



# Parliamentary Development for Social Policies (PDSP) Project

External Evaluation Report  
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Pristina

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## Acknowledgments

The evaluator would like to thank the PDSP project team **Assembly of Kosovo**, Association of Blind and Partially Blind, KiM, IPOL, **National Democratic Institute**, as well as other representatives of other organizations for their cooperation and support during this evaluation.

The views exposed in this report are entirely the views of the evaluator.

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## I. List of Acronyms

AoK	Assembly of Kosovo
CSOC	Civil Society Organizations
ECLO	European Commission Liaison Office in Kosovo
EU	European Union
GoK	Government of Kosovo
IMF	International Monetary Fund
KDI	Kosovo Democratic Institute
MDG	UN Milenium Development Goals
MP	Member of Parliament (Assembly)
NDI	National Democratic Institute
NGO	Non Governmental Organization
OPM	Office of the Prime Minister
OSCE	Organization for Security and Co-operation in Europe
PDSP	Parliamentary Development for Social Policies (PDSP) Project
TOR	Terms of Reference
UN	United Nations
UNDP	United Nations Development Programme
UNFPA	United Nations Fund for Population Activities
UNHCR	United Nations High Commissioner for Refugees
UNKT	United Nations Kosovo Team
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
WCG	Women Caucus Group
YCG-GDR	Youth Caucus Group

## II. Executive Summary

The Parliamentary Development for Social Policies (PDSP) Project, funded by the Democratic Governance Thematic Trust Fund (DGTTF), , managed and implemented by UNDP, continued and supplemented past assistance to the Kosovo Assembly in developing and promoting Social Policies.

The main objective of the evaluation was to identify and assess the following:

- The extent to which the project achieved its overall objective/s and outputs as identified in the Project Document (including indicators and targets);
- Review the effectiveness of the overall project interventions, its main achievements, and overall impact in introducing a social inclusion approach to policy development in the AoK;
- Review and evaluate the extent to which the project has impacted the intended final beneficiaries (women, youth, and socially excluded groups/individuals);
- Assess the sustainability of project outputs, including the appropriateness/effectiveness of the Project's exit strategy;
- Identify gaps/weaknesses in the current project design and provide recommendations for improvement;
- Identify lessons learnt and areas for future interventions.

The evaluator conducted a final project evaluation. The Parliamentary Development for Social Policies (PDSP) Project was evaluated through desk research and field work/interviews to cover most of the beneficiaries of this project.

Semi-structured interviews were conducted with stakeholders, including members of assembly, administrative/support staff of assembly, head of Parliamentary Commission on Human Rights, Gender Equality, Missing Persons and Petitions, representatives of NGO's, Civil Society and other International Organizations involved in supporting the Kosovo Assembly, while for more detailed information, please see Annex I. The evaluator conducted 13 field visits and conducted 13 interviews.

### Overall conclusions

Based on the findings the following conclusions can be drawn from the evaluation:

#### Relevance

Overall the Parliamentary Development for Social Policies (PDSP) Project contributed significantly in supporting the Kosovo Assembly, NGOs and other stakeholders in developing and promoting Social Policies.

The approaches of support provided to beneficiaries are relevant. These approaches involve strengthening of capacities and providing support to Kosovo Assembly in formulating socially inclusive policies, support in drafting new and amended legislation, conducted researches on monitoring and implementation of certain laws, supported the engagement of NGOs

representing vulnerable groups, media as well as other stakeholders in having their say on drafting and/or amending legislation, actively supported the relevant Committees of Assembly as well as other informal bodies within the assembly (Women's Caucus, Young Caucus Group, etc.).

## **Efficiency**

Considering the fairly low budget of the project (259,000.00 \$) and the results achieved, it can be easily concluded that the project proved to be efficient. One of the examples are the Grants given to civil society. The results of these grants had a major impact although the sum was only 10.000\$. This can be also seen with a number of conferences, workshops, as well as other activities that this project undertook, while operating with three employees (including the project Manager).

## **Effectiveness**

For the capacity development, the project can be considered effective, which is also illustrated through the fact that new laws are drafted as well as existing laws were amended as a result of activities undertaken by the project. In addition, there was number of campaigns as well as other initiatives undertaken by the project that did have touchable impact. A significant result in this regard is also the event called "social inclusion champion" that resulted with the selection of twenty (20) MP's as social inclusion champions, coming from different political parties, ethnic background and gender.

However, additional engagement of the project is needed to fulfill all of activities (please refer to the chapter V, Findings), while new activities should emerge as provided under recommendations given, as a follow up to what was achieved, in order to ensure sustainability at the Kosovo Assembly, considering that policies that ensure social inclusion are at their initial stage of development Kosovo wide.

## **Impact**

PDSP had a significant impact in its area. Activities that had great impact, among others include:

- Amendment of three laws and that, Law No 02/L-17 on Social and Family Services, Law no 2011/04-L-83 on Registration and Record of the Unemployed and Jobseekers and the Law no. 2011/04-L036 on Official Statistics of Kosovo;
- Facilitation of the inclusion of citizens in overall budget planning;
- Networking and internationalization of the Women's Caucus of the Kosovo Parliament;
- Facilitated direct access to the Law no. 2011/04-L-092 on Blind Persons, by printing this Law in Braille Language,
- Selection of twenty (20) Social Inclusion Champions

In addition, according to the members of parliament and heads of certain Committees of Assembly<sup>1</sup>, activities undertaken by this project did impacted on positive reflections regarding Kosovo Assembly, of the Feasibility Study Report published by the EU Commission, while UNDP through this project has been considered as a strategic partner by the Kosovo Assembly members in the respective area.

Therefore, the project as such had a great impact in promoting the social inclusion on the policy making processes of Kosovo Assembly, while it has a positive impact on the outreach of NGO's, promoting minority rights as well as other human rights.

## **Recommendations**

1. There is a need for continuation of this project, with a specific focus on the monitoring and mentoring stage, in relation to the activities completed by the project.
2. UNDP should look at how to further support the Kosovo Assembly in drafting and harmonizing policies related to social inclusion, considering that social inclusion agenda is over shadowed by the political and security related issues.
3. Strengthening capacities of the Kosovo Assembly components should focus in more trainings and developing mechanism that focus inclusion of vulnerable groups in developing and/or amending policies with focus on social inclusion.
4. Future capacity development components should focus in wider inclusion of civil society and other groups of interests in the development and oversight of the implementation of policies that focus on social inclusion.
5. Particular emphasizes should be made in the new Legislation that should be drafted, like: Law on Voluntarism, Law on Empowering and Participation of Youth, etc., as well as developing strategic planning of the Kosovo Assembly in the area of Social Inclusion.
6. Additional emphasis should be made to the wider public promotion and raising of awareness regarding policies dealing with social inclusion.

## **Lessons Learned**

1. Design of the project objectives should be more concrete and measurable.
2. Project should avoid potential overlaps with international organizations involved in Parliamentary Development while it should also establish/maintain regular communication channels with them, through the administration of Kosovo Assembly.
3. Project should further facilitate sustainability and direct involvement of CSO in the legislative process, by assisting the AoK in establishing a system for such inclusion.

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<sup>1</sup> Suzana Novoberdaliu, Chairman of the Committee for Human Rights, Gender Equality, Missing Persons and Petitions; Ganimete Musliu, MP-Head of Youth Caucus Group; Teuta Sahatqija, MP-Head of Women Caucus.

### III. Introduction

#### A. Description of the Project

The UNDP project Millennium Development Goals MDGs in Parliament initiated in 2008 has helped to raise the awareness of MPs and their Committees and other institutions about the MDG agenda and its goals. Since 2008, the AoK is making the MDGs and social inclusion an issue of priority. This is demonstrated through 4 major achievements of the AoK: (1) the adoption of a Resolution endorsing the Millennium Declaration in 2008; (2) the approval of the White Paper on Social Inclusion Challenges in Kosovo in 2009; (3) the development and approval of the “Declaration on the State of Health Issues in Kosovo” by the Committee on Health, Labor and Social Welfare in 2010; and (4) the endorsement of “Kosovo: MDG Factsheet 2010” in October 2010.

In 2011 UNDP started the Parliamentary Development for Social Policies (PDSP) Project, aiming to enhance the socially inclusive legal and policy making. This project aims to develop the capacities of the Assembly, MPs, Women Caucus Group and administrative staff to deliver socially inclusive policies and legislation. As a result, the project facilitates quality political processes based on established institutional mechanisms, as well as increased accessibility to strengthen parliamentary social inclusion strategies, policies and legislation. PDSP supported a buildup of a platform for evidence-based development of legislation and policies, through integration of Social Inclusion framework. These new and revised policies target the underdeveloped areas of inclusion, like: vulnerable groups, minority groups, gender balance, etc.

The Parliamentary Committees that the PDSP has been actively engaged are the following:

1. Committee on Health, Labor and Social Welfare;
2. Committee on Environment;
3. Committee on Human Rights and Gender. Other committees which will be included into the project activities are:
4. Committee on Economy, Trade Industry, Energy and Mining;
5. Committee on European Integration and
6. Committee on Education, Science and Technology, and
7. Committee on Budget and Finance.

Furthermore supporting these committees will strengthen their role in keeping the government accountable on overall European integration processes by aligning legislation to the EU requirements. In addition, PDSP has been also actively engaged with other formal and informal groups within the AoK as well as NGO and representatives of various vulnerable groups in Kosovo, like; Association of Blind, Minority NGO's and Local Media Representatives<sup>2</sup>, Gender Equality Groups, ex. Woman Caucus within AoK, etc.

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<sup>2</sup> KiM Radio, <http://www.radiokim.net/>.



The main project results are:

1. Amendment of the Law No 02/L-17 on Social and Family Services<sup>3</sup>,
2. Supported drafting of the Law no. 2011/04-L 083, on Registration and Records of the Unemployed and Jobseekers<sup>4</sup>,
3. Supported drafting of the Law no. 2011/04-L036, on Official Statistics of the Republic of Kosovo<sup>5</sup>;
4. Facilitation of the inclusion of citizens in overall budget planning, by creating mechanisms enabling citizens to directly communicate with all of the MP's regarding budgetary planning;
5. Networking and internationalization of the Women's Caucus of the Kosovo Parliament, through supporting the participation of Women Caucus of AoK representatives in two regional forums on "Equal Participation and Decision Making" held in Turkey as well as supporting the enrolment of Women Caucus of the AoK in iKNOW Politics network<sup>6</sup>;
6. Facilitation of direct access to the Law no. 2011/04-L-092 on Blind Persons, by printing this Law in Braille Language;
7. Facilitation of the creation and designing of the standardized communication platform for Women Caucus in AoK;
8. Creation, design and publication of the Women Caucus Buletin;

The main focus of assistance is at the AoK, while also non government actors have been supported through funding and capacity development assistance in the area of social inclusion, that have resulted in better policies and laws as well as added value of social inclusion in policy making and implementation. Table below provides the list of NGOs that have received support in this regard;

**Full name of the organization:** Radio KIM

**Title of the project:** TV Programme "People's Assembly"

**Goal and Objectives:** to provide information and insights from the Assembly, explaining to Kosovo Serb community about its achievements and problems of MEP's representing them. The general idea is to bring Assembly closer to people.

**Activities:** develop 10 short documentaries named "People's Assembly" with the Parliamentarians and people's opinions.

**Full name of the organization:** Group for Legal and Political Studies

**Title of the project:** Assessing the Pensions Scheme in Kosovo

<sup>3</sup> <http://www.assembly-kosova.org/?cid=2,191,852>

<sup>4</sup> <http://www.assembly-kosova.org/?cid=2,191,888>

<sup>5</sup> <http://www.assembly-kosova.org/?cid=2,191,776>

<sup>6</sup> <http://iknowpolitics.org/>

**Goal and Objectives:** to provide to the community, civic and governmental stakeholders an examination of pension schemes and social assistance policies and their contribution to social inclusion.

**Activities:** desk and field research, preparing and publishing a policy paper, organizing a round table with findings.

