

HIGHER EDUCATION FOR PUBLIC ADMINISTRATION REFORM IN KOSOVO

Final Report

THE YCS PROGRAMME

The "EU Scholarships Scheme" is an EU funded project for the implementation of the EU Scholarships Scheme for Kosovo. The Programme, named "Young Cells Scheme" aims to support development within the Kosovo Civil Service, bringing in newly trained specialists in different sectors of EU integration. The project is managed by the European Union Office (EUO) in Kosovo and implemented by BRITISH COUNCIL.

The Final expert study

In the framework of the EU scholarships Scheme project, EUO in Kosovo and MEI agreed to prepare a final expert study based on semi-structured interviews with qualified respondents, a survey on YCS alumni and a World Café organised within the Project final event on "10 Years of YCS and its impact on PAR in Kosovo".

Data collection and analysis were conducted by ISIG – Institute of International Sociology of Gorizia, in cooperation with international and local expert.

This final report was prepared by :



EU Scholarship Scheme

An EU funded project managed by the European Union Office to Kosovo and implemented by British Council

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List of Acronyms

DCSA	- Department of Civil Service Administration
DG	- Directorate General
Difi	- Direktoratet for forvaltning og IKT
EBRD	- European Bank for Reconstruction and Development
EC	- European Commission
EU	- European Union
FYROM	- Former Yugoslav Republic of Macedonia
ICT	- Information and Communication Technologies
IPA	- Instrument of Pre-accession Assistance
IPS	- Integrated Planning System
KIPA	- Kosovo Institute for Public Administration
LAP	- Law on Administrative Procedures
LAPD	- Law on Access to Public Documents
LSA	- Law on State Administration
MIPD	- Multi-annual Indicative Programme
MISA	- Ministry of Information Society and Administration
OECD	- Organization for Economic Cooperation and Development
OSCE	- Organization for Security and Cooperation in Europe
PA	- Public Administration
PAR	- Public Administration Reform
PMF	- Public Financial Management
SAA	- Stabilization and Association Agreement
SAI	- Supreme Audit Institution
SAP	- Stabilization and Association Process
SIGMA	- Support for Improvement in Governance and Management in Central and Eastern European Countries
SGPAR	- Special Group on PAR
UNDP	- United Nations Development Programme
YCS	- Young Cells Scheme

1. FOREWORDS

Young Cells Scheme (YCS) programme is currently running its 11th year of activity in Kosovo. As the EU Postgraduate Scholarship Programme for Kosovo, it contributed and still contributes to the creation of an effective, efficient and transparent public administration in Kosovo at all levels. The YCS aims to improve the professional capacity and expertise of civil servants in key sectors of the Kosovo public administration by offering the opportunity to Kosovan graduates to undertake postgraduate masters programme in EU Universities in order to support the Kosovo Government to meet the obligations arising from the EU Integration Process.

A total of over 246 grants were awarded since its initiation. These grantees attended their Master Programmes in many EU Universities (Belgium, Netherlands, UK, Germany, Austria, France, Hungary, Italy, Portugal, Finland, Latvia etc.) and had the opportunity to specialize in various fields within Economics, Law and Politics of the European Union, as well as in Environmental sciences, Agricultural studies, Statistics, Aviation Safety and Regulations, Engineering, Telecommunications, Food Safety etc.

Out of the ca. 200 students who completed the Scholarship Programme, some 85% currently works for the Government of Kosovo at various levels and offices, both in Line Ministries, with many serving at the Ministry of European Integration, and independent authorities, like the Central Bank. Considering these extremely positive numbers YCS is considered one of the most successful and effective programmes managed in Kosovo by EUO. The current EU Scholarship Scheme project under YCS programme is managed by the European Union Office in Kosovo and is implemented by the British Council (July 2011 – July 2015).

Considering the above the project decided to produce this valuable expert study with the technical support and the professional expertise of ISIG and Universum College. This report is divided in five chapters. In the first two the analysis focuses first on a general overview over the socio-economic situation in Kosovo, the state of the art on institutional building processes in the country and the situation of Higher Education in Kosovo with a specific focus on youth employment and brain drain. In the third chapter the analysis details the Public Administration Reform in Kosovo with a comparative approach with the rest of Western Balkans, stressing the effective impact YCS had on public administration in Kosovo. In chapter 4 ISIG researchers analyze in details the results of qualitative research (29 respondents among YCS Alumni – not employed in the PA, YCS Alumni currently employed in the PA and Senior civil servants – non YCS Alumni) defining the strengths and weaknesses of the YCS Scheme in the opinion of respondents and giving clear insights how to improve YCS Scheme. In chapter 5 the study focuses on the quantitative research realized by ISIG and Universum College (107 respondents among YCS Alumni) deepening the following main aspects: the YCS impact on Alumni's career, the YCS Alumni's perception on PAR and the role of YCS and the YCS impact on the alumni's civic participation and engagement. In the final chapter there is an overview of the World Café organized by ISIG with a group of

respondents to the qualitative research and the project team. This World Café elaborated a set of valuable recommendations how to improve and empower YCS.

Ezio Benedetti
YCS coordinator

Pristina, 30th June 2015

2. KOSOVO: AN OVERVIEW

2.1 An overview of socio-economic situation in Kosovo

Kosovo has around 1.8 million inhabitants with the youngest nation in Europe. The majority of the population are Albanian Kosovars, and there are Serb, Bosniak, Gorani, Roma, Turk, Ashkali and Egyptian minorities half of the population is under 25 years of age. Despite a moderate economic progress since independence, unfortunately, Kosovo remains one of the poorest countries in Europe.¹²

The main challenge that Kosovo continues to face is the high rate of youth unemployment, which is over 30% in 2013 of the working age population, especially among women (around 20 per cent), in which near 70% of the unemployed population are long-term unemployed. Furthermore, the unemployment rate among young people aged 15-24 is around 56 per cent. In the first half of 2014, the number of unemployed people which were registered at the Ministry of Labour and Social Welfare was around 270 000. Moreover, 2.4% of the university graduates are registered as jobseekers.³

However, remittances from abroad play a major role to the wellbeing of Kosovan households, which account for around 15% of GDP, whereas activities from various donors and aid present another 7.5% of GDP (Index of Economic Freedom, 2015)⁴.

In addition, Kosovo has one of the cheapest labour forces in the region due to low level of skills and compatibility of the labour force with the labour market. Kosovo suffers from informal economy sector, weak rule of law and lack of fiscal predictability, which remains major obstacles of doing business and improving competition and productivity in the economy (EC Kosovo Progress Report, 2014).

2.1.1 Macroeconomic stability

Economic growth in Kosovo was recovered from 2.8 per cent in 2012 to 3.4% in 2013, which was driven by strong increase in investment and private consumption. Due to better economic performance of the main diaspora countries higher remittances increased private consumption⁵.

¹ This chapter was prepared by Alejtin Berisha, YCS Local Expert in Kosovo

² http://eeas.europa.eu/delegations/kosovo/documents/press_corner/20131025_draft_csp_for_kosovo_241013_en.pdf, last accessed 09th June 2015

³ http://www.bamf.de/SharedDocs/MiLo-DB/EN/Rueckkehrfoerderung/Laenderinformationen/Informationsblaetter/cfs_kosovo-di_en.pdf?__blob=publicationFile, last accessed 09th June 2015

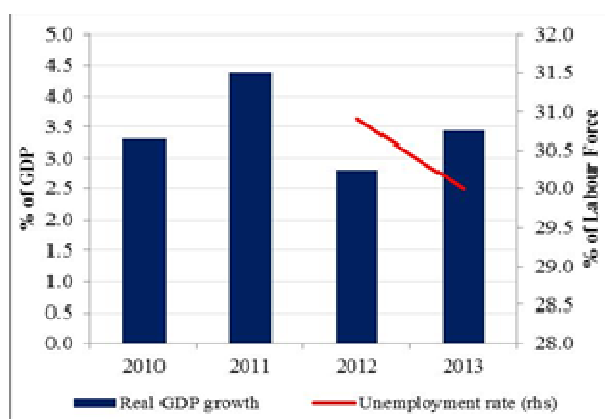
⁴ <http://www.heritage.org/index/country/kosovo>, last accessed 09th June 2015

⁵ http://ec.europa.eu/enlargement/pdf/key_documents/2014/20141008-kosovo-progress-report_en.pdf, last accessed 10th June 2015

2.1.2 Poverty and unemployment

Widespread unemployment and a lack of quality jobs have contributed to poverty and income insecurity. As already mention, Kosovo has one of the highest unemployment records in Europe with an estimated unemployment rate over 30% in 2013 and an employment rate of only 28.4%. In 2013, GDP per capita reached € 2 800 equal to 11 per cent of the EU-28 average. The figure below illustrates the real GDP and unemployment in Kosovo through years.

FIGURE 1 - REAL GDP AND UNEMPLOYMENT



External accounts improved in 2013, but remained negatively balanced. The current account deficit narrowed to 6.4 % of GDP, 1.1%age points lower than in 2012. The trade deficit was decreased to 31.6 % of GDP (2.5%age points lower than in 2012) as a result of contracting imports due to weak domestic demand and lower energy prices (EC Kosovo Progress Report, 2014).

Despite slight improvement of economic growth of 3.5% during 2011-2014; the productive base has remained narrow. Generally speaking, Kosovo's current economic growth accelerated but is unsustainable over the long term.

Exports and foreign direct investment has not reached the level to improve the deficit. In addition, Kosovo faces lot of problems with regard to public infrastructure, especially in the energy sector and business environment. Furthermore, domestic products are not able to compete successful in local, regional and international markets. In 2014, exports decreased by 10.5% to €325 million, while imports increased by 3.6% to €2.5 billion, widening Kosovo's already large trade deficit⁶ (World Bank, 2015).

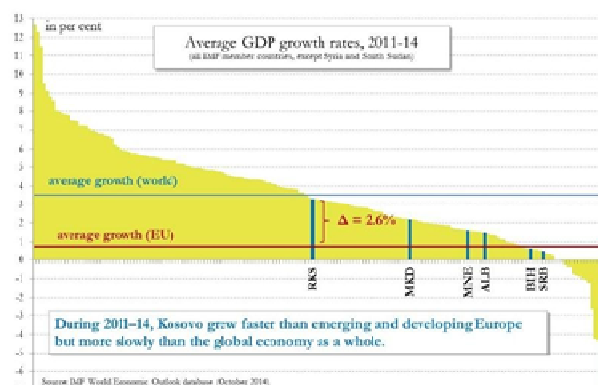


FIGURE 2 - AVERAGE GDP, GROWTH RATES (2011-2014)

In 2013 total investment declined at 27.6% of GDP compared to 29% of GDP in 2012. Furthermore, the majority of FDI went to real estate and construction purposes. Despite a

⁶ <http://www.worldbank.org/content/dam/Worldbank/document/eca/Kosovo-Snapshot.pdf>, last accessed 10th June 2015

decline of investment in Kosovo, the biggest foreign investor remains EU countries with a share of 35% of overall investment. In general, there has been a moderate progress in the improvement of road infrastructure. The situation needs to improve to sectors such as education, energy efficiency and water distribution (EC Kosovo Progress Report, 2014).

Moreover, the largest employer in Kosovo is the agricultural sector, which represents over 14.1% to GDP. Kosovo businesses face challenges in terms of limited access to finance, unfair competition and high level of corruption. Kosovo's enterprise sector is dominated by small and microenterprises; retail trade continues to be the dominant sector.

In 2009, Kosovo joined the World Bank and the International Monetary Fund and has been a full member of the European Bank for Reconstruction and Development since December 2012. In June 2013, Kosovo signed a framework agreement with the EIB and became a member of the Council of Europe Development Bank in July 2013.

2.1.3 Human capital (labour force)

Kosovo continues to face poor quality of education system resulting with limited employment opportunities for young people, in particular for women. The education system in Kosovo needs to improve practical skills training and implement policies in order provide skills required by the labour market⁷.

Overall, as a recommendation, Kosovo government should be concerned more actively in developing economic and fiscal policies in order to foster internal and external investments, and support the existing ones, especially those focused in production. Furthermore, it should create a favourable environment for doing businesses in terms of economic, fiscal policies, development of education in all levels, rule of law, reduction of political corruption, etc. In addition, Kosovo's development should be guided through national policies in the three main areas where Kosovo can have a comparable advantage compared with others: labour force (human capital), land (agriculture) and energy and minerals. In order to create favourable condition for economic development in Kosovo, labour force should be diversified, agricultural policies should be more convenient and the energy potentials should be developed and used in the right way.

2.2 State of the art on institutional building processes

After the Kosovo's declaration of independence of February 2008, the Kosovar government led the building of state institutions. Even though Kosovo is a sovereign state under the Comprehensive Proposal for the Kosovo Status Settlement (CSP), the international community, which exercises to some extent the executive power in order to ensure the implementation of the political settlement, supervises it.

⁷ <http://www.worldbank.org/content/dam/Worldbank/document/eca/Kosovo-Snapshot.pdf>, last accessed 10th June 2015

"In May 2008, the UN Secretary General declared that UNMIK would continue to operate in Kosovo in a limited capacity under a 'status neutral' framework. The EU Rule of Law Mission (EULEX Kosovo) is the biggest European Security and Defence Policy mission to date". EULEX and the International Civilian Office (ICO) support and supervise the implementation of the CSP. The international missions are also supported by the remaining UN structures including the UN mission in Kosovo and the Organization for Security and Co-operation (OSCE) mission in Kosovo⁸.

So far, Kosovo has been recognized by 110 UN member countries, including 23 EU Member States and is a member of the International Monetary Fund and the World Bank. In addition, Kosovo has achieved slight progress towards EU accession. In 2010, the Government established the Ministry of European Integration as the responsible authority monitoring and coordinating the "European Integration process. Relations between the EU and Kosovo Negotiations on the Stabilization and Association Agreement (SAA) between the EU and Kosovo started in October 2013 and were completed in May 2014. Furthermore, the role of the Assembly and the government's capacity to coordinate complex negotiations such as on the SAA and on trade issues, have been strengthened even more.

The European Investment Bank has been discussing public investment projects with the Kosovo government. In 2014, it launched a scheme of loans for small or medium enterprises (SMEs) with a local private bank. The European Bank for Reconstruction and Development supports Kosovo's SMEs through the Western Balkans Investment Framework.

Generally speaking, Kosovo government demonstrated its ability to coordinate the European integration agenda, regarding negotiations on the SAA. It is important to highlight that Kosovo government also improved guidance to municipalities on implementation of legislation. Following the municipal elections, all main structures at municipal level have been put in place across Kosovo. However, at both central and local levels, Kosovo needs to focus on improving 10 strategic planning and the links between planning and budgeting on the basis of collected data, policy coordination and financial impact assessments. The executive needs to ensure that legislation and policies are implemented also in practice.

According to European Commission Kosovo Progress Report, 2014, there has been a very slight progress with regard to public administration. The new government should highly commit to make reforms in public administration. The lack of reforms in this area is the main obstacle of Kosovo toward European Integration process. In addition, Kosovo needs to finalize the legislative framework for the civil service and ensure its implementation. Last but not least, by adopting and implementing a law on general administrative procedures, Kosovo would benefit from engaging in more comprehensive public financial management reform.

⁸ http://fride.org/download/IP_Women_Citizenship_Kosovo_ENG_ag10.pdf, last accessed 10th June 2015

The Ombudsperson is an institution, which defends the right of Kosovo citizens. Regarding the Ombudsperson Institution in Kosovo, there is a progressive improvement of its work in Kosovo. However, the selection of the new Ombudsperson needs to be depoliticized and be fair.

With regard to the fight against corruption, Kosovo has made a little progress. However, corruption is present in all fields like, public procurement, politics, etc. Therefore, an immediate fight to prevent corruption is necessary in all areas. Moreover, an institutional cooperation is needed in order to prevent this negative phenomenon. In addition, also prosecutors and judges need to handle such cases more efficiently and deliver positive results⁹.

2.3 Higher Education in Kosovo

2.3.1 Background

Considered the poorest country in Europe, the Republic of Kosovo has the youngest population in the Old Continent, and considers its human capital the most treasurable resource for the nation's path to economic development. However, the economic development is directly dependent on the skilled labour force, which is able to compete with the emerging economies in the Easter Europe. One of the main challenges that the Republic of Kosovo faces is the unskilled labour force, which is directly linked to the educational system in Kosovo, and with special emphasis in higher education. Although the number of students in the higher education system is growing rapidly, the budgetary constraints, investments in academic and administrative personnel, and the economic development of the country are not growing with the same intensity, thus, creating the need for a batter strategic plan for the higher education system in Kosovo, which is directly linked the market needs and the current educational developments in the European Union.

The higher education system in the republic of Kosovo has gone through a tremendous transition since 1999, therefore, one could not begin to allude about the current trends without knowledge about the former educational system.

Prior to 1991, the educational institutions in Kosovo were administered "independently from Serbia within the general system of autonomy, with the Ministry of Education, Science and Culture of Kosovo as the highest organ. The educational authorities of Kosovo were fully at liberty to compile and approve the curricula and to control the whole educational system of Kosovo." (Pichl, 2000)¹⁰. The University of Pristina was the first higher education institution, and was established in 1970 as a direct response to the 78% illiteracy, which existed in Kosovo prior to this establishment. University of Pristina contributed to the prosperity of different sectors in Kosovo, as 60,000 students

⁹http://ec.europa.eu/enlargement/pdf/key_documents/2014/20141008-kosovo-progress-report_en.pdf, last accessed 10th June 2015

¹⁰ <http://www.cicdi.ca/docs/app6.pdf> accessed on June 8th, 2015

graduated between 1970 and 1996, 38,000 of whom completed their studies in Albanian (Pichl, 2000)¹¹. In 1991, the Serbian government, thus, resulting in around 14,500 primary and 4,000 secondary school teachers of Albanian ethnicity being dismissed, revoked the legislation on education in Kosovo. Furthermore, more than 860 university teachers were dismissed, forcing the "Albanian teaching staff, pupils and students were forced to find shelter in private homes so as to continue teaching. In addition, the lectures, administration and finances of the two academic communities were separated. To the international public this system became known as the "parallel educational system"" (Pichl, 2000)¹².

2.3.2 Current Legislation and the Development Strategy

Since the end of war in 1999, the higher education system in the Republic of Kosovo functions based on the Strategy of the Development of Higher Education 2005 -2015, which has entered the second phase of implementation (2010 – 2015). The main objective of this strategy is to promote "an all-inclusive education policy and the enhancement of a higher education quality assurance system." (EC, 2012) Furthermore, the Ministry of Education Science and Technology (MEST) has developed a "single sector strategy for education with costed action plan to cover the period 2011-2016" (EC, 2012), whilst the higher education system in the Republic of Kosovo is based on the Law on Higher Education (Law No.04/L-037), which was enforced in August 2011.

In November 2008, the National Qualification System and National Qualification Framework (NQF) was developed is regulated by National Qualification Authority based on the Law on National Qualification. The NQF is responsible for all types of qualifications and certification that are awarded to institutions at all levels, including institutions in the private sector. "The NQA's functions in relation to the NQF are: a) to design the NQF, by defining the levels of the Framework and the types and levels of certificates and diplomas to be included; b) to establish criteria and processes for the approval of qualifications proposed for inclusion in the NQF." (EC, 2012)¹³

One of the main actors in the higher education system in the Republic of Kosovo is the Kosovo Accreditation Agency, which was established with the aim of is responsible for the educational quality in the private and public higher education institutions. The establishment of this agency was done in compliance with the Law on Higher Education of Kosovo, and is awarded the responsibility of accrediting programs that guarantee the quality of education and contribute to the overall strategic plan for education developed by MEST.

¹¹ Ibid

¹² Ibid

¹³

http://eacea.ec.europa.eu/tempus/participating_countries/overview/kosovo_tempus_country_fiche_final.pdf accessed on June 9th, 2015.

2.3.3 Public and Private HEIs in Kosovo

The higher education system in Kosovo could be obtained through public universities and private higher education institutions (colleges, institutes, and higher professional schools). In total, there are 32 higher education institutions in Kosovo, with 6 of them being public universities and 26 of them private higher education institutions. All of the HEIs are subject to an external accreditation process conducted by the KAA, and which takes place every 5 years for institutional accreditation and every 3 years for program accreditation.

University of Pristina is the largest HEI, totalling 59,760 active students, and is followed by University of Prizren with 7031 students, University of Peja with 4130 students, University of Gjilan with 1562 students and University of Gjakova with 588 students. On the other hand, statistics for private HEIs are not readily available, thus, tangible data for each institution could not be provided. It should be mentioned, however, that the author has contacted the Higher Education Office at MEST, but the request for such data was declined with the reasoning that they do not possess such data. Nevertheless, European Commission has produced a report for the higher education in Kosovo, and they have stated that the total number of students in higher education institutions is 51,714¹⁴. According to the manual calculation conducted by our group of experts, the number of active students in the private HEIs is estimated to be 32,589. Given the information provided in the table below, the total number of students in the HEIs is 116,745.

The Table below represents the overall data of students in the public and private HEIs:

TABLE 1 - NUMBER OF STUDENTS ENROLLED IN PUBLIC HEI¹⁵

UNIVERSITY	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14
University of Pristina	35680	43257	49563	52438	53908	59,760
University of Prizren			1595	2784	4896	7031
University of Peja						4130
University of Gjilan						1562
University of Gjakova						588
University of Mitrovica				10681	10671	11085
Private HIEs*						32589

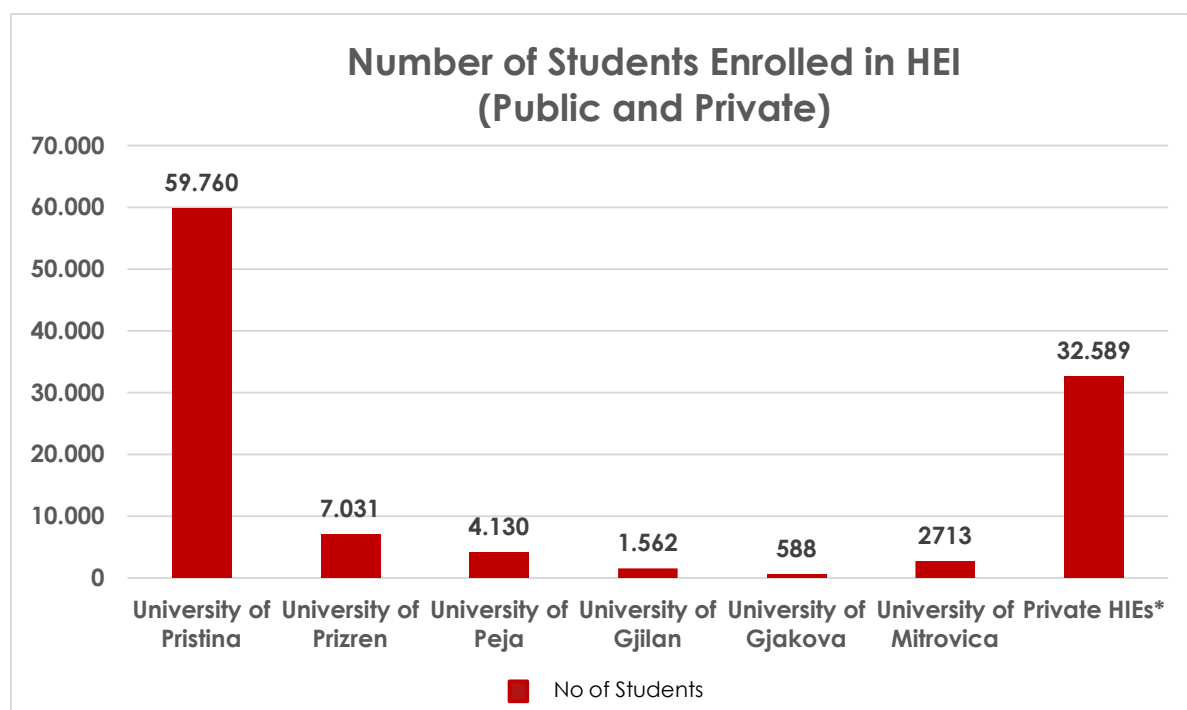
¹⁴ Please note that the total number students is derived from 22 private HEIs. Furthermore, the number of students represents the data from academic year 2011/2012. Today, there are 26 private HEIs, and the number of students in the private sector has increased moderately. Nonetheless, the European Commission does not provide the actual link for the information provided in "HIGHER EDUCATION IN KOSOVO". This is understandable since the majority of data regarding private HEIs has to be calculated manually.

¹⁵ The data regarding private HEI is derived from adding the total number of students for all institutions whose information was readily available in their website.

Source: Educational Statistics from MEST 2008, 2009, 2010, 2011, 2012, 2013.

TOTAL	35680	43257	51158	65903	69475	116745
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FIGURE 3 - NUMBER OF STUDENTS ENROLLED IN HEI (PUBLIC AND PRIVATE) AY 2013-2014



2.3.4 Fields of Study

Given the historical developments and financing, public HEIs are able to offer more fields of study than private HEIs. Below, is a list of the faculties offered Public and Private HEIs:

2.3.4.1 Public HEIs

University of Pristina (offers programs in Bachelor, Master and Doctoral level)

- Faculty of Philosophy
- Faculty of Mathematics and Natural Sciences,
- Faculty Philology
- Faculty Law
- Faculty of Economics
- Faculty of Engineering and Architecture
- Faculty of Electrical and Computer Engineering
- Faculty of Mechanical Engineering
- Faculty of Medicine
- Faculty of Arts
- Faculty of Agriculture
- Faculty of Mining and Metallurgy

- Faculty of Physical Education and Sport
- Faculty of Education
- (The total number of majors that University of Pristina offers is 68)

University of Peja (offers programs in Bachelor and Master level)

- Faculty of Business
- Faculty of Law
- Faculty of Agribusiness
- Faculty of Tourism Management, Catering and Environment
- Faculty of Arts

University of Prizren (offers programs in Bachelor and Master level)

- Faculty of Computer Engineering
- Faculty of Education
- Faculty of Economics
- Faculty of Law
- Faculty of Philology

University of Mitrovica (offers programs in Bachelor and Master level)

- Faculty of Geosciences
- Faculty of Food Technology
- Faculty of Mechanical and Computer Engineering
- Faculty of Law
- Faculty of Economics
- Faculty of Education

University of Gjilan (offers programs in Bachelor level)

- Faculty of Education
- Faculty of Law
- Faculty of Economics
- Faculty of Computer Science

University of Gjakova (offers programs in Bachelor level)

- Faculty of Education
- Faculty of Medicine
- Faculty of Philology

2.3.4.2 Private HEIs

Although private institutions have been able to increase the number of programs they offer, they are still unable to compete with the public HEIs because of the insufficient number of academic staff currently working in Kosovo. Such challenges have been

mentioned previously in this documents, however, the insufficient number of academic staff to support the current expansion in higher education is being addressed by MEST in their second phase of the Strategy of the Development of Higher Education (2010 – 2015). Given the information stated above, below we have presented the faculties offered at the private HEIs:

- Faculty of Philosophy
- Faculty Law
- Faculty of Economics
- Faculty of Engineering and Architecture
- Faculty of Electrical and Computer Engineering
- Faculty of Mechanical Engineering
- Faculty of Medicine
- Faculty of Arts
- Faculty of Agriculture
- Faculty of Physical Education and Sport
- Faculty of Arts and Design

Unlike the University of Pristina, none of the private HEIs is allowed to offer programs beyond the Master level.

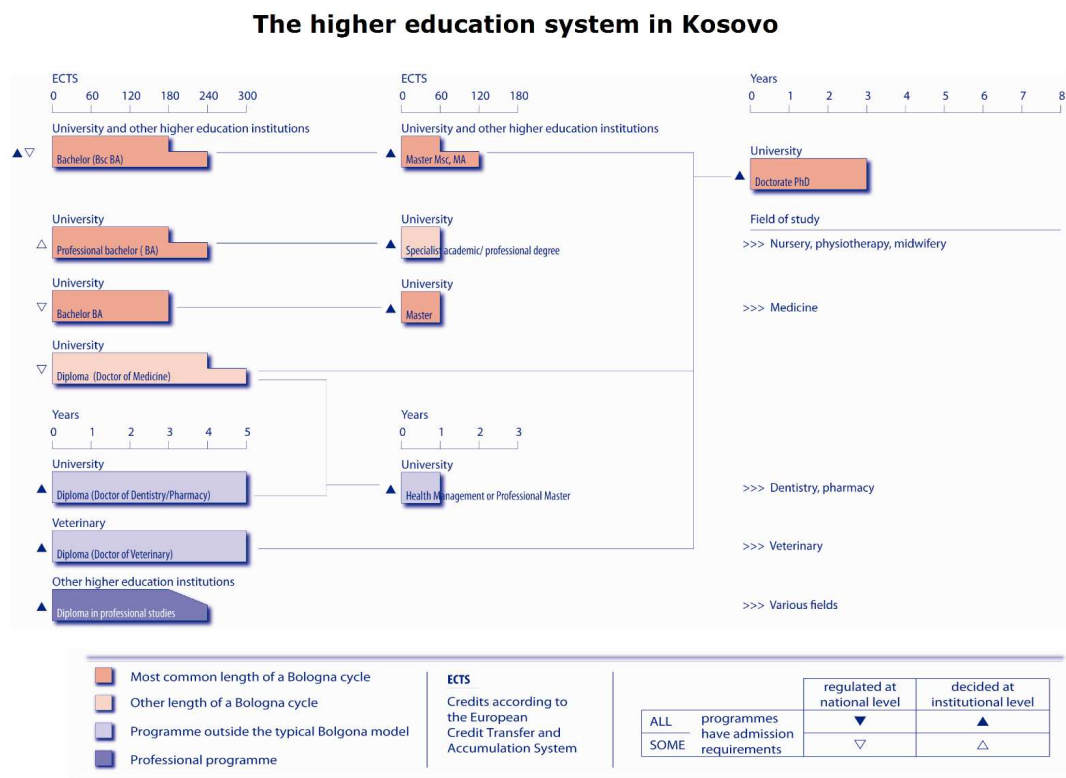
2.3.5 Education Programs and Qualifications

Overall, the majority of HEIs in the republic of Kosovo have incorporated into their curriculum the Bologna three-cycles structure. American University of Kosovo is an exception, which follows the United States system of education. A number of Higher education institutions in the Republic of Kosovo offer programs at Bachelor and Master levels, whilst, University of Pristina is the only institution allowed to offer Doctoral¹⁶ studies as well.

