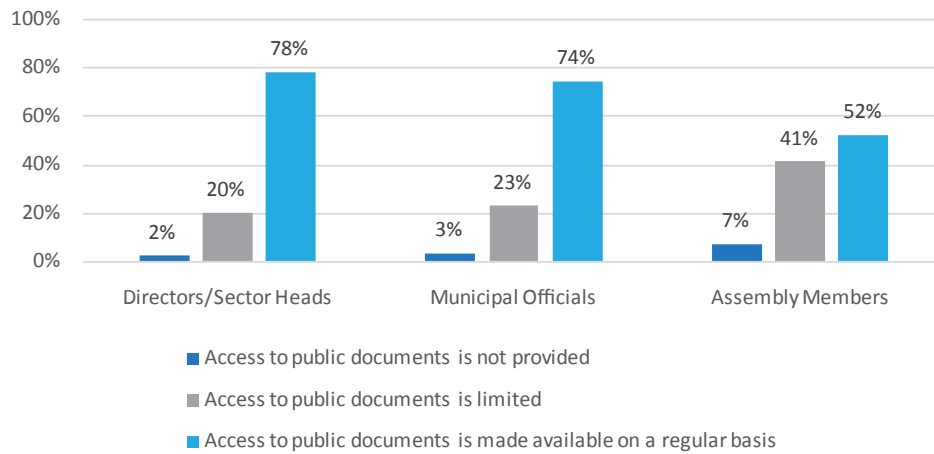
6. Does a municipal act that defines inter-municipal cooperation exist?



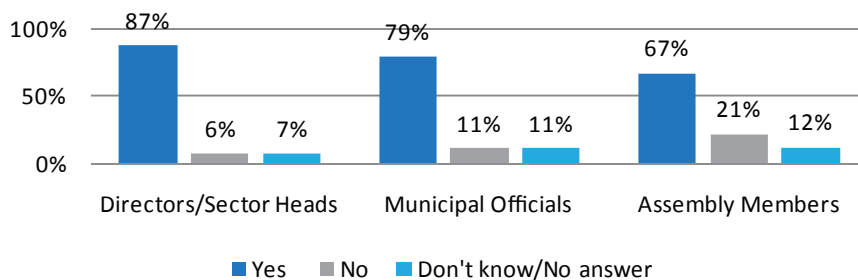
7. What is the level of inter-municipal cooperation?



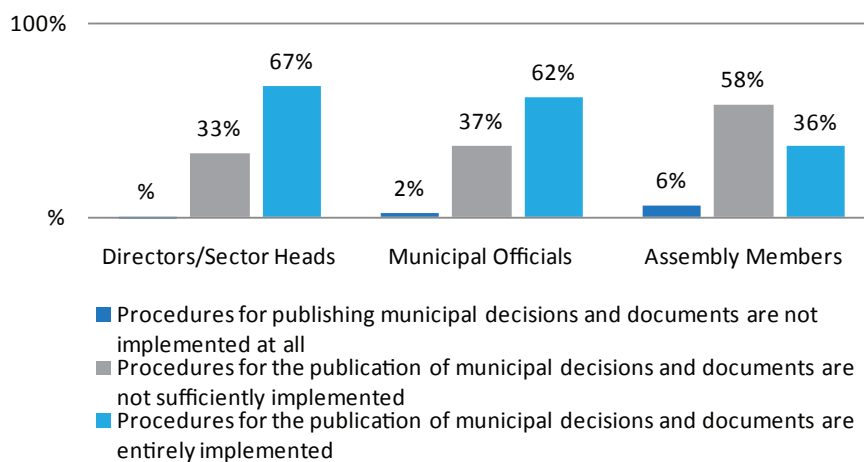
8. What is the level of access to public documents?



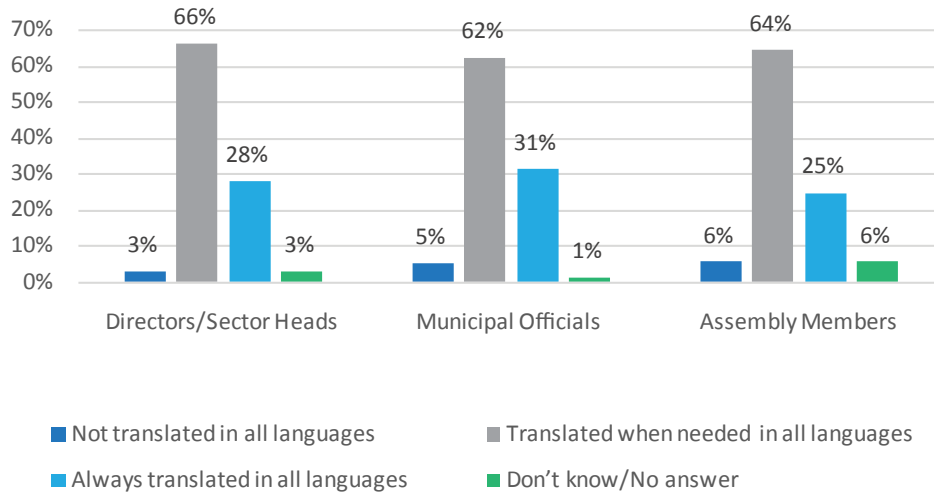
9. Is access to documents provided in accordance with the implemented legislation within the legal deadlines?



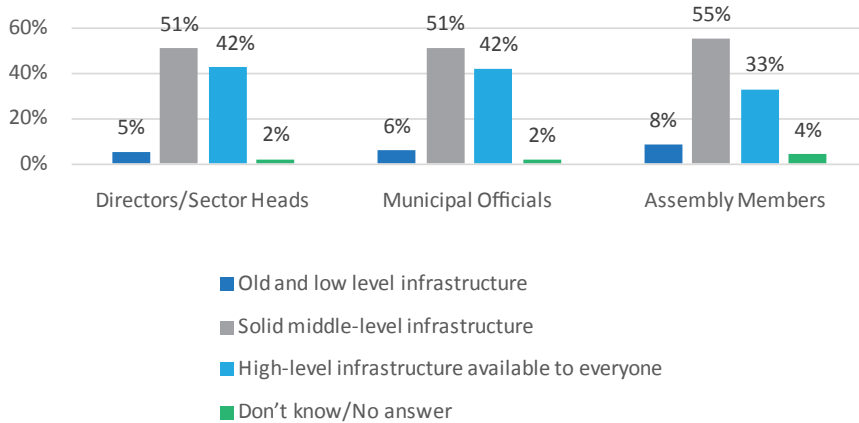
10. How would you assess the level of publication of municipal documents?



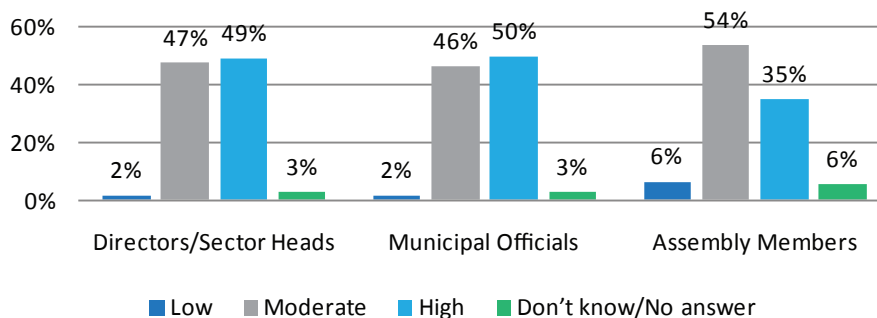
11. How is the translation of municipal documents done?



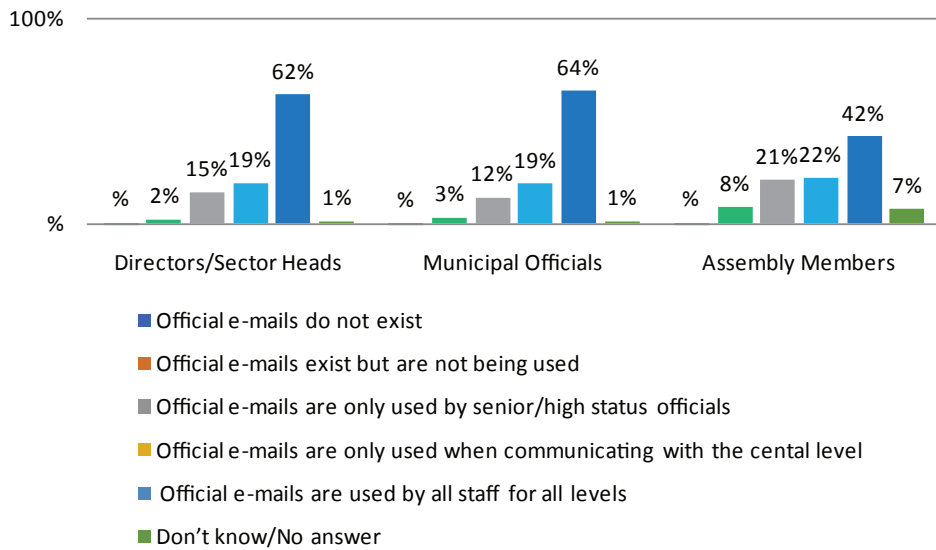
12. What is the level of infrastructure of informative technology (IT)?



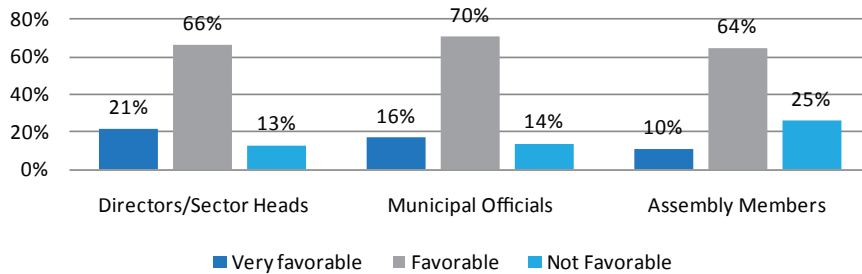
13. To what extent is the technology used by municipal staff?



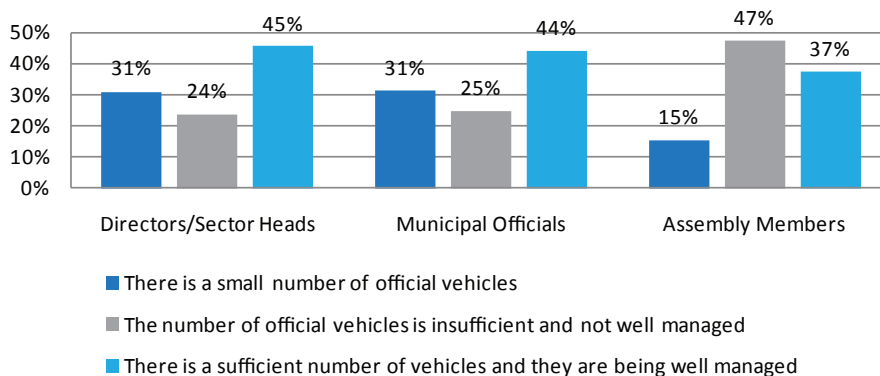
14. To what extent are the official e-mails being used?



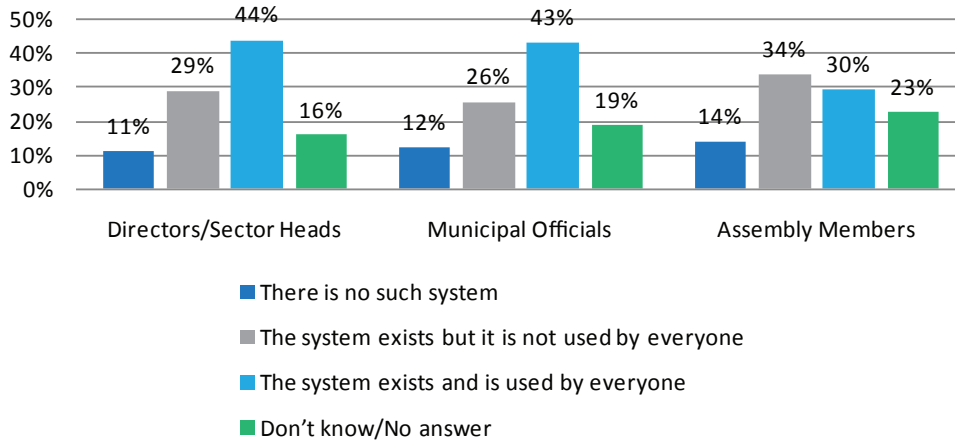
15. How do you evaluate the work environment within the institution? (Space that enables individual work, confidential talks/conversations, teamwork, etc.)



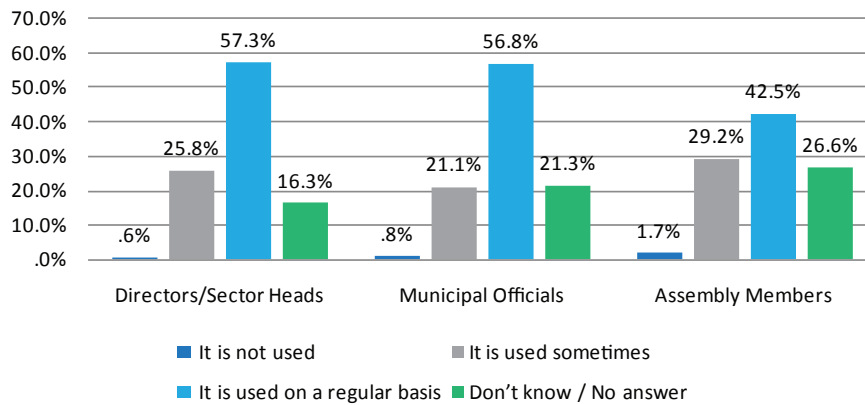
16. Is the number of official vehicles sufficient within the institution?



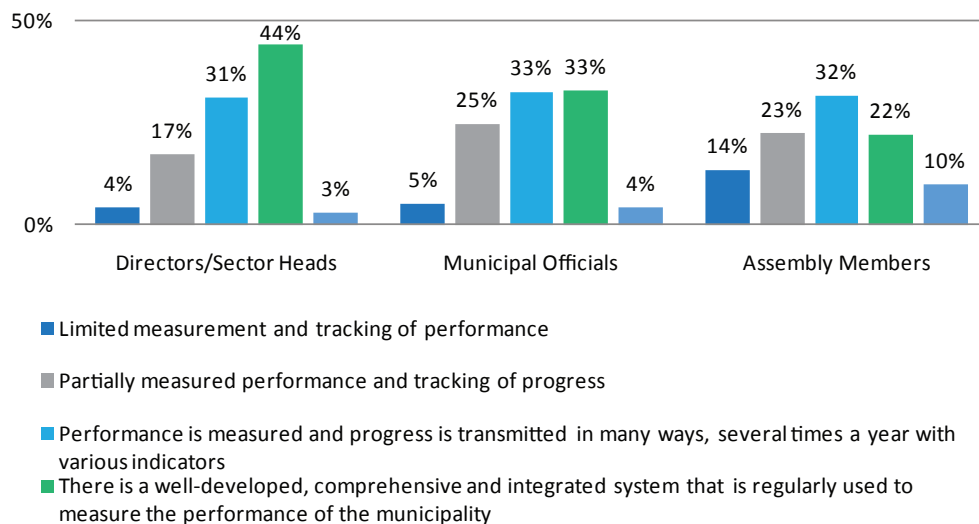
17. Is there any system in the municipality, that enables the collection and management of information in terms of documentation, procedures and data in general (necessary information, historical data, procedures, etc.)?

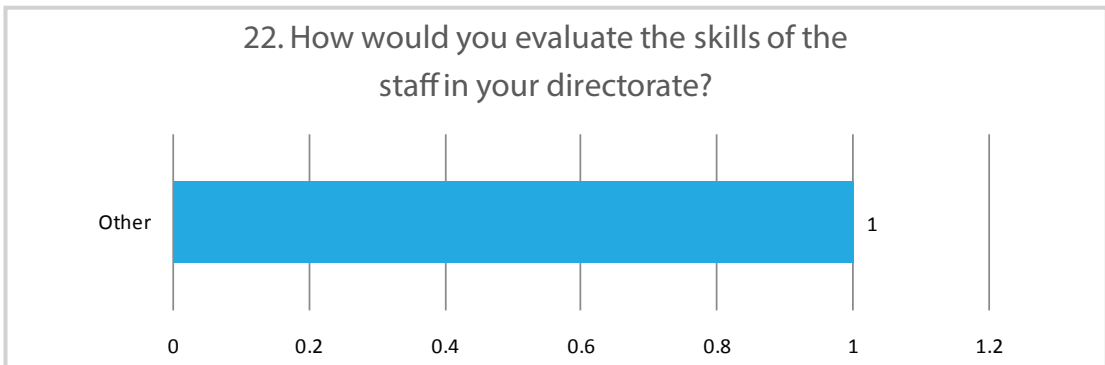
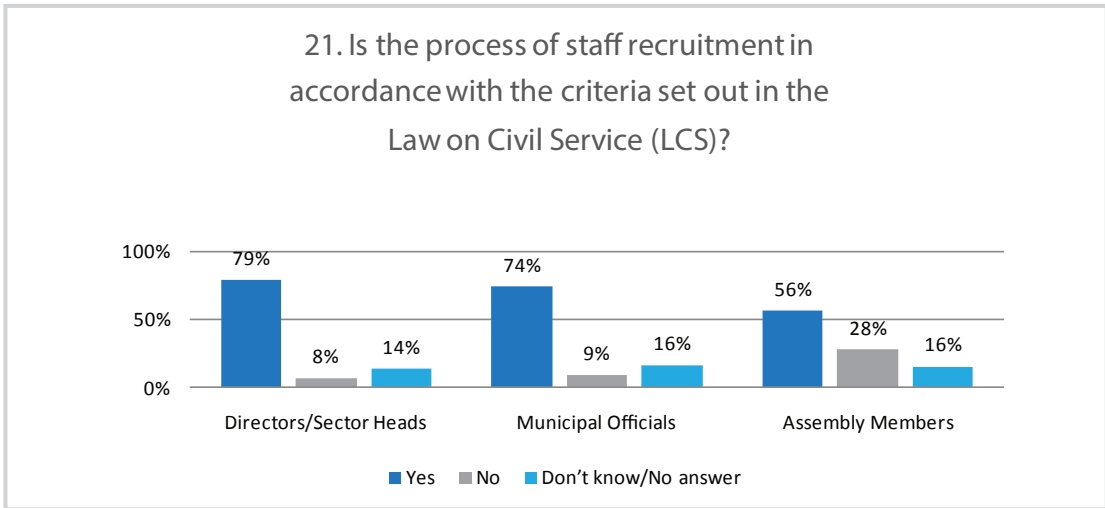
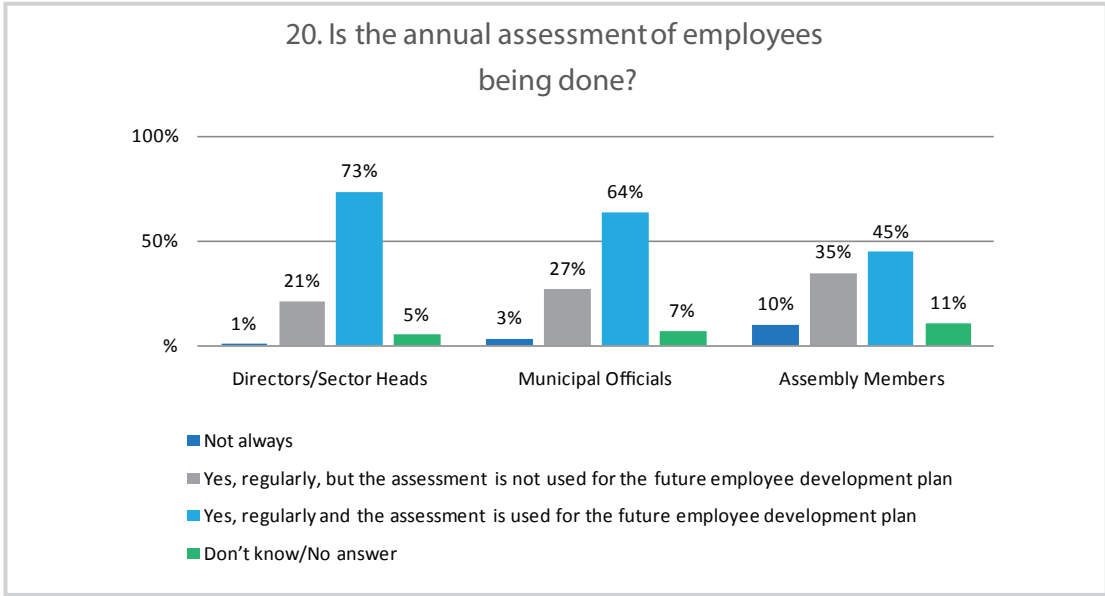


18. If so, what is the usage frequency of knowledge management system from staff?

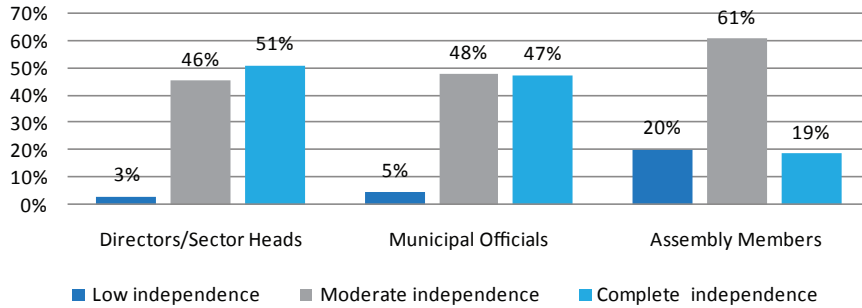


19. How is the performance assessment done (annual and 6-month employees work assessment)?

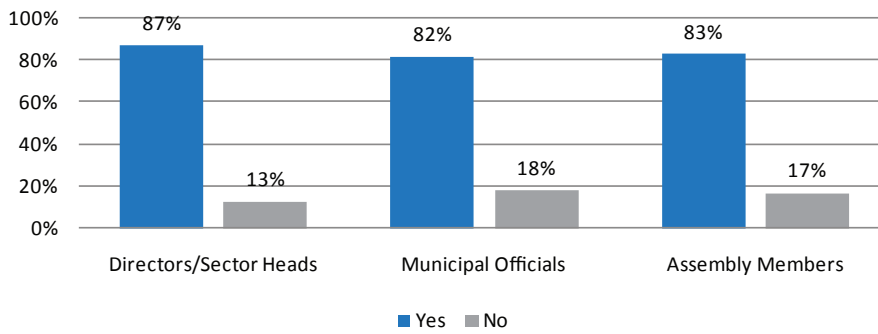




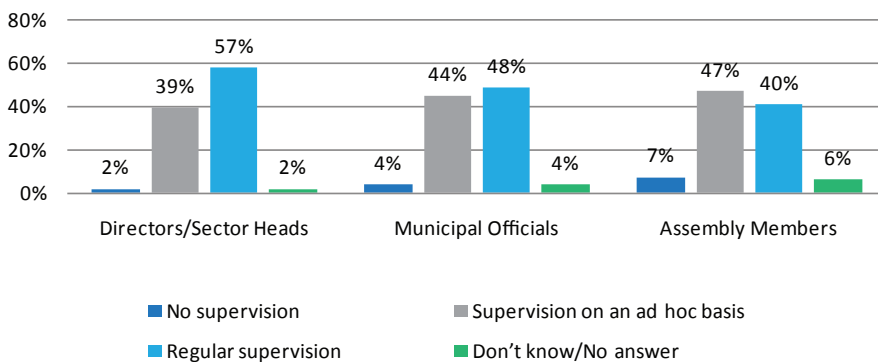
23. How would you assess the level of staff independence from the direct manager?



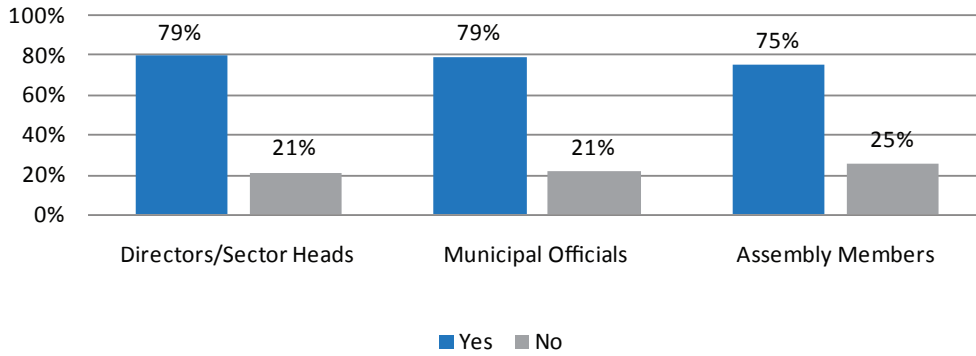
24. Has the work regulation for educational institutions been approved?