**Full name of the organization:** Kosovo Democratic Institute

**Title of the project:** Information of the citizens on the work of the Assembly of Kosova and increase of the citizens' participation in the decision making process

**Goal and Objectives:** to inform the citizens about the content of the draft laws that are approved by Assembly of Kosova with special emphasis on how many social inclusions has their content. In addition, the aim is to increase the participation of citizens and CSOs in the lawmaking process.

**Activities:** update regularly the [www.votaime.org](http://www.votaime.org) website where information is posted regularly on the structure and work of the Assembly of Kosovo.

**Full name of the organization:** Iniciative Kosovare per Stabilitet (IKS)

**Title of the project:** Toward Effective Child Protection Strategies and Inclusive

**Goal and Objectives:** A more coherent Kosovo government and Parliament towards addressing child rights. Objectives are as follows: inclusion of children of all ethnic groups in the agenda of the Kosovo policy makers, public policies and legislation addressing child rights is well informed and evidence based, etc.

**Activities:** desk and field research, establishing a focus group, organizing a workshop of a publication with the findings.

**Full name of the organization:** Balkan Policy Institute (IPOL)

**Title of the project:** Youth and AoK

**Goal and Objectives:**

**Activities:** establish and maintain the online forum named [www.infoaktiva.net](http://www.infoaktiva.net) with topics on social inclusion addressed to students and Parliamentarians; organize public debates in 7 regions of Kosovo during September 2012 on advocacy, youth empowerment on social inclusion, VMG's and people with disabilities.

## **B. Purpose of Project Evaluation**

The evaluation is being conducted to assess the achievement of the project outputs; while it will provide UNDP and its partners with feedback on the actual results of PDSP Project's support to the AoK, as per the following three outputs:

*Output 1.* Strengthen capacities of AoK for evidence based formulation of socially inclusive policies and legislation, and establish an oversight mechanism for monitoring the implementation and promotion of dialogue in Kosovo, using tailored indicators to measure the progress, based on MDG and EU social inclusion framework.

*Output 2.* Strengthen capacities of CSOs, including women NGOs for increased participation in the oversight of socially inclusive related policy and legislation implementation.

*Output 3.* Improve capacities of AoK for constituency relations and regional/international cooperation.

## **C. Project Data, Chronology and Challenges**

The project had a total annual budget of 259,000.00 USD for the year 2012 to the overall budget.

- Project started on 01/02/2011 and ended in 31/12/2012.

There were no notable problems/ issues during the implementation of the project.

## IV. Methodology

The methodology applied in this evaluation included the combination of Qualitative and Quantitative Methodologies, while the Qualitative one prevailed. In addition some of the specific methods that were applied in this evaluation included:

- A desk review of all relevant documents (to be provided prior to deployment)
- Interviews with the staff of UNDP(including PDSP project Manager) and the Kosovo Assembly (including Suzana Novoberdaliu, Chairman of the Committee for Human Rights, Gender Equality, Missing Persons and Petitions; Ganimete Musliu, MP-Head of Youth Caucus Group; Teuta Sahatqija, MP-Head of Women Caucus);
- Field visits, interviews and surveys of project beneficiaries (including IPOL representative, Head of Blind Association, KiM Radio representative);
- Interviews with other international and national partners, involved in strengthening the capacities of AoK, CSO's, women NGOs' etc, as well as other stakeholders which activities relate to the achievement of the UN Millennium Development Goals (MDGs), like; OSCE, NDI, ECLO, USAID and KDI.

### A. Evaluation Objectives

The evaluation was based on achieving the following Objectives:

- The extent to which the project achieved its overall objective/s and outputs as identified in the Project Document (including indicators and targets);
- Review the effectiveness of the overall project interventions, its main achievements, and overall impact in introducing a social inclusion approach to policy development in the AoK;
- Review and evaluate the extent to which the project has impacted the intended final beneficiaries (women, youth, socially excluded groups/individuals);
- Assess the sustainability of project outputs, including the appropriateness/effectiveness of the Project's exit strategy;
- Identify gaps/weaknesses in the current project design and provide recommendations for improvement;

### B. • Identify lessons learnt and areas for future interventions. Evaluation Criteria

For the evaluation of the findings, the evaluator looked at the three project result areas and verified them against the expected outputs.

The evaluation criteria that the evaluator used for the conclusions are; relevance, efficiency, effectiveness, impact and sustainability.

### **C. Evaluation Approach**

The PDSP project was evaluated through desk research and field work/visits involving interviews.

Semi-structured interviews were conducted with stakeholders, including Members of Parliament, Heads of Parliamentary Committees and other informal groups within AoK, non-governmental beneficiaries, representatives of various NGOs, including minority and other vulnerable group representatives (see Annex I).

The evaluator conducted 13 visits (most of which in the AoK), interviewing and discussing with Members of Parliament, Heads of Parliamentary Committees and other informal groups within AoK, non-governmental beneficiaries, representatives of various NGOs.

## V. Evaluation of Results

### A. Findings

#### **1. Output 1: Strengthen capacities of AoK for evidence based formulation of socially inclusive policies and legislation, and establish an oversight mechanism for monitoring the implementation and promotion of dialogue in Kosovo, using tailored indicators to measure the progress, based on MDG and EU social inclusion framework**

*Activity 1: Conduct assessment and develop the M&E Framework (database of indicators, baseline, targets) to monitor the implementation of socially inclusive policies, legislation and budgeting;*

Initially, PSDP developed a questionnaire containing seven objectives and that;

- to identify the champions of change and the power of AoK in monitoring the implementation of policies;
- to identify the capacities of administrative staff to assist MP's in their policy making roles;
- to assess the AoK's oversight power, technical capabilities, and its performance in this regard;
- to find the AoK's capacities in conducting the public outreach;
- to assess the capacity of MP's in fulfilling their representative function (constituency relations);
- to assess the technical capacities of AoK committees in drafting and monitoring the implementation of laws;
- to assess the AoK-civil society cooperation in conducting the research on social policies

In addition, PDSP has been engaged in continuous meetings with the heads of the Assembly's Administration and with the heads of Parliamentary Committees in the development of the Monitoring and Evaluation Framework. The M&E Framework<sup>7</sup> possesses tailored indicators to measure the parliament's progress, based on MDG's and EU social inclusion framework. This framework is based on the findings of the above mentioned questionnaire, while a checklist of social inclusion has been delivered to monitor this.

This activity has been finalized, while its implementation should be monitored 2013.

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<sup>7</sup> M&E Framework is attached to this report as Annex IV.

*Activity 2: Identify the leading MPs from respective Parliamentary Committees (women and men equally), Parliamentary Groups, Women's Caucus and Youth Assembly Caucus Group to drive the processes forward*

This activity is completed. PDSP has identified 20 MPs<sup>8</sup> (12 males, 8 females, including 4 minority MP's) as champions from different political parties. These Social Inclusion Champions have been heavily lobbying for social inclusion in their respective committees. The approach has contributed to push the social inclusion agenda beyond political obstacles, making it a national goal, while PDSPs role in this, according to interviewed champions by the evaluator has been crucial. This, among others, also resulted in the Amendment of the Law No 02/L-17 on Social and Family Services, Drafting of the Law no. 2011/04-L 083, on Registration and Records of the Unemployed and Jobseekers, Drafting of the Law no. 2011/04-L036, on Official Statistics of the Republic of Kosovo.

*Activity 3: Establish the networking relationships with relevant stakeholders, including respective UN Agencies around the social development agendas*

PDSP did establish the networking relationship with relevant stakeholders and this was noticeable also during the interviews that evaluator had with PDSPs counterparts. The Networks were established with committees, administration, civil society, international organizations and MP individually. The importance was expressed in legislation enactment and other stages of the project. In addition, PDSP actively participated in regular meeting with all stakeholders in the AoK and it was obvious the fact that PDSP played an active role aiming to avoid any potential overlap and possible conflict of activities with other stakeholders in the AoK, including other stakeholders representing international organizations and CSOs who are placed in the parliament. The cooperation with UN Women, UNICEF, UNFPA and IMF is highly appreciated by PDSP and the Organizations. This activity is continuous, and should have a similar lifetime with the project. Significant amount of this monitoring has been conducted in partnership with the UNKT thematic Groups in regular meetings with these groups organized by UNKT.

*Activity 4: Strengthen the socially inclusive policy research capacities within AoK, through provision of expertise and training.*

Despite continuous support provided by the PDSP to the AoK, this activity should be continuous and that mainly because of the fact that AoKs capacity in this area are still in its beginning and it lacks experience.

However, there are noticeable results in the increase of research capacities within AoK and that mainly due to the efforts give by PDSP in this area. These results include numerous researches done by the AoK and that with remarkable efforts given by the PDSP.

These researches include:

- the comparative research and analyses to parliamentary committee on the Law on Strikes and initiated governmental efforts on drafting a specific Law on Mediation in Employment;

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<sup>8</sup> The list of champions is provided in the Annex III.

- The comparative research and analyses on EU Convention and other 5 countries was also conducted in support to parliamentary committee on Labor, Health and Social Welfare;
- The support to parliamentary Committee on Health, Labor and Social Welfare (HLSC) in providing the research-based analyses and expertise to specific issues planned to be regulated by the Draft Law on Health in Kosovo;
- The monitoring of the Law no 2004/2 on Gender Equality, which was supported by PDSP, is considered to be the best monitoring process in Kosovo Assembly.

In addition, PDSP organized and co-organized numerous conferences, including;

- The conference about the Law no 2004/32 on Family and its implication to local level and the issues of international adoptions in partnership with UNICEF and Assembly Committee on Health, Labor and Social Welfare;
- The conference “Social Assistance Scheme in Kosovo” in partnership with Assembly Committee on Health, Labor and Social Welfare, which included MPs, the Ministries, Civil Society and International Organizations;
- The workshop focusing on the amending the Law no. 2011/04-L-092 on Blind Persons, organized in partnership with Commission on Human Rights, Gender Equality, Missing Persons and Petitions. This workshop included members of the vulnerable groups and civil society to provide inputs for the new Law, etc.

In addition, it is worth mentioning that in partnership with NDI, PDSP was involved in recruiting 15 interns/researchers for the needs of the Assembly’s Commissions.

Finally, PDSP played a very important role in strengthening the socially inclusive policy research capacities within AoK and this can be noted in the quality of the above mentioned laws covering the respective area, while this is also highly stipulated by the persons interviewed by the evaluator.

In order to ensure continuity as well as institutionalization of quality research capabilities within AoK, in the respective area, this activity should have a similar lifetime with the project.

*Activity 5: Establish mechanisms for increased dialogue and partnerships between MPs, CSOs and citizens on social issues.*

PDSP project organized and supported several conferences and workshops (more than 20) that included MP’s, GoK Representatives, CSO representatives, NGO’s as well as other local and international stakeholders. These conferences and workshops have had a significant impact in improving the dialogue between all stakeholders regarding social issues; while number of concerns was raised as well as number of important recommendations have come out. In addition, with the support of PDSP, number of NGO’s is included in the AoK list of invitees for public hearings of the laws. In addition, PDSP supported the facilitation of the inclusion of citizens in overall budget planning, through Policy Institute<sup>9</sup>, by creating direct access for citizens to be part of the budgetary planning as well as Law making processes, through a website<sup>10</sup>. In addition, PDSP has supported the development of the Women Caucus Group (GGD) Bulletin, that is distributed in all three

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<sup>9</sup> The Balkan Policy Institute is an independent and not-for-profit think tank that seeks to initiate and deepen public policy debate at all levels of decision making, for more information on policy Institute, please see: <http://policyinstitute.eu/>



official languages (Albanian, Serbian and English), that allows for 'Woman Advocates' to express their opinions as well as engage in the advocacy for women empowerment.

Finally, there has been a significant impact made by PDSP in increasing dialogue and partnership between all stakeholders regarding social issues, through number of conferences and workshops, as well as above mentioned publication and this is recognized also by the interviewed MP's, representatives of NGOs as well as other organizations. However, this activity should continue, considering the necessity for continuity, especially when having in mind the fact that currently, there is a continues trend of changes among important actors dealing with social issues.

