Final Report

Final evaluation of the 'Modernization of Public Administration' project

For the attention of:

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Disclaimer

The evaluation report is prepared by Krenar Loshi, an independent consultant, with the review and oversight of the UNDP in Kosovo. The content, analysis and recommendation of this report do not necessarily reflect the views of the UNDP or the United Nationsqmember states.

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List of abbreviations

AIS	Agency for Information Society
CAF	Common Assessment Framework
CMPAR	Council of Ministers for Public Administration Reform
CSIS	CitizensqSatisfactory Information System
CSO	Civil Society Organization
DCSA	Department of Civil Service Administration
DEIPC	Department for European Integration and Policy Coordination
DMPAR	Department for Management of Public Administration
DRL	Department for Registration and Liaison with NGOs
EC	European Commission
ERA	European Reform Agenda
EU	European Union
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GoK	Government of Kosovo
KIPA	Kosovo Institute of Public Administration
LD	Legal Department of MPA
MEI	Ministry of European Integration
MLGA	Ministry of Local Government Administration
MoF	Ministry of Finance
MPA	Ministry of Public Administration
MPA	Ministry of Public Administration
OECD	Organization for Economic Cooperation and Development
SAA	Stabilisation and Association Agreement
SAEK	Support to Anti-Corruption Efforts in Kosovo Project
ToC	Theory of Change
ToR	Terms of Reference
UNDP	United Nations Development Program
WB	World Bank

1 Introduction

1.1   Background information

For a well-functioning public administration, there is a need for professional civil service, efficient procedures for policy and legislative development, well-defined accountability arrangements between institutions and citizens as well as among institutions, ability of the administration to efficiently deliver services to citizens and businesses and sound public financial management system.

To this end, the Ministry of the Public Administration (MPA) in 2007, launched the Public Administration Reform (PAR) Strategy, whereby a comprehensive functional reviews of all ministries and of the majority of horizontal functions were conducted, leading to the adoption of the reviewed (second) PAR Strategy 2010 . 2013.

In 2014, a comprehensive review on implementation of PAR Strategy 2010-2013 was conducted, recommendations of which led to adoption of a new (third) Strategy on Modernization of Public Administration 2015 . 2020. The new Strategy focuses in achieving results related to civil service, human resource management, public service delivery and accountability in public administration.

Following the approval of the new Strategy on Modernization of Public Administration, to further support the implementation of the specific objectives of the Strategy, and according to the priorities set forth in the Action Plan 2015 . 2017, a new joint project on ±Modernization of Public Administrationqwas initiated by the UNDP and the Ministry of Public Administration.

UNDPqs ±Modernization of Public Administrationqproject has been implemented during September 2015 . April 2017 period. This final evaluation is being conducted to provide conclusions and recommendations about the relevance, impact, efficiency, effectiveness and sustainability of the project. The evaluation should enable UNDP Kosovo, the Ministry of Public Administration, the donor and other stakeholders to draw lessons from the integrated implementation approach for future similar undertakings and to assess what are the next steps that may need to be taken to ensure the sustainability of the actions undertaken and by whom.

1.2   Methodology of the evaluation

The evaluationqs methodological approach corresponds to a formative evaluation with theory-based elements (i.e. theories of change). The review process started off by reviewing the existing at times implicit Theory of Change of the Project and making it explicit by visualizing it. The reconstructed Theory of Change depicts in a graphic and logic manner the project interventions and how these are to lead to achieving the anticipated changes and attaining the objectives of the Project. The theory of change has, thus, provided the base for testing relevant assumptions and guided subsequent interviews during the evaluation process.

The evaluation process consisted of the following steps:

Clarification of the mandate: Discussions with the responsible staff of UNDP in order to clarify the understanding of the mandate, the approach, the expectations and possibly already the report structure.

<u>Desk review of relevant documents:</u> The core documents provided by UNDP were studied and additional necessary documents were identified and reviewed in order to better understand the context, the legal framework, the role of different stakeholders, the support rendered through UNDP in general and by other donors, as well as the lessons learnt and good practices.

<u>Elaboration of interviews and questions to be used during the mission:</u> Based on the clarified mandate and reviewed documents, a list of interviews and questionnaires was developed to be applied during the evaluation in order to find answers to the given questions and develop strategic elements for decision making for potential similar future undertakings.

<u>Inception report:</u> An inception report was elaborated based on the review of the documents and meetings on clarification of the mandate by UNDP. The report specified the methodological approach, deliverables and timelines. The report was shared with UNDP and validated on 28 April 2017.

<u>Field visits/interviews:</u> Based on the list of suggested stakeholder meetings, a series of meetings with different stakeholders were arranged and conducted, in close cooperation with the UNDP, involving representatives from different institutions: UNDP project team, projectsq partners, advisors and beneficiaries. The interviews took place during 5 . 23 May 2017 period.

