

Policy-making at the national level 2012–2017

Strategies: Drafting Process,
Role of the Strategic Planning Office,
and Monitoring of Implementation



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Supported by:



This project was funded through a U.S. Embassy, Pristina grant. The opinions, findings, and conclusions or recommendations expressed herein are those of the Author(s) and do not necessarily reflect those of the Department of State.

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Introduction

Strategic documents define the priorities and focus of public policies pursued by leading and line institutions, and as such they serve as guidance to the country's major policy directions. Thus it is very important that the procedures and criteria set for drafting strategic documents are followed and that a standardized evaluation takes place before these documents are approved.

Strategies are long-term documents and the conditions for their implementation may change throughout the course of the period they cover. Therefore, it is of utmost importance that leading institutions systematically assess the progress and challenges in their implementation in practice, and make available such assessment to all relevant stakeholders and the public.

In the period 2012–2017, the Government of Kosovo has approved 52 strategies, drafted and lead by the Office of the Prime Minister and 16 ministries. All these strategies have been drafted on the basis of the Administrative Instruction (AI) 02/2012 on Procedures, Criteria and Methodology for Preparation and Approval of Strategic Documents and Implementation Plans. The number of strategies that have been drafted and entered into force by the central level institutions is quite large, specifically in this five-year period this number averages 10 strategies per year.

The process of adopting a government strategy includes the Ministry of Finance which makes a budget implications assessment, and the Strategic Planning Office (SPO) within the

Office of the Prime Minister, which provides an assessment of the fulfillment of the criteria defined in AI 02/2012 and proposes to the government to approve the strategy. However, some of the strategies that are now in the course of implementation, have been approved by the government even though they have not respected all the provisions of AI 02/2012.

According to Article 16 of this AI, demands that the fulfillment of Government priorities through evaluating the achievements of objectives and activities of strategies is conducted regularly. However, a small number of institutions actually take measures in this respect. In addition, some of the opinions of the SPO on strategies include the recommendation that Action Plans should be drafted for strategies that do not have them, because they could serve as a mechanism for measuring their implementation in practice. However, the oversight role of the SPO over the process of monitoring and assessment of the implementation of strategies by institutions is not clarified by the AI, and as a result the SPO does not seek such accountability. Institutions that actually have mechanisms for evaluation of implementation of strategies in practice, do not publish the monitoring reports in their websites (except for the Ministry of Finance¹).

This report reflects the number of strategies adopted over a five-year period, 2012 – 2017, compliance with provisions of AI 02/2012 that define the procedures and criteria for their preparation, as well as the level of institutional engagement in monitoring their implementation.

¹ The Ministry of Finance has published monitoring and evaluation reports on its official website.

Chart 1. Number of strategic documents of each ministry and the OPM, for the period 2012–2017

| Institution | Number of Strategies | Strategies |
|-------------------------------------------------------------|----------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1. Ministry of Foreign Affairs | 0 | |
| 2. Ministry of Infrastructure | 2 | <ul style="list-style-type: none"> - Sectorial Strategy and Multimodal Transport 2015-2025 - Road Safety Strategy 2016-2020 |
| 3. Ministry of Environment and Spatial Planning | 2 | <ul style="list-style-type: none"> - Waste Management Strategy 2013-2022 - Air Quality Strategy 2013-2022 |
| 4. Ministry of Local Government Administration | 1 | <ul style="list-style-type: none"> - Local Self-Government Strategy 2016-2026 |
| 5. Ministry for Community and Return | 1 | <ul style="list-style-type: none"> - Strategy for Communities and Return 2014-2018 |
| 6. Ministry of Security Force | 0 | |
| 7. Ministry of Diaspora and Strategic Investment | 1 | <ul style="list-style-type: none"> - Strategy on Diaspora and Migration 2013-2018 |
| 8. Ministry of Finance | 5 | <ul style="list-style-type: none"> - Strategy of Public Finance Management Reform 2016-2020 - Public Internal Finance Control Strategy 2015-2019 - National Strategy for Public Procurement 2017-2021 - Public-Private Partnership Development Strategy 2014-2016 - Postal Service Strategic Policies 2013-2017 |
| 9. Ministry of Economic Development | 5 | <ul style="list-style-type: none"> - Mining Strategy of the Republic of Kosovo 2012-2025 - Policy for Electronic Communications Sector - Digital Agenda of Kosovo 2013-2020 - Strategy Policies of Postal Services in the Republic of Kosovo 2013-2017 - National IT Strategy 2014-2020 - Energy Strategy of the Republic of Kosovo 2017-2026 |
| 10. Ministry of Internal Affairs | 11 | <ul style="list-style-type: none"> - National Strategy of the Republic of Kosovo on Integrated Border Management 2013-2018 - National Strategy of the Republic of Kosovo against Narcotics and Drugs 2012-2017 - National Strategy of the Republic of Kosovo against Terrorism 2012-2017 - National Strategy against Trafficking of Human Beings 2015-2019 - Strategy for Reintegration of Repatriated Persons 2013-2017 - National Strategy of the Republic of Kosovo against Organized Crime 2013-2017 - National Strategy of the Republic of Kosovo on Crime Prevention 2013-2017 - National Cyber Security Strategy 2016-2019 - Disaster Risk Reduction Strategy 2016-2020 - State Strategy on Migration 2013-2018 - Strategy for the Control of Small Arms, Light Weapons and Explosives 2017-2021 |
| 11. Ministry of Agriculture, Forestry and Rural Development | 1 | <ul style="list-style-type: none"> - Agriculture and Rural Development Program 2016 |

