Capstone Final Report

Review of Recruitment Procedures

in Kosova’s Public Service

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Prishtina
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Abbreviations
CDHRF Council for Defense of Human Rights and Freedoms
CE Council of Europe
CEC Central Election Commission
CS Civil Service
DCSA Department of Civil Service Administration
EC European Commission
ECLOP European Commission Liaison Office in Prishtina
EU European Union
HRO Human Resource Office
IMF International Monetary Found
IOBK Independent Oversight Board of Kosova
JIAS Joint Administrative Structures
KA Kosova Assembly
KDI Kosova Democratic Institute
KIPA Kosova Institute for Public Administration
KPS Kosova Public Service
M Managers
MPA Ministry of Public Administration
OSCE Organization for Security and Cooperation in Europe
PC Public Administration
PE Professional Employees
PISG Provisional Institutions of Self Government
PO Personnel Office
SIGMA Support for Improvement in Governance and Management
WB World Bank

Key stakeholders

Civil Society Sector and NGO
Department of Civil Service Administration
Independent Oversight Board of Kosova
Kosova Assembly
Kosova Government
Ministry of Public Administration
Personnel Offices in the Ministries/ Human Resource Offices
Acknowledgments

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Executive summary

This capstone project shows the need for a herculean effort to attract young people, educated and ethically minded for a career in public service. Findings from this report show that public administration should reform the recruitment procedures for a Civil Service that should be accountable and transparent to face the challenges of the Kosova state.

The report's main findings indicate that the areas needing attention include: 1) level of education, 2) inadequate recruitment procedures, 3) politicization, 4) numerous movements after each election cycle and 5) lack of promotion.

Recommended actions include:

- Increasing capacities for DCSA and IOBK;
- Establishing the integrated recruitment system;
- Launching a pilot anonymous application procedures;
- Improving the educational standards;
- Improving the evaluation procedures;
- Alternative promotion mechanisms;
- It must be a code of conduct for political appointees

The total number of employees at the central level with civil servant status is 28,915. According to the qualifications, with university degrees there are 8,034 (27.78%), high school/community college there are 1,565 (5.4%), secondary school/high school there are 18,129 (62.65%), and for primary school there are 1,187 workers (4.1%).

Recruitment procedures remain one of the main problems. Findings show that job advertisements and job descriptions are not in compliance with the goal of

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requirements. This opinion shares 35.6% of professional employees and 33.4% of managers. Also the recruitment procedure is not complete because the absolute majority of cases did not provide written tests of candidates.

Political connections and affiliation are some of the “criteria” for being recruited. 58 (37%) of 152 respondents of non-managerial level have ranked as first criteria, and 34% of managerial level. The report indicates that the average of those who participated in election from each ministry or agency is 5 officials. About 65% were from the level of senior/top management, 25% from management and about 10% from professional level.

It is clear that there is lot of movement in the Kosova Civil Service. The fact that the civil service was created in 1999 (2001\(^2\)) is not an indicative sign that the civil service is sustainable. Promotion and movements within the civil service are very important to maintain freshness and consistency of public civil service. It seems that this important factor does not have much attention. The report shows that only 53 out of 152 respondents were promoted.

Despite all problems there is still motivation that keeps the civil service attractive for getting a job. Out of 152 respondents, 33% have ranked job security as a leading motive for working in the civil service than other sectors. 40% have ranked regular payments as a leading motive, and 27% for professional development.

The report suggests that only through a strong recruitment competitive and transparent selection process can be achieved non partisanship, professionalism, and meritocracy within the state administration. Political actors may have a fairly large impact on national efforts to produce effective reforms.

\(^2\) UNMIK Regulation 2001/36 For Kosova Civil Service
1. **Problem Background - History of the Civil Service in Kosova**

Kosova's civil service does not have a long tradition. The founding year can be seen year 1945 and from there then was no development continuity. Since then the Kosova Civil Service was developed on the basis of Kosova’s political and legal system. Kosova has gone through the communist system since 1945 -1990, the segregation (classic occupation) system of Milosevic regime 1990-1999, the UNMIK administration system from 1999 - 2008. Going through this path the recruitments were ideological and political.

After the first election in 2001 the Kosova Civil Service was created. Since then the political changes in government after each election cycle have had a direct impact on the civil service. This trend of political interference, in some ways, was observed by institutional mechanisms such as by the Kosova Institute for Public Administration. This institution concludes (November - January 2010) "The analysis carried out by different actors involved in training activities of employees of Civil Service (CS) have concluded that despite improvements in the capacity of civil servants, CS continues to have difficulties of consolidation. Movements (inflows and outflows) of staff in this segment continue to be large, resulting in the departure of employees who have gained expertise and experience and recruiting employees who lack on knowledge, skills and attitudes necessary to perform the effectiveness and efficiency of their operational duties"³.

In the 2009 report of the Independent Oversight Board of Kosova (IOBK) it was concluded that "From the examination of complaints of civil servants and civil service applicants was found that recruitment is not always in accordance with fair and merit procedures. Evaluation is not always made in accordance to merit and legal procedures. Annual performance assessments were not always made in an objective manner.

Employee contracts are not released and renewed in accordance with the law and legal

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principles. Some senior officials responsible for implementing decisions IOBK showed negligence and irresponsibility on the implementation of legal decisions IOBK. IOBK decisions are binding decisions (Regulation no. 12/2008). IOBK does regularly inform the Kosova Assembly on non implementation of Council decisions for each institution separately.4

European Union, World Bank, IMF reports etc had emphasized problem of Kosova’s institutional performance. The current procedure of civil service recruitment has led to the fact that the civil service is quite attractive. The attractiveness does not mean that institutions managed to attract most professional and highly educated persons. Beside that fact the performance remains low. Current employees are directly under pressure as a result of weaknesses in: recruitment procedures, contracts, working conditions, payments, career development etc. It can be concluded that Kosova’s political groups have exploited weaknesses in the procedures of civil service recruitment legislation. In the state hierarchy, in the spirit of the constitution and legality, the position of civil servants have been and remains one of the most important components. Impact of politics on civil service recruitment can be seeing as a risk for Kosova’s integration into Euro-Atlantic institutions and also for proper state functionality.

The IOBK reports for complaints in 2009 indicate the biggest problems are in advertisement dispute and recruitment procedure. According to the report "During 2009, the IOBK has received in total 288 complaints lodged by civil servants and applicants for employment in the civil service of Kosova" complaints in this report are divided into three categories: based on topic, national and gender structure. IOBK receives complaints also from institutions. According to IOBK “a vast majority of complaints have been on procedures disputes, termination of employment contract, grading disputes, and suspension from work etc. In 2009 of all complaints reached 89 cases or 30.90% where for advertisement disputes, 65 cases or 22.56% for termination

4 Independent Oversight Board of Kosova - Annual report 2009- Published in march 2010-Page 5
of the employment contract, material fee 47 cases or 16, 31%, demoted 31 complaints or 10.76%; other disciplinary measures 31 complaints or 10.76% etc.

From total number of complaints 81 are from ministries. From which the council has considered 50. From this number 18 appeals were approved, 18 were rejected, 4 were partially approved, 4 were dismissed and 5 are ex officio. From this number 10 have been executed and 15 are not executed. Therefore review of recruitment procedures for civil service in Kosova remain a priority. The political and economical changes did reflect on developments and changes in state/public administration in Kosova. Those changes are divided in phases that are only for description purposes

1.1 First Phase 1945 – 1950

Political and diplomatic events of the Second World War were such that they did not allow the change of state borders in the Balkans. In this way, Kosova remained part of the State of Yugoslavia, but as a Serbian state territorial unit. Kosova with the constitution of 1945 had received a status of territorial autonomy. After the War, new communist regime abolished monarchy, restricted private property and practically set aside civil society. It was thought that federative republic would be a solution for nationalistic cleavages. Communists tried to establish new system of unifying values through building humanistic and atheistic model (especially during self-management socialism, 1950-1980) in contrast to previous periods and systems which operated divergently and disunited in the first place. Formally, public administration was called people’s administration (like militia = people’s police) but practically it was composed of regime supporters who were willing to follow commands (read: members of communist party). One of main conditions for service in public administration was membership in Communist Party. It was called moral-political suitability.
However, Kosova had a separate administration that administers Kosova institutions. It was a military administration that was installed in late 1944. So practically the administration was military based.

1.2 Second phase 1950 – 1968/74

Until 1948, all administration of the Yugoslav state was based on the Soviet model of state administration. Kosova was excluded, because here a direct military administration was installed. As a result of breaking relations between the Soviet Union and Yugoslavia there was designed a new reform of political system that was reflected in the state administration. This system was called "Self-Governance." In Kosova, despite the fact that the military administration was based on a police structure it was not a public administration model like in the other Yougosllav republics. Kosova continued to have territorial administration, which consisted on transforming the military personnel into the administrative managers. In 1963 it was approved the new constitution of the Yugoslav state. By this constitution a new political division of the state was legalized. By this it was increase the status of Kosova in the Autonomous Province of Kosova.

Yugoslav state had six republics and two provinces, were the provinces remained formally part of Serbia. So Serbia was kind of “federal” unit with two provinces. At this stage there was a change in the administration of Kosova. A largest part of military officials where retired and in their place where appointed civil officials, normally from Kosova communist political party branch. The legal basis of this administration was the constitution of Yugoslavia, Serbia's Constitution and the Statutory Law of the Autonomous Province of Kosova.

