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**TRANSPARENCY
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KOSOVA**

TRANSPARENCY INDEX IN PUBLIC PROCUREMENT 2018

FOR 38 MUNICIPALITIES
OF KOSOVO

MAY 2019



TRANSPARENCY AND
ANTI-CORRUPTION



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“Ipsa scientia potestas est”
(‘knowledge itself is power’)

FRANCIS BACON IN 1597

LIST OF ABBREVIATIONS

AI	Administrative Instructions
KDI	Kosova Democratic Institute
LPP	Law on Public Procurement
PPI	Public Procurement Index
PPRC	Public Procurement Regulatory Commission
PRB	Procurement Review Body
E-PROCUREMENT	Electronic Public Procurement Platform
MLGA	Ministry of Local Government Administration
MPA	Ministry of Public Administration
MLSW	Ministry of Labour and Social Welfare
MF	Ministry of Finance
NAO	National Audit Office
TI	Transparency International
TIK	Transparency International Kosovo

INTRODUCTION

Over the past few years, the Government of Kosovo has improved the management and transparency of public expenditure by incorporating EU directives for public procurement¹ into the legal and regulatory framework, increasing public participation,² building training programs,³ and launching an electronic procurement platform.⁴

Whereas Kosovo has dropped in 2018's Corruption Perception Index ranking, from 85th to 93rd place, significant improvements were observed in public procurement, both in transparency practices and policy. The lift of legal provisions that impeded publishing of procurement plans by all public institutions, followed by introduction of legislative amendments that made the publication of all awards in the E-Procurement platform compulsory for all institutions contributed to a greater level of transparency in public expenditure. Launching of the transparency portal by the Ministry of Finance⁵, where the budget planning and expenditure reports for all institutions are published, was another step to increasing the transparency of public expenditures.

As institutions continue to progressively engage in the disclosure of public procurement information, they need to deliver on accountability and good governance.

Through the regular publication of the Transparency Index, Kosova Democratic Institute (KDI)/Transparency International Kosova (TIK) continues to shed light on municipal procurement activities and thereby incentivize institutions to improve the quality of services delivered to citizens. The goal of this Index is to inform citizens about the levels of transparency and efficiency with which local governments can provide goods, works, and services, and to encourage institutions to conduct more efficient and transparent procurements. Improved transparency and access to information about public expenditure enables citizens to understand how their taxes are spent.

In 2018, KDI has enriched the index by introducing two new pillars and 24 additional indicators. The aim of this change was to measure transparency in a holistic way, such as including annual reports, public information and participation, grants and financing, and professional ethics and conflict of interest. These changes were made in cooperation with local government representatives and experts and civil society.

1 Law on Public Procurement in Republic of Kosovo, Nr.04/L-042, amended and supplemented by Law No. 04/L-237, Law No. 05/L-068 and Law No. 05/L-092

2 Law No. 03/L-040 on local self-Government (Sub Normative Acts: Regulation (GRK) no. 01/2016 on administrative review of municipal acts, Regulation no. 02 / 2017 on municipal performance management system, Regulation (MLGA) no. 01/2017 on the procedure for drafting and publishing municipal acts; Administrative Instruction (MLGA) no. 01/2016 on the procedure of establishment, organization and competencies of the consultative committees in the municipalities; Administrative Instruction (MLGA) no. 01/2015 for the transparency in municipalities

3 Law on Public Procurement in Republic of Kosovo, Nr.04/L-042, amended and supplemented by Law No. 04/L-237, Law No. 05/L-068 and Law No. 05/L-092, Article 25

4 E-Procurement; FreeBalance, <http://opendata.rks-gov.net>, etc.

5 Transparency Portal: <https://ptmf.rks-gov.net>

EXECUTIVE SUMMARY

In 2018, Kosovo witnessed significant progress in the transparency of public procurement at both the central and local levels of government. The technical and political challenges which prevented local governments from fully delivering on transparency in 2017, such as the functionalization of new municipal websites and completion of local elections, were finally addressed.