<u>Preparation of the final report:</u> This report was elaborated based on the review of documents, the interview findings, the debriefing meetings with UNDP team conducted during the evaluation process and the comments on the draft report submitted on 12 June 2017.

2 Context Analysis

2.1   Overall context related to public administration reform

UNDPφ support to public administration reform in Kosovo[1] is taking place in the context of a place which is developing and consolidating its democratic institutions and processes and is moving forward in its process of European integration, in line with the Stabilisation and Association Agreement (SAA)[2] between the European Union and Kosovo of October 2015, the EU Enlargement Strategy 2015 requirements[3] and the European Reform Agenda (ERA) of 2016[4].

Following the setup of broad international presence in Kosovo in 1999, public administration has been subject to a range of interventions and assessments conducted by the international (and local) organisations. Nevertheless, despite the international support, the follow-up assessments

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[1] References to Kosovo, hereinafter are in line with United Nations Security Council Resolution 1244/99.

[2] The SAA focuses on respect for key democratic principles and core elements that are at the heart of the EU's single market. The SAA will establish an area that allows for free trade and the application of European standards in other areas such as competition, state aid and intellectual property. It will also help the implementation of reforms designed to achieve the adoption of European standards by Kosovo. Other provisions cover political dialogue, cooperation in a wide variety of sectors ranging from education and employment to energy, the environment and justice and home affairs.

[3] EU Enlargement Strategy 2015 identifies the public administration reform as one of the challenges for integration of new countries in the European Union. According to this strategy, one of the first pillars of reform is the requirement for a Strategic framework for public administration reform — which includes the political commitment to the reform process, including political leadership and technical coordination and monitoring of implementation.

[4] The European Reform Agenda 2016 has three priority areas: Good governance and the Rule of Law; Competitiveness and Investment Climate; and Employment and Education. The Good Governance and the Rule of Law priorities include amending legislation on conflicts of interest, ensuring transparent funding for political parties, reviewing and making more accountable the independent bodies, passing legislation regulating civil service, ensuring merit-based and non-political appointments, procurement, etc.

and progress reports, such as the European Commission (EC) progress reports, continue to stress the need for further development of the civil service, de-politicization, improvement of management and coordination, and development of oversight mechanisms.

As a response, the Kosovo government initiated the process of the public administration reform in 2007 and adopted the "Strategy for Public Administration Reform 2007-2012". Following the review of the Action Plan in 2009, the Ministry of Public Administration (MPA) confirmed the low level of implementation and new measures for improvement were undertaken, whereby a comprehensive functional reviews of all ministries and of the majority of horizontal functions were conducted, leading to the adoption of the reviewed (second) PAR Strategy 2010 . 2013. The new PAR structures established included the Inter-ministerial structures that consisted of the PAR Working Group composed of experts and administrative officials and PAR Council of Ministers chaired by the MPA Minister. The PAR coordinating unit was also established within MPA as a division, which in was upgraded into the Department for Management of Public Administration Reform within the MPA.

In 2014, the MPA published a "Comprehensive Report on the Implementation of the Public Administration Reform Strategy 2010-2013", which despite the progress made in the implementation, drafting and supplementing of the legal and institutional framework, called for further progress in overall reform processes.

In 2015, a new (third) public administration reform strategy framework was established under the umbrella of National Development Plan 2015 . 2020, which consists of three strategies, each with a designated responsible institution for coordination and implementation:

i)   Development and coordination of policies and legislation . under the Office of the Prime Minister;
ii)   Modernisation of administration . under the Ministry of Public Administration;
iii) Public financial management . under the Ministry of Finance.

As part of the overall reform package, the new strategy of MPA on Modernization of Public Administration 2015 . 2020, focuses in achieving results related to civil service, human resource management, administrative-public service delivery and re-organization and accountability. The MPA as such has been tasked as the main institution responsible for the results in implementation of this strategy, accountable to the PAR Council of Ministers and the Government.

2.2 Main challenges related to the implementation of the public administration reform strategy framework

2.2.1 General situation

As noted by the EC progress report of 2016 (and previous reports), the implementation of the public administration reform package is hampered by considerable delays and there are also serious concerns about the financial sustainability of the reforms. Some progress was made with the adoption of a comprehensive public financial management strategy and of the law on general administrative procedures, but there is still lack of progress in other areas. The 2015 annual

monitoring reports indicated either over-ambitious targets or lack of appropriate indicators, which explain delays in implementation.

As part of the reform package, in order to ensure a more accountable and depoliticised public administration, the government has committed itself to developing a new package of laws, including the law on organisation of state administration, the law on civil service and the law on salaries. The three laws have yet to be passed, and are expected to be adopted as a package in late 2017.

