



DEMOCRACYPLUS

# POLICY BRIEF

The Impacts from the reorganization of the Ministry of European Integration and Ministry of Public Administration on European Integration Agenda and Public Administration Reform

DECEMBER 2019





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# EXECUTIVE SUMMARY

- Ministry of European Integration may become a part of the Ministry of Foreign Affairs, organizationally and structurally, but in functional terms, this has negative effects on the European Integration Agenda because it makes it part of foreign affairs, while European Integration Agenda largely is an internal reform agenda;
- In addition, this will decrease the level of responsibility of ministries (European Integration Departments), municipalities and other institutions in further implementing obligations arising from the European Integration Agenda and disperse MEI professional staff throughout different MFA departments. With the exception of one technical department in the MEI that exists in each ministry, the other five departments relate to the scope of activity of MEI and all would have to be kept in each option;
- While MFA scope ranges from formulation to implementation of foreign policy and primarily involves interaction with states and international organizations, MEI has the primary role of coordinating implementation of obligations arising from the Stabilization and Association Agreement, donor coordination, monitoring and reporting on the implementation of measures, etc.
- Ministry of European Integration has no policy-making functions and its functions relate more to the mandate and scope of an executive agency within the Office of Prime Minister, thus covering governmental or horizontal coordination functions. The real option of organizing it is to make it an executive agency, within the Prime Minister's Office, which will only strengthen the European Integration Agenda, keep its professional staff and the Prime Minister can authorize one of the Deputy Prime Ministers to assume responsibility for functions related to integration agenda and consequently increase the level of implementation of obligations deriving from the European Integration Agenda;
- Unlike the past when agencies were established based on decisions, under current relevant legislation, an executive agency is established by law, and the agency's internal organization requires prior approval of the ministry responsible for public administration and the opinion of the Ministry of Finance. Also, the internal organization of the agency is approved by a sub-legal act signed by the Prime Minister;
- Ministry of Public Administration functions are completely unrelated with the functions of the Ministry of Internal Affairs. While MPA scope of activity includes civil service, organization and functioning of administration, MIA scope of activity relates to public order and security. Consequently, organization of MPA within MIA will impact the public administration reform, coordinated by the MPA, and the intensity of work undertaken in the public administration reform, largely through adoption of some essential laws for this reform and the process of agency rationalization, will consequently fail;

- Ministry of Public Administration has policy-making functions and option of accommodating it in an agency is impossible, because its policy-making functions relate to the ministry / departments whereas policy coordination and implementation functions relate to executive agencies. In this way, MPA must either remain a Ministry and eventually, Ministry of Local Government Administration (MLGA) could be organized within MPA or MPA functional / policy-making departments could be transferred to the Office of Prime Minister;
- Under the current legislation, MPA is expected to conduct centralized civil service recruitment for public officials at Government level, as required by ministries and incorporating this function within MIA, implies that as of 2020 MIA will be doing recruitment of civil service. This duty has nothing to do with the mandate of MIA, in relation to public order and security;
- Retaining MAP as a ministry is possible by reshuffling another ministry, thus keeping the number promised by the LVV and LDK at 12. The closest ministries to be merged are the Ministry of Culture, Youth and Sports and the Ministry of Education, Science and Technology;
- If the option of reshuffling the MPA within MIA is maintained, the policy-making and technical functions should be divided in two. Policy-making functions (mainly three departments) would be transferred to the OPM, while the rest of the engineering departments, NGO registration would have to be transferred to MIA.

However, this will create further complications in accommodating MPA two executive agencies, namely the Information Society Agency and the Kosovo Institute for Public Administration, which are still unrelated to MIA functions, because it is unrealistic that capacity building in the civil service is organized by MIA;

- Ministries' reshuffling as a consequence of reducing their number from 21 to 12, requires time and expertise in order to produce efficiency and effectiveness in the functioning and organization of administration, for the benefit of the citizens they serve;

# MEI AND MPA BACKGROUND

Prompted by the European integration process, Western Balkan countries have established institutional structures for coordinating this process within the country and with the European Union (EU). To this end, the Government of Kosovo established the Ministry of European Integration (MEI) in 2010, as a successor to the Agency for Coordination of Development and European Integration, which was merged with MEI after 2010. According to the Government decision, MEI is responsible to coordinate the process of Republic of Kosovo integration into EU<sup>1</sup> and a more detailed scope of activity of the ministry was set through another Government decision issued in April 2010.<sup>2</sup> Over time, MEI has taken on an important role in coordinating all institutions in implementing the measures deriving from the European Integration Agenda. Moreover, the process has become even more demanding to be coordinated by a government structure, when Kosovo signed a contractual agreement between Kosovo and the EU, namely the Stabilization and Association Agreement (SAA) in October 2015.<sup>3</sup>