In 2018, the overall volume of published contract notices and contracts award notices published on municipal websites increased by 28% compared to 2017; yet, the greatest achievement of 2018 was the publication for the first time of the actual contracts in the E-procurement platform. The administrative provision supporting the requirement for all institutions to publish contracts in the E-procurement platform was announced through PPRC's amended guidelines in September 2018, however by the end of the year, 23 out of 38 municipalities were already voluntarily publishing their contracts on their websites, too.

Although the pressure exerted by civil society organizations on municipalities to open contracts was consistent over the past several years, this breakthrough was only achieved when local mayors decided to adopt this practice as way to show their personal commitment to more transparent governance. In a very short period, and as a result of positive competition, a majority of Kosovo municipalities began publishing their contracts on the municipal webpages, not only in the E-procurement platform.

Additionally, following recommendations from the 2018 Public Procurement Index, 11 municipalities started to publish their decisions as the first instance arbiters re-

garding bid protests or claims made by economic operators. Also, 24 municipalities published their procurement plans and 20 municipalities published their annual procurement reports for the previous year on their web sites. Making accessible public documents like procurement plans, contract notices, award notices, contracts, and annual procurement reports enables citizens, civil society, and media to analyze municipal performance in the area of public procurement.

As procurement activities and public auctions are now increasingly transparent, and as the PPRC is able to exercise an increasing level of oversight over both activities in comparison to previous years, KDI merged these activities into one pillar. KDI evaluates the current level of transparency of Kosovo municipalities in public procurement (including public auctions) at 50% -- a substantial 28% increase from the previous year (22%).

Another area of positive performance at the municipal level is the response rate that municipalities have demonstrated for official requests for access to public documents -- a 78% response rate. This increase in responsiveness is matched by an overall decrease in the number of requests to access public documents since citizens or researchers are able to access the documents online through the E-procurement platform or through municipal web sites; municipalities saw 59 fewer requests for access to information than in the previous year.

KDI also observed an increase in budgetary transparency by 16%, an increase from 47% in 2017 to 63% in 2018. This increase is attributed to publication of the budget (24 municipalities), amendments to the budget (29 municipalities), investment plan (23 municipalities), quarterly

expense reports (28 municipalities), the summary report for the municipality's budget for the previous fiscal year (27 municipalities), mid-term budgetary framework (28 municipalities), and the municipal audit report (22 municipalities).

In 2018, KDI started measuring eight indicators pertaining to information and public participation. The results show that all municipalities have open tender opening sessions for all citizens to attend, while 22 municipalities published their budget projections and opened this process up to public consultation. In addition, 19 municipalities published their draft decisions about municipal investments, including their agendas on their web sites, and 36 municipalities provided means of electronic communication via e-mail addresses or communication boxes in the contact module.