2.2.2   State administration

The state administration is organised in a fragmented way which does not ensure effective lines of accountability. The current law on state administration has allowed 46 government agencies to be set up, some of which have overlapping responsibilities. Furthermore, over 30 independent institutions report directly to the assembly, which lacks the powers and capacity to effectively supervise them. Many of these institutions and government agencies do not comply with the civil service law, therefore contributing to further fragmentation of the administration. Lines of accountability within many institutions are weak and there is no clear delegation of responsibilities to middle management.

2.2.3   Salary remuneration

The current salary remuneration system does not ensure equal pay for equal work. Different salary coefficients are applied to similar positions due to delays in implementation of the system of classification of jobs and new payroll system. This undermines parity and does not provide incentives for retaining and recruiting professional staff. Furthermore, civil service trainings and performance appraisals are still not systematically implemented, and they have little impact on career development.

2.2.4   Civil service functioning

The current law on the civil service establishes a single, unitary system of public service at central government and municipal levels. The law formally provides for merit-based recruitment, promotions and dismissals based on objective criteria but loopholes in the law allow contradictory practices, notably on the conversion of temporary staff into permanent civil servants without public competition. Progress has been made in extending the human resource management information system to all institutions, but the system is not up-to-date and does not perform all the mandatory tasks set out in the legislation. Political influence over appointments and dismissals continues to be a serious concern, especially on the selection of senior management. Women and non-majority communities are still not adequately represented in public institutions.

3 Assessment of Progress

Governance projects are designed to ultimately achieve changes in the governance system where implemented. Nevertheless, no ground-breaking change can be expected from a governance project that lasts for less than two years. Within such a short time period only incremental - and

at times not even visible but still important . steps towards improved democratic governance and public service delivery can realistically be made. This has to be taken into account while assessing the progress of this project.

Based on the findings, the project has been ranked according to the UNDP Scoring Scale[5], with the overall score of 5: Satisfactory, with minor shortcomings.

3.1   Relevance

Based on the findings, relevance of the project has been ranked with the overall score of 5: Satisfactory, with minor shortcomings.

3.1.1   Overall relevance of the project's output and activities

The overall objective of the project is to support the Ministry of Public Administration in implementation of the Strategy for Modernization of Public Administration 2015 . 2020. As such, the following output and activities were planned towards achievement of the project objective:

Output 1: Capacities of the Ministry of Public Administration to implement the specific objectives of the Strategy for Modernization of Public Administration 2015 . 2020 increased:

Activity 1: Training management system is developed within KIPA to provide systematic and continuous professional development for civil servants;

Activity 2: Legal framework for the civil service is reviewed and updated, in a gender responsive manner, to facilitate a career development system;

Activity 3: Defining mechanisms to measure the quality and accessibility of public services to citizens in a gender responsive manner.

In facilitating the implementation of foreseen activities, UNDP in cooperation with MPA created an Experts Registry of regional and national experts encompassing four specific areas of expertise i) Legal Framework, ii) Implementation and Monitoring of Policy Development, iii) Human Resources Development/Change Management, and iv) Institutional and Organizational Development.

Establishment of the registry enabled the UNDP to expedite the identification and deployment of the expertise demanded by the MPA, which contributed directly to the increase of MPA capacities to implement the specific objectives of the Strategy for Modernization of Public Administration

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[5] The UNDP Scoring Scale is as follows:

6 = Highly satisfactory (HS): no shortcomings

5 = Satisfactory (S): minor shortcomings

4 = Moderately satisfactory (MS). Moderate shortcomings

3 = Moderately unsatisfactory (MU): Significant shortcomings

2 = Unsatisfactory (U): Major problems

1 = Highly unsatisfactory (HU): Severe problems.

2015 . 2020. As such, the relevance of the project is uncontested and is in line with the overall project goal. Furthermore, UNDP and the project are praised for the degree of flexibility allowed, timeliness of provision of expertize, active communication and commitment to the achievement of results.

The project's focus on improving i) the training management system, ii) legal framework for the civil service, and iii) establishment of mechanisms to measure quality and accessibility of public services, is relevant to the support needed by the MPA to improve its core functions in enabling implementation of the Strategy. This approach is seen as relevant, since tangible improvement of core functions will have a high potential to improve the implementation aspects of the Strategy. This theory of change, though, is based on a mechanistic reasoning and implies a very rational judgment that MPA's performance will increase as a result of improving its core functions.

Nevertheless, the tendency for improvement through external expertize alone is not sufficient to ensure successful implementation of the Strategy, especially when considering the low human and financial capacity, and low capacities of the MPA to coordinate the implementation of the strategy at all departmental levels, which has impacted the MPA's ability to fully benefit from the project.

To this end, the Project activities have to a lesser extent been designed and implemented in a way that provides equal attention to the MPA's overall coordination capacity to implement the Strategy. There are two distinct aspects that make this apparent:
- Firstly, the Project activities, mainly focuses on MPA's overall internal performance improvement (in providing trainings, conducting legal drafting and measuring public services) and there are no outputs or activities planned to support coordination aspects, which impacts directly the MPA's ability to implement the Strategy.
- Secondly, although the activities fall under the same output there's little evidence of linkages and coordination between various MPA departments in charge or experts between themselves, which has impacted the streamlined flow of information and use of expertize in enabling successful implementation of the Strategy.