**Output 2: Strengthen capacities of CSOs, including women NGOs for increased participation in the oversight of socially inclusive related policy and legislation implementation.**

*Activity 1: Engage CSOs (including women and youth NGOs, and media) in conducting specific research related to social inclusion achievement, identifying key gaps and opportunities.*

PDSP has been closely involved and supported the activities of Women Caucus, and that mainly focusing on:

- Women empowerment in politics and decision making;
- Monitoring the Law no 2004/2 on Gender Equality and all other laws that related to women advancement;
- Promotion of equal opportunities specially improvement of women`s position in education, health, economy etc;
- Enhancement of the collaboration between women in politics and women from civil society;
- Partnerships between women deputies and women from regional parliaments;
- Monitoring the implementation of MDG Objectives.

With the aim of achieving the above mentioned, PDSP has organized, co organized and supported number of conferences and activities, like; Poverty Week, including the Journalism Poverty Prize event<sup>11</sup>, where six prizes were given to journalists; Breast Cancer Awareness Raising Campaign; Conference on Women in Kosovo and Access to Justice; providing Expertise through engaging an expert providing the AoK, especially Women Caucus with the necessary expertise, etc.

In addition, PDSP has supported also the Youth Caucus Group by creating, designing and publication of the YC bulletin, creating, designing and publication of flyers in all three languages, the Commission on Human Rights, Gender Equality, Missing Persons and Petitions, among others by printing the Law no. 2011/04-L-092 on Blind Persons in the

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<sup>11</sup> During this event six prizes have been awarded. These prizes include: Best Photography on Poverty; Best Written Article on Exclusion from Education; Best TV Story on Exclusion from Health Services; Best Written Story on Exclusion from Economic Means; Best Radio Story on Poverty and Best Social Media Story Population-Special Award.

Braille's Language, etc. while it cooperated and coordinated closely with other stakeholders, like; GoK, NDI, OSCE and UN Agencies by coordinating its activities with these agencies.

Expert did undertake research and analysis related to women's inclusion policies in Kosovo while it assisted the AoK in structuring and designing appropriate materials for promotion of women empowerment and supported the strengthening capacities of CSOs, including women NGOs for increased participation in the oversight of socially inclusive related policy and legislation implementation.

Engagement of this expert produced results, like:

- The Project established the good relations and identified priorities in close cooperation with the head of Women's Caucus Group (WCG);
- There was a mission which included an expert from UNDP Bratislava Regional Centre. The two experts (PDSP and UNDP Bratislava) conducted a workshop and a series of meetings on the usage of Social Media on promoting gender issues. Among others the Women's Caucus has started, in cooperation with the Project and civil society (women's NGOs), to use Facebook, Blogs, Youtube, Video-conferences and other means to address the most important social issues in a more targeted approach.
- The appropriate support has been provided in designing a bulletin as well as in developing and formatting the information material about WCG activities. As requested/agreed this will be a monthly bulletin that initially, the first issue, will be distributed electronically to all partners in January and meantime the printed version will be considered based on the funds available.
- Coordination meetings have been organized with partner organizations such as NDI and OSCE in order to coordinate further activities related to development of the promotion materials needed/required for WCG.

PDSP's role in strengthening the AoK's capacities in the area of Social Inclusion is very significant and this is acknowledged and highly appreciated also by the heads of various groups within AoK, like; Women Caucus, Youth Caucus Group, Head of the Commission on Human Rights, Gender Equality, Missing Persons and Petitions, etc.

Despite all of the above, this activity needs sustainability, while continues engagement in this regard is required. Therefore, PDSPs role should continue, and this is also requested by the three heads of the above mentioned groups, considering the fact that AoK capacities in this area are fairly new and need additional support.

*Activity 2: Develop capacities and mechanisms for constructive CSO participation in Parliamentary debates related to social inclusion*

The most significant impact that PDSP had in achieving this activity include;

- The development of the AoK electronic database of NGOs, that will assist the AoK in selection of NGOs in accordance with their specialty for their inclusion in the debates of the laws, that will allow respective NGOs to participate and contribute in the Law making process within AoK, and;

- Support given in developing the website, allowing citizens as well as NGO's to directly participate in giving comments or raising concerns of their particular interest, during Law making processes, by directly writing to heads of various committees and MPs within AoK.

This activity is ongoing, while PDSP should continue its engagement in this regard.

### *Activity 3: Support related CSO advocacy events in the Parliament*

PDSP jointly with NDI organized the Democracy Week, involving Civil Society Organization, while it did facilitate the inclusion of NGOs in various public debates and committee meetings<sup>12</sup> with AoK. The NGOs were included in following the meetings of the five (5) partner Committees according to ProDoc. From the involved NGOs the focal points were mainly women. In addition, PDSP in close cooperation with Women Caucus, organized an exhibition titled "the Woman and the Art" with the aim of providing support to women artists in Kosovo.

This activity is closely related to the previous activity and for future reference; it can be merged with the previous activity.

## **Output 3: Improve capacities of AoK for constituency relations and regional/international cooperation.**

### *Activity 1: Facilitate awareness raising activities with MPs and constituents at the local level and increase interaction and representation with vulnerable groups;*

PDSP has assisted AoK in the area of research and analytical capacities of AoK. In this regard PDSP has also signed an MoU with the administration of AoK covering the below areas;

- a. Increase the capacities of the Research Department with in-house training and materials for a more targeted and effective research.
- b. Develop a more effective targeted support to AoK Commissions in providing media-clippings, daily reports and analysis of draft laws in regular basis.
- c. Employ at least one research assistant/intern from the most vulnerable groups in Kosovo (e.g. people with disabilities)
- d. Organize conferences/roundtables/seminars related to research on social inclusion.

This resulted also with the hiring by the administration of AoK of Mr. Halil Kumheraj from the Association of Blind and Partially Blind, marking the first employed person with special needs in the administration of AoK.

In addition, PDSP has had an important impact, with its activities, including conferences and workshops, regarding awareness raising within AoK in the respective area.

This activity has been completed; however a monitoring phase of this activity should follow up.

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<sup>12</sup>

*Activity 2: Facilitate knowledge exchange visits and networking with regional/international Parliaments, Unions and Forums.*

The most significant activities of PDSP regarding networking and exchange visits include:

- Facilitation of Participation of MP's-champions for Social Inclusion<sup>13</sup> within AoK in Annual Rule of Law and Access to Justice Regional CoP Forum held in Izmir, Turkey aiming to promote policy and programming discussion about challenges faced by disadvantaged groups and marginalized communities, with a special focus on women and minorities in accessing the justice system;
- Facilitation of Participation of 12 MP's-champions of social inclusion within AoK in Forum on women's participation in decision-making named "Equal Participation in Decision-Making" held in Istanbul, Turkey aiming to develop capacities of key stakeholders to formulate, design and implement solutions and policies to promote women's participation in governance through mutual learning and capturing of best practices and lessons learned; to enhance the regional knowledge base on women's participation in decision-making and make it accessible to a broad range of stakeholders in a hands-on and practical manner (e.g. through the iKNOW Politics network); to understand new and emerging issues in this field by familiarizing participants with innovations and new initiatives; and to provide further guidance for programming in the region to address key challenges related to women's participation in governance and for refining UNDP's niche in the region in addressing women's participation in governance, UNDP Bratislava Regional Centre.
- Facilitation of employment of 6 (six) young woman lawyers through providing expertise in the description of duties and responsibilities, as well as selection and hiring process, serving as researchers for social inclusion, within the Woman and Youth Causes.
- Facilitation of a visit to the Parliament of Bulgaria with primary goal to exchange experiences between the two parliaments, with a special focus between the two research units (Kosovo and Bulgaria) and the informal programs such as the internship program. This visit included 26 participants from MPs, research unit and interns. AoK MP[s] during this visit became familiar with the advanced techniques on legislative research, most useful databases and tools for legislative research and the importance of inclusion of social policies in the daily work of the assembly. This visit also helped AoK MP[s] to establish contacts and network for future cooperation and knowledge exchange.
- In cooperation with UNICEF, the project organized and managed two knowledge and experience exchange visits to Albania and Macedonia. The visit included the 9 members of the commission with 50-50 ratio of women and men. These visits intended to provide the Committee on Health, Labour and Social Welfare, an opportunity to analyze the regional arrangement of the health system in these two countries. These visits come in line with the new Draft Law on Health which is being discussed in AoK.

This activity is completed; however, a mentoring/monitoring phase related to this activity should follow up in the next year.

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<sup>13</sup> There are total of 20 MP's selected as Social Inclusion Champions and that 12 males, 8 females including 4 minority MP's

*Activity 3: Develop web based information sharing mechanisms for better and transparent interlinking and exchange with constituents, government, CSOs, and public at large.*

Most significant undertaking by the PDSP in this regard is the development of the AoK electronic database of NGOs, that is assisting AoK in selection of NGOs in accordance with their specialty for their inclusion in the debates of the laws. This will allow respective NGOs to participate and contribute in the Law making process within AoK. In addition, the support given in developing the website, is allowing citizens as well as NGO's to directly participate in giving comments or raising concerns of their particular interest, during Law making processes, by directly writing to heads of various committees and MPs within AoK

This activity has been completed achieved however, a mentoring/monitoring phase related to this activity should follow up in the next year.

## **B. Conclusions**

### **1. Relevance**

Overall, the Parliamentary Development for Social Policies (PDSP) Project contributed significantly in supporting the Kosovo Assembly, NGOs and other stakeholders in developing and promoting Social Policies.

PDSP has employed very relevant approaches, including the strengthening of capacities and providing support to Kosovo Assembly in formulating socially inclusive policies, support in drafting new and amended legislation, conducted researches on monitoring and implementation of certain laws, supported the engagement of NGOs representing vulnerable groups, media as well as other stakeholders in having their say on drafting and/or amending legislation, actively supported the relevant Committees of Assembly as well as other informal bodies within the assembly (Women's Caucus, Young Caucus Group, etc.).

In addition, PDSP has played an important role in the networking, both locally as well as internationally, while it facilitated the participation of the vulnerable groups into the Law and policy making processes of the AoK in the area of social inclusion.

In addition, relevance of this project is even greater, having in mind the political situation within and around Kosovo. This situation has marginalized social inclusion policies by prioritizing mainly security related issues, having in mind that stakeholders in the Kosovo Policy Making are still way more preoccupied with the security and political related issues, ex. Situation in the North of Kosovo, election processes within the political parties, et.

### **2. Efficiency**

Considering the fairly low budget of the project (259,000.00 \$) and the results achieved it can be easily concluded that the project proved to be efficient.

### **3. Effectiveness**

For the capacity development, the project can be considered effective, which is also illustrated through the fact that new laws are drafted as well as existing laws were amended as a result of activities undertaken by the project. In addition, there was number of campaigns as well as other initiatives undertaken by the project that did have touchable impact. The financial delivery of the project was concluded within the foreseen timeframe.

However, certain objectives of the project were overly ambitious by trying to implement complex activities within a short time frame; therefore additional engagement of the project is needed to fulfill all of these objectives, while new objectives should emerge as a follow up to what was achieved, in order to ensure sustainability at the Kosovo Assembly, considering that policies that ensure social inclusion are at their initial stage of development Kosovo wide.

### **4. Impact**

PDSPs activities have had great impact within AoK as well as in mobilizing CSOs and NGO in the area of social inclusion. This impact among others include: amendment of three laws and that Law no 2011/04-L-81 on Social and Family Services, Law no 2011/04-L-83 on Registration and Records of the Unemployed and Jobseekers and the Law no. 2011/04-L036 on Official Statistics of Kosovo; facilitation of the inclusion of citizens in overall budget planning; networking and internationalization of the Women's Caucus of the Kosovo Parliament; facilitated direct access to the Law no. 2011/04-L-092 on Blind Persons, by printing this Law in Braille Language, while according to the members of parliament and heads of certain Committees of Assembly and other informal groups, activities undertaken by this project did impacted on positive reflections regarding Kosovo Assembly, of the Feasibility Study Report published by the EU Commission, while UNDP through this project has been considered as a strategic partner by the Kosovo Assembly members in the respective area.