1.3 Third phase 1974 – 1989

Political and legal changes were significant during this phase. These changes also reflected in the state administration of the republics and provinces. In 1974 a new
Yugoslav federal constitution was adopted. This constitution has evolved the political and legal status of Kosova. By this Constitution, Kosova became a federal unit and administered by the own constitution. With this constitution Kosova did establish a state administration which, although still under the political principle of the socialist system, there were also elements of modern administration. This is due to the fact that being more autonomous had begun to send staff for training and education in western countries. After education they incorporated in the state administration. For the first time in this period some lower administrative positions covered by personnel recruited through public advertisements. This does not mean that they where not subject to the ideological control. However unlike the previous phase except direct appointees where also cases when personnel was recruited by public recruitment procedure.

Figure 1.1 Map of Ex-Yugoslavia –break up of the state\(^5\)

1.5 Fourth phase 1989 – 1999

This stage is known as the phase of political changes in the socialist bloc. These changes were reflected to some extent even in Yugoslavia, but with other dimensions. Political pluralism was legalized. In March 1989, Serbia, through military and police pressure brought to end Kosova's constitution. Kosova administration was dismissed and was replaced by military and police officials. This was named as "a Preventive Temporary Administration". This also marked the beginning of the end of the Yugoslav state, because it skipped constitutional interference of the common state constitution of Yugoslavia. Basic Law was a legal document called the Statutory Law of the administrative territory of Kosova.

However, this legal system was not accepted by the citizens of Kosova. Kosova political parties created a parallel system of administration, which in those conditions was also an administration which performs some administrative functions. It is clear that this administration did not even nearly had followed the principles of civil services, but some political activists from those political parties\(^6\) think that this is the start of state administration of Kosova.

1.6 Fifth phase 1999 – 2010

The starting year of establishment of Kosova Civil Service –KCS can be 1999 with the establishment of international administration, represented by the United Nations Mission in Kosova – UNMIK. Apart from international staff, the mission had also recruited a number of local officers who carry out some duties performed by civil servants in the normal countries. However this was not a real civil service because there was no a legal framework which would regulate legality of Civil Service-CS. It probably

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\(^6\) Ldhja Demokratike e Kosoves-LDK (Democratic League of Kosova) was the first political party. In 1992 LDK organized parallel elections. After these elections was created a parallel system of administration
also the fact that the mission in which they work has had limited mandate and did not have legal mandate for the establishment of a civil service.

Later, in 2001, the United Nations Mission- UNMIK after a political decision invites the political parties in Kosova to establish Joint Administrative Structures-JIAS to govern the country. This moment was a start to initiate the creation of public administration. This administration was divided into two budget categories, the category of employees in UNMIK with very high salaries and other category which was recruited under budget called "Consolidated Budget of Kosova" with very low salaries.

The first free elections organized by UNMIK were held in late 2001. After lot of discussions early 2002 where established the Kosova Government and Presidency. The new created institutions where called Provisional Institutions of Self Government-PISG. The creation of central institutions in Kosova did not affect on UNMIK to transfer the mandate to the PISG. In this way further unbalance was caped in the salaries and privileges of civil servants, among them working with UNMIK and local institutions. One such treatment in salaries and privileges create many defects. UNMIK's civil service was not independent in serving people. Their superiors come from different countries of the world. On the other side the civil service of Kosova institutions - PISG was much closed with political parties. Although recruitment was based on a regulation drafted by UNMIK political parties still had impact on the recruitment, especially those in high positions.

2 Civil Service and Legal Framework

From June 1999 until the declaration of independence on February 17, 2008, Kosova was an entity under interim international administration known as the UN Mission in Kosova (UNMIK) and the International Security Forces in Kosova (KFOR). The UNMIK mandate generated from UN Security Council Resolution 1244 (1999) of 10 June 1999.7

7 Resolution 1244 (1999), Approved by UN Security Council - meeting 4011
UNMIK adopted a legal document for the provisional interim administration in Kosova. This document is known as Constitutional Framework for Provisional Self-Government in Kosova. The UNMIK legal acts were known as UNMIK Regulations. Later on UNMIK create the public administration bodies known as Departments. Each Department have head two co-chairpersons. Establishment of departments did create the need for legal regulation of civil service. In this regard UNMIK adopted Regulation 2001/36. This legal document is the first legal base of establishing the civil service in Kosova.

2.1 Key Institutions and Civil Service Mechanisms

The Constitution of the Republic of Kosova was promulgated on June 15th, 2008. Applicable legislation on the date of entry into force of this Constitution will continue to be applicable to the extent of the conformity with this Constitution, until repealed, replaced or amended in accordance with this Constitution. Kosova Constitution has defined the form and content of the Kosova civil service and defines the establishment of the Independent Oversight Board – IOB. Fundamental civil service legislation is presented in the following graphic.

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10 www.kushtetutakosoves.info – Kushtetuta e Republikës së Kosovës- Neni 101, pika 1 dhe 2
Kosova’s civil service is managed by legislation which defines the institutional mechanism. Institutions are defined as administrative, supervisory and capacity building. For the CS administration is responsible Ministry of Public Administration-MPA\textsuperscript{11}. The Ministry through the Department of Civil Service Administration-DCSA is responsible for developing policy and overseeing the implementation of these policies. Supervisory mechanism is Independent Oversight Board for the Civil Service of Kosova.\textsuperscript{12} The Board mandate is to review complaints of civil servants and those who apply for getting a position in CS. Board is the Kosova Assembly body. The responsible institution responsible for human professional capacities of the Civil Service of Kosova is Kosova Institute for Public Administration-KIPA\textsuperscript{13}.

\textsuperscript{11} http://map.ks-gov.net
\textsuperscript{12} http://www.ks-gov.net
\textsuperscript{13} http://www.ikap.org
2.2. Civil Service and European Integration Process

Public administration capacity is a priority for Kosova’s European integration. In the European Commission – EC Progress Report for 2009 noted that "Providing administration services for all people of Kosova and the establishment of a public administration professional, accountable, accessible and free from political representation is a key European Partnership priority. This is not fully guaranteed. Capacity of public administration in Kosova remains weak."

In following year the situation remained quite same. The European Commission – EC Progress Report for 2010 noted that “Overall, public administration reforms in Kosova remain a major challenge. Establishing a professional, accountable, accessible, representative public administration and ensuring delivery of public services to all in Kosova needs to be addressed as a matter of high political urgency. This is a key European Partnership priority. The capacity of Kosova’s public administration remains weak”.

Based on these reports we can conclude that there is lot to do in civil service reform in order to achieve European Integration Process standards. Reform requires a great effort to attract younger people, educated and dedicated in public service. However, sometimes it seems much harder to keep a civil servant with zeal and suitable training.

2.3. Key Lessons from International Cases

Institutional civil service reforms in the Balkan region are characterized by national context on one hand, and international technical assistance on the other. While the domestic circumstances of each country tend to vary from one to another, international
technical assistance is implemented similarly in each of the countries of the region. Political actors may have a significant impact on national efforts to reform, and international technical assistance is characterized by a certain degree of standardization and perseverance in the European administrative standards.

Albania and Croatia are good examples from where Kosova can learn. These two cases should be taken as examples. With Albania we have the same culture and economical conditions. Croatia is an example that should be taken into account for the fact that with this country we have share the Communist past and also as we, they had gone through war destruction. The problem lies in the fact that Albania's public administration reform is protracted and has started since 1992 and still continues. According to a study made by Denita CEPIKU (Researcher and Assistant Professor, Faculty of Economics, "Tor Vergata" Rome University, Rome, Italy) Albania appears that even after all these years of public administration reform is still needed.

In the case of Croatia's public administration reform is well described by this paragraph "Impoverished by war, a messy transition to a market economy, and foreign capital attack targeting the most lucrative sources of profit, the country was not able to properly to pay its civil servants. At the same time, these civil servants were continuously faced with rapid absorption and excessive wealth from a small number of individuals who had no other qualities except the ability to make money in an extremely short period of time." (Eugen Pusic, Preface of the book The State and the Administration Croatian, Croatian Academy of Sciences and Arts, Zagreb, 2008, p. 8)

3. Survey Preparation and Problems

The Civil Service in Kosova or the performance of civil service in Kosova has been criticized in many reports, both internal and external. This has led to a fact that part of

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14 www.itap.gov.al Ivan Kopric, Udhëheqës shkencor Universiteti i Zagrebit, Rapport “Tërheqja dhe Mbajtja e Njerëzve më të Fëtë në Shërbimin Publik”
the citizens have less confidence in the quality of services provided by public administration. Such opinion has contributed to encourage debate on the reasons that led to a loss of credibility.

There is lot of hypotheses on the factors influencing the poor performance of the civil service. Among the main hypotheses are: the politicization of the service from political parties in governance, economic situation, labor market in Kosova, and the aspect of cultural relations in Kosova society.

Debate was mostly on the recruitment procedures for civil service. According to respondents, recruitment procedures were such that enabled political parties to have influence in the selection of their favorite people. There are lots of reasons for seeking possibilities of reviewing the recruitment procedures in Kosova civil service.