3.1.2 Relevance of the project considering the overall donor landscape

The Project approach and support areas are generally seen as being complementary to support provided by other donors in the area of public administration reform, namely EC (through SIGMA), World Bank and GIZ. UNDP has been playing a leading role in providing on-the-job technical assistance and mentoring for over a decade in support to public administration reform in general, and the approach as such is seen as instrumental by beneficiary institutions in achieving their goals. Nevertheless, the increasingly scarce resources available over the last couple years compared to EC, WB, GIZ, have impacted the UNDP's ability to leverage the necessary political support which is necessary to push for the implementation of such reforms.

3.2 Effectiveness

Based on the findings, effectiveness of the project has been ranked with the overall score of 4: Moderately satisfactory, with moderate shortcomings.

3.2.1 Main results achieved

The Project is generally well designed to achieve results that support the Ministry of Public Administration in the implementation of the Strategy for Modernization of Public Administration 2015 . 2020[6].

As reported by the project upon its conclusion[7] and verified further through this evaluation, four main overall results of the project related to the work of the MPA are as follows:

1. Development of a systematic training management framework

The Project has contributed to the development of a systematic training management framework, namely:

- Through introduction and trainings on the use of the Common Assessment Framework (CAF) . a quality management tool that allows for a quality-oriented performance management system, generate a diagnosis of institutional development, as well as encourage a constant improvement processes;

- Through training of HR managers and IT personnel on the use of Human Resource Information Management System (HRIMS) . a system that allows to electronically systematize the basic HR functions in all government institutions, including tracking of civil servant performance and training needs issues, amongst others;

- Through conducting a feasibility study and design of a roadmap on the establishment of the credit system for KIPA trainings, which was drafted based on comparative analysis from the best practices in other countries.

2. Establishment of a monitoring system of the principles of ethics and integrity

The Project contributed to establishment of a monitoring system on the principles of ethics and integrity, whereby:

- Methodological aspects for implementation of the system and indicators were developed based on best practices, including lessons learnt and implications for Kosovo public administration;
- A roadmap for the provision of the foreseen trainings for civil servants from all public administration institutions was developed;
- Two surveys[8] were conducted to pilot the Monitoring System of Ethics and Integrity, from which an analysis was developed to map the current situation on the principles of integrity and ethics in public administration in Kosovo;
- Integrity Plan for MPA was developed as a tool to identify potential corruption challenges and address integrity risks.

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[6] Overall goal statement of the project

[7] Self-assessment report 'Modernization of Public Administration - Final Narrative Report', March 2017

[8] Survey on Public Administration Units and Survey of Civil Servants Perception and Experience

3. Improved regulatory framework

The project contributed to the review of the legal framework in order to facilitate a career development system for civil servants and regulatory framework of the MPA in general, by namely supporting:

- Development of the Regulation on the Provision of Trainings for Civil Servants, setting the rules and procedures on the examination of civil servants, planning of trainings, categories, the establishment of electronic systems, as well as accreditation;

- Development of a Concept Paper that determines the adequate approaches and operational steps for a more holistic, integrated and consolidated framework that would unify the existing Integrity Plans of other institutions;

- Classification of jobs, job catalogue and standardizations of positions of civil servants, which resulted in changes of the standardization forms, preparation of a unified template for job classifications of civil servants, as well as the modifications on the job catalogue for more than 70 new positions, which enable an adequate identification and placement of all job positions in the Human Resource Information Management System (HRIMS);

- Finalization of the drafting process of the Law on Organization of Public Administration;

- Finalization of the Strategy for Electronic Governance 2016-2020 and the Action Plan;

- Drafting of the Regulation on Management of e-governance project, as well as the Regulation on Administrations of the Databases;

- Improvement and development of the existing electronic systems, including, e-health, e-assets, NGO electronic registration system, intranet system for municipalities, e-archive, as well as new civil servants ID cards system;

- Establishment of a reporting system of MPA that enables an adequate and effective reporting towards fulfillment of the EU requirements.

4. Establishment of mechanisms for measuring the quality and accessibility of public services

The project contributed in defining and implementing a mechanism for measuring the quality and accessibility of public services, whereby it:

- Established a CitizensqSatisfactory Information System (CSIS), which provides citizens with an opportunity to express their opinions, electronically, on the administrative services provided by central and local level institutions, at the spot where the service is received or/and via web-portal. The electronic system has been made available to citizens in touch-screen input devices in 30 central level institutions and 31 local level institutions, where administrative services are delivered.