Therefore, the project as such had a great impact in promoting the social inclusion on the policy making processes of Kosovo Assembly, while it has a positive impact on the outreach of NGO's, promoting minority rights as well as other human rights.

### **5. Sustainability**

The Law and policy making component has the highest level of sustainability by establishing new mechanisms that allow direct inclusion of CSOs and NGOs in the policy making process within AoK. In addition, direct inclusion of persons belonging to vulnerable groups within the administration of AoK represents significant sustainability, by allowing the to be directly involved in the policy making within the AoK. In addition, mechanism developed with direct support of PDSP, within the AoK as well as among CSOs and NGOs, represent significant sustainability.

In this regard, a follow up stage focused mainly in monitoring, regarding number of activities that PDSP undertook in its lifetime, would ensure greater sustainability.

## VI. Recommendations

### 1. **There is a need for continuation of this project.**

Having in mind that social inclusion policies are usually marginalized in post conflict societies; these policies as well as vulnerable groups have been marginalized and are considered as issues of low importance also in Kosovo.

In addition, when considering the current political situation in Kosovo which still remains fragile, where mainly issues related to security as well as political stability prevail, a project that promotes social inclusion within Kosovo's institutions as well as overall society should continue. Finally, considering the fact that social instability may lead to political and security instability.

Continuation of this project has been requested by all interlocutors interviewed by the evaluator.

### 2. **UNDP should look at how to further support the Kosovo Assembly in drafting and harmonizing policies related to social inclusion, considering that social inclusion agenda is over shadowed by the political and security related issues.**

Considering the fact that policies and legislation approved by AoK is mandatory for all other institutions in Kosovo; the fact that the legislation approved by the Kosovo Parliament does represent the most sustainable part of projects like this, the further support given to the AoK, especially in drafting new legislation and/or amending the existing one with specific focus on social inclusion should follow. This support should follow also due to the fact that AoK is a fairly new institution and it lacks expertise in the area of social inclusion.

### 3. **Strengthening capacities of the Kosovo Assembly components should focus in more trainings and developing mechanism that focus inclusion of vulnerable groups in developing and/or amending policies with focus on social inclusion.**

As mentioned in the above paragraph, capacities of AoK in the area of social inclusion are fairly new and lack experience and knowledge. In this regard, trainings and mechanism focusing in inclusion of vulnerable groups in the development of new policies or amendment on existing ones should be developed.

### 4. **Future capacity development components should focus in wider inclusion of civil society and other groups of interests in the development and oversight of the implementation of policies that focus on social inclusion.**

A wider inclusion of civil society, mainly those representing vulnerable groups in development of new policies and legislation and/or amendment of the existing one should be ensured and that with the aim of ensuring a more comprehensive legislation and policies. In

addition oversight mechanisms should be developed in order to ensure the implementation of the above mentioned legislation. These mechanisms should include CSOs and NGOs.

- 5. Particular emphasizes should be made in the new Legislation that should be drafted, like: Law on Voluntarism, Law on Empowering and Participation of Youth, etc., as well as developing strategic planning of the Kosovo Assembly in the area of Social Inclusion.**

Considering the fact that AoK of Kosovo is fairly new and that the number of laws regulating particular areas is not in place, new legislation should be drafted.

This legislation should focus on voluntarism and empowering youth. Additional legislation is needed; however the need for specific legislation in dealing with social inclusion should be specified after a more detailed analysis in this area.

- 6. Additional emphasis should be made to the wider public promotion and raising of awareness regarding policies dealing with social inclusion, by organizing additional workshops and campaigns, including a media campaign.**

Having in mind that social inclusion agenda is overshadowed by the political and security related issues and the fact that this overshadowing lead to marginalization of the social inclusion agenda and resulted in low promotion, both in written and electronic media as well as very few campaigns dealing with social inclusion agenda have been organized, further effort should be made in order to widely promote social inclusion and raise awareness among politicians as well as general public in Kosovo.



## VII. Lessons Learned

1. **Design of the project objectives should be more concrete and measurable with specific indicators measuring the progress.**

Project objectives are wide and less measurable; therefore more concrete objectives that would be more measurable should be designed. In addition, activities should also be less wide and more measurable.

2. **Additional Partnerships with CSOs should be developed.**

Despite the fact that PDSP has established a wide partnership with CSO and NGOs, PDSP should develop additional partnerships with CSOs and NGOs and this would ensure more inclusion in the promotion, drafting and implementation of the social inclusion policies.

Finally, this additional partnership would ensure more quality in relation to the drafting and implementation of social inclusion policies.

3. **Project should avoid potential overlaps with international organizations involved in Parliamentary Development while it should also establish/maintain regular communication channels with them, through the administration of Kosovo Assembly.**

PDSP has regularly communicated with other international partners involved in the parliamentary development within AoK, however channels of communications should be further developed and maintained, considering that there are other international partners involved in the parliamentary Development within AoK, and that there are frequent changes of staff within these partners. This should be done with the aim of avoiding any potential overlaps and/or conflicts in activities.

4. **Project should ensure sustainability and direct involvement of CSO in the legislative process.**

Sustainability of involvement of CSO in the legislative process should be ensured. In addition direct involvement of CSOs in legislative process should be further developed with the aim of ensuring wider inclusion in the Law making processes.

## VIII. ANNEXES

### ANNEX 1 – List of Interviewees/field visits

No.	Name	Position	Organization
1.	Ganimete Musliu	MP-Head of Youth Caucus Group	AoK
2.	Teuta Sahatqija	MP-Head of Women Caucus	AoK
3.	Suzana Novoberdaliu	Chairman of the Committee for Human Rights, Gender Equality, Missing Persons and Petitions	AoK
4.	Fikrim Damka	Chairman of the Committee for Health, Labor and Social Welfare	AoK
5.	Shpresa Ramosaj-Haxhijaj	Committee for Health, Labor and Social Welfare	AoK
6.	Mexhid Foniqi	Chairman	Association of Blind and Partially Blind
7.	Isak Vorgucic	Representative	Radio KiM
8.	Liridona Ibrahimimi	Representative	Balkan Policy Institute - IPOL
9.	Avni Zuka	Representative	National Democratic Institute
10.	Lumni Rama	Representative	OSCE
11.	Vjosa Rogova-Damoni	Representative	Iniciativa Kosovare per Stabilitet
12.	Shaip Goxhuli	Committee for Education, Culture, Youth, Sports, Public Administration, Local Government and Media	AoK
13.	Driton Selmanaj	Representative	KDI

## ANNEX 2 – List of reviewed documents

No.	Name of the Document
1.	PDSP Final Report 1 January-31 December 2011
2.	PDSP Quarterly Report 1 January-31 March 2012
3.	PDSP Quarterly Report 1 April-30 June 2012
4.	PDSP Quarterly Report 1 July-30 September 2012
5.	PDSP Quarterly Report 1 October-31 December 2012
6.	PDSP Annual Work Plan
7.	UN Millennium Development Goals
8.	UNDP PDSP Project Document
9.	Law no. 2011/04-L-81 on Social and Family Services
10.	Law no 2011/04-L-83 on Registration and Records of the Unemployed and Jobseekers
11.	Law no. 2011/04-L-092 on Blind Persons
12.	Law no. 2011/04-L036 on Official Statistics of the Republic of Kosovo
13.	Comparative Research and Analyses on the Law on Strikes
14.	Comparative Research and Analyses on the Draft Law on Health
15.	Conclusions of the Conference on Women in Kosovo and Access to Justice
16.	Monitoring and Evaluation Framework of AoK
17.	EU Commission Feasibility Study for Kosovo

### ANNEX 3 – List of Social Inclusion Champions

<b>No</b>	<b>Name</b>	<b>Position</b>	<b>Institution</b>
<b>1</b>	Ms. Alma Lama	MP	AoK
<b>2</b>	Mr. Fikrim Damka	MP	AoK
<b>3</b>	Mr. Hydajet Hyseni	MP	AoK
<b>4</b>	Mr. Haxhi Zylfi Merxha	MP	AoK
<b>5</b>	Mr. Ibrahim Makolli	MP	AoK
<b>6</b>	Mr. Idriz Vehapi	MP	AoK
<b>7</b>	Mr. Liburn Aliu	MP	AoK
<b>8</b>	Mr. Naser Rugova	MP	AoK
<b>9</b>	Mr. Petar Miletic	MP	AoK
<b>10</b>	Mr. Sadik Idrizi	MP	AoK
<b>11</b>	Mr. Zenun Pajaziti	MP	AoK
<b>12</b>	Ms. Zylfije Hundozi	MP	AoK
<b>13</b>	Mr. Ardian Gjini	MP	AoK
<b>14</b>	Ms. Biserka Kostic	MP	AoK
<b>15</b>	Ms. Donika Kadaj	MP	AoK
<b>16</b>	Ms. Flora Brovina	MP	AoK
<b>17</b>	Mr. Sadri Ferati	MP	AoK
<b>18</b>	Ms. Suzana Novoberdaliu	MP	AoK
<b>19</b>	Ms. Teuta Sahatcija	MP	AoK
<b>20</b>	Ms. Vjosa Osmani	MP	AoK



*Kosovo*

**MONITORING AND EVALUATION FRAMEWORK  
FOR THE  
ASSEMBLY OF KOSOVO**

Monitoring of the work of the Assembly of Kosovo  
and recommendations based on evaluations for further development

**United Nations Development Programme  
Parliamentary Development for Social Policies Project  
Prishtina, Kosovo  
2012**

Opinions expressed in this document are those of the expert group of the Parliamentary Development for Social Policies Project, and do not necessarily reflect the opinions of the institutions that have financed it or the institution where the experts are employed.

Implementing agency of this project is United Nations Development Programme (UNDP) in Kosovo, together with the partners: Assembly of Kosovo, UN Agencies, Civil Society Organizations, international and local Non – Governmental Organizations. Implementation conducted by: DEX, Direct implementation by UNDP Kosovo.

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## Rationale

Monitoring and Evaluation Framework for the Parliament of Kosovo is part of the project Parliamentary Development for Social Policies (PDSP) project which is designed to bring resources and knowledge together through facilitation of participatory and inclusive processes of MPs, CSOs and concerned citizens on review, monitoring and oversight on progress towards achieving the MDGs through development of socially inclusive policies, legislation and budgeting, specifically focusing on social assistance, access to health, education and employment for the vulnerable groups in Kosovo, including the environment and gender dimensions.

Implementing agency of this project is United Nations Development Programme (UNDP) in Kosovo, together with the partner agencies UNICEF, WHO, UNFPA, and OHCHR. In addition, the projects added value is its partners Assembly of Kosovo, Civil Society Organizations, international and local Non – Governmental Organizations. In particular, we want to thank the Secretary General of the AoK, Mr. Ismet Krasniqi for his readiness to assist in completion of our work. The research work was completed by the Project Manager of the project, Mr. Selim Selimi, and the Local Experts hired for this purpose Ms. Shqipe Neziri and Mr. Ervin Ibrahim.

Through the Monitoring and Evaluation Framework, designed for the AoK Administration and Members of the Parliament, UNDP aims to identify the capacities of administrative staff to assist MP's in their policy making roles, assess the Assembly of Kosovo (AoK) oversight power, technical capabilities, and its performance in this regard, find the AoK's capacities in conducting the public outreach, assess the capacity of MP's in fulfilling their representative function, assess the technical capacities of AoK committees in drafting and monitoring the implementation of laws, and assess the AoK-civil society cooperation in conducting the research on social policies.

The main purpose of the Monitoring and Evaluation Framework is to assist the Assembly of Kosovo, members of the Administration and political leadership, in monitoring and assessing their performance conform to commonly utilized criteria for democratic parliaments worldwide. This document would not have been completed without the generous collaboration with the member of the Assembly of Kosovo. Additionally, the M & E Framework is prepared to support the Assembly in identifying priorities and methods to strengthen its role in building a legislature that is transparent, representative, accountable, and accessible to all its citizens.