3.1. Project Survey

According to B. Guy Peters and Jon Pierre definition of politicization can be defined “At the most basic level, by politicization of the civil service we mean the substitution of political criteria for merit-based criteria in the selection, retention, promotion, rewards, and disciplining of members of the public service. Unlike the use of patronage appointments in many less developed countries (World Bank, 2001) politicization in the industrialized democracies implies attempts to control policy and implementation, rather than just supply jobs to party members or members of a family or clique”\textsuperscript{15}.

Confirmation of these hypotheses was a challenge in itself. This is because of the dilemma of what would be the best way to come to the desired outcome. The idea was

\textsuperscript{15} Politicization of the Civil Service in Comparative Perspective The quest for control Edited by B. Guy Peters and Jon Pierre, page 2, First published 2004 by Routledge 11 New Fetter Lane, London EC4P 4EE
to get as much information pertaining to these hypotheses. The experience in the sector of civil society and public institutions was a road map how to begin researching for the preparation of the report.

In consultation with the consultants it came to the conclusion that the project should start off in several directions. Firstly it was searched official gazettes of the administration of Kosova since 1954\textsuperscript{16}. Secondly it got through research reports of nongovernmental organizations within Kosova and abroad. Third it got through reports of international intergovernmental organizations as the EU, IMF, WB and OSCE. Fourthly it got through reports of the independent institutions in Kosova such as Supervisory Oversight Board and Kosova Institute for Public Administration.

After viewing these materials stroke of common observation was that the Civil Service of Kosova remains weak, which affects the quality of design and implementation of institutional policies and quality of services.

After reading and collecting these materials I found it necessary to research the current situation. So I prepared two questionnaires, one for senior managers which had 22 questions and another for civil servants with 25 questions. Both questionnaires had mostly multiple-choice questions. At the end it was inevitable to consult academic literature and manuals for public administration.

\subsection*{3.2. Project results – Project findings}

After consultations with Professors, Dr. Fernandez, Dr. Bowen, and capstone report consultants it was distributed questionnaires. In the beginning there was hesitation to respond to questionnaires but after they saw that questionnaires were anonymous they responded on time.

\textsuperscript{16} Official Gazettes of Autonomous Province of Kosova – Kosova Central Archive
Table 3.1 reflects the number of questionnaires and their fulfillment.

<table>
<thead>
<tr>
<th>Ministries/agencies</th>
<th>Send Out</th>
<th>Completed</th>
</tr>
</thead>
<tbody>
<tr>
<td>Kosova Presidency</td>
<td>10</td>
<td>9</td>
</tr>
<tr>
<td>Office of the Prime Minister</td>
<td>10</td>
<td>8</td>
</tr>
<tr>
<td>Ministry of Public Administration</td>
<td>12</td>
<td>11</td>
</tr>
<tr>
<td>Ministry of Education, Science and Technology</td>
<td>12</td>
<td>9</td>
</tr>
<tr>
<td>Ministry of Justice</td>
<td>10</td>
<td>7</td>
</tr>
<tr>
<td>Ministry of Energy and Mining</td>
<td>10</td>
<td>7</td>
</tr>
<tr>
<td>Ministry of Finance and Economy</td>
<td>8</td>
<td>9</td>
</tr>
<tr>
<td>Ministry for the Kosova Security Force</td>
<td>10</td>
<td>9</td>
</tr>
<tr>
<td>Ministry of Environment and Spatial Planning</td>
<td>12</td>
<td>9</td>
</tr>
<tr>
<td>Ministry of Local Government Administration</td>
<td>12</td>
<td>7</td>
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<tr>
<td>Ministry of Internal Affairs</td>
<td>8</td>
<td>7</td>
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<tr>
<td>Ministry of Foreign Affairs</td>
<td>8</td>
<td>7</td>
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<tr>
<td>Ministry of Labor and Social Welfare</td>
<td>10</td>
<td>9</td>
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<tr>
<td>Ministry of Community and Return</td>
<td>8</td>
<td>7</td>
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<tr>
<td>Ministry of Health</td>
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<td>Ministry of Culture, Youth and Sports</td>
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<td>9</td>
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<tr>
<td>Ministry of Transport and Telecommunication</td>
<td>12</td>
<td>7</td>
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<tr>
<td>Ministry of Agriculture, Forestry and Rural Development</td>
<td>10</td>
<td>7</td>
</tr>
<tr>
<td>Ministry of Trade and Industry</td>
<td>10</td>
<td>7</td>
</tr>
<tr>
<td>Total</td>
<td>194</td>
<td>152 or 78.3%</td>
</tr>
</tbody>
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Figure 3.1 Number of questionnaires

<table>
<thead>
<tr>
<th>Sand out</th>
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<tr>
<td>194</td>
<td>152</td>
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Figure 3.2 Number of questionnaires in agencies

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<tr>
<th>Agency</th>
<th>Questionnaires</th>
<th>Completed</th>
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</thead>
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<td>K</td>
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<td>A</td>
<td>10</td>
<td>9</td>
</tr>
<tr>
<td>M</td>
<td>10</td>
<td>9</td>
</tr>
<tr>
<td>E</td>
<td>12</td>
<td>11</td>
</tr>
<tr>
<td>S</td>
<td>10</td>
<td>9</td>
</tr>
<tr>
<td>J</td>
<td>12</td>
<td>11</td>
</tr>
<tr>
<td>M</td>
<td>10</td>
<td>9</td>
</tr>
<tr>
<td>E</td>
<td>12</td>
<td>11</td>
</tr>
<tr>
<td>M</td>
<td>10</td>
<td>9</td>
</tr>
<tr>
<td>F</td>
<td>12</td>
<td>11</td>
</tr>
<tr>
<td>E</td>
<td>10</td>
<td>9</td>
</tr>
<tr>
<td>S</td>
<td>12</td>
<td>11</td>
</tr>
<tr>
<td>M</td>
<td>10</td>
<td>9</td>
</tr>
<tr>
<td>A</td>
<td>10</td>
<td>9</td>
</tr>
<tr>
<td>M</td>
<td>10</td>
<td>9</td>
</tr>
<tr>
<td>T</td>
<td>12</td>
<td>11</td>
</tr>
<tr>
<td>T</td>
<td>10</td>
<td>9</td>
</tr>
<tr>
<td>M</td>
<td>10</td>
<td>9</td>
</tr>
<tr>
<td>A</td>
<td>10</td>
<td>9</td>
</tr>
<tr>
<td>F</td>
<td>10</td>
<td>9</td>
</tr>
</tbody>
</table>
Figure 3.3 Questionnaires for managers/human recourse managers

Figure 3.4 Questionnaires for professional employees
Until the adoption of the new Civil Service Law, Kosova police and employees in education system were considered civil servants. With the new law on civil service these two categories do not have civil service status.

According to the Ministry of Public Administration/Department of Civil Service Administration, the total number of employees at the central level with civil servant status is 28,915. While, according to the qualifications, with university degrees are 8,034 or 27.78%, high school/community college are 1,565 or 5.4%, secondary school/high school are 18,129 or 62.65%, and the primary school are 1,187 employees.

**Figure 3.5 Ethnical background of employees in central Civil Service**
Figure 3.6 Gender structure

![Gender structure chart showing male and female counts.]

Figure 3.7

![Gender percentage chart showing male and female percentages.]

Figure 3.8

![Education level chart showing university, high school, secondary school, and primary school counts.]

<table>
<thead>
<tr>
<th>Education</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>University</td>
<td>8034</td>
</tr>
<tr>
<td>High school</td>
<td>1565</td>
</tr>
<tr>
<td>Secondary school</td>
<td>18129</td>
</tr>
<tr>
<td>Primary</td>
<td>1187</td>
</tr>
</tbody>
</table>
Findings from the questionnaire responses have been divided into four following chapters.

- Recruitment and Legalities;
- Professionalism, politics and anonymity;
- Recruitment and Independence from Politics;
- Management of the Civil Service

4. Recruitment and Legalities

4.1. Legality

Law on Civil Service of Nr. 03/L-149 was promulgated on January 1st, 2011. This law has abolished UNMIK Regulation 2001/36 on the Kosova Civil Service. It was also adopted Regulation Nr.02/2010 for recruitment procedures in the Civil Service. This regulation “defines the unique rules and procedures to the Civil Service recruitment in accordance with Kosova Civil Service Law.”17 The regulation defines decentralized recruitment procedures through human resource management units in each agency. The requests for new work places or filling vacancies these units should send in the Department of Civil Service Administration –DCSA in the Ministry of Public Administration (Article 4 of the Regulation). Also relevant units have a responsibility to develop job descriptions within the institution.

17 Regulation Nr.02/2010 For Recruitment Procedures in Civil Service, Article1,
The DCSA has the right and the obligation to check whether ministries and other public bodies implement the Civil Service Law in a correct manner, i.e. if job descriptions and classifications are comparable across institutions and if recruitment and promotion criteria and procedures are respected. However, in practice these tasks are not performed in an appropriate manner, mainly due to the DCSA’s lack of capacity. For instance, the Human Resources Sector in most cases is comprised of just one official and one assistant. Formal job descriptions, which are the basis for the classification of a position, are not provided in a comparable format, and no common framework for job titles is implemented across the civil service. Positions with similar job titles are classified at different levels.