3.2.2 Major factors influencing the achievement of results

The effectiveness of the project is largely attributed to its approach to provision of on-the-job and on-demand assistance. The interviewed actors highlighted that ministry/bodies made much progress because of the high-quality tailor made, hands-on technical support these bodies could access with the support of the Project. What interviewed persons also highly valued was that the Project was very quick and responsive to their needs and in providing the respective experts. They mentioned this as a unique feature of the Project compared to other donor projects, which often provide trainings or standard technical assistance, which is viewed by the interviewed persons as being less effective to enhance capacities, provide new concepts and ways of working and bring about change in governance and public service delivery.

3.2.3 Major factors hampering the achievement of results

At the beginning of 2016, MPA underwent through substantial changes within leadership structures, which created an institutional vacuum and indirectly influenced the implementation of the foreseen activities. With the arrival of the new General Secretary and the Head of the Department for Management and Public Administration Reform (DMPAR), there have been prolonged delays in responses and inability to implement the existing activities according to the timeframe. Furthermore, the changes in the MPA leadership structure also initiated new activities and requests, which were not initially planned and approved in the AWP.

In addition, the lack of adequate communication line between the hierarchal structure of the MPA and other officials in respective departments resulted in delayed responses and feedback on the materials submitted for review and approval. These continuous delays also affected the implementation of project activities as per the agreed terms and schedules. However, the constant coordination and communication from the project team managed to fasten the processes and ensure inclusiveness in all stages. Also, the limited coordination between some departments of MPA with KIPA resulted in miscommunication of messages and improper delegation of responsibilities.

Furthermore, despite the Project's efforts to bring the best available expertise on board through a transparent and open recruitment process, there were instances where at Ministry's persistence several "named" experts were engaged, which had a potential to affect the work of other regular experts and the achievement of results overall.

To overcome and address some of the challenges in regards to the implementation of the activities, the project pursued an inclusive and transparent approach in implementing the foreseen activities. Also, the engagement of high-level advisor in the Minister's Cabinet, Secretary General's Office, and in all departments resulted in a better coordination and involvement towards the implementation of the Strategy and other EU requirements.

3.3 Sustainability

Based on the findings, sustainability of the project has been ranked with the overall score of 5: Satisfactory, with minor shortcomings.

Overall, during implementation of the project, UNDP has worked closely with the MPA and has ensured that project decisions and activities are conducted in full cooperation with the relevant MPA departments who were the main bearers of the project outcomes, which has resulted in increased institutional capacities and capabilities to carry out similar activities in the future.

Furthermore, the increasing use of local expertise has enabled the project and the MPA to build a network of externally available expertise, which provides for enabling environment and greater sustainability of future actions in this area of work.

This approach ensures that ownership in terms of results achieved and experience gained is shared with respective institutions, equipping them with the necessary tools to ensure longer term inter-institutional knowledge transfer.

3.4   Potential for impact

Based on the findings, impact of the project has been ranked with the overall score of 5: Satisfactory, with minor shortcomings.

The modernization of public administration is a long-term process, which continuously requires a strong political commitment and citizen active engagement towards achieving its results. The provision of high-level support to all key departments and agencies of the Ministry of Public Administration (MPA) has enabled a high potential for impact on the legal drafting, policy implementation, donor coordination, monitoring and evaluation processes, as well as adequate implementation of EU requirements.

The establishment of a CitizensqSatisfactory Information System (CSIS) has a high potential for impact over longer-term in increasing the accountability and the overall performance of civil servants and creating a citizens-oriented public administration, as it provides citizens with an opportunity to express their opinions, electronically, on the administrative services provided by central and local level institutions, at the spot where the service is received or/and via web-portal.

Introduction of the Common Assessment Framework (CAF) has a potential to generate a diagnosis of institutional development and provide for a quality-oriented performance management system. Similarly, the Integrity Plan developed for MPA has a potential to curb corruption risks, and establishment and enhancement of the monitoring of principles of ethics and integrity contributes to an increased understating and awareness of the importance of professionalism in the civil service.

Furthermore, numerous exchanges of experiences and best practices with relevant EU countries have also contributed to developments related to the drafting of Law on Civil Service and Law on the Organization of Public Administration, which jointly with Law on Salaries are three immediate key EU requirements in this area.

All the above developments have further strengthened the MPA coordination and monitoring mechanisms, which led to an improved implementation of the specific objectives of the Modernisation Strategy and the Action Plan.

3.5   Efficiency

Based on the findings, efficiency of the project has been ranked with the overall score of 5: Satisfactory, with minor shortcomings.

3.5.1   Management structure

The Project engaged a "modest" management structure, with one project manager and an administrative assistant on board that relied heavily on support and guidance from UNDP's governance portfolio staff. While the structure allows for clear vertical information flow between UNDP management and the project manager, an improvement could be made in regard to projects' horizontal information flow amongst UNDP's other relevant thematic areas and projects. Nevertheless, the existing management structure and work through experts allows the Project to be close to its partners, which is a crucial aspect of the success of the Project.