Chart 1. Number of strategic documents of each ministry and the OPM, for the period 2012–2017

| Institution | Number of Strategies | Strategies |
|-------------------------------------------------------|----------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 12. Ministry of Culture Youth and Sports | 1 | - National Strategy for Cultural Heritage 2017-2027 |
| 13. Ministry of Health | 1 | - Health Sector Strategy 2017-2021 |
| 14. Ministry of Public Administration | 2 | - Strategy for Modernization of Public Administration 2015-2020 - Training Strategy for Civil Servant Sector in Kosovo 2016-2020 |
| 15. Ministry of Justice | 3 | - Rule of Law Assistance Strategy 2016-2019 - National Strategy of the Republic of Kosovo for Protection from Domestic Violence 2016-2020 - National Strategy on Property Rights 2016-2019 |
| 16. Ministry of Trade and Industry | 2 | - Private Sector Development Strategy 2013-2017 - Consumer Protection Programme 2016-2020 |
| 17. Ministry of European Integration | 0 | |
| 18. Ministry of Education Science and Technology | 3 | - Kosovo Education Strategic Plan 2017-2021 - Strategy for Improvement of Professional Practice in Kosovo 2013-2020 - Kosovo Youth Strategy 2013-2017 |
| 19. Ministry of Labor and Social Welfare | 3 | - Draft Strategy for the Sector of the Ministry of Labor and Social Welfare 2009-2013, 2014-2020 dhe 2015-2020 - Strategy for Decentralization of Social Services 2013-2017 - Kosovo's Vision for Skills 2014-2020 |
| 20. Ministry of Innovation and Entrepreneurship | 0 | |
| 21. Ministry of Regional Development | 0 | |
| 22. Secretariat of the Kosovo Security Council (SKSC) | 1 | - Strategy for the Prevention of Violent Extremism and Radicalization Leading to Terrorism 2015-2020 |
| 23. Office of Community Affairs (OCA) | 1 | - Strategy for Integration and Affirmation of the Montenegrin Community in Kosovo 2016-2021 |
| 24. Office of Good Governance (OGG) | 3 | - Strategy for the Rights of Persons with Disabilities in the Republic of Kosovo 2013-2023 - Strategy for inclusion of Roma and Ashkali Communities in the Kosovo Society 2017-2021 - Government Strategy for Cooperation with civil Society 2013-2017 |
| 25. Office of Strategic Planin (OSP) | 2 | - National Development Strategy 2016-2021 - Strategy for Improving Policy Planning and Coordination in Kosovo 2017-2021 |
| 26. Government Coordination Secretariat (GCS) | 1 | - Better Regulation Strategy 2017-2011 |

Methodology

This research relies primarily on secondary data and focuses on identifying all strategies adopted in the period 2012 – 2017 by all ministries (currently the Kosovo Government has a total of 21 ministries, 5 of which had no strategies in the selected period for assessment²) and the Office of the Prime Minister. This research has three main sections. The first section identifies 52 strategic documents that were approved during this period, through desk research. D+ pursuant to the Administrative Instruction No. 02/2012 on the Procedures, Criteria and Methodology for the Preparation and Approval of Strategic Documents and their Implementation Plans, developed an evaluation matrix for the strategic documents, with 14 indicators for strategic documents and seven (7) for Action Plans.

The second section reviews the content of evaluations or opinions of the Office for Strategic Planning, for each of the 52 selected strategies and provides a general overview of such evaluations.

Finally, an analysis has been conducted on the engagement of leading institutions in monitoring and evaluating the implementation of their strategies in practice. Since, with the exception of one ministry, monitoring and evaluation documents were not accessible in the institutions' websites, official requests for access to public documents were submitted. All documents provided by 11 ministries and 3 offices within the OPM have been analyzed and reported in the third section of the report. Ministries that failed to respond to the request for access to public documents are: Ministry of Internal Affairs, Ministry of Communities and Returns, Ministry of Education, Science and Technology, Ministry of Trade and Industry, and Ministry of Agriculture, Forestry and Rural Development. Offices within the Office of the Prime Minister that failed to respond to the request are: Office of Community Affairs and the Secretariat of the Security Council of Kosovo.

It is worth noting that this report does not assess the level of implementation or fulfillment of such strategies in practice. A number of strategies will be assessed in this regard in the upcoming report by D+.

² Ministry of European Integration, Ministry of Foreign Affairs, Ministry of the Security Force, Ministry of Innovation and Entrepreneurship, and Ministry of Regional Development. The latter two are not subject of this research, as they were established in September 2017.

Assessment according to Administrative Instruction

Administrative Instruction No. 02/2012 on Procedures, Criteria and Methodology for the Preparation and Approval of Strategic Documents and Implementation Plans entered into force in 2012 and has been the basis for drafting and evaluating strategic documents until 2017, when it was amended³.

D+'s evaluation of Strategies and Action Plans (of strategies that actually have them) is based on the compliance with the AI 02/2012 requirements. Indicators include general aspects, such as the timeline covered by the document, as well as technical elements such as introduction, background, executive summary, methodology; substantial aspects such as strategic objectives, concrete measures, measurable indicators; and the financial coverage of activities.

Strategies define long-term policies, and one key requirement of the AI is that strategic documents cover a period of at least three years. However, according to D+'s evaluation, of 52 strategies, two have failed to meet this basic requirement. Just over half (30 out of 52) of these strategies have Action Plans, and only 39 out of 52 strategies have financial coverage for their activities, while less than half (22 out of 52) have specific and measurable indicators. Also, a very small number of strategies have a justification for the recommended approach (23 out of 52), alternatives reviewed to meet the objectives (27 out of 52) and future steps to implement the strategy (31 out of 52).