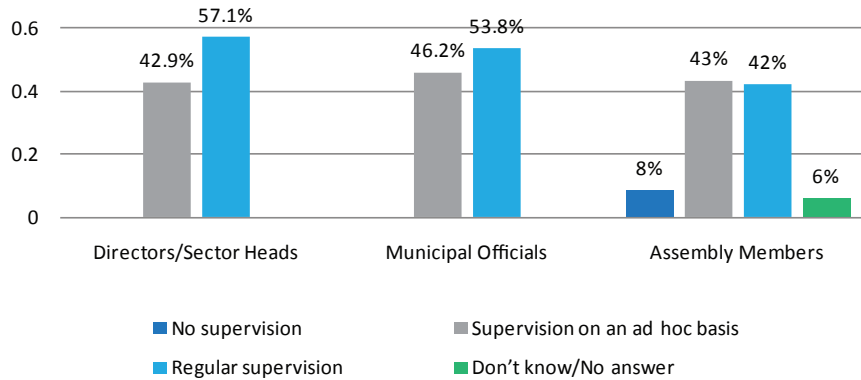
24a. What is the level of supervision of the implementation of the regulation?



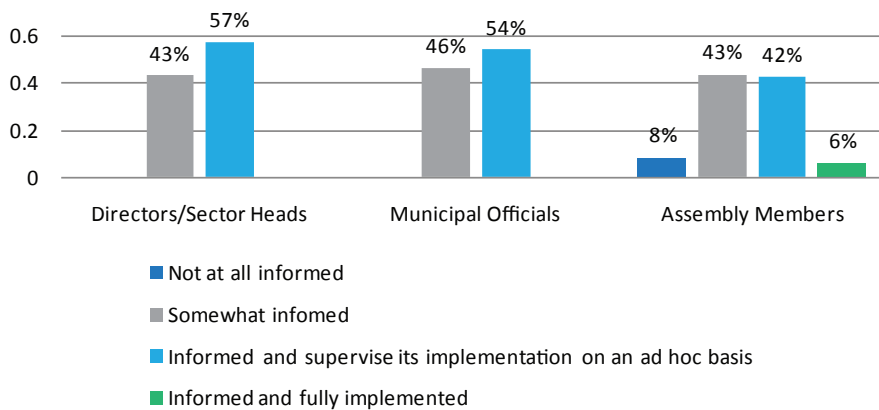
25. Has the Code of Conduct and the disciplinary measures for high school students been approved?



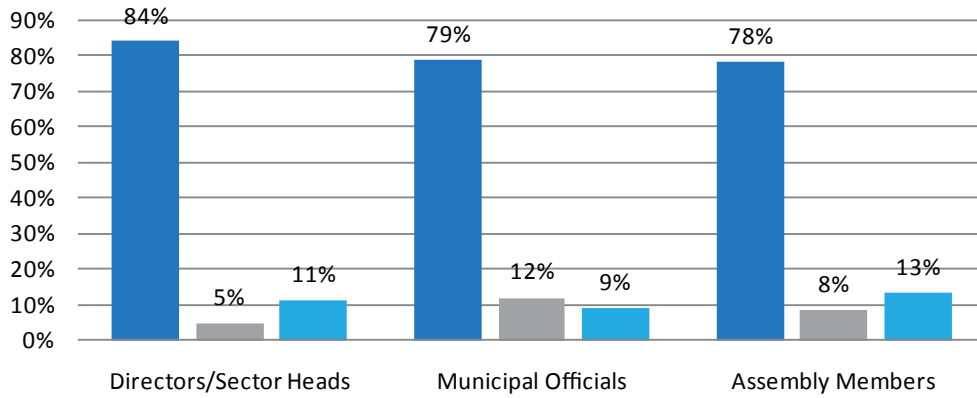
25a. What is the level of supervision of the implementation of the Code of Conduct?



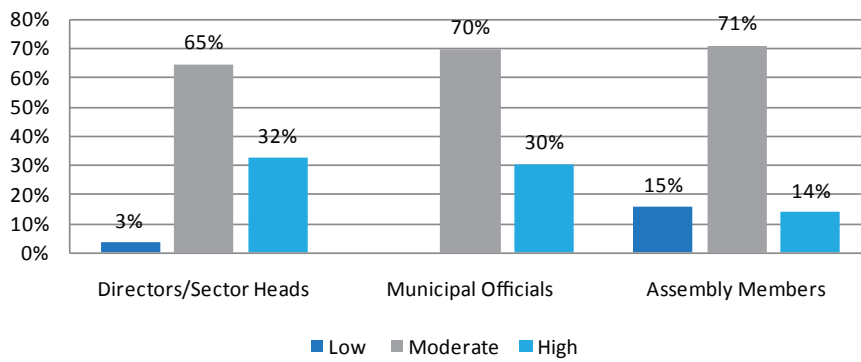
26. Can you please tell us how informed are you about the 21/2013 regulation for the prevention and referral of violence in pre-university educational?



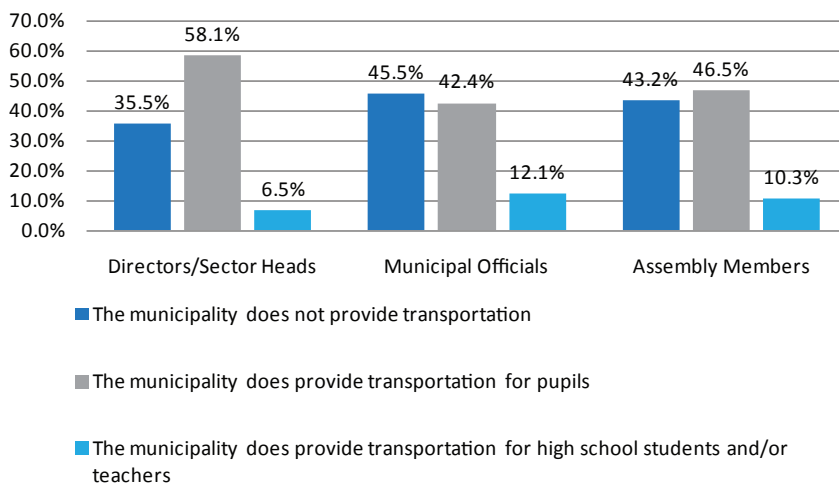
27. Does the municipality have designated school coverage areas?



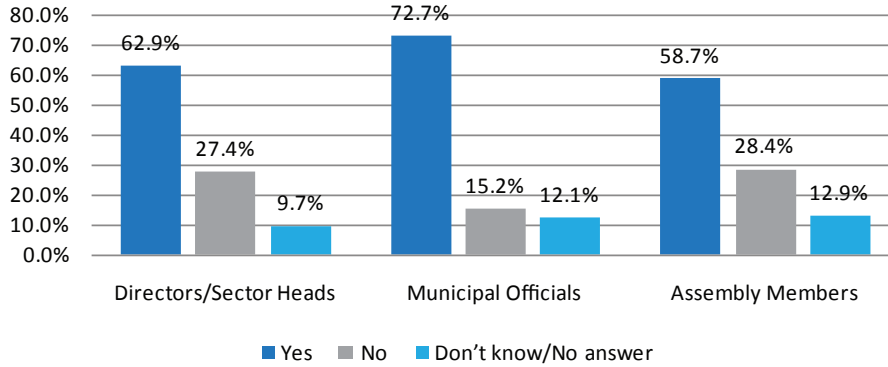
28. What is the level of maintenance and repairment in school buildings?



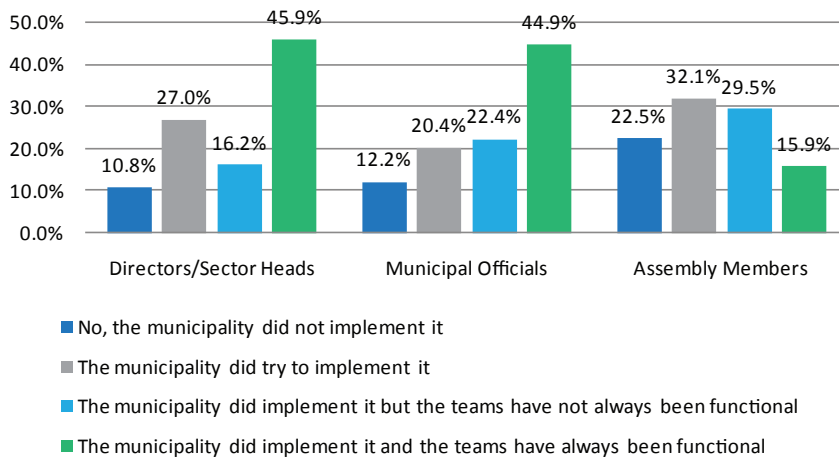
29. Does the municipality provide transportation for high school students and teachers who live more than 4 kilometers away from the school?



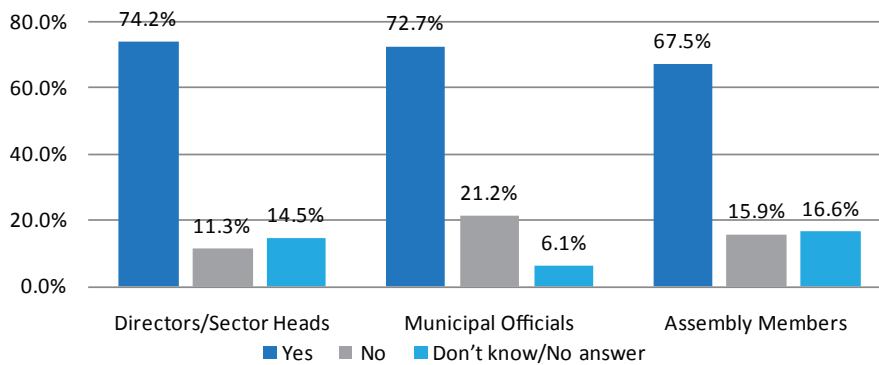
30. Does the municipality offer special education based on the law?



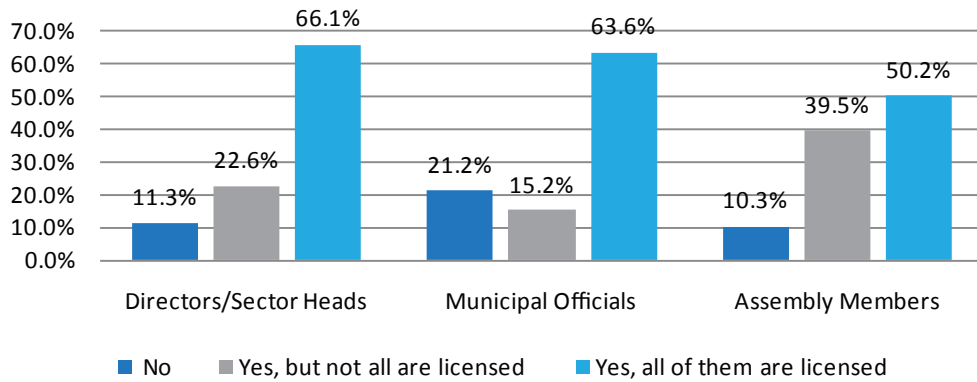
31. Has the Municipality implemented the administrative instruction (MED A.I 19/2012) on the establishment of teams for prevention and response to abandonment and non-enrollment in schools?



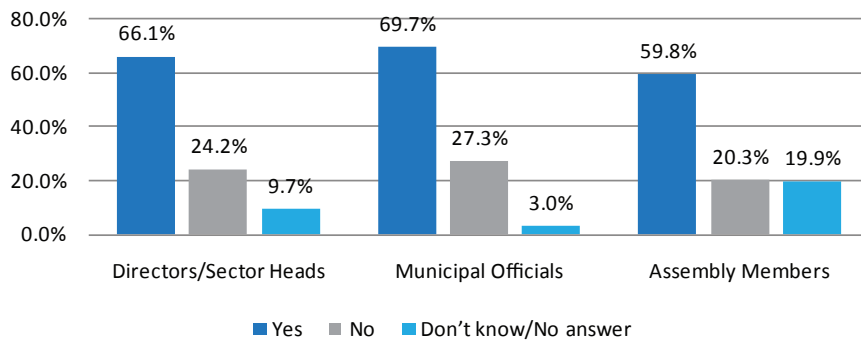
32. Does the municipality have designated pre-school coverage areas?



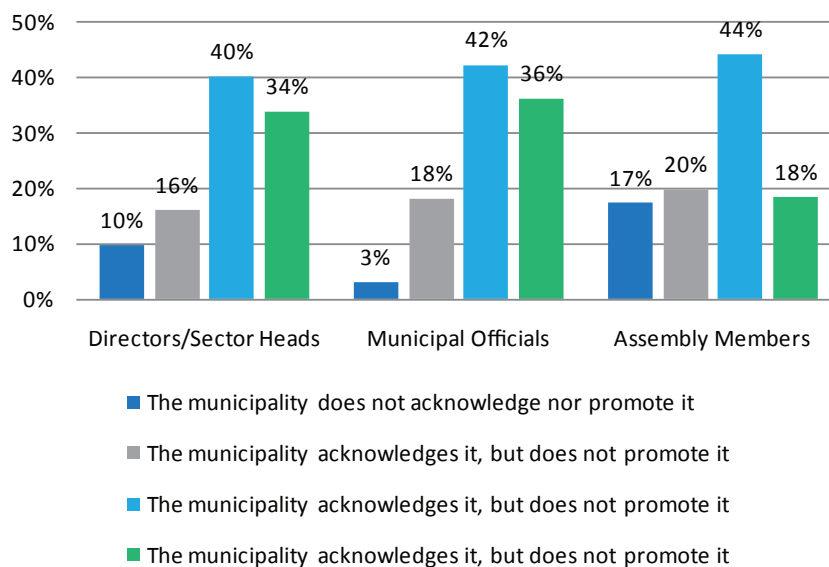
33. Are there pre-school institutions in the municipality?

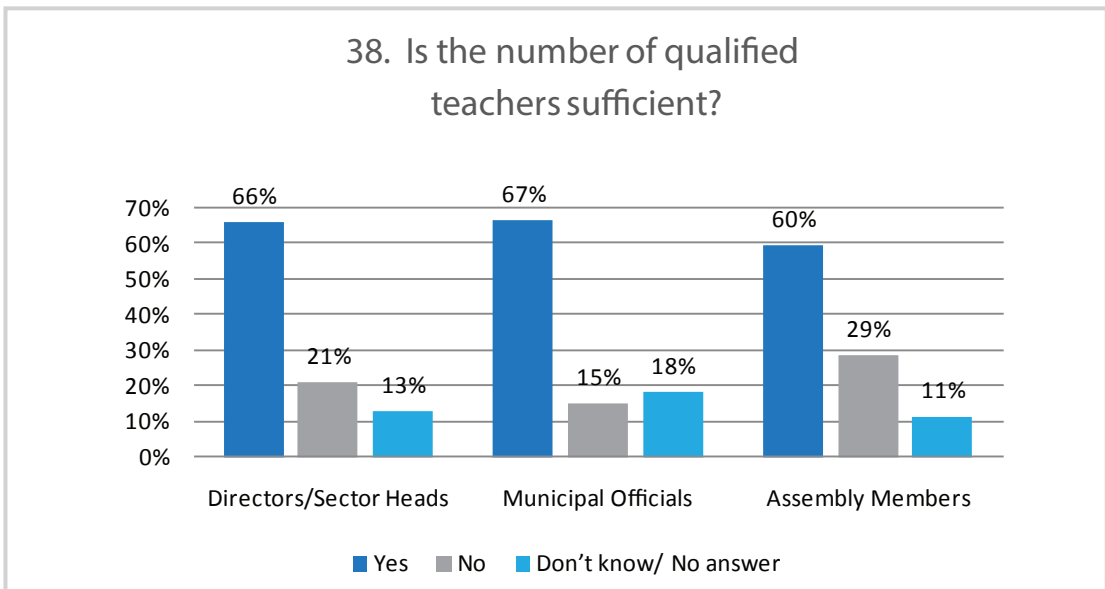
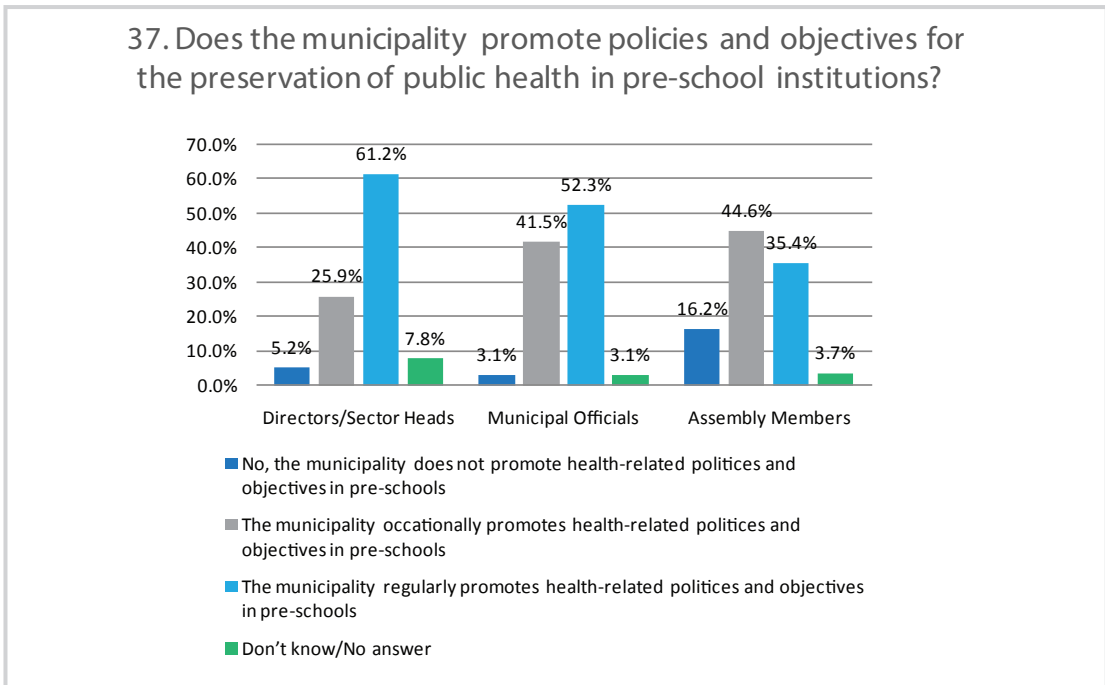
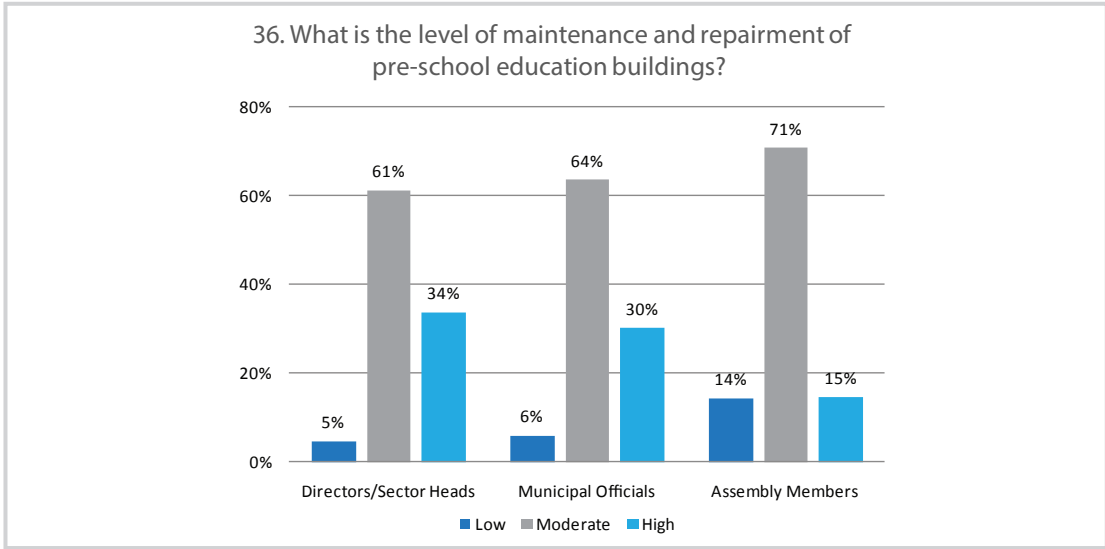


34. Are there officials in the municipality covering pre-school education?

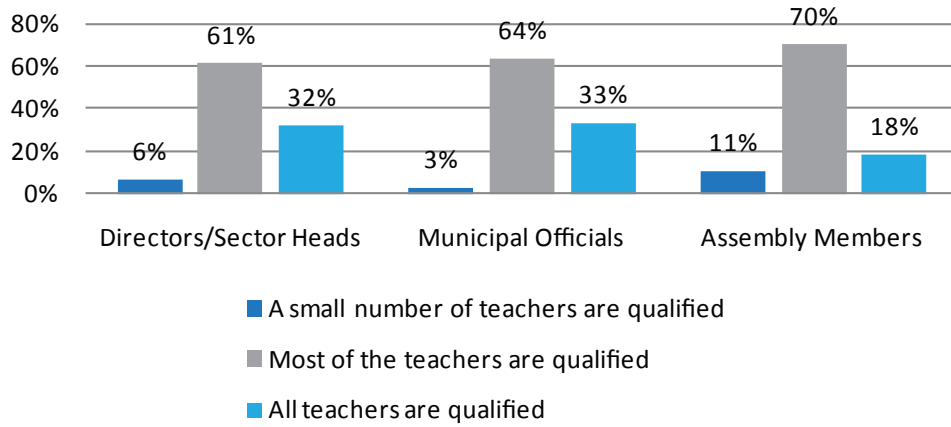


35. In what level does the municipality acknowledge and promote the importance of early childhood development?

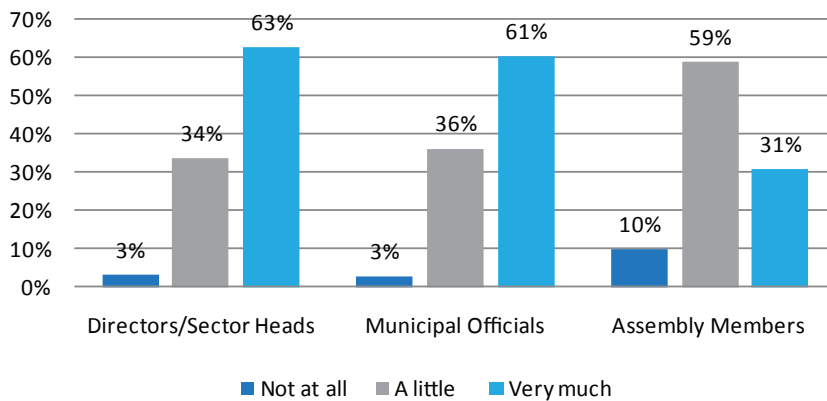




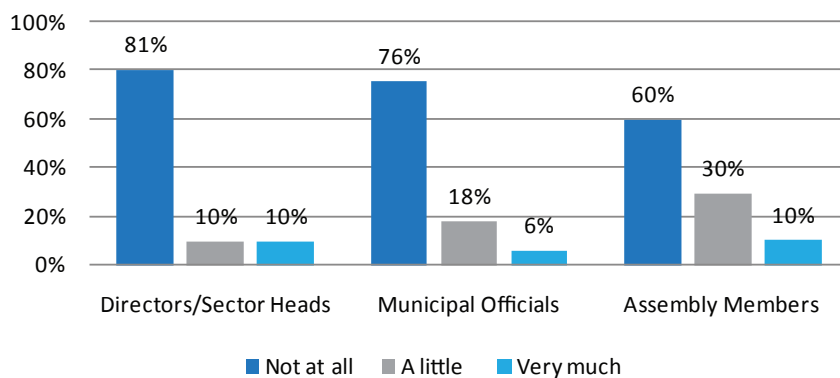
39. What is the qualification level of teachers in the municipality?