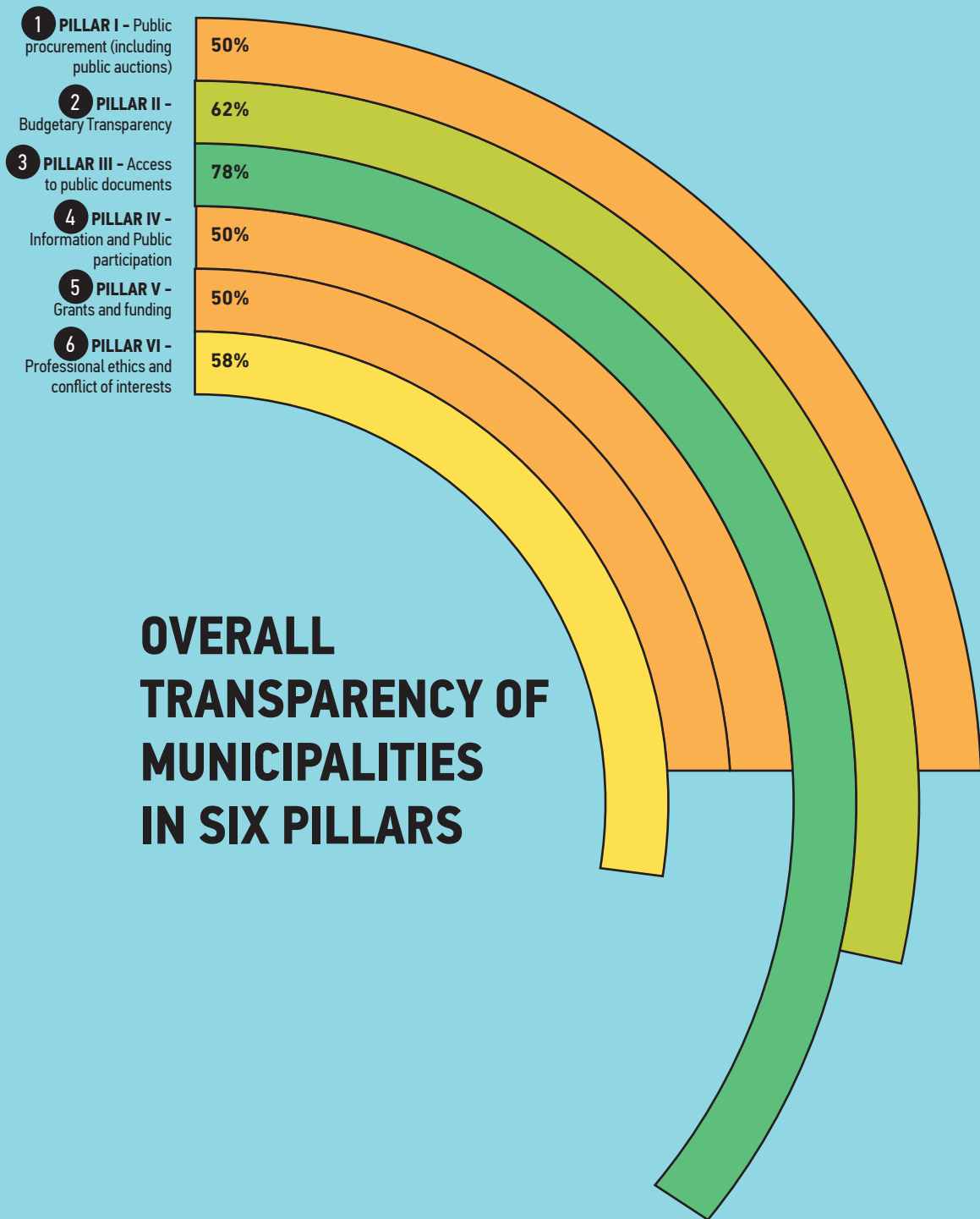
In 2018, KDI also started measuring transparency in grants and financing. According to the results of this measure, 32 municipalities publish calls for grants on their web sites and 22 municipalities publish the results of grant awards. As a recommendation from the 2018 Public Procurement Index, 12 municipalities in 2018 started publishing the regulations for grant awards and 10 municipalities started publishing information on the evaluation process for these grants.

In 2018, KDI added a new pillar to the Public Procurement Index that aims to measure the local institutional mechanisms to promote professional ethics and mitigate conflicts of interest. The average baseline score for Kosovo municipalities in 2018 was 58%. Only five municipalities had their own codes of ethics; 33 other municipalities operated under the code of ethics for all civil servants. 27 municipalities report having established instruments for reporting and addressing unethical behaviors, discrimination and conflict of interest, while 30 municipalities have published on their web site the political affiliation of their Assembly Members.