³ The review process of AI 02/2012 began in 2017 and, as a result, on April 4, 2018, the Government of Kosovo adopted the Administrative Instruction 07/2018 for planning and drafting strategic documents.

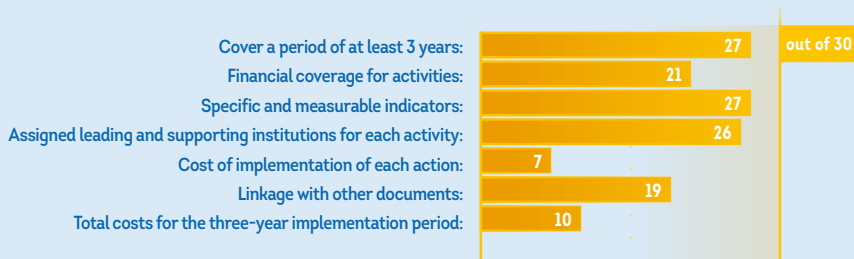
Table 1.
Procedures and requirements of AI O2/2012 for strategies

Only 30 out of 52 strategies have Action Plans. In fact, AI O2/2012 has no mandatory requirement for institutions to draft such plans for strategic documents. However, for the strategies that have an Action Plan, a number of criteria must be fulfilled. One such criterion is a coverage of at least three (3) years, which is fulfilled by 27 of 30 Plans. Also, the criteria for specific and measurable indicators and assignment of leading and supporting institutions for each activity are met by the majority of the Plans analyzed in this study. However, aspects such as the cost for implementing each action and aggregate costs for the three-year implementation period are met by a rather small number of them (7 and 10 respectively)



Table 2.
Procedures and requirements of AI O2/2012 for Action Plans

In general, the procedures and criteria set by AI O2/2012 are not met by many strategic documents and their Action Plans. However, all strategies regardless of their compliance with the AI and notwithstanding the opinion of the SPO, which was not always positive, have been approved by the government and serve as a roadmap for the work of ministries and the OPM.



Assessments of the Office for Strategic Planning

Opinions of the SPO are official documents that derive from the Rules of Procedure of the Government 09/2011⁴ and Administrative Instruction 02/2012. In general, opinions of the SPO are based on a regular format that is applied continuously to the assessment of strategies issued by institutions and focuses more on identifying the lacks that such documents contain. These options have three main aspects on the basis of which strategies drafted by ministries, the OPM, and independent agencies are assessed:

- 1) General assessment whether the basic criteria of AI 02/2012 are met
- 2) Assessment of the content and relevancy to government's priorities
- 3) Recommendation for improvement and approval by the government.

Regarding the fulfillment of the basic criteria, the SPO opinion assesses whether the strategic documents comply with the procedures, criteria and methodology for preparing and approving strategic documents, as per AI 02/2012. Regarding the content of the strategic documents, the SPO assessment focuses on issues such as: accuracy and quality of content, justification for drafting the strategy, provision of comprehensive research and study of the existing situation, clear definition of measurable objectives and indicators, the connection of the strategy with other government priorities and documents, cost of implementation, and whether internal and external consultation procedures have been held, as per the Government's Rules of Procedure 09/2011 and the Regulations for Minimum Standards for Public Consultation. The third aspect – recommendations, are usually placed at the end of the document, although they can also be found in the content assessment section, where

in addition to stating the lacks, recommendations are also provided.

In general, some of the strategies of ministries and Offices within the OPM do not meet the AI 02/2012 standards envisaged for the preparation of strategic documents. The following are some examples of such strategies approved in the period from 2012 to 2017.

Although the vast majority of strategies do meet the basic criteria set forth in the Administrative Instruction, the SPO has considered that some have substantial weaknesses, such as failing to draft clear objectives and measurable indicators, or do not justify the need for drafting a strategic document by relying on more than one method and/or using more than one source of information for analyzing the situation. For example, for the strategic document of the Ministry of Internal Affairs “National Strategy for Integrated Border Management”, the SPO finds that it has not been developed fully in line with the AI 02/2012 and has no clear objectives and connection with the Action Plan⁵. Another example is the Ministry of Infrastructure, in its “Road Safety Strategy”, which according to the opinion of the SPO, failed to set clear objectives by naming them as priorities and measures that as such for the SPO cannot be considered to be objectives. Moreover, the SPO finds that this document, except for naming the objectives as priorities, exceeded the number of objectives that a strategic document, according to AI 02/2012, may contain⁶. Additionally, is the Ministry of Environment and Spatial Planning, which in drafting the “Environment Protection Strategy⁷”, as a follow-up of an earlier strategy, repeats a series of omissions, such as: no comprehensive analysis on the state of the environment in Kosovo, and fails short in establishing the connection between the old and the new strategy. There are also instances where strategies refer to documents which are no longer in effect, i.e. the Ministry of Public Administration's Strategy for “Civil Servant Training”. The cost of

4 Paragraph 2 of the Government's Rules of Procedure 09/2011 provides that “Prior to submitting strategic documents for approval to the Government, the proposing body or the governmental body that prepared the document shall be responsible to ensure that the Office for Strategic Planning issues its consent to forward the document to the Government.