The SAA was approved a few days later, by the Government and the Assembly of Kosovo, paving the way to develop plans to implement the duties deriving from the SAA. To this end, as of 2016, MEI drafted National Plan for Implementation of the

SAA (NPISAA) that is also approved by the Government and the Assembly. In addition to the NPISAA, MEI also has a key role in drafting the European Reform Agenda (ERA), which was developed in 2016, and the Government occasionally issues key and short-term priorities deriving from this agenda and sets deadlines for institutions to implement them. Each ministry has a Department for European Integration and Policy Coordination (DEIPC) and each municipality has one or more European Integration Officers. Municipalities report to the DEIPC of the Ministry of Local Government Administration (MLGA) and the latter reports to the MEI that further reports to the Government and the Assembly on the implementation of the NPISAA.

On the other hand, MPA is a successor of the Ministry of Public Services (MPS) that existed from the establishment of Provisional Institutions of Self-Government until its transformation into MPA, through Government decision. The functions of this ministry are defined by Regulation on Areas of Administrative Responsibilities of the Office of Prime Minister and Ministries.<sup>4</sup> For years, MPA has had the lead in developing Public Administration Reform Strategy and plans for its implementation, until changing the policy and institutional structure for public administration reform. Today, Public Administration Reform is divided into three pillars

1 Republic of Kosovo Government, Decision No. 2/118 dated 02.04.2010: <https://bit.ly/2z5Yvvu>

2 Republic of Kosovo Government, Decision No. 6/121 dated 22.04.2010: <https://bit.ly/2yn5W0E>

3 Ministry of European Integration, Background: <https://bit.ly/3afvfi0>

4 Regulation 02/2011 on Areas of Administrative Responsibility of the Office of Prime Minister and Ministries, Annex 11: <https://bit.ly/2VgHBTd>



and lead institutions: the Office of Prime Minister (OPM), Ministry of Public Administration (MPA), and Ministry of Finance (MF). In general, OPM is responsible for policy drafting and coordination, MPA for civil service, service delivery and accountability, while MF for public finance management. The three pillars have the respective policy structure or strategies, Policy Development and Coordination Strategy (the leading role OPM), Strategy for Public Administration Modernization (the leading role MPA) and Public Finance Management Strategy (the leading role MF). The three pillars of policy and institutions are organized in a way that covers the key principles of public administration, developed by the OECD / SIGMA.<sup>5</sup>

Compared to the past, public administration reform has gained its importance and increasing attention. While the concept of administration reform did not exist in the past, public administration reform now draws attention, ranging from the European Commission Western Balkans Enlargement Strategies up to the European Commission annual reports on Kosovo. Therefore, since the European Commission 2014 Enlargement Strategy, the public administration reform has been listed as the third pillar, after the rule of law and economic governance.<sup>6</sup> The importance of MPA was further enhanced within the processes in the last three to four years, through the promulgation of a legal package on public administration reform and agency rationalization.



The Government of Kosovo established the Ministry of European Integration (MEI) in 2010, as a successor to the Agency for Coordination of Development and European Integration, which was merged with MEI after 2010. According to the Government decision, MEI is responsible to coordinate the process of Republic of Kosovo integration into EU

<sup>5</sup> OECD/SIGMA, Public Administration Principles: <https://bit.ly/3cr0poX>

<sup>6</sup> Enlargement Strategy and Key Challenges 2014-15, October 2014, Brussels: <https://bit.ly/3bqiqDq>

# FUNCTIONS AND ORGANIZATION

## Ministry of European Integration

As stated above, the scope of the Ministry of European Integration is set by Government decision, outlining its duties. Judging from the duties it has under this decision, MEI has no policy-making functions as it does not propose policies (laws, strategies or other forms) but its tasks mainly relate to the coordination of work within the European integration process. Specifically, the key words in the scope of MEI include: identifying and defining priorities deriving from the European integration process, monitoring and reporting on implementation of obligations arising from this process, coordination of the drafting of strategic documents, coordination of approximation of legislation with that of EU. It also assesses compliance in this regard, assists and co-ordinates relevant donor coordination mechanisms, assists in the preparation of EU financial support programs, etc. In support of these duties, MEI coordinates the drafting of the NPISAA and plays an important role in defining the priorities arising from the European Reform Agenda.