The Bachelor programs last between 3-4 years, equating to 180 – 240 ECTS. There are some exception concerning the medicine, veterinary science and education faculties where studies could last longer depending on the field. The Master programs last 1-2 years, equating to 60 – 120 ECTS. In this case, students whose Bachelor programs latest 4 years are allowed to enter a one year program (60 ECTS) to complete their Master studies. In addition, students may enrol in vocational schools, which typically last 2-3 years. A framework of the higher educational system in Kosovo as been produced by the European Commission and is presented below:

¹⁶ Please not that some of the public and private HEIs have established cooperation with universities in Europe and USA, thus, are able to assist students on obtaining the doctoral degree, however, none of the (except University of Pristina) are allowed to issue a degree themselves.

FIGURE 4 - THE HIGHER EDUCATION SYSTEM IN KOSOVO



2.3.5.1 Financing

One of the main obstacles that HEIs face is adequate financing, which directly impacts the overall development of these institutions and the level of educational quality that they offer. The concern is more apparent in private institutions since the Law on Higher Education already regulates the financing of public HEIs. "Public higher education institutions may receive funding from the following sources: allocations made by MEST and the Council for Research; tuition and other fees paid by students; income from commercial and other services; donations, gifts and endowments; and contracts with local, international, public or private bodies involved in teaching, research and consultancy activities." (EC, 2012) On the other hand, private HEI are mostly self-financed and receive most of their resources from student fees. It is estimated that 80 – 90% of the total financing at private HEIs comes from tuition fees, whilst, the 10 – 20% of the financing comes from other sources, such as: EU projects, renting facilities, private contracting, independent research, etc.

According to the latest adaptation to the Law on Higher Education, there is a possibility that some of the private HEIs will be financed by the Kosovo budget. According to Article 27 of the latest draft of Law on Higher Education, "MEST assigns the funds of higher education institutions, by taking into account the specified objectives in the strategic plan of the provider and any remarks or recommendations from KAA related to the quality of teaching in these institutions or specific programs. MEST, based on past performance of the institution will allocate a budget line for a funding cycle of five (5)

years. The allocation of funds for an institution should take the form of a performance agreement, which will last three years and to be published by the MEST after being agreed with the relevant institution." These funds will be provided once a year, in order to ensure that institutions benefiting the Kosovo budget are following the requirements set up by MEST.

Funding some of the private HEIs as well will contribute to the improvement of the overall quality of education in Kosovo. Private HEIs that have demonstrated high quality of performance every year will continue to improve their curriculum in order to meet the overall development strategy in Kosovo.

2.3.5.2 Admission

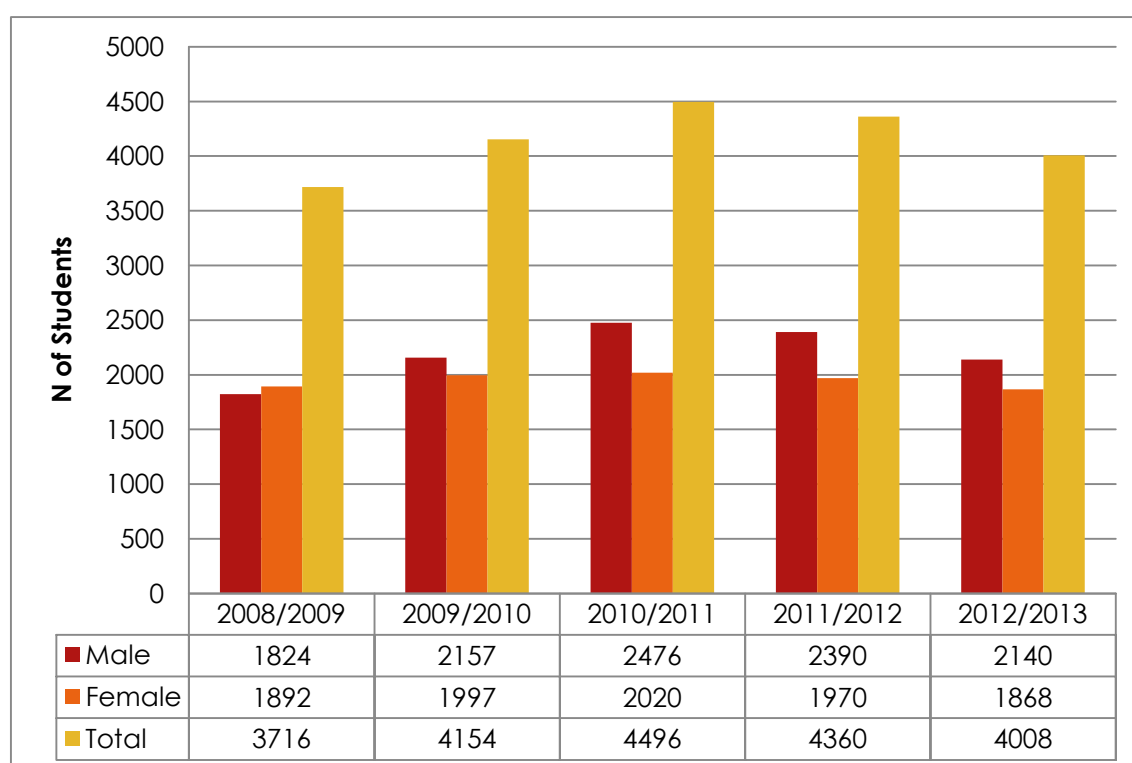
The criteria for enrolment at the university level vary from faculty to faculty and from institution to institution. However, all high school graduates wishing to enrol in higher education institutions must pass the matura exam, which is organized once a year. Furthermore, public HEIs apply another selection procedure which is usually done through an exam (conducted by each department) and which takes into account the score from the diploma exam as well. Some faculties however, receive few applications, thus, choose not to conduct a second exam. In the contrary, most of the private HEIs do not apply the second selection procedure; rather require only the successful completion of the diploma exam.

Public universities apply the same criteria for the Master level as well, however, private HEIs require only that students successfully complete the Bachelor level.

2.3.5.3 Graduation Statistics

As it has been the case with the majority of statistics concerning the higher education institutions in the Republic of Kosovo, the data regarding the number of graduates for individual institutions are not available. It is estimated that around 7,000 – 10,000 bachelor students and 1,000 – 2,000 master students graduate from the HEIs every year. The estimations have been derived based on the information available regarding the graduates from the University of Pristina, as seen by the graphs below.

FIGURE 5 - NUMBER OF GRADUATES AT UNIVERSITY OF PRISTINA FOR AT THE BACHELOR LEVEL (SOURCE: MINISTRY OF EDUCATION SCIENCE AND TECHNOLOGY, 2008-2013)

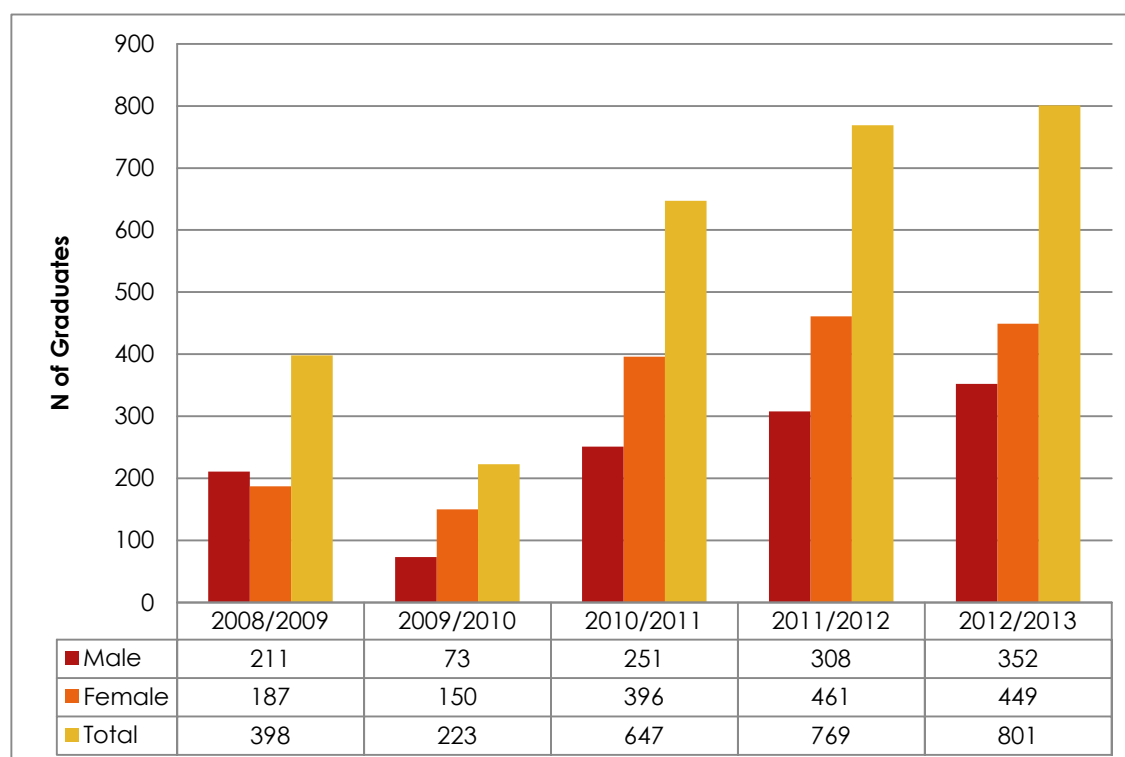


According to MEST, 4,008 bachelor students have graduated during the 2012/2013 academic year. During the academic year 2010/2011 and 2011/2012 the number of graduates was 4,496 and 4,360, respectively. It should be noted that between 2009 and 2011 the highest number of students have graduated from the University Pristina. Furthermore, the data suggests that graduates at this level did not increase proportionally with the number of students enrolled each year. Despite the increase in the number of students enrolled in the University of Pristina (from 35,680 to 53,908), which constitutes for an increase of 51.08%, the number of graduates increased only by 20.99 % until 2010/2011 and only by 7.8% until 2012/2013. The continues increase may have resulted in the decrease in the quality of education, thus, making it harder for individuals to graduate. Another explanation for the low number graduates could be attributed to the large number of students who transfer from public to private institutions.

On the other hand, a different scenario exists in the graduate level, where the number of master students who have graduated from the University of Pristina has doubled from 2008/2009 until 2012/2013. More precisely, the number of master students who have graduated from University of Pristina has increased by 101.30%. The data presented is reasonable, since a large number of university graduates have decided to peruse further studies to seek promotional opportunities in their organization, or simply to get a competitive advantage in the job market, where the unemployment rate amongst younger population exceeds 50%. It is profoundly important to notice that there have been more female than male graduates (except during 2008/2009 academic year) in

this level of education. As mentioned above, the unemployment rate among the younger generation and especially among women is very high, thus, investing in education has been seen as a great opportunity to differentiate oneself and gain competitive advantage in the labour market.

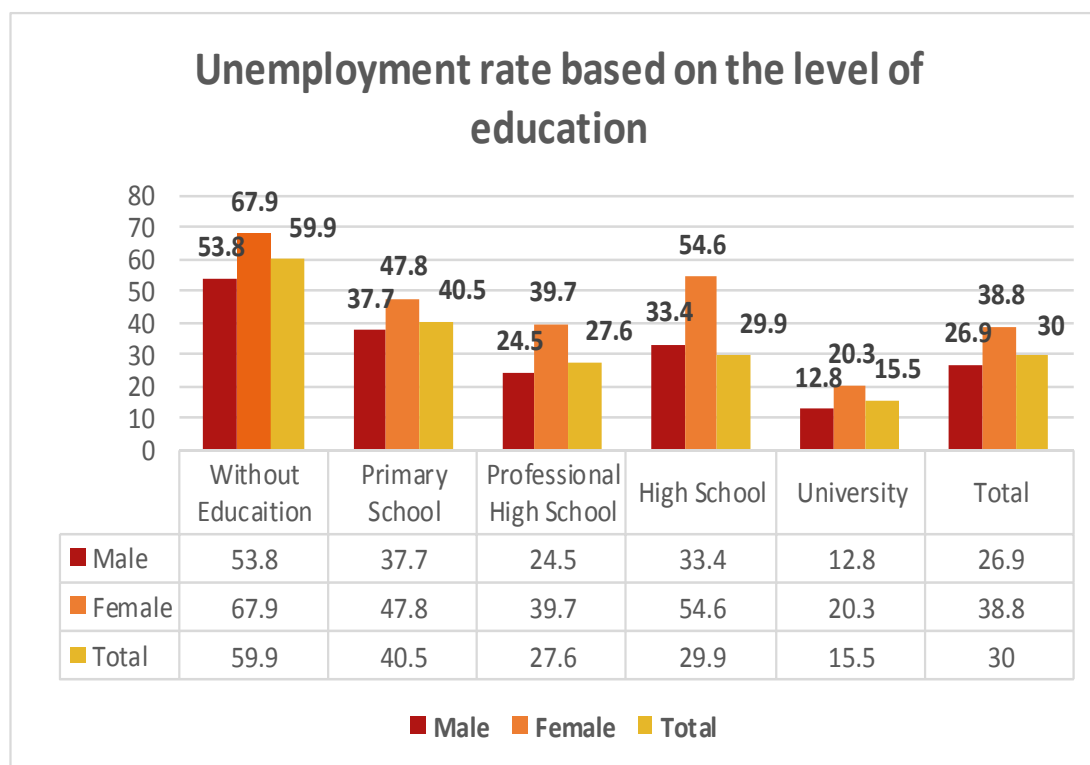
FIGURE 6 - NUMBER OF GRADUATES AT THE UNIVERSITY OF PRISTINA FOR MASTER LEVEL (SOURCE: MINISTRY OF EDUCATION SCIENCE AND TECHNOLOGY, 2008-2013)



2.4 Youth Employment and Jobs Perspectives

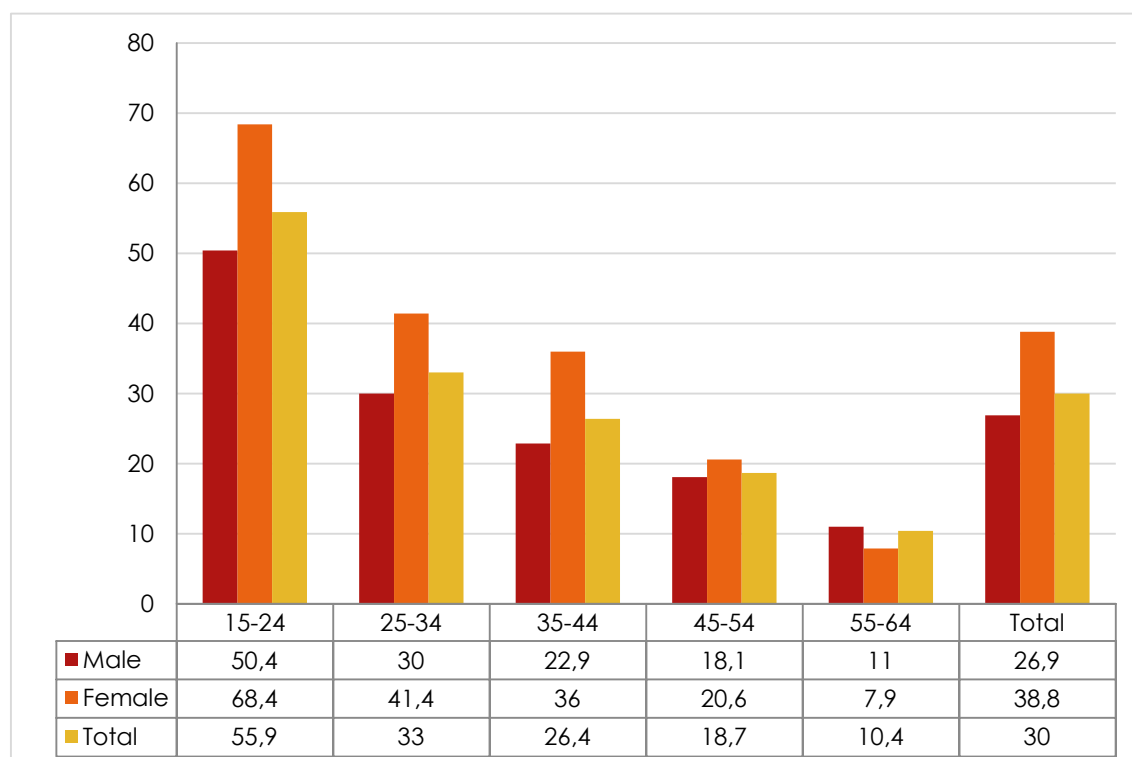
Despite the moderate growth of the Kosovar economy, unemployment continues to remain at an alarming rate, challenging the economic development and Kosovo's path towards the European integration. According to Kosovo Agency of Statistics, the unemployment rate is at 30.00%, while the unemployment among younger generation (ages 15-24) is at 55.90%. Part of the problem concerning the unemployment rate of younger generation in Kosovo has to do with the notion that students graduate from different levels of education without the transferrable skills necessary to be productive at the workplace. The argument holds as there is an inverse relationship between the unemployment rate and the level of education. As shown in the graph below, the unemployment rate between the individuals without an education is 59.9%, whereas the unemployment rate among those with a university degree is at 15.5%. This is logical for many developed nations, however, the labour market in Kosovo is considered predominantly unskilled by foreign investors, and thus, the number of individuals employed should be higher amongst those with fewer skills. Graph 4 shows the unemployment rate bases on the level of education, and one could clearly see that individuals with a university degree perform the best in the labour market.

FIGURE 7 - UNEMPLOYMENT RATE BASED ON THE LEVEL OF EDUCATION (SOURCE: KOSOVO STATISTICS AGENCY)



The data regarding the number of unemployed individuals among those with a lower level of education is in line with the latest research conducted by Universum College, which shows that employers seek individuals who are well educated and preferably have at least 6 months of working experience for high paying positions. The research conducted by Universum College matches the overall statistics on unemployment rate, where the number of unemployed people is the highest among younger generation. By default, the younger generation (ages 15-24) is also the least educated, therefore, the unemployment rate among this group tends to be the highest, and in Kosovo's cases is recorded at 55.90%.

FIGURE 8 - UNEMPLOYMENT RATE IN KOSOVO (2013) (SOURCE: KOSOVO STATISTICS AGENCY)



2.4.1 Skills Required by Employers

Giving the continuous homogenization of the global market, the skills required to compete in the local and international labour force has shifted drastically towards softer skills that are homogeneous and fit easily in any organizational culture. In 2013, Universum College conducted an in-depth research regarding the labour market in Kosovo, where it evaluated 4494 job vacancies to develop the necessary skills required by employers. Not surprisingly, 87.09% of the employers required that the prospective employees have great communication skills. The ability to work in teams and to plan and to organize were mentioned 69.00% and 52.25%, respectively. Analysis and Decision Making skills, Intellectual Skills, and Math Skills were required by employers 36.60%, 35.49%, and 27.46%, respectively. Surprisingly, critical thinking and writing skills were not seen as necessary skills to have (with 3.69% and 9.72%), however, this is because the majority of vacancies were for lower skill employees.¹⁷ Nonetheless, more than 75% of the employers asked that prospective employees have knowledge of the English language, proving once again that HEIs in Kosovo should continue to emphasize the importance of foreign languages in their curriculum. Below, we have presented a list of the skills required by employers:

¹⁷ http://www.ks.undp.org/content/dam/kosovo/docs/KHDR/human_dev_rep_english.pdf, accessed June 9th, 2015

FIGURE 9 - SKILLS REQUIRED BY EMPLOYERS



2.4.2 Migration and its effect on Brain Gain or Brain Drain

For many poor nations, such as Kosovo, improving the welfare has been made possible through their diaspora, who have impacted their homeland through remittances, capital investments, transfer of skills, diplomacy, international aid, etc. According to Kosovo Agency of Statistics, more than 700,000 Kosovars live abroad with the majority of them (579,000) being of Albanian ethnicity.¹⁸ Though the migration of Kosovar citizens has been occurring systematically for many decades, the most recent migration occurred during late 1980s and throughout 1990s. The majority of these migrants were unskilled citizens who moved to Western Europe with the hopes of finding a better life. However, the recent migration of Kosovar citizens that occurred during late 2014 and early 2015, was much different because these citizens were more skilled and better educated than individuals who migrated 15 to 25 years ago. Figure 4 shows the number of migrants between 1980 and 2010.

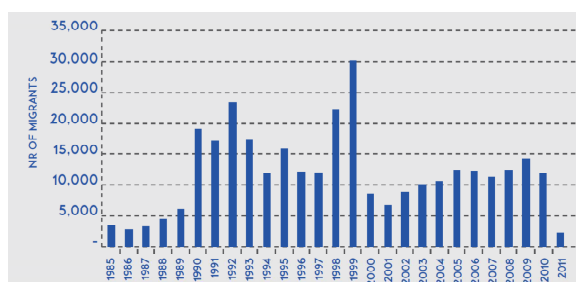


FIGURE 10 - FLOW OF MIGRANTS, 1980-2010
(SOURCE: KAS (2012, P. 16) POPULATION AND HOUSING CENSUS 2011, FINAL RESULTS. PEOPLE ON THE MOVE. PRISHTINA/PRISTINA: KAS)

One must ask whether the migration has resulted in brain gain or brain drain. Many

¹⁸ Ibid

individuals and organizations from Kosovo have tackled the subject, however, a definitive answer is not readily available. A recent study suggests that, "the most important push factor for emigration is unemployment why development of functioning labour markets is of most importance for creating a sustainable society in the future." (Dennier, Harmenberg, 2014)¹⁹. The same study suggests that currently Kosovo is not at risk for future brain drain. However, specific fields, such as medicine, and engineering may contribute to brain drain, as a large number of individuals studying in these fields have expressed the desire to migrate (Dennier, Harmenberg, 2014)²⁰. Another, study falls in similar lines, suggesting that "In terms of migration's impact on skills composition of workforce the type of migration that Kosovo* has experienced so far cannot be qualified as brain drain because the majority (92%) of migrants have attained no more than a secondary level of education (Gashi, Haxhikadrija, 2012)²¹. However, the same study suggests that brain drain may become a problem in the future as the unemployment rate among young people continues to remain high (55.90%), and the unemployment among those with university degree does not seem to decrease. With 7,000 – 10,000 skilled individuals entering the labour market every year, the possibility of these individuals seeking an opportunity away from Kosovo will increase.

On the other hand, and Economic Development Group (EDG) Survey shows that show far more pronounced evidence of a skilling, rather than a deskilling process among the Kosovan Diaspora (UNDP, 2014)²² Furthermore, the same study shows that 56.40% of the skilled migrants plan to return to Kosovo, compared to 31% of the unskilled migrants. Of those skilled migrants, 80% of those who returned are currently employed. (UNDP, 2014)²³ Part of the brain gain has been made possible by many governmental and non-governmental programs that have financed the education of many individuals to study in developed nations. Therefore, one could suggest that Kosovo is currently gaining brain and is not at risk of losing the skilled workforce. However, the Kosovar government should do a better job at providing a better opportunity for those who return to Kosovo.

¹⁹ <http://arc.hhs.se/download.aspx?MediumId=2366>, accessed June 8th, 2015

²⁰ Ibid

²¹ <http://webcache.googleusercontent.com/search?q=cache:Tsav8HdMjmoJ:ec.europa.eu/soci al/BlobServlet%3FdocId%3D8861%26langId%3Den+&cd=1&hl=en&ct=clnk>, accessed June 7th, 2015

²² http://www.ks.undp.org/content/dam/kosovo/docs/KHDR/human_dev_rep_english.pdf accessed June 8th, 2015

²³ Ibid

3. Public Administration Reform (PAR) – an overview

3.1 Definitions

The following paragraphs focus on Public Administration Reform (PAR) in the specific geopolitical context of the European Union (EU) enlargement process, offering an overview of some of the most relevant resources addressing the topic.

At the European level, as stated by the European Commission (EC): PAR is meant to ensure a democratic government and an efficient administrative functioning (COM (2014) 700 2014, 2). Here, PAR relates directly with the "integration process" as it fosters the adoption of the main reforms and supports the dialogue with EU institutions (SIGMA (a) 2014, 6). The concept of a "European Administrative Space was set out by SIGMA²⁴ in 1999" and it involves "reliability, predictability, accountability and transparency, (...) technical and managerial competence, organizational capacity, financial sustainability and citizens' participation" (SIGMA (a) 2014, 6).

The reform of the PA is, therefore, ever more significant within the EU, and is essential in enlargement countries as they seem to suffer from "limited administrative capacity, high levels of politicization and a lack of transparency" in the administrative sectors (COM (2014) 700 2014, 2). Within these countries, implementing PAR means reforming public institutions in order to acquire the necessary skills and structures to deal with the responsibility connected to accession (European Commission (n) 2014, 5-8).

At the EU level, PAR is linked with the underlying principle that citizens are entitled to good governance and to democratic government built upon efficient administrative bodies (SIGMA (a) 2014, 67). The right of EU citizens to a good administration is protected under the Charter of Fundamental Rights²⁵. In fact, Art. 41 of the Charter states: "Every person has the right to have his or her affairs handled impartially, fairly and within a reasonable time by the Institutions, bodies and agencies of the Union. This right includes:

- the right of every person to be heard, before any individual measure which would affect him or her adversely is taken; the right of every person to have access to his or her file, while respecting the legitimate interests of confidentiality and of professional and business secrecy;
- the obligation of the administration to give reasons for its decisions" (Charter of Fundamental Rights of the European Union - 2000/C 364/01 2000, 18)

PAR is not a concept used only by the EU.

²⁴ "Support for Improvement in Governance and Management in Central and Eastern European Countries" was "established in 1992" as a joint initiative of the OECD and the EU (Špaček 2009, 5)

²⁵The Charter of Fundamental Rights is accessible online at: http://www.europarl.europa.eu/charter/pdf/text_en.pdf, last accessed 19th May 2015

In fact, the United Nations Development Programme (UNDP) has long included PAR in its core area activities. According to UNDP (2004), Public Administration (PA) (UNDP 2004, 1-2), it refers to:

- “the aggregate machinery (policies, rules, procedures, systems, organizational structures, personnel, etc.) funded by the state budget and in charge of the management and direction of the affairs of the executive government, and its interaction with other stakeholders in the state, society and external environment”;
- “the management and implementation of the whole set of government activities dealing with the implementation of laws, regulations and decisions of the government and the management related to the provision of public services”.

According to this definition, PAR acquires a broad scope of action, involving various fields of the public sector: from organization of the general structure, to human resources' management, to public finance, and to reforms of specific sectors (i.e. the Civil Service) (UNDP 2004, 2).

As highlighted by the Resolution 57/277 of the United Nation's Assembly, PAR is essential for the implementation of the Millennium Development Goals²⁶ since it improves the Public administration's transparency, accountability, efficiency and effectiveness (UNDP 2004, 1).

Public Administration could be defined as “the administration of public affairs within a society that is organized in a State”, whereas giving a social dimension to the concept and linking it to the “realization of the executive power of the state” (Špaček 2009, 3). Differently from private administration, PA is exercised for the “public interest as a duty prescribed by law, because of the public law status of the public administration authorities” (Špaček 2009, 2). As reported by Špaček, “administrative science” offers two sides to the definition of PA has: an organizational side referring to the public authorities of the PA and a functional side linked with the functioning of the Public System as a whole and with executive power (Špaček 2009, 3). The reform of the PA is intertwined with the values of the society it refers to and embraces different levels: “political, legal, technical, personnel, financial (...)” (Špaček 2009, 4).

SIGMA in its publication “Principles of Public Administration”, defines PAR as the “foundation of the functioning of the State” as it “determines a government's ability to provide public services and foster the country's competitiveness and growth” (SIGMA (a) 2014, 6).

²⁶ “The eight Millennium Development Goals (MDGs) – which range from halving extreme poverty rates to halting the spread of HIV/AIDS and providing universal primary education, all by the target date of 2015 – form a blueprint agreed to by all the world's countries and all the world's leading development institutions”. Countries are already working on a “post-2015 development agenda”. More details are available at the following link: <http://www.un.org/millenniumgoals/>, last accessed 13th May 2015.

3.2 The Public Administration Reform and its European framework

The paragraphs that follow will concentrate on the PAR within the context of the EU enlargement, beginning with a brief introduction on the enlargement conditions and the criteria that EU establishes for the purpose of accession.

3.2.1 The Public Administration Reform and the Enlargement countries

Although PAR is not a new concept in the EU accession process, an EU specific focus on this matter is rather recent stemming from the "lessons learnt" of the last waves of accession (COM(2013) 700 2013, 2). Since the absence of a PAR framework had often impaired the dialogue between the EU and the accessing countries, in 2014 the EC has set "out new ideas to support Public Administration Reform in the enlargement countries" (COM (2014) 700 2014, 1). The document is drafted in accordance with the "Europe 2020 Strategy for growth and jobs" that aims at "modernizing the Public Administration" (European Commission (n) 2014, 5).

Identifying and implementing a specific PAR framework is, therefore, of great importance for potential candidates, such as Kosovo, for which the EU aims to strengthen their democracies before accession. The EU is concentrating on fostering "common EU values", enhancing inclusive democracy and ensuring "civil society" active involvement (COM(2013) 700 2013, 2).

Compliance with the 1993 Copenhagen criteria (as modified by the Council of Madrid in 1995) is essential for assessing the EU and PAR is part of this framework of unavoidable reforms as outlined by the Council of the European Union itself in its Conclusions of the 16th December 2014 (Council Conclusions 2014, 1-2). As part of a reinforced approach to the enlargement process that begun in 2009, the EC has assessed the three pillars of: "rule of law, economic governance and public administration reform" introducing a "new approach" to each of them respectively in 2012, 2013 and 2014 through specific Communications (COM (2014) 700 2014, 1). PAR was addressed by the (COM (2014) 700 2014, 1), the EC fixed six key issues to act as milestones throughout the enlargement process (COM (2014) 700 2014, 4-5).

In fact, according to the Treaty on the European Union, any European country can apply for accessing the EU, if it respects its democratic values and it fulfils the admission criteria. The latter (also known as Copenhagen criteria) are²⁷:

- "political criteria: stability of institutions guaranteeing democracy, the rule of law, human rights and respect for and protection of minorities;
- economic criteria: a functioning market economy and the capacity to cope with competition and market forces;

²⁷ Retrieved from: European Commission, "Accession Criteria. European Commission – Enlargement – Accession Criteria", http://ec.europa.eu/enlargement/policy/glossary/terms/accession-criteria_en.htm, last accessed 19th May 2015

- administrative and institutional capacity to effectively implement the *acquis* and ability to take on the obligations of membership".

It is in this framework that the PAR acquires special significance for the Western Balkans. Currently, Albania, the Former Yugoslav Republic of Macedonia (FYROM); Montenegro, Serbia and Turkey have the status of candidate countries, whereas: Bosnia and Herzegovina and Kosovo are potential candidates²⁸.

3.2.2 The new approach of the European Commission and the Principles of the Public Administration Reform

On 12th November 2014, the EC "2014-15 Enlargement Strategy published on the 8th October 2014" was presented (European Commission (n) 2014, 2).