The Regulation provides guidelines aiming to regulate the recruitment process and procedures. Under this regulation, any recruitment should be in accordance with the General Human Recourse Development Plan for Civil Service. The plan is drafted by the Department of Civil Service Administration pursuant to the requirements of the respective units. The research in preparation of the report was intended to analyze the recruitment procedures in the civil service in Kosova. For this reason most of the questions in the questionnaire were related to recruitment procedures. So in the questionnaire out of 25 questions 10 were related directly to recruitment procedures. Respondents were able to respond according to the multiple choice model. Since the questionnaires were divided into those for senior managers and professional employees the responses are given under the responsibilities that they have in recruitment procedures. Professional employees have identified more problems. Senior managers and personnel managers responded in a way that did not emphasize scale of problems or weaknesses as professional employees.
The answers are presented in tables or in charts. Tables marked with PE are results for professional employees; those marked with M are for managers.

It is found that the vast majority of positions are advertised in public media. This is confirmed by the respondents' answers. So the question of how they found out about their position, out of 152 respondents 128 found it out from the public media. Out of 128 respondents 55 along with information on the media have been informed by a friend or colleague, while, 24 have been informed from official websites of ministries.

Table 4.1 PE - Professional Employees

<table>
<thead>
<tr>
<th>Question</th>
<th>Possible answers</th>
<th>Answers</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>How did you first find out about your current position?</td>
<td>1. From a colleague</td>
<td>+ 47</td>
<td>95</td>
</tr>
<tr>
<td></td>
<td>2. From a friend</td>
<td>+ 28</td>
<td></td>
</tr>
<tr>
<td></td>
<td>3. Official web pages</td>
<td>4</td>
<td></td>
</tr>
<tr>
<td></td>
<td>4. Public media</td>
<td>91</td>
<td></td>
</tr>
<tr>
<td></td>
<td>5. Other</td>
<td>0</td>
<td></td>
</tr>
</tbody>
</table>

M- Managers

<table>
<thead>
<tr>
<th>Question</th>
<th>Possible answers</th>
<th>Answers</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>How did you first find out about your current position?</td>
<td>5. From a colleague</td>
<td>+ 8</td>
<td>57</td>
</tr>
<tr>
<td></td>
<td>6. From a friend</td>
<td>+ 6</td>
<td></td>
</tr>
<tr>
<td></td>
<td>7. Official web page</td>
<td>20</td>
<td></td>
</tr>
<tr>
<td></td>
<td>8. Public media</td>
<td>37</td>
<td></td>
</tr>
<tr>
<td></td>
<td>5. Other</td>
<td>0</td>
<td></td>
</tr>
</tbody>
</table>

On the question of whether they agreed with the current recruitment procedures, responses were divided, with a similar percentage. Even those who disagreed with recruitment procedures say they do not agree because the current procedures enabling the recruitment based on social ties, nepotism and political influence. Those who stated that they agree with the recruitment procedures specified that these procedures provide equal opportunities for all.

Managers who have responded with “no” have stressed that more responsibility should be given to direct managers to selection candidates.
Table 4.2 PE - Professional Employees

<table>
<thead>
<tr>
<th>Question</th>
<th>Possible answers</th>
<th>Answers</th>
<th>Answers</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Do you agree with the current legal recruitment procedures?</td>
<td>♦ Yes</td>
<td>45</td>
<td>47.5%</td>
<td>95</td>
</tr>
<tr>
<td></td>
<td>♦ No</td>
<td>50</td>
<td>42.5%</td>
<td></td>
</tr>
<tr>
<td></td>
<td>♦ Please specify why?</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

M – Managers

<table>
<thead>
<tr>
<th>Question</th>
<th>Possible answers</th>
<th>Answers</th>
<th>Answers</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Do you agree with the current legal recruitment procedures?</td>
<td>♦ Yes</td>
<td>40</td>
<td>70%</td>
<td>57</td>
</tr>
<tr>
<td></td>
<td>♦ No</td>
<td>17</td>
<td>30%</td>
<td></td>
</tr>
<tr>
<td></td>
<td>♦ Please specify why?</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

In the question “Do you think that job advertisements, job descriptions are normally with the goal of requirements” there were interesting answers. Although the responses were different, the majority of professional employees answered “not always”.

Managers have responded mostly with yes.

Table 4.3 PE - Professional Employees

<table>
<thead>
<tr>
<th>Question</th>
<th>Possible answers</th>
<th>Answers</th>
<th>Answers</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Do you think that job advertisements, job description are normally with the goal of requirements?</td>
<td>♦ Yes</td>
<td>20</td>
<td>21%</td>
<td>95</td>
</tr>
<tr>
<td></td>
<td>♦ No</td>
<td>14</td>
<td>14.7%</td>
<td></td>
</tr>
<tr>
<td></td>
<td>♦ Not always</td>
<td>34</td>
<td>35.6%</td>
<td></td>
</tr>
<tr>
<td></td>
<td>♦ I don’t know</td>
<td>27</td>
<td>28.7%</td>
<td></td>
</tr>
<tr>
<td></td>
<td>♦ Other</td>
<td>0</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

M-Managers

<table>
<thead>
<tr>
<th>Question</th>
<th>Possible answers</th>
<th>Answers</th>
<th>Answers</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Do you think that job advertisements, job description are normally with the goal of requirements?</td>
<td>♦ Yes</td>
<td>32</td>
<td>56.1%</td>
<td>57</td>
</tr>
<tr>
<td></td>
<td>♦ No</td>
<td>6</td>
<td>10.5%</td>
<td></td>
</tr>
<tr>
<td></td>
<td>♦ Not always</td>
<td>19</td>
<td>33.4%</td>
<td></td>
</tr>
<tr>
<td></td>
<td>♦ I don’t know</td>
<td>0</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>♦ Other</td>
<td>0</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

When asked "Are all vacancies filled through recruitment procedures", given answers show that mostly they think positively, but there are also those who say no or not always.
Table 4.4 PE - Professional Employees

<table>
<thead>
<tr>
<th>Question</th>
<th>Possible answers</th>
<th>Answers</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Are all vacant positions completed through public recruitment procedures?</td>
<td>♦ Yes</td>
<td>55</td>
<td>58%</td>
</tr>
<tr>
<td></td>
<td>♦ No</td>
<td>12</td>
<td>12.6%</td>
</tr>
<tr>
<td></td>
<td>♦ Not always</td>
<td>27</td>
<td>29.4%</td>
</tr>
<tr>
<td>M- Managers</td>
<td></td>
<td></td>
<td>95</td>
</tr>
</tbody>
</table>

Next question was about whether they know any case where the employee is known in advance; out of 57, 14 managers have not preferred to answer this question.

Table 4.5 PE - Professional Employees

<table>
<thead>
<tr>
<th>Question</th>
<th>Possible answers</th>
<th>Answers</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Do you know any case when employer is known in advance?</td>
<td>♦ Yes</td>
<td>43</td>
<td>45.2%</td>
</tr>
<tr>
<td></td>
<td>♦ No</td>
<td>52</td>
<td>54.8%</td>
</tr>
<tr>
<td>M- Managers</td>
<td></td>
<td></td>
<td>95</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Question</th>
<th>Possible answers</th>
<th>Answers</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Do you know any case when employer is known in advance?</td>
<td>♦ Yes</td>
<td>15</td>
<td>31.5%</td>
</tr>
<tr>
<td></td>
<td>♦ No</td>
<td>28</td>
<td>68.5%</td>
</tr>
<tr>
<td>The next question is related to the main principle in selecting the candidates. Are they selected based on merits or on social connections and nepotism? Respondents had the opportunity to rate the importance of possible responses from 1 to 5.</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
The next question was about written recruiting criteria that suit the candidate prior to employment.

Table 4.6 PE - Professional Employees

<table>
<thead>
<tr>
<th>Question</th>
<th>Possible answers</th>
<th>Answers</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Are there cases when the criteria were adapted to a candidate who was known in advance that will be hired?</td>
<td>♦ Yes</td>
<td>45</td>
<td>47%</td>
</tr>
<tr>
<td></td>
<td>♦ No</td>
<td>50</td>
<td>53%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

M-Managers

<table>
<thead>
<tr>
<th>Question</th>
<th>Possible answers</th>
<th>Answers</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Are there cases</td>
<td>♦ Yes</td>
<td>18</td>
<td>31.5%</td>
</tr>
</tbody>
</table>
When the criteria were adapted to a candidate who was known in advance that will be hired?

- No 39 69.5% 57

When asked about the possibilities of recruitment complaints procedures answers were absolutely positive.