The M & E Framework is divided into four main parts: background on the project, research conducted through the questionnaires and direct interviews with the Assembly Administration and Parliamentary Committees, Indicators of Parliamentary Performance, and a Self-Assessment Toolkit for the Parliamentary Committees.

## Project ID

Main objective: To strengthen the AoKs capacities for participatory and inclusive processes of MPs, CSOs and concerned citizens on review, monitoring and oversight on progress towards achieving the MDGs through development of socially inclusive policies, legislation and budgeting, specifically focusing on pension schemes, social assistance and access to health, education and employment for the vulnerable groups in Kosovo, including the environment and gender dimensions.

Description: In the spirit of EU aspirations, Kosovo government institutions have committed to intensify their work in line with the global development agendas, enabling achievement of standards for EU integration. A sensitive part in this process is integration of minorities and other excluded groups into the main streamline of the social life as per the Millennium Development Goals and the Social Inclusion agenda.

Holistic Design: The PDSP project is designed to bring resources and knowledge together through facilitation of participatory and inclusive processes of MPs, CSOs and concerned citizens on review, monitoring and oversight on progress towards achieving the Millennium Development Goals (MDGs) through development of socially inclusive policies, legislation and budgeting, specifically focusing on pension schemes, social assistance and access to health, education and employment for the vulnerable groups in Kosovo, including the environment and gender dimensions. The project will focus on developing the capacities of the Assembly of Kosovo (AoK) administration, MPs, Women Caucus Group etc., for better engagement in such processes.

Partnerships: Based on UN Core Strategy, the Project is implemented in coordination and partnership between the Assembly of Kosovo, UN Agencies, and other key development partners and donors. In addition, UNDP office in AoK works in close cooperation with other international and local partners such as NDI, GIZ, OSCE, KIPRED and other structures that aim strengthening of AoK capacities.

Outputs: The Project's key intended deliverables are:

- Strengthen capacities of AoK for evidence based formulation of socially inclusive policies and legislation, and establish an oversight mechanism for monitoring the implementation and promotion of dialogue in Kosovo, using tailored indicators to measure the progress, based on MDG and EU social inclusion framework.
- Increased Strengthen capacities of CSOs, including women NGOs for increased participation in the oversight of socially inclusive related policy and legislation implementation.
- Improve capacities of AoK for constituency relations and regional/international cooperation.

## **Assembly of Kosovo ID**

The Assembly is the legislative institution of the Republic of Kosovo directly elected by the people. The Assembly has one hundred twenty (120) Members of the Parliaments (MPs) elected by secret ballot on the basis of open lists. The seats in the Assembly are distributed amongst all parties, coalitions, citizens' initiatives and independent candidates in proportion to the number of valid votes received by them in the election to the Assembly. Constitutional Article 65 (Competencies of the Assembly), point 9 defines the competence of AoK to "oversee the work of the Government and other public institutions that report to the Assembly in accordance with the Constitution and the law".

Parliament has established mechanisms to fulfill its oversight and accountability mandates in terms of the Constitution and under the Rules of Procedure established by AoK, individually and jointly. Committees can interact with civil society organizations, organized business, experts and professional bodies as a way of enhancing accountability and can call Ministers and departmental heads to account on any issue relating to any matter over which they are affecting accountability within the ambit of the provisions of Article 65 of the Constitution. Current practices and oversight mechanisms include the committees of Parliament (with their associated practices) and plenary processes as listed below.



Currently, the Presidency of the Assembly is composed of a President and five Vice Presidents. It has four Standing Committees: Budget and Finance; Rights, Interests of Communities and Returns, Legislation and Committee for European Integration. In addition, it has seven Functional Committees: Foreign Affairs, Education, Culture, Youth, Sports, Public Administration, Local Government and Media; Economic Development, Infrastructure, Trade and Industry; Health, Labour and Social Welfare, Agriculture, Forestry, Environment and Spatial Planning; Internal Affairs, Security and Supervision of the Kosovo Security Force; Oversight Committee for Kosovo Intelligence Agency; Oversight Committee on Public Finance; and Commission on Human Rights, Gender Equality, Missing Persons and Petitions. Currently there is one Subcommittee on Mandate, Immunity and Regulation. Moreover, there is an ad – hoc Committee for amending the Constitution of Republic of Kosovo.

According to the UNMIK's Regulation 2007/26 Kosovo is defined as a single, multi member district and elections are organized under Proportional Representation (PR) with Single Transferable Vote (STV) electoral system. Because of the design of electoral system, the relations between constituency and MPs intensify during election process and then declines drastically after the elections are over. This creates a gap between the citizens and their representatives due to citizen's distrust that current social issues can be properly addressed if there is lack of any structured communication. Additionally, Kosovo's parliamentary system of government does not give full expression to the notion of separation of powers because of the close links between the legislature and the executive.

## **The Proposed Framework**

Parliamentary Development for Social Policies Project is taking place at the time when there is an increasing global apprehension with the democratic development and good governance. According to the recent publications by the UNDP teams there is a significant connecting linkage between development of a state and the quality of democratic governance. As a result, in order to have a successful development we have to take into consideration the complexity of the entire governance process, to analyze the relationship between the government and the civil society actors, an open and competitive marketplace, and the most important a transparent and accountable government elected by the people and working for the people.

The importance of the work of the Assembly of Kosovo is recognized by various donors besides UNDP. The UNDP team working on this project has had close collaboration with other international development agencies and programming countries such as NDI, OSCE, and European Commission etc. Assistance has been in various parliamentary works and directed to various needs. Donor coordination has been ensured in order to avoid duplication of project activities. This report will serve as a baseline for an overall monitoring and evaluation structure for the Assembly of Kosovo, as well as to introduce for the first time a uniform self-evaluation toolkit that will serve to increasing the effectiveness of the Parliamentary Committees in their daily work.

We intend to design a framework that will consist of the following characteristics:

- Inclusiveness: covering the work of both the Assembly Administration and political leadership in order to provide a general picture of the complexity of parliamentary governance and the interdependence of various structures within the Parliament;

- Comparability: this framework will assist the users to better understand the Assembly strengths and weaknesses, and the indicators that will be used to measure the performance. Based on the identified indicators, the work of the Assembly is able to be compared to the different Parliaments worldwide.
- User-friendly: during our work we tried to make this framework user-friendly and possible to apply it in the daily work of parliament. It addresses indicators that are relevant to the current situation and enables practitioners of this framework to measure the outcomes.

## Indicators to Measure the Performance of the Assembly of Kosovo

Indicators have been divided into two main categories: the Performance Criteria and the Organizational Criteria. Based on the nature of the project, indicators based on the Millennium Development Goals have been also added to the list.

### I. PERFORMANCE CRITERIA

During the development of this framework we have also considered the performance of the Parliament and the development of the performance measurement. For this work purpose, we have considered Assembly of Kosovo as an institution being part of the public administration to consider the collective functioning of the government of Kosovo, emphasizing the requirements and accuracy in fulfilling their functions and responsibilities.

Therefore, the following performance criteria have been proposed to assess the work of the Parliament:

- Conformity: this criterion is very important as it shows whether the Assembly of Kosovo abides to its Rules of Procedure and the laws that have been endorsed. It is a proof if the Parliament as a legislative body itself maintains rule of law.
- Importance: this criterion measures the Parliament's relevance to making the important decisions in a certain public policy area through legislation enacting. In addition, it shows whether the Parliament makes an impact to current developments and addressed the issues based on people's wants and needs.
- Efficiency and Effectiveness: this criterion refers to ways and means to increase efficiency and the quality of the Parliament's work by clarifying the rights and responsibilities of each Member of the Assembly, be it administrative or from a political leadership point of view.
- Sustainability: this criterion measures the ability of the Parliament to work according to its financial and human resource boundaries, and utilize them in the best efficient manner. In addition, it also refers to the Parliaments capability to ensure implementation of the legislation endorsed and guarantee its sustainability.

## II. ORGANIZATIONAL CRITERIA

In order to ensure a better measurement of the performance of the Assembly of Kosovo, we developed a table containing both Performance Criteria and Organizational Criteria:

ORGANIZATIONAL CRITERIA	PERFORMANCE CRITERIA			
	Conformity	Importance	Efficiency and Effectiveness	Sustainability
<b>Input</b>  Financial and human resources of the Assembly				
<b>Activity</b>  Describing the work that is conducted by Administration & Parliamentary Committees				
<b>Output</b>  Work produced by the Parliament: legislation, resolutions, debates etc.				
<b>Result</b>  Parliaments level of transparency, accountability and accessibility.				
<b>Impact</b>  Parliaments impact in democracy consolidation through good governance and rule of law.				

## III. MILLENNIUM DEVELOPMENT GOALS INDICATORS

The United Nations Millennium Development Goals is a set of 8 goals and 18 targets, harmonized by 48 indicators to measure progress towards achieving these goals. These indicators have since been adopted by a consensus of experts from the United Nations, IMF, OECD and the World Bank (United Nations, Millennium Project, 2007)

The Assembly of Kosovo has, through a resolution on 17 October 2008 endorsed the Millennium Declaration which affirms institutional commitment to meeting Millennium Development Goals by 2015, and calls on governing institutions, civil society, and business community to contribute towards mainstreaming these goals into Kosovo's development agenda (UNDP, 2008).

The most important indicators that have been utilized in this framework include:

- Economic Welfare: by endorsing legislation that will lower the unemployment rate and reduce the ratio of people living in extreme poverty;
- Human Development: by achieving universal primary education to all its citizens of Kosovo regardless of ethnicity, gender or religion;
- Environmental Sustainability: to endorse legislation and national strategies for sustainable development and protection of the environment.

## RESEARCH ON THE FRAMEWORK

### I. INTERVIEWS AND QUESTIONNAIRES

For the purpose of developing this report and based on the objectives of the project, a total of fifteen members of the Assembly of Kosovo Administration (ten) and Parliamentary Committees Heads (five) have been either interviewed or consulted through the questionnaire. The Questionnaire has been grouped into eight main parts, each containing a set of sub-questions depending on the agreed purpose of the Framework.

Main parts include:

- The capacities of Assembly of Kosovo's administration,
- The research capacities of Assembly of Kosovo,
- Legislator's institutional vision and lawmaking power,
- Oversight powers & technical capabilities and performance the Assembly of Kosovo possesses,
- Institutional outreach,
- Capacity of the parliamentarians to fulfill their representative function,
- The capacities of a functioning committee structures, and
- Relations of the members of the Parliament with civil society.

The following list of individuals has been either interviewed or received feedback through the questionnaire:

ASSEMBLY OF KOSOVO: FUNCTIONAL COMMITTEES	
NAME	POSITION
Suzan Novoberdali	Commission on Human Rights, Gender Equality, Missing Persons and Petitions

Idriz Vehapi	Committee for Education, Culture, Youth, Sports, Public Administration, Local Government and Media
Nait Hasani	Committee for Agriculture, Forestry, Environment and Spatial Planning
Zenun Pajaziti	Committee for Economic Development, Infrastructure, Trade and Industry
Fikrim Damka	Committee on Health, Labour and Social Welfare

ASSEMBLY OF KOSOVO: ADMINISTRATION	
NAME	POSITION
Ismet Krasniqi	Secretary of Assembly
Daut Beqiri	Director of the Department for Legal Support and Procedural Issues / Division on Harmonisation, Standardisation and Legal Advice, Research and Library
Emrush Haxhiu	Director of the Department of Administration
Naim Gjoshi	Head of the Procurement Division
Vullnet Kabashi	Head of the Division for Information Technologies
Istret Azemi	Head of the Budget and Payment Division
Sherif Konjufca	Head of the Media and Public Relations Office
Fadil Bytyqi	Head of Languages Services Office
Adnan Boshnjaku	Head of Technical Services Division
Nexhat Jashari	Head of Personnel Office

## II. FUNCTIONAL REVIEW OF THE WORK OF PARLIAMENT

The following information has been gathered during the process of interviewing and delivering the questionnaires with the Assembly Administration and Parliamentary Committees. Tables summarize Assembly members' strengths, weaknesses, and areas for improvement.