The strategy includes PAR within the "three (main) pillars" (European Commission (n) 2014, 2) as stated by the Commission in its Communication of the 8th October 2014 on the Enlargement Strategy (COM (2014) 700 final) of the 8th October 2014²⁹, together with the "rule of law" and "economic governance" (COM (2014) 700 2014, 1).

The progress of each country in the three areas determines its readiness to join the European Union. The three pillars are meant to ensure that countries accessing the EU do so only when they are fully capable of coping with EU standards and obligations (COM (2014) 700 2014, 4).

PAR touches upon both administrative structures and their functional capacities, focusing on (COM (2014) 700 2014, 4):

- Improving "transparency";
- Enhancing "Accountability";
- Improving the capacity to answer to the "needs of citizens and business" actors.

Better administration is measured against a number of factors such as (COM (2014) 700 2014, 5):

- "adequate management of human resources;
- better policy planning;
- coordination and development;
- sound administrative procedures; and
- improved public financial management".

The EC 2014 Enlargement Strategy, as established in COM (2014) 700, identifies main Principles (or "key issues") within PAR (COM (2014) 700 2014, 4-5), which correspond to

²⁸ Retrieved from: European Commission, "Check Current Status", http://ec.europa.eu/enlargement/countries/check-current-status/index_en.htm, last accessed 19th May 2015

²⁹ All the contents of the paragraph that follow, unless where otherwise specified, are based on the content of: (COM (2014) 700 2014)) and on (SIGMA (a) 2014).

the "Key Horizontal layers" included in the "Principles of the Good Administration" by (SIGMA (a) 2014).

In order to assess the performance of the public administration the six main Principles or "Key Horizontal layers" correspond to a number of sub-principles which in turn are assessed through quantitative and qualitative indicators.

The following table summarizes the sub-principles for each of the six key horizontal layers³⁰.

TABLE 2 - PRINCIPLES OF PUBLIC ADMINISTRATION REFORM

Key Horizontal Layer	Summary of the main Principles related to the Layer
<i>Strategic framework of public administration reform</i>	It assesses the coherence, coordination and actual implementation of the reform agenda, "including political leadership, and technical coordination and monitoring of implementation" (COM (2014) 700 2014, 4). Furthermore they include the financial feasibility of the PAR.
<i>Policy development and coordination</i>	It assesses the organization and transparency of Government and policy making systems and the chance for the public to check Governmental performance, the presence of procedures enabling the rapid "transposition of the <i>acquis</i> " (SIGMA (a) 2014, 34) (SIGMA (a) 2014, 26). Furthermore it assesses governmental and "inter-ministerial coordination, policy development and financial analysis" (COM (2014) 700 2014, 4).
<i>Public Service and Human Resources Management</i>	It assesses the structure and functioning of the public service, and more specifically: its recruitment methods, its level of transparency and its ability to prevent interference from the political sphere. Furthermore it assesses employees "regular training" (SIGMA (a) 2014, 53) and prevention of corruption.
<i>Accountability</i>	It assesses the level of accessibility of information to the public, the presence of measures that can ensure the right of the citizens to good administration, the fairness of the judicial system in case of "administrative disputes" (SIGMA (a) 2014, 63) and chances of obtaining redress or compensation from "public authorities (...) in case of wrongdoing" (SIGMA (a) 2014, 64).
<i>Service delivery</i>	It assesses the focus the Public Administration assigns to citizens, the "accessibility of public services" (SIGMA (a) 2014, 68) and the presence of proper measures ensuring good "quality of public services" (SIGMA (a) 2014, 71). Furthermore it assesses improvements in the "administrative procedures" (SIGMA (a) 2014, 71) and e-government services.
<i>Public financial management (PFM)</i>	It assesses the adequacy of the budget structure and assesses the presence of a "clear debt management strategy" (SIGMA (a) 2014, 83). Furthermore it addresses the level of transparency and the presence of monitoring measures. Principles also ensure each public organizations' financial management is coherent with general budget at national level and that each organizations implements adequate "internal auditing" (SIGMA (a) 2014, 87), moreover the coherence with the <i>acquis</i>

³⁰ Detailed principles and monitoring frameworks are accessible at the following link: <http://www.sigmaweb.org/publications/principles-public-administration-november-2014.htm>, last accessed 19th May 2015.

communautaire and efficiency of "public procurement" (SIGMA (a) 2014, 96) policy implementation and monitoring are also checked together with the presence of a Supreme Audit Institution (SAI). It is based on "multi-annual PFM programmes" enlargement countries are called to draft and implement and on a policy dialogue between accessing countries, the Commission and International Financial Institutions.

Source: (SIGMA (a) 2014); (COM (2014) 700 2014, 4-5)

The Principles of Public Administration Reform were jointly developed by the EC and "the OECD/SIGMA initiative" (European Commission (n) 2014, 2) on the basis of the *acquis communautaire*, good practices in OECD and EU countries and international standards³¹ (SIGMA (a) 2014, 6).

Such key principles represent the guidelines for the reform process by candidate countries and its monitoring by the EC. Their implementation is ensured by the work of "Special Groups on PAR"³² that have been established in order to further integrate PAR into the enlargement process (COM (2014) 700 2014, 5).

As far as Kosovo is concerned the Special Group on PAR (SGPAR) has been created in June 2013 as "a joint body of the institutions of the Republic of Kosovo and the European Commission" (European Commission (n) 2014, 29); (SIGMA (b) 2014, 2). According to the EC 2014 Progress Report on Kosovo (SWD (2014) 306), the Special Group met in December 2013 in order to "discuss and monitor implementation of the reform strategy" (SWD(2014) 306 2014, 10). The SGPAR encouraged the adoption of "a new Strategy on Public Administration Reform" in 2014 to ensure a more effective and comprehensive implementation of PAR (European Commission (n) 2014, 29). J.E. Paquet, EC Directorate General (DG) Enlargement, and Director for Albania, Bosnia and Herzegovina, Serbia and Kosovo directed the work of the SGPAR.

In the EC COM (2014) 700 "accession negotiations" are encouraged to set a specific focus on administrative reforms even though no specific requirement of the *acquis communautaire* is devoted to PAR *per se*. According to the EC, PAR is achieved through progress in various chapters of the *acquis*: "public procurement, financial control, judiciary and fundamental rights, taxation and economic and monetary policy" (COM (2014) 700 2014, 5)

Given the importance assigned to PAR in the enlargement process, the EU supports countries willing to access the EU not only through guidance and political support but also through dedicated funds. The Instrument of Pre-Accession (IPA) supports

³¹ These principles specifically targeted countries receiving Instrument of Pre-Accession (IPA) funds (SIGMA (a) 2014, 6)

³² Special Groups act as "forum for policy dialogue between the Commission and" the country involved (European Commission (r) 2014, 9), they follow the "model of SAA-subcommittees" (COM (2014) 700 2014, 5).

"enlargement countries"³³ in reforming their legislations in order to "adapt (...) to European standards and good practice", by also reducing the costs of the process and attracting "foreign investment" (European Commission 2013)³⁴.

3.3 PAR in Western Balkans

3.3.1 Public Administration in Western Balkans: a general overview

PAR is one of the main "key issues" in the context of the accession process, in most countries of the Western Balkans (COM (2014) 700 2014, 4). According to ARCADIS³⁵, the reform of the PA derived from the need of improving the governance capacities, issue closely linked to the transition process (ARCDIS 2004, 20).

According to Eriksen and Kalleberg, authors of the 2009 "Promoting Good Governance in the Western Balkans" report of the Direktoratet for forvaltning og IKT³⁶ (Difi): "the regularity, professionalism, efficiency and effectiveness of the system of public administration". It is enhanced through "the dismantling and/or reformation of old institutions as well as the establishment of new ones" (Eriksen and Kalleberg 2009, 1).

The PAR process in the Western Balkans appeared to be more challenging than reform processes in other sectors such as "trade, energy and infrastructure" (Calic 2005) in (Eriksen and Kalleberg 2009, 19).

All countries in the Western Balkans (both candidates and potential candidates) are part of the EU Stabilization and Association Process (SAP) that has the final aim to lead these countries to join the EU. "The SAP was launched in June 1999 and strengthened at the Thessaloniki Summit in June 2003 (...)", the SAP aims to securing the stabilization of the area and to "establishing a free trade area"³⁷. Although the countries progress is

³³ European Commission, "Overview – Instrument of Pre-accession Assistance), http://ec.europa.eu/enlargement/instruments/overview/index_en.htm, last accessed 19th May 2015

³⁴ PAR is one of the three investment priorities of IPA in the period 2014-2020 to achieve transparency, greater merit based decisions in the civil service system, and accountability of the PA (European Commission 2013).

³⁵ "ARCADIS is the leading global natural and built asset design & consultancy firm working in partnership with our clients to deliver exceptional and sustainable outcomes through the application of design, consultancy, engineering, project and management services", ARCADIS "About Us", http://www.arcadis.com/About_Us.aspx, last accessed 18th May 2015.

³⁶ Difi is an: "Agency for Public Management and eGovernment (Difi) aims to strengthen the government's work in renewing the Norwegian public sector and improve the organisation and efficiency of government administration", Difi, "About Difi", <http://www.difi.no/om-difi/about-difi>, last accessed 18th May 2015

³⁷ Retrieved from European Commission – Enlargement, "Stabilization and Association Process. European Commission – Enlargement – Stabilization and Association Process", http://ec.europa.eu/enlargement/policy/glossary/terms/sap_en.htm, last accessed 18th May 2015

assessed on a national basis, SAP includes some "common political and economic goals" to be reached at the regional level³⁸.

Namely, SAP establishes:

- "Contractual relationships (bilateral Stabilisation and Association Agreements)"
- "Trade relations";
- EU "Financial assistance (the Instrument for Pre-Accession Assistance – IPA)"³⁹;
- "Regional cooperation" to promote security and stability of the area⁴⁰.

The PAR progress is briefly presented for each country in alphabetical order. A deeper analysis is then provided for Kosovo.

3.3.1 Implementation of PAR in Albania

The Albanian Government is strongly committed to the PAR in order to lead to a PA, which is politically independent, effective and meritocratic. Recent research of the researchers Denita Cepiku and Cristina Mititelu has indicated that Law no. 8549/1999 defining the "Status of the civil servant" was a very important achievement with respect to the above-mentioned goals. Addressing specifically senior civil servants, the Law showed the institutional commitment providing "considerable subsidiary legislation establishing, among other things, detailed procedures regulating job description and evaluation, recruitment and selection procedures and performance appraisal processes" (Cepiku e Mititelu 2010, 65-66).

On 12th November, 2014 in Brussel, on the occasion of the Conference "Reinforcing public administration reform in the enlargement process", the Minister of Innovation and Public Administration of Albania, Milena Harito, declared that the Albanian Government was committed to improve its administrative procedures in order to ensure citizens have real access to public information (European Commission (n) 2014, 26) by:

- Facilitating the public services distribution implementing the integration of "ITC solutions";
- Empowering the civil servants in order to achieve greater efficiency;
- Simplifying the consultation of administrative documents responding to the requirements of transparency.

³⁸ Retrieved from European Commission – Enlargement, "Stabilization and Association Process. European Commission – Enlargement – Stabilization and Association Process", http://ec.europa.eu/enlargement/policy/glossary/terms/sap_en.htm, last accessed 18th May 2015

³⁹ Retrieved from European Commission – Enlargement, "Stabilization and Association Process. European Commission – Enlargement – Stabilization and Association Process", http://ec.europa.eu/enlargement/policy/glossary/terms/sap_en.htm, last accessed 18th May 2015

⁴⁰ Retrieved from European Commission – Enlargement, "Regional Cooperation. European Commission – Enlargement – Regional Cooperation", http://ec.europa.eu/enlargement/policy/glossary/terms/regional-cooperation_en.htm, last accessed 18th May 2015

FIGURE 11- FUTURE POLICY PRIORITIES IN ALBANIA

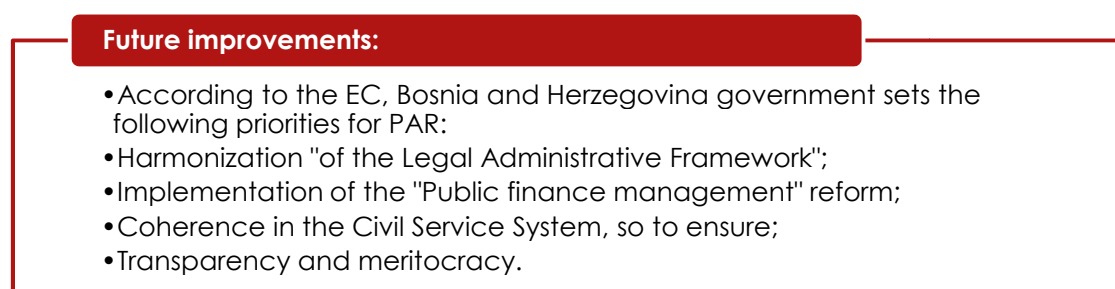
Source: (OECD (c) 2013, 3)

3.3.2 Implementation of PAR in Bosnia and Herzegovina

During the 2014 high level Brussels Conference, Semiha Borovac, the State Coordinator for Public Administration reform, acknowledged that, since 2006, Bosnia and Herzegovina made important progresses in implementing the "action plan" of the reform, which aimed to improve the "effectiveness, efficiency, accountability and transparency of the administrative apparatus". Achievements have already been made in the following fields (European Commission (n) 2014, 33):

- Modernization of the public finances;
- Civil Servants professional training;
- "e-Administration" pre-conditions for implementation.

According to the 2014 EC Progress Report, however, Bosnia and Herzegovina has made little progress in the PAR, mainly due to the unstable political situation of the country.

FIGURE 12 - FUTURE IMPROVEMENTS FOR BOSNIA AND HERZEGOVINA PAR

Source: (European Commission (o) 2014, 2)

3.3.3 Implementation of PAR in Croatia

Although Croatia has accessed the EU, the reform of the Public Administration is an ongoing process. The paragraph, after a brief introduction, will concentrate on PAR reforms still needs to enact.

According to Šefčovič, the 2011 Vice President of the European Commission, the accession of Croatia in the EU is a great achievement that should push the rest of the region towards the EU. The Vice President stressed the importance of the PAR for Croatia in obtaining the EU membership, but also for achieving a meritocratic Civil Service system (Šefčovič 2011) .

In 2014 according to the European Commission's recommendations to the Council on Croatia national reform Programme SWD(2014) 412 final, Public Administration in the country still needs improvements and more specifically (COM(2014) 412 2014):

- "strategic planning and institutional capacity especially as far as the implementation of the Pre-Accession funds was concerned" (COM(2014) 412 2014, 7);
- Engagement in anticorruption actions within the PA;
- More harmonized PA structure.

FIGURE 13 - FUTURE POLICY PRIORITIES FOR CROATIA ACCORDING TO THE EC (2015)

Future policy priorities:

- The EC sets the following priorities for PAR:
- Overcome PA fragmentation in structure and responsibilities;
- Boost the implementation of the Reform Strategy;
- Enhance PA's accountability;
- Enhance actions tackling with PA corruption.

Source: (European Commission - DG Economic and Financial Affaires 2015, 18)

3.3.4 Implementation of PAR in the Former Yugoslav Republic of Macedonia (FYROM)

The FYROM Ministry of Information Society and Administration (MISA) was established in January 2011. Its main goal is to coordinate measures for implementing the PAR processes and is responsible for:

- developing of policies linked with the evaluation of the public and state employees;
- classifying public sector employment positions, public wages and wages benefits;
- training and professional development of the public and state employees. (OECD (d) 2013, 3)

According to the Minister of Information Society and Administration, one of the most important aspects of the administration reform in FYROM is the adoption of “the new legislation regarding the administration – the Law on Administrative Servants and the Law on Public Sector Employees”, active from February 2015. (European Commission (n) 2014, 21)

According to the considerations of the assistant professor of St. Kliment Ohridski University, Branko Dimeski, on “Public Administration Reform Process In FYROM” the establishment of a specific “Ministry of Public Administration” is a relevant progress for the implementation of PAR in FYROM (Dimeski 2011, 12).

The following figure (Figure 4) synthetizes the main policy priorities highlighted by the MISA:

FIGURE 14 - FUTURE POLICY PRIORITIES IN FYROM



Source: (European Commission (n) 2014, 22)

3.3.5 The Implementation of PAR in Montenegro

The Government of Montenegro considers PAR as one of its principal priority and therefore has already developed a “strategic framework” for implementing it (European Commission (q) 2014)).

The Government of Montenegro has implemented reforms in various sectors including:

- Transfer of powers to different administrative levels;
- Development of more effective “control mechanisms”;
- Improvement of its Civil Servants capacities;
- Improvement of the “administration effectiveness” evaluation. (Government of Montenegro 2011, 3)

On 12th November 2014 during the Brussels Conference “Reinforcing public administration reform in the enlargement process”, the Minister of Interior Raško Konjevič underlined some important reforms (European Commission (n) 2014, 32):

- “The new Law on Civil Servants and State Employees, which is essential for the development of a professional, depoliticized and impartial public administration;
- The Law on Administrative Procedure, which fulfils the European administrative space requirements;

- The Plan on Public Sector Internal Reorganization, aimed at establishing an efficient, economical and effective public administration, founded on the best international standards and practices".

FIGURE 15 - Future Policy Priorities In Montenegro

Future policy priorities:

- The EC sets the following priorities for PAR:
- Further development of "policy planning" and regulation;
- Improvement of the "public service" sector evaluation;
- Improvement of the civil society sector;
- Implementation of the "public financial management reform".

Source: (European Commission (q) 2014, 8-9)

3.3.6 Implementation of PAR in Serbia

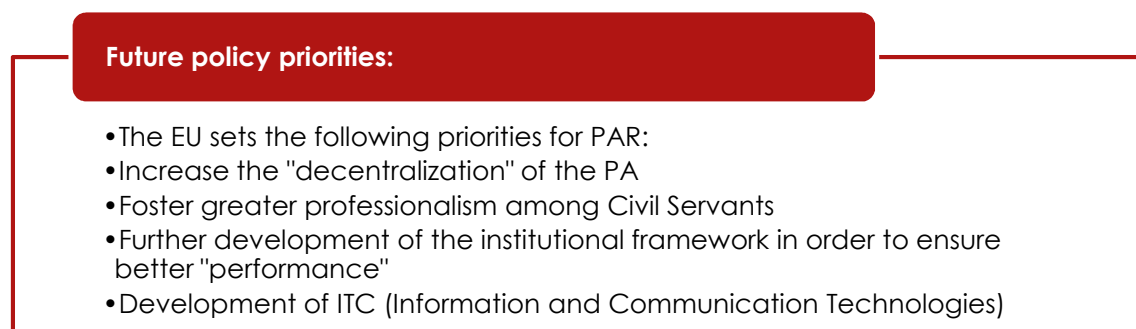
The reform of PA in Serbia is driven by the needs to comply with the criteria set forth by the EU integration process (Ministry of Public Administration and Local Self-Government 2014, 4). The Organization for Economic Cooperation and Development (OECD) Report identifies as priorities in the field of PAR, to be achieved by Serbia by 2020:

- the creation of an organized and effective management framework for implementation of the reforms and the linked legislative acts;
- a "civil service system" free from corruption;
- A system compliant with EU and international standards in the fields of "budgetary framework" and "public procurement system"; and
- An effective system for monitoring the internal public finances (OECD (a) 2013, 3).

The Serbian Deputy Prime Minister and Minister of Public Administration and Local Self-Government, Kori Udovički, underlines that, concerning PAR, "some reforms are already underway and others are being planned and prepared" (European Commission (n) 2014, 19). In further detail, the Deputy Prime Minister states five specific objectives (European Commission (n) 2014, 19):

1. "To improve organizational and functional PA sub-systems;
2. To establish a harmonized merit-based public servants system and to improve human resources management;
3. To improve management of public finance and public procurement;
4. To enhance legal certainty and to improve the business environment and the quality of public service;
5. To increase transparency and to enhance ethical standards and accountability in delivering PA tasks".

FIGURE 16 - FUTURE POLICY PRIORITIES IN SERBIA



Source: (European Commission (n) 2014, 19-20)

3.4 The Public Administration Reform in Kosovo

3.4.1 Kosovo and the EU: the relationship between SAA (Stabilization and Association Agreement) and PAR

In the last decades and after the 2008 proclamation of independence, Kosovo has achieved several progresses towards the EU accession.

Firstly, Kosovo established a legal and institutional framework in order to support its path towards democracy, respect of human rights, the rights of minorities and of displaced persons re-entering Kosovo (SWD(2014) 306 2014); (EBRD 2013).

Nevertheless further steps needed to be taken in order to meet the political, economic and *acquis* criteria established at European level.

According to the SAA negotiations outcomes, the major challenges Kosovo (together with other Western Balkan countries) is facing refer to (EBRD 2013, 23); (European Union Office in Kosovo 2014):

- "strengthen public governance;
- Fight (...) corruption;
- Strengthen the "rule of law";
- enhance "public administration capacity" (especially at municipal level);
- improve the "difficult business environment"; and
- a "professional civil service".

Currently, PAR is one of the key medium-term priorities for the Government of Kosovo as it sets the ground for complying with SAA obligations and implementing all the reforms required by the EU in the enlargement process (Economy, security, justice, etc.) (European Union Office in Kosovo 2013); (SIGMA (b) 2014); (EBRD 2013).

PAR is deemed as an essential precondition for Kosovo integration in the EU by the EC herself. The importance of the reform is also linked with the effects a transparent,

accountable, accessible and independent Administration would have on the economy of Kosovo (European Union Office in Kosovo 2014).

Moreover, PAR in Kosovo received the UNDP support for the years 2011-2015. According to the Programme of Cooperation between the institutions of Kosovo and UNDP, the latter committed to support Kosovo in the reform and development process of its central and local administration, with a focus on (UNDP 2011):

- equal opportunities;
- accountability and transparency; and
- training on the job of civil servants, along with support in the judiciary and security areas.

3.4.2 The PAR in Kosovo between 2010 and 2013

In 2010, the Government established the Ministry of European Integration as the responsible authority monitoring and coordinating the "European Integration process" (European Union Office in Kosovo 2014, 4).

In order to implement the PAR in an effective way, the Government of Kosovo adopted a Strategy in 2010 and an Action Plan in 2012 (European Union Office in Kosovo 2013). The PAR Strategy contains "12 objectives in the field of (The Task Force on European Integration 2013, 40):

1. Policy management;
2. Legal drafting;
3. Ethics and transparency;
4. Communication with citizens;
5. Budget planning;
6. Budget execution;
7. Internal control and auditing;
8. Public procurement;
9. Public Administration re-organization;
10. Human Resources Development and Management;
11. Rationalization of Electronic Administrative Processes;
12. Electronic government".

In addition, the Action Plan committed the Government to improve the capacities of different institutions in order to tackle the scarce coordination and poor strategic planning of the Administration (European Union Office in Kosovo 2013). Furthermore, the Law on Civil Service was enacted in 2012 in order to reform the civil service organization towards a more transparent, professional and efficient service.

In the 2011-2014 period, the Government committed to implement the PAR Strategy, which focuses on (Republika e Kosovës - Office of the Prime Minister 2011):

- fight against corruption;

- improvement of transparency;
- the reorganization of the PA following the international principles;
- reform of the civil service;
- greater decentralization;
- better public services;
- implementation of e-governance.

Despite the progress made, the independence of the civil service system has not yet been fully achieved and the civil service itself appears to remain highly politicized (European Commission (p) 2014). Moreover, the Commission stressed the need for Kosovo to reform its Public Administration towards a more depoliticized and professional system, with the introduction of a "system of check and balances" (C(2011) 4381 2011, 22).

Furthermore, in order to support the PAR, Kosovo implemented a series of projects co-funded by the EU. In 2013 the project entitled "Support to Public Administration Reform" aimed at the creation of IPS (Integrated Planning System) to strengthen "strategic planning and policy coordination" with the final aim of improving "the institutional and human analytical capacities" (European Union Office in Kosovo 2013, 2). The project supported the improvement of both the efficiency and the effectiveness of the PA by remedying the weakness of the Ministry of Public Administration's bodies: the Department of Civil Administration Bodies (DCSA) and the Kosovo Institute for Public Administration (KIPA). This is in line with the goals of the 2010-2013 Strategy in the field of improving administrative services and training (European Union Office in Kosovo 2013, 2).

The following sections briefly summarize, for the years 2011 – 2013, the conclusions of the EC and its recommendations and suggestions to Kosovo regarding specifically the PAR, when available assessments of OECD and SIGMA and OSCE have been inserted. Observations and suggestions regarding 2014 are reported in more detail and therefore are part of a separate paragraph.

3.4.2.1 2011 – EC Progress Report

The 2011 Kosovo Progress Report issued by the European Commission on 12th October 2011 stressed that Kosovo had made little progress in the PAR, because of (SEC(2011) 1207 2011):

- the absence of an action plan;
- the lack of insufficient financial resources; and
- poor political support.

Moreover, the process was impaired by the lack of a comprehensive legal framework for the civil service and by poor implementation of the laws regarding administrative procedures. However, the report stressed progress had already been made in

particular with respect to the civil service reform (job classification⁴¹, working hours regulation, regulation for senior civil servants appointment, etc.) and too the training of "public procurement officers" of the KIPA⁴² (Kosovo Institute of Public Administration). From the point of view of accessibility of public documents, Kosovo adopted a law in October 2010 granting free access that, however, was not fully implemented at that time (SEC(2011) 1207 2011).

Further improvements were also encouraged with reference to the institution of the Ombudsmen⁴³ in Kosovo and in particular the EC suggested greater support from the Office of the Prime Minister and better dissemination of Ombudsmen's results to the public, finally improvements in the external audit were also deemed necessary (SEC(2011) 1207 2011).

3.4.2.2 2012 - EC Feasibility Assessment for SAA

In 2012, the EC carried out a feasibility assessment on the possibility of signing a SAA (Stabilization and Association Agreement) between the EU and Kosovo (SWD(2012) 339 final/2 2012). The assessment focused on various fields, mainly on political and economic issues and on the ability to comply with the obligations resulting from a SAA, in this context several recommendations were also made in the Public Administration field.

The main concern were linked with (SWD(2012) 339 final/2 2012):

- the adoption of adequate secondary legislation in the field of the civil service; and
- the Ombudsmen institution⁴⁴ which required "adequate premises" (SWD(2012) 339 final/2 2012, 12) and budgetary independence through the inclusion of its budget proposal in the global draft budget to be examined by the Parliament.

Furthermore, the EC in its Feasibility Assessment (SWD(2012) 339 final/2) stressed that the PAR was one of the key elements on which Kosovo needed to take action in order to be able to answer the obligations coming with the SAA. In this sense, the EC called for a quicker implementation of the Strategy and the Action Plan on PAR and for more support to the reforms from both the financial and the human resources point of view.

⁴¹ Job classification is part of the civil service reform, more specifically it is the basis for reforming the civil servants payment system.

⁴² KIPA is "Kosovo Institute for Public Administration and it is responsible for implementation of policies and strategies for training, vocational training and capacity building in Civil Service", art. 2 of the Law n° 04 L-221 on Kosovo Institute for Public Administration, accessible online at <http://www.kuvendikosoves.org/common/docs/liqjet/04-L-221%20a.pdf>, last accessed 19th May 2015.

⁴³ "The role of the ombudsman is to protect the people against violation of rights, abuse of powers, error, negligence, unfair decisions and maladministration and to improve public administration while making the government's actions more open and its administration more accountable to the public", retrieved from: International Ombudsmen Institute, "About the IOI", <http://www.theioi.org/the-i-o-i/about-the-ioi>, last accessed 19th May 2015.

⁴⁴ The Ombudsmen institution identifies the same concept of the institution of the Ombudsperson, defined above.

Furthermore, the EC encouraged greater inclusion of minorities in the Public Administration. Professionalism, accountability, efficiency and effectiveness of the Public Administration were also highlighted as key improvement-needing parameters (SWD(2012) 339 final/2 2012).

In order to ensure Kosovo will be ready to implement the SAA obligations once the Agreement enters into force, the Ministry of European Integration of Kosovo in 2012 started a project to assess Kosovo key structures capacities of transferring the *acquis communautaire* and coordinate policy (European Commission (p) 2014)

3.4.2.3 2013⁴⁵- EC, OSCE and SIGMA Assessments

In 2013, the Commission issued the annual Progress Report on Kosovo. The report stressed that Kosovo did well at central level, but still displayed a weak PA at local level, especially for what concerns municipalities and with regard to the Northern Provinces where the enactment of the rule of law remains difficult (SWD(2013) 416 2013); (The Task Force on European Integration 2013).

As far as the Public Administration was concerned the EC registered improvements on civil servants legislation and on the overall achievement of the short terms priorities established by the EU feasibility study (such as civil servants salaries, implementation of the strategy and action plan sound financial management of the public resources, etc.).

However, the PA still lacked professionalism and often showed de-motivated staff and civil service still suffered political interference (SWD(2013) 416 2013).

The EC Progress Report states that Kosovo improved in the field of financial management and accountability and that the KIPA continued training civil servant effectively. However, the pace of implementation of the Strategy and Action Plan on PAR remained one of the main challenges for the Government, mainly due to a lack of financial and human resources. Improvements were also needed on the side of implementation of the recommendations made by the Independent Oversight Board for the Civil Service and to strengthen the presence of civil servants belonging to minorities in the Ministries (SWD(2013) 416 2013).

According to the EC Report, as far as the Ombudsmen institution was concerned Kosovo met all the requirements, creating all the necessary conditions for the institution to work properly and ensuring its independence from a budgetary point of view. This resulted in a 20% increase in the number of petitions in 2012 (SWD(2013) 416 2013).

The OSCE⁴⁶ assessment on the implementation of the Law on Civil Service, published in 2013, confirms the findings of the EC Progress Report stating that even though progress

⁴⁵ The paragraph, unless otherwise specified is entirely based on: (European Commission 2013) and (OECD (a) 2013).

had been made in the field of secondary legislation, further regulations were still needed (e.g. working hours, career advancement, etc.).

In this perspective, OSCE suggested that the central administration took measures in order to grant equal representation of genders and minorities and to finalize the law on salaries.

OSCE urged the Assembly of Kosovo to solve the legal gap on the senior civil servants' salaries and took charge of the implementation of the Law on Independent Oversight Board for Civil Service of Kosovo. OSCE also issued recommendations for improving local administration, so that existing legal provisions on Public Administration will be fully enacted at all levels in the coming years (OSCE - Mission in Kosovo 2013).