MEI is organized according to the regulations on internal organization and systematization of jobs, originally issued in 2010 (repealed in 2012 through another regulation) and amendments and supplements done in 2013, 2018 and 2019. According to the organigram, based on the latest amendments to Regulation 08/2019 of August 2019, MEI is organized into seven departments, one of which is

responsible for finance and general services while the other six cover specific tasks within the Ministry's scope of activity.

- 1 Stabilization and Association Process (SAP) Coordination Department
- 2 Political Criteria Department
- 3 Economic Criteria and Internal Market Department
- 4 Sectoral Policies Department
- 5 Development Assistance Department
- 6 EU Law Department
- 7 Department of Finance and General Services

Above the departmental level, MEI has four divisions, three reporting to the Secretary-General and one to the Minister's Office. Below the departmental level, with the exception of the SAP Coordination Department, the other departments have divisions, ranging from two at least to four at most. Today, MEI has about 83 employees but based on the positions to be filled, MEI plans to have 96 employees in 2020.<sup>7</sup>

<sup>7</sup> 2018 Annual Financial Report, employment data, p. 86: <https://bit.ly/2VcoXfj>

## Ministry of Public Administration

Ministry of Public Administration has policy-making functions, as it is primarily responsible for policy-making in the civil service and overseeing the implementation of those policies. In addition, MPA develops policies regarding the organization and functioning of the state administration, e-government and public sector salary regulation. According to the regulation which defines the areas of responsibility of MPA, the key words in its duties include: policy-making, identifying priorities in public administration reform, coordination of public administration reform, civil service capacity building, and it also performs some other technical tasks related to the administration of the central civil service personnel registry, NGO registration, engineering and construction services for Kosovo institutions, IT standards and services, etc. Another function recently assigned to it, based on the Law on Public Officials is centralized recruitment at the Government level, which is expected to be covered by the Public Officials Management Department (POMD) within the MPA.

MPA is organized based on Regulation 02/2018<sup>8</sup> which does not currently cover POMD, and this needs to be completed in future. Currently, MPA has six departments, five of which cover the tasks of MPA based on the Regulation, and the sixth department is the one on finance and general services.

- 1 Department of Civil Service Administration
- 2 Department of Public Administration Reform and European Integration
- 3 Department of Engineering Policies and Government Building Management
- 4 Legal Department
- 5 Department for Government Organizations
- 6 Department of Finance and General Services

Above the departmental level, MPA has three divisions; two reporting to the Secretary and one to the Minister's Office, while below the level of departments, each of them has at least two or at most three divisions within the department. MPA also has two executive agencies: Information Society Agency (ISA) and Kosovo Institute for Public Administration (KIPA). According to 2018 Ministry of Finance financial report, MPA as a whole has 266 employees.<sup>9</sup>

<sup>8</sup> Regulation No. 02/2018 on Internal Organization and Systematization of Jobs in MPA: <https://bit.ly/2XF3Tjn>

<sup>9</sup> 2018 Annual Financial Report, employment data, p. 86.

# MINISTRY RESHUFFLING

Based on the results of early elections for the Assembly of Kosovo organized on October 6, 2019, Self-Determination Movement (LVV) is ranked as the first winning party with 26,270% of the votes, followed by the Democratic League of Kosovo (LDK) ranked as the second winning party with 24,548% of the votes.<sup>10</sup> Although there is still no agreement between these two political entities on forming the Government, from what has been communicated so far to the public, it seems that these political entities will reach an agreement on the formation of the Government. During the election campaign, both political entities pledged to reshuffle the Government, respectively the ministries, by reducing their number from 21 to 12. Combinations of ministries' organization have not been formally presented, but as reported in the media, the nine ministries to be integrated into 12 ministries, include also MEI and MPA. The first was discussed to be integrated into the MFA due to its proximity in functions and areas of work and the second (together with MLGA) to be integrated into MIA.