3.5.2   Use of in- and out-sourcing.

For the majority of the technical assistance the Project relied on specialized roster of experts who were contracted through a competitive process to provide on-demand support to beneficiary institutions. The Project clearly prioritizes the use of local expertise above regional expertise and again above international. This allows the Project not only to offer technical assistance in a more appropriate and cost-effective manner but also to strengthen the consultancy capacities within Kosovo. Furthermore, over longer-term this manner of working has the potential to instil a culture of in-sourcing professional specialized support by government institutions themselves.

3.5.3   Coordination and cooperation with other UNDP projects

The Project in its design is to a certain extent complementary with the other UNDP funded projects in the domain of democratic governance, primarily the "Capacity Development Facility" (CDF) project and the anti-corruption project "Support to Anti-Corruption Efforts in Kosovo" (SAEK) project. While these projects may have some intrinsic motivation to learn from each other and coordinate activities there's generally little evidence of partnership with each other, and improving coordination and cooperation amongst these projects has not been the main priority.

3.6   Stakeholder and Partnership Strategy

Based on the findings, relevance of the project has been ranked with the overall score of 5: Satisfactory, with minor shortcomings.

In ensuring successful implementation, the project relied heavily on relationships with and between the following institutions and government bodies listed below. Whereas UNDP ensured that all activities were planned in full coordination with respective partner institutions as part of the Strategy for Modernization of Public Administration and Action Plan, the Ministry needs to further improve on internal communication and coordination aspects, which resulted in delayed

responses and feedback on the materials submitted for review and approval. These continuous delays affected the adequate implementation of project activities as per the agreed timeframes.

Ministry of Public Administration (MPA) overall is the main project partner and sponsor. MPA is the responsible ministry for establishment of a modern, stable and impartial public administration serving citizens and businesses, and responsible to provide quality administrative services and functional infrastructure for government institutions.

Council of Ministers for Public Administration Reform (CMPAR) is the main structure at political/ministerial level responsible for strategic management of reform, monitoring its implementation and serves as a forum for discussing and analysing the progress, and proposes necessary changes for future reforms.

Coordination Group for Modernization of Public Administration is an inter-institutional administrative structure lead by the General Secretary of MPA that supervises and coordinates the process in accordance with objectives of this Strategy and the Implementation Plan. The Group reports on the progress every six months and every year to the CMPAR, whereas the CMPAR reports on the progress to the Government on annual basis. The annual report on reform implementation is made public after its approval by the Government. The General Secretary of MPA, as the chair of the group on reform progress for its area of responsibility, will report to the Council of General Secretaries on quarterly basis.

Department for Management of Public Administration Reform (DMPAR) is responsible for monitoring and reporting on the implementation of Strategy**,** which, in addition to this, also serves as a key institution in advising and conducting professional and technical work related to management and reporting on the Reform process according to this Strategy. DMPAR has established a system of data collection for all identified indicators which is used to provide timely and accurate data to the Coordination Group, the Council and the Government.

Kosovo Institute for Public Administration (KIPA) is a government agency under MPA responsible for training and certification of civil servants at central and local levels. KIPA is less active at the municipal level, dealing primarily with new entrants in civil service.

Department of Civil Service Administration (DCSA) is an MPA department in charge of developing and overseeing policies for a professional, impartial, accountable and multiethnic civil service; developing and coordinating the implementation of policies for creating and training of civil servants; developing and overseeing the implementation of policies on salaries in public administration; and maintenance and administration of payroll system and central registry of civil servants.

Legal Department of MPA is responsible for provision of legal support in drafting of strategic documents and of primary and secondary laws that fall in the domain of MPA, as well responsible for harmonization of ministry laws with the EU acquis communautaire.