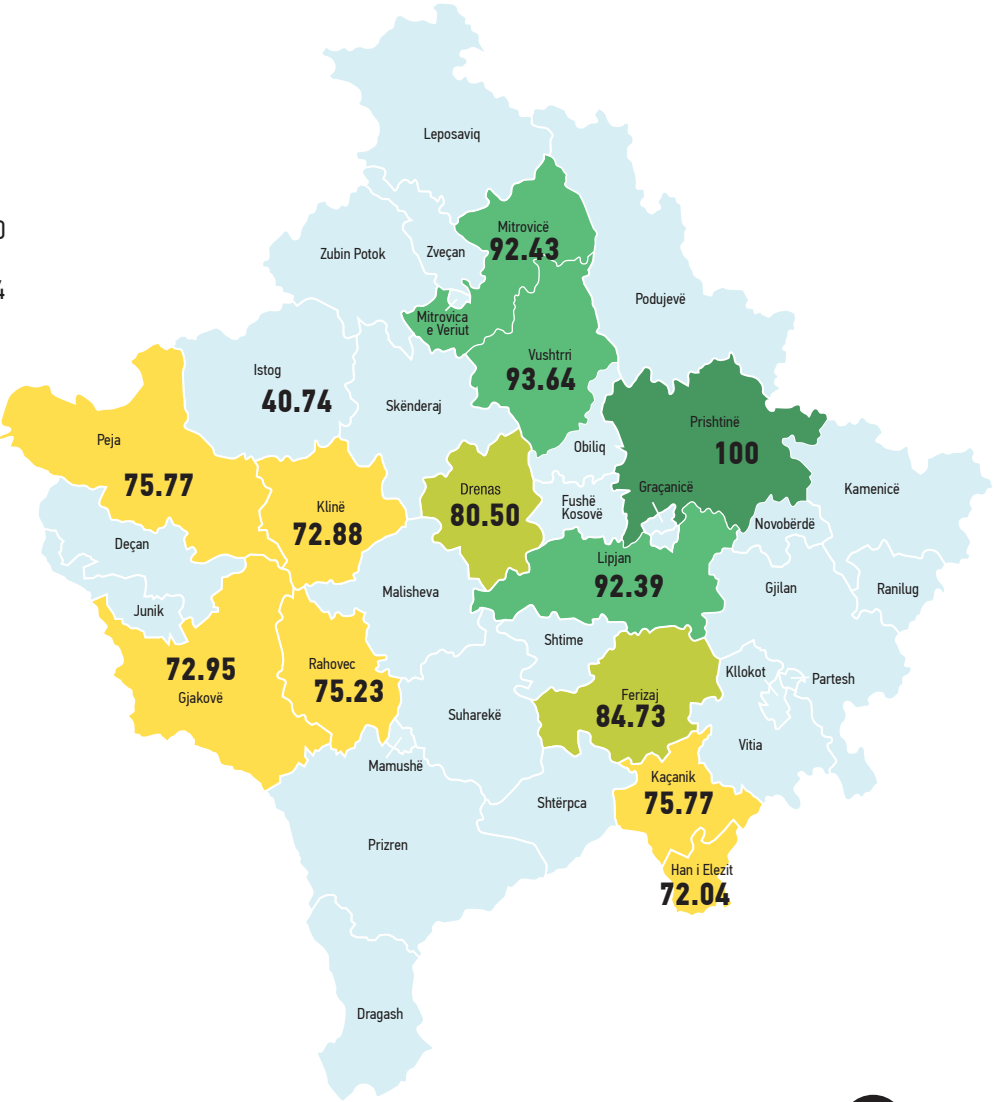
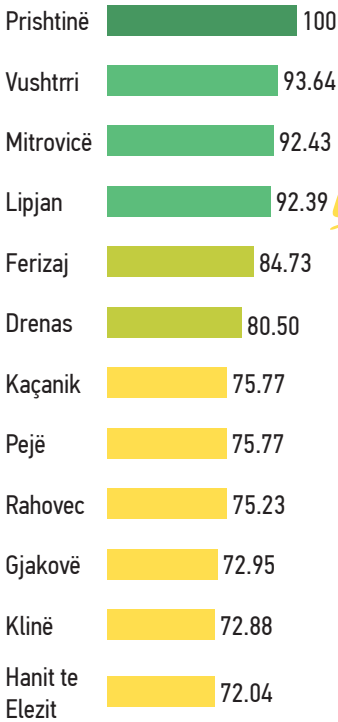
Although significant improvement has been observed regarding transparency, there are still areas for improvement in public financial management, including through public procurement activities at the municipal level. While most municipalities publish all key documents pertaining to public procurement as required, in 2019 they should focus on meeting all requirements in this pillar such as publishing annual reports, decisions on the first instance claims, and information about central and regulatory institutions. Currently, only Prishtina received the full 30 of 30 points in this pillar. At the same time, KDI observed that there are eight municipalities that still do not publish any documentation related to public procurement.