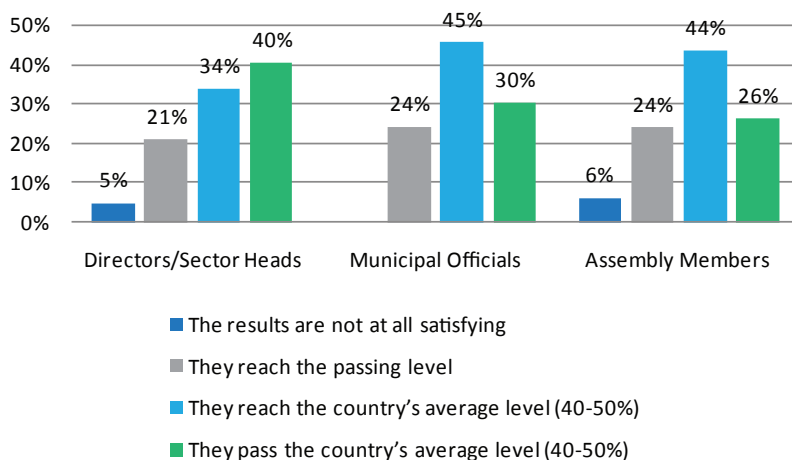
40. Do teachers know the trends in education policy development (legislation, curriculum documents, etc.)?



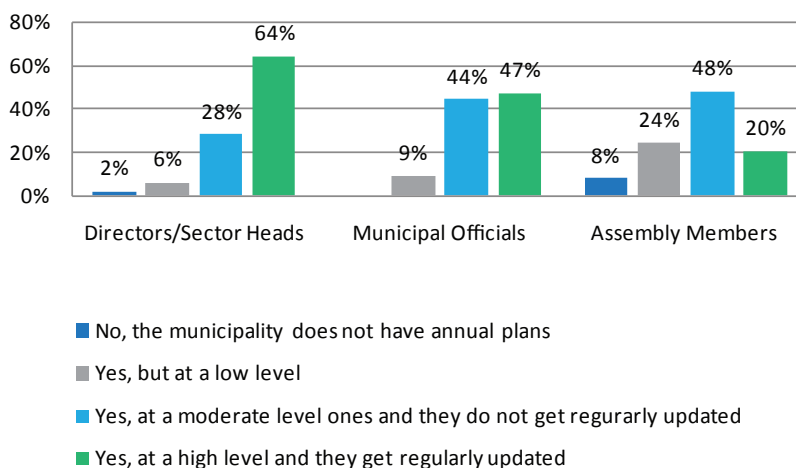
41. Is teacher employment in accordance with their level of qualification and experience required for relevant subjects?



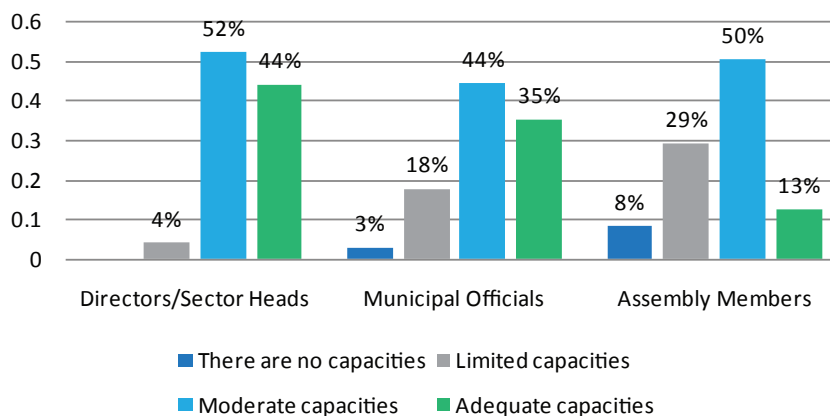
42. What are the results of the achievement test and national exam in your municipality?



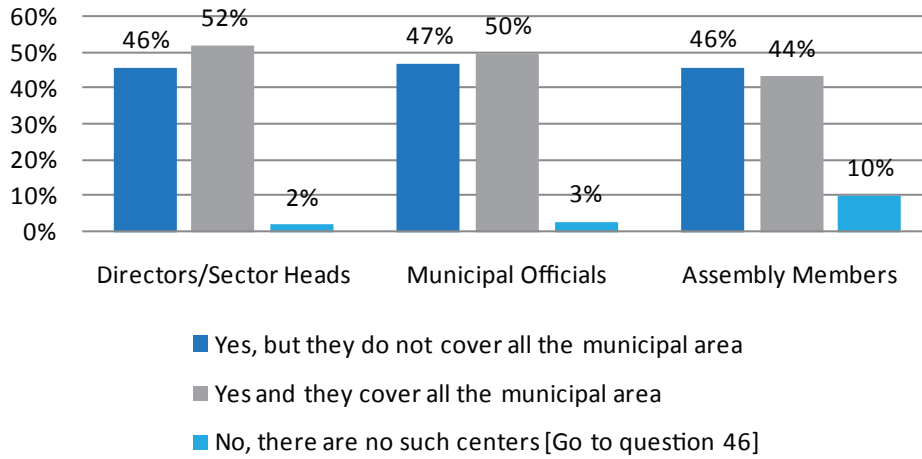
43. Does the municipality have annual plans regarding culture, youth and sport?



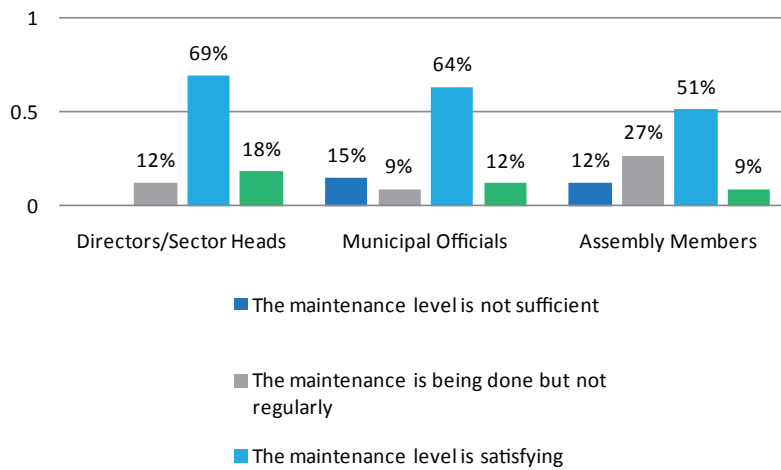
44. What is the capacity level for formulating/drafting cultural and youth plans?



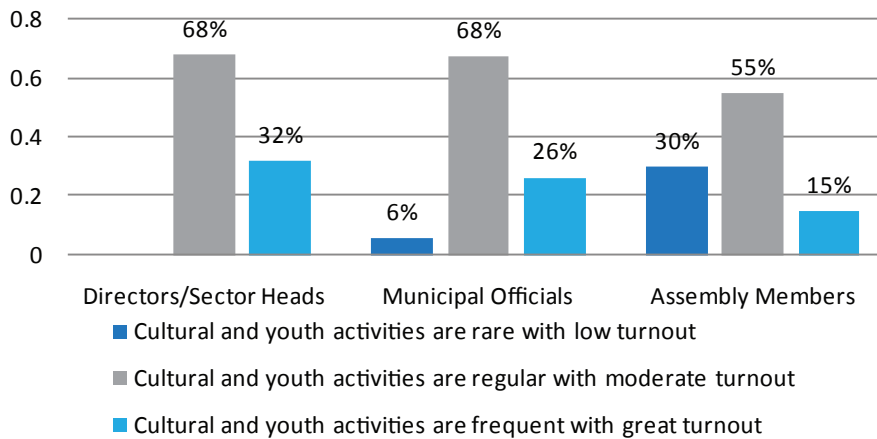
45. Are there cultural, youth and sports centers in your municipality?



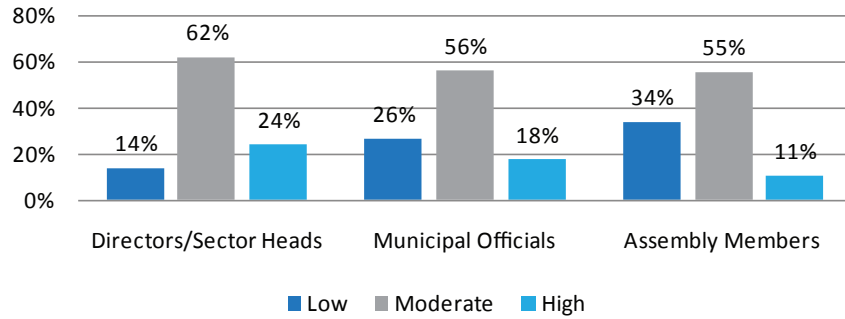
45a. If yes, what is their maintenance level?



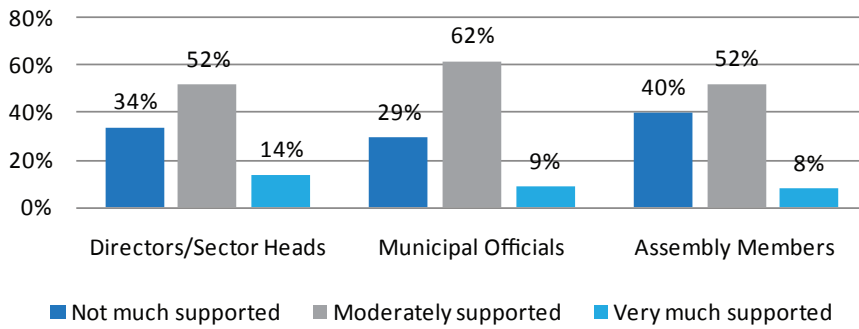
46. How often are cultural activities organized?



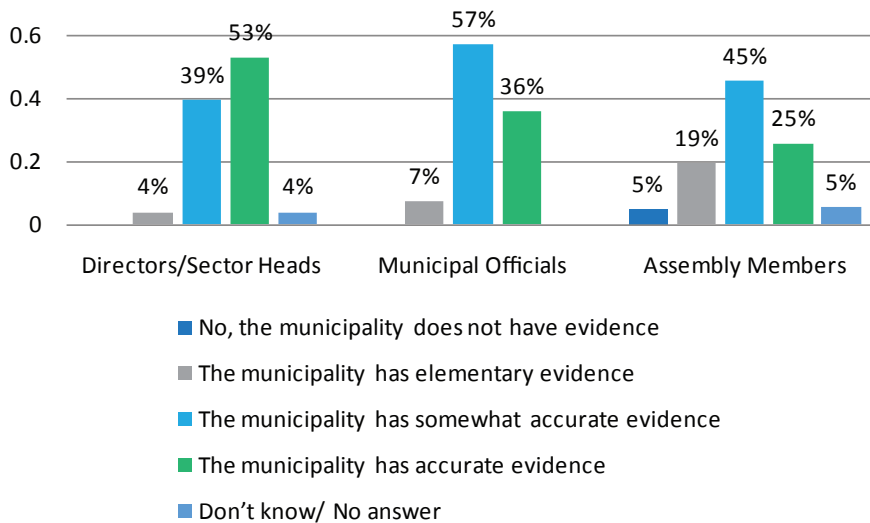
47. How would you rate the financial support for youth, culture, and sports activities?



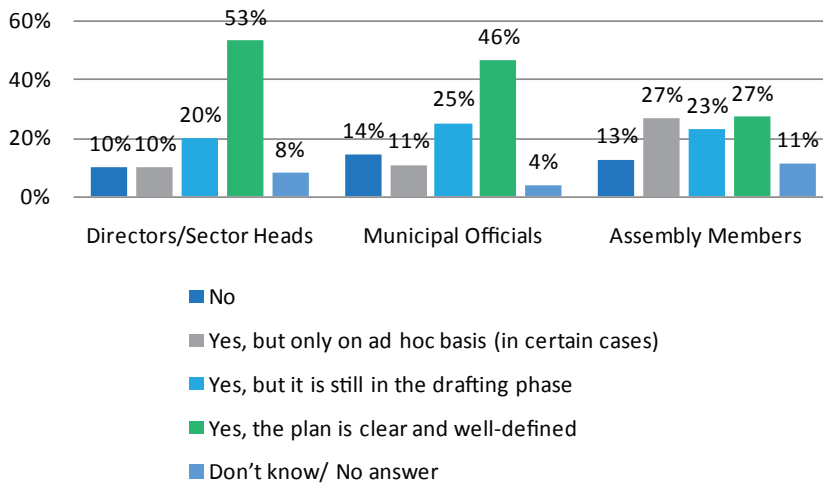
48. How much are cultural activities supported by donors?



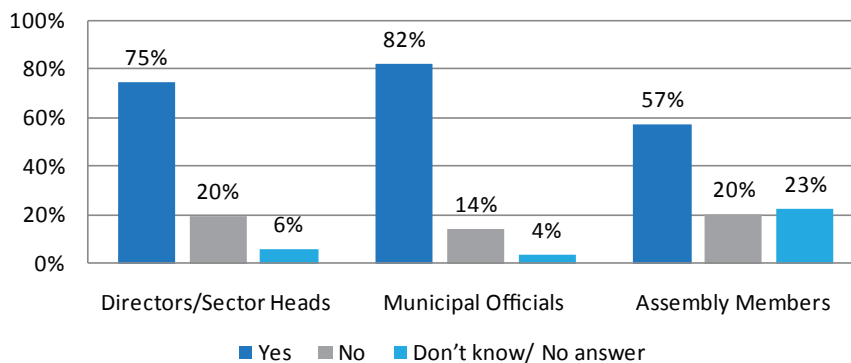
49. Does your municipality have evidence of agriculture land?



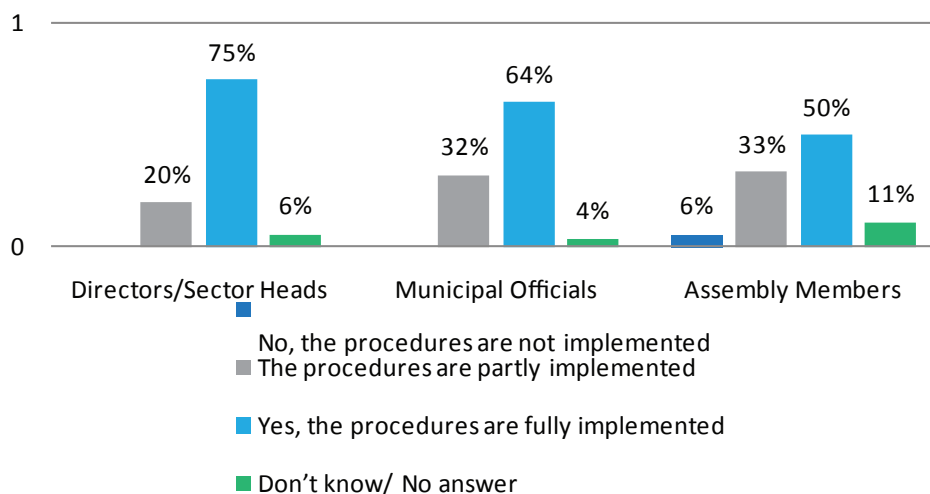
50. Is there a municipal plan for conservation and protection of land?



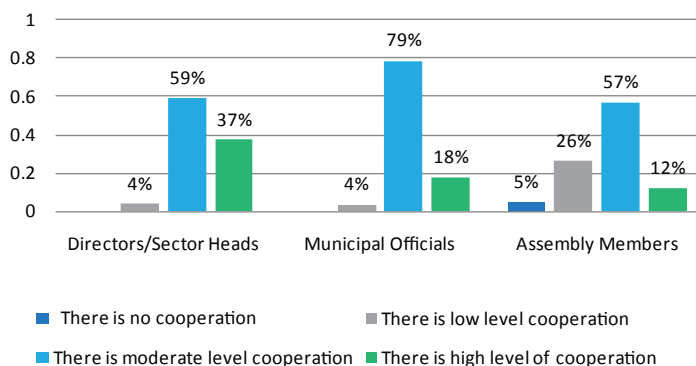
51. Does the municipality possess a clearly defined regulation for renting the agriculture land?



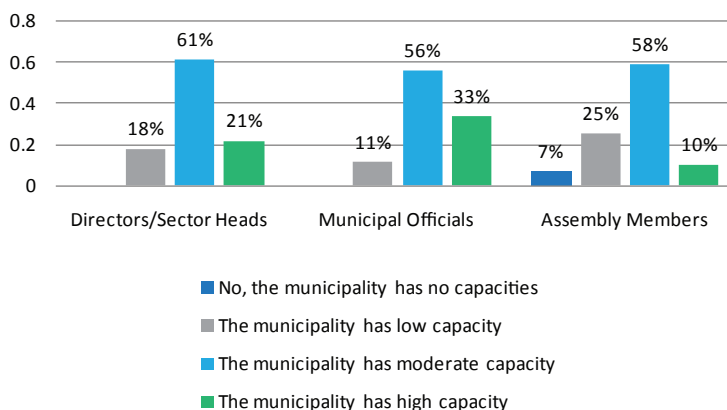
52. Is land destination changed on a legal basis?



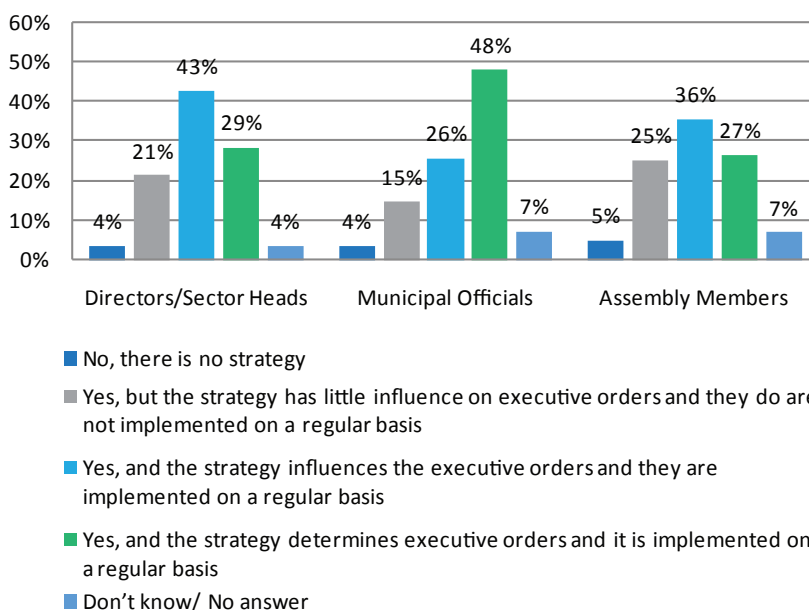
53. What is the level of cooperation between the supervisory authorities (Ministry of Agriculture, Ministry of Environment and Spatial Planning etc.)?



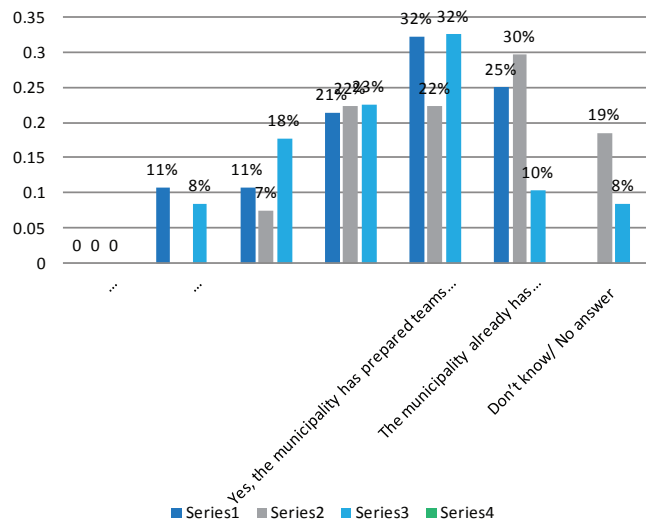
54. Does the municipality have capacities for drafting strategies for local economic development?



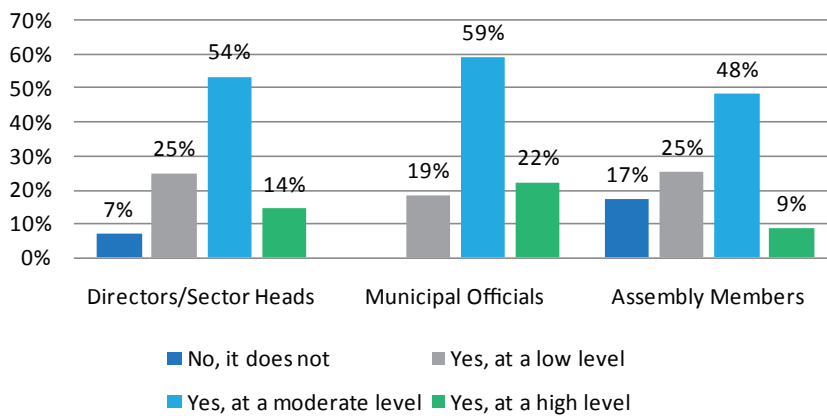
55. Is there a strategy for local economic development?



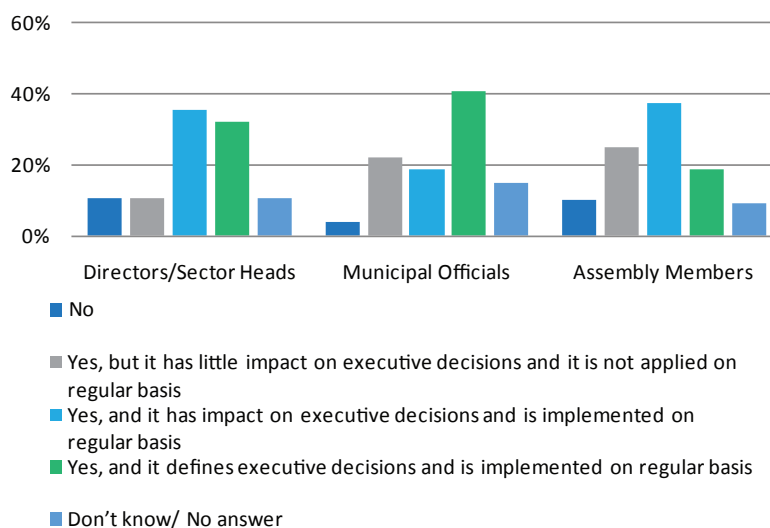
56. Does the municipality have an initiative to create an economic zone?



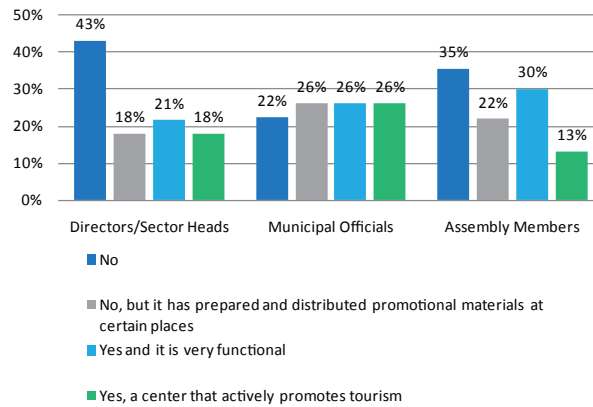
57. Does the municipality have capacities for designing tourism development plans?



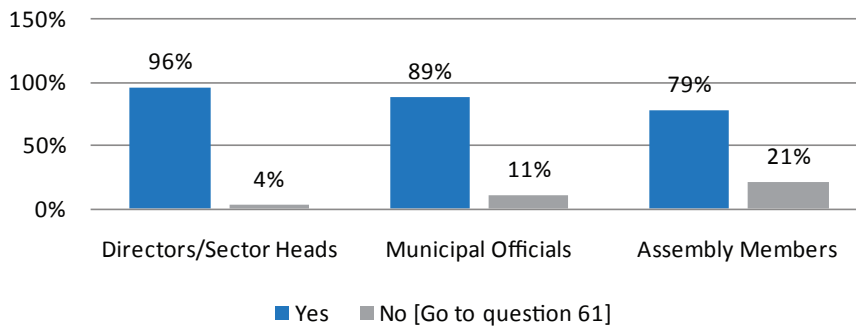
58. Is there a municipal development strategy plan?