Civil society in general supports the reshuffling of ministries for a more efficient, effective and less costly government. However, reshuffling of ministries with the aim of reducing the number from 21 to 12, can be done based on different options, in order to rationalize government structures and maximize efficiency and effectiveness in providing services to citizens. To this end, D + drafted this brief paper including, at this stage, only two min-

istries, MEI and MPA, which, if organized as per discussions to date, could produce negative effects on European Integration Agenda and Public Administration Reform.

## Reshuffling of MEI within MFA and Possible Effect on European Integration Agenda

Based on its legal duties, Ministry of Foreign Affairs has a very broad portfolio, ranging from formulation to implementation of foreign policy, and all of its duties relate to interaction with other states and international organizations. MFA also represents Kosovo in other countries and international organizations, concludes agreements and treaties with states and international organizations, provides consular assistance to Kosovo citizens abroad and performs other duties as provided by law.<sup>11</sup> To carry out its functions, MFA established three functional departments and a Directorate-General under the Minister, with eight other departments, while the number of employees in the MFA is 144 (excluding staff in diplomatic and consular services).

Regarding the integration of MEI functions into MFA or the merging of MEI into MFA, the first thing to say is that such an option is viable. If we look at countries in the region that are undergoing the same process as Kosovo in terms of European in-

<sup>10</sup> Komisioni Qendror i Zgjedhjeve (KQZ), Rezultatet përfundimtare sipas subjekteve politike: <https://bit.ly/3bdBxk5>

<sup>11</sup> Ligji nr. 03/L-044 për Ministrinë e Punëve të Jashtme, Neni 3: <https://bit.ly/3bg1HD1>

tegration, as all have set EU integration as their objective, Montenegro and Albania are two countries that have integrated the functions of European integration within their MFA. In the case of Kosovo, in terms of structure, with the exception of the Department of Administration and General Services, none of the departments in MEI are close to the functions of the departments in MFA and the six departments of MEI would have to be integrated into MFA, by adding the number of departments under the Secretary General to nine, increasing the number of employees from 144 to 227, without counting the duplicate positions that would mainly be created among the finance and general services departments.

However, the integration of MEI into the MFA may have consequences in some areas related to the functional and not at all organizational aspects, which can be summarized as follows:

- 1 The integration process would fall under the foreign affairs framework and it would no longer be seen as a strategic and separate Kosovo priority;
- 2 The focus of the Minister would be on foreign affairs and necessarily the integration process would remain aside, as a part of a whole but not separate;
- 3 Ministries (DEIPCs) and municipalities may reduce the level of responsibility and preparation in the implementation of obligations deriving from the NPISAA, and necessarily this would decrease the level of implementation of NPISAA;
- 4 Current MEI staff may lose interest in dealing with integration processes, it may

be transferred later to other departments in the MFA, and there is a possibility that they would become a part of the rotation (system) for engagement in diplomatic and consular missions, that would weaken the professional human resources, profiled in European integration;

- 5 It would send a bad signal of not being serious related to European Integration Agenda;
- 6 It would bring upon a distribution of resources that are currently available within the MEI, in the MFA and it would create difficulties of return, if future Governments choose to have a separate structure that would deal only with the European integration process;

Thus, these changes, produced by the MEI reshuffling within the MFA, have a negative effect on the European Integration Agenda and consequently reduce the level of implementation of obligations arising from the NPISAA.

## Reshuffling of MPA within MIA and Possible Effect on Public Administration Reform

Ministry of Internal Affairs deals with public order and security, and drafts and monitors policy implementation in this area. MIA also oversees Kosovo Police, oversees and coordinates the work of other executive agencies, such as the Emergency Management Agency, Kosovo Police Inspectorate, Forensic Agency, Kosovo Academy for Public Safety, Civil Registration Agency. It is responsible for border control, issues related to migration, asylum, readmission, etc.<sup>12</sup> MIA is organized into seven departments, three of which are not related to MIA functions, but are recurring departments in most ministries, such as the Legal Department, European Integration and Policy Coordination Department and the Finance and General Services Department. There are also six agencies at the level of the Secretary-General, that are specialized and reporting directly to the Ministry, in certain areas of public order and security.<sup>13</sup>

Regarding the reshuffling of MPA within MIA, the first to notice is the large difference between the MPA and MIA functions. Therefore, while MPA drafts civil service policies, MIA drafts policies in the field of public safety: while one MPA agency is tasked with capacity building in the civil service, an MIA agency deals with emergency management. While another agency in the MPA deals with e-government, another agency in the MIA deals with forensics or oversees police work. Thus, it is the functions that make the MPA and MIA very different as ministries, while the technical and structural organization of the MPA within the MIA is as feasible, as it is in any other ministry. Dupli-



MIA is organized into seven departments, three of which are not related to MIA functions, but are recurring departments in most ministries, such as the Legal Department, European Integration and Policy Coordination Department and the Finance and General Services Department.

cation of positions created as a result of merging non-functional departments and some divisions, that report to either the Minister or Secretary-General, requires more specific treatment.