In the areas of budgetary transparency, municipalities should continue to improve their performance, especially pertaining to publishing information about subventions, investment plans, summary annual reports, and the auditor's report. In 2019, KDI expects all municipalities to respond to requests for access to public documents and information, and we also recommend all local institutions start publishing information pertaining to municipal public enterprises proactively on their web sites. Although several municipalities utilize services from regional municipal enterprises, their citizens are in daily contact with these services, and it would be a good practice for municipalities to provide information to citizens on how they operate and who is responsible for them. The same is expected pertaining to grants and financing, especially regarding the publication of regulations for grant awards and evaluation processes.

When it comes to conflicts of interest, we recommend municipalities follow the examples from the municipalities of Prishtina, Peja, Gjakova, Gjiilan, and Vushtrri to develop an individual municipal Code of Ethics and publish their municipal integrity plans on their platforms. It remains concerning that 11 municipalities still do not have instruments for reporting and addressing unethical behaviors, discrimination, and conflicts of interest.



TOP RANKING OF MUNICIPALITIES



The following table shows the score earned by each municipality for each of the measured pillars:

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|||||

14	Hani i Elezit	21.41	21.88	10	10	5	3.75	72.04
15	Kamenicë	20.45	21.88	10	6.25	5	3.75	67.33
16	Fushë Kosovë	16.64	21.88	10	7.5	5	6.25	67.27
17	Istog	16.91	18.75	10	7.5	5	6.25	64.41
18	Malishevë	13.91	18.75	7	8.75	5	8.75	62.16
19	Prizren	20.86	9.38	10	7.5	7.5	6.25	61.49
20	Podujevë	5.59	21.88	7.25	8.75	7.5	8.75	59.72
21	Viti	9.55	17.19	7.5	8.75	10	6.25	59.24
22	Suharekë	13.64	15.63	7.5	7.5	5	6.25	55.52
23	Skenderaj	8.18	18.75	10	7.5	5	3.75	53.18
24	Deçan	18.27	9.38	10	6.25	5	3.75	52.65
25	Obiliq	8.18	15.63	6.5	5	5	6.25	46.56
26	Junik	11.05	12.5	10	3.75	2.5	6.25	46.05
27	Novo Bërdë	12	10.94	10	6.25	2.5	3.75	45.44
28	Dragash	16.36	12.5	0	5	2.5	6.25	42.61
29	Graçanicë	5.45	9.38	10	3.75	2.5	6.25	37.33
30	Shtërpçë	8.59	9.38	10	3.75	2.5	1.25	35.47
31	Mamushë	5.45	3.13	10	5	2.5	6.25	32.33
32	Mitrovicë e Veriut	5.45	3.13	10	3.75	0	3.75	26.08
33	Partesh	5.45	3.13	10	3.75	0	1.25	23.58
34	Ranillug	5.45	6.25	0	6.25	2.5	1.25	21.70
35	Kllokot	5.45	0	0	3.75	2.5	3.75	15.45
36	Leposaviq	5.45	0	0	3.75	0	3.75	12.95
37	Zubin Potok	5.45	0	0	2.5	0	1.25	9.20
37	Zvecan	5.45	0	0	2.5	0	1.25	9.20

0

LEAST TRANSPARENT
MUNICIPALITY

MOST TRANSPARENT
MUNICIPALITY

100

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RESEARCH METHODOLOGY

Kosova Democratic Institute (KDI), the chapter of Transparency International (TI) for Kosovo, has relied upon Transparency International's standard methodology over the past years to measure transparency of institutions in public procurement. In 2018, KDI upgraded the methodology to accommodate new legal provisions in public procurement in Kosovo.