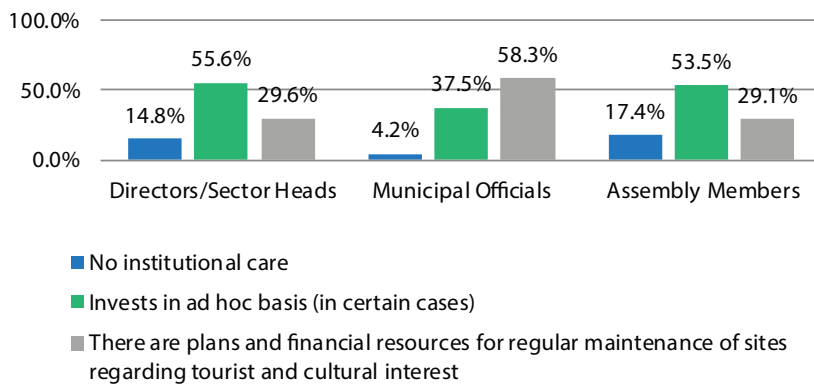
59. Does the municipality have a promoting and informative tourism center?



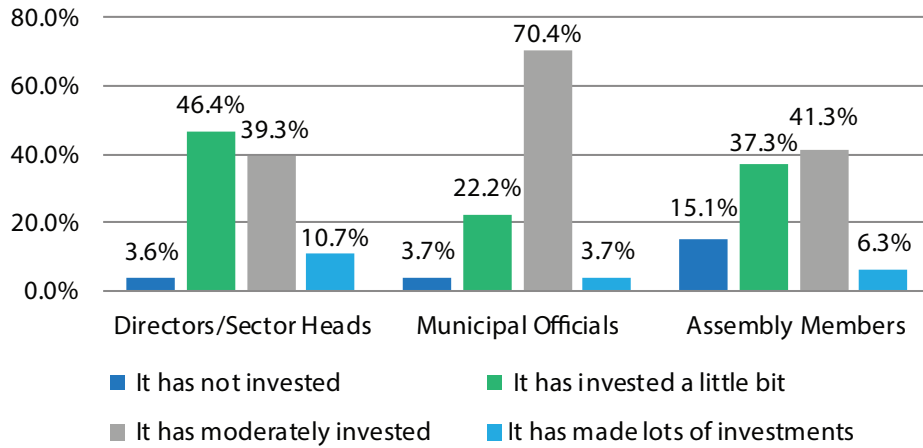
60. Have the sites with touristic and cultural interest been identified?



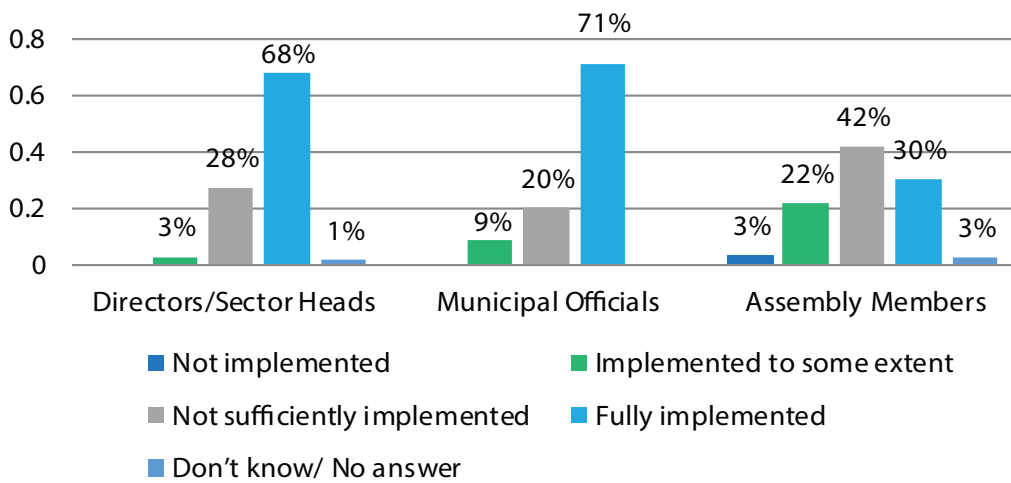
60a. How would you assess the institutional care for sites of tourist and cultural interest?



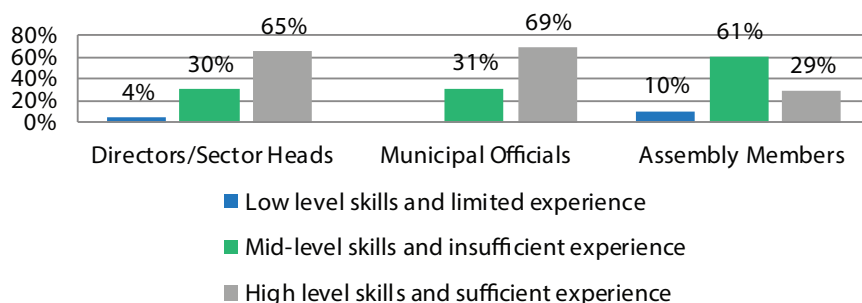
61. What was the municipal investment level in physical infrastructure regarding tourism support?



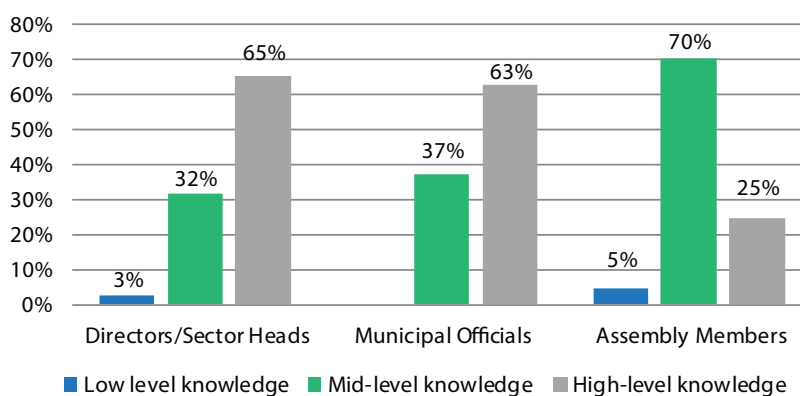
62. To what extent is the law on Local Government Finance being implemented?



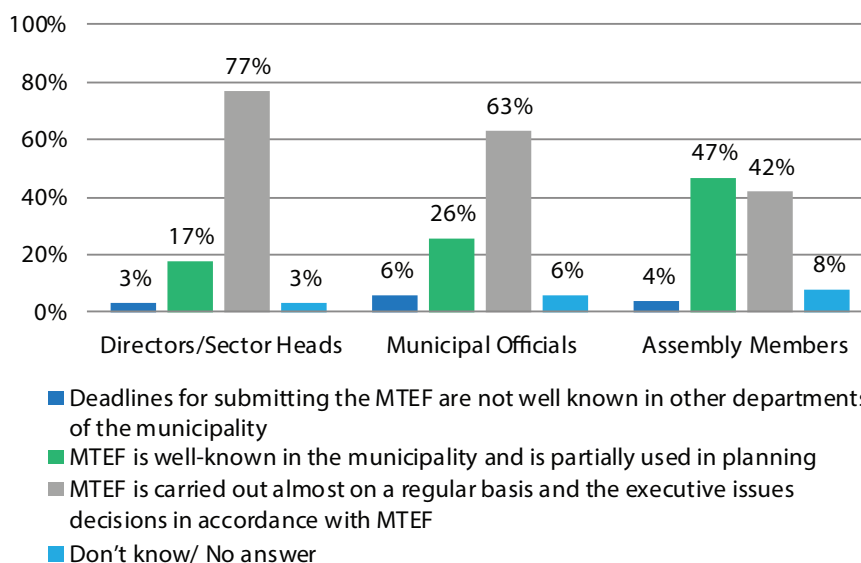
63. What type of skills and experiences does the municipality have to implement the law for local finances?



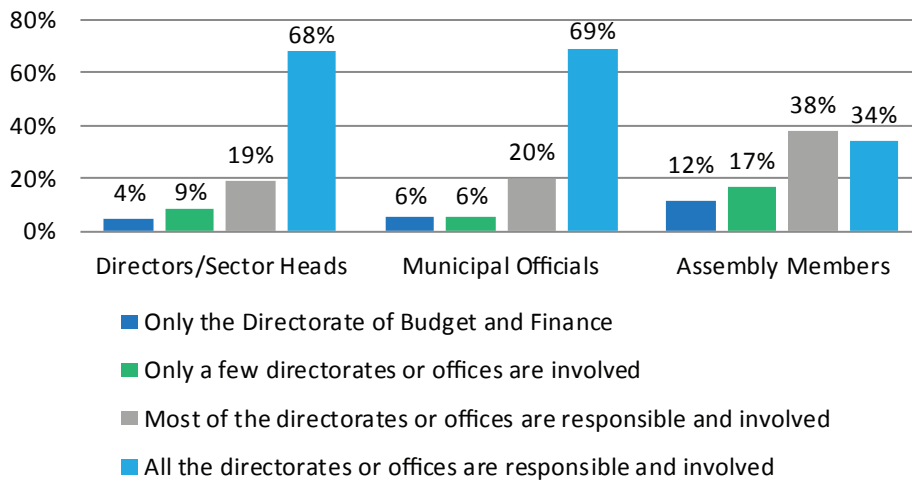
64. What level of knowledge / skills does the municipality have to prepare the medium-term budget framework (MBF)?



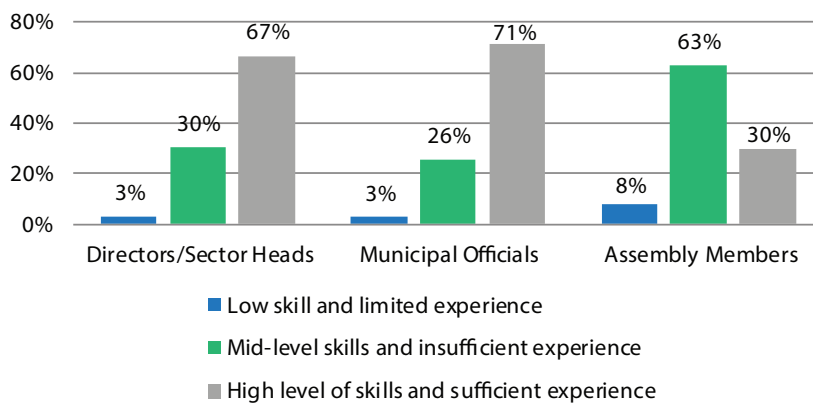
65. How well-known is the Medium Term Expenditure Framework (MTEF) in the municipality?



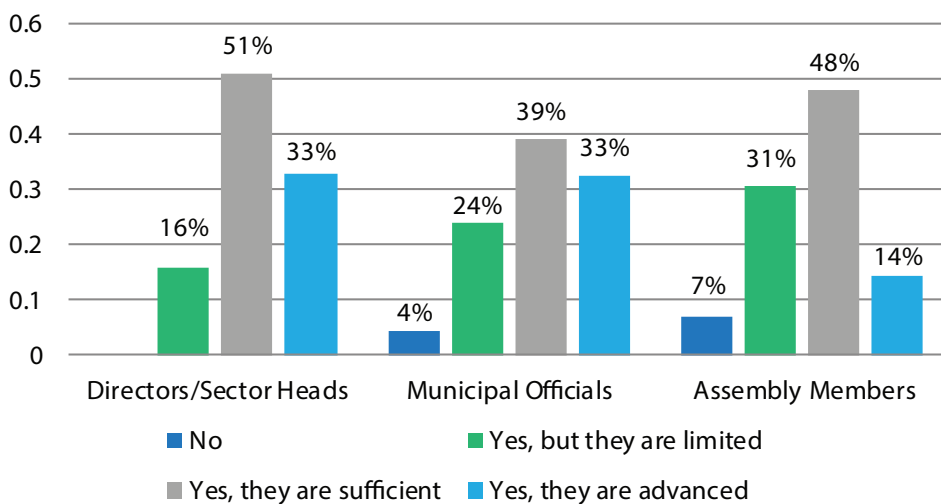
66. Which directorates are involved in budget planning?



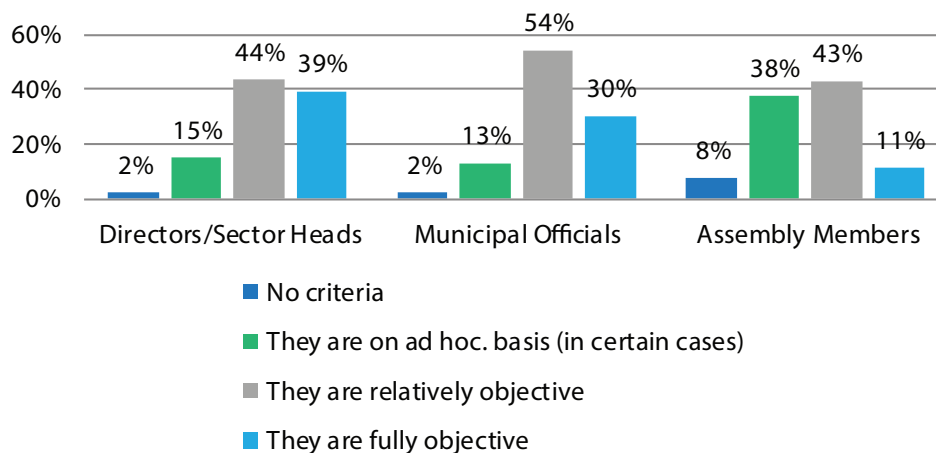
68. What skills and experiences does the municipality have for budget planning and drafting the budget circular?



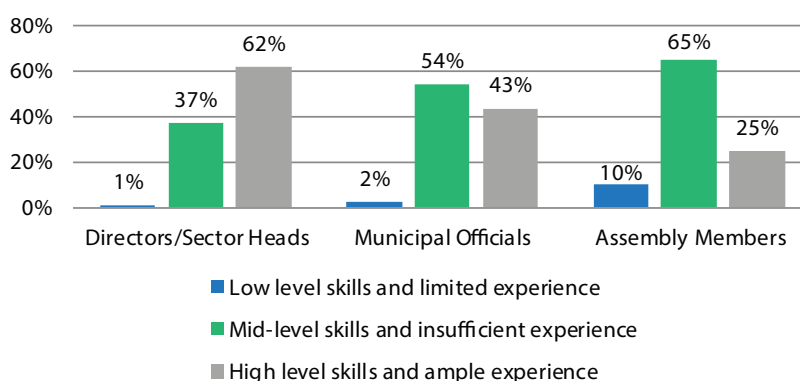
69. Are there any mechanisms for identifying and selecting projects?



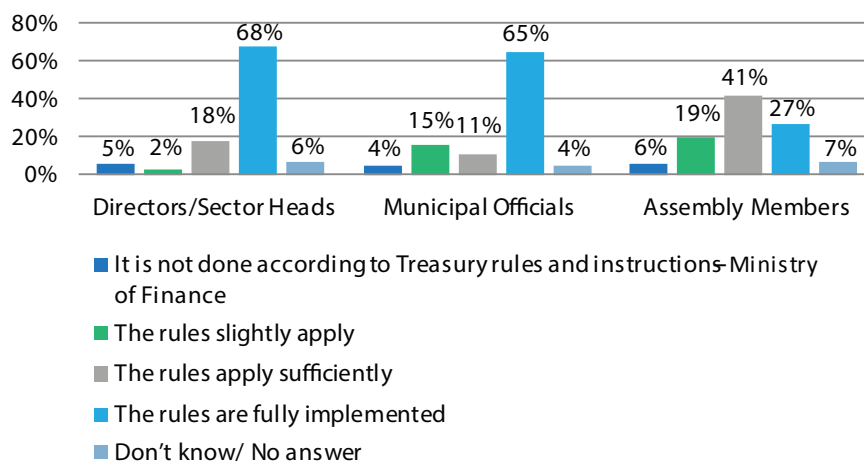
70. How would you assess the selection criteria for the projects?



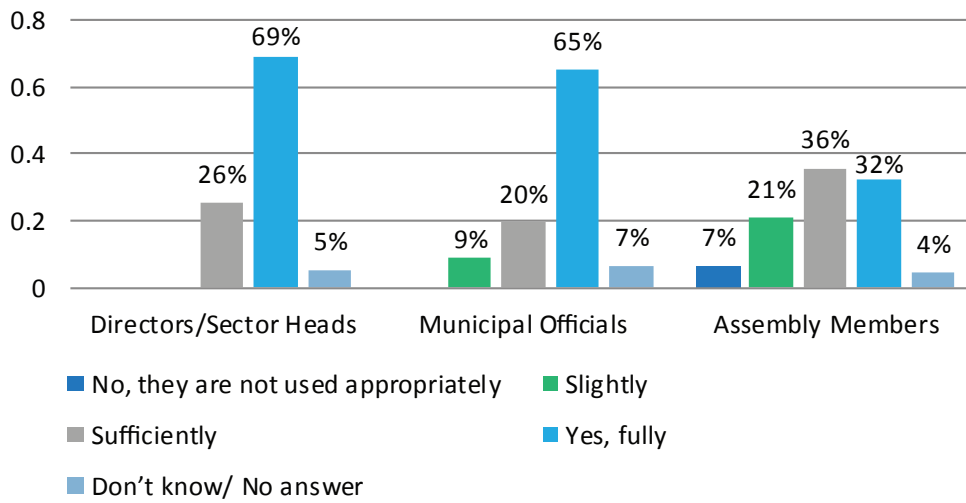
71. What are the skills and experiences for project preparation?



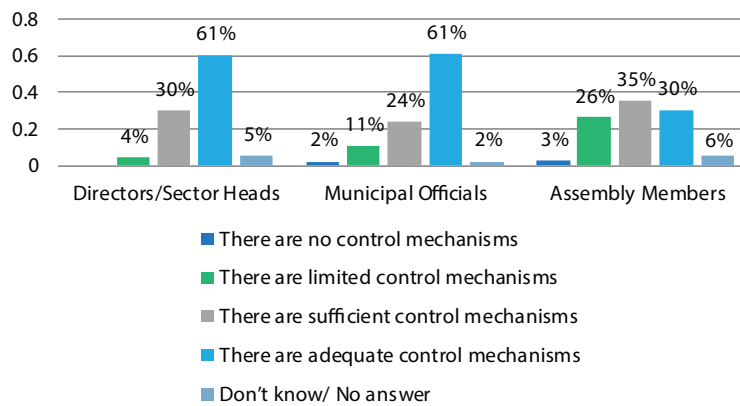
72. Is the internal control of public finances done in accordance with Treasury rules and instructions?



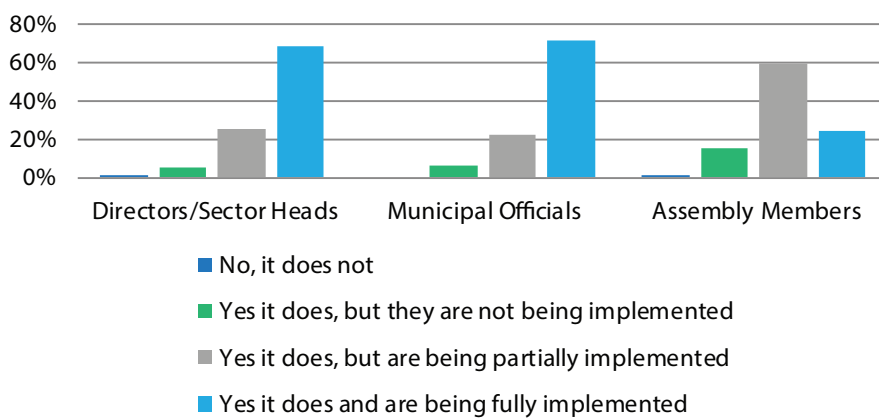
73. Are the funds appropriately used?



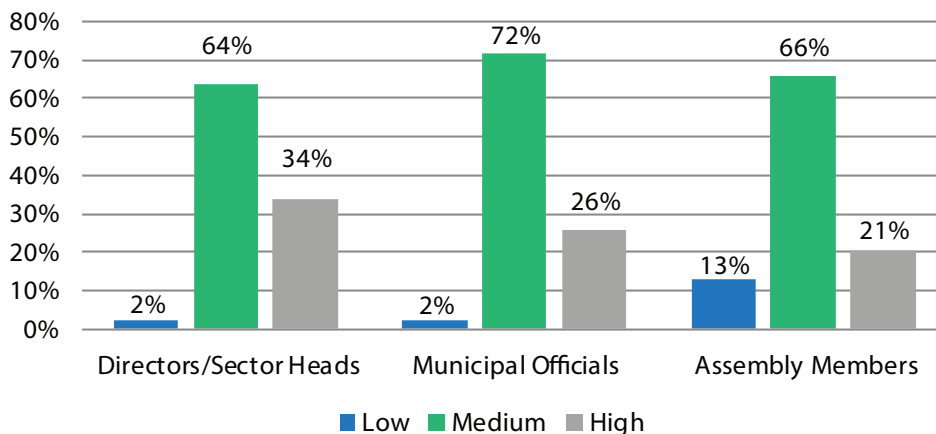
74. Are there any mechanisms for internal control of public finances?



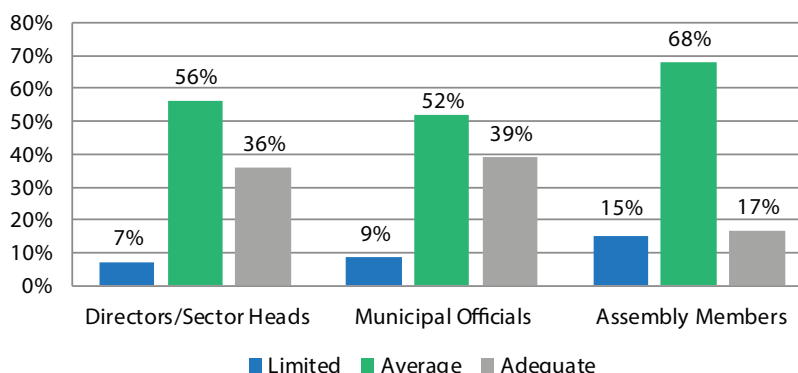
75. Does the municipality have regulation about tariffs, charges and fines?



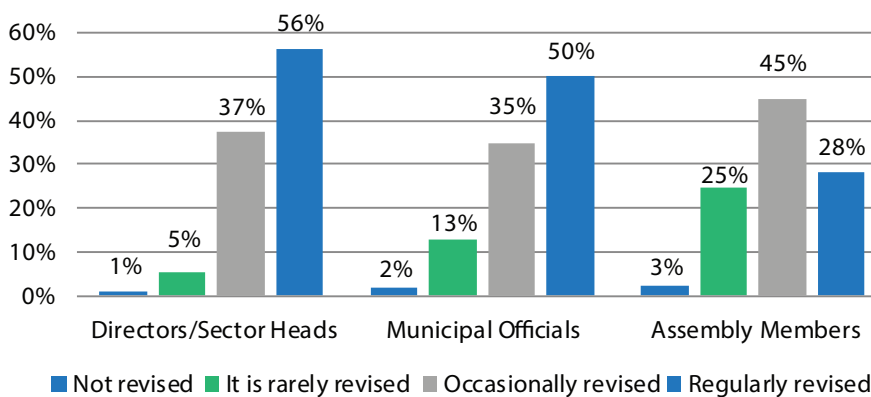
76. What is the level of collection of own source revenues?



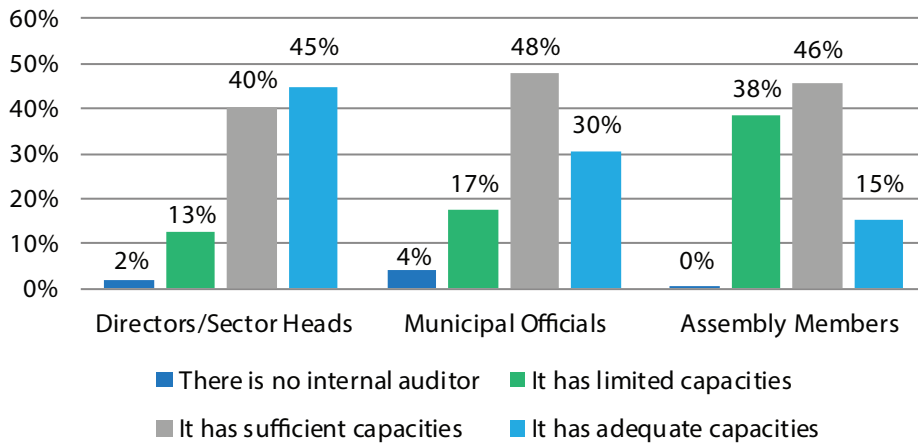
77. What are the municipal s to provide its own source revenues?