5 Strategic Planning Office, reference: 001-09-2013, date 02.09.2013

6 Strategic Planning Office, reference: 003 - 09 - 2015, date 14.09.2015

7 Strategic Planning Office, reference 09.06.2013, date 28.06.2013

implementing these strategies has budgetary implications, and this aspect takes an important position in the assessment opinions of the SPO. It focuses on assessing the financial feasibility of strategies within the timelines defined in the Action Plan, matching of costs of implementation of the strategy with the government budget, as well as coverage of activity costs by the government and, if applicable, donors. An example of strategies being submitted without financial coverage is the “Strategy for Decentralization of Social Services”, which has an implementation cost of about 8.5 million EUR, for which the SPO considers there are no clear guarantees that such costs can be secured. The SPO claims that 2.2 million EUR have been confirmed by the Ministry of Finance, and notes there are no guarantees that the other 6.3 million will be covered by donors⁸. Such cases can be found in many SPO opinions on strategic documents issued by ministries or other institution, therefore they are sometimes requested by the SPO to seek other sources of funding⁹.

In its assessments, despite noticing various types of omissions or budgetary implications, at the end of the document, the SPO recommends the government to approve the strategy without returning it to the lead institution. for content-wise improvements or justifying budgetary implications. In one case, however, for the “Sector Strategy” document of the Ministry of Labor and Social Welfare, the SPO recommended that the strategy should not be approved by the government without harmonizing it with the Government Rules of Procedure and AI 02/2012, and without clarifying alternative forms of funding. In another case, the SPO recommends the government to approve the “National Strategy for Combating Human Trafficking” despite the Ministry of Finance’s assessment that no additional funds are envisaged in the budget of 2015¹⁰ and that the implementation of the strategy does not have a budget coverage.

On the other hand, the Ministry of Internal Affairs is the institution with the largest number of strategies drafted in the period 2012–2017 (11 in total), and according to SPO assessment, this ministry makes the most frequent mistakes in the process of drafting strategies, despite its experience in drafting such documents.

It is evident that the SPO opinions find a large number of omissions that institutions make when developing strategic documents, by failing to fully comply with AI 02/2012. Activities foreseen in strategic documents have an implementation cost, which is why the SPO looks into the financial impact assessment made by the Ministry of Finance, which notes that some do not have such coverage. However, in spite of this, the SPO, in the vast majority of cases, recommends to the government to approve the strategies.

8 Strategic Planning Office, reference: 003-12-2012, date 28.12.2012

9 Strategic Planning Office, reference: 16.09.2014, date 03.09.2014

10 Strategic Planning Office, reference: 001.05.2015, date 07.05.2015

How do ministries monitor the implementation of Strategies?

This study finds that AI O2/2012 itself has not sufficiently and explicitly addressed the issues of monitoring the implementation of strategies, and that not all leading institutions of strategies are engaged in measuring the level of implementation of these documents in practice. Of 16 ministries and five (5) offices within the OPM which have adopted strategies for the given period (2012–2017), 11 ministries and three (3) OPM offices have responded to the request for access to public documents.

Action Plans of strategies should serve as a basis for monitoring their implementation in practice, however according to the answers provided by institutions to D+'s request for access to monitoring documents, it is evident that a common practice is to draft monitoring plans, which are called Monitoring Plan, Passport of Indicators¹¹ or Monitoring Matrix. From these plans, progress/regress reports regarding the strategy implementation are compiled, usually at the beginning of the year for the previous year.



The following is a brief analysis of documents sent by Ministries and OPM Offices on the monitoring process of their strategies.

Ministry of Public Administration assesses the progress of the implementation of the two strategies it has adopted during the period 2012–2017 on an annual basis. For the “Strategy for the Modernization of Public Administration”, the 2017 annual report was received, which contains a summary of the overall progress of the strategy implementation, and measures progress in activities and indicators based on each strategic objective separately. The measurement of progress is highly detailed and concrete, and each activity is described in detail (43–page report). As for the “Civil Servants Training Strategy”, the MPA drafts a report on the training needs of civil servants for each public institution on an annual basis (2018 report, 94 pages), but it does not produce any report on the level of implementation of the strategy in practice.

Ministry of Local Government Administration also drafted regular annual assessments for 2016 and 2017, and biannual ones for 2018, on the progress in implementing the “Local Self-Government Strategy”. In response to the D+ request, MLGA sent a report on the implementation of the “Strategy for Local Self-Government” covering the period January–December 2016, January–December 2017 and January–June 2018 (16 page report). The report shows the activities under the responsibility of the Ministry for each strategic objective and lists the achievements for the reporting period.

Ministry of Health through the Department of Strategic Health Development, has established a special Monitoring and Evaluation Division with the mandate to monitor the implementation of strategic documents. According to the MH, until the establishment of this division, MH had no mechanism for monitoring of the implementation of the strategies and their Action Plans. The monitoring manual (383–page document) was drafted and approved in January 2018. The first report on the implementation of the Action Plan of the “Health Sector Strategy 2017–2021” with 62 indicators, according to MH, is expected to be finalized at the end of 2018 and the aim is to continue with such implementation reports periodically.