At the same time (2013) OECD/SIGMA identified 5 key priorities Kosovo should follow in order to implement an effective PAR. Each key priority was divided into short (1-2 years) and medium (3-5 years) term actions Kosovo should implement before 2020 to achieve the requirements. The five priorities are (OECD (b) 2013):

1. Foster better policy making and coordination systems with solid practices and mechanisms to ensure the reception of the *acquis communautaire* and the implementation of SAA;
2. Inter-ministerial coordination for implementing the PAR in an effective and efficient way and a clear strategic plan for implementing PAR;
3. Improvement in the functioning of the Public Administration and strengthen its responsibility in front of the Parliament and its supervision by independent bodies
4. Improvement of the fiscal planning and sustainability;
5. Establishment of a public procurement system including private-public partnerships and complying with EU rules; improve fight against corruption and general public trust "in the fairness and integrity of the system" (OECD (b) 2013, 3).

3.4.2.4 Recent assessments and future developments

In 2014, SIGMA assessed Kosovo Progress based on the priorities set by the EU and the Government of Kosovo (SIGMA (b) 2014). SIGMA's assessment focused on reforms in the fields of: General Administrative Law and Organization of Public Administration, Public Service and Human resources Management. According to SIGMA's report, Kosovo main challenges are in the fields of (SIGMA (b) 2014):

- Implementation of civil service reform;
- Final reorganization of the public administration;
- Job classification reform;
- Strengthening the role of monitoring bodies and their independence.

⁴⁶ OSCE is the Organization for Security and Cooperation in Europe it promotes peace, security and democracy, for further information please visit the official website: <http://www.osce.org/>, last accessed 13th May 2015

SIGMA's assessment of Kosovo was based on the compliance of the Country to the Principles of Public Administration. The following table summarizes the main conclusions driven by SIGMA with respect to Kosovo achievements and needed improvements in the different fields of PAR.

TABLE 3 - SIGMA ASSESSMENT OF KOSOVO'S PROGRESS IN THE PAR

Fields	Achievements	What still needs to be done
Policy and Strategy - Good administration (p. 5)	<p>It is clearly identified as a Government priority in many Governmental Plans and Programmes including the PAR Strategy 2010-2013</p> <p>The 2013 Legislative Programme supported PAR with several provisions such as administrative inspection, personal data protection, administrative procedures</p> <p>Government committed to fight corruption and increase transparency</p>	<p>Several reforms decided in 2013 are not yet been implemented (Legislative Programmes 2013 and 2014)</p> <p>Policy on public services is included in the Governmental Programme but has not a concrete reform for its implementation.</p>
Legal Framework (pp. 6-8)	<p>Kosovo has a Law on Administrative Procedures (LAP) since 2005</p> <p>there are laws (Constitutional laws, General Law on Access to Public Documents (LAPD), the Law on the State Administration) guarantying free access to public information, all legal acts are published in the Official Gazette</p> <p>Legislation guarantees the enforcement of administrative acts and citizens' right to redress</p> <p>Mechanisms to control the public administration are foreseen by the Constitution and by law</p>	<p>LAP is incoherent, fragmented and incomplete, thus affecting Kosovo's ability to further develop the European principles of good administration</p> <p>Absence of a centralized supervisory body overseeing and judging cases of non-disclosure of public information</p> <p>The law provisions on public liability is incoherent and incomplete</p> <p>Fundamental rights and freedoms are not always guaranteed when it comes to internal administrative procedure and appeal procedure</p>
Institutional set-up (pp. 8-11 and 18-20)	<p>The authority in charge of PAR is clearly identifiable: it is the Ministry of Public Administration</p> <p>Presence of mechanisms to check on PA's legality and accountability</p> <p>Ministries' structure has been harmonized</p>	<p>Absence of central body for supervision and coordination in public services</p> <p>Faith in the judicial system is decreasing</p> <p>Ombudsmen' effectiveness needs improvement</p> <p>Smaller groups and units tend to be created inside Ministries</p>

		Public services are organized in an incoherent way, each ministry uses its own criteria
Practices (pp. 12-14)	<p>Civil servants are trained regularly</p> <p>ICT is being used: each public authority has a webpage</p> <p>Administrative judges are trained and their working conditions appropriate</p>	<p>Monitoring is weak</p> <p>Active communication to reach the public needs to be improved</p> <p>Absence of information on web pages reliability and updates</p> <p>Low number of administrative judges compared to the number of cases</p>
The Policy Framework (pp. 14-16)	The Constitution, the Law on State Administration (LSA) and other regulations set the parameters for the organization of the Public Administration	<p>In practice PA¹ organization is often blurry has some key terms are confused</p> <p>The policy is incoherent</p>
The regulatory and management Framework (pp. 16-18)	<p>Regulatory agencies and independent bodies are numerous, they have a legal basis and often respect international standards, the independence of their staff is guaranteed but many of them are inefficient due to the absence of adequate regulation</p> <p>Professionalism of public administration is guaranteed by law</p> <p>A clear distinction is made by regulations between political positions and professional ones,</p>	Delays in appointing senior staff and lack of regulations may impair independent bodies' work from time to time
Accountability and delivery (pp. 20-23)		<p>Central Administrative Bodies are not required to present result-based accountability</p> <p>These bodies often act as units off Ministries instead of executive agencies</p>
Public services and citizens orientation (p.23)	Improvements in this field are made slowly	
Public service and human resources management⁴⁷ (pp. 24-35)	<p>"A comprehensive strategy for Civil service reform has been developed" (SIGMA (b) 2014, 24)</p> <p>A legal framework for civil service exists and respects basic EU values</p>	<p>Civil service reform lacks analysis of the current state of the art, realistic deadlines and financial feasibility assessment is not present for all activities</p> <p>Human resources in the</p>

⁴⁷ This field was assessed as number of sub-fields; however in the table it is briefly summarized as one, for further details please refer to: (SIGMA 2014).

		<p>Department of Civil Service Administration (DCSA – the unit responsible for the civil policy reform within the Ministry of Public Administration) are few in number and often not well specialized</p> <p>Recruitment of civil servants is based on merit and open to all categories, however there seem to be real life situations in which these criteria are not respected</p> <p>Training programmes for civil servants need improvement</p> <p>The lack of a job classification impairs the implementation of a new salary system</p> <p>Corruption and prevention measures in the civil service have only been partially implemented</p>
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Source: (SIGMA (b) 2014)

In 2014, great progress had been made for what concerns the negotiations of the SAA (Stabilization and Association Agreement), bringing Kosovo another step closer towards EU integration. The negotiations concluded and were initialled in July 2014. The next steps to be taken included the signing and conclusion of the SAA that represents “the first comprehensive agreement between the EU and Kosovo” (COM (2014) 700 2014, 25). Less than two years later from the beginning of negotiations on the SAA (2013), on 30th April 2015, the EC “adopted the Stabilisation and Association Agreement (SAA) proposal for Kosovo” (COM (2015) 183)⁴⁸. Now the approval of the Council of the EU and of the European Parliament are needed for the Agreement to enter into force. The SAA should be implemented in 2016⁴⁹. The EC Proposal for a Council Decision on the signing of the SAA with Kosovo states that “The agreement promotes regional cooperation” and “Kosovo makes a strong commitment in the agreement to the normalization of relations with Serbia”. Furthermore the SAA “provides for a framework for political dialogue” and “sets out the perspective of establishing a free trade area” and “the commitment by Kosovo to progressively harmonise its legislation with that of the EU” (COM (2015) 183 2015).

⁴⁸ The full version of the SAA between EU and Kosovo is available online at the following link: http://ec.europa.eu/enlargement/news_corner/news/news-files/20150430_saa.pdf, last accessed 20th May 2015; whereas the COM (2015) 183 is available at: http://eur-lex.europa.eu/resource.html?uri=cellar:582b312b-ef38-11e4-a3bf-01aa75ed71a1.0014.02/DOC_1&format=PDF, last accessed 20th May 2015

⁴⁹ Retrieved from: European Commission – European Neighborhood Policy and Enlargement Negotiations, “Adoption of the Stabilization and Association Agreement with Kosovo”, http://ec.europa.eu/enlargement/news_corner/news/2015/04/20150430_en.htm, last accessed 20th May 2015

Regarding Kosovo achievements, the European Commission registers progress in visa liberalization and ongoing cooperation with the EU Rule of Law Mission (EULEX). According to the EC 2014 Kosovo Progress Report, (SWD(2014) 306 2014), the next short terms challenges for Kosovo are further legislative changes and the establishment of an effective Court to judge cases investigated by the Special Investigative Task Force.

Moreover, the EC urged Kosovo to find a way out of the political deadlock that started after June elections and is affecting the ability of enacting new reforms (SWD(2014) 306 2014).

The Medium Term Expenditure Framework stated that the Office of the Prime Minister planned to allocate 55,659,227 € for the years 2014-2016 addressed to the PAR with a special focus on (European Commission (p) 2014):

- Reorganizing the Ministries and their sub-units;
- Bringing the process of job classification to an end;
- Putting the new salary system into practice;
- Implementing the Action Plan for Reform of the Public Administration.

The table below summarizes the main conclusions of the EC Report (SWD (2014) 306) regarding the Progress of Kosovo in the PAR field.

TABLE 4 - KOSOVO ACHIEVEMENTS IN THE PAR FIELD ACCORDING TO THE EC PROGRESS REPORT

PAR Field	Achievements
Strategic framework for the implementation	Kosovo has adopted a Strategy and an Action Plan on PAR already in 2010 and 2012 respectively A Special Group on PAR was established to foster dialogue with the EC
Policy development and coordination	Progress has been made introducing standards for public consultation on legislation and adopting a regulation on financial impact assessment The coordination of the measures needed for EU integration is ensured by the Ministry of European Integration and the Office of the Prime Minister together with the annual work plan of the Government
Accountability and service delivery	Very little progress
Public finance management	Debt management policy has had sufficient results granting low public debt ratios
Ombudsman	The institution is improving its work

Source: (SWD(2014) 306 2014)

TABLE 5 - KOSOVO NEEDED IMPROVEMENTS IN THE PAR FIELD ACCORDING TO THE EC PROGRESS REPORT

PAR Field	Needed Improvements
Policy development and coordination	Challenges remain with respect to the strategic aspects of the work plan

Public service and human resources management	PA still suffers from political interference at central and local level Corruption and lack of integrity need to be countered further Job classification is still incomplete Delays in implementation of the Law of Civil Service
Civil Service	More progress is needed in this field especially regarding its de-politicization
Accountability and service delivery	Norms on Administrative procedures and normative acts are still lacking Need for a re-thinking of the PA's structure at municipal level
Public finance management	No systematic approach The new Medium Term Expenditure Framework (2015-2017) lacks strategy Reforms have been adopted only in a few fields and with scarce results (e.g. revenue administration, public internal financial control)
Ombudsmen	Ombudsmen decisions too often lack a concrete implementation by the other institutions and authorities present in Kosovo
Overall EC judgment	Limited Progress in the PAR field

Source: (SWD(2014) 306 2014)

3.5 The YCS Programme in Kosovo

The YCS (Young Cells Scheme) is the EU Postgraduate Scholarship Programme for Kosovo. YCS offers Kosovo graduates the possibility of following a post-graduate Master Programme in an EU University. Students who complete the Master have a contractual obligation to be employed for three consecutive years in the Kosovo Civil Service and Kosovar institutions working in the field of EU integration.

The overall objective of YCS is to support the Government of Kosovo to meet the challenges of EU integration process through building of a professional, accountable and apolitical Civil Service at all levels. The specific project purposes aim at supporting the Kosovo public administration through the scholarship programme that aims at improving the professional capacity of civil service to meet the obligations arising from EU integration process.

The Scheme was launched in 2004 following the EU recommendations of The Thessaloniki Agenda of 2003 leading the EC to support a Master's Degree scholarship scheme to tackle the lack of EU knowledge and related expertise. Currently YCS is developed under EU Scholarships Scheme project managed by EU Office to Kosovo and implemented by British Council. This project started in July 2011 and will close in July 2015.

Since its very beginning in 2004 Young Cells Scheme is structured in so called 'rounds'. Each round corresponds to a selection process of a group of students who will enrol in leading EU universities in different MA programmes individuated by the project together with EUO and the Ministry of European Integration of the Kosovo Government (the main beneficiary of the project). The 9th Round closed in 2014 and currently the project is running the 9A Round, a pilot round dedicated to civil servants already employed in one of the four municipalities of North Mitrovica, Zubin Potok, Zvecani and Leposavic.

The process of selection of grantees is structured in three steps:

- Pre-selection of candidates (eligibility check of applications);
- Written exams (English knowledge test, EU knowledge test and Verbal and Numerical Reasoning test);
- Oral exams (interviews of candidates).

The whole process of selection of candidates is inspired since its very beginning (pre-notice for the call for application) until its very end (publication of final results) to the principles of fairness, transparency and non-discrimination. The Young Cells Scheme is open to all sectors of Kosovo society, and it has always encouraged participation from minorities, women and people with disabilities.

A total of over 246 grants were awarded since its initiation.

Grantees from the previous Rounds had the opportunity to specialize in various fields within economics, law and politics of the European Union, as well as in Environmental sciences, Agricultural studies, Statistics, Aviation Safety and Regulations, Engineering, Telecommunications, Food Safety etc.

YCS's Alumni studied in an array of Universities that include: London School of Economics, University College of London, Sussex University, King's College, Lancaster University, University of Manchester, University of Birmingham, University of Sheffield, the College of Europe in Bruges, the Katholieke Universiteit Leuven, the European Business School in Brussels, Maastricht University, Utrecht University, Leiden University, Universidade Catolica Portuguesa, the University of Hamburg, the University of Bremen, The Collegio Europeo di Parma, the Central European University in Budapest, Sciences-PO Paris, ISAE - Toulouse, EDHEC -Nice and SKEMA Business Schools in France, the PostGraduate School of Law of Riga, the University of Tartu, Barcelona Graduate School of Economics, and many more still.

Out of the ca. 220 students who already completed the Scholarship Programme, some 85% currently works for the Government of Kosovo at various levels and offices, both in Line Ministries, with many serving at the Ministry for European Integration, and independent authorities, like the Central Bank.

YCS graduates also have access to the Cadre Fund Scheme, which was established at the end of 2008 by a governmental decision and provides competitive payments for civil servants working in fields that are of special interest for the Government of Kosovo. The Cadre Funds is designed to attract new high skilled professionals with very high

academic profiles (The Republic of Kosovo - The Office of the Prime minister 2015) and (GAP Institute 2014).

The European Union Office (EUO) in Kosovo manages the YCS Programme, which is implemented by the British Council through the EU Scholarships Scheme Project. The project has the objective of reorganizing the structure of the Scheme and support the development of the alumni association⁵⁰.

⁵⁰ Retrieved from: EU Scholarship Scheme- An EU funded project managed by European Union Office in Kosovo and implemented by the British Council, "EU Scholarship Scheme", last updated 9th June 2014, <http://www.ycskosovo.eu/>, last accessed 19th May 2015

4. Qualitative Research

4.1 The methodology

The first phase of the primary research on the "Higher Education for Public Administration Reform in Kosovo" aims to investigate the main perceptions on the relevance and main impacts of the YCS scheme for the PAR, among relevant stakeholders, such as:

1. YCS Alumni – not employed in the PA
2. YCS Alumni – currently employed in the PA
3. Senior civil servants – non YCS Alumni

The research architecture foresaw the design of 3 different interview outlines, targeted to the aforementioned typologies of stakeholder.

The interview outlines were designed by ISIG and structured according to the following main dimensions:

YCS Alumni – not employed in the PA

- Personal experience with the YCS scholarship programme (i.e. recruitment and Master course)
- Career path
- PAR and future challenges
- YCS contributions to PAR

YCS Alumni – currently employed in the PA

- Personal experience with the YCS scholarship programme (i.e. recruitment and Master course)
- Personal experience with the procedure for work placement
- Career path
- PAR and future challenges
- YCS contributions to PAR
- YCS insights for improvement

Senior Civil Servant – non YCS Alumni

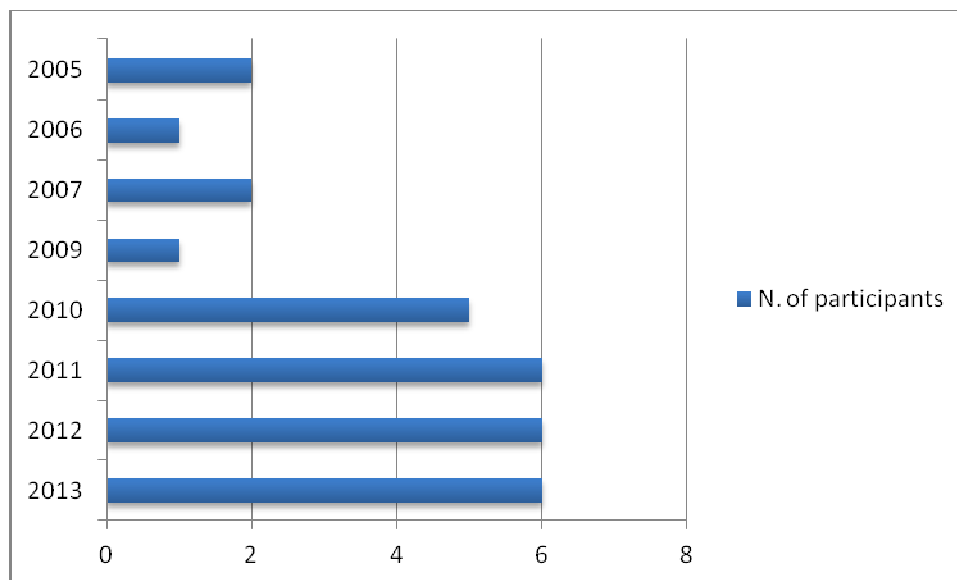
- PAR and future challenges
- YCS contributions to PAR
- YCS improvement Insights

The interviews were conducted by junior experts in Kosovo, according to the indications of the scientific coordinator at ISIG.

In the preliminary phase the sample of YCS Alumni was formed by 29 respondents, both currently employed in the PA and not.

The frequencies of the respondents according to the year of graduation are:

FIGURE 17 – RESPONDENT FREQUENCY PER YEAR OF GRADUATION



As for non YCS Alumni, five senior civil servants, from four different Ministries, were interviewed.

Local Junior Experts transferred the transcripts of the interviews to ISIG. ISIG then elaborated for the purpose of the present research report.

4.2 Preliminary analysis

4.2.1 The YCS respondents

The respondent YCS alumni represent several rounds of the scheme. The rounds are not equally represented within the sample, as most of the respondents graduated between 2010 and 2013 (23 out of 29 respondents).

Different answers regarding some of the fields under focus could in fact reflect the distribution on the sample (e.g. visibility of the programme, selection procedures for the scholarship, employment *iter* at the end of the scholarship etc.).

In general, respondents followed master courses with a specific orientation in the field of EU Institutions and policies, which, in fact, reflects the objectives of the YCS programme.

Not all the respondents are currently employed in the PA. Moreover, some of them stated not to have ever received any offer to work for the PA.

4.2.2 Entering and going through the YCS

Generally, since the beginning of the YCS programme, both the programme itself and the recruitment campaigns for the yearly rounds had a large and adequate visibility through all type of media, both “traditional” and on the web.

As one respondent put it:

“The steps for application were clearly explained in newspaper advertisement; therefore I followed the instructions from the announcement”.

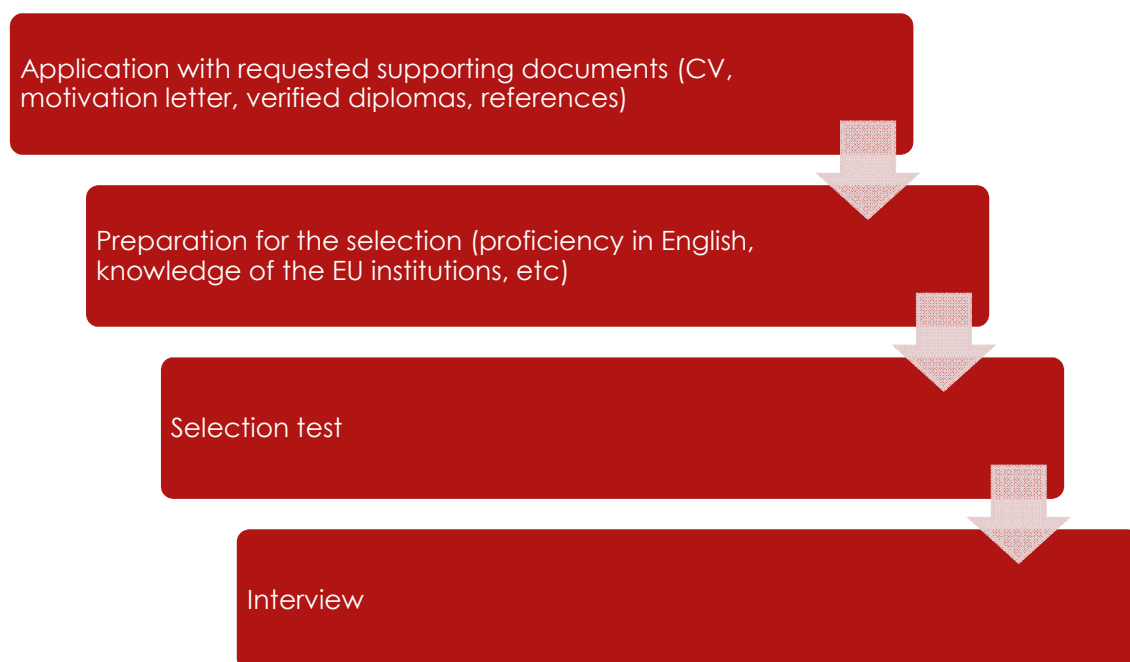
However, differences can be traced in the communication strategy throughout the rounds. While the graduates from the first round stress that the scheme was advertised mainly in the universities:

“The scheme was not very advertised, it was only present in the University”,

the graduates from the latest rounds highlight a minor role of the universities in the communication strategy and a greater role of the media. Some respondents stress that the information was given mainly through newspaper advertisements, but also through informal channels (i.e. YCS graduates promoted the initiative to fellow students).

All the candidates went through the regular steps provided for by the procedure (see Figure 8 below):

FIGURE 18 – YCS APPLICATION STEPS



The accessibility to the programme is mostly considered as being non-discriminatory. The selection procedures are generally considered as fair, correct and transparent. However, criticisms arise from the first generations of graduates, as they consider the selection procedures to be less strict than in the first rounds of recruitment for the YCS scholarship.

Some criticisms are also expressed regarding the possibility to enter the specific European University for which the candidate expressed an interest.

Quoting from an interview:

"upon choosing your study field (from those that were offered, [.....]), the organizers would insist on the applicant to apply and choose a number of universities which they seemed to have cooperation agreements with [.....]. [.....] however [.....] there were exceptions made to such situations, once the applicant would provide compelling evidence as to why they had chosen other universities."⁵¹

Despite these objections, the overall perception is that the range of choices has been wide and the quality of the chosen University programmes was excellent.

The evaluation of the Courses is hugely positive, both with reference to the relevance of the curriculum and to the level and quality of the lecturers and speakers; some alumni mentioned also their appreciation for the dedicated tutoring they benefited from.

All agree on the judgment that the overall learning experience went well beyond their expectations.

The respondents talked about differences between Kosovo academic system and the one of the receiving universities, in terms of teaching and study methods.

The differences are perceived in a minor part as a potential obstacle to the learning process (mainly in the first phase of the Master programme), but mainly are perceived as an opportunity to:

"absorb the new methods of teaching and bring their experience here [i.e. Kosovo]. The system for me was a boom, because it was a very big change".

⁵¹ "The whole process after we [.....] won the scholarship had a very big problem because we did not have good communication with the management of the scheme. The scheme management should have told us that you have a certain amount of money and you can apply wherever you want to under this amount of money. The other problem was that some people were promised to be sent to study for example inand some others were told that the scholarship won't cover your studies in because it is too expensive."

4.2.3 From YCS to PA

4.2.3.1 Placement process

It seems that the process to achieve a placement into the PA is not homogeneous.

In fact, not all YCS graduates have been able to work in the PA, for example:

“Currently, I work in private sector due to the fact that I have never received a concrete job offer from Public Administration/Government.”

However, as previously mentioned, this difference could be accounted on a change in agreements and procedures across the different YCS rounds.

Some respondents indicate a standardized procedure envisaged by the programme:

“after we finished the studies we were told to inform an official, and then they sent the names in the Ministries and then we were called”,

and stress that the job placement was granted as the natural outcome of the YCS experience: graduates were “offered” a job position:

“even before finishing [my] thesis”.

Other graduates had to apply for the position or to find it; in the process, a few got assistance from the YCS offices in finding an available placement:

“Yes I had assistance; I began with the interviews in different Ministries. The project team helped us a lot with the arrangement of meetings and so far”,

while others benefited from assistance directly from PA officials:

“There was no support for placement in PA. I had assistance from the leader of the department”.

4.2.3.2 Waiting time

The time needed to enter a position varies between a few days and several months:

“I came back in July and I started working”.

"I came back in September and I started working immediately in November".

4.2.3.3 Tutorship

The YCS programme does not provide tutorship and assistance in the first steps of the assignment. Supervisors and co-workers in the office have provided tutorship and assistance.

However, in some cases the receiving PA structure was not well acquainted with the YCS placement procedure:

"they weren't much informed about the YCS [...]; in Ministry [...] they didn't even know under what contract should I be signed and employed".

4.2.3.4 Coherence and relevance of the Master with the PA position

The areas and sectors where graduates were placed have not always been (or not totally) coherent with the University studies financed by the YCS scholarships.

In any case, the Master training is strongly perceived as relevant for the PA/PAR, due to the attitudes and commitment of the YCS trainees:

"you can spot a YCSer in the first contact. Starting from the first contact they have a totally different way of finishing the job which is more efficient and effective".

4.2.4 Inside the PA

4.2.4.1 Contract formula

The answers given by YSC graduates shows that formal placements and work contracts are not uniform for YCS graduates.

For what concerns contract formula, some civil servants declare that they are:

"under a three year contract which is the obligation to the scholarship"⁵²;

others started with a one year probation, then had a "regular contract" for the following two years; a further group simply states to be working on a regular contract, especially the "older" ones, who stayed in the PA after the three-years obligation.

⁵² Although not all the trainees have entered the PA to fulfill the three-years commitment

4.2.4.2 Career advancement

Career advancement seems to be a concrete possibility for YCS graduates, which materialized for a number of interviewees:

"I have changed a lot of positions, at the beginning I was a senior official on trainings and communication, then I was the leader of the department for the process of Stabilization and Association, then I was the leader of the division for analysis, then the leader of the office of the secretary general and now general secretary. I have been working in PA for 8 years".

4.2.4.3 Wages

Different formulas and sources are mentioned for the wage settlements.

"I had a contract for two years from YCS, now I have a permanent contract by the Ministry".

In addition to the basic wage, some of these civil servants refer to the Cadre Fund as a source of monthly additional allowances from the Ministry they are working for.

The additional allowance is not granted to all the YCS graduates, since "the Cadre Fund Scheme was established by a governmental decision in order" to "attract, maintain, develop the experience, qualifications and skills in strategic and priority positions of relevant government bodies" in fields and priority areas set by the Government⁵³.

Interviewees refer variously to the scheme calling it "Cadre Fund" or "lack of experts' fund" or "Fund for excellence".

Those no more working for the PA consider that:

"wages are too low for those who come as specialists".

4.2.4.4 Coherence between Master training and work position

The current work positions, as already stated for the initial work positions, are not always or not very coherent with the expertise achieved through the studies financed by the YCS scholarships:

⁵³<http://www.kryeministri-ks.net/?page=2,157>, last accessed 13th May 2015

"I came back I was asked to work for the Ministry of Trade and Industry in the department of EU integration but that was not relevant to what I studied for".

4.2.4.5 Relevance of Master training

In general, the interviewees stressed that the Master training has been widely relevant, due to the attitudes and commitment of the YCS trainees:

"you can spot a YCSer in the first contact [.....] they have a totally different way of finishing the job which is more efficient and effective".

Moreover, the achieved proficiency in the English language and the acquaintance with EU institutions and policies are evaluated as a professional asset inside the PA, irrespective of any other specific knowledge.

4.2.4.6 Future prospects

Generally speaking, the majority of interviewees foresee to stay inside the PA (at the Government office and/or the Ministry where they are now) and to go through the allowed, regular career steps, some of them hoping for missions abroad or for the possibility to further their education up to the PhD level:

"My plans and my expectations for career development are to finish PhD and promotion in work".

Those whose specialization is not very coherent with the work assignment are oriented to consider private job placements, liberal professions (especially in the law field) or University teaching.

4.2.5 PAR perception

4.2.5.1 General public

The opinion of the YCS civil servants

The lack of visibility of the PAR influences negatively the general public perception: lack of awareness of the PAR is due also to lack of information. This also seems to influence the overall perception of the public in what regards the civil servants: they are still perceived as non-professional, unfair, not respecting a code of ethics, not "transparent".

However, it must be considered that even if the reform process produces some partial results/changes, it takes time for the effects to be perceived at the end-users level:

"People ask for services and results, and they are dissatisfied with what they receive".

However, the public is still seen as optimistic about the future of the PA:

"The general public has hope that the young people can make a change within the PA".

The opinion of the non-YCS senior civil servants

They too think that the general public is not enough informed about the PAR, also due to the scant attention paid to it by the mass media. Scepticism is perceived as the most diffused attitude toward the PAR, as well as the mistaken conception that more workers are needed, inside the PA, to provide the services and solve the delays that at present generate dissatisfaction among the citizens.

4.2.5.2 Political sphere

The opinion of the YCS civil servants

PAR is perceived as a challenge at many different levels by the political sphere.

Some respondents depict the perception of the PAR within the political sphere as a mere formality, and not as a real challenge:

"For the political sphere the PAR is just a formality".

Other interviewees highlight that, in part, the political sphere is knowingly hindering the reform due to electoral interests: politicians fear the loss of votes from civil servants and their families, as a real reform would imply the dismissal of a number of civil servants.

A large part of the political class is indeed considered to be convinced of the need for a substantial reform and modernization of the PA and is striving to implement it. This could be achieved also through the schemes for the specialization of the civil servants (such as YCS) and by the policies ensuring competitive wages for those working in key fields (such as the Cadre Fund Scheme).

The opinion of the non-YCS senior civil servants

The three attitudes are perceived also by the non-YCS senior servants:

- cynicism:

"the political sphere proclaims it as it suites them best";

- preoccupation for implications:

"this is the most delicate topic, because the profound reform will bring the dismissal of thousands of employees within PA; the political sphere will be responsible for those fired employees";

- real concern and positive commitment:

"the new governance is very interested to make positive changes within PA. They are working to make the PA more efficient toward citizens requests".