Table 4.7 PE - Professional Employees

<table>
<thead>
<tr>
<th>Question</th>
<th>Possible answers</th>
<th>Answers</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Are there opportunities for complaints in recruitment procedures?</td>
<td>Yes</td>
<td>95</td>
<td>100%</td>
</tr>
<tr>
<td>M- Managers</td>
<td>No</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Not always</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

When asked about the effectiveness of institutions responsible for investigating complaints responses were as follows:

Table 4.8 PE - Professional Employees

<table>
<thead>
<tr>
<th>Question</th>
<th>Possible answers</th>
<th>Answers</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Do you think that the responsible institutions are effective in civil servant complaints?</td>
<td>Yes</td>
<td>28</td>
<td>29.7%</td>
</tr>
<tr>
<td></td>
<td>No</td>
<td>47</td>
<td>49.4%</td>
</tr>
<tr>
<td></td>
<td>Not always</td>
<td>20</td>
<td>20.9%</td>
</tr>
</tbody>
</table>

M- Managers

<table>
<thead>
<tr>
<th>Question</th>
<th>Possible answers</th>
<th>Answers</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Do you think that the responsible institutions are effective in civil</td>
<td>Yes</td>
<td>32</td>
<td>56.1%</td>
</tr>
<tr>
<td></td>
<td>No</td>
<td>15</td>
<td>26.3%</td>
</tr>
<tr>
<td></td>
<td>Not always</td>
<td>10</td>
<td>17.6%</td>
</tr>
</tbody>
</table>
The last question, about the recruitment, had to do with the opinion of respondents on improving recruitment procedures. Respondents had the opportunity to give their recommendations. Only 54 respondents answered this question. Others preferred not to answer. From the answers given, the recommendations are related to transparency, the elimination of nepotism and political influence, non-discrimination, and strict respect for the criteria of merit.

Experience is very important in assessing the legal proceedings. For this reason one of the questions of the questionnaire aimed to see the work experience of respondents. Respondents had the opportunity to select one of given respond; 1-3 years, 3-5 years, 5-8 years, 8-10 years and more. Out of 152 respondents 45 selected; 5 to 8 years, 58 selected; 3-5 years, 34 selected; 1-3 years and 15 selected; 8-10 years.

From given results in this answer, it is clear that there is lot of movement (outflows and inflows) in Kosova Civil Service. Fact that civil service was created in 1999 or in 2001 ¹⁸ is not indicative sign that the civil service is sustainable. According to given answers, only 15(about 10%) of the respondents have over 8 years experience. For this phenomenon has no any official report from responsible institution (Department for Civil Service Administration).

¹⁸ UNMIK Regulation 2001/36 For Kosova Civil Service
4.2. **Job Description and Job Evaluation**

Job description and evaluation of performance in legal terms are regulated by Regulation Nr.03/2010 and the Administrative Instruction - Instruction no. 2003/07 - Description of duties and responsibilities.

On the question of who prepares the job description, results are as follows

**Figure 4.4 Job description**

From the responses received it is clear that current experience contradicts with the Administrative Instruction Nr.MSHP / DCSA 2003/07. The document sets out these procedures and responsibilities as follows:

**Table. 4.9 Procedures and responsibility**

<table>
<thead>
<tr>
<th>Nr</th>
<th>Procedures</th>
<th>Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Authorization for new position</td>
<td>Head of Unit + HR Manager</td>
</tr>
<tr>
<td>2</td>
<td>Job description</td>
<td>Line manager + HR Manager</td>
</tr>
<tr>
<td>3</td>
<td>Distribution of job description</td>
<td>HR officer + Head of Unit</td>
</tr>
<tr>
<td>4</td>
<td>Modification of duties and job description</td>
<td>Head of Unit</td>
</tr>
</tbody>
</table>
Performance evaluation is done through a form which has many shortcomings. The form is simple and does not contain concrete questions through which the employee evaluation would be carried out. This form largely determines a form of communication between manager and employees whereby the fulfillment of the tasks analyzed.

The Evaluation Form does not contain specific questions for assessment to be connected with:

♦ Job Knowledge;
♦ Quality of Work;
♦ Productivity;
♦ Communication and Teamwork;
♦ Initiative;
♦ Dependability/Reliability;
♦ Adaptability;
♦ Takes Direction;
♦ Adherence to Guidelines;
♦ Creativity;
♦ Customer Service;
♦ Knowledge, Use and Care of Equipment;
♦ Leadership and Supervision;
♦ Organization and Planning;
♦ Problem Solving, Decision Making and Judgment;
♦ Professionalism;
♦ Safety and Security\textsuperscript{19}

\textsuperscript{19} Reference from Civil Service Employee Performance Evaluation form Southern Illinois University
5. Professionalism, Politics and Anonymity

5.1. Classification of the Civil Service

Kosova's civil service is regulated through the Civil Service Law. According to this law two categories of employees are set forth:

- Career Civil Servants - who exercise functions on the permanent basis in achieving overall institutional objectives.
- Non career Civil servants - who exercise functions duration limited to two (2) years for the implementation of specific projects, temporary replacement of permanent civil servants and in cases of work overload.

The Civil Service Law defines four functional categories in the Civil Service staff:

- civil servants in senior management;
  - Top senior manager three
  - Top senior manager two
  - Top senior manager one

- Civil Servants in management;
  - Leading four
  - Leading three
  - Leading two
  - Leading one

- Civil Servants in professional level;

---

20 Law Nr. 03/L-149 For Civil Service in Republic of Kosova
21 Law Nr.03L-149 , article 1, 1.1 and 1.2
22 Law Nr. 03/L-147 for Civil Servant Salary, article 6 under 3
23 Po aty, neni 6, nën 4
- Executive and professional three
- Executive and professional two
- Executive and professional one

- Civil Servants of the technical - administrative.
  - administrative three
  - administrative two
  - administrative one

Each category has sub-categories according to their responsibilities in the work places as a base for determining pay grades.

For the moment the law is not fully implemented. The implementation of this law requires different classification apart being implemented. Currently functional categories of the civil service are set in accordance with UNMIK Regulation 2001/36. Under this regulation there is no clear categorization of employees. The entire service, from the Permanent Secretary to the administrative assistant, is treated as career civil servants with limited time contracts.

### 5.2. Rights and Duties

Career and non-Career civil servants rights and responsibilities are regulated by the Civil Service Law. This law has nine articles that stipulate the rights of civil servants. The law protects civil servants from discrimination, right to salary, promotion, regular working hours, etc. Law also provides other rights such as the right to strike, right to appeal, to exercise political rights, etc.

---

24 Po aty neni nën 5
25 Ligji Nr.03L-149 , nen 23 pika 1
26 LIGJI Nr. 03/L-147 PËR PAGAT E NËPUNËSVE CIVILË, neni 6 nën 6
A civil servant has a broad spectrum of responsibilities and rules to be contained. Responsibilities are defined in Chapter VII of law which is in fact a code of conduct for civil servants. Chapter VII of the Law is very clear and aiming at maintaining the integrity and professionalism of the Civil Service. Legitimacy, authority, professionalism and integrity are fundamental principles of this chapter.

6. Recruitment and Independence from Politics

De-politicization of the civil service is part of the debate in Kosova society. There is a general public opinion that Kosova civil service is politicized. This opinion shares also international institutions through their reports. Also local institutions responsible for training and supervision had made similar objections.

Politicization of the Civil Service is one of the topics discussed repeatedly. Numerous researches and analyses were made in relation to this. One of them is the publication of B. Guy Peters and Jon Pierre, in 2004.27

In regional terms the influence of politics or politicization of the civil service must be referred to a research made by ‘Ivan Koprić - Scientific Researcher at the University of Zagreb. This research was made for the Training Institute of Public Administration in Albania. The survey includes regional countries such as Albania, Bosnia and Herzegovina, Montenegro, Croatia, Kosova, Macedonia and Serbia. This research has resulted in the following conclusions:

“ - 42.5% of respondents agree with the statement that there is a major political impact on recruitment,

---

27 Politicization of the Civil Service in Comparative Perspective The quest for control Edited by B. Guy Peters and Jon Pierre, First published 2004 by Rutledge 11 New Fetter Lane, London EC4P 4EE
- 46.8% of them highly agree with the statement that political actors may impact on whether civil servants would keep their jobs or not,

- 42.4% of the respondents disagreed with the statement that the policy is serving to make public administration more professional, not only from the formal point of view but also in practical plan,

- 43.6% of respondents disagreed with the statement that procedures are transparent to reach the highest posts “28

Report findings do confirm politicization of Kosova civil service. Political affiliations and connections is quite expectable within recruitment process. Out of 152 respondents 52 have ranked as first criterion, 17 from senior management staff and 35 from professional employees, expressed in percentage, about 30% of managerial level and 37% of non-managerial level. Political influence on civil service can be proved in several directions, participation in election campaigns during working hours, being part of electoral lists, participation in the governing bodies of political parties etc.

The Civil Service Law permits right to participate in political elections for civil servants as political candidates. Under a condition to go on unpaid leave. If they are not elected they can return to the same job. According to SIGMA report, published in May 2008 a large number of civil servants have taken part in local or central elections. According to the SIGMA findings, “during the elections in November 2007 a number of civil servants were removed from the payroll of institutions at central and municipal levels”. The total number involved was 123 officials, which included permanent secretaries, chief executive officers, department directors, and directors of directorates in municipalities. Except for those higher civil servants mentioned above, the number of civil servants who actively participated in the elections numbered 3017, all of whom were suspended

28 www.itap.gov.al Ivan Kopric, Udhëheqës shkencor Universiteti i Zagrebit, Rapport “Tërheqja dhe Mbajtja e Njerëzve më të Aftë në Shërbimin Publik”
from the civil service”29. It was fortuity the 2010 elections for the Kosova Assembly happened during time of my research. Using this chance I had a question for human resources officers on the number of officials who have participated in these elections. Report indicates that the average of those who participated in election from each ministry or agency is 5 officials. About 65% were from the level of senior/top management, 25% from management and about 10% from professional level. Overall number of those who run in these elections from the civil service was about 100 civil servants.

