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Public administration reform in Kosovo: strengthening the role and capacities of Kosovo Institute of Public Administration: [presentation given November 17, 2010.]

Pleurat Sejdiu

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Public Administration Reform in Kosovo
Strengthening the Role and Capacities of Kosovo Institute of Public Administration

By Pleurat Sejdiu
November 17th, 2010
Problem background

“Poor professionalism, politicization, lack of qualifications and motivation of civil servants, inconsistent and incoherent legislation, insufficient management and co-ordination capacity and mechanisms, undeveloped training and unclear institutional roles.”*

*“Assessment for Public Sector and Administrative Framework SIGMA’s ” 2008
Kosovo public Administration

• Prior to the 1998 – 1999 war in Kosovo, the state administration was “purified or cleansed” of non-Serb civil servants;
• The UN Civil Administration, UNMIK, organized into four Pillars:
  – Pillar One, Law Enforcement and Justice;
  – Pillar Two, Civil Administration;
  – Pillar Three, Democratization and Institution Building, and
  – Pillar Four, Economic Reconstruction.
• Since 2002, MPS/MPA is responsible for “wellbeing” of the Kosovo Public Administration.
Reform of Kosovo Public Administration

• “The Strategy for Public Administration Reform 2007-2012”;

• The SPAR has its Implementation Action Plan;

• Government Annual review of Action Plan;

• Reform of PA it is closely linked with Process of European Integration;

• DFiD- Donor leader in PA Reform.
Government Chart

the Main Stakeholders in PAR

Government of Kosovo

MPA / the Minister

Secretary General

KIPA

DACS

DPAR & EI
Kosovo Civil Service

- Anglo-Saxon traditional administrative position-based system (UK, USA and New Zealand)

- The governing principals of Kosovo Civil Service:
  - equity;
  - integrity;
  - transparency;
  - honesty, and
  - accountability.
Kosovo Civil Service - 2

- Constitution of the Republic of Kosovo
- Civil Servants Code of Conduct
- Law on Civil Service
- Legal Framework on Civil Service of Kosovo
- Law on Local Government
- Law on Salaries of Civil Servants
Civil Service Systems

Career-Based system

- lower financial benefits compared to the more risky private sector,
- but provides health, pensions and redundancy benefits.
- posts are filled, generally, from within the service,
- development of a career path for each individual, through:
  - upgrading of qualifications, and
  - merit based promotion and mobility.
- organized training, performance and evaluation systems.
Civil Service Systems

Position-Based system

- posts are filled through open competition;
- recruited personnel are field experts;
- rigid as far as promotion and mobility;
- financial rewards reflect the open market;
- very few additional long-term benefits such are:
  - health;
  - pension, and
  - redundancy schemes, except in the cases where there are contract based arrangements.
Civil Service Training Systems

• In most of the European countries, participation in training is considered not only, but also an obligation of civil servants to attend;

• British system, continuous in-service education:
  – in-service training system;
  – modest regard to pre-service training;
  – little attention to specificity of pre-service education, and
  – trainings are specific, short and goal focused.

• French system, pre-service system, pays more attention to education received prior to employment.
Civil Service Training Institutions

- The legal status of training institutions continued to change in different development fazes of RAP.

- Civil service training institutions were and are under auspice of the ministry that is in charge of public administration and in charge of Reform of Public Administration.
Funding of Civil Service Training Systems

• Decentralized training funds – allocated to the employing institution;

• Centralized training funds – allocated to assigned civil service training institutions, and

• Also, some governments use the mix funding systems.
## Case Studies Comparative Matrix

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Civil Service System</th>
<th>Legal Framework of CSTC</th>
<th>Permanent Staff</th>
<th>Training Personnel</th>
<th>Training Programmes</th>
<th>Budget</th>
</tr>
</thead>
<tbody>
<tr>
<td>Kosovo</td>
<td>Position-based</td>
<td>KIPA – Part of MPA</td>
<td>16</td>
<td>161</td>
<td>44</td>
<td>€ 131.050 (2009)</td>
</tr>
<tr>
<td>Albania</td>
<td>Position - based</td>
<td>TIPA - Part of DoPA</td>
<td>20</td>
<td>130</td>
<td>316</td>
<td>€ 310.000 (2009)</td>
</tr>
<tr>
<td>Croatia</td>
<td>Position - based</td>
<td>CSTC – Part of MPA</td>
<td>18</td>
<td>~200</td>
<td>112</td>
<td>€ 800.000 (2008)</td>
</tr>
<tr>
<td>Lithuania</td>
<td>Position –based with elements of Career based system</td>
<td>LIPA – Part of MIA</td>
<td>18</td>
<td>150</td>
<td>16</td>
<td>€ 860.000 (2010)</td>
</tr>
<tr>
<td>Ireland</td>
<td>Career_based with elements of Position-based system</td>
<td>IPA – Charity organization status – under auspice of MoF</td>
<td>99</td>
<td>No specific data available</td>
<td></td>
<td>€ 16 mil (2009)</td>
</tr>
<tr>
<td>The Netherlands</td>
<td>Position - based</td>
<td>Independent foundation since 1993</td>
<td>55</td>
<td>450</td>
<td>93</td>
<td>€ 11 mil (2009)</td>
</tr>
</tbody>
</table>
Stakeholders Assessments of KIPA

Satisfaction on budgetary allocation

YES 8%

NO 92%
Stakeholders Assessments of KIPA – 2

Perception on professional skills of the KIPA staff

Partialy adequate 38%
Adequate 39%
Inadequate 23%
Stakeholders Assessments of KIPA- 3

Wished “mother” institution
KIPA
From Traditional Towards Market Orientated Training Institution