4.2.6 Challenges concerning the PAR

The opinion of the YCS civil servants

The main challenges related to the PAR highlighted by the respondents can be divided into four main dimension, namely:

FIGURE 19 – PAR CHALLENGES DIMENSIONS



The following table synthetize the main challenges highlighted by respondents, per dimension:

TABLE 6 – PAR CHALLENGES

DIMENSION	MAIN CHALLENGES
Human resources	<p>Inefficient human resources</p> <p>Poor skills in English language and computer practice</p> <p>Lack of meritocracy and poor monitoring and evaluation of</p>

	<p>performance among civil servants</p> <p>Missing professional training</p> <p>Need to attract skilled young civil servants to perform for the PA</p> <p>High percentage of unqualified Civil Servants across the PA system</p>
Ethics	<p>Nepotism</p> <p>Political interferences</p> <p>Overall lack of compliance of the code of ethics</p> <p>Lack of transparency</p> <p>Lack of meritocracy</p>
Policy implementation and coordination	<p>Poor implementation of the existing laws and regulations for the PA, which are otherwise considered advanced</p> <p>Insufficient funds for project implementation regarding PAR</p> <p>Lack of coordination between the institutions of the PA for different projects involving the reform (PAR)</p> <p>Lack of monitoring and evaluation of the projects implemented within the PAR</p>
Organizational culture	<p>Raise awareness among non YCS civil servants, on the importance of structural changes within the PA system (deal with change)</p>

The opinion of non-YCS senior civil servants

The interviewed non-YCS senior civil servants agree on speaking out against poor work skills:

“lack of professionalized human resources within PA”;

“lack of performance evaluation”;

and work ethics;

“nepotism”;

“they wait the legal timelines and don’t finish their work efficiently”.

In addition, they stress the overload of employees:

“for so many similar positions a new call is opened whereas it could just an additional job for an existing position”.

4.2.7 Relevance of YCS Scholarship for the PAR

The opinion of the YCS civil servants

Interviewees consider YCS generally relevant for the PAR and highlight positive results such as the presence of YCS alumni in several key positions across the main sectors of the PA (e.g. Minister, Secretary General, political advisors, Directors etc.). Among the identified aspects of YCS relevant, respondents focused on the fact that YCS scheme requires the scholarship holders to work in the PA within the national system, once graduated.

The overall perception is that YCS is relevant for the PA, as it generated:

FIGURE 20 – RELEVANCE OF YCS FOR THE PAR



The respondents agree that the YCS achieved its main results in the field of European integration.

The opinion of the non-YCS senior civil servants

Senior civil servants agree on the fact that the YCS scheme is very relevant for the PAR, insofar it has brought:

“young people with energy and motivated”, “with a better culture and better preparation”

inside the PA:

“they brought a new culture of working, they are highly motivated to make changes inside the PA, and they are able to manage more than one work at the same time”;

“they know the English language and they can help Kosovo, if nothing else they have brought the European mentality within the institution”.

However, some criticisms are raised toward the management of the placements inside the PA system, which can result in outcomes lower than the prospects.

The first one has to do with the allocation procedures:

“the beneficiaries are not allocated in adequate positions within PA. Their field of studies is very different to their actual positions so they can not show high performances or obtain relevant results toward PAR”;

“some of them have not even get a job inside PA. Most of the beneficiaries are positioned in Ministry of European Integration”.

The second criticism points to the recruitment procedures, that are deemed to be a sort of discrimination toward university graduates outside of the YCS:

“they come without an official call for application and it is a kind of discrimination to the other candidates finishing studies at the University”.

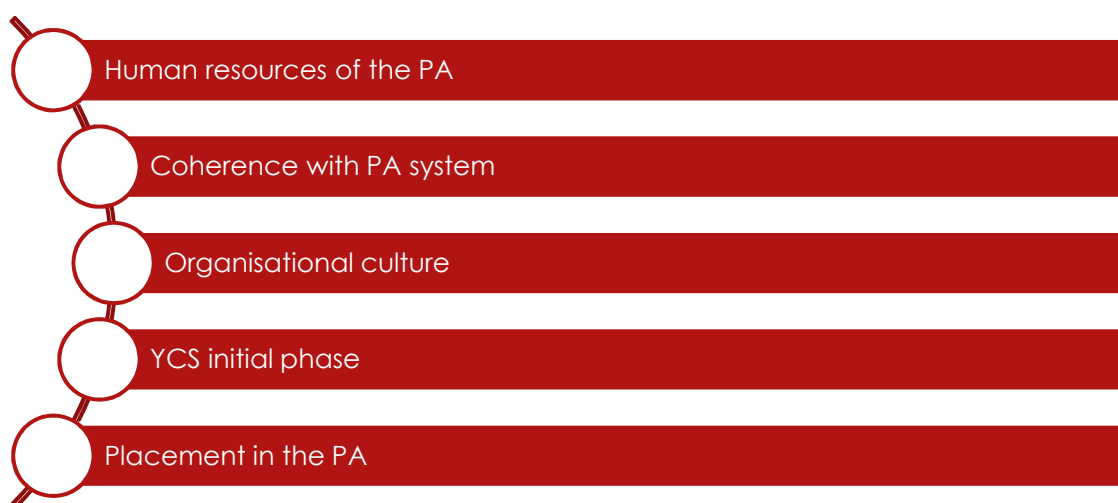
At the same time, the “preferential” job placement can influence the YCSers attitudes toward the coworkers:

“it makes the scheme members feel special”.

4.2.8 Strengths and Weaknesses of the YCS Scheme

The main identified dimensions related to the YCS scheme strengths and weaknesses are:

FIGURE 21 – YCS STRENGTHS AND WEAKNESSES DIMENSIONS



4.2.8.1 Overall Strengths of YCS Scheme

The opinion of the YCS civil servants

In general, the strengths of the YCS system identified by the respondents focused mainly on the impact on the PA system.

The following table synthetize the main strengths of the YCS scheme identified, per dimension:

TABLE 7 – STRENGTHS OF YCS SCHEME

DIMENSION	MAIN STRENGTHS OF THE YCS SCHEME
Human resources of the PA	Provides the PA with skilled human resources Facilitates an indirect transfer of knowledge from YCS alumni and colleagues within the PA
Coherence with PA system	Reflects the PA needs
Organizational culture	It generates changes in the “mentality” (more EU oriented) Raises awareness on the EU integration process

The opinion of the non-YCS senior civil servants

Senior civil servants stress mainly the introduction of “*qualified human resources*” and its outcome in the improvement of the work quality. However, the placement of the graduates is not always coherent with the precise needs of the different branches of the PA.

4.2.8.2 Overall weaknesses of the YCS scheme

The opinion of the YCS civil servants

The main identified weakness relate to the last phase of the YCS scheme, regarding the placement. The overall perception is that the procedures are not transparent enough and sometimes not relevant to the preparation received within the scholarship; moreover, respondents highlight that most of the YCS results, even though positive, are focused mainly within the Ministry of European Integration (MEI). Thus one of the main weakness is that the YCS is not proportionate in all the PA sectors. In addition, not all the PA sectors are covered by the fields available for the YCS scholarships.

Furthermore, the respondents highlight that the MEI is a body in charge with monitoring policies, not with policy-making.

In general, the identified weaknesses of the YCS system focused mainly on the initial phase (i.e. before the enrolment) and the final phase (i.e. placement in the PA).

The following table synthetize the main weaknesses of the YCS scheme identified, per dimension:

TABLE 8- WEAKNESSES OF THE YCS SCHEME

DIMENSION	OVERALL WEAKNESSES OF THE YCS SCHEME
Initial Phase – before the enrolment at the University of destination	<p>Lack of Information about the country of destination and culture</p> <p>University placement – free vs. “forced”</p> <p>Knowledge about the employment perspectives</p>
Placement in the PA	<p>The YCS condition to work only in the public sector (i.e. PA) once graduated. The perception is that the YCS alumni could contribute to the ongoing reforms and transition, also from the private sector</p> <p>The selection and placement process for the alumni in the PA is described as not transparent and not efficient. Moreover, the compliance with the condition of working for the PA once graduated is not monitored</p> <p>The positions of the YCS graduates in the PA do not always correspond to the concluded field of studies, financed by the scheme</p> <p>Imbalance in the %age of YCS graduates working within MEI, compared to other PA sectors</p>

The opinion of the non-YCS senior civil servants

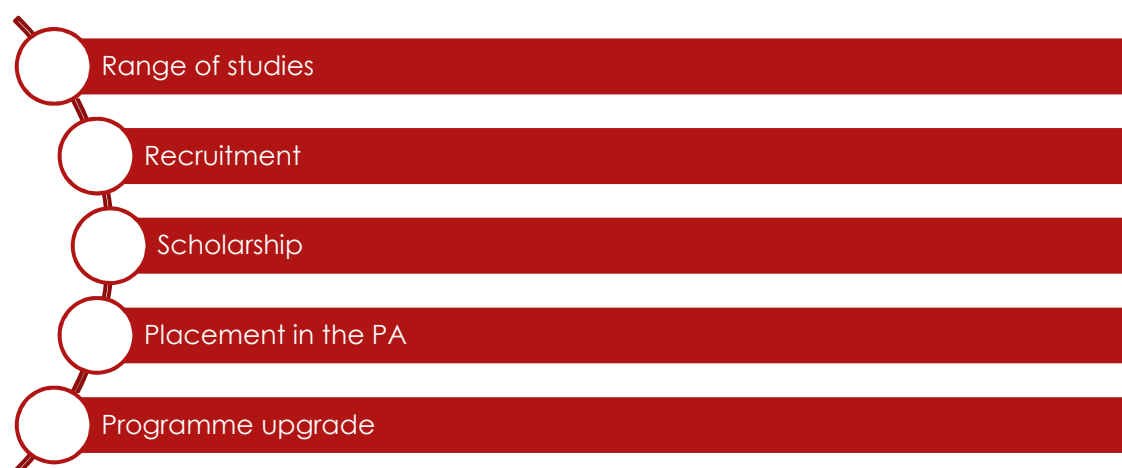
The senior civil servants refer, obviously, to the placement aspects of the scheme. They stress – as already mentioned - the not adequate allocation of the beneficiaries inside the PA and an overload of beneficiaries in the Ministry of European Integration as compared to other Ministries.

4.2.9 Insights on how to improve the YCS system

The opinion of the YCS civil servants

According to the answer given on how to improve the YCS system the following dimensions have been identified:

FIGURE 22 – DIMENSION FOR THE IMPROVEMENT OF THE YCS SCHEME



Specific insights for each identified dimension are synthesized in the following table:

TABLE 9 – INSIGHTS ON HOW TO IMPROVE THE YCS SCHEME

DIMENSION	INSIGHTS ON HOW TO IMPROVE THE YCS SYSTEM
Range of studies	<p>The planning of Master courses to be covered by scholarships should be based on concrete PAR needs (addressed to specific PA sectors)</p> <p>Respondents stress that the choice of the receiving University is limited in what concerns the active agreements with EU Universities</p>
Recruitment	<p>Selection procedures should be more transparent ("more fair selection of the beneficiaries ") and more rigorous ("the selection procedure to be stricter, like it was in the first generations")</p> <p>More coherence between the applicants preferences and the placement in the programme universities</p> <p>Limited time for choice ("the time between the application and choosing the University is too short")</p>
Scholarship	<p>Ensuring full tuition, including accommodation and living expenses</p>

	<p>for the whole duration of the Programme</p> <p>Uniform and transparent communication towards all the YCS programme participants</p> <p>Ensuring assistance once in the Country of destination (i.e. logistic guidelines and cultural information of the country of destination)</p>
Placement in the PA	<p>Setting of uniform procedures to obtain job placement</p> <p>Ensuring that all YCS graduate are employed in the PA, not only in national departments but also in local administrations, covering a broader spectrum of PA areas</p> <p>Institution of monitoring procedure of the compliance with the YCS requirement to be employed in the PA</p>
Programme upgrade	<p>Scholarship should be extended also to PhD programme</p> <p>Create specific training activities addressed to civil servants already working in the PA (non YCS)</p> <p>Creation of a YCS alumni network</p>

The opinion of the non-YCS senior civil servants

On this subject, four points are underlined:

- to increase the number of scholarships;
- to expand the range of subjects for which scholarships are offered, in order to include also "natural sciences";
- to make "non preferential" the recruitment procedures, to avoid the perceived discrimination toward university graduates that are not beneficiaries of the YCS;
- to monitor, to control the compliance of the YCS beneficiaries with the three-years commitment to work for the PA.

4.3 Conclusions

The preliminary analysis of the first phase of the present research highlighted some relevant aspects linked with the YCS scholarship.

The impact on the PA system is generally perceived as very positive. In fact, the YCS scheme provides the PA with new qualified Civil Servants and, at the same time, influences the overall existing organizational culture as it fosters what has been defined as a 'change in mentality' towards a more EU-oriented approach.

Moreover, among the relevant insights for future development of the YCS scheme, the most stressed upon are the following:

- YCS selection procedures should be more transparent and rigorous;
- Procedures for placement in the PA should be set;
- Adequate placement of the "right person" in the "right place" should be improved;
- Tutorship for job placement but also in the first steps within the PA should be ensured to all YCSers;
- The contract formula once YCS graduates are employed within the PA should be homogenized.

Finally, according to the respondents the main challenges for the overall PAR process are linked to the following dimensions:

- Human resources;
- Ethics;
- Policy implementation and coordination;
- Organizational culture.

Furthermore, the general perception is that the YCS scholarship has and will continue to contribute actively to all aforementioned dimensions.

5. Quantitative Research

5.1 The Survey

The survey was conducted by the EU funded project "EU Scholarships Scheme" implemented by the British Council and managed by the EU Office to Kosovo under the Young Cells Scheme (YCS) programme, and it is conducted with the YCS Alumni and Civil Servants employed in Kosovo's Public Administration.

The aim of the survey is to measure the impact of 10 years of YCS on Kosovo's Public Administration Reform (PAR) and to analyse the issues relating to the state-of-the-art of PAR in Kosovo.

The general objective is to contribute to the definition of a general framework identifying weaknesses, strengths and possible implementation and enforcement of PAR with a specific focus on Kosovo through the experience of YCS programme.

The survey was conducted by implementing an on-line questionnaire distributed through the YCS mailing lists in May 2015. Gathering answers from a total of 107 YCS alumni, the questionnaire investigated:

- the YCS programme experience;
- the YCS impact on the alumni's career;
- the YCS alumni's perception on the PAR in Kosovo;
- the YCC programme impact on the alumni's civic participation and engagement.

Since the YCS alumni responding at the questionnaire were not all employed in the PA at the time of questionnaire implementation, it was possible to investigate existing patterns according to their employment status along with variables such as:

- year of graduation;
- country of graduation;
- overall satisfaction with the YCS programme;
- areas within which the Master course was attended; and
- gender.

The following paragraph, briefly presents the main results of the survey⁵⁴.

⁵⁴ The analysis of the collected data was conducted primarily in terms of frequency and cross-tabulations (elaborated with the SPSS statistical software). Given the limited size of the sample, the statistical value was assessed but not confirmed by implementing the Chi Square Test.

5.1.1 Survey main results: an overview

On the Master course



Only 15% of the respondents finished their master by 2008, rising to 22% in 2012, 2013 and 2014.

Nearly half of the sample attended universities in UK, about 18% in Belgium, 15% in the Netherlands; the rest attended master courses in other European countries (with low frequencies for each country).

In general, 85% evaluate the contents of the course as “very interesting”, ranging from 95% for law studies to 73% for Political Economy studies.

100% of the respondents who attended the master course in Belgium and in the Netherlands evaluated it as “very interesting”, decreasing to 78% for respondents attending in other countries.

Overall, 55% of the respondents evaluated that the master course was “very useful” for employment prospects in the PA, ranging from almost 70% for Law studies graduates to only 46% for Political Economy graduates. As far as the usefulness of the Master course for employment prospects in the labor market was concerned, 57% of the respondents evaluated it as “very useful”, ranging from more than 77% for Law studies graduates to only 33% for European Studies graduates.

72% of the respondents entered the PA at the end of the master, ranging from 91.3% for Law studies graduates to 64.7% for Economics and development studies graduates.

The graduates from Dutch universities seemed more positive about the usefulness of the course for access to the PA, whereas those who attended the course in other countries seemed to highlight more its usefulness for gaining access to the labor market in general; both considering PA and job markets, the lowest scores were registered by students who attended the course in the UK.

Among graduates from Dutch universities, there is the highest degree of satisfaction about the life they lived when students.

As far as the satisfaction with the assistance from YCS office is concerned, 69% of the respondents found it “very satisfactory”, ranging from 80% for graduates from Dutch universities to 61% for UK universities graduates.

74.5% of the respondents were “very satisfied” with the Master course attended, ranging from 84% for European Studies graduates, to 82% for Law studies graduates, to approximately 67% and 65% for Engineering and Political economy studies graduates respectively.

Success of the PA in dealing with discrimination and equal opportunities

i 56% of the respondents indicated it as "slightly successful" with older respondents providing slightly more positive answers.

Female respondents are consistently more negative than males; 82% vs 76%.

Respondents who were never employed in the PA and Political economy studies graduates are proportionately more negative on the success of the PA in dealing with discrimination and equal opportunities.

Success of the PA in dealing with wages discrepancies between the PA and the private sectors

i Only 7,5% of the respondents evaluate it as "rather successful".

Female respondents, 2012 graduates, Respondents who were never employed in the PA are consistently more negative estimating it as "definitely unsuccessful".

Success of the PA in dealing with digitalization of the PA

i 8% of the respondents evaluate it as "rather successful"; 60% as "slightly successful".

Female respondents, 2011 and 2012 graduates, Respondents who were never employed in the PA and those who left a job in the PA are consistently more negative estimating it as "definitely unsuccessful".

Success of the PA in dealing with transparency and devolution

i 50% of the respondents evaluate it as "slightly successful"; 33% as "definitely unsuccessful".

Graduates from Dutch Universities and female respondents give proportionately more negative evaluations.

Addition to the YCS: retraining of "top level" senior officials


i 43% of the respondents evaluate it as "essential"; 45% as "very useful".

Law studies graduates and Economic Development studies graduates provide even higher scores.


Addition to the YCS: periodical refreshment initiatives for YCS alumni working in the PA

 *Younger graduates and female respondents favour periodical refreshment initiatives whilst those working in the PA hold it "essential".*

Addition to the YCS: PhD for civil servants already in the PA

 *64,5% of the respondents evaluate it as "essential" or as "very useful"; with higher scores among 2013-2014 graduates, graduates from Belgian or Dutch universities and male respondents as well as for those working in the PA and Law studies graduates.*

Improvement of the YCS: addition of new Universities for the Master courses

 *Younger cohorts are more in favour of such opportunities as well as graduates from Dutch Universities. Almost all graduates from Environment and Cultural heritage studies evaluate the addition of new Universities as "very useful".*

Improvement of the YCS: internships at the PA in EU countries

 *62% of the respondents evaluate it as "essential" with an 80% rise for Law studies graduates.*

Improvement of the YCS: internships at EU institutions

 *62% of the respondents evaluate it as "essential" (91% of Law studies graduates).*

Improvement of the YCS: dedicated tutorship from the University during the master program

i *More than 50% of the respondents evaluate it as “essential” or as “very useful”.*

Improvement of the YCS: dedicated tutorship from the YCS offices before and during the Master course

i *This option finds greater consensus among the 2009-2010 cohorts as well as for graduates from Dutch universities and among those alumni who are no longer working in the PA.*

Respondents insights on how to improve YCS

i *Internship at the PA in countries of the WB region.*

Internships in private sector in EU countries.

Keep tracking/supporting YCS alumni - coordinate with PA leaders to keep them involved in key processes.

Periodical training.

Raising wages for YCS alumni who have realized their time frame for working in PA. It is a great incentive to stimulate them to continue their work and contribution for PA.

5.2 The YCS alumni

The following graphs describe the survey sample in terms of:

- year of graduation;
- the country where the master course was attended; and
- area of study within which the master course was attended

FIGURE 23 - YEAR OF GRADUATION

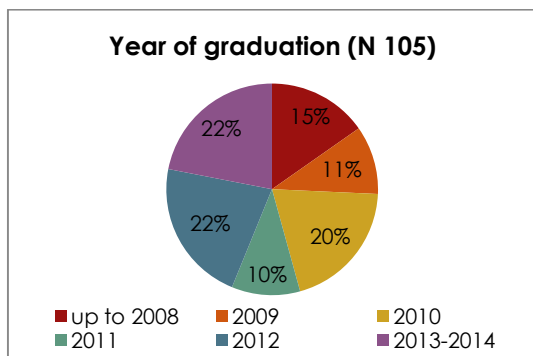


FIGURE 24 - COUNTRY OF GRADUATION

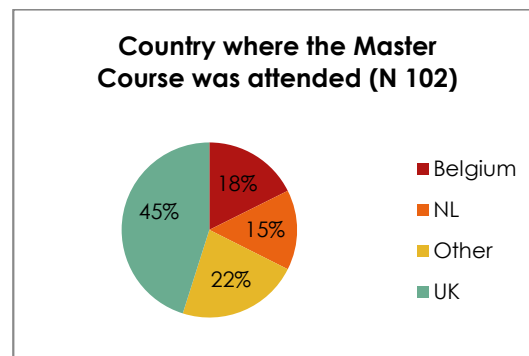
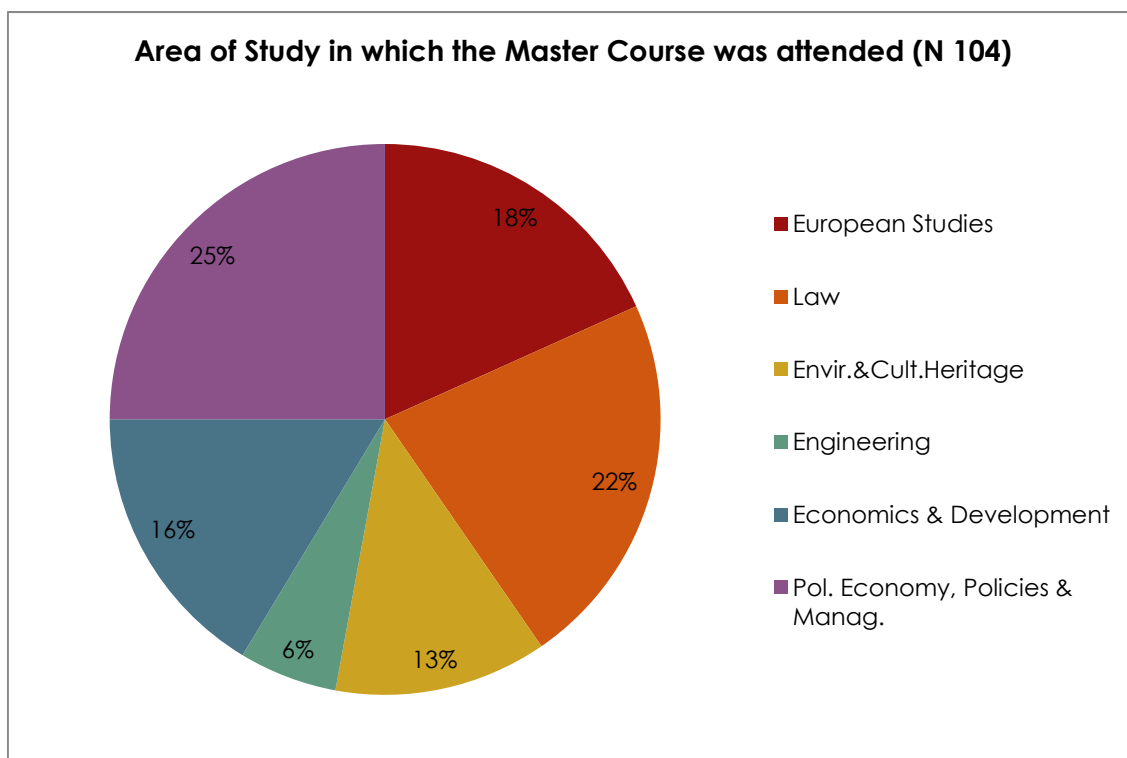
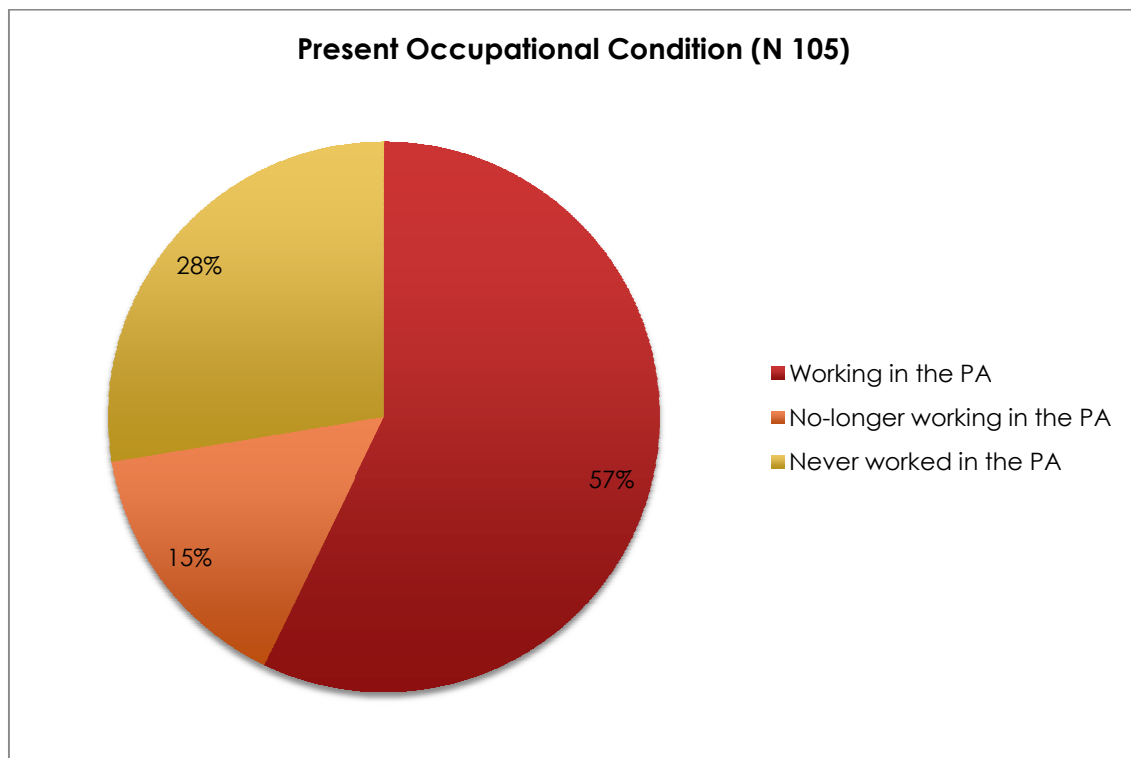


FIGURE 25 - MASTER COURSE ATTENDED



Out of the 107 YCS alumni who responded the questionnaire 57% are currently working in the PA, 15% are no-longer working in the PA, whilst 28% of them never entered the PA.

FIGURE 26 - OCCUPATIONAL CONDITION



5.3 The YCS programme experience

All respondents were asked to assess their overall experience with the YCS programme with a specific focus on:

- the Master course attended;
- the Master usefulness in terms of their employability.

5.3.1 The Master course experience

The following figures describe the alumni assessment of the Master course experience in terms of:

- interest in the subjects studies during the master;
- the quality of life experience in the country were the YCS alumni attended the Master course;
- the overall quality of the University they were enrolled in;
- the overall quality of the assistance they received; both
 - from the University they were enrolled in; and
 - from the YCS offices;
- the overall quality of the Master course programme.

Whenever possible, the aggregate data (given in the figure) was assessed against the above-mentioned variables.