On the other hand, the reshuffling of MPA within MIA, with discussions to reshuffle the MLGA as well, make the situation even more complicated. However, the reshuffling of MLGA within the MIA is not in the focus of this paper. The reshuffling of MPA within MIA has negative effects on public administration reform which, as noted above, is seen from the EU perspective, as the third pillar

12 Rregullore 02/2011 për Fushat e Përgjegjësisë Administrative të Zyrës së Kryeministrit dhe Ministrive, Shtojca 3.

13 Rregullore nr. 36/2013 për Organizimin e Brendshëm dhe Sistematizimin e Vendeve të Punës në MPB: <https://bit.ly/2ynZ08s>

after the rule of law and economic governance and where reform needs to take place. In this context, it is worth noting that, among several other laws important for reform, MPA recently drafted essential laws on public administration reform (Law on General Administrative Procedure, Law on Public Officials, Law on Salaries in the Public Sector and the Law on Organization and Functioning of the State Administration and Independent Agencies), and it oversees their implementation and has initiated other processes for this purpose. One of the processes includes rationalizing independent and executive agencies, launched in 2016 under the Agency Rationalization Action Plan, that established public administration reform structures and is expected to organize and administer centralized recruitment at the level of Government, in accordance with the Law on Public Officials, as per the requirements of the institutions from 2020. In addition, MPA is one of the three institutions with a leading role in public administration reform, through the Strategy for Public Administration Modernization.

Reshuffling MPA within the MIA has negative effects on public administration reform and these could be summarized as follows:

- 1 MIA and MPA functions are not interrelated and their fusion creates an artificial or unnatural structure;
- 2 Already initiated public administration reform will fade away and the process slow down;
- 3 It may cause a decreased interest of international institutions in supporting financially public administration reforms;
- 4 It implies MIA will be conducting a centralized civil service recruitment as of 2020, through the POMD, a task that does not fit the MIA profile related to public safety;
- 5 It loses sight of public administration reform, considering the large sector such as public safety (but also local self-government, if the MLGA moves to MIA as proposed or discussed);
- 6 Loss of professional staff in MPA, as a result of its merger with MIA;

Thus, the changes produced by the reshuffling of MPA within MIA, necessarily affect public administration reform and consequently slow down reforms in this area.

# OPTIONS/POSSIBLE ALTERNATIVES

## Ministry of European Integration

Ministry of European Integration can be reshuffled within the state administration, excluding the option of reshuffling it within the MFA. In this way, since the MEI has no policy-making functions, but rather coordination, monitoring, donor coordination, etc., the most feasible and realistic option of organizing it uniquely would be to organize it as an executive agency within the Office of Prime Minister. This option ensures the professional staff is retained, as they will be transferred to the agency, the European integration agenda will be included within the Prime Minister's office and potentially increase the responsibility of institutions, in charge of implementing measures deriving from the NPISAA and other documents.

The establishment of an executive agency within the Office of Prime Minister to cover governmental coordination or horizontal functions, is provided by the Law on Organization of State Administration and Independent Agencies.<sup>14</sup> However, unlike the past, the relevant law requires the executive agency to be established by law, not by Government decision. In addition, the organization of the executive agency in accordance with the law, requires the approval of the ministry responsible for public administration and the opinion of the Ministry of Finance. Executive Agency is headed by the Exec-

utive Director, who is a senior civil servant and in case of large agencies with complex functions, the law establishing the agency may stipulate that the director is supported by two (2) deputy directors. Moreover, as MEI has over 80 employees, it meets the criterion that the agency would have its services organized as well.