Legally a civil servant is not permitted to have a decision making position within political parties. Despite all legal restrictions there are a number of employees (majority from senior management level) that hold decision making positions. Party levels that they are active are the membership in General Council of the Party, Presidency Youth Forums and the Party Presidency. Such data shows that to get a position in senior management and management level must have political support and intervention. This is a direct influence of politics in the civil service. “Political meritocracy ”is one of the determining factors in locating and maintaining a civil service position.

6.1. Salary System and Pay Determination

The salary system is regulated by the Law for Civil Service Salary. This law not yeat fully implemented. Still salary system is in line with old legal framework. Law for salary system says “for the purpose of determining basic salary, the civil service is divided into four functional categories. A civil servant can be classified into one of fourteen (14) salary grades. Relationship between minimum and maximum salary of civil servants under this law is directly proportional with (1) to five (5)30.

29 SIGMA - Support for Improvement in Governance and Management KOSOVA - PUBLIC SERVICE AND THE ADMINISTRATIVE FRAMEWORK, ASSESSMENT MAY 2008
30 LIGJI Nr. 03/L-147 PËR PAGAT E NËPUNËSVE CIVILË neni 6
By law, the senior management level has three grades, the management level four grades, professional level four grades and administrative level has four grades. Grades are determined according to: accountability, complexity, inter-personal communication skills, qualifications, availability and conditions at work.

Currently ranks in the salary system are in line with old legal framework of UNMIK. This system has created great disappointment to civil servants because there are same positions with same responsibilities and mandates that have different fees. An example is the fact that under this ranking system exist 10 basic grades and 17 sub grades levels. Also grading system is not unique because the promotions are done according to the Permanent Secretary opinion without consulting with legal officials and staff.

In our research we had a question for the standardization of grades and ranks. According to respondents we can conclude that grades are not uniformed.

Table 6.1 PE - Professional Employees

<table>
<thead>
<tr>
<th>Question</th>
<th>Possible answers</th>
<th>Answers</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Are grades uniformed in your organization?</td>
<td>♦ Yes</td>
<td>39</td>
<td>41%</td>
</tr>
<tr>
<td></td>
<td>♦ No</td>
<td>56</td>
<td>59%</td>
</tr>
<tr>
<td></td>
<td></td>
<td>95</td>
<td></td>
</tr>
</tbody>
</table>

M – Managers

<table>
<thead>
<tr>
<th>Question</th>
<th>Possible answers</th>
<th>Answers</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Are grades uniformed in your organization?</td>
<td>♦ Yes</td>
<td>28</td>
<td>49.1%</td>
</tr>
<tr>
<td></td>
<td>♦ No</td>
<td>29</td>
<td>50.9%</td>
</tr>
<tr>
<td></td>
<td></td>
<td>57</td>
<td></td>
</tr>
</tbody>
</table>

6.2. Promotion and mobility

Promotion and movements within the civil service are very important to maintain freshness and consistency of service. The Civil Service Law does regulate the terms of promotion and mobility in Civil Service. Survey shows that civil servants that

31 LIGJI Nr. 03/L-149 PËR SHËRBIMIN CIVIL TË REPUBLIKËS SË KOSOVËS neni 16, neni 28, neni 32
promotion procedures are not correct. According to respondents promotion is closely linked to performance evaluation at work. According to them this assessment is not made on time and even if assessed positively there is no promotion. From the research of the legal framework does not appear to have any administrative instruction which defines the criteria for promotion of civil servants from one rank to a higher grade.

![Figure 6.1 Results of promotion]

<table>
<thead>
<tr>
<th>Education</th>
<th>Total</th>
<th>promoted</th>
<th>Not promoted</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total</td>
<td>152</td>
<td>53</td>
<td>99</td>
</tr>
</tbody>
</table>

7. Management of the Civil Service

7.1. Public Service Attractiveness

Despite many problems in Kosova civil service, a civil servant position remains very demanding. Level of economic development is one of the factors affecting the number of applicants in the civil service. Despite this demand, the number of those who leave the civil service is quite high. This is due to the fact that civil service offers a good
opportunity to establish professional contacts, training opportunities and creates
individual promotion. On the question raised in this research it appears that the most
important factors for working in the civil service are job security, regular payments and
professional development. Of 152 respondents, 33% have ranked job security as leading
motive for working in civil service than other factors. 40% have ranked regular payments
as leading motive, and 27% professional development. In general in Balkan Countries
and globally the motives tend to be same. According to research of Institute of Public
Administration Training in Albania by Ivan Koprić reasons are:
♦ safety at work;
♦ regular salary;
♦ favorable schedule and
♦ professional development;\(^{32}\)

Many training projects were developed aiming to increase the capacity and
professionalism in civil service. One of the projects being implemented is the
postgraduate degree- master funded by the European Commission. This project started
from 2004, but the beneficiaries, after getting degree (most of them) could not find
positions in the civil service. By contract, the Government has been obliged to dispose
them in public administration.
Another project is the project for Mast of Professional Studies funded by USAID and the
Kosova government. This project seems more stable because the beneficiaries are
current civil servants.

The main challenge that remains in this regard is the selection of staff and keeping staff
in the Civil Service. As in other countries, key factors in motivating people are individual,
organizational and social.

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\(^{32}\) [www.itap.gov.al](http://www.itap.gov.al) Ivan Kopric, Udhëheqës shkencor Universiteti i Zagrebit, Rapport “Tërheqja dhe Mbajtja e Njerëzve më të Aftë në Shërbimin Publik”- faqe 20
7.2. Responsible Institutions

The legal framework does define responsible institutions for civil service. The Civil Service Law stipulates the following institutions:

- Ministry of Public Administration, by following mandate;
  - developing and overseeing the implementation of civil service policies
  - drafting laws and issuing regulations in the field of civil service;
  - defining norms and standards for the functional organization of institutions that are part of the civil service;
  - proposing government policies concerning salaries and bonuses in public administration institutions;
  - development, coordination, supervision and implementation of training, education and capacity-building in Kosova Civil Service\(^\text{33}\).

- Department of Civil Service Administration, by following mandate:
  - develops and oversees policies for a professional civil service, impartial, accountable and multiethnic
  - develops and coordinates implementation of policies for the establishment and training of human resources for KCS's.
  - maintain and administer the payroll system and central registry of civil servants\(^\text{34}\).

- Independent Oversight Board for the Civil Service - is an independent institution to supervise the legality of the civil service management. The mandate is stipulated by a particular law\(^\text{35}\).

\(^{33}\) LIGJI Nr. 03/L-149 PËR SHËRBIMIN CIVIL TË REPUBLIKËS SË KOSOVËS, neni 6
\(^{34}\) http://map.ks-gov.net/sq/page.aspx?id=252
\(^{35}\) LIGJI Nr. 03/L-149 PËR SHËRBIMIN CIVIL TË REPUBLIKËS SË KOSOVËS, neni 9
- Kosova Institute for Public Administration - (KIPA) is responsible for implementing policies and training strategies, education and capacity building in the Civil Service.36
- Human resource development units –are responsible for human resource management within ministries and agencies (also known as “personnel units”).

### 7.3 Capacity Building – Training

Capacity building is essential element in the positive performance of the civil service in Kosova. Identification of training needs, finding opportunities for training and implementation of experiences obtained in practice are very important for the professionalism of public administration.

Legally, Kosova Institute for Public Administration-KIPA is responsibility for training and capacity building. Institute for Public Administration (KIPA) is a government institution, established for the training of civil servants in Kosova (KCS) in order to develop and enhance the quality performance in public administration.

KIPA mission is:

- Identification of training needs in the civil service;
- Develop training programs;
- Coordination of various projects for capacity building in KCS;
- Dissemination and exchange of new knowledge for public administration;
- Professional Research for new developments of public administration37

KIPA is responsible for organizing the training in these areas:

- Human Recourse development;

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36 Po aty, neni 10
37 http://www.ks-gov.net/ikap/
• Legislation;
• Budget and finance;
• Information Technology;
• Decentralization, local administration;
• General administration;
• Management.

Civil service has constant need for training to increase performance. Despite all efforts training remains a problem in itself. Research shows that there are problems in coordination of training. In KIQA report, November 2009 - January 2010 concluded that: “There is a discrepancy between the importance of activities and time that civil servants spend to perform. In general, civil servants pay attention to the implementation of important technical and professional activities and they neglected activities dealing with communication, conflict resolution, team building and team work.

Report shows that there is a need for further trainings in public administration. The trainings should go in line with capacity building. Collective work is very important to achieve effectiveness, efficiency and quality of functional duties. High Senior Officers emphasize their need for increasing knowledge on various institutions in view of coordination, control, auditing, developing planning skills, coordination, and implementation of projects. They also emphasize their needs for increasing knowledge on legislation, inter-institutional communication and developing communication skills.

Professional Executive Officers stresses their need for increasing knowledge related to their professional duties, legislation and skills development, drafting legal documents and organizational management.
Administrative level officers stress their need for knowledge of regulations, management tasks and time, teamwork, use of information technology, and foreign languages.38

Problematic in itself represents the return and retention of staff trained or educated through government programs and donations.

It is important to emphasize that the absorbing capacity of public administration remains law. This argues the need for developing a multidimensional plan for training.