5.3.1.1 Interest in the subjects studies during the master

FIGURE 27 - SATISFACTION WITH THE MASTER SUBJECTS

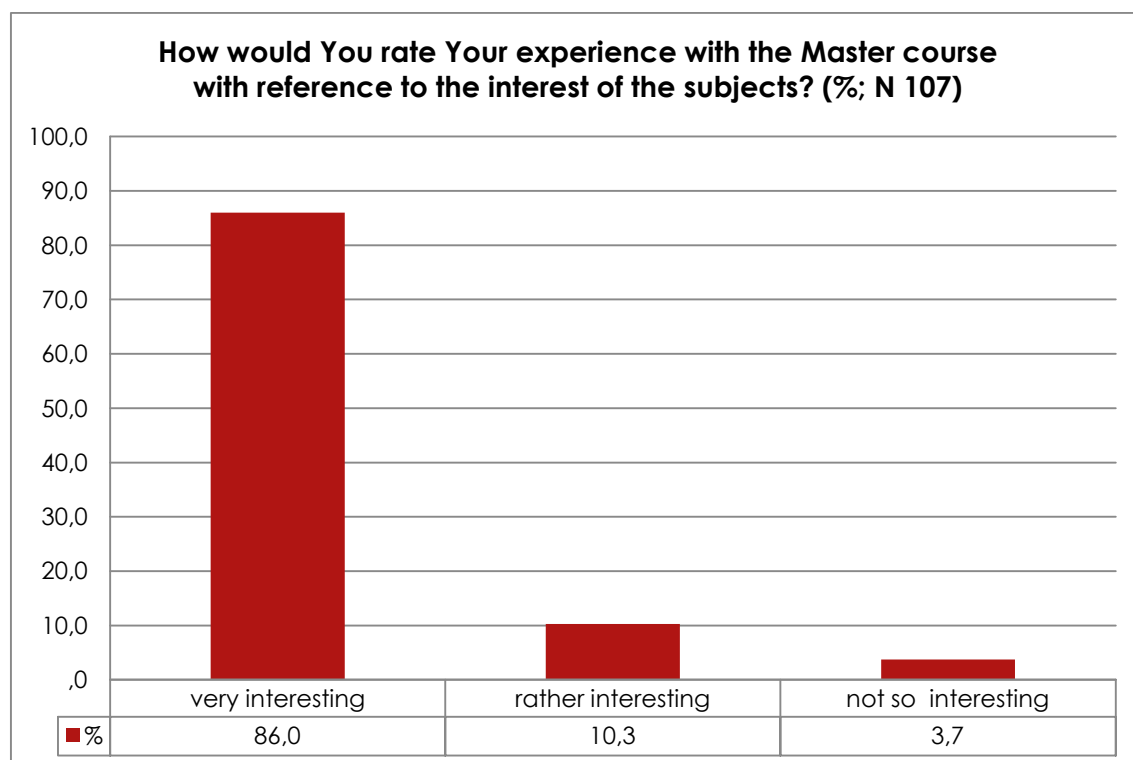


TABLE 10 – SATISFACTION WITH THE MASTER SUBJECTS AND YEAR OF GRADUATION

			very interesting	rather interesting	not so much interesting	Total
Year of Graduation	up to 2008	N	16	0	0	16
		%	100,0%	,0%	,0%	100%
2009		N	10	1	0	11
		%	90,9%	9,1%	,0%	100%
2010		N	17	3	1	21
		%	81,0%	14,3%	4,8%	100%
2011		N	9	2	0	11
		%	81,8%	18,2%	,0%	100%
2012		N	17	4	2	23
		%	73,9%	17,4%	8,7%	100%
2013-2014		N	21	1	1	23
		%	91,3%	4,3%	4,3%	100%

<i>Total</i>	N	90	11	4	105
	%	85,7%	10,5%	3,8%	100%

TABLE 11 - SATISFACTION WITH THE MASTER SUBJECTS AND COUNTRY WHERE THE MASTER COURSE WAS ATTENDED

			very interesting	rather interesting	not so much interesting	Total	
Country where the master course was attended	Belgium	N	18	0	0	18	
		%	100,0%	,0%	,0%	100%	
	NL	N	15	0	0	15	
		%	100,0%	,0%	,0%	100%	
	Other	N	18	3	2	23	
		%	78,3%	13,0%	8,7%	100%	
	UK	N	36	8	2	46	
		%	78,3%	17,4%	4,3%	100%	
	Total		N	87	11	4	102
			%	85,3%	10,8%	3,9%	100%

TABLE 12 - SATISFACTION WITH THE MASTER SUBJECTS AND GENDER

			very interesting	rather interesting	not so much interesting	Total
Gender	Male	N	46	6	2	54
		%	85,2%	11,1%	3,7%	100,0%
	Female	N	39	4	2	45
		%	86,7%	8,9%	4,4%	100,0%
Total		N	85	10	4	99
		%	85,9%	10,1%	4,0%	100,0%

TABLE 13 - SATISFACTION WITH MASTER SUBJECTS AND PRESENT OCCUPATION CONDITION

Present occupational condition			Total
Working in the PA	No- longer working in the PA	Never worked in the PA	

Rating of the experience	very interesting	N	52	16	24	92
		%	85,2%	100,0%	80,0%	86,0%
	rather interesting	N	6	0	5	11
		%	9,8%	,0%	16,7%	10,3%
	not so much interesting	N	3	0	1	4
		%	4,9%	,0%	3,3%	3,7%
Total	N	61	16	30	107	
	%	100,0%	100,0%	100,0%	100,0%	

TABLE 14 - SATISFACTION WITH THE MASTER COURSE SUBJECTS AND MASTER STUDY-AREAS

			very interesting	rather interesting	not so much interesting	Total
Master study- areas	European Studies	N	18	0	1	19
		%	94,7%	,0%	5,3%	100,0%
	Law	N	22	0	1	23
		%	95,7%	,0%	4,3%	100,0%
	Envir.&Cult.Heritage	N	11	2	0	13
		%	84,6%	15,4%	,0%	100,0%
	Engineering	N	6	0	0	6
		%	100,0%	,0%	,0%	100,0%
	Economics & Development	N	13	3	1	17
		%	76,5%	17,6%	5,9%	100,0%
	Pol. Economy, Policies & Manag.	N	19	6	1	26
		%	73,1%	23,1%	3,8%	100,0%
Total		N	89	11	4	104
		%	85,6%	10,6%	3,8%	100,0%

5.3.1.2 The quality of life experience in the country where the YCS alumni attended the Master course and of the University attended.

TABLE 15 - THE QUALITY OF LIFE

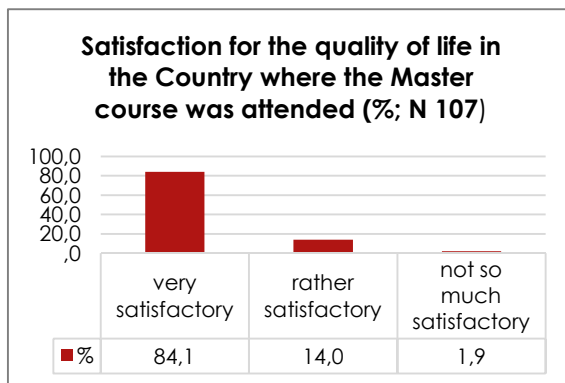
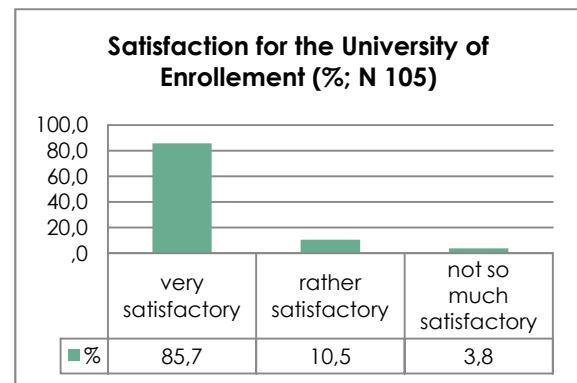


TABLE 16 - THE UNIVERSITY ATTENDED



5.3.1.3 Satisfaction with the assistance received during the Master programme

FIGURE 28 - ASSISTANCE FROM THE UNIVERSITY

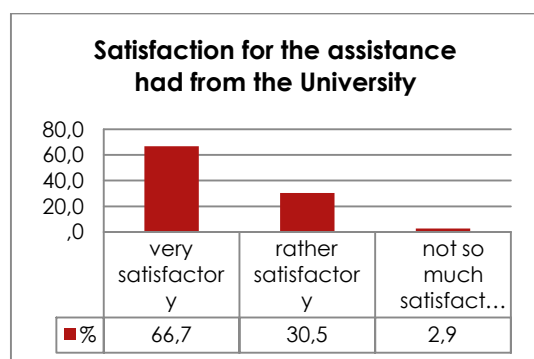


TABLE 17 - ASSISTANCE FROM THE UNIVERSITY AND YEAR OF GRADUATION

		Satisfaction rate with the assistance from the University			
		very satisfactory	rather satisfactory	not so much satisfactory	Total
Year of Graduation	up to 2008	N 13	3	0	16
		% 81,3	18,8	,0	100,0%
	2009	N 7	4	0	11
		% 63,6	36,4	,0	100,0%
	2010	N 10	8	2	20
		% 50,0	40,0	10,0	100,0%
	2011	N 9	2	0	11
		% 81,8	18,2	,0	100,0%
	2012	N 15	8	0	23
		% 65,2	34,8	,0	100,0%
	2013-2014	N 15	7	1	23
		% 65,2	30,4	4,3	100,0%
Total		N 69	32	3	104
		% 66,3%	30,8	2,9	100,0

FIGURE 29 - ASSISTANCE FROM THE YCS

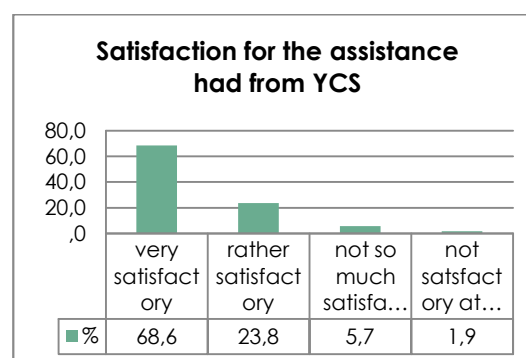


TABLE 18 - ASSISTANCE FROM YCS AND YEAR OF GRADUATION

		Satisfaction rate for the assistance You had from the YCS offices				
		very satisfactory	rather satisfactory	not so much satisfactory	not satisfactory at all	Total
Year of Graduation	up to 2008	N 8	7	1	0	16
		% 50,0	43,8	6,3	,0	100
	2009	N 5	4	1	1	11
		% 45,5	36,4	9,1	9,1	100
	2010	N 14	4	1	1	20
		% 70,0	20,0	5,0	5,0	100
	2011	N 7	4	0	0	11
		% 63,6	36,4	,0	,0	100
	2012	N 19	2	2	0	23
		% 82,6	8,7%	8,7	,0	100
	2013-2014	N 18	4	1	0	23
		% 78,3	17,4	4,3	,0	100
Total		N 71	25	6	2	104
		% 68,3	24,0	5,8	1,9	100

TABLE 19 - ASSISTANCE FROM THE UNIVERSITY AND COUNTRY OF ENROLLMENT

			Satisfaction rate for the assistance You had from the University			Total
			very satisfactory	rather satisfactory	not so much satisfactory	
Country	B	N	11	6	1	18
			61,1	33,3	5,6	100,0%
	NL	N	11	4	0	15
			73,3	26,7	,0	100,0%
	Other	N	17	4	0	21
			81,0	19,0	,0	100,0%
	UK	N	29	15	2	46
			63,0	32,6	4,3	100,0%
Total		N	68	29	3	100
		%	68,0	29,0	3,0	100,0

TABLE 20 - ASSISTANCE FROM YCS AND COUNTRY OF ENROLLMENT

			Satisfaction rate for the assistance You had from the YCS offices				
			very satisfactory	rather satisfactory	not so much satisfactory	not satisfactory at all	Total
Country	B	N	14	4	0	0	18
		%	77,8	22,2	,0	,0	100
	NL	N	12	3	0	0	15
		%	80,0	20,0	,0	,0	100
	Other	N	15	5	1	0	21
		%	71,4	23,8	4,8	,0	100
	UK	N	28	12	4	2	46
		%	60,9	26,1	8,7	4,3	100
Total		N	69	24	5	2	100
		%	69,0	24,0	5,0	2,0	100

5.3.1.4 Overall quality of the Master course programme

FIGURE 30 - QUALITY OF THE MASTER COURSE

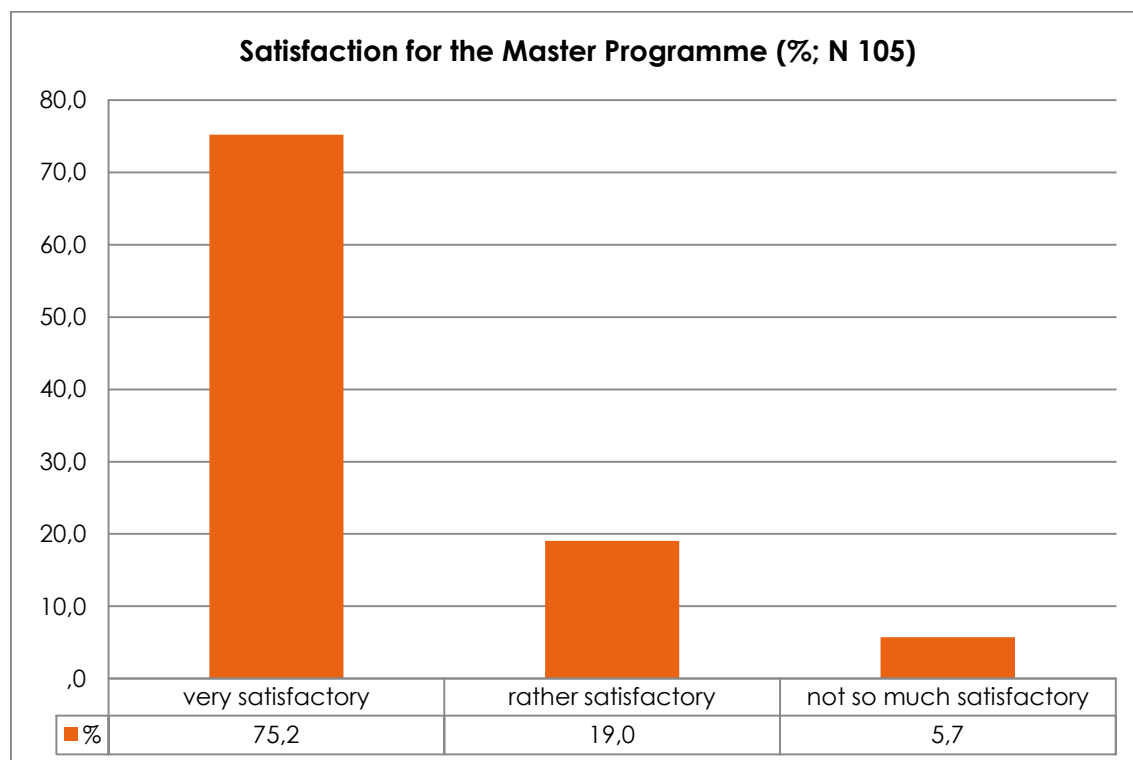


TABLE 21 - QUALITY OF THE MASTER COURSE AND AREA OF STUDIES

		Satisfaction rate for the Master course program				Total
			very satisfactory	rather satisfactory	not so much satisfactory	
Master study-areas	European Studies	N	16	1	2	19
		%	84,2%	5,3%	10,5%	100,0%
	Law	N	18	4	0	22
		%	81,8%	18,2%	,0%	100,0%
	Envir.&Cult.Heritage	N	9	1	2	12
		%	75,0%	8,3%	16,7%	100,0%
	Engineering	N	4	2	0	6
		%	66,7%	33,3%	,0%	100,0%
	Economics & Development	N	12	4	1	17
		%	70,6%	23,5%	5,9%	100,0%
	Pol. Economy, Policies & Manag.	N	17	8	1	26
		%	65,4%	30,8%	3,8%	100,0%
Total		N	76	20	6	102
		%	74,5%	19,6%	5,9%	100,0%

5.3.2 The Master usefulness in terms of YCS graduates employability

The following figures highlight the aggregate results of the YCS alumni in terms of their assessment of the usefulness of the Master course in finding a job in the PA and private sectors.

FIGURE 31 - MASTER USEFULNESS FOR PA EMPLOYMENT

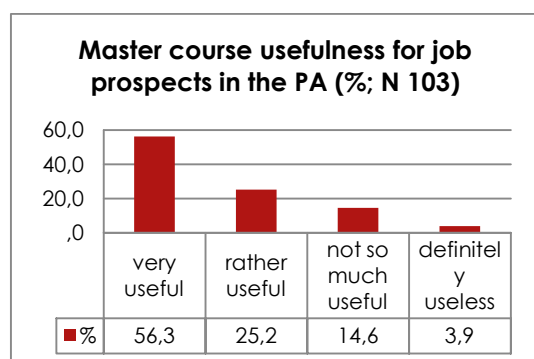
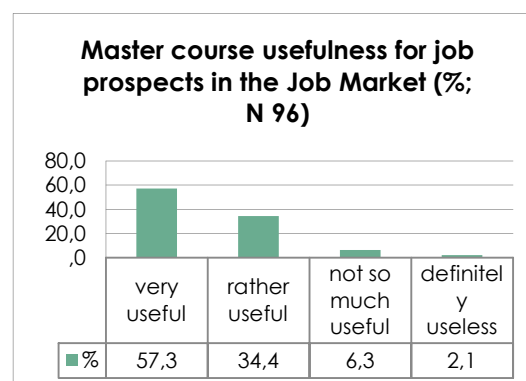


FIGURE 32 - MASTER USEFULNESS FOR JOB MARKET



The following paragraphs look at differences in the YCS alumni's assessment taking into consideration the Graduation Year, the country of enrolment, the gender and the present occupation condition of YCS alumni.

First a focus will be set on the employment prospect in the PA and, then, in the Private sector.

5.3.1.1 Employability in the Public Administration

TABLE 22 - EMPLOYABILITY IN THE PA AND GRADUATION YEAR

			very useful	rather useful	not so much useful	definitely useless	Total
Graduation Year	up to 2008	N	12	4	0	0	16
		%	75,0%	25,0%	,0%	,0%	100,0%
	2009	N	3	2	5	1	11
		%	27,3%	18,2%	45,5%	9,1%	100,0%
	2010	N	7	6	5	1	19
		%	36,8%	31,6%	26,3%	5,3%	100,0%
	2011	N	7	3	0	0	10
		%	70,0%	30,0%	,0%	,0%	100,0%
	2012	N	12	5	4	1	22
		%	54,5%	22,7%	18,2%	4,5%	100,0%
Total	2013-2014	N	16	5	1	1	23
		%	69,6%	21,7%	4,3%	4,3%	100,0%
		N	57	25	15	4	101
		%	56,4%	24,8%	14,9%	4,0%	100,0%

TABLE 23 - EMPLOYABILITY IN THE PA AND COUNTRY OF ENROLLMENT

			very useful	rather useful	not so much useful	definitely useless	Total
Country	Belgium	N	10	5	2	0	17
		%	58,8%	29,4%	11,8%	,0%	100,0%
	NL	N	11	3	1	0	15
		%	73,3%	20,0%	6,7%	,0%	100,0%
	Other	N	13	6	2	1	22
		%	59,1%	27,3%	9,1%	4,5%	100,0%
	UK	N	22	11	9	3	45
		%	48,9%	24,4%	20,0%	6,7%	100,0%
Total		N	56	25	14	4	99
		%	56.6%	25.3%	14.1%	4,0%	100.0%

TABLE 24 - EMPLOYABILITY IN THE PA AND GENDER

			very useful	rather useful	not so much useful	definitely useless	Total
Gender	Male	N	30	13	8	1	52
		%	57,7%	25,0%	15,4%	1,9%	100,0%
	Female	N	24	11	5	3	43
		%	55,8%	25,6%	11,6%	7,0%	100,0%
Total		N	54	24	13	4	95
		%	56.8%	25.3%	13.7%	4,2%	100.0%

TABLE 25 - EMPLOYABILITY IN THE PA AND OCCUPATION CONDITION

			Present occupational condition			Total
			Working in the PA	No-longer working in the PA	Never worked in the PA	
Usefulness rate of the Master course for Your job prospects in the Public Administration	very useful	N	41	8	9	58
		%	67,2%	50,0%	34,6%	56,3%
	rather useful	N	13	3	10	26
		%	21,3%	18,8%	38,5%	25,2%
	not so much useful	N	6	5	4	15
		%	9,8%	31,3%	15,4%	14,6%
	definitely useless	N	1	0	3	4
		%	1,6%	,0%	11,5%	3,9%
Total		N	61	16	26	103
		%	100,0%	100,0%	100,0%	100,0%

TABLE 26 - EMPLOYABILITY IN THE PA AND STUDY AREA

	very	rather	not so	definitely	Total
--	------	--------	--------	------------	-------

			useful	useful	much useful	useless	
Master study- areas	European Studies	N	10	6	3	0	19
		%	52,6%	31,6%	15,8%	,0%	100,0%
	Law	N	16	4	3	0	23
		%	69,6%	17,4%	13,0%	,0%	100,0%
	Envir.&Cult.Heritage	N	7	3	0	2	12
		%	58,3%	25,0%	,0%	16,7%	100,0%
	Engineering	N	2	2	0	1	5
		%	40,0%	40,0%	,0%	20,0%	100,0%
	Economics & Development	N	9	5	2	0	16
		%	56,3%	31,3%	12,5%	,0%	100,0%
	Pol. Economy, Policies & Manag.	N	12	6	7	1	26
		%	46,2%	23,1%	26,9%	3,8%	100,0%
	Total	N	56	26	15	4	101
		%	55,4%	25,7%	14,9%	4,0%	100,0%

5.3.1.1 Employability in the Private Sector

TABLE 27 - EMPLOYABILITY IN THE PRIVATE SECTOR AND GRADUATION YEAR

			very useful	rather useful	not so much useful	definitely useless	Total
Year of Graduation	up to 2008	N	9	3	0	0	12
		%	75,0%	25,0%	,0%	,0%	100,0%
	2009	N	5	4	1	0	10
		%	50,0%	40,0%	10,0%	,0%	100,0%
	2010	N	7	7	2	2	18
		%	38,9%	38,9%	11,1%	11,1%	100,0%
	2011	N	6	5	0	0	11
		%	54,5%	45,5%	,0%	,0%	100,0%
	2012	N	11	10	2	0	23
		%	47,8%	43,5%	8,7%	,0%	100,0%
	2013-2014	N	17	4	1	0	22
		%	77,3%	18,2%	4,5%	,0%	100,0%
	Total	N	55	33	6	2	96
		%	57,3%	34,4%	6,3%	2,1%	100,0%

TABLE 28 - EMPLOYABILITY IN THE PRIVATE SECTOR AND COUNTRY OF ENROLLMENT

			very useful	rather useful	not so much useful	definitely useless	Total
Country	Belgium	N	10	5	2	0	17
		%	58,8%	29,4%	11,8%	,0%	100,0%

	NL	N	9	4	0	0	13
		%	69,2%	30,8%	,0%	,0%	100,0%
	Other	N	13	5	0	0	18
		%	72,2%	27,8%	,0%	,0%	100,0%
	UK	N	20	17	4	2	43
		%	46,5%	39,5%	9,3%	4,7%	100,0%
Total		N	52	31	6	2	91
		%	57,1%	34,1%	6,6%	2,2%	100,0%

TABLE 29 - EMPLOYABILITY IN THE PRIVATE SECTOR AND GENDER

			very useful	rather useful	not so much useful	definitely useless	Total
Gender	Male	N	28	14	3	1	46
		%	60,9%	30,4%	6,5%	2,2%	100,0%
	Female	N	23	16	2	1	42
		%	54,8%	38,1%	4,8%	2,4%	100,0%
Total		N	51	30	5	2	88

TABLE 30 - EMPLOYABILITY IN THE PRIVATE SECTOR AND OCCUPATION CONDITION

			Present Occupational Condition			Total
			Working in the PA	No-longer working in the PA	Never worked in the PA	
Usefulness rate of the Master course for Your job prospects in the labor market	very useful	N	37	11	7	55
		%	64,9%	73,3%	29,2%	57,3%
	rather useful	N	15	4	14	33
		%	26,3%	26,7%	58,3%	34,4%
	not so much useful	N	4	0	2	6
		%	7,0%	,0%	8,3%	6,3%
	definitely useless	N	1	0	1	2
		%	1,8%	,0%	4,2%	2,1%
Total		N	57	15	24	96
		%	100,0%	100,0%	100,0%	100,0%

TABLE 31 - EMPLOYABILITY IN THE PRIVATE SECTOR AND STUDY AREA

			very useful	rather useful	not so much useful	definitely useless	Total
Master	European Studies	N	5	8	1	1	15

study- areas		%	33,3%	53,3%	6,7%	6,7%	100,0%
	Law	N	17	5	0	0	22
		%	77,3%	22,7%	,0%	,0%	100,0%
	Envir.&Cult.Heritage	N	7	2	1	0	10
		%	70,0%	20,0%	10,0%	,0%	100,0%
	Engineering	N	4	2	0	0	6
		%	66,7%	33,3%	,0%	,0%	100,0%
	Economics & Development	N	8	8	0	0	16
		%	50,0%	50,0%	,0%	,0%	100,0%
	Pol. Economy, Policies & Manag.	N	12	7	4	1	24
		%	50,0%	29,2%	16,7%	4,2%	100,0%
	Total	N	53	32	6	2	93
		%	57,0%	34,4%	6,5%	2,2%	100,0%

5.4 The YCS impact on the alumni's career

5.4.1 A focus on the first assignment in the PA after graduation

In order to assess the YCS impact on the alumni's career and their overall experience with their present employment, respondents were asked their opinion on a number of different factors.

Since the aim of the questionnaire was to explore the role of YCS on PAR, first of all, those respondents (77) who entered the PA after the YCS programme were asked the following questions with reference to their first assignment into the PA:

TABLE 32 – FIRST ASSIGNMENT INTO THE PA: COHERENCE BETWEEN TRAINING AND TASKS

How would You rate Your first assignment into the Public Administration with reference to the coherence between Your master training and assigned tasks?

	N	%
1 very coherent	31	40,3
2 rather coherent	26	33,8
3 not so much coherent	15	19,5
4 not coherent at all	5	6,5
Total	77	100,0

TABLE 33 – HIERARCHICAL LEVEL OF PLACEMENT

How would You rate hierarchical level of placement?

	N	%
1 very adequate	32	41,6
2 rather adequate	33	42,9
3 not so much adequate	12	15,6
Total	77	100,0

TABLE 34 – WAGE LEVEL

How would You rate the wage level?

	N	%
1 very adequate	16	22,2
2 rather adequate	18	25,0
3 not so much adequate	24	33,3
4 definitely not adequate	14	19,4
Total	72	100,0

TABLE 35 – CAREER PROSPECTS

How would you rate the career prospects?

	N	%
1 very promising	34	44,2
2 rather promising	32	41,6
3 not so much promising	11	14,3
Total	77	100,0

TABLE 36 – PROSPECTS FOR CONTRIBUTING TO THE PAR

How would you rate the prospects for contributing to the reform of the Public Administration?

	N	%
1 very promising	36	48,0
2 rather promising	25	33,3
3 not so much promising	13	17,3
4 not promising at all	1	1,3
Total	75	100,0

Of those YCS graduates who entered the PA immediately after graduation (77), 54,7% worked in the PA for at least 3 years, 26,7% up to 5 years, and 18,7% worked in the PA for more than 5 years.

The majority of respondents who entered the PA seem not to have changed (48,7%) or change just once (40,8%) the sector of activity inside the PA.

Respondents were then asked to assess their work experience with particular reference to the relations they had with:

TABLE 37 – WORK RELATIONSHIPS WITH THE SUPERVISOR

Work relationships with Your supervisor/s

	N	%
--	---	---

1 very satisfactory, my expertise appreciated	46	59,7
2 rather satisfactory, but my expertise not always appreciated	26	33,8
3 not so much satisfactory, my expertise disregarded	5	6,5
Total	77	100,0

TABLE 38 – WORK RELATIONSHIPS WITH CO-WORKERS

Work relationships with Your co-workers

	N	%
1 very satisfactory, my expertise appreciated	54	70,1
2 rather satisfactory, but my expertise not always appreciated	21	27,3
3 not so much satisfactory, my expertise disregarded	2	2,6
Total	77	100,0

TABLE 39 – WORK RELATIONSHIPS WITH SUBORDINATES/DEPENDENTS

Work relationships with Your subordinates/dependents

	N	%
1 very satisfactory, my expertise appreciated	39	52,7
2 rather satisfactory, but my expertise not always appreciated	13	17,6
3 not so much satisfactory, my expertise disregarded	1	1,4
5 I don't have any	21	28,4
Total	74	100,0

Out of the 77 respondents who entered the PA after graduation 61 are still working within the public administration. The majority of them does not seem to know whether or not they will be working in the PA in the future.

TABLE 40 – PLANS ON CONTINUING TO WORK IN THE PA

Do You plan to continue to work inside the Public Administration?

	N	%
1 Yes, I have good career perspectives	17	28,3
2 Yes, I have no other choice	1	1,7
3 I don't know yet	30	50,0
4 I am considering the possibility to move to the private sector	8	13,3
5 I will move to the private sector, because my training gives	2	3,3
6 I will move to the private sector, because I am definitely d	2	3,3

Total

60

100,0

5.4.2 A focus on the current occupational condition

Whether or not respondents were working in the PA at the time of survey implementation, they were asked to assess a number of aspects of their work:

- the position achieved;
- the wage level; and
- their professional performance.