Under this option and in accordance with the relevant law, the Executive Director would report directly to the Prime Minister on implementation of the Government's European Agenda and consequently the NPISAA. On the other hand, the Prime Minister may authorize one of the Deputy Prime Ministers to assume responsibility for the functions related to the integration agenda and thus make the European integration agenda a high priority within the Government.<sup>15</sup> This option involves reorganizing the Office of Prime Minister and rationalization of agencies, some agencies such as the Food and Veterinary Agency, Agency for Radiation Protection and Nuclear Safety, etc. would be transferred within ministries with similar functions and the necessary amendments and supplements would be made to the laws establishing these agencies.<sup>16</sup>

14 Law No. 06/L-113 on Organization and Functioning of State Administration and Independent Agencies, see Regulation on founding, leadership, organization and other elements related to executive agencies: <https://bit.ly/2VdpVbl>

15 Regulation 02/2011 on Areas of Administrative Responsibility of the Office of Prime Minister and Ministries, Article 7, Annex 1.6 and 2.

16 For more information on agency rationalization including those under OPM, see Agency Rationalization Action Plan, June 2018: <https://bit.ly/2KceZV0>



## Ministry of Public Administration

Due to the policy-making functions that MPA has, the option of organizing it as an executive agency is not viable. This is due to the fact that the relevant law regulating organization of state administration clearly defines who makes the policies and who implements them, so the ministry (meaning departments) develops policies while the agency coordinates and implements policies. The agency may also have departments, only that the latter are solely there with the purpose of coordinating the agenda (as it would be in the case of the European Integration Agency within the OPM) or implementing policies.

With this in mind, there are two options: firstly, MPA remains a ministry and eventually the MLGA is integrated into the MPA, and secondly, the functional policy-making departments of MPA are transferred under the Office of Prime Minister. These departments include: Public Officials Management Department, Public Administration Reform Management Department and Policy Development And Coordination Department, in the provision of administrative services nation-wide (the latter a new function and a new department). If it remains as a ministry, the option of integrating / reshuffling the Ministry of Culture, Youth and Sports within the Ministry of Education, Science and Technology should be considered and the number of ministries would still remain at 12. The second option implies that the rest of the MPA is transferred to the MIA, however what makes it difficult is the position of the Information Society Agency and the Kosovo Institute for Public Administration, as their functions would still not be related to MIA functions and mission. In this case, another option should be considered to transfer these agencies either to the OPM, together with

the three functional departments, or to another ministry. Nevertheless, if the option of dividing MPA, between the OPM and the MIA is pursued, agency reshuffling would need to be dealt with, in the context of agency rationalization, and the trend of agency rationalization is such that OPM is continuously being released of agency management responsibilities.



The establishment of an executive agency within the Office of Prime Minister to cover governmental coordination or horizontal functions, is provided by the Law on Organization of State Administration and Independent Agencies.

# RECOMMENDATIONS

- 1 The future government should start working with 12 ministries in areas related to the program accorded between LVV and LDK, but the rationalization and reshuffling of nine others should be done slowly and coupled with local and international expertise, so that the changes produce efficiency and effectiveness in the function and organization of state administration;
- 2 Ministry of European Integration should be organized as an executive agency, with horizontal coordination functions, within the Office of Prime Minister. This option eliminates all negative effects on the European Integration Agenda that potentially the integration of MEI into the MFA may have;
- 3 The executive agency should be established by law, according to the relevant legislation on organization and functioning of state administration and independent agencies;
- 4 Prime Minister should authorize one of the Deputy Prime Ministers to work more closely with the European Integration Agenda and Public Administration Reform, so that both agendas make good progress in the years ahead;
- 5 Ministry of Public Administration should remain a ministry, because of its central functions and role in Public Administration Reform. This option would ensure continuity of the work that has been undertaken in Public Administration Reform, including the process of rationalizing independent and executive agencies;
- 6 LVV and LDK should look into other options for merging ministries according to the similarity of functions, in order to keep the promised number of 12 ministries. One possible option includes merging of Ministry of Culture, Youth and Sports with the Ministry of Education, Science and Technology;
- 7 The government, namely the Prime Minister, must demonstrate political will and support Public Administration Reform, which includes the reshuffling of ministries, agencies and the Office of Prime Minister itself;

- 8 The government should not review the option of dismissing civil servants, as a solution to the large number of public administration employees, during the ministry reshuffling. Although public administration is overstaffed, reducing their numbers can be done in other ways, for example by freezing public administration employment for a fixed time and implementing staff transfer, according to staff needs and requirements, until this possibility is exhausted;
- 9 Reorganization of MEI and any other ministries should take into account the functions of ministries and differences in legislation between ministries / departments, executive agencies and public service administrations;

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