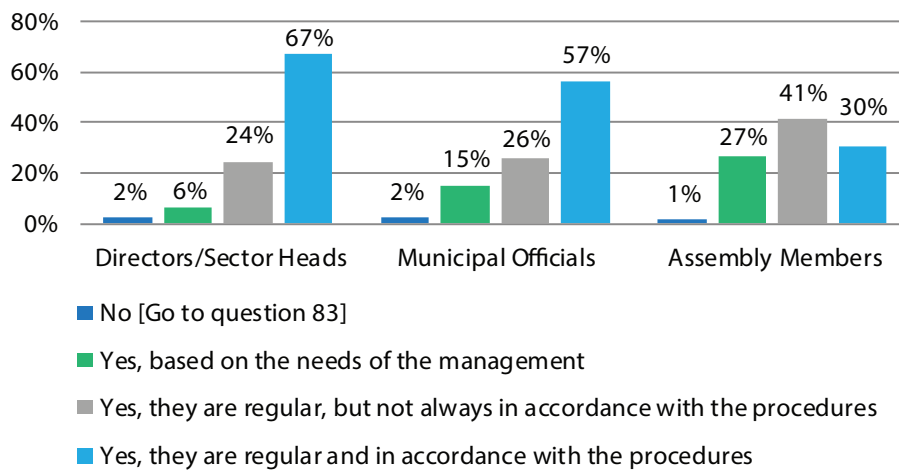
78. Is the tariff regulation on fines and penalties reviewed annually and is it always submitted for assessment of legality in MLGA?



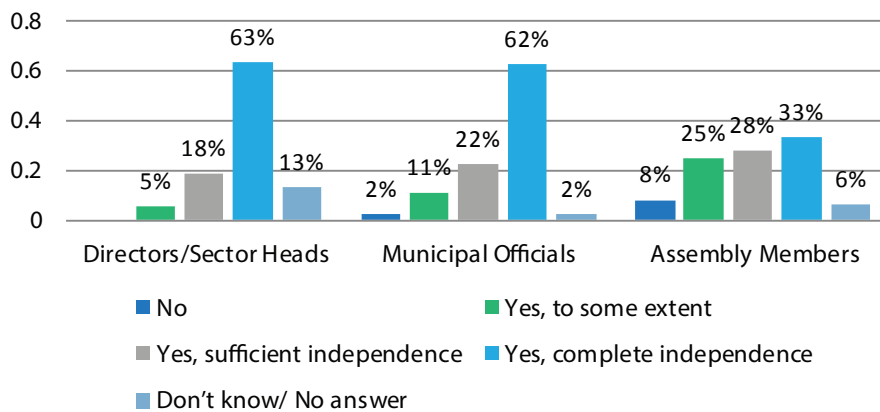
79. What level of capacities does the municipality have for internal audit?



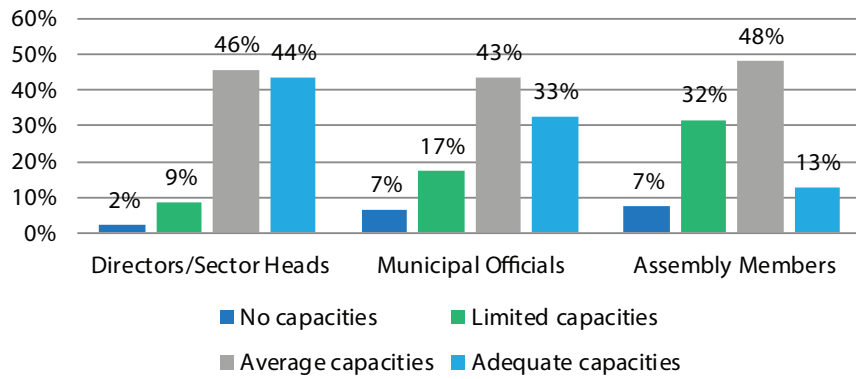
80. Does the municipality have auditing plans?



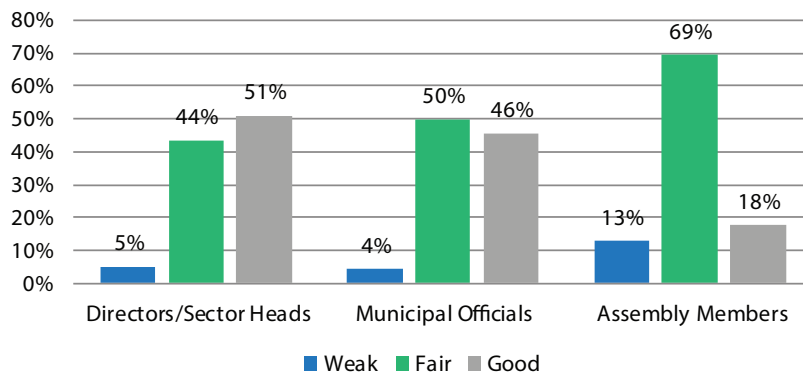
81. Does the Internal Auditor have professional independence?



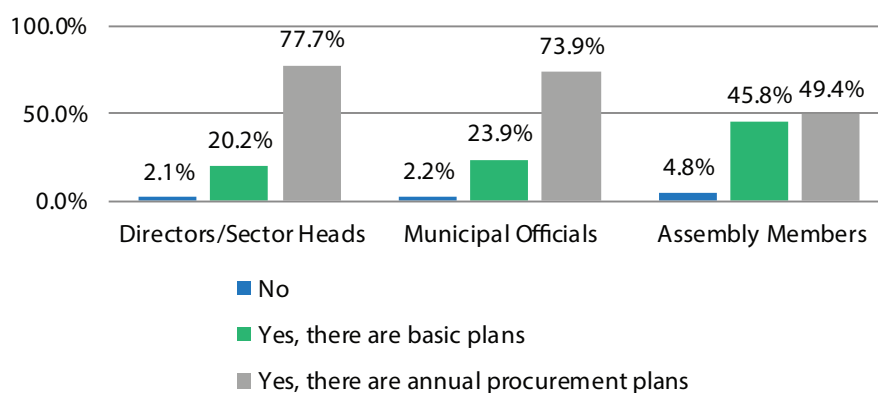
82. What level of capacities does the municipality have to ensure the implementation of ethical principles and code of conduct for the procurement team?



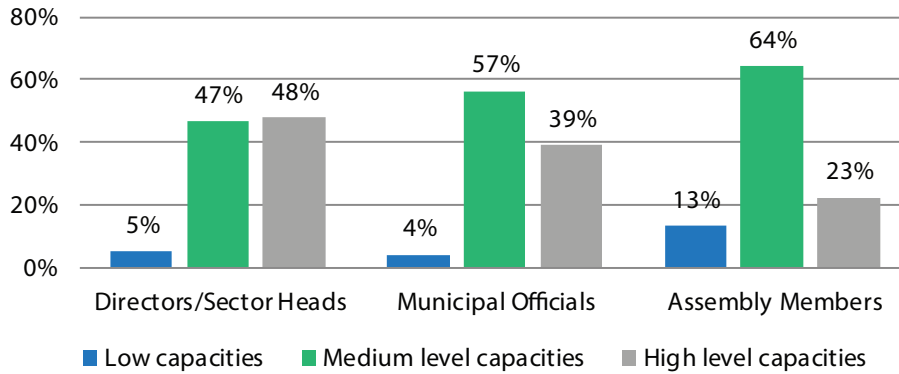
83. How would you assess the coordination with the central level?



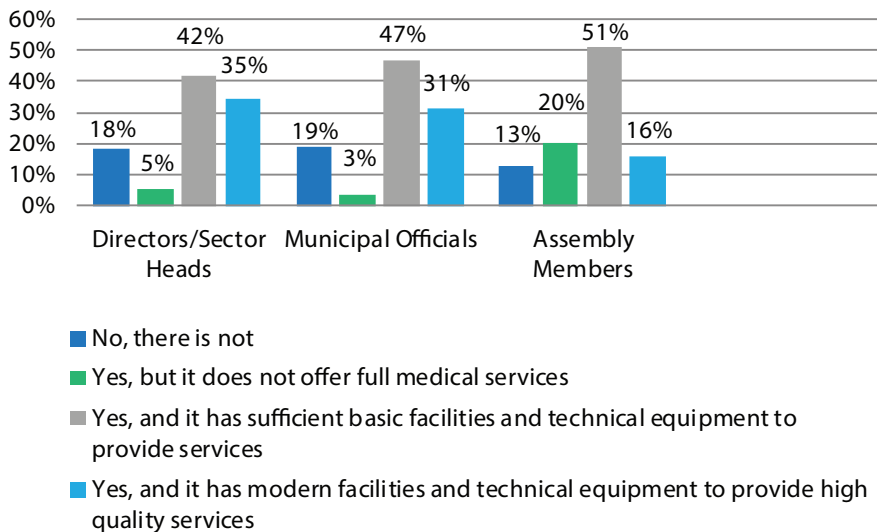
84. Does the Municipality have procurement plans?



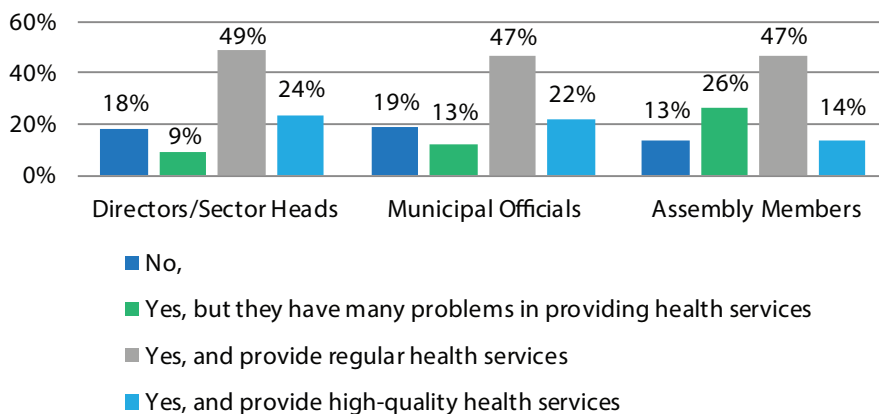
85. If so, what is the level of municipalities' capacities to compile and implement procurement plans with precision?



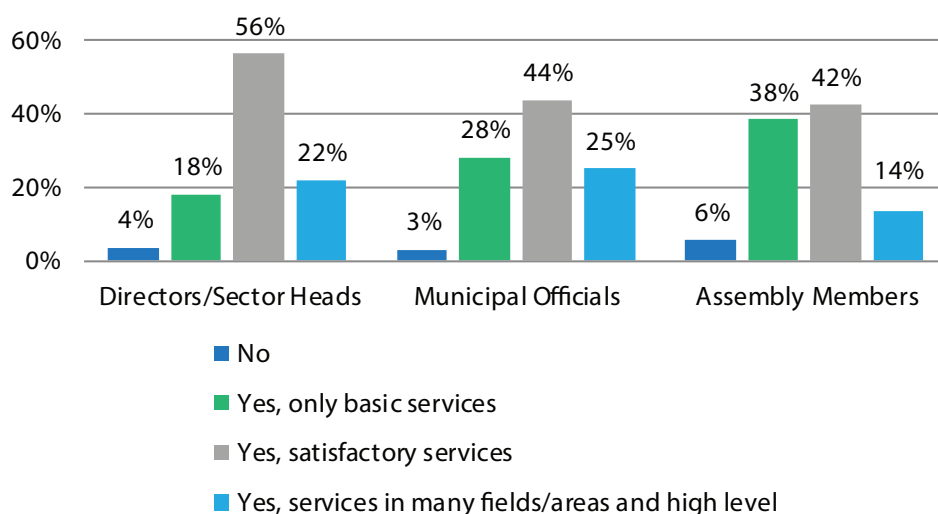
86. Is there a main family medicine center in your municipality (MFMC)?



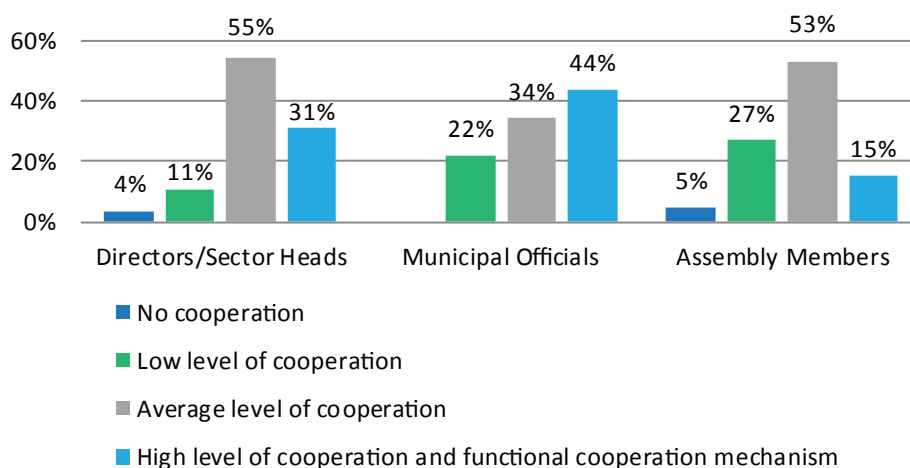
87. Are there any Family Medicine Centers in your municipality (FMCs)?



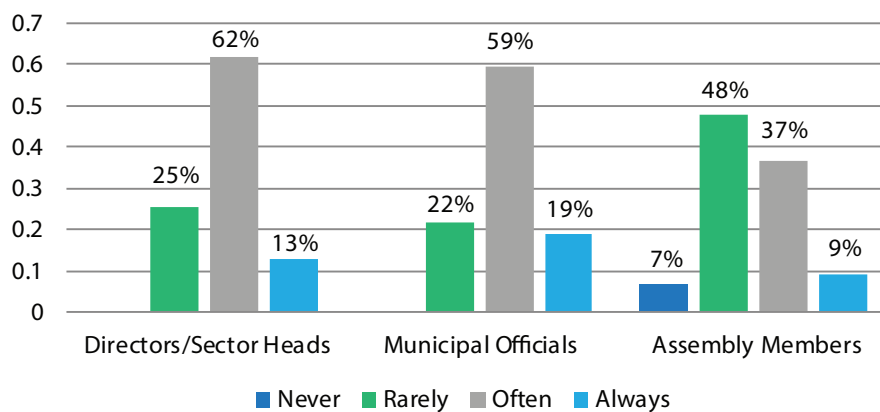
88. Does the Municipality offer social and family services?



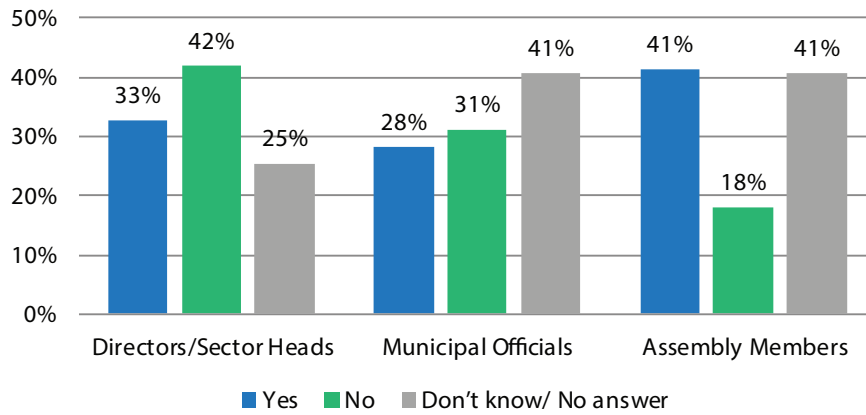
89. What is the level of cooperation with NGOs in the field?



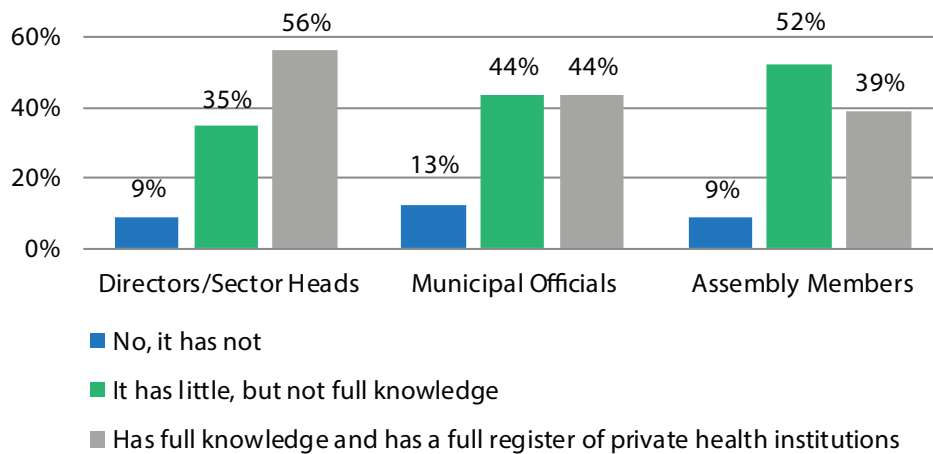
90. Does the municipality provide additional social services, based on emerging needs?



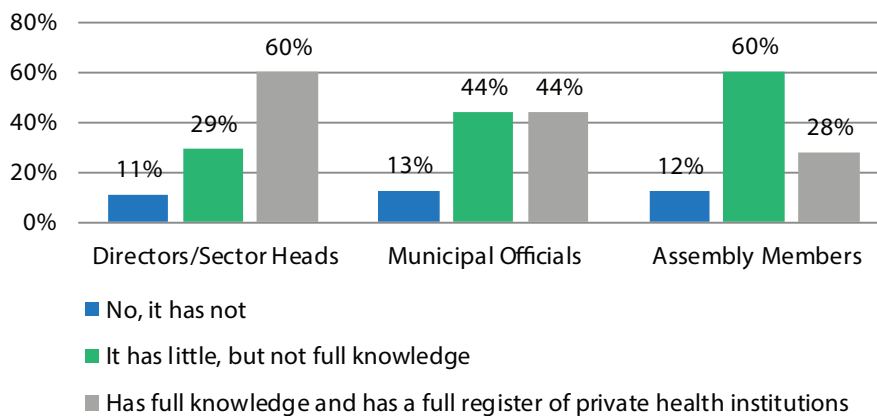
91. Does the Municipality have its own representative at the board of Social Policy Institute?



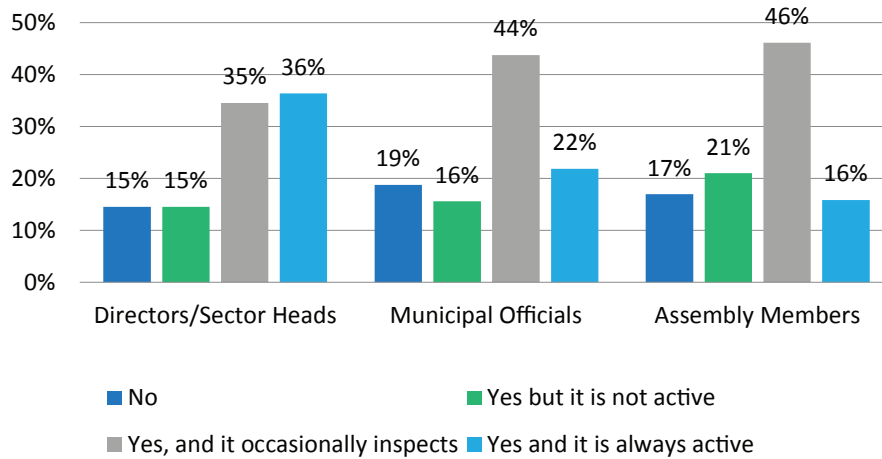
92. Does the municipality have information about private health institutions?



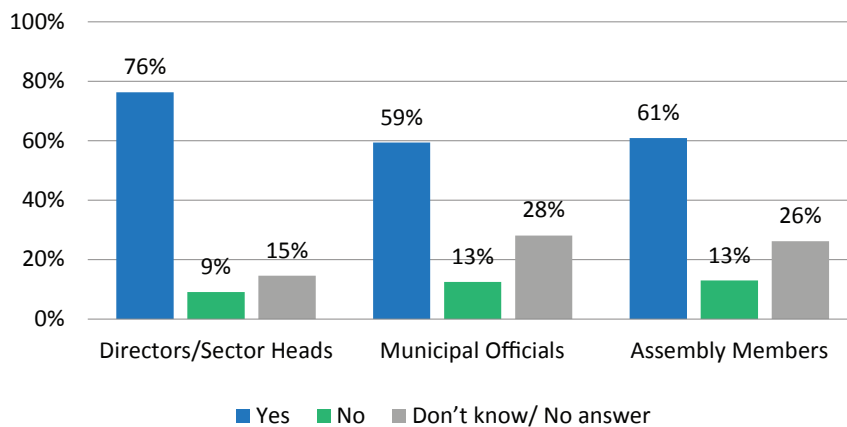
93. Does the municipality give prior approval to primary health care institutions?



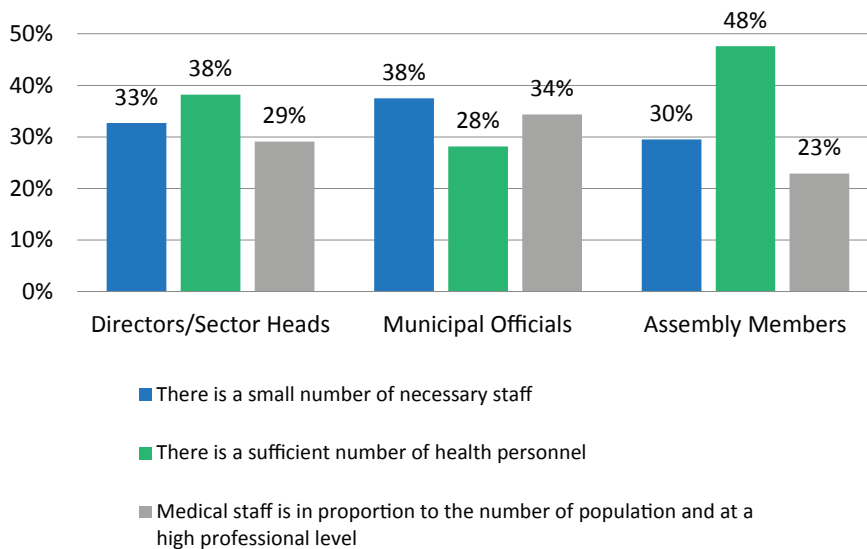
94. Does the municipality have an inspection commission of private health care institutions?



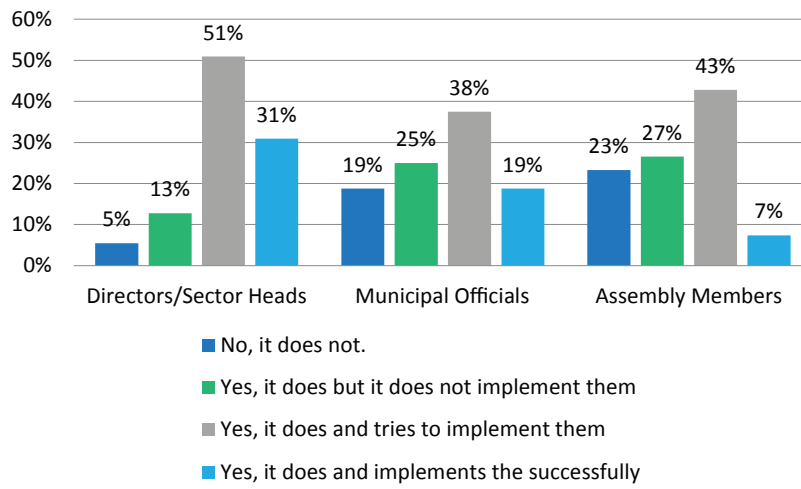
95. Does the municipality have mechanisms that ensure the co-operation with the ministry in this field?



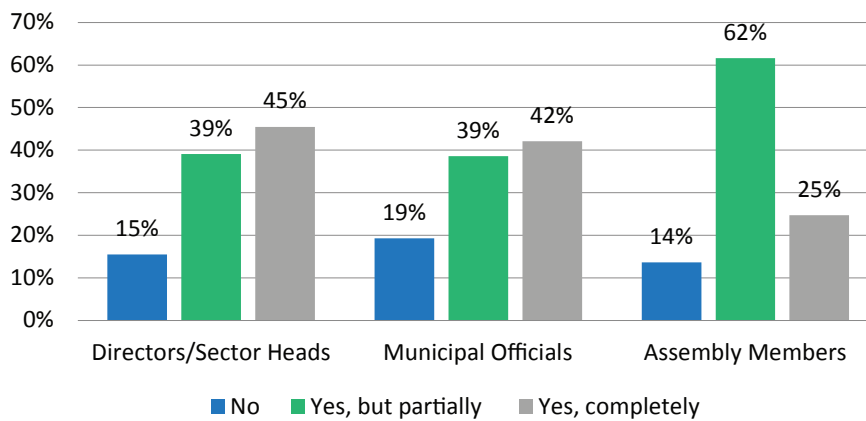
96. Is there an adequate number of health personnel?