FIGURE 33 - POSITION ACHIEVED

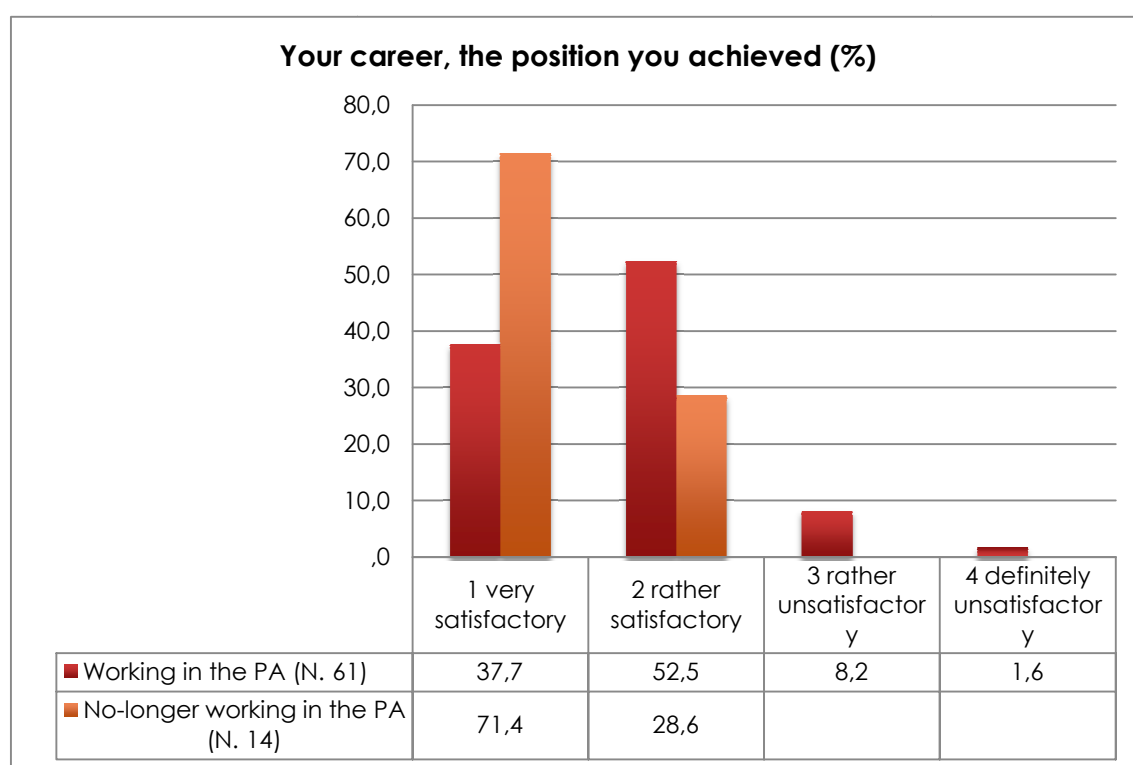


FIGURE 34 - WAGE LEVEL

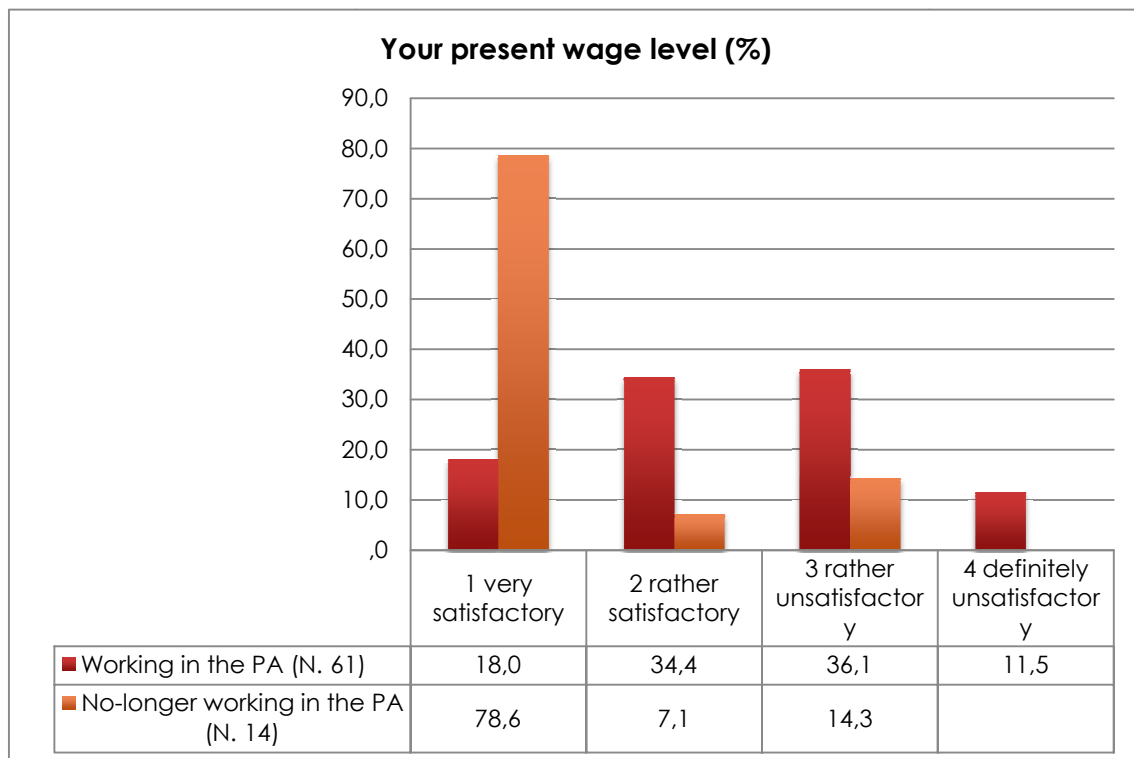
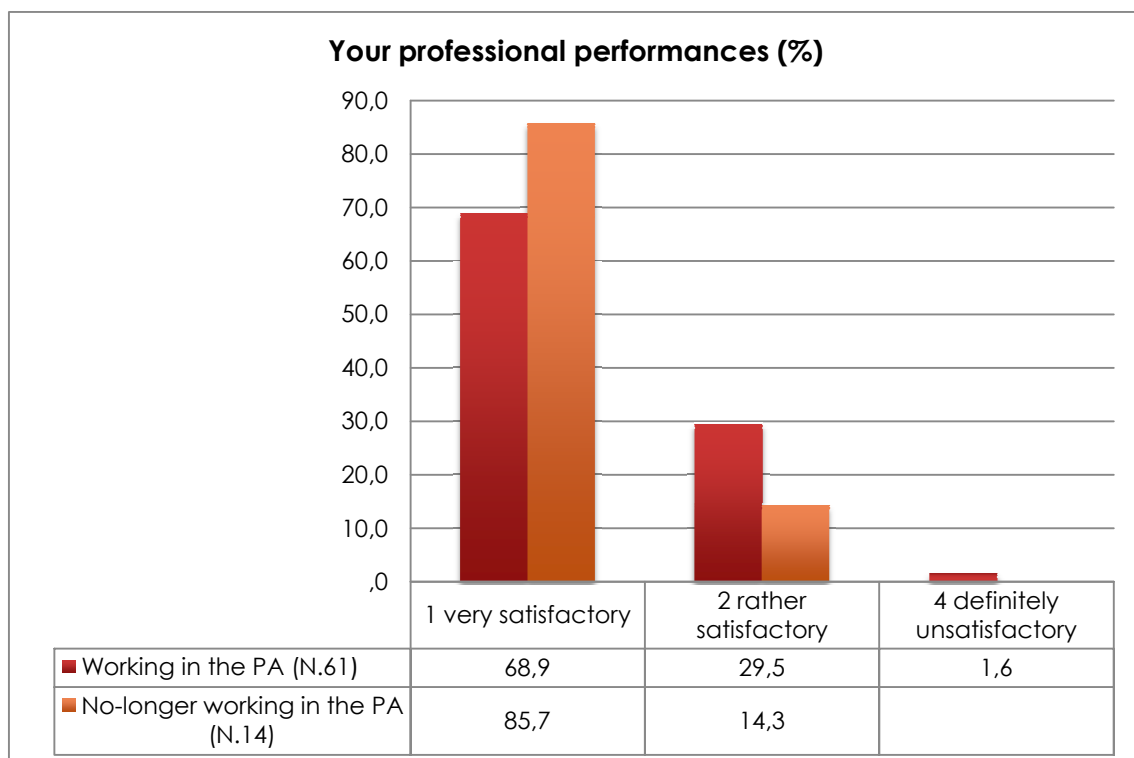


FIGURE 35 - PROFESSIONAL PERFORMANCES



5.5 The YCS alumni's perception on PAR and the role of YCS

5.5.1 The PAR success

The respondents were asked to provide their evaluation of the PAR in dealing with the following issues:

1. Gender discrimination, equal opportunities and discrimination towards minorities;
2. Wages discrepancies between the PA and the private sector;
3. Digitalisation of the PA;
4. Transparency of the PA toward citizens and devolution of responsibilities to the local administrations.

The following paragraphs look at the results according to these four dimensions by providing figures on the aggregate results and on the existing differences according to the respondents employments status.

5.5.1.1 Gender discrimination, equal opportunities and discrimination towards minorities

FIGURE 36 – DISCRIMINATION (AGGREGATE)

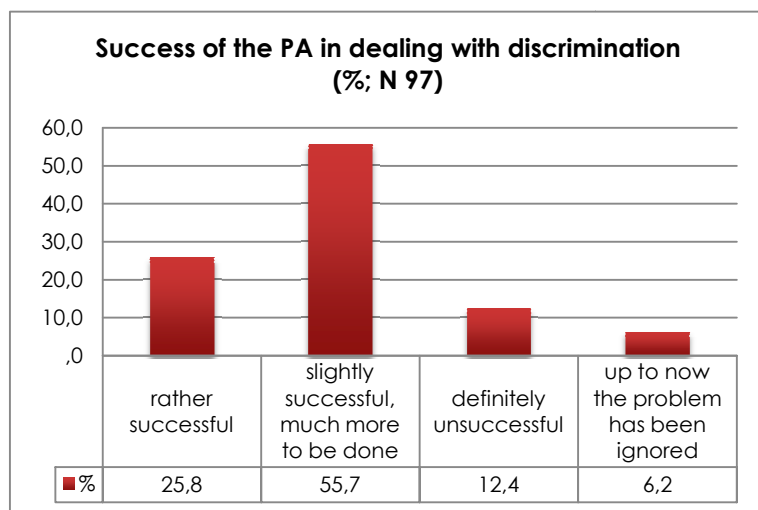
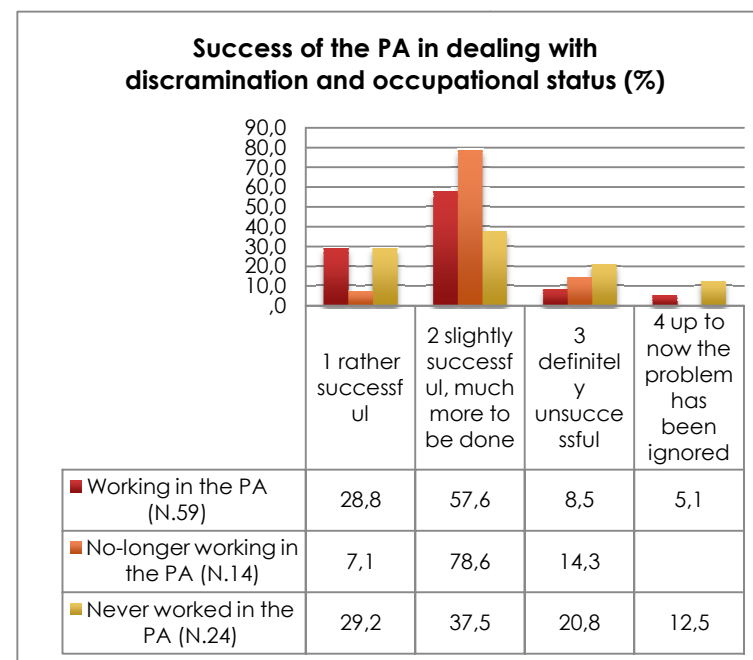


FIGURE 37 – DISCRIMINATION (OCCUPATIONAL CONDITION)

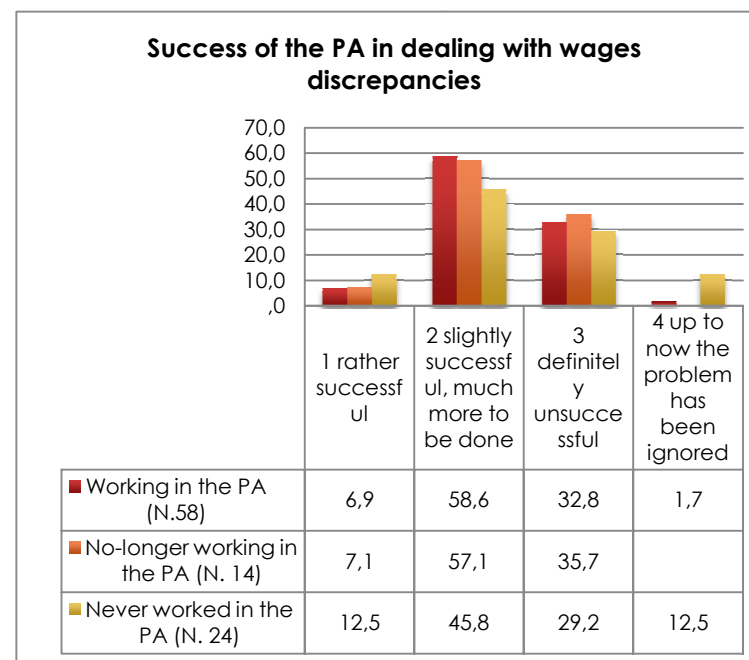


5.5.1.2 Wages discrepancies between the PA and the private sector

FIGURE 38 - WAGES DISCREPANCIES (AGGREGATE)



FIGURE 39 - WAGES DISCREPANCIES (OCCUPATIONAL CONDITION)



5.5.1.3 Digitalisation of the PA

FIGURE 40 - DIGITALIZATION (AGGREGATE)

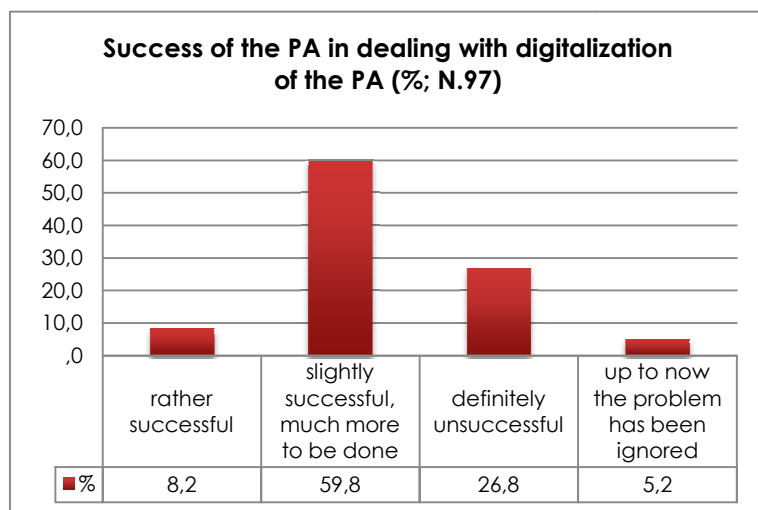
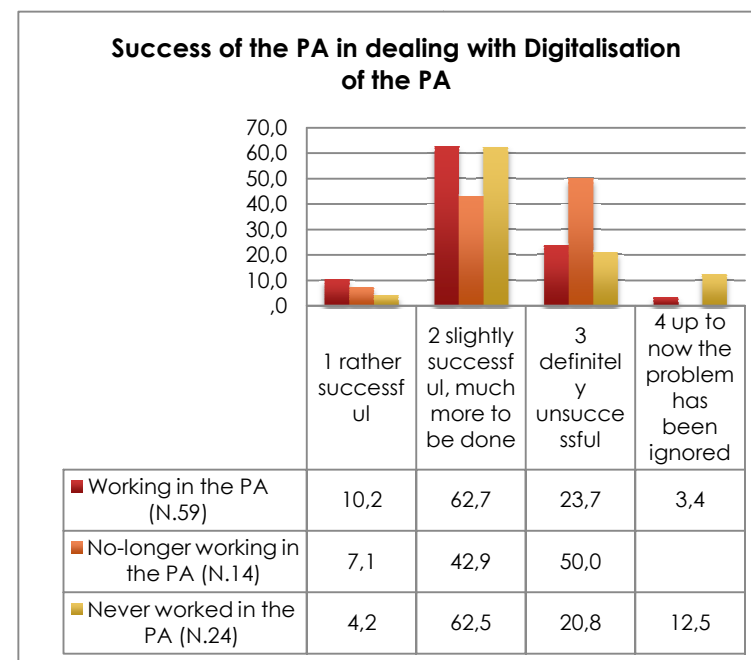


FIGURE 41 - DIGITALISATION (OCCUPATIONAL CONDITION)



5.5.1.4 Transparency of the PA toward citizens and devolution of responsibilities to the local administrations.

FIGURE 42 - TRANSPARENCY AND DEVOLUTION (AGGREGATE)

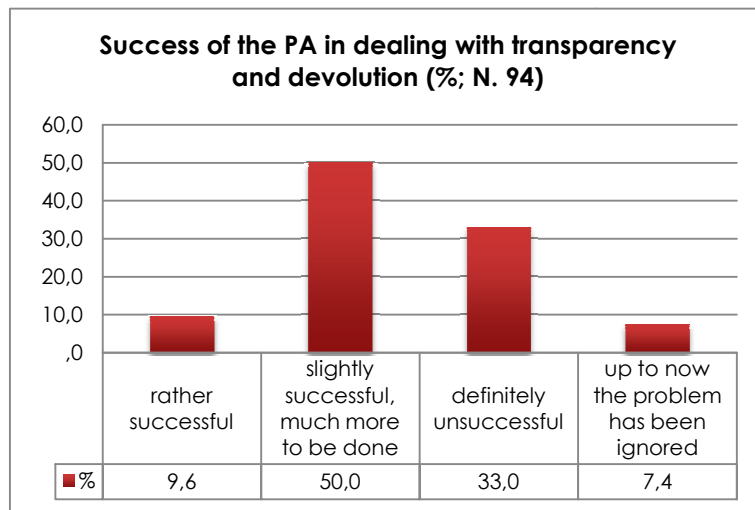
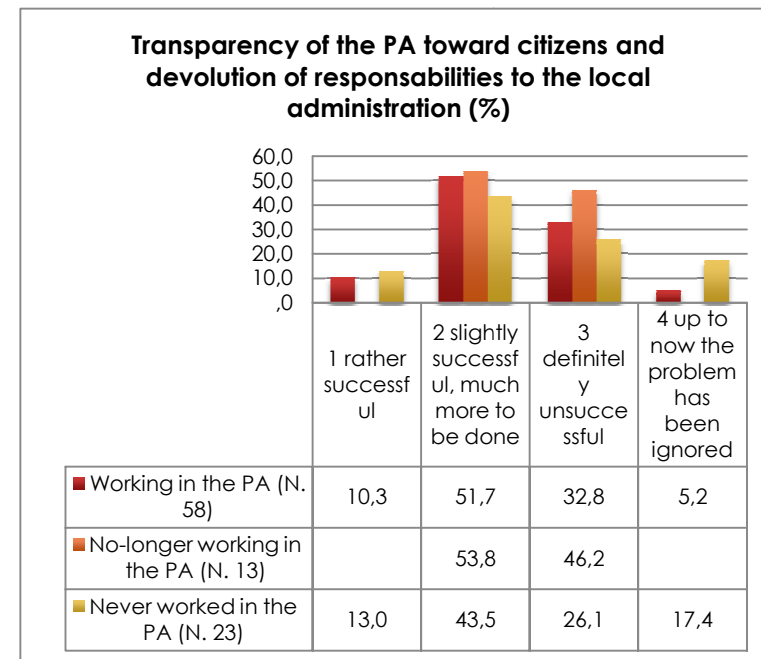


FIGURE 43 - TRANSPARENCY AND DEVOLUTION (OCCUPATIONAL CONDITION)



5.5.2 YCS improvements for a stronger role in PAR

The respondents were asked to provide their evaluation on a number of possible improvements to the YCS programme which could directly strengthen its active role in promoting PAR. Such additions to the YCS programmes included:

1. Retraining of "top level" senior officials;
2. Periodical refreshment initiatives for YCS alumni working the PA;
3. PhD programmes/schemes for civil servants (already working in the PA).

The following paragraphs look at the results according to these four dimensions by providing figures on the aggregate results and on the existing differences according to the respondents' employment status.

5.5.2.1 Retraining of "top level" senior officials

FIGURE 44 - RETRAINING (AGGREGATE)

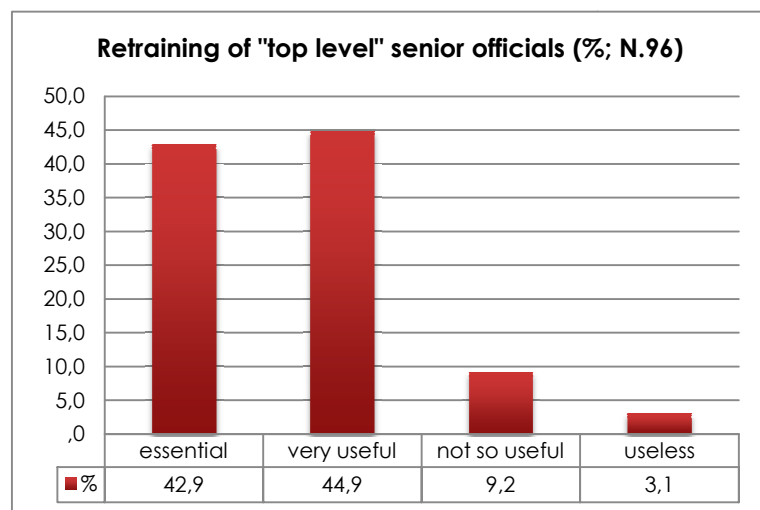
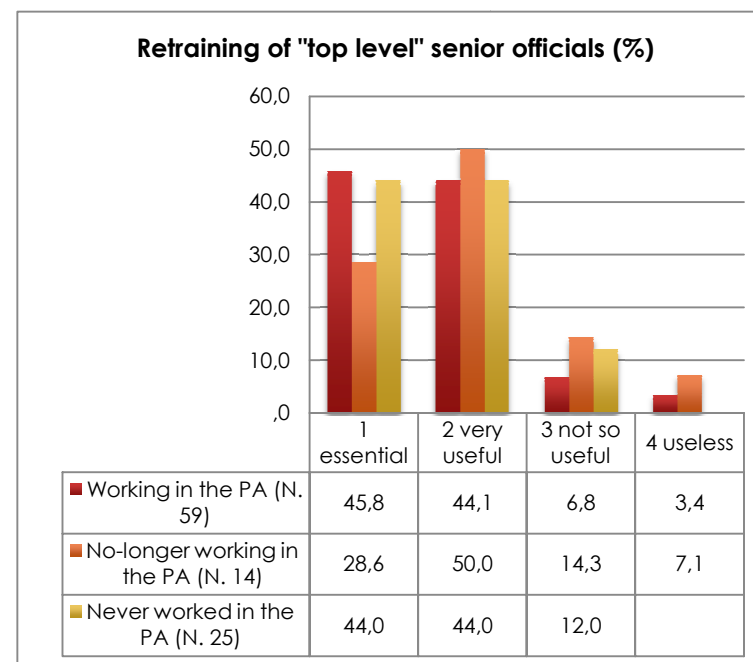


FIGURE 45 - RETRAINING (OCCUPATIONAL CONDITION)



5.5.2.2 Periodical refreshment initiatives for YCS alumni working the PA

FIGURE 46 - REFRESHMENT (AGGREGATE)

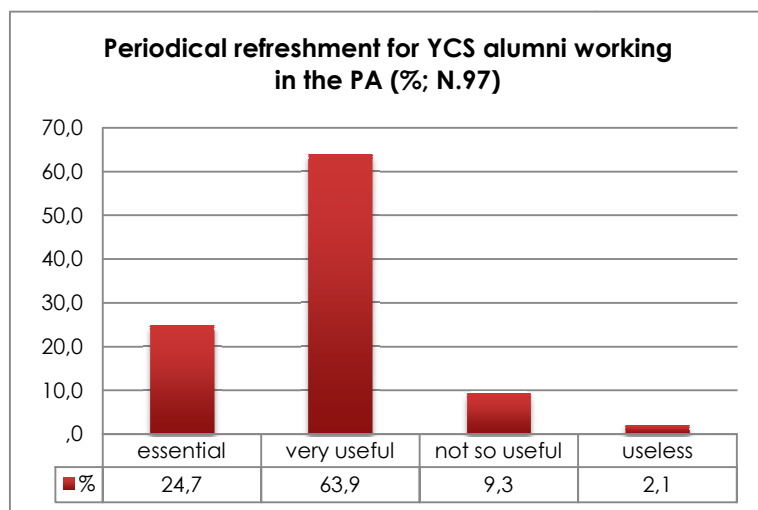
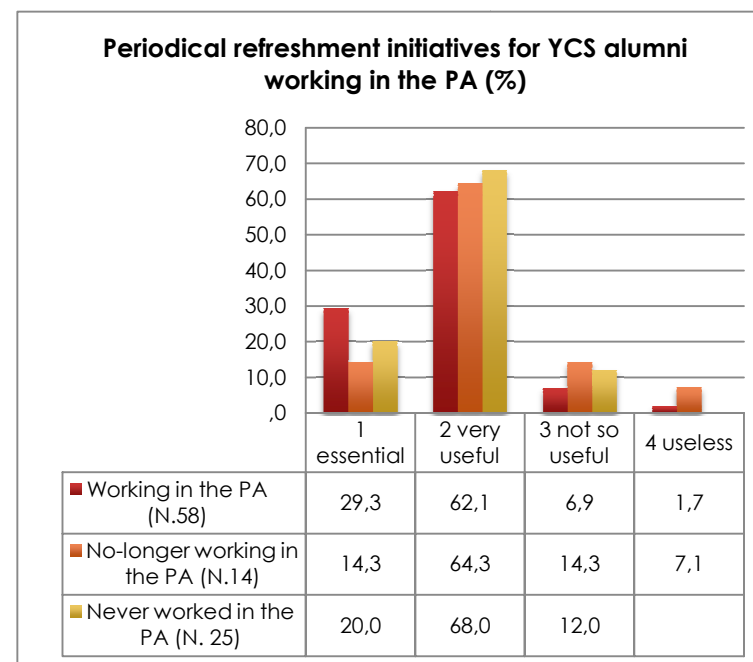


FIGURE 47 - REFRESHMENT (OCCUPATIONAL CONDITION)



5.5.2.3 PhD programmes/schemes for civil servants (already working in the PA)

FIGURE 48 - PhD (AGGREGATE)

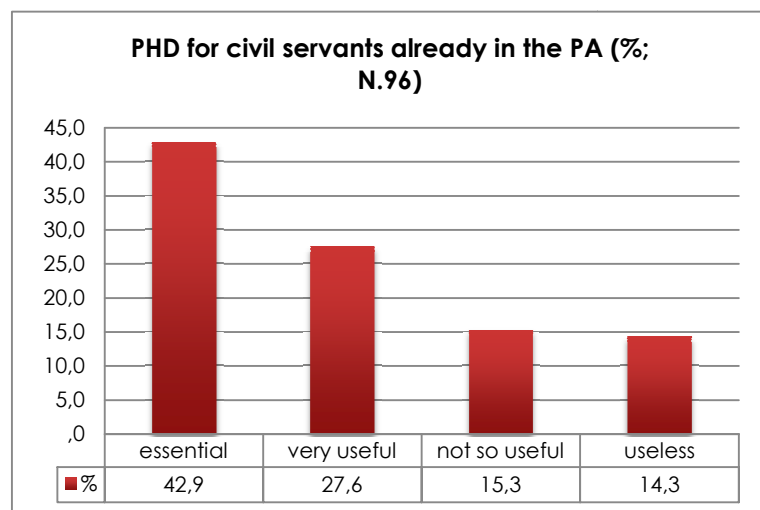
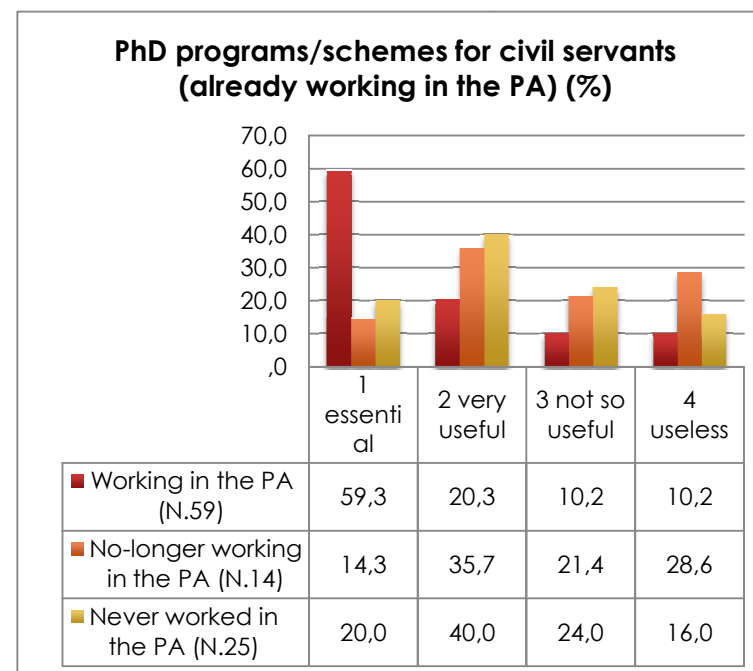


FIGURE 49 - PhD (OCCUPATIONAL CONDITION)



5.5.3 Improvements on the YCS programme

Given the results collected by the semi-structured interviews, YCS alumni envisaged a number of possible improvements of the YCS programme. In order to investigate the perception of a larger number of Alumni on such proposals, respondents were asked to provide their evaluation on the following:

1. Addition of new universities among which to make the choice for the Master course;
2. Internships at the PA in EU countries;
3. Internships at EU institutions;
4. Dedicated tutorship from the University during the Master programme;
5. Dedicated tutorship from the YCS office before and during the Master course.

In addition to these proposals, some respondents indicated the following as further areas within which to expand the YCS programme:

- Internship at the PA in countries of the WB region;
- Internships in private sector in EU countries;
- Keep tracking/supporting YCS alumni - coordinate with PA leaders to keep them involved in key processes;
- Periodical training of all YCS alumni;
- Raising wages for YCS alumni who have realized their time frame for working in PA. It is a great incentive to stimulate them to continue their work and contribution for PA.

The following paragraphs look at the results according to these four dimensions by providing figures on the aggregate results and on the existing differences according to the respondents' employment status.