Ministry of Economic Development is one of the government ministries with the largest number of strategies adopted in the 2012–2017 period,

¹¹ Note: The Passport of Indicators is a tool for data collection and has started to be implemented under the strategic framework for Public Administration Reform.

respectively five (5) strategies, and monitors them through various mechanisms. In response to D+'s request for access to evaluation documents, MED responded that for some strategies it has drafted Implementation Programs (it is not clear what is the difference between such programs and Action Plans) while others are evaluated periodically, and the results are published in the form of a Progress Report. The MED reply states that two out of five strategies have Implementation Programs: (1) "Energy Strategy 2017-2026" has the Energy Strategy Implementation Program 2018-2020, and the (2) "Mining Strategy 2012-2025" has the Mining Strategy Implementation Program. For the two other strategies, respectively the "National IT Strategy 2014-2020" and the "Electronic Communications Sector Policies -Kosovo's Digital Agenda 2013-2020", according to MED, progress reports have been issued in 2018 and 2016, respectively. Regarding the document "Postal Policy Strategic Policies", we have not been provided with information if its level of implementation is assessed. In our request for access to such documents, D+ received evaluation documents for only one strategic document - "Mining Strategy", for which the Progress Report on the Strategy Implementation Program has been submitted each year starting from 2012 to 2017. These annual reports are highly detailed and include results on each activity for each strategic objective, and the implementation rate for all the indicators. D+ has also received a PowerPoint presentation, in English for the document "Digital Agenda of Kosovo" prepared on June 22, 2016, which includes technical information on the strategy itself.

Ministry of Diaspora sent a document in Word format titled "Draft Report on the Implementation of the Strategy for Diaspora 2013-2018" listing the goals and objectives of the Strategy. The Ministry highlighted the fact that the report was developed through questionnaires and direct meetings with parties responsible for the implementation of the strategy, including line ministries and other institutions. The implementation of activities is measured with a scaled assessment, as follows: an activity is either - fully implemented, partially implemented, and not implemented.

Ministry of Finance is the lead institution for the implementation of five strategies. MF monitors and makes periodic assessments of their implementation in practice. The "National Strategy for the Prevention and Combating the Informal Economy, Money Laundering,

Financing of Terrorism and Financial Crime 2014-2018" is assessed on an annual basis and an annual report is generated each year. The 2014 annual report (22 pages), report for 2015 (34 pages), 2016 (32 pages), 2017 (32 pages), provide an assessment of the implementation status and risks identified for each activity. For the strategy "Public Finance Management Reform 2016-2020", MF has published the following: (1) Annual Progress Report on the implementation of the Public Financial Management Reform Strategy 2016-2020 (31 pages); (2) biannual report (January-June) 2017 on the implementation of the "Kosovo Public Management Reform Strategy (PFMRS) 2016-2020" (24 pages); and (3) 2017 Annual Progress Report on the Implementation of the Public Finance Management Reform Strategy 2016-2020 (26 pages), all these reports are based on the Passport of Indicators that provides a detailed description of the measuring methodology included in the strategy (also published on the ministry's website). For the "Public Finance Internal Control 2015-2019 Strategy", a new column has been added with the title Monitoring and Implementation of the Strategy for PFIC 2015-2019, where the achievements for each activity are delineated. According to the Ministry, some of the activities of this strategy are part of the MFP strategy 2016-2020. Regarding the "Public-Private Partnership Strategy 2014-2016", the Public Communication Office of this Ministry, responding to the request for monitoring and evaluation documents, only submitted the strategic document rather than any assessment of the level of its implementation. On the other hand, the "National Strategy for Public Procurement 2017-2021", according to the Ministry, is implemented and monitored by the Public Procurement Regulatory Commission and for questions on monitoring and evaluation of its implementation should be addressed to the PPRC rather than MF.

Ministry of Justice in its response to the request for access to public documents sent two documents. One is a document titled "Strategy Implementation Report" which contains a one paragraph description on the achievements of two strategies: "Strategy for Assistance in the Field of Rule of Law and National Strategy of the Republic of Kosovo for Protection from Domestic Violence"; while for the "National Strategy on Property Rights in Kosovo", there is no information other than the title. The second document sent is a PowerPoint presentation of USAID's Program for Property Rights Strategy, titled "Property Rights Strategy - A Year After", which in the English,

language contains information on issues under this Strategy. This implies that the Ministry does not have a concrete mechanism for consistent measurement of the implementation of its three strategies.

Ministry of Labor and Social Welfare in the period 2012–2017 has generated two strategies: (1) “Sector Strategy of the Ministry of Labor and Social Welfare 2014 – 2017”, and (2) “Strategy for Decentralization of Social Services 2014–2017”. The former is a strategy that remained as a draft as it was not approved by the Government due to its financial implications. However, MLSW relied on this document in its daily work, and has partially and irregularly monitored its implementation in practice through a monitoring mechanism (monitoring matrix) developed with the assistance of the European Training Fund. The report that emerged through this matrix-based monitoring was shared with D+. For the latter, “Strategy for Decentralization of Social Services”, the ministry does not regularly monitor its implementation in practice. Policies of this strategy that fall under the MLSW mandate, according to the ministry, have been transferred to the “Sectoral Strategy” that was developed in 2018 – this strategy however is not on D+’s assessment, since this initiative only covers strategies that have been drafted and approved during the 2012–2017 timeframe.

Regarding the “Kosovo Skills Vision” strategic document, according to MLSW, there is a mechanism in place to monitor its implementation. Specifically, the OPM established an inter-ministerial commission that is co-chaired by MLSW, MEST, seven members of line ministries, and one member of the SPO. The Commission prepared a monitoring report titled the “Evaluation Report” in December 2016, and its annex titled “Report on the Implementation of the 2020 Skill Vision Guide” shows the measures planned and a brief summary of the work done for each of them. However, the report mainly focuses on identifying related strategies and the link of this strategy with national planning processes.