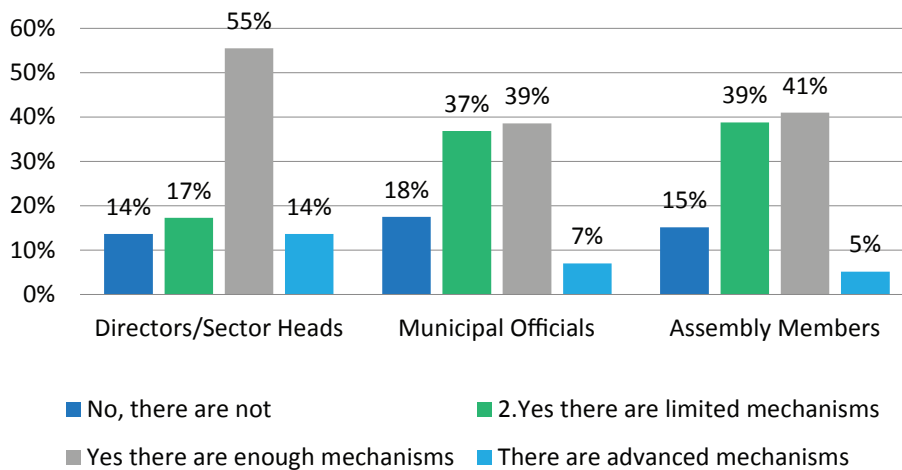
97. Does the municipality have stimulating policies for their health personnel and their specialization?



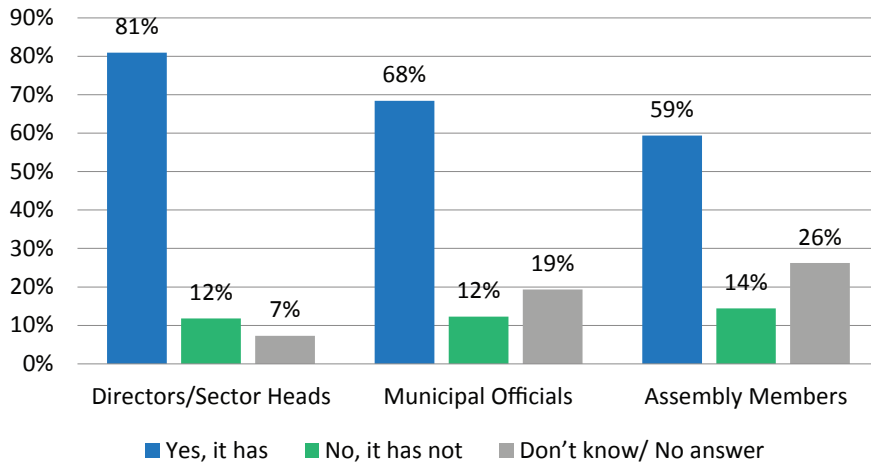
98. Are water supply, sewerage and waste managed by public enterprises in your municipality?



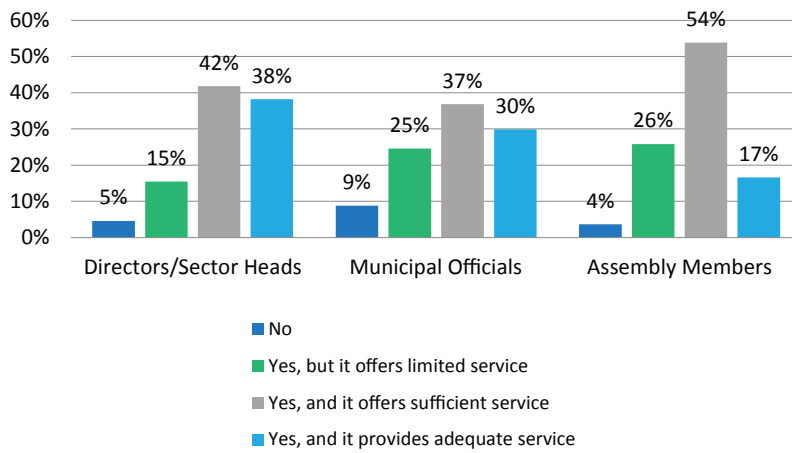
99. Are there mechanisms for measuring the quality of services in municipalities?



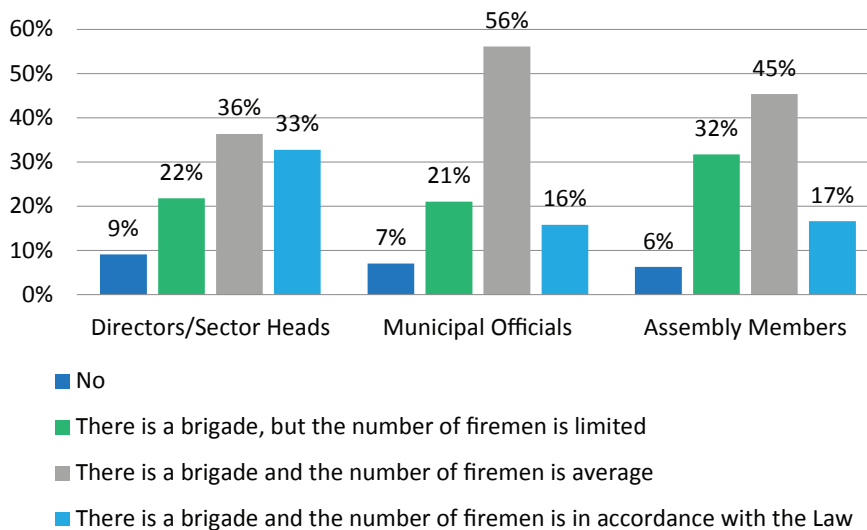
100. Has the municipality conducted sanitary inspection as a quality controller for these services?



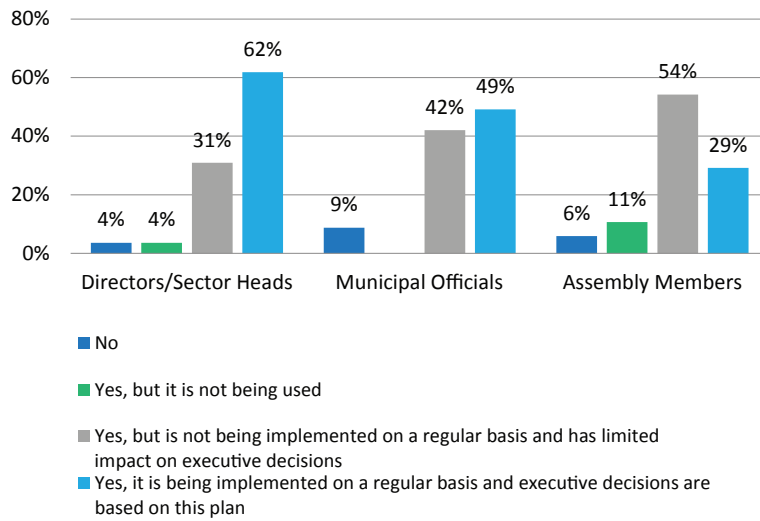
101. Does the Fire Services Management Unit operate in your municipality?



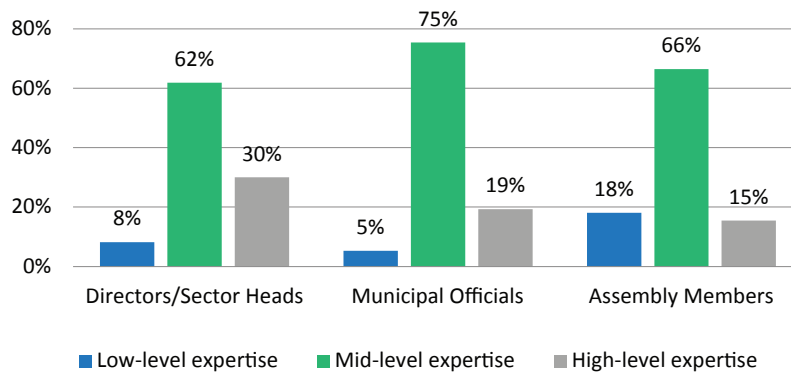
102. Is there a brigade with an appropriate number of firemen in accordance with the Law?



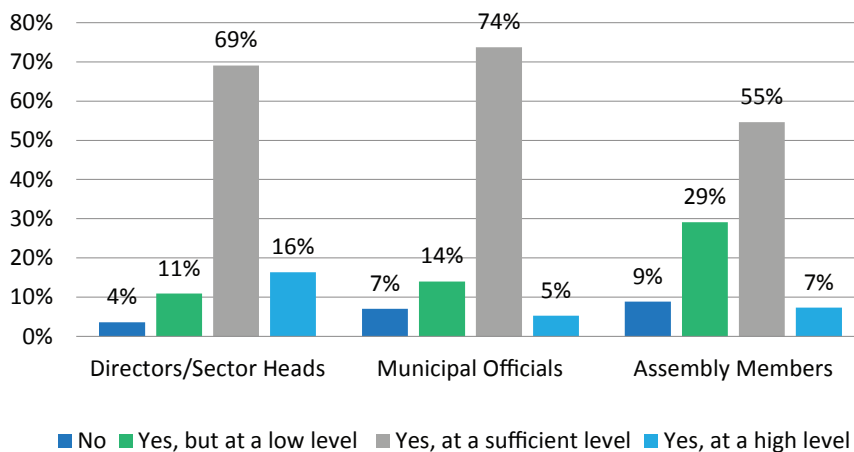
103. Is there a plan for response to emergencies and fire protection?



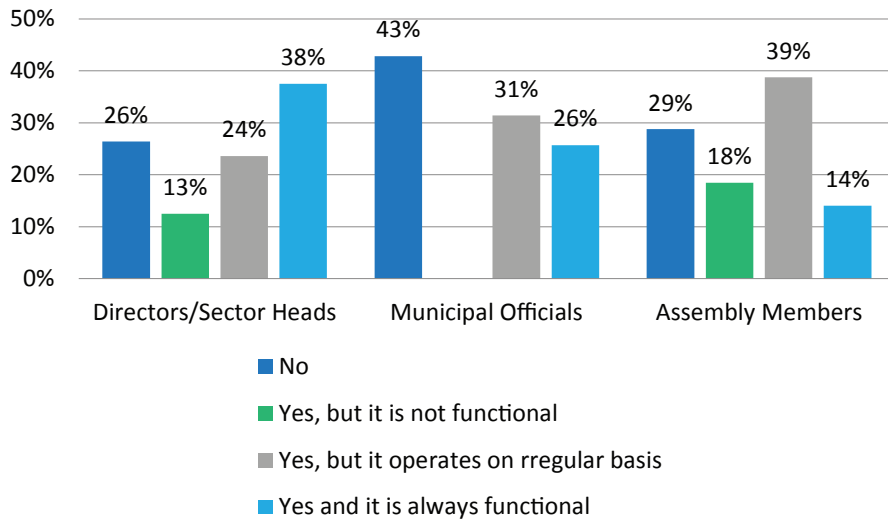
104. What is the expertise level of the municipality to develop in detail a realistic and concrete plan for responding to emergencies and fire protection?



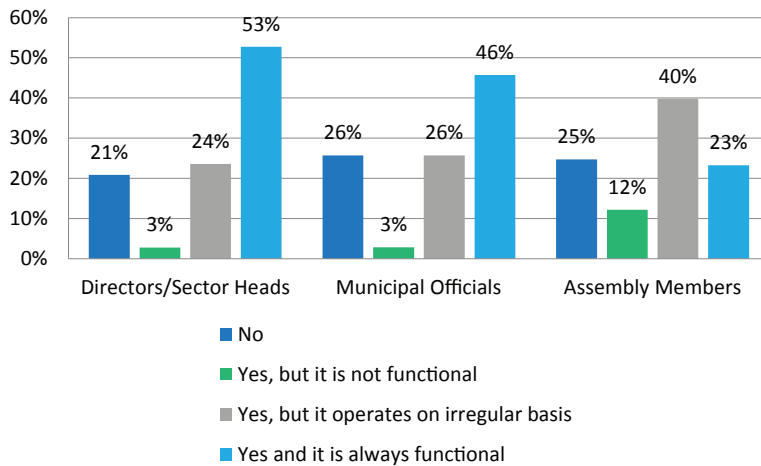
105. Is there an efficient use of inter resources on/towards emergency responses?



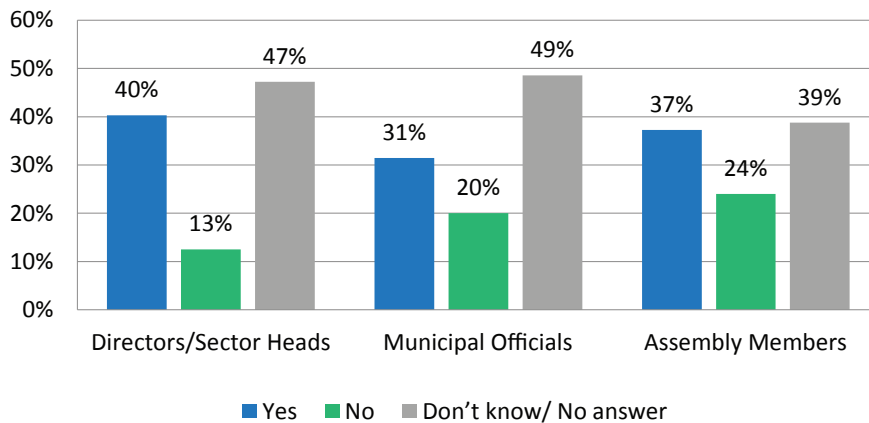
107. Is there a Municipal Commission of Shareholders in the municipality?



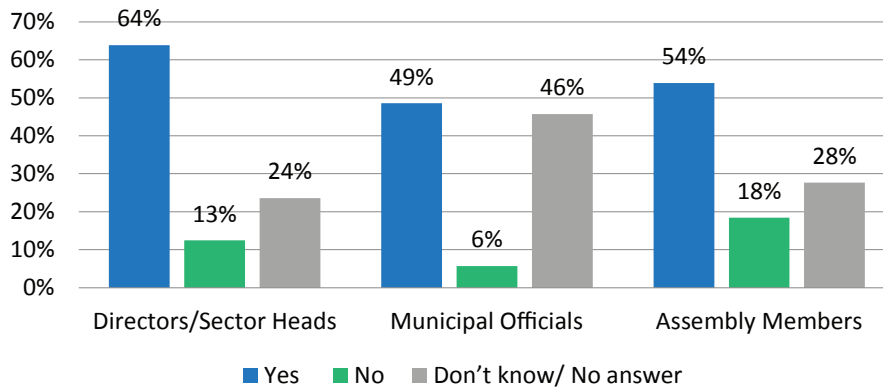
108. Is there a Board of Directors?



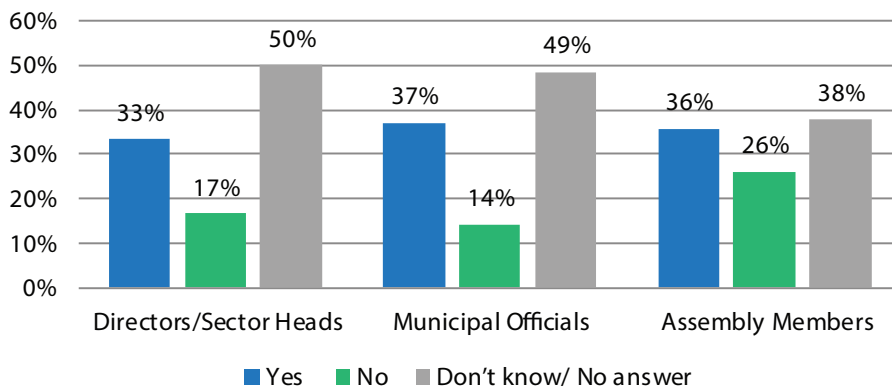
109. Has the business plan for municipal independent enterprises (MIE) been approved by the board of directors?



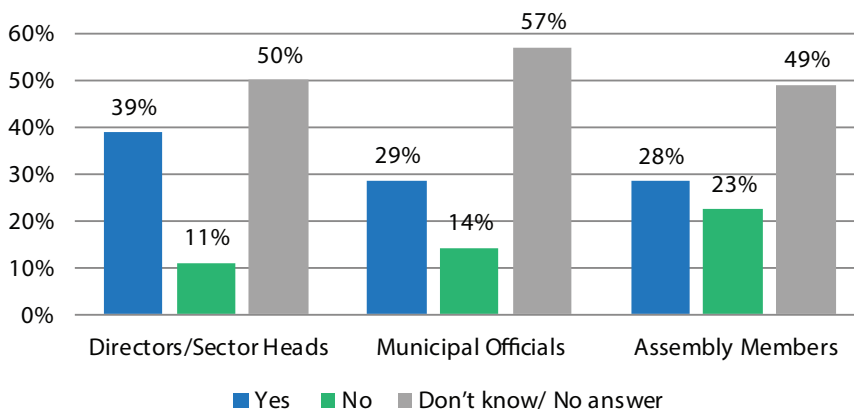
110. Has the Audit Commission been established?



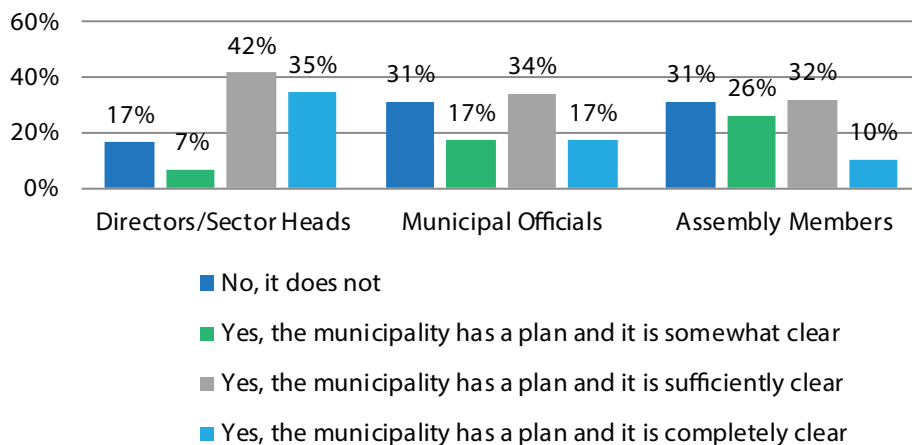
111. Have the business officials of municipal independent enterprises (MIE) been named by the board of directors?



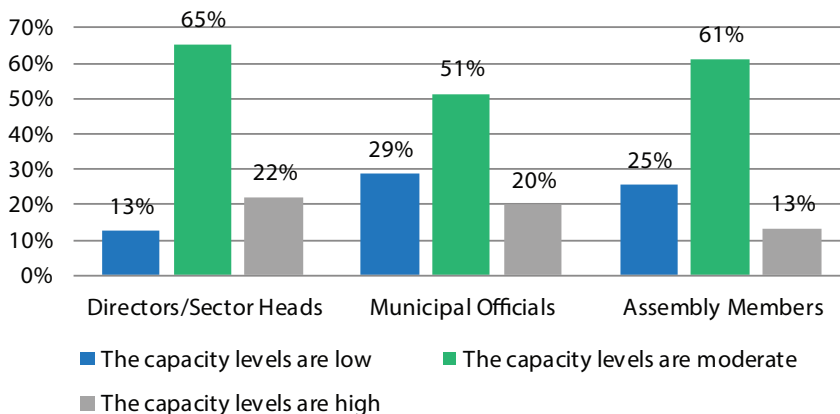
112. Has the ethical code of the municipal independent enterprises (MIE) been approved?



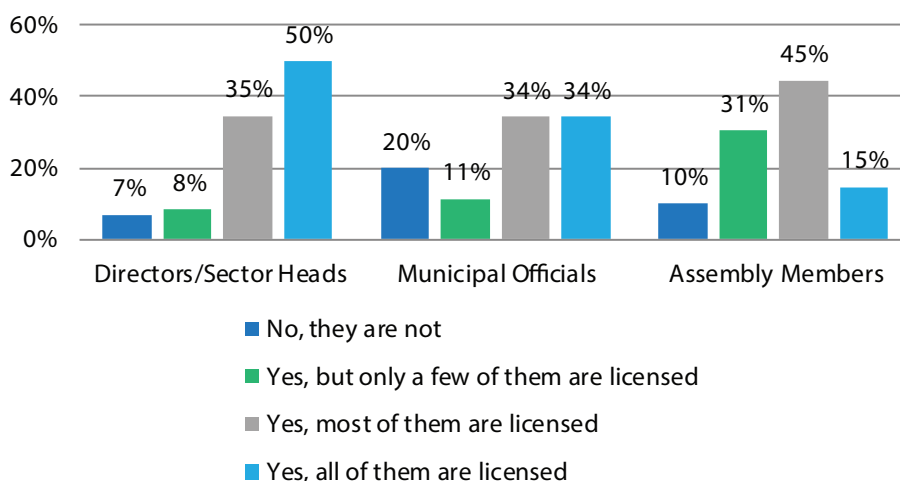
113. Does the municipality have a clear plan regarding the regulation for public transportation?



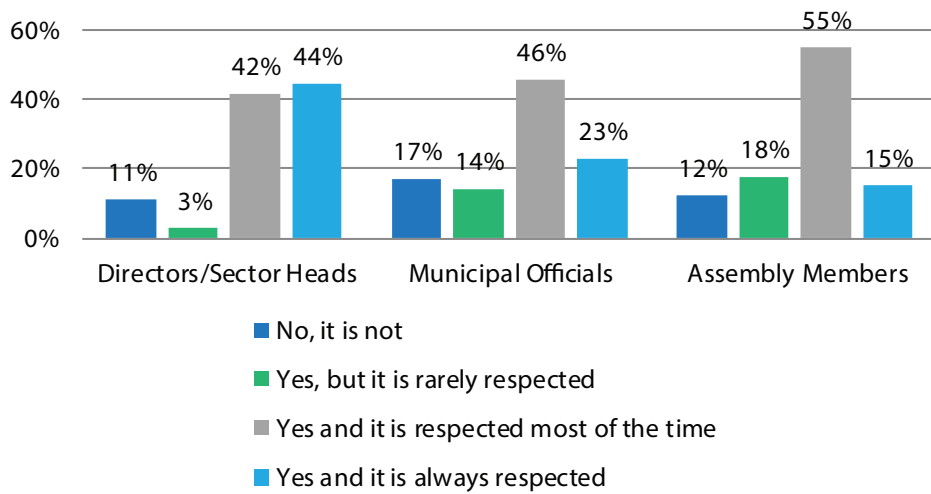
114. What are the capacities of human resources to draft policies for local transportation?



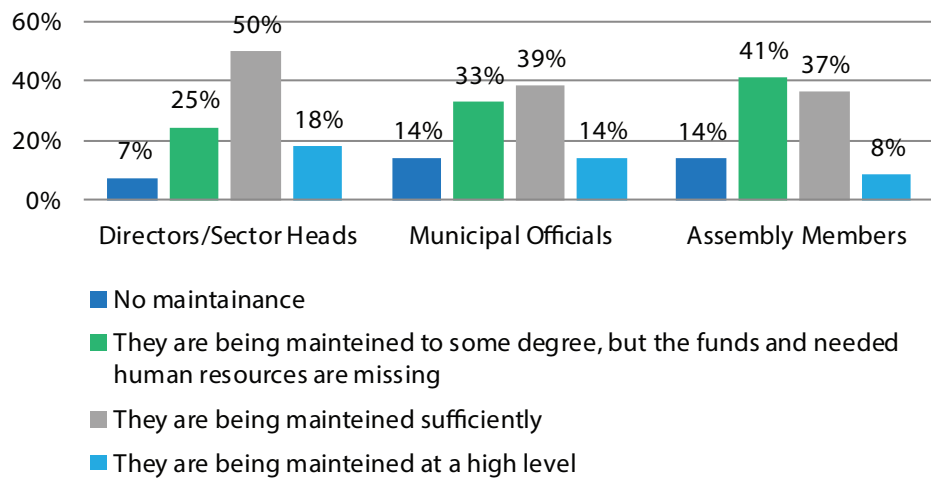
115. Are the companies who carry out transportation licensed?