### Functional Review of Administration of the Assembly of Kosovo

Name of the Department/Division/Unit	Strengths	Weaknesses	Needs Assessment
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<b>Division on Harmonization, Standardization and Legal Advice, Research and Library</b>	<ul style="list-style-type: none"> <li>- Independent from political interference</li> <li>- Collaboration with other units</li> <li>- Meetings with Secretary of the Assembly on need basis and with the Head of the Department on daily basis</li> <li>- Usage of emails or memos to communicate with other units/divisions or Parliamentary Committees staff</li> <li>- Compilation of weekly reports</li> <li>- Provision of inputs to the annual plan by every staff member</li> <li>- Staff appraisal is conducted based on Law on Civil Service</li> <li>- Usage of emails, telephones and memos to communicate</li> </ul>	<ul style="list-style-type: none"> <li>- Not sufficient office space and equipments</li> <li>- System of electronic management not satisfactory</li> <li>- Not a satisfactory collaboration with MP's in utilization of the research capacities of this Division</li> </ul>	<ul style="list-style-type: none"> <li>- Additional staff in the division</li> <li>- Staff could benefit from trainings (communication methods, courses on English language, utilization of the new software for Parliament's practices) and study visits to see the work of the other state's Parliamentary Administration</li> <li>- Division needs to have an internal regulation</li> </ul>
<b>Procurement Division</b>	<ul style="list-style-type: none"> <li>- Independent work in budget management</li> <li>- Reports approved regularly</li> <li>- Collaboration on a regular basis with other departments</li> <li>- Provision of inputs to the annual plan by every staff member</li> <li>- Staff appraisal is conducted based on Law on Civil Service</li> <li>- Usage of emails or memos to communicate</li> <li>- Usage of emails, telephones and memos to communicate</li> </ul>	N/A	<ul style="list-style-type: none"> <li>- Need for the implementation of the E – parliament and to train to staff on its usage</li> <li>- Need for more trainings in procurement area</li> </ul>
<b>Division for Information Technologies</b>	<ul style="list-style-type: none"> <li>- Usage of emails or memos to communicate</li> <li>- Collaboration on a regular basis with other departments/divisions</li> <li>- Compilation of weekly reports</li> </ul>	<ul style="list-style-type: none"> <li>- Not sufficient staff members</li> <li>- Inadequate staff appraisal</li> <li>- Staff have complaints regarding the content of the appraisal form</li> </ul>	<ul style="list-style-type: none"> <li>- Need for more trainings in communications, IT, Teambuilding etc.</li> <li>- Division needs to have an internal regulation since it</li> </ul>

	<ul style="list-style-type: none"> <li>- Division is involved in implementation and monitoring of the budgeting process</li> </ul>		<p>operates according to the Central Government procedures</p> <ul style="list-style-type: none"> <li>- Need for a regulation to improve the communication with other Departments</li> <li>- Application of the E-Parliament tools very necessary</li> </ul>
<b>Division for Budget and Payments</b>	<ul style="list-style-type: none"> <li>- Collaboration on a regular basis with other departments/divisions</li> <li>- Compilation of weekly reports</li> <li>- Usage of emails, telephones and memos to communicate</li> <li>- Meetings with staff regularly held</li> <li>- Meetings with Director of the Department and Head of Division weekly held</li> <li>- Informs regularly all other Departments/Division on budget process</li> <li>- Staff appraisal satisfactory</li> </ul>	<ul style="list-style-type: none"> <li>- Division does not have an internal regulation</li> <li>-Lack of the regulation on budget planning and execution</li> </ul>	<ul style="list-style-type: none"> <li>- Trainings needed in management of the budget by each Department</li> <li>- Study visits to other Parliaments</li> <li>- Budget Planning needs to include all staff members of the Administration</li> </ul>
<b>Public Relations Office</b>	<ul style="list-style-type: none"> <li>-Regular meetings with the Secretary of the Assembly usually on need basis</li> <li>- Usage of emails, telephones and memos to communicate</li> <li>- Collaboration with other Departments/Divisions is satisfactory</li> <li>- The Office is already working on development of internal guidelines</li> <li>- the Office utilizes E – Parliament tools already</li> </ul>	<ul style="list-style-type: none"> <li>- Not sufficient office space and equipments</li> <li>- Not a satisfactory involvement in the budget process: not involved in either monitoring nor evaluation of the budget or the workplan</li> <li>- Staff Appraisal satisfactory</li> </ul>	<ul style="list-style-type: none"> <li>- Trainings needed in the field of PR and protocol</li> </ul>
<b>Languages Services Office</b>	<ul style="list-style-type: none"> <li>- Staff appraisal satisfactory</li> <li>- Usage of emails, telephones and memos to communicate</li> <li>- Regular meetings with the</li> </ul>	<ul style="list-style-type: none"> <li>- Office does not have internal regulations</li> <li>-Involvement in the budget process limited</li> <li>- Not a satisfactory</li> </ul>	<ul style="list-style-type: none"> <li>-Trainings needed for English language</li> </ul>

	Head of Administration	collaboration with other Departments/Divisions	
<b>Technical Services Division</b>	<ul style="list-style-type: none"> <li>- Regular meetings with the Head of Administration and the Secretary</li> <li>- Collaboration with other Departments/Divisions is satisfactory</li> <li>- Involvement in the budget process satisfactory</li> </ul>	<ul style="list-style-type: none"> <li>-Not a sufficient usage of emails</li> <li>- Appraisal forms are not adequate</li> <li>- No internal guideline</li> </ul>	N/A
<b>Personnel Office</b>	<ul style="list-style-type: none"> <li>- Regular meetings with the Head of Administration and the Secretary</li> <li>- Collaboration with other Departments/Divisions is satisfactory</li> <li>-Appraisal forms are adequate</li> </ul>	<ul style="list-style-type: none"> <li>- Not sufficient office space and equipments</li> </ul>	-Trainings needed in various fields

### **Functional Review of Parliamentary Committees of the Assembly of Kosovo**

<b>Name of the Committee</b>	<b>Strengths</b>	<b>Weaknesses</b>	<b>Needs Assessment</b>
<b>Commission on Human Rights, Gender Equality, Missing Persons and Petitions</b>	<ul style="list-style-type: none"> <li>-Satisfied with the members of the Commission</li> <li>-Regular meetings 2 – 3 times a week</li> <li>-Satisfied with the procedures for proposing and drafting legislation</li> <li>-AoK Rules of Procedure are effective</li> <li>- NGO's participate in the weekly/biweekly meetings</li> <li>-This Commission does monitor the majority of laws endorsed</li> <li>-Legislation is in line</li> </ul>	<ul style="list-style-type: none"> <li>-Media do not respond accordingly (in particular when there is an important news to announce)</li> <li>-NGO's do not provide written feedback, sometimes only during the sessions</li> <li>-Opportunities are not adequate nor equal for informal caucuses (youth, women, minorities etc.) because they lack their own budget</li> <li>- Universities and think tanks do not communicate their policy-related research to the legislature;</li> </ul>	<ul style="list-style-type: none"> <li>-There is a need to raise people's awareness to participate in public hearings</li> <li>-There is a need for an exchange of international parliamentary practices e.g. handling petitions, gender equality issues etc.</li> <li>-Capacity building for the members of the Commission or provision of consulting experts</li> <li>-Assistance in law monitoring</li> </ul>



	<p>with acquis communautaire and MGD's (completed by the central government before it gets to AoK)</p> <p>-Ministers never attend sessions, only Deputy Ministers</p>	<p>though sometimes the Commission receives recommendations</p> <p>-Plenary sessions of the AoK are not completely open though the law stipulates the contrary</p>	
<b>Committee for Education, Culture, Youth, Sports, Public Administration, Local Government and Media</b>	<p>-Satisfied with the collaboration with the Central Government officials</p> <p>-Committee deals mostly with drafting laws and providing input to the progress report</p> <p>- NGO's participate in the weekly/biweekly meetings</p> <p>-The Committee receives written feedback from the NGO's</p> <p>-Satisfactory collaboration with the media</p> <p>-Satisfactory collaboration with the Division on Harmonization, Standardization and Legal Advice, Research and Library</p>	N/A	<p>-There is a need for an exchange of international parliamentary practices</p> <p>-Need for a judicial expert</p> <p>--There is a need to raise people's awareness to participate in public hearings</p>
<b>Committee for Agriculture, Forestry, Environment and Spatial Planning</b>			
<b>Committee for Economic Development, Infrastructure, Trade and Industry</b>	<p>-Satisfied with the procedures for proposing and drafting legislation</p> <p>-Legislation is in line with acquis communautaire and</p>	<p>-Difficulty to monitor a law or to establish a particular center</p> <p>-Not sufficient collaboration with the Division on Harmonization,</p>	<p>-Need for project coordination within the Assembly</p> <p>-The Committee needs consulting assistance in the process of</p>

	MGD's - NGO's participate in the weekly/biweekly meetings -The Committee receives feedback from the NGO's	Standardization and Legal Advice, Research and Library	monitoring and implementation of legislation -Capacity building for the members of the Committees, in particular for two new MPs that need to conduct a study visit
<b>Committee on Health, Labor and Social Welfare</b>	-Satisfied with the work of the team members -Satisfied with the AoK Rules of Procedure -Work of the committee is transparent -NGO's participate regularly in the meetings of the Committee	-Media do not respond accordingly (in particular when there is an important news to announce) -The Committee has only one professional lawyer -NGO's do not provide feedback	-The Committee needs more trainings and capacity building programs - specifically in the judicial area

## Self – Assessment toolkit of the Work of Parliament

The rationale of this self-assessment toolkit is to assist the Assembly of Kosovo and its members in assessing how the parliament performs alongside generally accepted criteria for democratic parliaments. The toolkit can be used in numerous diverse ways, depending on the context and the stakeholders involved. The toolkit shares two main objectives:

- To evaluate parliament against international criteria for democratic parliaments
- To identify priorities and means for strengthening parliament

The assessment toolkit design is based on the questionnaire design for this project purposes. It is divided into eight main parts:

- the capacities of Assembly of Kosovo's administration,
- the research capacities of Assembly of Kosovo,
- legislator's institutional vision and lawmaking power,
- oversight powers & technical capabilities and performance the Assembly of Kosovo possesses,
- institutional outreach,
- capacity of the parliamentarians to fulfill their representative function,
- the capacities of a functioning committees, and
- relations of the Members of the Parliament with civil society.

Each part will consist of numerous questions. In order to receive diversity in answers, each question will be marked on a five point scale:

- 5 - very good / too much
- 3 - medium
- 1 - poor / very few

The assessment toolkit should be utilized at the end of every year when the Assembly of Kosovo closes up its yearly work. It is the time when every Parliamentary Committees can assess their yearly work against the planned activities at the beginning of each year. Whether enough meetings have been held, effective group work has been ensured, reaching out to the citizens was made possible - the assessment toolkit will help the Committees to evaluate their own efforts and accomplishments. In addition, it will also serve as a benchmark between the different Committees of the Assembly to see which one is doing better and which one is lagging behind the parliamentary agenda. Moreover, the toolkit will help the AoK and its members in assessing how their work are completed against best practices of the global democratic parliaments.

**QUESTIONS TEMPLATE**

- 1:** How independent is the administration of parliament?
- 2:** Is women representation satisfactory in the Assembly of Kosovo?
- 3:** Is there any political interference in political recruitment?

Answers:

Questions	Rates from 1 (min) – 5 (max)		
Question 1	1	3	5
Question 2			
Question 3			

Note:

- 5 - very good / too much
- 3 - medium
- 1 - poor / very few

What has been the major obstacle in accomplishing the work in any of the areas mentioned above? Please specify.

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What do you consider to be the major success of the work of Parliament in any of the areas mentioned above? Please specify.

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What do you consider the areas that need immediate improvement for the betterment of the overall performance of the Assembly of Kosovo?