5.5.3.1 Addition of new universities among which to make the choice for the Master course

FIGURE 50 - IMPROVEMENTS: NEW UNIVERSITIES (AGGREGATE)

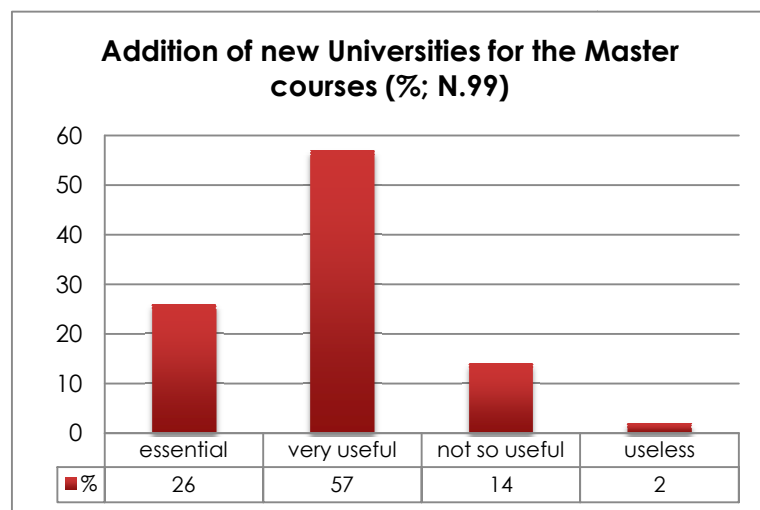
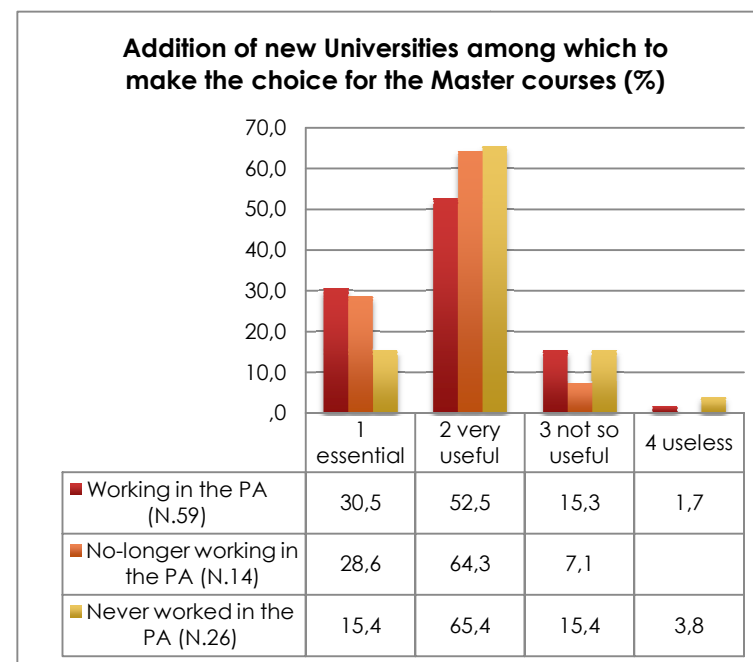


FIGURE 51 - IMPROVEMENTS: NEW UNIVERSITIES (OCCUPATIONAL CONDITION)



5.5.3.2 Internships at the PA in EU countries

FIGURE 52 - IMPROVEMENTS: INTERNSHIP IN EU COUNTRIES (AGGREGATE)

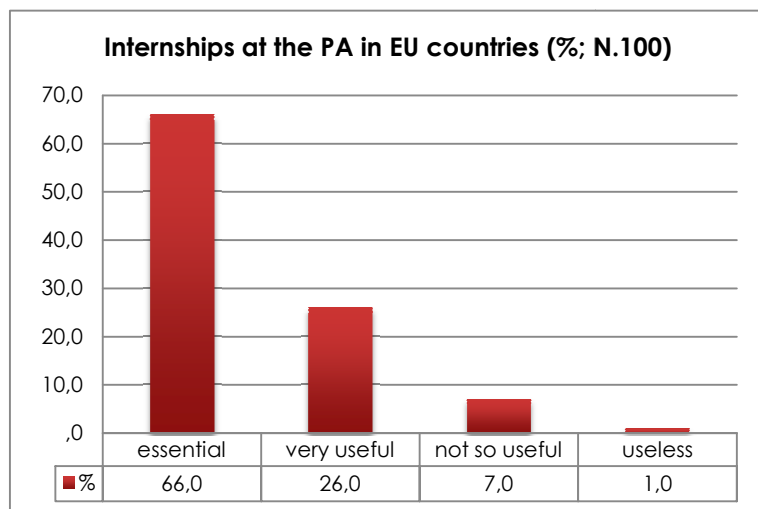
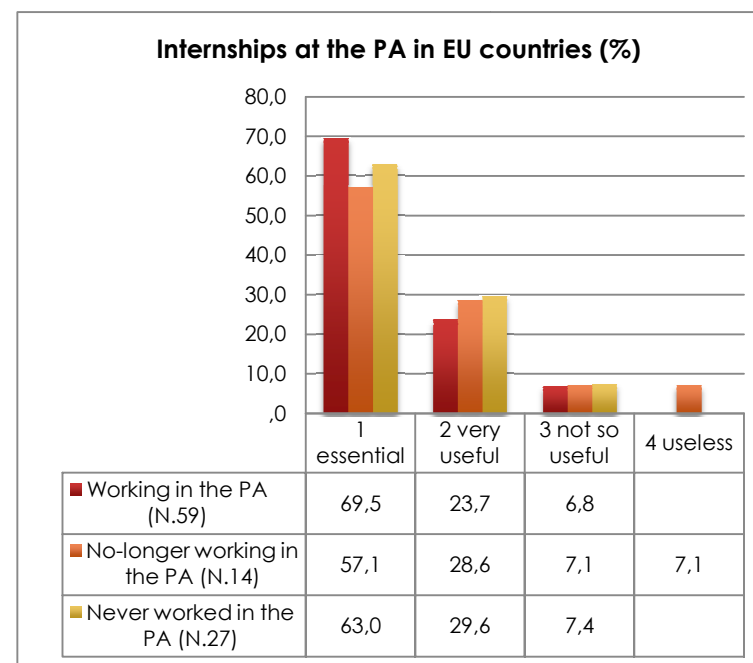


FIGURE 53 - IMPROVEMENTS: INTERNSHIP IN EU COUNTRIES (OCCUPATIONAL CONDITION)



5.5.3.3 Internships at EU institutions

FIGURE 54 - IMPROVEMENTS: INTERNSHIP AT EU INSTITUTIONS (AGGREGATE)

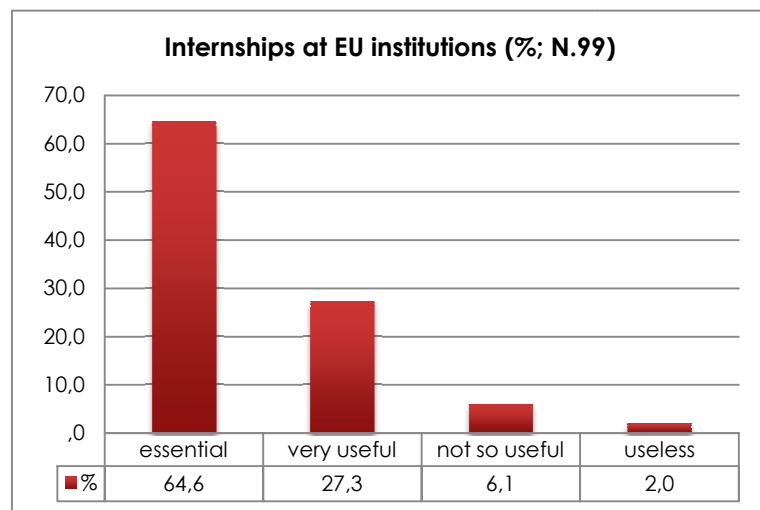
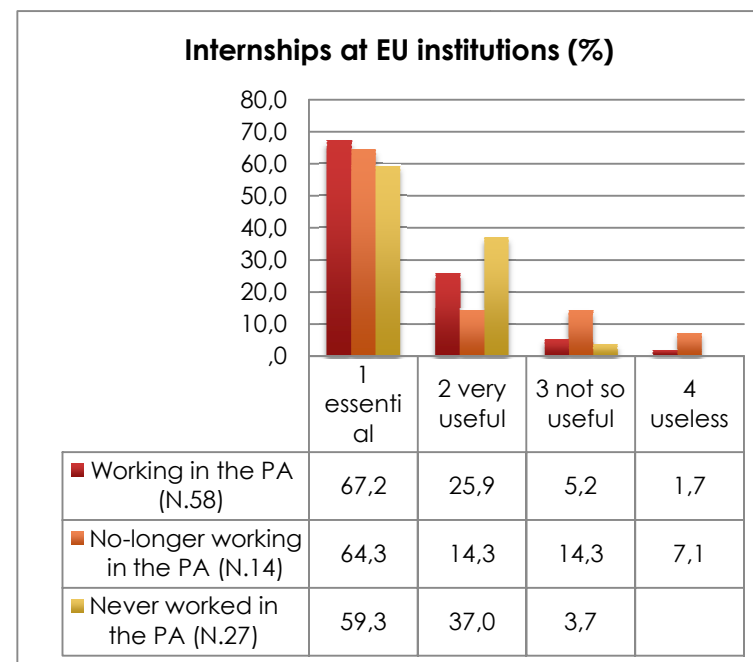


FIGURE 55 - IMPROVEMENTS: INTERNSHIP AT EU INSTITUTIONS (OCCUPATIONAL CONDITION)



5.5.3.4 Dedicated tutorship from the University during the Master programme

FIGURE 56 - IMPROVEMENTS: UNIVERSITY TUTORSHIP (AGGREGATE)

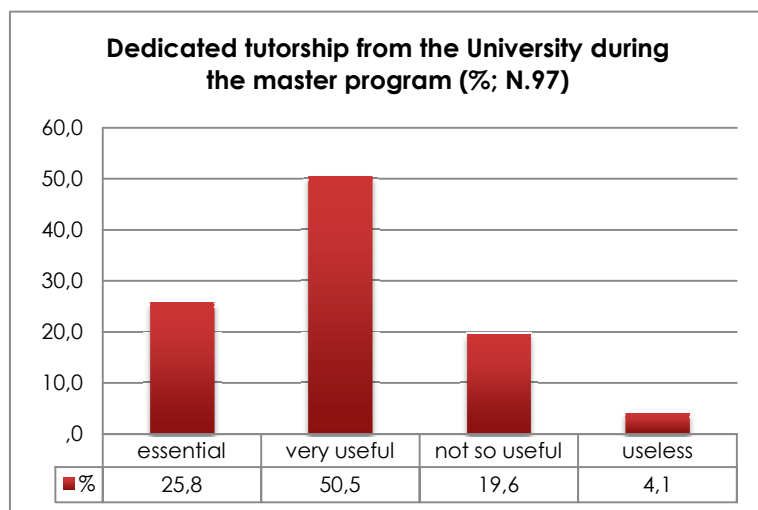
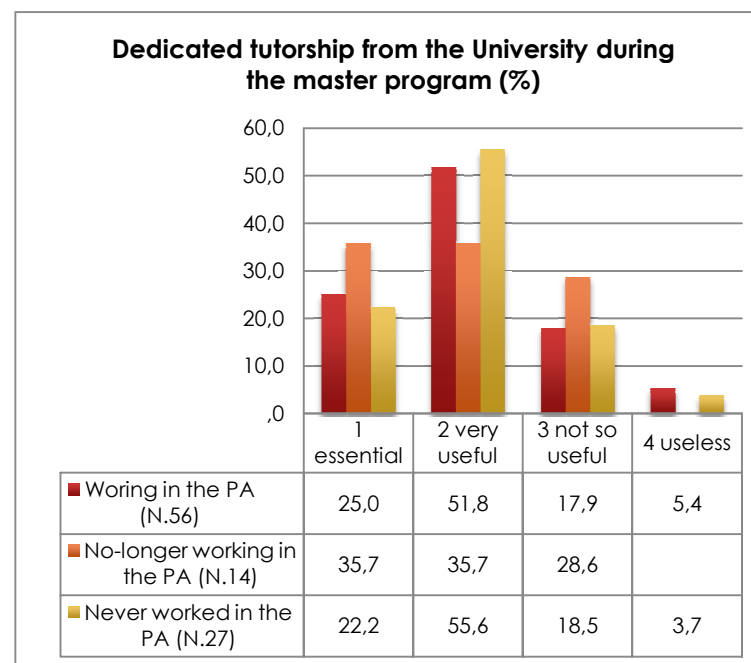


FIGURE 57 - IMPROVEMENTS: UNIVERSITY TUTORSHIP (OCCUPATIONAL CONDITION)



5.5.3.5 Dedicated tutorship from the YCS office before and during the Master course

FIGURE 58 - IMPROVEMENTS: YCS TUTORSHIP (AGGREGATE)

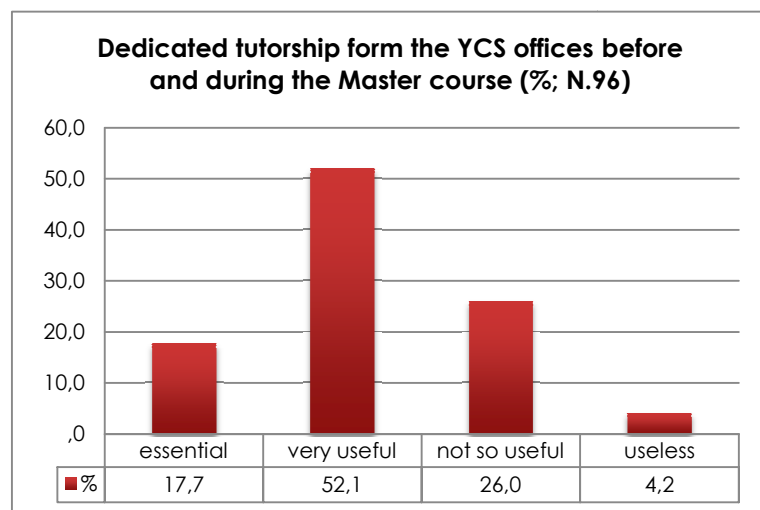
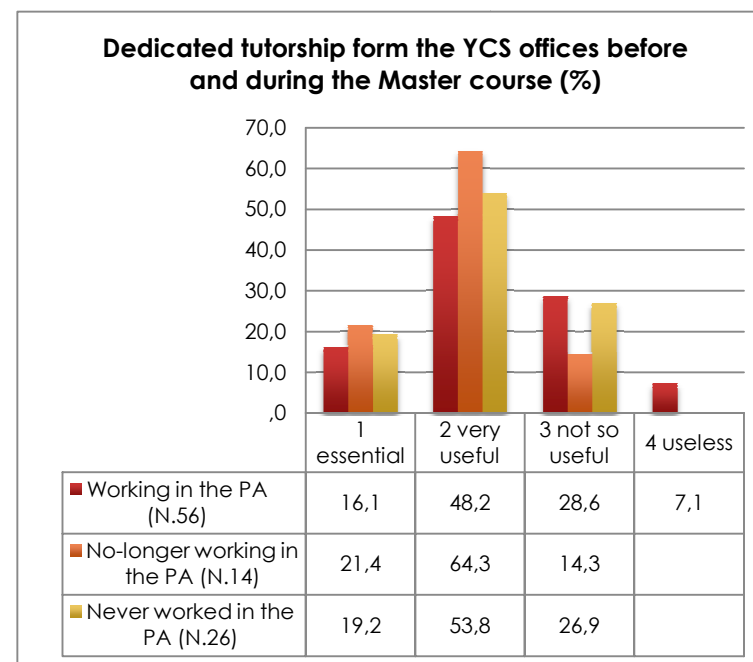


FIGURE 59 - IMPROVEMENTS: YCS TUTORSHIP (OCCUPATIONAL CONDITION)



5.6 The YCC Programme impact on the alumni's civic participation and engagement

Finally, the survey aimed at investigating whether respondents perceive to make use of the expertise acquired through the YCS Programme beyond their work, namely in:

1. Political life/commitment;
2. Civil society organization;
3. Education and training.

The following paragraphs look at the results according to these four dimensions by providing figures on the aggregate results and on the existing differences according to the respondents' employment status.

5.6.1 Political life/commitment

FIGURE 60 - POLITICAL LIFE (AGGREGATE)

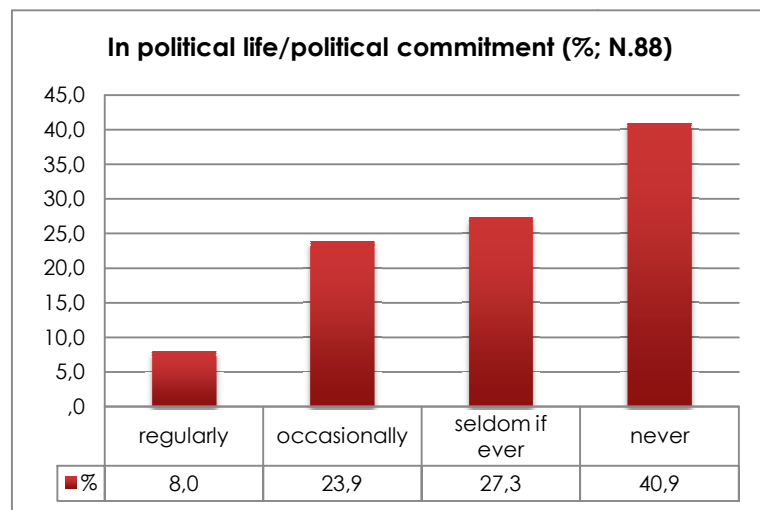
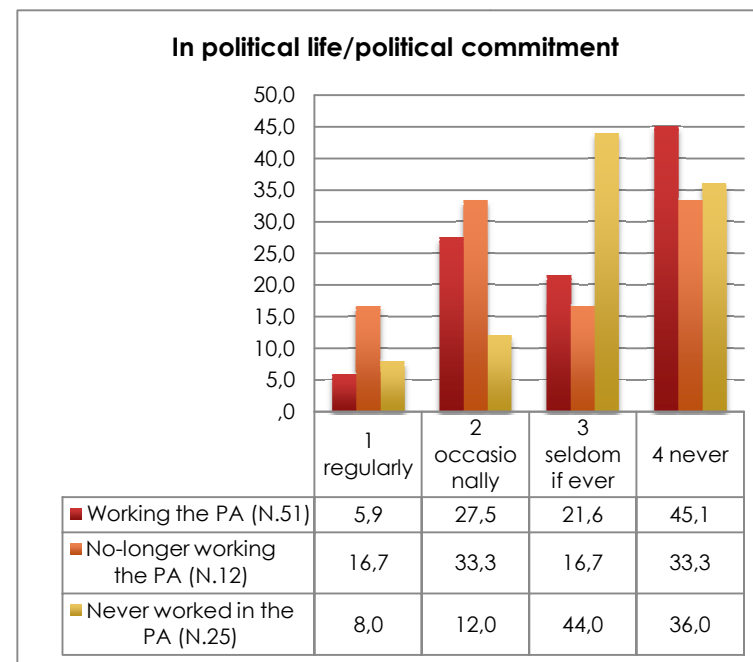


FIGURE 61 - POLITICAL LIFE (OCCUPATIONAL CONDITION)



5.6.2 Civil society organization

FIGURE 62 - CSOs (AGGREGATE)

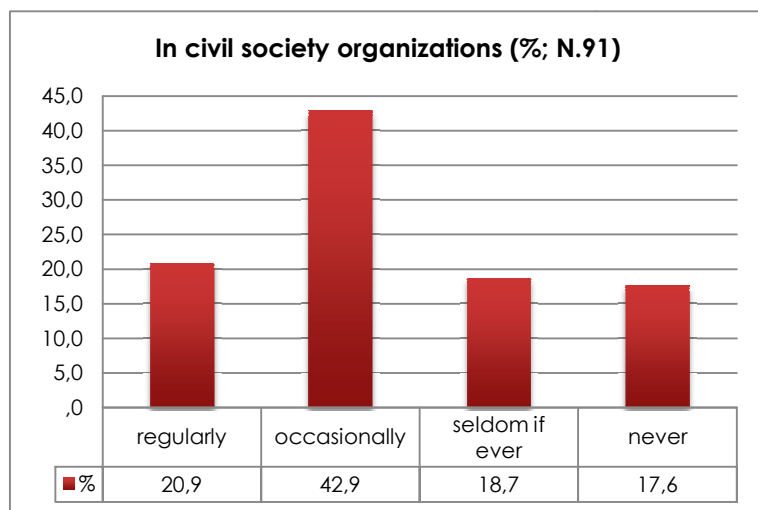
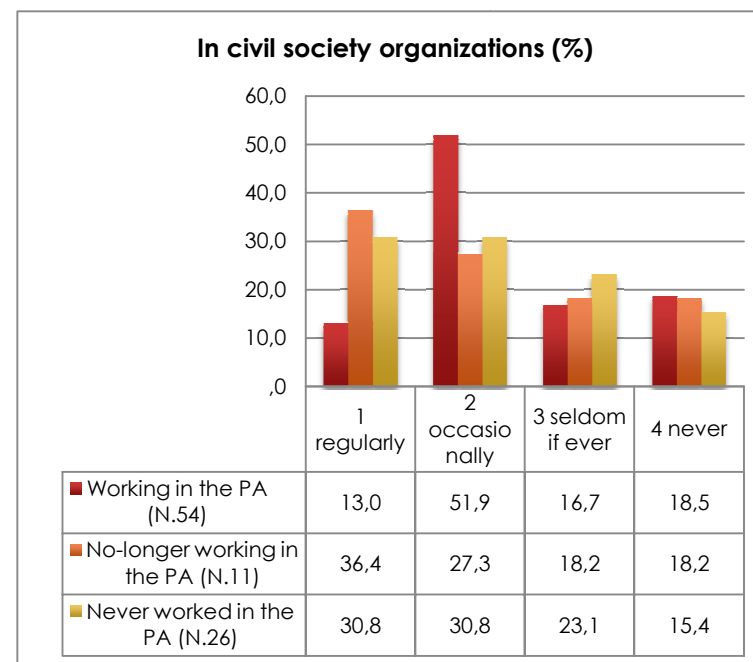


FIGURE 63 - CSOs (OCCUPATIONAL CONDITION)



5.6.3 Education and training

FIGURE 64 - EDUCATION (AGGREGATE)

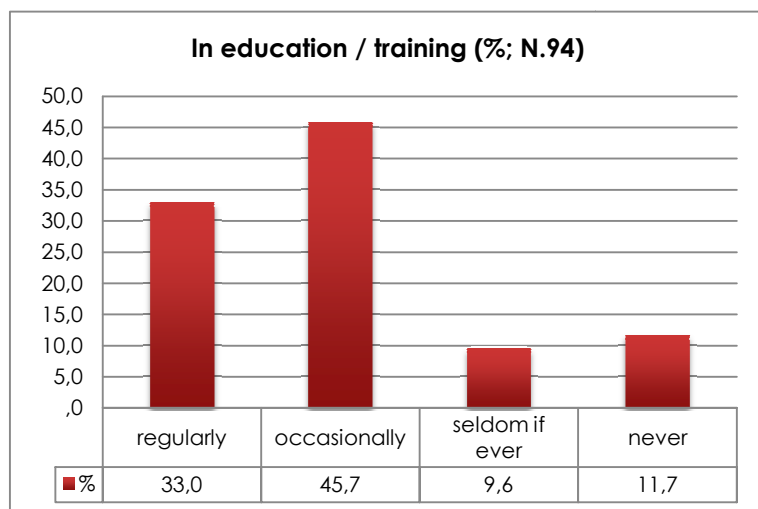
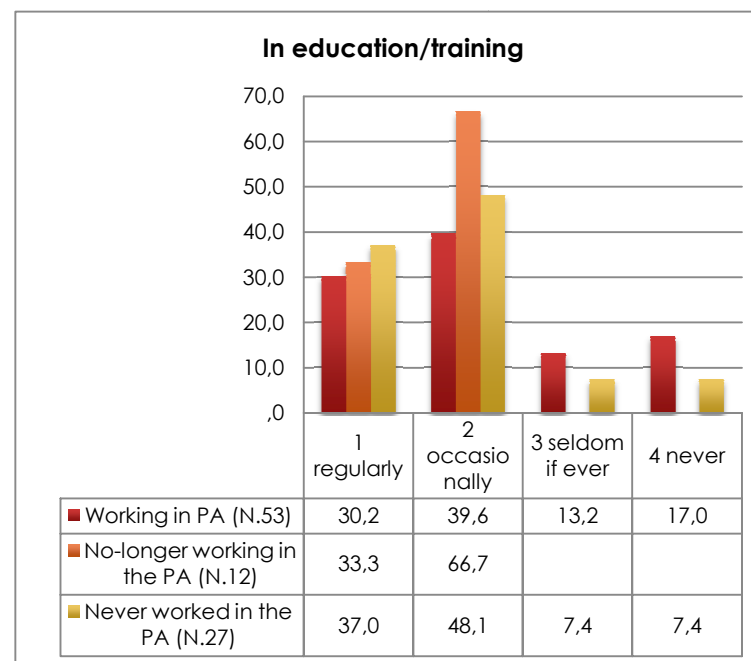


FIGURE 65 - EDUCATION (OCCUPATIONAL CONDITION)



6. World Café

An overview

i Within the EU Scholarships Scheme, an EU funded project managed by European Union Office to Kosovo and implemented by British Council, it was decided to conduct an expert study in order to:

- **to identify the key areas of Public Administration Reform (PAR) where Higher Education (HE) contributions are most needed, and the role that YCS can play in supplying these contributions.**

To upgrade the study carried out by ISIG – Institute of International Sociology of Gorizia (www.isig.it) in May 2015, on the 3rd of June 2015 a World Café with YCS stakeholders was organised in order to further highlight challenges and opportunities for PAR in Kosovo and the contributions of YCS to the process.

World Café: a methodological note

i According to worldcafe.com, “the World Café methodology is a simple, effective, and flexible format for hosting (...) group dialogue”

Although the methodology itself and logistic can vary, any World Café should be respect the following principles:

- 1) **Setting:** Create a “special” environment, most often modelled after a café.
- 2) **Welcome and Introduction:** setting the context, sharing the Cafe Etiquette, and putting participants at ease.
- 3) **Small Group Rounds:** The process begins with the first of three or more 15 to 20 minute rounds of conversation for the small group seated around a table. At the end of the twenty minutes, each member of the group moves to a different new table.
- 4) **Questions:** each round is prefaced with a question designed for the specific context and desired purpose of the session.
- 5) **Harvest:** After the table-rounds insights or other results are shared in a plenary session and are reflected visually by facilitators.

YCS World Café



The majority of participants who attended the YCS World Café were YCS alumni.

The World Café (given the limited number of participants) was structured in two tables facilitated by 3 ISIG researchers.

Three questions were addressed by the World Café in three different rounds (20 min) respectively:

Q1 - What are the challenges that PAR faces today?

Q2 - How has the YCS program impacted the PAR process?

Q3 - What can be done to improve YCS in order to meet present and future PAR challenges?

The World Café started at 3pm. At the end of the first round, participants were mixed inviting them to join a different group of people so to ensure the heterogeneity between rounds. Questions 2 and 3 were discussed within the same tables (given the limited of participants it has not been possible to re-arrange further the working groups).

The World Café ended at 17.15, after the plenary presentation – by ISIG facilitators - of the results and insights gathered in Table 1 and in Table 2.

At the end of the plenary session, feedbacks on the methodology and on the overall experience were gathered. Participants appreciated the novel method and to have had the opportunity to discuss and to share, in a structure way, their perceptions and experiences on the issues at stake.

Question 1



What are the challenges that PAR faces today?

DIMENSION	Previous results	World Café insights
Human resources	<ul style="list-style-type: none"> Inefficient human resources Poor skills in English language and computer practice Lack of meritocracy and poor monitoring and evaluation of performance among civil servants Missing professional training Need to attract skilled young civil servants to perform for the PA 	<ul style="list-style-type: none"> Lack of specialized training for civil servants and of on-the-job training Lack of motivation of civil servants in gaining new competences Low salaries Lack of incentives for

	<ul style="list-style-type: none"> High %age of unqualified Civil Servants across the PA system 	<p>professional growth</p> <ul style="list-style-type: none"> Overload of civil servants in the PA Lack of professional civil (especially in key managerial positions) No clear career grading system within the PA
Ethics	<ul style="list-style-type: none"> Nepotism Political interferences Overall lack of compliance of the code of ethics Lack of transparency Lack of meritocracy 	<ul style="list-style-type: none"> Nepotism and politicization (i.e. political interference) Lack of meritocracy
Policy implementation and coordination	<ul style="list-style-type: none"> Poor implementation of the existing laws and regulations for the PA, which are otherwise considered advanced Insufficient funds for project implementation regarding PAR Lack of coordination between the institutions of the PA for different projects involving the reform (PAR) Lack of monitoring and evaluation of the projects implemented within the PAR 	<ul style="list-style-type: none"> Laws exists that make it compulsory for civil servants to do training but the lack of coordination and bureaucratic obstacles make it very difficult to implement Non-involvement of civil servants in the decision-making process Lack of coordination among Ministries Lack of clarity on the meaning and implications of PAR Lack of strategy and defined objectives for PAR
Organizational culture	<ul style="list-style-type: none"> Raise awareness among non YCS civil servants, on the importance of structural changes within the PA system (deal with change) 	<ul style="list-style-type: none"> Old versus young mentality (pressures within the PA from senior civil servants) Lack of connection between civil society and PA PA system is still young and not yet defined (still unstable)

Question 2

i How has the YCS program impacted the PAR process?

DIMENSION	Previous results	World Café insights
Human resources of the PA	<ul style="list-style-type: none"> Provides the PA with skilled human resources Facilitates an indirect transfer of knowledge from YCS alumni and colleagues within the PA 	<ul style="list-style-type: none"> Increased professionalism expertise in the PA Improved knowledge in English Improved legal knowledge → in the short term useful for VISA procedures; in the long term useful for the needed legal reforms Positive competition among civil servants to improve their skills 10 generation (since 2004) with a professional academic degree (before YCS in the PA you could access also with a diploma)
Ethics	<ul style="list-style-type: none"> - 	<ul style="list-style-type: none"> Encourages the decrease of political interference into the functioning of the PA (95% of YCS alumni not politically involved)
Efficiency of the PA	<ul style="list-style-type: none"> - 	<ul style="list-style-type: none"> No need to hire translators and interpreters/mediators → saving money and improving efficiency effectiveness of the integration process Increased accountability and effectiveness of PA processes
Coherence with PA system	<ul style="list-style-type: none"> Reflects the PA needs 	<ul style="list-style-type: none"> More support for legal departments within the Ministries → better laws for the

		future <ul style="list-style-type: none"> • Support for the EU integration process for Kosovo
Organizational culture	<ul style="list-style-type: none"> • It generates changes in the "mentality" (more EU oriented) • Raises awareness on the EU integration process 	<ul style="list-style-type: none"> • Brings "culture of the EU" in the PA • Encourages young people to study/train as it guarantees work placements in the PA on meritocratic basis • Bring a new <i>modus operandi</i> and more responsabilization within the PA • Bringing new ideas while questioning previous policies • "New blood" mentality

Question 3



What can be done to improve YCS in order to meet present and future PAR challenges?

DIMENSION	Previous results	World Café insights
Range of studies	<ul style="list-style-type: none"> • The planning of Master courses to be covered by scholarships should be based on concrete PAR needs (addressed to specific PA sectors) • Respondents stress that the choice of the receiving University is limited in what concerns the active agreements with EU Universities 	<ul style="list-style-type: none"> • Increase the fields of Master studies (too many legal experts, need to increase technical expertise on agriculture, environment and "hard sciences" in general also in the light of the duties foreseen by the Stabilization Agreement)
Recruitment	<ul style="list-style-type: none"> • Selection procedures should be more transparent ("more fair selection of the beneficiaries") and more rigorous ("the selection procedure to be stricter, like it was in the first generations") • More coherence between the applicants preferences and 	<ul style="list-style-type: none"> • Improve visibility/communication of the programme also for minorities

	<p>the placement in the programme universities</p> <ul style="list-style-type: none"> Limited time for choice ("the time between the application and choosing the University is too short") 	
Scholarship	<ul style="list-style-type: none"> Ensuring full tuition, including accommodation and living expenses for the whole duration of the Programme Uniform and transparent communication towards all the YCS programme participants Ensuring assistance once in the Country of destination (i.e. logistic guidelines and cultural information of the country of destination) 	<ul style="list-style-type: none"> Increase number of scholarships Pre-departure orientation course (info about country of destination → this could be done at no extra-cost by alumni) More internship both during and after the Master Include only "top-rank" Universities as destination
Placement in the PA	<ul style="list-style-type: none"> Setting of uniform procedures to obtain job placement Ensuring that all YCS graduate are employed in the PA, not only in national departments but also in local administrations, covering a broader spectrum of PA areas Institution of monitoring procedure of the compliance with the YCS requirement to be employed in the PA 	<ul style="list-style-type: none"> Ensure higher rate of effective placement of alumni in the PA Coherence between field of studies and work placement/position in the PA (i.e. studied law work in law department) Less placement in MEI more placement in other departments, independent agencies, also outside Ministries After master have a one-year specific training in the PA Increase number of years in the PA from 3 to 5 Give possibility to YCS alumni to reach managerial positions in the PA More placement in LAs (e.g. Municipalities) More coordination between Government and project management in the employment process
Programme upgrade	<ul style="list-style-type: none"> Scholarship should be extended also to PhD programme 	<ul style="list-style-type: none"> Planning of a YCS scheme also for senior

	<ul style="list-style-type: none"> • Create specific training activities addressed to civil servants already working in the PA (non YCS) • Creation of a YCS alumni network 	civil servants
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World Café Results: Videos

 https://www.youtube.com/channel/UCIKZeh-BL_Odla3PiuSnBUgimplemented

World Café Results: Picture Gallery

 https://www.facebook.com/pages/ISIG-Istituto-di-Sociologia-Internazionale-di-Gorizia/110968311353?sk=photos_stream

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Sitography

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