8. Recommendations for Enhancing Recruitment Procedures in the Civil Service

Development a research on recruitment in the Civil Service in Kosova is very complicated. Civil Service in Kosova is the biggest labor market and it is the most attractive for getting a job except works in embassies, international intergovernmental organizations and banking sector. Private sector for the moment does not have capacities to compete public sector. Attractiveness to be employed in the civil service has not a large impact on the performance.

Reforming public administration is very complex process. This process will need a general political and institutional consensus. Crucial roles in the success of reforming PA and CS should have political parties and institutions on the one hand and civil society on the other.

Professor Kopric in his research has come to a conclusion that in Balkan Countries “Special attention should be paid to those constraints that reflect deep-seated problems in public administrations. It is quite clear that such problems can not be solved easily.

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38 IKAP, Rapport “Vlersimi i Nevojave për Trajnim tê Adminisnratês Publike në Qeverisjen Qëndrore” – Nënrorë 2009-Janr 2010
There are some optimistic notes, but they can easily lose given the multitude of difficulties and serious problems. Moreover, the situation is unstable. Each crisis can cause not only disruption but also going back to the development of human resource management. Only through a careful analysis it is possible to reach a solution that offer a chance to success.”39.

Research has shown that there are many factors that affect the weak performance of the PA and CS. Factors that affect are of political, legal, administrative and cultural nature. Political factors are related to the fact of the intervention of political groups in the staff recruitment in public institutions. This is reflected in the fact that after each election cycle happens to have big moves in the CS. Consequently any political instability directly impact in to stability of CS and AP. Such a thing does not guarantee the durability and sustainability of the CS. Public administration must be protected from political changes. Weaknesses of the legal nature can be seen in the fact that Civil Servants are not protected from political interference. Majority of Civil Servants do not have permanent contracts. The legal framework is not complete in regards to the evaluation, promotion and horizontal movement of civil servants. Research has shown that there is interference in the process of recruitment, assessment and grading.

Administrative factors affecting the performance of the civil service lie in the fact that mechanisms involved in PA remain very weak. DCSA in the MPA does not have any medium or long term plan for the civil service. This mechanism does not have full data on the movements, recruitments, departures or promotions of civil servants. This department has no idea how to protect the civil service from political influences. Also other mechanisms such as the Independent Oversight Board of Kosova-IOBK can not implement all his decisions despite his legal power. In terms of CS training KIPA does not have sufficient funds for capacity building of civil service

39 www.itap.gov.al Ivan Kopric, Udheqes shkencor Universiteti i Zagrebit, Rapport “Tërheqja dhe Mbajtja e Njerëzve më të Aftë në Shërbimin Publik”- faqe 37
Nepotism and cultural ties are also one of the factors that affect the quality of civil service. In Kosova, nepotism ties are very strong. These connections affect the continually in civil service recruitment. Research has shown that these connections are very crucial in staff recruitment in CS.

PA reform should start from recruitment process. Good professional public recruitment will affect directly in PA and CS in order to be able to serve the citizens, to be able and capable to implement public policies and at the same time to become a promoter of economic development of our country.

The process of reformation and consolidation of recruiting procedures in civil service aims to reach important goals and objectives such as:

- Increase effectiveness and efficiency of public administration
- Responding to the European standards and requirements for its integration;
- Increase the quality of civil service and its responsibility and accountability before the general public and its customers directly;
- Improving the system of recruitment of civil servants, career development and job evaluation results.

The end result of the reform of recruitment procedures will be:

- Increased professionalism and capacity of the system based on merit;
- A responsible and accountable civil service needs and demands of the public;
- A civil service capable and highly motivated to implement its policy of integration in European structures;
- An ethical civil service transparent and without corruption.
8.1. Conclusions

According to respondents 47% of respondents have declared that the employee is known in advance even before the job was advertised. The recruitment commissions recognize candidate, his professional qualifications, work experience and other elements of his CV before he/she applies for the job. In meantime, the Commission takes preferences from political Cabinets for candidate and also has influence in evaluation.

Although currently there is no written rule about the form of application, however, there is a unique formula for civil service recruitment. In order to apply for the job, the candidate must write the personal data in a form which can be withdrawn at the respective ministries or web page. According to research it appears that nepotism and political influence, as well as bad management result in the fact that many applicants do not even manage to be summoned to job interviews. This is a crucial stage of the selection process.

From the research and contacts with relevant institutions was found that there is no unified system of management for recruitment procedures. According to the Department of Civil Service Administration in the Ministry of Public Administration, there is no annual uniform data on recruitment, dismissal or movements in central institutions. This creates a gap in information relating to the civil service. Also there is no unified system of recruitment. As a result of this, each ministry or government agency can make announcements and set criteria for recruitment.

A regional and international practice shows that lot of develop countries has a centralized and unified procedures of civil service recruitment. So the responsible relevant institutions have accurate data on the numbers, movements, appointments, dismissals or promotions of civil servants. Those samples are also in Albania and Croatia. The absence of such practice in Kosova case is an obstacle to research the problems that affect of civil service movements, promotions, frustration, etc.
Report indicates that there are many problems with performance. According to the Kosova Institute for Public Administration – KIPA, performance is closely related to the need for constant and sustainable capacity building of civil servants. In the report compiled by KIPA appears that civil servants in senior management have stated that the establishment of performance is closely related to:

- Non discrimination.
- Transparency.
- Code of conduct.
- Creating a climate of good work

“Improving the performance of Kosova’s public administration and pursuing the civil service reform should be priorities of EC assistance, so as to create an effective and professional public administration at all levels which is able to design and implement a coherent and interconnected body of legislation and to provide efficient public services across Kosova in a transparent and accountable manner”.

“Provision of public administration services for all people of Kosova and the establishment of a professional, accountable, accessible public administration, free from political representative is a key European Partnership priority. This is not fully guaranteed. The capacity of Kosova's public administration remains weak.”

“Overall, public administration reform in Kosova remains a major challenge. Establishing a professional, accountable, accessible, representative public administration and ensuring delivery of public services to all in Kosova needs to be addressed as a matter of high political urgency. This is a key European Partnership priority. The capacity of Kosova’s public administration remains weak.”

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40 Rapport “Vlerësimi i Nevojave për Trajnim të Administratës Publike në Qeverisjen Qendrore” – Nëntor 2009-Janar 2010
41 Instrument for Pre-Accession Assistance (IPA) MULTI-ANNUAL INDICATIVE PLANNING DOCUMENT (MIPD) KOSOVA (UNDER UNSCR 1244/99) 2009-2011- page 13
42 EU Progress Report for Kosova 2009
43 EU Progress Report for Kosova 2010 page 9
Such findings are consistent in research. Respondents from this level have defined performance as the respect of working hours, respect for superiors, good relations with colleagues and job application. Research has shown that given answers are based on administrative guidance for the assessment of duties according to which the performance evaluation of civil servants is regulated. From other perspective the performance is closely related to service quality and mandate implementation. Performance does not have any specific measurement unit but it is closely related to the mandate of the working knowledge, service quality, absorbing capabilities, understanding of public policy, personal and professional integrity etc.

8.2 Recommendations

For recruitment procedures, the Ministry of Public Administration has issued an administrative directive. Although it is a directive for recruitment procedures, this legal document does not specify the method of application, but rather deals with the ways of advertisements. Under this guideline procedures are standardized. They regulate the way the announcement of recruitment forms, but do not regulate the manner and form of application. This administrative directive is deficient due to the fact that it does not give standards for application for employment in the civil service of Kosova.

During the research there were claims by former applicants and employees that the ways of the current application forms and recruitment have opened way for “discrimination on the basis of political affiliation, and social status”. This form of recruitment has created the possibility of political and nepotism influence in the civil service recruitment. Elimination of discrimination is the best way to minimize political influence in recruitment of civil servants. Report try show that there are ways to minimize political influence and nepotism.
8.3 New recruitment Policy - Anonymous Application

In order to eliminate this practice it is recommended the so called “anonymous application”. To implement the form of anonymous application it is not necessary to change the current legislation. This method can be applied through a pilot test or even drafting of an administrative direction in compliance with Kosova Civil Service Law.

One of the standards prescribed by the civil service law is the political impartiality of civil servants. Achieving that Kosova’s institutions should test anonymous application.

The "anonymous application" means the method of application where the applicant would not be obliged in the first stage of a competition to write personal information such as name, surname, date of birth, gender, marital status, etc. He/she would mark just the position that he / she apply for, the professional data and previous work experience. The application forms would be coded and each copy of the application form would have a code number.

After application, the special commission or human recourse office would compile a short list of applicants and through application codes would announce the short listed candidates. The list should be published on the Internet, public media or even through official information in respective buildings.

After this announcement selected applicants would be invited for written interview. This is a written interview where candidates would write an essay on the motives of application. Even at this stage there is no need for personal data. Invited applicants would be distributed by an A4 paper; each paper would have a code. This process should be conducted by human recourse office.

After this testing, three to five best candidates would be selected and invited for
During the interview they have to bring personal data, evidence of qualifications and work experience. With personal data they have to have a court verification that he/she is not under investigation or has been convicted for criminal offenses. In the end the most successful applicant would be invited to start work.

Such a procedure would minimize the possibility of political influence, ethnic, religious, gender and race discrimination.

8.4 Administration - Unified Recruitment Procedures and System

Based on the facts from the report the relevant department should have a mandate to maintain the central register of civil servants, their positions and ranks. Central institutions must submit periodic reports on the status of their civil service, staff turnover, recruitment promotions, etc.