Ministry of Culture, Youth and Sports is the lead institution for carrying out the “National Strategy for Cultural Heritage”. In D+’s request for access to the strategy’s monitoring and evaluation documents, the MCYS sent five documents, however none of them are a mechanism or report produced by a tool for periodical assessment of the strategy implementation. One document is an analysis of the strategy in question, which

analyzes how many of the requirements of AI 02/2012 are met. Another, is a document titled “Summary of the meeting for the presentation of the analysis on the National Strategy for Cultural Heritage”, while another document contains a list of activities implemented under each objective but does not measure the level of implementation by comparing them with the Action Plan indicators, as well as four lists containing (1) publications carried out in 2017, (2) publications in 2018, (3) activities of the cultural heritage program, and (4) beneficiary projects according to public announcements 2017. Two other documents are the “Legislative Plan for bylaws for 2018”, and the “Regulation on Determination of Heritage Institutions”. However, none of these documents indicate that the Ministry indeed has mechanisms through which it regularly and systematically monitors the implementation of the “National Strategy for Cultural Heritage”.

Ministry of Infrastructure regularly assesses the “Multimodal Transport Sector Strategy”. The report is in Excel format and is well organized, with three columns, one listing the activities, the other listing the indicators for the fulfillment of each activity, and the third listing the level of implementation. The same line of reporting applies for nine departments, respectively the Department of Inspectorate, Vehicle, Road Infrastructure, Road Management, Air Navigation Services Agency, Department of Road Transport, Civil Aviation Department, Driving License Department, and Infrakos. Regarding the “Road Safety” strategy, according to the MI, a monitoring matrix (broken down into 12 areas) has been prepared, but to date there is no reflection from other line institutions responsible for the implementation of these measures.

Other ministries have not responded to D+’s request for access to the mechanisms they use to monitor and evaluate strategies, and reports produced thereon, thus it is not clear whether they take measures in this respect.

| Ministries that have responded to D+'s request | Evaluation of the level of implementation of the strategies | Reply of the institution/ Documents submitted |
|----------------------------------------------------------------------------------|-------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| • MINISTRY OF PUBLIC ADMINISTRATION | | |
| Strategy for Modernization of Public Administration 2015–2020 | YES | Annual Report 2017 on the implementation progress of the strategy (43 pages). |
| Civil Servants Training Strategy 2016–2020 | YES* | * Annual report on the training needs assessment of civil servants for each public institution for 2018, but no measurement of the level of implementation of the strategy (94 pages). |
| • MINISTRY OF LOCAL GOVERNANCE ADMINISTRATION | | |
| Local Self–Government Strategy 2016–2026 | YES | Annual Reports for 2016 and 2017, and biannual report for 2018 on the fulfillment of each activity under the responsibility of MLGA (16 pages). |
| • MINISTRY OF HEALTH | | |
| Sector Strategy for Health Services 2017–2021 | NO | According to the MH, it is expected to be generated in 2018. |
| • MINISTRY OF ECONOMIC DEVELOPMENT | | |
| Postal Service Strategic Policies 2013–2017 | ? ¹ | Not mentioned in the MED reply. |
| Mineral Strategy of the Republic of Kosovo, 2012–2025 | YES | Assesses with the Mining Strategy Implementation Program – Annual Progress Reports (2012–2017). |
| Policy for Electronic Communications Sector – Digital Agenda of Kosovo 2013–2020 | ? | According to MED, Progress Report was issued in 2016. Not sent to D+. |
| Kosovo Strategy on IT 2014–2020 | ? | According to MED, Progress Report was issued in 2018. Not sent to D+. |
| Energy Strategy of the Republic of Kosovo 2017–2026 | ? | According to MED, it is assessed with the Energy Strategy Implementation Program. Not sent to D+. |

¹Note: Based on the information received from the Ministries, we cannot assess whether the institution monitors the implementation of the strategy.

| Ministries that have responded to D+'s request | Evaluation of the level of implementation of the strategies | Reply of the institution/ Documents submitted |
|------------------------------------------------------------------------------------------------|-------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| • MINISTRY OF JUSTICE | | |
| Strategy for Assistance in the Field of Rule of Law 2016–2019 | ? | Two paragraphs have been sent in a Word document, explaining the purpose of the strategy |
| National Strategy of the Republic of Kosovo for Protection from Domestic Violence 2016–2020 | ? | Two paragraphs have been sent in a Word document, including a list of actions that MD has taken in the framework of this strategy. |
| National Strategy on Property Rights in Kosovo 2016–2019 | ? | A PowerPoint presentation in English was sent with information on the one-year implementation progress of the Strategy. |
| • MINISTRY OF LABOR AND SOCIAL WELFARE | | |
| Sector Strategy of the Ministry of Labor and Social Welfare 2009–2013, 2014–2020 and 2015–2020 | Partially, not regularly/ periodically | <p>According to MLSW, it was not approved by the Government due to its budgetary implications, however its implementation continued.</p> <p>The Monitoring Matrix for the Sector Strategy Action Plan 2011–2013 was sent, in a Word document (20 pages).</p> |
| Strategy for the Decentralization of Social Services 2013–2017 | NO | According to the MLSW, no tool for regular monitoring of its implementation in practice was created, but a Government Commission composed of representatives of MLSW, MF, MLGA, Association of Municipalities, and the OPM, monitors the implementation of the objectives and activities. |
| Kosovo's Vision for Skills 2014–2020 | Partially | According to MLSW, an inter-ministerial group has been created to assess progress. An "Evaluation Report" was prepared in December 2016, (38 pages). |
| • MINISTRY OF CULTURE, YOUTH AND SPORTS | | |
| National Strategy for Cultural Heritage (2017–2027) | ? | <p>Five documents were sent:</p> <ul style="list-style-type: none"> • Analysis of the strategy • Summary of the meeting for the presentation of the analysis on the National Strategy for Cultural Heritage • Summary of the Strategy • Legislative Plan for bylaws for 2018 • None of the documents indicate that the MCYS is committed to monitoring and evaluating the implementation of the strategy. |