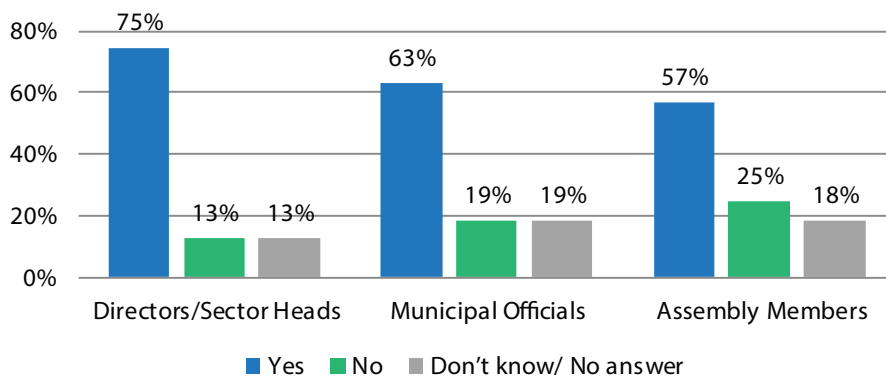
116. Is the lines' timetable being respected?



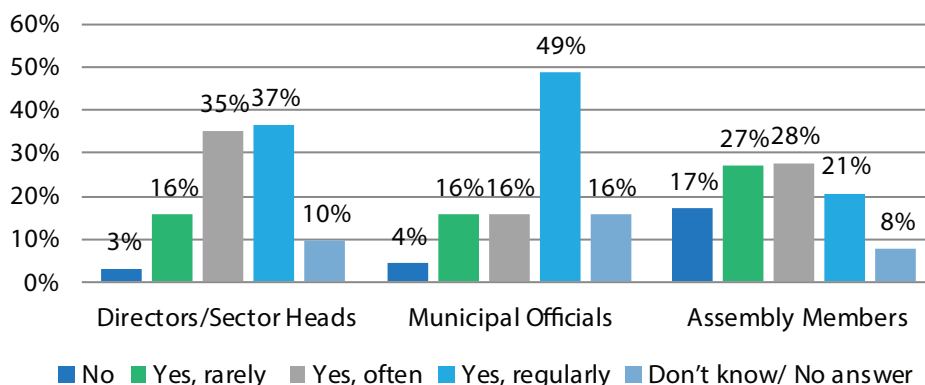
117. What is the level of maintenance of local roads and public spaces?



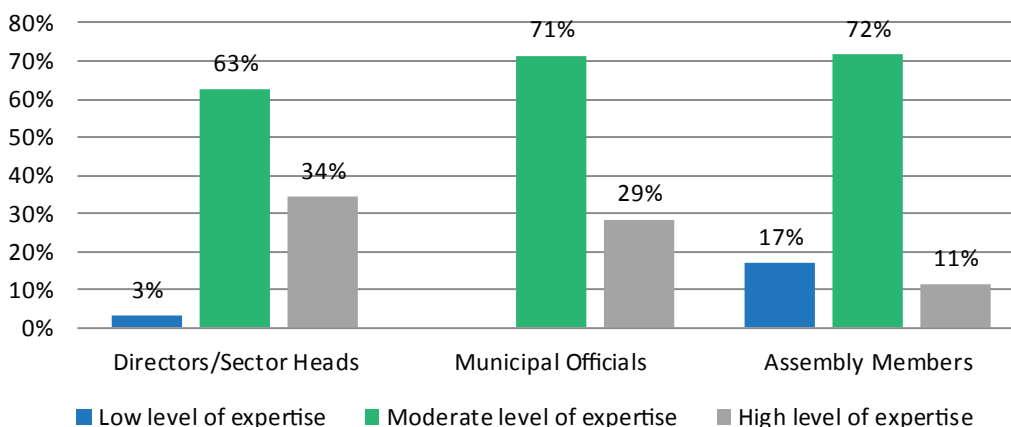
118. Does the municipality have a sustainable system to monitor and assess street maintenance and public space maintenance?



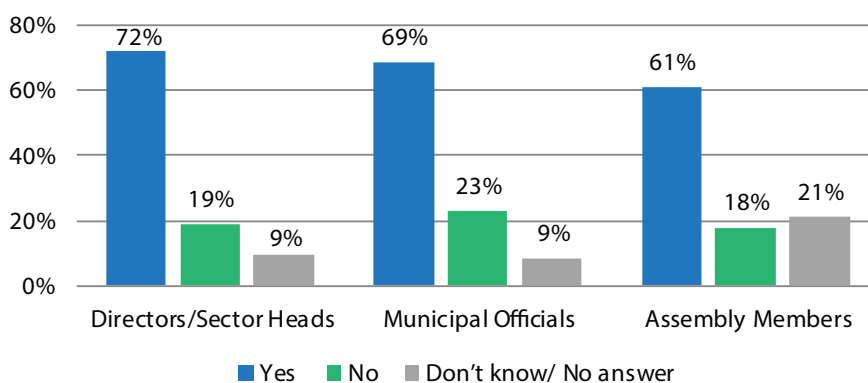
119. Does the municipality measure public opinion regarding the priorities for the maintenance of local roads and public spaces?



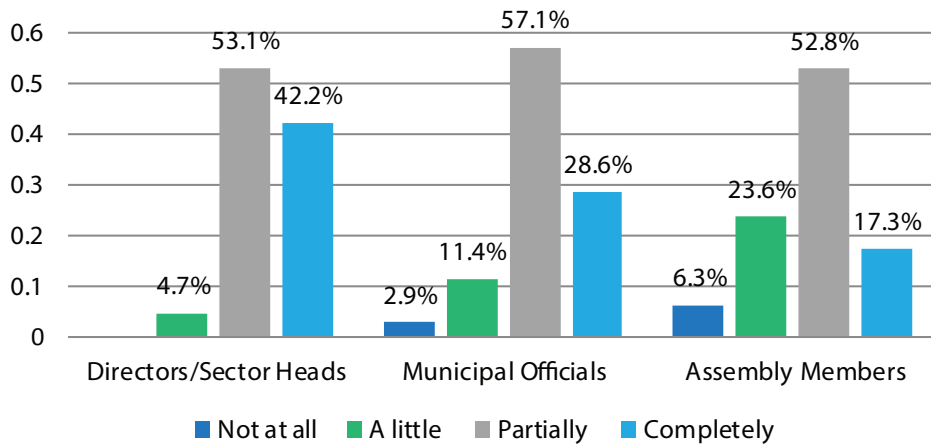
120. What is the expertise level within the municipality regarding the drafting of the development plan?



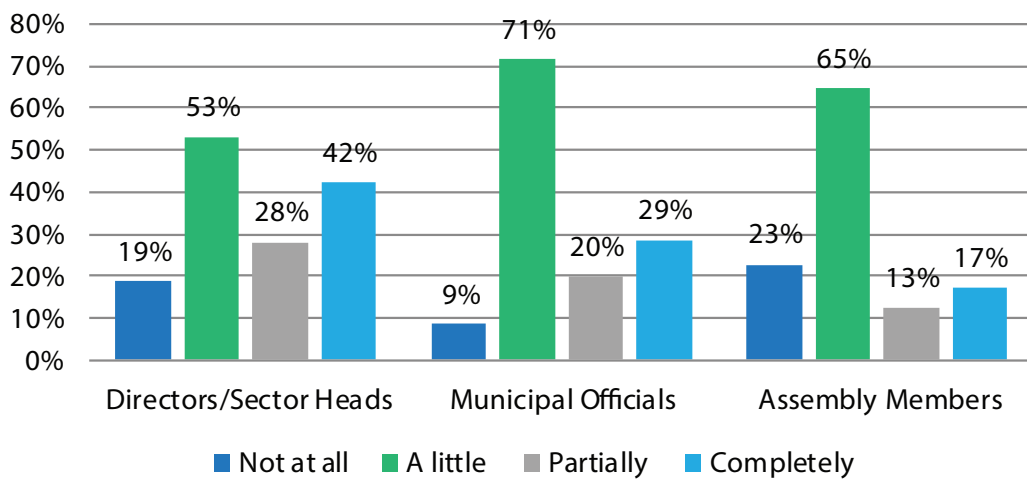
121. In the absence of sufficient expertise, did the municipality contract a design company for the preparation of the plan?



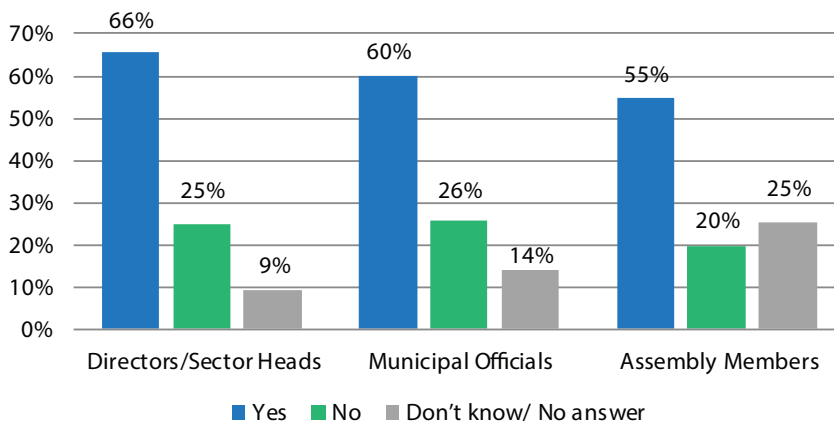
122. To what extent are the executive decisions based on the municipal development plan?



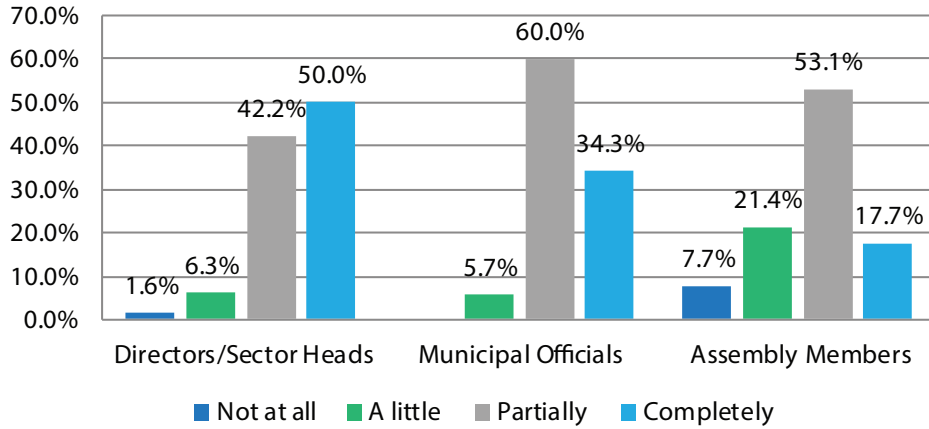
123. What is the level of expertise within the municipality for compiling zoning maps?



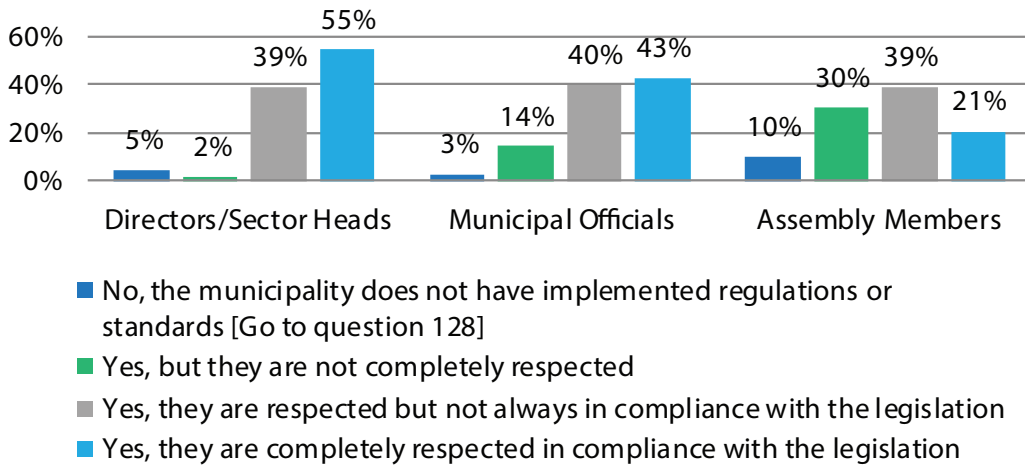
124. In the absence of sufficient expertise, did the municipality contract a design company for the preparation of the plan?



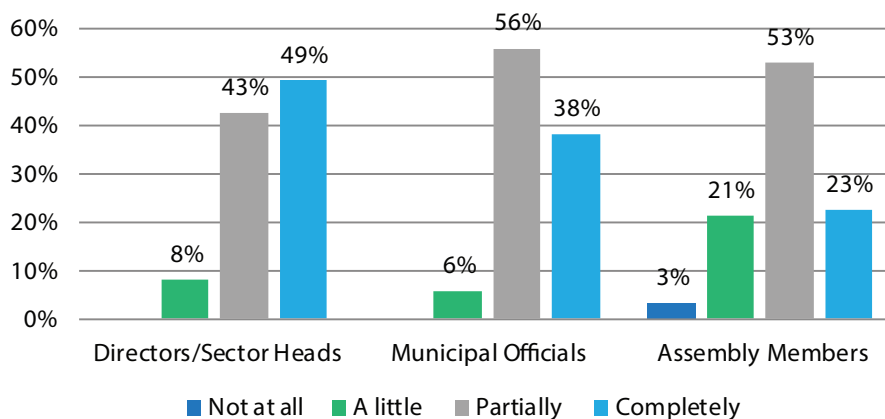
125. How much are the executive decisions based on the urban development plan?



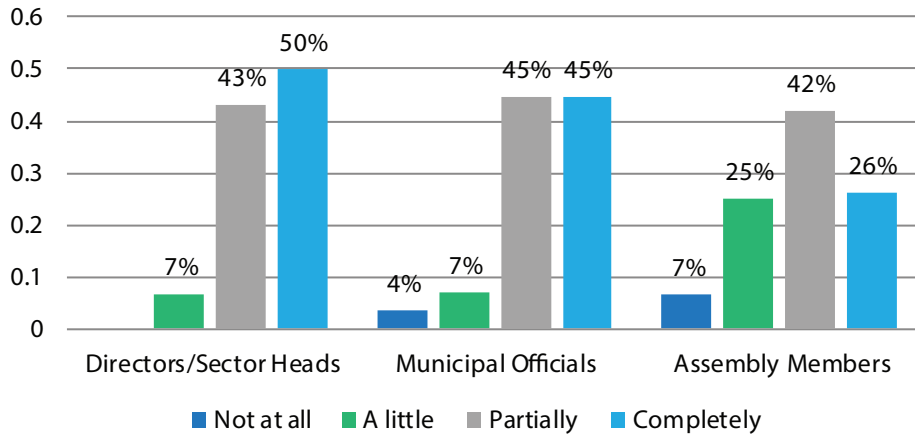
126. Are there regulations or standards in use that regulate construction control?



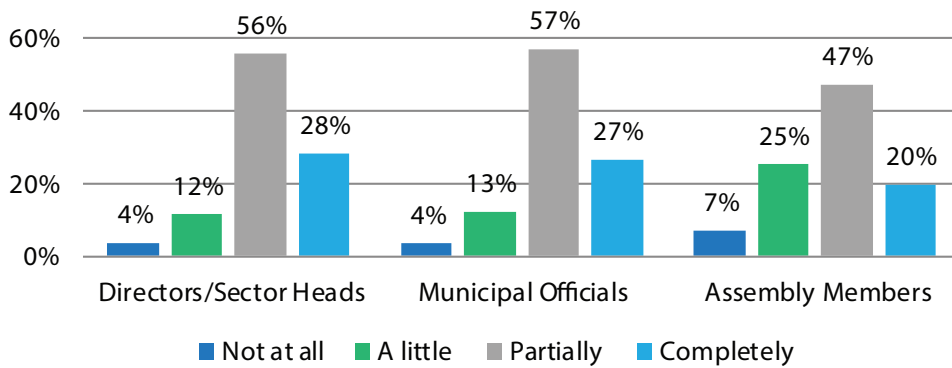
127. How meaningful is their implementation in executive decision-making?



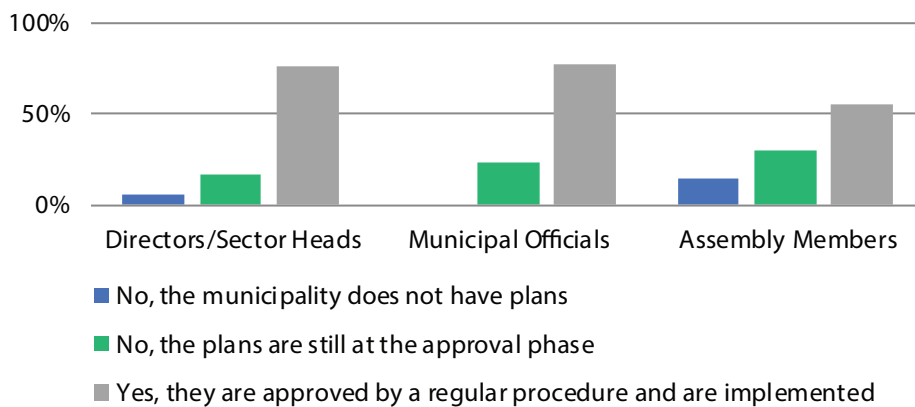
128. Are the legal mechanisms for implementing regulations and building standards clearly defined?



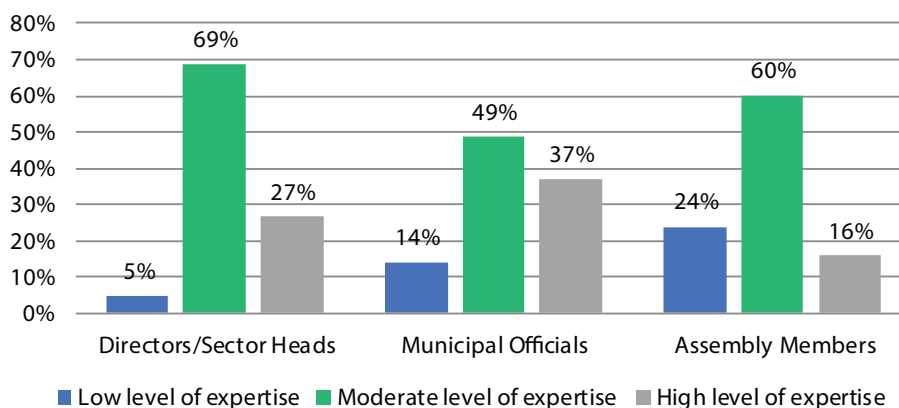
129. How sufficient are human resources for implementing regulations and building standards?



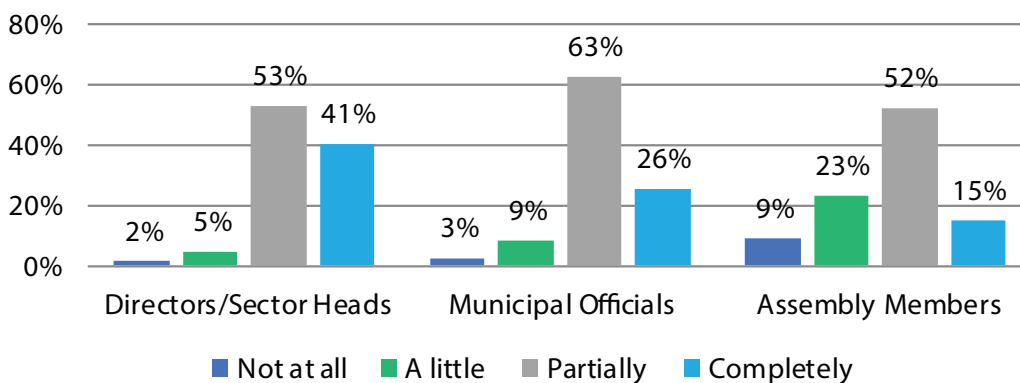
130. Does the municipality have plans for environmental protection?



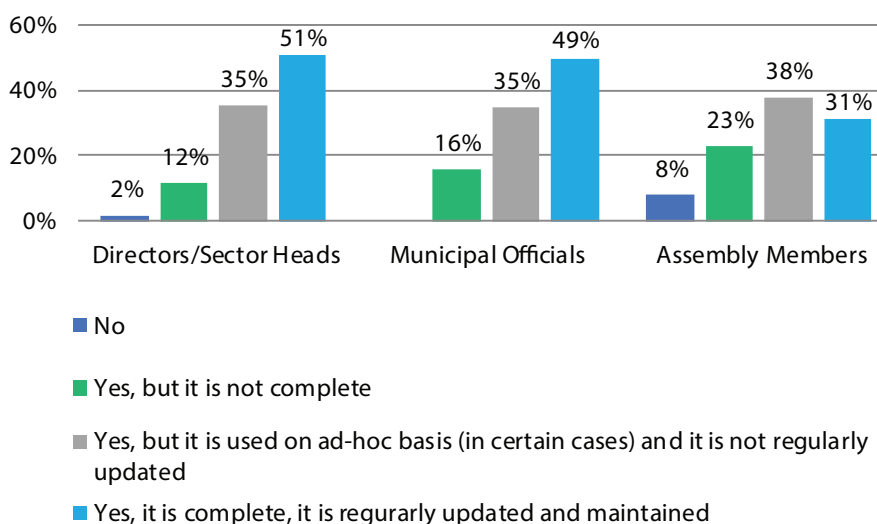
131. What is the expertise level within the municipality for developing plans for environmental protection?



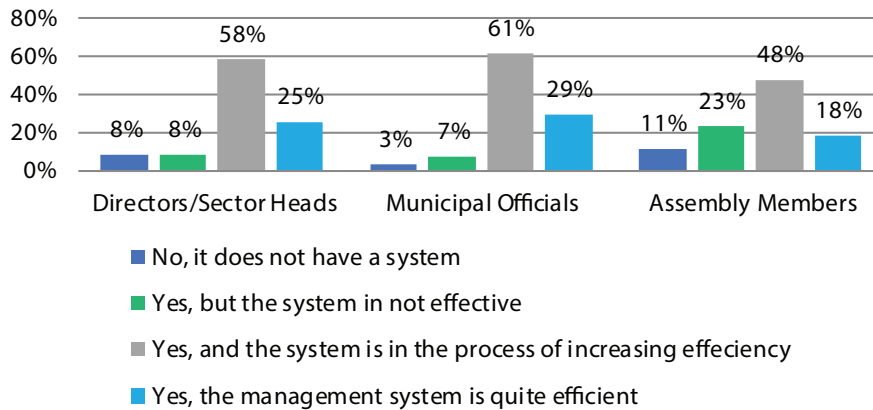
132. To what extent are the executive decisions based to the environmental protection plans?



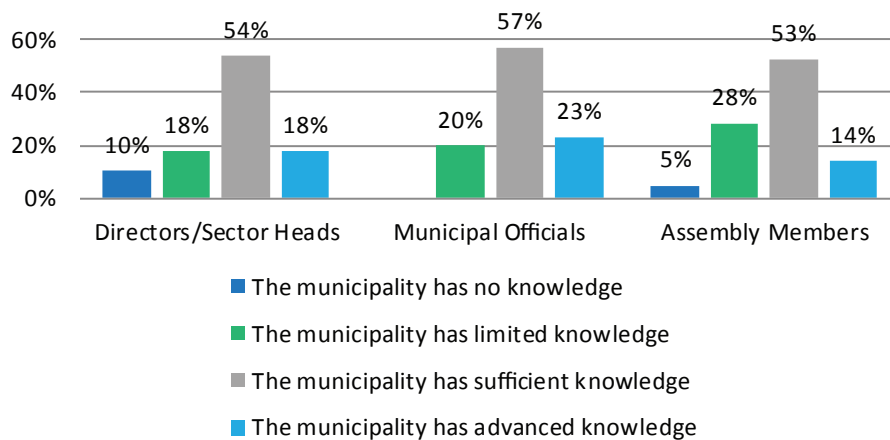
133. Is there a register of municipal public property?