Legal Framework

- The Kosovo Institute for Public Administration was established in 2003 as executive agency of MPS;

- The KIPA drafted a Strategic Plan 2005-2007 and also 2007-2009, with a slight variation;

- Low on Civil Service defines The KIPA, as “a responsible institution for implementation of training policies and strategies for training, education and development of capacities of Civil Service”, and

The KIPA Budget

Data source: KIPA
The KIPA Budgetary Trends
Category of Goods & Services

KIPA present and wished training budget

Source: KIPA and MEF/ DME (MTEF – 2011 -2013)
## The KIPA Human Resources 2010

<table>
<thead>
<tr>
<th>Education Level</th>
<th>Nr</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Post Graduated</td>
<td>3</td>
</tr>
<tr>
<td>2 University Graduate</td>
<td>8</td>
</tr>
<tr>
<td>3 High School</td>
<td>5</td>
</tr>
<tr>
<td>4 Gender</td>
<td>M 9/F 7</td>
</tr>
<tr>
<td>5 Average Age of Employees</td>
<td>37</td>
</tr>
<tr>
<td>6 Outsourced trainers</td>
<td>161</td>
</tr>
</tbody>
</table>
# The KIPA Training Statistics

## 2003 – Jun 2010

<table>
<thead>
<tr>
<th>Indicators Years</th>
<th>Training Programmes/ courses</th>
<th>Training days</th>
<th>Nr. of participators</th>
</tr>
</thead>
<tbody>
<tr>
<td>2003</td>
<td>3</td>
<td>29</td>
<td>235</td>
</tr>
<tr>
<td>2004</td>
<td>24</td>
<td>290</td>
<td>969</td>
</tr>
<tr>
<td>2005</td>
<td>39</td>
<td>426</td>
<td>1837</td>
</tr>
<tr>
<td>2006</td>
<td>65</td>
<td>403</td>
<td>1819</td>
</tr>
<tr>
<td>2007</td>
<td>32</td>
<td>295</td>
<td>1245</td>
</tr>
<tr>
<td>2008</td>
<td>35</td>
<td>463</td>
<td>2148</td>
</tr>
<tr>
<td>2009</td>
<td>41</td>
<td>358</td>
<td>1612</td>
</tr>
<tr>
<td>2010 (Jan – Jun)</td>
<td>22</td>
<td>145</td>
<td>1202</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>261</strong></td>
<td><strong>2409</strong></td>
<td><strong>11067</strong></td>
</tr>
</tbody>
</table>

Data source: KIPA
## Most Frequent Trainings for the Period 2003-2008

<table>
<thead>
<tr>
<th>Training Field</th>
<th>Course</th>
<th>Nr. of Groups</th>
<th>Nr. of Training days</th>
<th>Nr of trainees</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Legislation</td>
<td>Human Rights</td>
<td>13</td>
<td>32</td>
<td>167</td>
<td>5</td>
</tr>
<tr>
<td></td>
<td>Legislation drafting techniques</td>
<td>12</td>
<td>29</td>
<td>203</td>
<td>4</td>
</tr>
<tr>
<td>HRM</td>
<td>Kosovo CSL</td>
<td>21</td>
<td>248</td>
<td>365</td>
<td>5</td>
</tr>
<tr>
<td>Budget &amp; Finance</td>
<td>Kosovo Public Procurement Law</td>
<td>29</td>
<td>177</td>
<td>1015</td>
<td>6</td>
</tr>
<tr>
<td>Information Technology</td>
<td>Windows XP, Microsoft Office &amp; Internet</td>
<td>28</td>
<td>160</td>
<td>355</td>
<td>4</td>
</tr>
<tr>
<td>Management</td>
<td>Project Cycle Management</td>
<td>12*</td>
<td>106*</td>
<td>309*</td>
<td>4</td>
</tr>
<tr>
<td></td>
<td>Organizational management</td>
<td>19</td>
<td>68</td>
<td>217</td>
<td>4</td>
</tr>
</tbody>
</table>

Data source: KIPA 2010

* e-training with 2 groups of CS from municipalities
Main Conclusions

- Modern public services cannot be provided without continuous staff training and the education of experts in several fields;

- Common objective of a civil service training institutions is the continuous improvement of professional skills and education of civil servants;

- Legal status of the Civil Service Training institutes is closely interconnected with the financing modality;
Main Conclusions - 2

- The financial mechanisms have to facilitate training organization as demand driven not as supply driven;

- There are essentially three different legal status models of CSTC:
  - The traditional model, a training institute is part of the government structure;
  - Privatized- the training centre has been privatized, and
  - Hybrid constellation
Recommendations -1

Primary Recommendations

• Adoption of Law on KIPA, market-like and client-driven philosophy;

• Establishment of:
  – The Executive Board of KIPA, and
  – The Advisory Board of KIPA

• Twining with a similar institution from any of the EU Member States;

• Institutions would be obliged to plan the yearly training budget not less than 1.5 % of salary budget, targeting level of 3% by 2015.
Recommendations - 2

Secondary recommendations

- New Amendments to Law on Civil Service and to Law of Management of Public Finance, which will allow the KIPA to enter into contract arrangements, not only selling services but also buying in the services;

- Introduction of Public Administration Exam, The KIPA should be the institution which will organize the exam, and

- Introduction of Advanced Professional Postgraduate Studies in Public Administration. For three years under auspice of RIT.
Recommendations on KIPA’s Strategic Objectives

- Leader in analysis and debate of public administration issues;
- Centre of excellence for specific programmes;
- Postgraduate Advanced Studies Program in Public Administration, and
- Transformation of the KIPA into non-profit Public/Private Institution.
Thank you for your attention!

Questions please!

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