Department for Registration and Liaison with NGOs at MPA is responsible for administration of policies related to registration and cooperation with NGO.
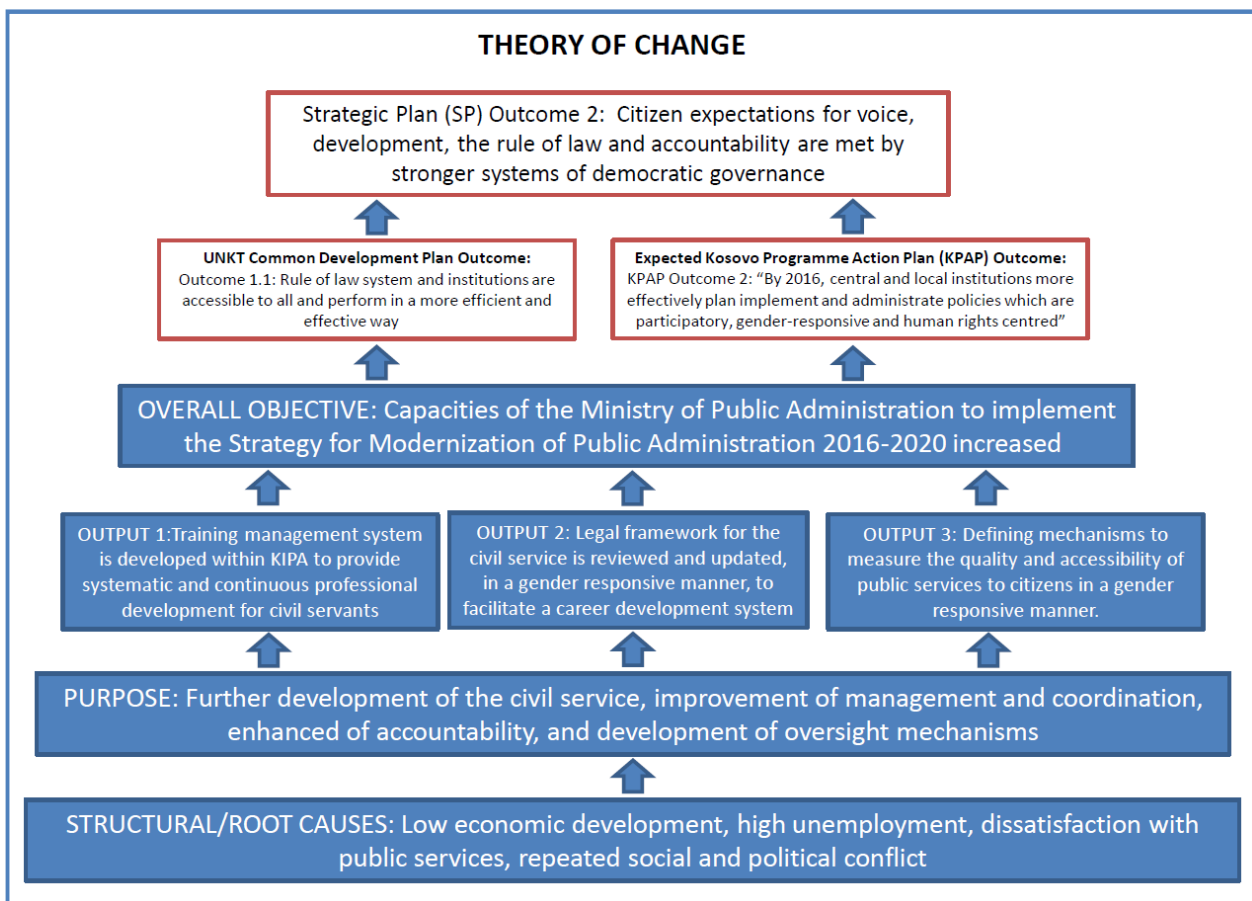
Department for European Integration and Policy Coordination at MPA is responsible for coordination of development of main strategic documents and policies of MPA in line with EU standards and principles.

Agency for Information Society (AIS) is a government agency under MPA responsible for all policies related to information and communication technology at central and local levels and is responsible for rationalisation of administrative processes.

3.7   Theory of Change and Evaluability

Based on the findings, relevance of the project has been ranked with the overall score of 4: Moderately satisfactory, with moderate shortcomings.

The Project's hierarchy of objective, output and activities is designed in a way that Output reads as an Objective, Activities read as Outputs, and Sub-Activities read as Activities. Understandably, this approach simplifies the project monitoring and progress reporting aspects, but at the same time it makes it difficult to account for results and impact. As such, for the purpose of this evaluation the Theory of Change model has been adjusted accordingly to better reflect project's contribution to the overall UNDP outcome(s) and ensure credibility of the evaluation.

THEORY OF CHANGE

Strategic Plan (SP) Outcome 2: Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance

UNKT Common Development Plan Outcome: Outcome 1.1: Rule of law system and institutions are accessible to all and perform in a more efficient and effective way

Expected Kosovo Programme Action Plan (KPAP) Outcome: KPAP Outcome 2: "By 2016, central and local institutions more effectively plan implement and administrate policies which are participatory, gender-responsive and human rights centred"

OVERALL OBJECTIVE: Capacities of the Ministry of Public Administration to implement the Strategy for Modernization of Public Administration 2016-2020 increased

OUTPUT 1:Training management system is developed within KIPA to provide systematic and continuous professional development for civil servants

OUTPUT 2: Legal framework for the civil service is reviewed and updated, in a gender responsive manner, to facilitate a career development system

OUTPUT 3: Defining mechanisms to measure the quality and accessibility of public services to citizens in a gender responsive manner.

PURPOSE: Further development of the civil service, improvement of management and coordination, enhanced of accountability, and development of oversight mechanisms

STRUCTURAL/ROOT CAUSES: Low economic development, high unemployment, dissatisfaction with public services, repeated social and political conflict

3.8   Gender Mainstreaming

Based on the findings, efficiency of the project has been ranked with the overall score of 5: Satisfactory, with minor shortcomings.