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## Qualitative Analysis and Recommendations

### Practices of legislators and committees to effect oversight and accountability

The mandates of the committees are provided for in the AoK’s Rules of Procedure (RP). Rule 12 of RP defines that “The members of the Assembly have an equal right and responsibility to participate fully in the proceedings of the Assembly, acting in accordance with their convictions and conscience. This shall include, but not be limited to, the rights to initiate draft laws according to the Rule 33 and resolutions, to question members of the Government during the period provided for that purpose about the policies and actions of the Government, to vote on all proposed decisions by the Assembly and to take part on an equal basis with other Members of the Assembly in all debates of the Assembly. The Assembly of Kosovo appoints permanent committees, operational committees and ad hoc committees reflecting the political composition of the Assembly.

Our research suggests that Committees should increase efforts to offer a setting that facilitates detailed scrutiny of legislation, oversight of government activities and interaction with the public and external factors. Consideration of committee reports is necessary because committees work as intermediary bodies between interest groups and government and are an entry point for citizens to the work of Parliament. In addition, the work of committees should include more study visits that entail physical inspections, conversing with people, assessing the impact of delivery and developing reports for adoption by committees that contain recommendations for the Ministries to consider. In exercising oversight, committees should increase efforts to n obtain first-hand knowledge from people engaged in the direct implementation of specific programmes (NGO’s) and/or who are directly responsible for service delivery. In order to evaluate the work of government from a broader perspective, committees may invite experts from outside government to provide background knowledge and analysis on relevant issues. The research shows that most of these important oversight activities (such as physical inspection) have started to be implemented after the Fourth Legislature took the seats. The Public Accounts Committee, as an important structure of developing parliaments, is still not established in the AoK.

## **Plenary processes for effecting oversight and accountability**

### **I. Budget Votes**

Budget votes occur when the Minister of Finance announces the budget projections for the next financial year, as well as the budget votes of each Minister (department). AoK must approve the Budget. Referring to the best practices of developing parliaments, subsequent to the presentation of the Budget by the Minister of Finance, each parliamentary committee should have hearings with the government department over which that committee exercises oversight and should also check whether the department kept the promises of the previous year and spent taxpayers' money properly.

The budget votes should be debated in the National Assembly once committees have finished discussing the different budget votes. Kosovo Assembly should make efforts to establish new mechanisms such as Oversight Advisory Section (OAS) which's main functions will be to provide advice, technical support, co-ordination, and tracking and monitoring mechanisms on issues arising from oversight and accountability activities of members of Parliament and the committees to which they belong. The work of this Section should also include the archiving of relevant information to facilitate the retention of institutional memory.

One of its functional units would be Financial Scrutiny Unit, which will develop systems for the scrutiny of finances, for instance:

- the planning cycle which will include aspects on performance and expenditure targets
- for departments and spending reviews;
- the budget cycle which will include aspects of how government makes its assessment on the
- state of the economy and how it plans to raise revenue the following year;
- the estimates cycle which is the process by which departments' resources and cash for the year is approved; and
- the reporting cycle which involves the reporting by departments through reports

### **II. Questions**

Section 92 of the Constitution stipulates that “the Government implements laws and other acts adopted by the Assembly of Kosovo and exercises other activities within the scope of responsibilities set forth by the Constitution and the law”. Members of the Cabinet are elected by AoK and are accountable collectively and individually to Parliament for the exercise of their powers and the performance of their functions. The procedure of putting questions to the Executive is one of the ways in which Parliament holds the Executive to account. Questions can be put for oral or written reply to the President, the Deputy President and the Cabinet Ministers on matters for which they are responsible.

Question time affords members of Parliament the opportunity to question members of the Executive on service delivery, policy and other executive action on behalf of both their political parties and the electorate. Rule 26 in the AoK Rules of Procedure defines that “the agenda of each session shall include a Question Period, which shall be limited to 50 minutes. Any member of the Assembly may ask a question, to be answered by any member of the Government during the question period, provided that such question is tabled in writing at the Table Office no less than 48 hours prior to the Session. If a question has not been answered within 2 sessions, the question will be published in the

Bulletin of the Assembly. Furthermore, according to the rule 27 MP's may also submit questions for written answer to the Prime Minister or any other Minister, about his or her area of responsibility. The answer shall be given no later than two (2) weeks from the date the question was submitted, and shall be included in the records of Assembly Proceedings for the day on which it is answered, or the first day thereafter on which the Assembly sits in plenary session. The list of unanswered questions within the required period of time shall be published in the bulletin of the Assembly and distributed to the deputies.

### **III. Members' statements**

Statements by Cabinet members Ministers may make factual or policy statements in relation to government policy, executive action and other similar matters of which the Assembly should be informed. The Minister asks the President of Aok for the opportunity to make such a statement, which should not be longer than 20 minutes.

### **IV. Notices of motion**

Motions are one of the mechanisms available to members of all political parties which can be used to help fulfil their oversight responsibilities in Parliament by bringing issues to Parliament for debate. Notice must be given of a motion unless it is by way of an amendment to a draft resolution, raising a point of order or a question of privilege, the postponement or discharge of or giving precedence to an order for the day, referring a bill to a committee, the proposal of a draft resolution on the report of a committee immediately after a debate on the report has been concluded, or in regard to which notice is dispensed with by the unanimous concurrence of all the members present. Notice must be given of every motion since in principle the Assembly must be informed in advance of any substantive motion so that members and parties have time to prepare to debate it. Notices of motion are therefore a vital tool which can be used by members to bring matters of political importance before Parliament for debate or a decision.

### **V. Plenary debates**

Plenary debates are a further means to bring important information to the attention of the Executive regarding specific government programmes and legislation required to improve service delivery. In plenary debates, certain mechanisms for conducting oversight are used. These include question time, the consideration of committee reports, showcasing, scrutinizing and debating the implementation of policy and budget votes, members' statements and questions by members of Parliament, which draw the attention of the Executive to the concerns of members' constituents.

### **VI. Interpellation**

According to the Rule 25, A Parliamentary Group may file a motion of interpellation to debate an issue related to the work of the Government or a Ministry and The Prime Minister or the minister to whom the request is addressed is obliged to present and argue the opinion of the Government regarding the issue raised by interpellation

While Kosovo Constitution gives expression to the principle of separation of powers by recognizing the functional independence of the three branches of government, but according to our research Kosovo's parliamentary system of government does not give full expression to the notion of

separation of powers because of the close links between the legislature and the executive. Members of executive are not only chosen from the legislature but also primarily from the leadership of the majority party. In addition like many other parts of the world a strong party-based system exists in Kosovo. This can hamper effective oversight as members of the legislature may be reluctant to call to account a government that is made up of leaders of their party. This is further exacerbated by the electoral system of proportional representation because members of parliament presently retain their seats through their membership of political parties. Members of the majority party in particular may be unwilling to subject the government to rigorous scrutiny for fear of being perceived as disloyal or even expulsion from the party and a consequent loss of their parliamentary positions

### **The representative role of Kosovo Parliamentarians – Constituency relations**

As per UNMIK's Regulation 2007/26 Kosovo is defined as a single, multi member district and elections are organized under Proportional Representation (PR) with Single Transferable Vote (STV) electoral system. Our research shows that because of the design of electoral system, the relations between constituency and MPs intensify during election process and then declines drastically after the elections are over. This creates a gap between the citizens and their representatives due to citizen's distrust that current social issues can be properly addressed if there is lack of any structured communication.

According to members of AoK this happens because, under the electoral system applied, officially he had received votes from all around the country. But in general, he and other interviewed Parliamentarians in Kosovo assume that their votes are mostly from cities and areas from where they come from. Therefore, they pretend to secure employment for these citizens; articulate their needs; obtain resources for them, build infrastructure in these areas; among others. The expected changes in the electoral system may lead to Parliamentarians being seen as major breadwinners to their constituencies where people openly may seek handouts from their Members of Parliament.

Our research regarding their representative function shows that a structured communication can only be achieved with changes in electoral system, and if Parliament is strengthened through the provision of adequate facilities that will ease the strain on Parliamentarians and make them serve their constituencies most effectively. According to them, the main problem in this regard is the lack of parliamentarian's constituency offices, which would enable them to be nearer to their electorate and to respond to their needs. Actually, the citizens can meet parliamentarians mostly in capital. Although MP's privately travel very often to the areas they come from, it does not allow them to successfully fulfill their representative function, due to the fact that their presence there is not a part of their institutional activity. The idea of Parliamentarians having individual offices provides them with space to talk with their electorates and other stakeholder.

Our research shows that actually, the AoK doesn't schedule time for members to travel to their districts to meet with constituents and it doesn't assign legislators constituency relations responsibilities and provide them incentives to maintain strong constituent relations. Furthermore, AoK Committees do not hold any public hearings in electoral districts and there is no regular public opinion polling conducted.

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## ANNEX 1

### QUESTIONNAIRE FOR THE ADMINISTRATION AND POLITICAL LEADERSHIP OF THE ASSEMBLY OF KOSOVO

#### United Nations Development Programme Parliamentary Development for Social Policies Project Questionnaire

This questionnaire is part of the project *Parliamentary Development for Social Policies (PDSP)* project which is designed to bring resources and knowledge together through facilitation of participatory and inclusive processes of MPs, CSOs and concerned citizens on review, monitoring and oversight on progress towards achieving the MDGs through development of socially inclusive policies, legislation and budgeting, specifically focusing on social assistance, access to health, education and employment for the vulnerable groups in Kosovo, including the environment and gender dimensions.

Implementing agency of this project is United Nations Development Programme (UNDP) in Kosovo, together with the partner agencies UNICEF, WHO, UNFPA, and OHCHR.

Through this questionnaire UNDP aims to identify the capacities of administrative staff to assist MP's in their policy making roles, assess the Assembly of Kosovo (AoK) oversight power, technical capabilities, and its performance in this regard, find the AoK's capacities in conducting the public outreach, assess the capacity of MP's in fulfilling their representative function, assess the technical capacities of AoK committees in drafting and monitoring the implementation of laws, and assess the AoK-civil society cooperation in conducting the research on social policies.

The questionnaire is designed for the AoK Administration and Members of the Parliament. The questionnaire feedback will be utilized solely for project purposes. Therefore, your contribution is very important and we thank you in advance for your time and consideration.

**Prishtina, Kosovo  
2012**

#### **PART I**

<b>What are the capacities of Assembly of Kosovo's administration?</b>
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- How independent is the administration of parliament?
- Is there a corps of permanent legislative staff to assist members in their policy and budget-making roles?
- Is there any political interference in political recruitment?
- What mechanisms are at present in place for communication or information dissemination between AoK departments of Administration?
- Are these mechanisms effective? If not, what should be improved?
- What is the procedure for the Departments to provide their inputs in the AoK workplan implementation and budget expenditure process?
- Does the general budgeting planning and implementation process include all the staff or only heads of departments?

- Does the general monitoring and evaluation process include all the staff or only heads of departments?
- Does the AoK Administration possess internal regulations/guidelines/code of conduct that regulates the employment?
- Does the Administration conduct staff appraisal or capacity building needs assessment for the staff? If yes, how?
- Is the website functional? Is it regularly updated? Is there any online streaming/archiving of parliamentary sessions?
- Is there any electronic archiving system? What are the capacities of the IT departments?
- Is this process internal or outsourced?
- How does the Division on Harmonization, Standardization and Legal Advice, Research and Library approach MP's?

#### **What are the research capacities of Assembly of Kosovo?**

- Does the Assembly have an independent research capacity to support parliamentarians' policy analysis?
- Are computer information and research systems sufficient to assist parliamentarians in their work?
- Is the Division on Harmonization, Standardization and Legal Advice, Research and Library available to all MP's (individually and as committees), to ensure efficient performance of their duties?

#### **What is the legislator's institutional vision and lawmaking power?**

Do they express concern for the strength and performance of the legislature? Instead: Is the parliament taking into consideration that legislation enacted is clear, intelligible and applicable?