| Ministries that have responded to D+'s request | Evaluation of the level of implementation of the strategies | Reply of the institution/ Documents submitted |
|-------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| • MINISTRY OF ENVIRONMENT AND SPATIAL PLANNING | | |
| Waste Management Strategy 2013–2022 | ? | The Strategic Document itself has been sent, this gives no indication that MESP is committed to monitoring and evaluating the implementation of the strategy. |
| Air Quality Strategy 2013–2022 | ? | The Strategic Document itself has been sent, this gives no indication that MESP is committed to monitoring and evaluating the implementation of the strategy. |
| • MINISTRY OF INFRASTRUCTURE | | |
| Multimodal Transport Sector Strategy 2015–2025 | YES | SSTM implementation report for 2015, 2016, 2017 in Excel: Activities, Indicators and Implementation assessment, for 9 separate departments. |
| Road Safety Strategy 2016–2020 | ? | According to MI, a matrix to monitor the envisaged measures was prepared, broken down in 12 areas. Document in Excel has been sent, but it is empty because according to the MI, thus far no reflection from other institutions responsible for the implementation of these measures was provided. |
| • MINISTRY OF DIASPORA AND STRATEGIC INVESTMENTS | | |
| Diaspora Strategy 2013–2018 | YES | Word document with a list of activities, indicating as fully implemented, partially implemented or not implemented, for each objective (18 pages). |
| • MINISTRY OF FINANCE | | |
| National Strategy for the Prevention and Combating the Informal Economy, Money Laundering, Financing of Terrorism and Financial Crime 2014–2018 | YES | Annual progress reports on the implementation of the strategy for the following years: <ul style="list-style-type: none"> ▪ 2014 (22 pages); ▪ 2015 (34 pages); ▪ 2016 (32 pages); and ▪ 2017 (32 pages); |
| Public Finance Management Reform Strategy 2016–2020 | YES | Annual progress reports on the implementation of the strategy (based on the passport of indicators) as follows <ul style="list-style-type: none"> ▪ Annual Report 2016 (31 pages) ▪ Biannual Report 2017 (24 pages); and ▪ Annual Report 2017 (26 pages) |
| Public Finances Internal Control Strategy 2015–2019 | YES | A column with the title 'Monitoring and implementation of the strategy' was added to the Action Plan, delineating the progress for each activity. |
| National Public Procurement Strategy (2017–2021) | ? | The Public Procurement Regulatory Commission is the institution responsible for monitoring and reporting on implementation, the ministry has not provided any information. |
| Strategy for the Development of Public–Private Partnerships 2014–2016 | ? | Only the strategic document was sent, but no indication that its implementation is monitored. |

Of the Offices within the OPM: The Office for Good Governance, Strategic Planning Office and the Coordination Secretariat, have responded to D+'s request for access to monitoring and evaluation documents of their strategies.

The Government Coordination Secretariat for the "Better Regulation Strategy" has developed an implementation monitoring methodology, based on which annual reports on the implementation progress of the strategy are drafted. Assessment is done through the document "Passport of Indicators for Measuring Indicators of the Strategy for Better Regulation" which provides a description for each indicator on the level of the specific objectives of the strategy. The annual report gives a narrative description of the progress and delays in each activity, based on the objectives, and contains the Action Plan table with a column indicating the level of implementation for each activity.

The Strategic Planning Office submitted an annual report on the progress of implementation of the "Strategy for Improving Planning and Policy Coordination (IPS)" for the last two years, 2016 and 2017. These reports contain tables listing the indicators, progress achieved, targeted and current state for each specific target. Reports also include a visual presentation of the overall progress of the strategy implementation with the classification of activities as "fully implemented", "partially implemented" and "not implemented", and the progress of each strategic objective implementation, in the same way, followed by a detailed narrative description. For the "National Development Strategy 2016-2021", the SPO is preparing the first implementation performance report, however there was no implementation monitoring report for the first two years.

The Office of Good Governance is the lead institution for three sets of strategies and issues annual progress reports for all of them. Specifically, in the reply to D+'s request, a report was submitted on the implementation of the "Strategy and Action Plan for the Inclusion of Roma, Ashkali and Egyptian Communities in the Kosovo Society" for 2017, containing detailed information on the level of implementation of the strategy broken down by sector, and also contains an analysis of challenges and recommendations for each sector. It also includes a report on the budget allocated and spent for 2017, broken down by sectors covered in the strategy.

Regarding the "Strategy on the Rights of People with Disabilities", the OGG submitted two progress reports - one covering the period 2013-2014 (83 pages) and the other for 2015 (50 pages), while for the years 2016 and 2017 no report was sent. The reports are in a tabular format, which is in fact the Action Plan with the activities listed under each strategic objective, to which a column was added to report on the implementation of each activity. Since the implementation of this strategy requires the engagement of many institutions, the report states that the data are collected through the "institutional mechanism for monitoring, reporting and implementation" - the reporting matrix is forwarded to the institutions responsible for specific activities under the Action Plan, and data is collected and reported by the OGG.