Recruitment should be implemented through a unique rule that is adopted by the Government or Parliament. Requests for recruitments, recruitment commissions should be approved by Ministry of Public Administration. At least one of the members of recruitment commissions should be from civil society sector.

8.5 Human Resource Offices/Office of Personnel

So far, these offices have operated separately and have not had coordination with central data base of the Ministry of Civil Administration.

Human resource offices in Ministries and agencies should be subordinated with the Department of Civil Service Administration. They should have direct access to transfer data to the central registry. Data must be accurate and protected.
8.6  Control - Independent Oversight Board

Independent Oversight Board of Kosova (IOBK) is part of the constitution of the Republic of Kosova. "An independent oversight board for civil service ensures observance of rules and principles governing the civil service and who reflect the diversity of the people of the Republic of Kosova" (Article 101.2 of the Constitution of the Republic of Kosova).

IOBK mandate is defined by the Law NO. 03/L-192. This law does not differ too much from UNMIK regulations based on which the Council was established. Independent Oversight Board of Kosova has been mandated to supervise the implementation of the civil service procedures. Since the existence of the IOBK some problems have been identified related to the implementation of the mandate, especially their decisions. By law IOBK shall prepare annual reports giving specific recommendations. From official documents it is obvious that IOBK did not exercise the functions arising from the referenced articles.

From the findings recommendations are listed below:

• IOBK should have additional legal mandate to inspect the institutions of the civil service and not as stated in the law that "IOBK may visit institutions and interview civil servants...". This legal paragraph leaves alternative to IOBK to not be obliged to inspect. So IOBK can do that only when deems necessary;

• IOBK must do periodic research on the effectiveness of the principles of the Law on Civil Service. IOBK should find ways to measure law implementation and prepare recommendations for improvement. These reports with concrete recommendations should be sent to the Ministry of Public Administration and the relevant Parliamentary Committee. So far, at least officially there is no report for these surveys;

• Sections 4 and 5 determine the number of Council members and terms of selection.
Here is foreseen that the Council has no members from Civil Society. In order to create a social balance it is necessary that at least two members must be from civil society sector.

8.7 **Education and Training Improvement**

- There is a need for programs of general and specialized education for public administration
- Student should have teaching practices in public administration
- Private and public educational, professional and research institutions in coordination KIPA should take part in training of public servants
- Department for Civil Service Administration should develop practical periodical tests for Civil Servants.

8.8 **Civil Service De-politicization**

- Institutions should strength the implementation of legal norms on civil servants' political commitments
- DCSA should do a research on the number of civil servants engaged in decision making positions within political parties;
- Civil Servants should have permanent contracts;
- It must be a code of conduct for political appointees;
- DCSA should encourage political debate in the media for de-politicization;
- Political spectrum should have a political consensus on protecting civil service from politicization
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Appendix

Questionnaire for Top Managers/Personnel Managers

1. Who authorize advertisements in your organization?
   1. Permanent secretary
   2. Human resources office/personnel office
   3. Ministers cabinet
   4. Others ________________________________

2. Who prepares the job description?
   1. Permanent secretary
   2. Human resources office/personnel office
   3. Ministers cabinet
   4. Direct supervisor
   5. Others ________________________________

3. Who appoints the committee members for recruitment?
   1. Permanent secretary
   2. Human resources office/personnel office
   3. Ministers cabinet
   4. Direct supervisor
   5. Others ________________________________

4. How did you first found out about your current position?
   1. From colleagues
   2. From a friend
   3. Official web page
   4. Public media (electronic or written)
   5. Other ________________________________

5. How many years you are in public institutions?
   1. 1-3
   2. 3-5
   3. 5-8
   4. 8-10
   5. More ________________________________

6. What was your previous position?
   _____________________________________________________________________________
   _____________________________________________________________________________

7. Are grades uniformed in your organization?
   • Yes
   • No
8. Have you being promoted during this period?
   • from which position and who did proposal for your promotion?
   • If not, why you think you have not being promoted?

9. Do you agree with the current legal recruitment procedures?
   • Yes
   • No
   Please specify why?
   __________________________________________________________
   __________________________________________________________
   __________________________________________________________

10. What is your motive to work in public administration? (Please circle as many as you wish)
   • Job Security
   • Regular Wages
   • Professional Development
   • Travel abroad
   • Contacts with international experts and organizations
   • Work in the public interest
   • Convenient hours
   • Others ____________________________________________________

11. How many civil servants working in the organization did participate as candidates in the last elections?
   __________________________________________________________
   __________________________________________________________
   __________________________________________________________

12. Do you think that job advertisements, job description are normally with the goal of requirements?
   1. yes
   2. no
   3. sometimes
   4. I don’t know
   5. Other __________________________________________

13. Are all vacant positions completed through public recruitment procedures?
   • Yes
   • No
   • Not always

14. Do you know any case where the employer is known in advance?
15. According to you, for the selection of candidates which issues are more influenced? (Please circle as many as you wish). Please prioritize by mummers form 1 to 5 giving number on the highest important.

-Merit alone
-Political contacts
-Nepotism activities
-Social relationship
-Others ________________________________________________

16. Are there cases when the criteria were adapted to a candidate who was known in advance that will be hired?

-Yes
-No

17. Are there opportunities for recruitment complaints procedures?

-Yes
-No
-Not always________________________________________________

18. Do you think that the responsible institutions are effective in civil servant complaints?

-Yes
-No
-Not always

19. What are the methods or techniques that you propose for improving recruitment procedures?

_______________________________________________________________________________
_______________________________________________________________________________
_______________________________________________________________________________
_______________________________________________________________________________

20. Do you know how many of your colleagues:

- have been removed / dismissed? Why
_______________________________________________________________________________
_______________________________________________________________________________

- have left / resigned? Why
_______________________________________________________________________________
_______________________________________________________________________________

21. What do you think was the reason in case first?
and second?

22. What are the three most important factors in deciding on offering position? List in order of importance.
   1. ________________
   2. ________________
   3. ________________
Questionnaire for Employees

1. Who authorize advertisements in your organization?
   1. Permanent secretary
   2. Human resources office/personnel office
   3. Ministers cabinet
   4. Others ________________________________

2. Who prepares the job description?
   1. Permanent secretary
   2. Human resources office/personnel office
   3. Ministers cabinet
   4. Direct supervisor
   5. Others ________________________________

3. Who appoints the committee members for recruitment?
   1. Permanent secretary
   2. Human resources office/personnel office
   3. Ministers cabinet
   4. Direct supervisor
   5. Others ________________________________

4. What is your mandate?
   __________________________________________________________________________
   __________________________________________________________________________
   __________________________________________________________________________

5. What is your job description?
   __________________________________________________________________________
   __________________________________________________________________________
   __________________________________________________________________________

6. What is your education?
   __________________________________________________________________________
   __________________________________________________________________________
   __________________________________________________________________________

7. How did you first found out about your current position?
   1. From colleagues
   2. From a friend
   3. Official web page
   4. Public media (electronic or written)
   5. Other ________________________________
8. How many years you are in public institutions?

1. 1-3
2. 3-5
3. 5-8
4. 8-10
5. More _________________

9. What was your previous position(s)?

_______________________________________________________________________________

10. Are grades uniformed in your organization?

• Yes
• No

11. Have you being promoted during this period?

• from which position and who did proposal for your promotion?
• If not, why you think you have not being promoted?

12. Do you agree with the current legal recruitment procedures?

• Yes
• No

Please specify why?

_______________________________________________________________________________

_______________________________________________________________________________

13. What is your motive to work in public administration? (Please circle as many as you wish)

• Job Security
• Regular Wages
• Professional Development
• Travel abroad
• Contacts with international experts and organizations
• Work in the public interest
• Convenient hours
• Others ______________________________________________________________________

14. How many civil servants working in the organization did participate as candidates in the last elections?

_______________________________________________________________________________

_______________________________________________________________________________

_______________________________________________________________________________

___________________________
15. Do you think that job advertisements, job description are normally with the goal of requirements?
   1. yes
   2. no
   3. sometimes
   4. I don’t know
   5. Other ________________________________

16. Are all vacant positions completed through public recruitment procedures?
   - Yes
   - No
   - Not always

17. Do you know any case when employer is known in advance?
   - Yes
   - No

18. According to you, for the selection of candidates which issues are more influenced? (Please circle as many as you wish). Please prioritize by mummers form 1 to 5 giving number on the highest important.
   - Merit alone
   - Political contacts
   - Nepotism activities
   - Social relationship
   - Others ________________________________

19. Are there cases when the criteria were adapted to a candidate who was known in advance that will be hired?
   - Yes
   - No

20. Are there opportunities for recruitment complaints procedures?
   - Yes
   - No
   - Not always ________________________________

21. Do you think that the responsible institutions are effective in civil servant complaints?
   - Yes
   - No
   - Not always

22. What are the methods or techniques that you propose for improving recruitment procedures?
23. Do you know how many of your colleagues:
   
   • have been removed / dismissed? Why
   
   • have left / resigned? Why

24. What do you think was the reason in case first?
   
   •
   •
   •
   •
   •
   •

   and second?
   
   •
   •
   •
   •
   •

25. What are the three most important factors in deciding on offering position? List in order of importance.
    1. 
    2. 
    3. 