Do MP's take any initiative to unify primary legislation? / or reflecting to secondary legislation?

- Are MP's attempting to reorganize the AoK to increase its power, and to make it more effective policy making institution? If yes, how?
- What is the party affiliation of reformers? Are the social inclusion champions of both the majority and the opposition?
- Do they enjoy the support of legislative leaders?
- Do policy champions enjoy support of President of Parliament, Heads of Parliamentary Committees and Groups?
- What are the budget control mechanisms?
- Can the parliament amend the committee budgets?
- What role does the parliament play in taxing policies of draft legislation?
- Are the parliamentary committees satisfied with the procedures for proposing and drafting legislation to complete and transparent debate in parliament?
- Do the MP's consider AoK Rules of Procedure effective in the for analyzing and amending draft legislation?
- Concerning the procedures for consultation with interest groups including CSO's, are they conducted in regular and transparent manner?
- Based on the Rules of Procedure, does every MP receive the satisfactory opportunity to introduce draft legislation?

- Are the MP's ensuring that the legislation endorsed is consistent with the acquis communautaire and MDG's?
- Are the MP's ensuring that the legislation endorsed is consistent with gender impartiality and VMGs?

<b>What oversight powers, technical capabilities and performance does the Assembly of Kosovo possess?</b>
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- Are there regular sessions when the parliament questions the government? What is the frequency?
- Does the parliament have the power to ask for accountability and terminate endeavors with executive officials?
- Does the legislature have the political will to practice the oversight powers it possesses?
- Has the public accounts committee been efficient?
- Does the legislature have adequate procedural and staff resources to carry out its oversight responsibilities effectively?
- Does the legislature have on-line access to government spending information? (Division of Budget)
- Does the legislature utilize the services of a government research unit?
- Does the legislature have adequate enforcement tools if the executive withholds information or nullifies legislative intent?
- Does the legislature make use of public hearings and the media to apply pressure on the executive?
- Which committees carry out the oversight function over the executive?
- Are the Rules of Procedure rigorous and systematic to ensure the power to MP's to question the executive?
- Are the Rules of Procedure rigorous and systematic to ensure the power to MP's to influence the national budget?
- Is AoK autonomous in practice from the executive (controlling its own budget, agenda, staff of the Administration etc.)?
- Is the Division on Harmonization, Standardization and Legal Advice, Research and Library available to all MP's (individually and as committees), to ensure efficient performance of their duties?

<b>Does the Assembly of Kosovo conduct institutional outreach?</b>
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- Is the parliament involved in civic education?
- How do citizens reach the MP's?
- Does the legislature make available publications such as member directories, pamphlets, and brochures?
- Is information about proceedings in parliament readily available to the public?
- Are legislative sessions accessible to citizens via media?
- Is there adequate notice of meetings and agendas?
- Does the legislature allow or encourage tours by the public (e.g., by the general public, tourist groups, and school groups)?

- How often do MP's hold conferences (since we see them almost every day on TV/Radio and other mediums)
- Are all the proceedings of AoK and its core/function committees open to the media and public?
- If not, which ones are considered unavailable for public information?
- What are the means for citizens to provide their input in legislation making?
- Are the opportunities adequate for informal caucuses (youth, women, minorities etc.) to express their views and concerns?
- Are the AoK Rules of Procedure user-friendly for interest groups including CSO's to submit enquiries?

### **What capacity do parliamentarians have to fulfill their representative function?**

- Do parliamentarians have constituency offices?
- Are they able to travel to their constituencies—and if so, how often?
- Is there a strong media or civil society that can assist parliamentarians understand the concerns of their constituency?
- Do citizens meet regularly with legislators in the capital and/or in districts? If yes, in what occasions?
- In party-list systems, such as Kosovo's electoral system, do parties assign legislators constituent relations responsibilities and provide them incentives to maintain strong constituent relations?
- Is there regular public opinion polling, and are results publicized?
- Is the political opinion debate substantial in AoK?
- Is the women representation adequate in the parliament?
- Is the marginalized and vulnerable groups' representativeness adequate in the parliament?
- Are the MP's assured with legal protection from executive interference?
- Are the Rules of Procedure satisfactory in assuring full rights for participation to the VMG's or minorities in the parliamentary proceedings and representation?

### **Which are the capacities of a functioning committee structures?**

- Do committees obtain experts input on proposed legislation or on the budget through testimony or reports? What is the procedure?
- Do committees regularly meet to consider proposed laws and investigate the implementation of laws? If yes, how often?
- Do committee leaders, members, and staff change during the parliamentary mandate, or do they stay on long enough to become experts in their areas of responsibility?
- Do committees keep adequate records (e.g. transcripts, policy papers, opinions etc.)

### **Which are the Members of the Parliament relations with civil society?**

- Do CSO's communicate and interact with the legislature?

- Do VMG's organized in their representation? (CSO perspective)
- Do universities and think tanks communicate their policy-related research to the legislature and the public?
- Do civil society groups conduct public fora on the legislature and provide candidate information? (e.g. KDI, GAP etc.)
- Do the media provide accurate, objective reporting on the legislature?



*Kosovo*

**SELF – EVALUATION TOOLKIT  
FOR THE  
ASSEMBLY OF KOSOVO**

A practical guide for the monitoring of the work of the Assembly of Kosovo  
and benchmarking against EU criteria

**United Nations Development Programme  
Parliamentary Development for Social Policies Project  
Prishtina, Kosovo  
2012**

Opinions expressed in this document are those of the expert group of the Parliamentary Development for Social Policies Project, and do not necessarily reflect the opinions of the institutions that have financed it or the institution where the experts are employed.

Implementing agency of this project is United Nations Development Programme (UNDP) in Kosovo, together with the partners: Assembly of Kosovo, UN Agencies, Civil Society Organizations, international and local Non – Governmental Organizations. Implementation conducted by: DEX, Direct implementation by UNDP Kosovo.

## Rationale

The Self-Assessment Toolkit for the Parliament of Kosovo is part of the project Parliamentary Development for Social Policies (PDSP) project which is designed to bring resources and knowledge together through facilitation of participatory and inclusive processes of MPs, CSOs and concerned citizens on review, monitoring and oversight on progress towards achieving the MDGs through development of socially inclusive policies, legislation and budgeting, specifically focusing on social assistance, access to health, education and employment for the vulnerable groups in Kosovo, including the environment and gender dimensions.

Implementing agency of this project is United Nations Development Programme (UNDP) in Kosovo, together with the partner agencies UNICEF, WHO, UNFPA, and OHCHR. In addition, the projects added value is its partners Assembly of Kosovo, Civil Society Organizations, international and local Non – Governmental Organizations. In particular, we want to thank the Secretary General of the AoK, Mr. Ismet Krasniqi for his readiness to assist in completion of our work. The research work was completed by the Project Manager of the project, Mr. Selim Selimi, and the Local Experts hired for this purpose Ms. Shqipe Neziri and Mr. Ervin Ibrahim.

Through the Self-Assessment Toolkit, designed for the AoK Administration and Members of the Parliament, UNDP aims to assist the AoK in identification of the capacities of administrative staff to assist MP's in their policy making roles, the AoK to assess its oversight power, technical capabilities, and its performance in this regard, find the AoK's capacities in conducting the public outreach, assess the capacity of MP's in fulfilling their representative function, assess the technical capacities of its committees in drafting and monitoring the implementation of laws, and assess the AoK-civil society cooperation in conducting the research on social policies.

The main purpose of the Self-Assessment Toolkit is to assist the Assembly of Kosovo, members of the Administration and political leadership, in monitoring and assessing their performance conform to commonly utilized criteria for democratic parliaments worldwide. This document would not have been completed without the generous collaboration with the member of the Assembly of Kosovo. Additionally, the Self-Assessment Toolkit is prepared to support the Assembly in indentifying priorities and methods to strengthen its role in building a legislature that is transparent, representative, accountable, and accessible to all its citizens.

In order to ensure a better measurement of the performance of the Assembly of Kosovo, we developed a table containing both Performance Criteria (**CONFORMITY, IMPORTANCE, EFFICIENCY**

**AND EFFECTIVENESS, AND SUSTAINABILITY)** and Organizational Criteria (Input, Activity, Output, Result, and Impact).

## **PART I:**

### **CONFORMITY**

#### **QUESTIONS TEMPLATE**

**1:** How independent is the administration of parliament?

**2:** Is women representation satisfactory in the Assembly of Kosovo?

**3:** Is there any political interference in political recruitment?

Answers:

<b>Questions</b>	<b>Rates from 1 (min) – 5 (max)</b>		
Question 1	1	3	5
Question 2			
Question 3			

Note:

- 5 - very good / too much
- 3 - medium
- 1 - poor / very few

What has been the major obstacle in accomplishing the work in any of the areas mentioned above?  
Please specify.

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What do you consider to be the major success of the work of Parliament in any of the areas mentioned above? Please specify.

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What do you consider the areas that need immediate improvement for the betterment of the overall performance of the Assembly of Kosovo?



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## PART II:

### IMPORTANCE

### QUESTIONS TEMPLATE

- 1:** How independent is the administration of parliament?  
**2:** Is women representation satisfactory in the Assembly of Kosovo?  
**3:** Is there any political interference in political recruitment?

Answers:

Questions	Rates from 1 (min) – 5 (max)		
Question 1	1	3	5
Question 2			
Question 3			

Note:

- 5 - very good / too much
- 3 - medium
- 1 - poor / very few

What has been the major obstacle in accomplishing the work in any of the areas mentioned above?  
Please specify.

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What do you consider to be the major success of the work of Parliament in any of the areas mentioned above? Please specify.

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What do you consider the areas that need immediate improvement for the betterment of the overall performance of the Assembly of Kosovo?

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**PART III:**

**EFFICIENCY AND EFFECTIVENESS**

**QUESTIONS TEMPLATE**

- 1:** How independent is the administration of parliament?
- 2:** Is women representation satisfactory in the Assembly of Kosovo?
- 3:** Is there any political interference in political recruitment?

Answers:

Questions	Rates from 1 (min) – 5 (max)		
Question 1	1	3	5
Question 2			
Question 3			

- Note:
- 5 - very good / too much
  - 3 - medium
  - 1 - poor / very few

What has been the major obstacle in accomplishing the work in any of the areas mentioned above? Please specify.

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What do you consider to be the major success of the work of Parliament in any of the areas mentioned above? Please specify.

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What do you consider the areas that need immediate improvement for the betterment of the overall performance of the Assembly of Kosovo?

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**PART IV:**

**SUSTAINABILITY**

**QUESTIONS TEMPLATE**

- 1:** How independent is the administration of parliament?
- 2:** Is women representation satisfactory in the Assembly of Kosovo?
- 3:** Is there any political interference in political recruitment?

Answers:

Questions	Rates from 1 (min) – 5 (max)		
Question 1	1	3	5
Question 2			
Question 3			

Note:

- 5 - very good / too much
- 3 - medium
- 1 - poor / very few

What has been the major obstacle in accomplishing the work in any of the areas mentioned above? Please specify.

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What do you consider to be the major success of the work of Parliament in any of the areas mentioned above? Please specify.

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What do you consider the areas that need immediate improvement for the betterment of the overall performance of the Assembly of Kosovo?

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## BENCHMARKING

Use the table below to upload information gathered from the main four parts of the Self-Assessment Toolkit. If the points on the questions provided are 3 and above, then the column is considered successfully completed. If not, the Committee/ Department/ Division should consider restructuring and change of policies.

ORGANIZATIONAL CRITERIA	PERFORMANCE CRITERIA			
	Conformity	Importance	Efficiency and Effectiveness	Sustainability
<b>Input</b>  Financial and human resources of the Assembly				
<b>Activity</b>  Describing the work that is conducted by Administration & Parliamentary Committees				
<b>Output</b>  Work produced by the Parliament: legislation, resolutions, debates etc.				
<b>Result</b>  Parliaments level of transparency, accountability and accessibility.				
<b>Impact</b>  Parliaments impact in democracy consolidation through good governance and rule of law.				