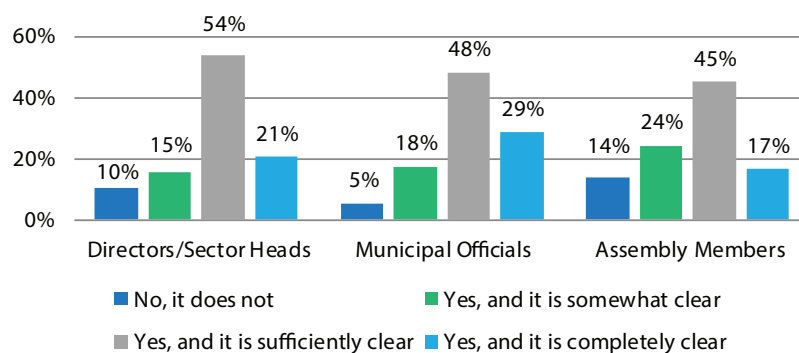
134. Does the municipality have a system for managing municipal public property?



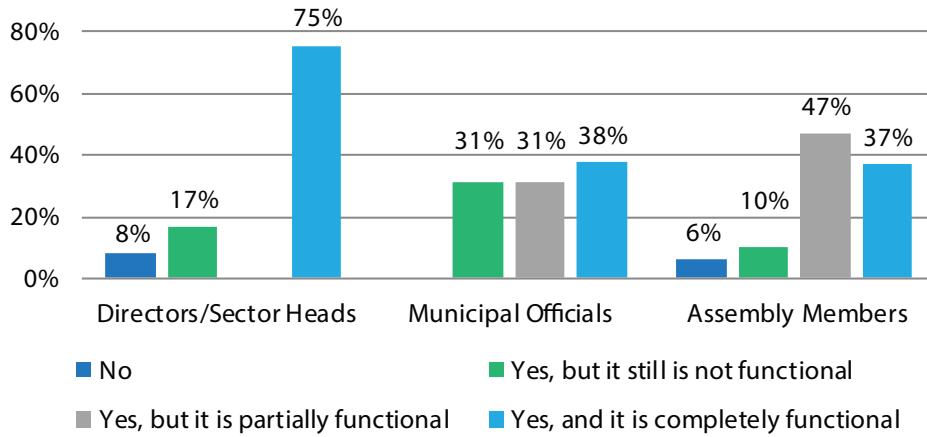
135. How informed is the municipality for the approval of the human rights legal package: Gender Equality Law nr. 05/L-020, Protection from Discrimination Law nr 05/L-021, Ombudsperson Law nr. 05/L-019?



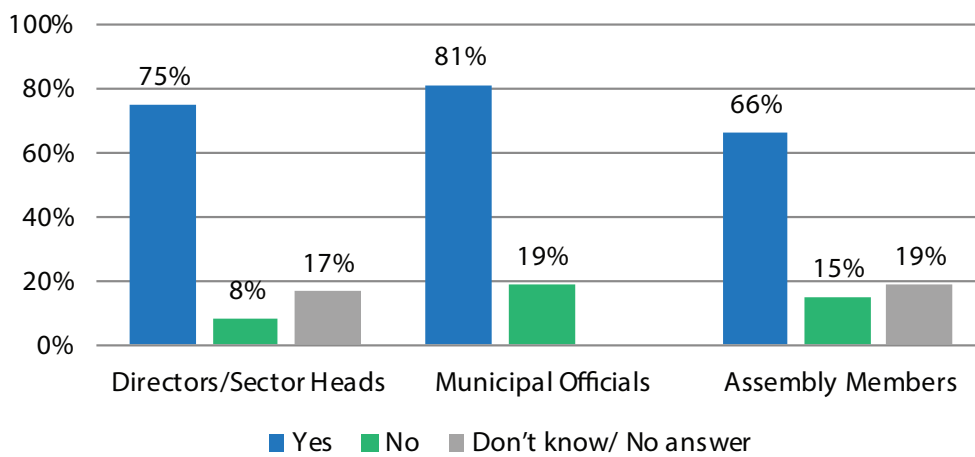
136. Does the municipality have a clear system for informing its citizens regarding approvals/changes in the legislation?



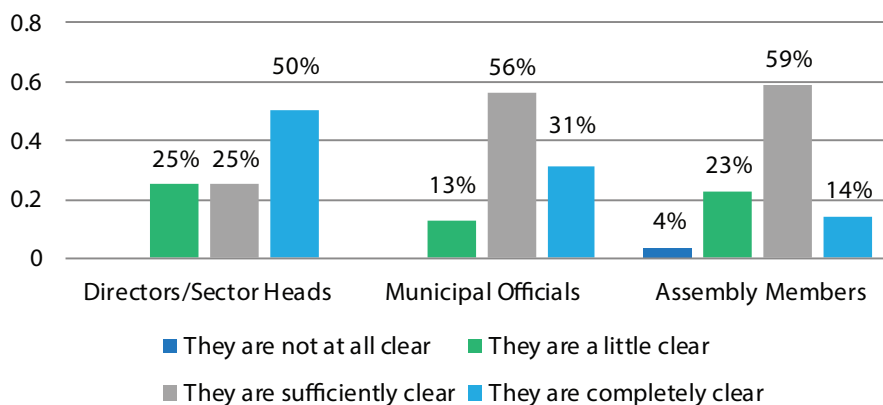
137. Did the municipality establish the Office for Communities and Return?



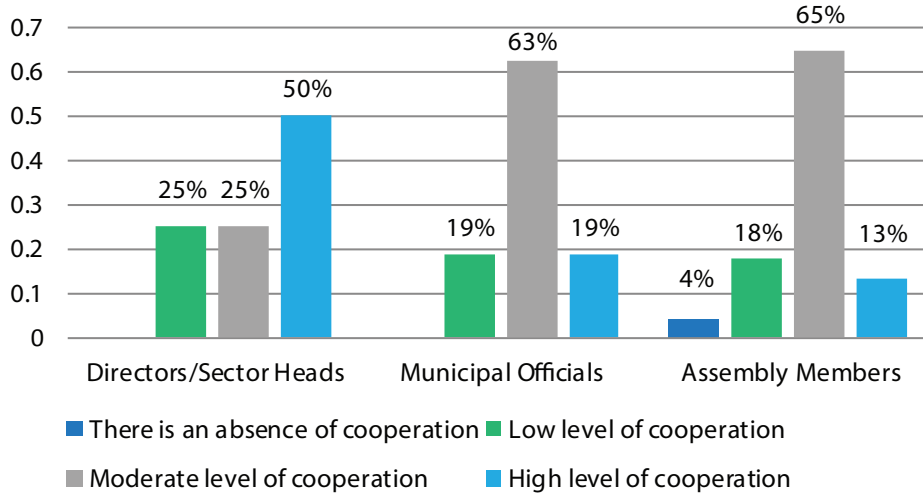
138. Do the Municipal Structures for Communities and Return have a working plan?



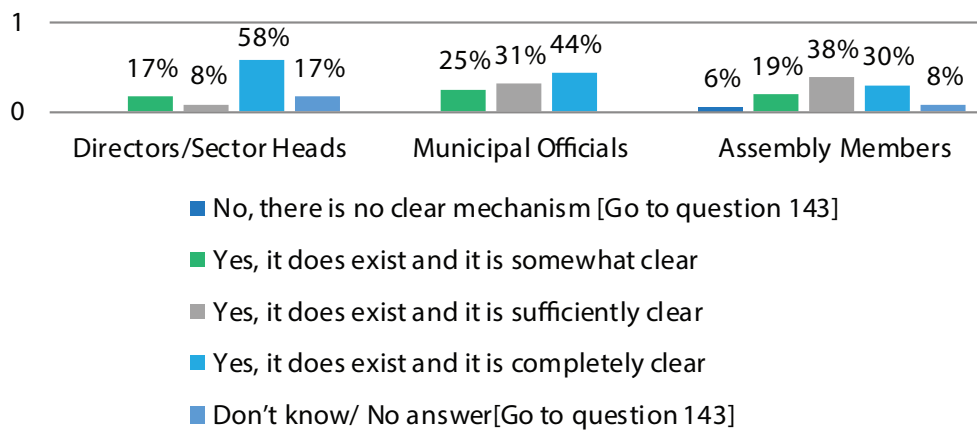
139. How clear are their responsibilities, functions and reporting?



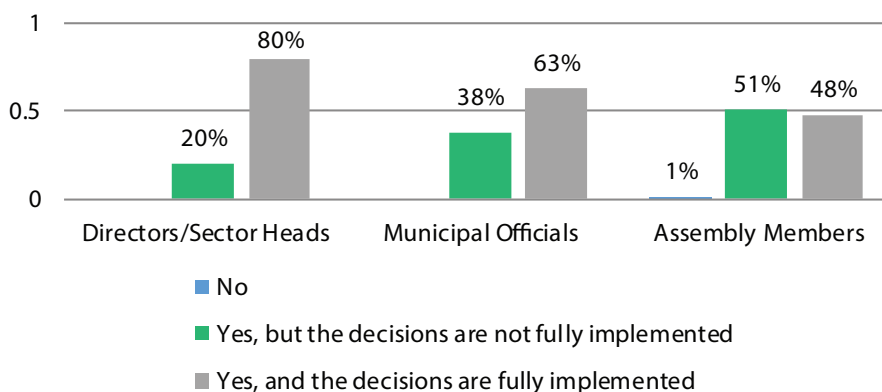
140. What is the degree of cross-sectorial cooperation?



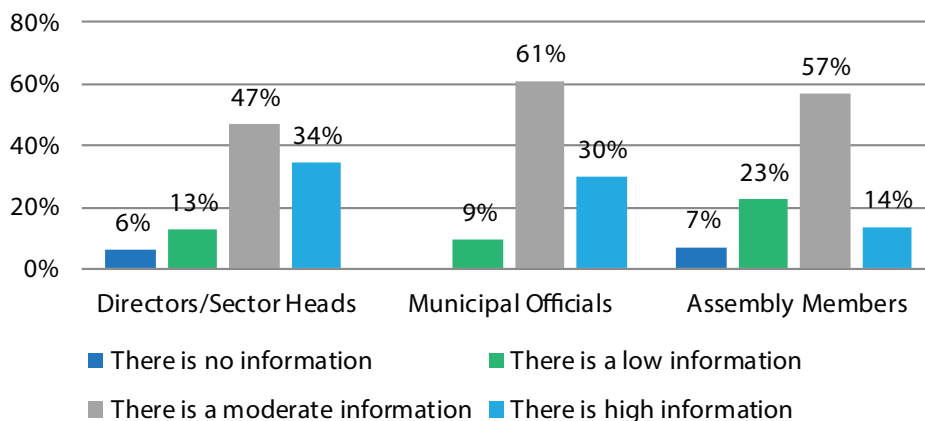
141. Is there a clear mechanism for decision making on minority issues?



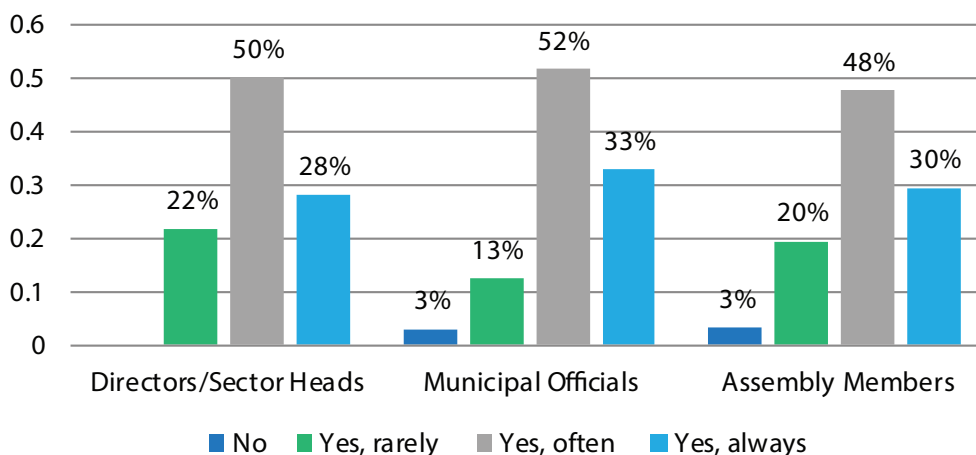
142. Does the decision making process comply with the legislation?



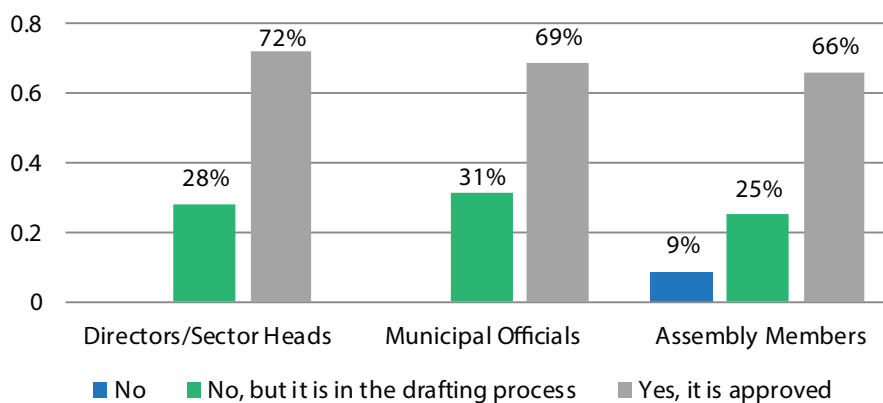
143. What is the public's information level on return and community rights?



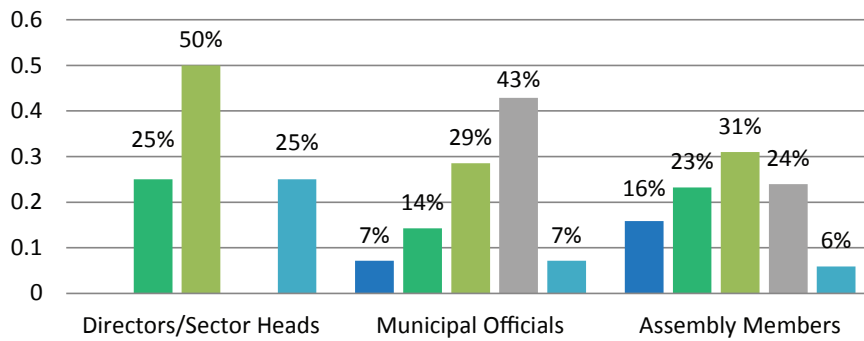
144. Are the official documents which are issued by the municipality being translated?



145. Did the municipality approve the regulation on language use?

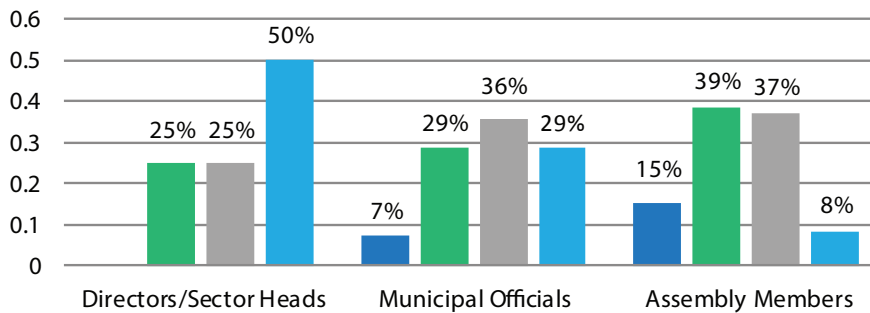


146. Are there officials that deal with the coordination of issues related to European Integration at the municipal level?



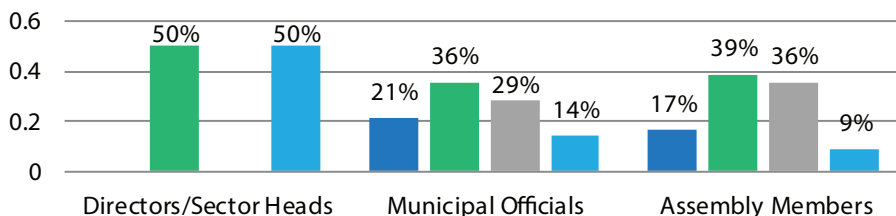
- There are no officials to coordinate the European integration process at the municipal level
- There are no sufficient officials to coordinate the European integration process at the municipal level
- There are sufficient officials to coordinate the European integration process at the municipal level
- The coordination of the European integration process at the municipal level is being fully accomplished by ensuring the fulfillment of all municipal obligations
- Officials are of the highest level for coordinating the European integration process at the municipal level

147. How much effort has been put towards coordinating the process for developing the regulatory framework and participation in setting the priorities towards European Integration?



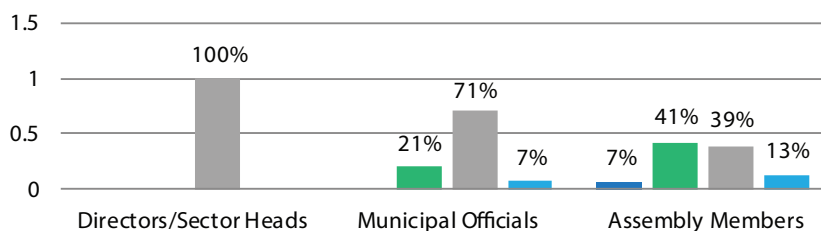
- No effort has been put towards coordinating the process for developing the regulatory framework and setting municipal priorities
- Not enough effort has been put towards coordinating the process for developing the regulatory framework and setting municipal priorities
- Sufficient effort has been put towards coordinating the process for developing the regulatory framework and setting municipal priorities
- The coordination of the process for developing the regulatory framework and setting municipal priorities is being fully accomplished

148. Are there officials who do the monitoring, reporting, and evaluating of the regular implementation of strategic documents and municipal priorities?



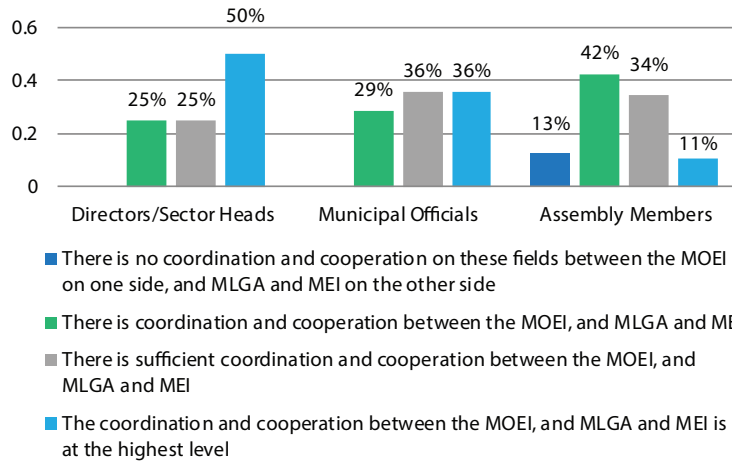
- There are no officials who do the monitoring, reporting, and evaluating of the regular implementation of strategic documents and municipal priorities
- There are no sufficient officials who do the monitoring, reporting, and evaluating of the regular implementation of strategic documents and municipal priorities
- There are sufficient officials who do the monitoring, reporting, and evaluating of the regular implementation of strategic documents and municipal priorities
- The monitoring, reporting, and evaluating of the regular implementation of strategic documents and municipal priorities is being fully accomplished

149. Is there coordination and cooperation with international organizations and donors, civil society, and the public?

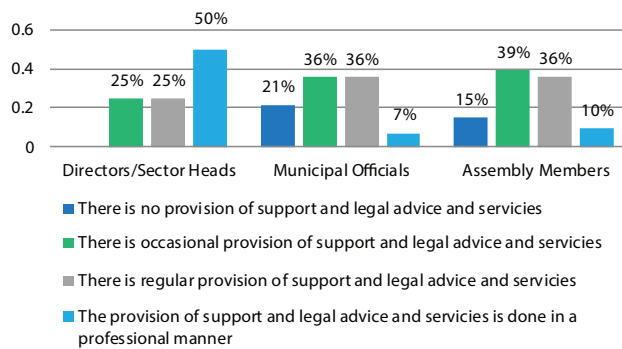


- There is no coordination and cooperation with international organizations and donors, civil society and the public
- The coordination with international organizations and donors, civil society and the public is low
- The coordination with international organizations and donors, civil society and the public is regular
- The coordination with international organizations and donors, civil society and the public is at the highest level

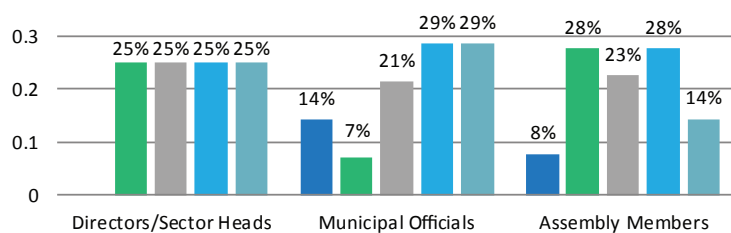
150. Is there coordination and cooperation between the MOEI (Municipal Office for European Integration), and MLGA and MEI for presenting the challenges, needs, and priorities and reporting the results achieved by the municipality?



151. Is there provision of support and legal advice to the municipality and the Commissions of the Municipal Assembly for the purpose of reflecting the Acquis and relevant EU policies in developing the regulatory framework of the municipality?

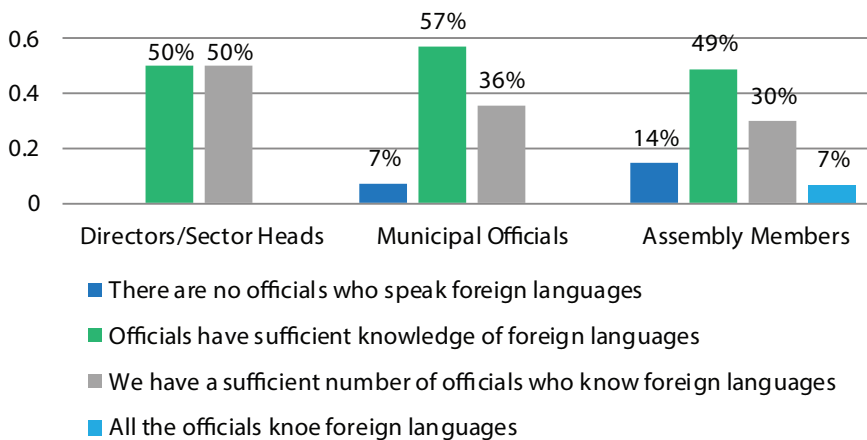


152. Is there coordination and cooperation with the Personnel Office in the municipality and the Office for Communication and Information in increasing the capacities of the municipality's personnel and in communication and information related to European

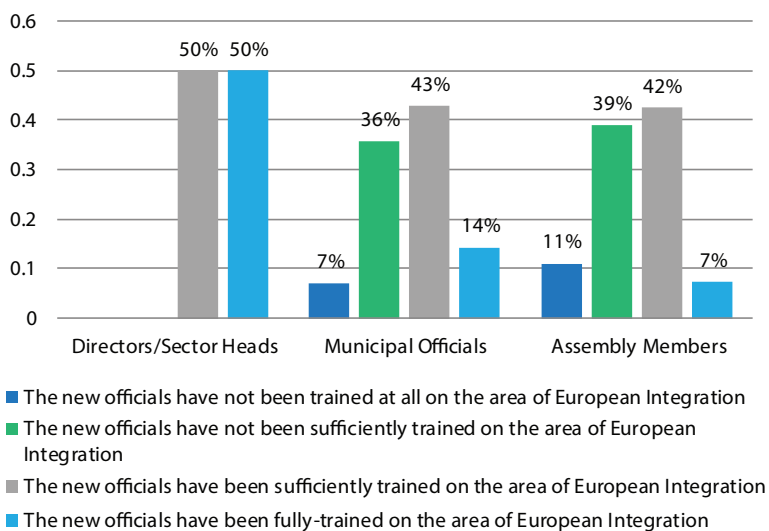


- There is no coordination and communication with the Personnel Office in the municipality and the Office for Communication and Information with the Public
- There is coordination and communication with the Personnel Office in the municipality and the Office for Communication and Information with the Public
- This coordination and cooperation is low/ There is a lack of a defined, clear and concrete agenda
- This coordination and cooperation is sufficient/ Meetings are set to be held based on the agenda
- There is full and continuous coordination and cooperation with the Personnel Office in the municipality and the Office for Communication and Public Information / This coordination and cooperation is at the highest level / Meetings are set to be held based

153. Does the municipality have MOEI officials who know foreign languages?



154. To what extent have the new officials been trained on the area of European Integration?



155. Has there been an exchange of experiences with countries that have joined the EU?