Regarding the "Strategy for Cooperation with Civil Society", to D+'s request a monitoring matrix for 2015 was sent, with the monitoring report for the same year (23 pages), the monitoring matrix for 2016 with the monitoring report for the same year (19 pages), as well as the final assessment of the implementation of the strategy, conducted in 2018 for the whole period covered by the strategy (32 pages).

| Office of the Prime Minister | Monitoring and evaluation of the implementation of strategies | Reply of the institution/ Documents submitted |
|--------------------------------------------------------------------------------------------|---------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| • OFFICE OF GOOD GOVERNANCE | | |
| National Strategy on the Rights of Persons with Disabilities 2013–2023 | YES | <ul style="list-style-type: none"> Progress Report for 2013–2014 (83 pages) and 2015 (50 pages). |
| Strategy for the Inclusion of Roma and Ashkali Communities in the Kosovo Society 2017–2021 | YES | <ul style="list-style-type: none"> A report on the implementation of the strategy and Action Plan for the inclusion of Roma, Ashkali and Egyptian communities in the Kosovar society for 2017 was submitted (79 pages). |
| Government Strategy for Cooperation with Civil Society 2013–2017 | YES | <ul style="list-style-type: none"> Assessment Report on the implementation for 2015 and 2016, with evaluation matrices, and general assessment of the strategy prepared in 2018. |
| • COORDINATION SECRETARIAT | | |
| Strategy for Better Regulation 2017–2021 | YES | <ul style="list-style-type: none"> Passport of Indicators, measuring strategy indicators, and Annual narrative report on the implementation progress of the strategy for 2017 (33 pages). |
| • STRATEGIC PLANNING OFFICE | | |
| National Development Strategy 2016–2021 | NO | <ul style="list-style-type: none"> The first report is being prepared. |
| Strategy for Improving Planning and Policy Coordination (IPS) 2017–2021 | YES | <ul style="list-style-type: none"> Annual progress report on the implementation progress of the strategy for 2017 (30 pages). Annual Report 2017 (28 pages). |

The Community Affairs Office, as the lead institution for the “Strategy for Affirmation and Integration of the Montenegrin Community in Kosovo”, and the Kosovo Security Advisory Secretariat, lead institution of the “Strategy for the Prevention of Violent Extremism and Radicalization that Leads to Terrorism”, failed to respond to D+’s request for access to public documents, thus it is not clear whether they are engaged in monitoring and evaluating their strategies.

Despite the fact that AI 02/2012 defines monitoring and evaluation responsibilities

of institutions during implementation, such assessment is made only by a limited number of ministries and offices. The absence of a clear mechanism for collecting and reviewing such assessment reports leaves room for lack of responsibility by the lead institutions of strategies, for systematic assessment of their level of implementation in practice. As a result, there is a lack of reflection on the level of implementation of a strategy from year to year, preventing possibilities to review policy direction and identifying reasons for eventual delays in the implementation of the foreseen activities

Recommendations

The Strategic Planning Office should further develop its capacities for quality assessment of strategic documents, in terms of drafting criteria and procedures, as well as in terms of content and connection with other horizontal policies;

SPO should ensure a uniform structure of assessment opinions and technical criteria on the basis of which draft-strategies are evaluated;

SPO should have the power to return draft-strategies to the drafting institution, until a final version that fully meets the requirements of the Administrative Instruction on the Criteria and Methodology for Preparing Strategic Documents is delivered;

SPO, in cooperation with the lead institutions of strategies, should establish a standard mechanism for monitoring and evaluating the implementation of strategies;

SPO should establish mechanisms for collecting monitoring and evaluation reports and define deadlines for submission of monitoring reports;

SPO should expand its powers of taking measures against institutions that fail to report on monitoring and evaluation of strategies, fail to comply with reporting deadlines, or fail to meet the defined standards of the content of monitoring and evaluation reports;

SPO should establish ex-post evaluation procedures and mechanisms for each strategy, at the end of the period it covers.

Institutions should take a sectoral approach in their initiatives to draft strategies in order to reduce the number of strategies drafted and approved, as well as to increase the quality of these documents.

Institutions drafting strategic documents must adhere to the provisions of the Administrative Instruction, in particular:

- Criteria for the technical content of the document;
- Development of the Action Plan for the entire period covered by the strategy;
- Projecting the budget and its source for each activity, including specification of donors and funding method in case the budget is expected to be provided from donations;
- Prepare thorough and comprehensive analysis of the existing situation and propose alternative to the need for drafting a strategy.

Lead institutions of strategies should engage in monitoring and evaluating strategies, namely:

- Prepare a monitoring and evaluation plan of the implementation of strategic documents for each strategic document;
- Establish working groups within the institution for systematic monitoring and evaluation of the implementation of the strategy's objectives;
- Coordinate with other relevant institutions to monitor the implementation of activities that require the engagement of more than one institution;
- Periodically report on the progress and delays to SPO or the lead institution;

Lead institutions of strategies should publish (in their official websites):

- Strategic Documents;
- Action Plans;
- Monitoring and evaluation reports.



Democracy Plus (D+) is a non-governmental organization that brings together people with strong beliefs in democratic values and in a Kosovo with sustainable democracy. The main goal of D+ is to promote democratic values and practices as well as policies that stimulate civic activism.

D+ is organized into three programs: Good Governance, Rule of Law, and Elections & Political Parties. D+ supports government institutions, citizens and the media in improving governance, advancing public policy and empowering the rule of law.

Our organization focuses on the use of information technology for the aforementioned purposes, and as a result has built two online platforms ndreqe.com and qeverisjatani.info which provide space for civic participation in decision-making and accountability of government institutions. Moreover, D + is a member of ProOpen, a coalition of NGOs aimed at increasing transparency in public procurement and preventing the misuse of public money.

www.dplus-ks.org

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