On gender, the Project applied the principles UNDP Gender Equality Strategy and the UNDP 8 Point Agenda (SCR 1325). As such, the project aimed to introduce an inclusive and participatory environment to both genders across all activities, especially in the provision of trainings for equal capacity development and career-enhancement. Despite the fact that existing structure of civil service presents a disproportional inclusion of women and men, especially at senior management levels, the project ensured that all workshops and trainings are representative to gender diversity and provide an opportunity for both genders to express their opinion and enhance their capacities. More concretely, during 2016, the project reported a participation of over 200 women and 250 men across all activities implemented.

4   Recommendations and Lessons Learned

4.1. Recommendations

Continue to contribute to institutional development by focusing on enhancing the institutional legitimacy

Kosovo has young not fully consolidated and still partly fragile public institutions, which need to improve further its governance processes. It is therefore crucial that the Project keeps its ultimate focus on institutional development by improving the effectiveness of public institutions to fulfil their core functions and by anchoring of the government into the society so that citizens accept the government authority and trust in it, and in turn improve the institutional legitimacy and ultimately strengthen the government-society bonding.

Continue support to improving civil service training and career development system

Improvements in the civil service training and career development system, which are based on civil servants needs and government priorities, continue to have the potential to contribute to higher trust of citizens in the government and ultimately to a more democratic governance. Civil service functioning is core to fulfilling any governments mandate, thus, UNDP should continue its successful approach of supporting the government to make improvements in civil service functioning for a foreseeable future.

Continue with providing on-the-job and on-demand technical assistance and mentoring – and strengthen performance criteria

On-the-job technical assistance through external expertise continues to play a central role in improving institutional performance. The Project should thus continue providing such assistance based on a systematic and comprehensive performance monitoring criterion, which needs to be strengthened further. This means that all current criteria will have to be revisited and linked better thematically, in order to ensure systematic deployment of assistance and avoid filling capacity gaps in ad-hoc basis. Furthermore, named experts should be avoided and assistance should be linked to a change rather than a problem, which requires longer term engagement, with minimum one year contracts. However, while designing and providing on-the-job technical assistance, the Project has to makes sure this support does not create dependency on the Project due to capacity substitution.

Trainings and follow-up actions

Trainings of general nature as such should be discontinued in the medium term, since this is supposed to be taken up in a training system of KIPA. The Project should continue to focus on provision of specialized Training of Trainers (ToT) otherwise not available through KIPA, aimed at limited number of civil servants designated to supervise certain implementation aspects of the modernisation strategy. Similarly, study visits should only be conducted with a prior research and communication with institutions to be visited, whereby a comprehensive list of issues to be discussed is developed and pursued during the study visit, and a set of concrete follow-up actions agreed after each visit.

Focus on local governance

Since improved service delivery alone is not sufficient to build or maintain a strong social contract but also on the governments ability to build trust by being more transparent and accountable to citizens, the Project in cooperation with Agency for Information Society (AIS) and Association of Kosovo Municipalities (AKM) should put a strong focus in its design and activities to support municipalities in improving communication through responsive and dedicated communication outlets, similar to Citizens Satisfactory Information System (CSIS) established at the central level.

Introduce small motivational grants

To stimulate the roll-out of trainings, the project should designate small grants or discretionary funds allocated to Trainers trained to organize follow-up trainings for their colleagues and relevant stakeholders. Similarly, small discretionary funds should also be made available for the experts to plan mini-projects of their own targeted at strengthening certain implementation aspects of the reform.

4.2. Lessons Learned

Address the coordination aspects at the ministry level for improved reform implementation

Coordination at the ministry/departmental level is the first element that needs to be strengthened further should any future action be taken towards implementation of the PAR. The Project should, therefore, start addressing coordination aspects more consciously. This should include supporting relevant departments to improve on i) internal communication aspects; ii) data sharing; and iii) expertise sharing. The Project should seek avenues on how it can incentivize changes in this regard be it through experts or other means.

Strengthen coordination, complementarity and coherence amongst UNDP projects and experts

UNDP cannot expect that projects and experts would have sufficient intrinsic motivation to improve coordination with other projects and make sure that their own approaches and activities are in complementarity and coherence with other initiatives. UNDP should include in the terms of reference of the different projects and experts an objective that would measure performance of

projects/implementers and would make them accountable to UNDP for respective achievements in this regard.

Strengthen project management structure

Considering the moderate project management size, the project could benefit more by mandating key experts deployed to also coordinate the work of other experts in specific activity/result areas of the project. The areas covered could be at the department or result level, and this approach would ensure greater project oversight and also coordination amongst different departments and experts in achieving project goals.

Annexes

Annex 1 . TOR of Evaluation

Annex 2 . Schedule of interviews

Annex 3 . List of stakeholders interviewed