This upgraded rating methodology was adopted in Kosovo through a participatory process involving technical experts and local government stakeholders⁶. This participatory process was informative for municipalities and led to greater levels of municipal ownership of the evaluation process. The recommendation of the focus group was to cluster indicators of the same nature into pillars, therefore combining public procurement and auctions into one single pillar, as defined below. At the recommendation of the focus group, two new pillars were added addressing (1) grants and financing and (2) professional ethics and conflicts of interest. Also, two new indicators were added to the pillar on Information and Public participation pertaining to public enterprises and subsidiary institutions.

To implement the 2018 methodology, KDI assessed the institutional transparency of Kosovo's municipalities against 43 indicators, clustered in six thematic pillars. Since the number of indicators and points per indicator do not provide a maximum combined score of 100, weighted scoring was used for numerical scores allowing KDI to rank performance based on categories of differing levels of prioritization or importance. The number of indicators, maximum points for indicators per pillar, and the weight of each pillar is shown in the table below.

6 Focus Group held on 15.03.2018 with representatives from Government, Donor Agency and Civil Society

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Pillar	Number of indicators	Total indicator points	Maximum weighted points by pillar
PILLAR I - Public procurement (including public auctions):	15	22	30
PILLAR II - Budgetary transparency:	8	16	25
PILLAR III - Access to public documents:	4	4	10
PILLAR IV - Information and public participation:	8	12	15
PILLAR V - Grants and funding:	4	8	10
PILLAR VI - Professional ethics and conflict of interest:	4	8	10
TOTAL	43	86	100

*** All 38 municipalities have been informed through email about new methodology, indicators and scoring⁷.

⁷ E-mail sent to all Mayors on 24 April 2018


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1. **Output Indicators** – there are 29 output indicators that measure whether planned activities and actions are actually being implemented as intended or as required by law. These indicators rely on data drawn from robust, verifiable sources such as municipal or central government web sites. These indicators score from 0 to 2 points, as listed below:

- 0 **Points** – indicating that there was no information
 - 1 **Point** – indicating that the information was partially disclosed
 - 2 **Points** – indicating that the information was fully disclosed
2. Performance Indicator – there are 12 performance indicators which measure the quality of performance. KDI enumerators relied on these indicators to compare data and establish a performance percentage. To match the numerical points of other indicators, these indicators were evaluated as outlined in the table below:



LIST OF INDICATORS



Pillar	Indicator	Legal Requirement	Output	Type of Indicator	Indicator assessment
 PILLAR I Public procurement (including public auctions)	1 Is there another official internet resource on procurement	LPP 04/L-042	Y/N	Output Indicator	D, W
	2 Is the procurement plan published on the web site	MPA AI 01/2015	Y/N	Output Indicator	D, W
	3 Is there a list of all executive bodies, public institutions and organizations that regulate or address procurement advices and disputes	MPA AI 01/2015	Y/N	Output Indicator	D, W
	4 Is the annual procurement report for the previous year published on the web site	MPA AI 01/2015	Y/N	Output Indicator	D, W
	5 Notifications for tenders are published on the municipality's web site	Article 12 of MLGA AI 01/2015	Y/N	Output Indicator	D, W
	6 Notifications for contract awards are published on the municipality's web site	Article 12 of MLGA AI 01/2015	Y/N	Output Indicator	D, W
	7 Number of notifications for tenders on the municipality's web site	Article 12 of MLGA AI 01/2015	Qualitative data	Performance Indicator	A, D, W
	8 Number of notifications for tenders on the PPRC's web site	Article 12 of MLGA AI 01/2015	Qualitative data	Performance Indicator	A, D, W
	9 Number of notifications for contract award on the municipality's web site	Article 12 of MLGA AI 01/2015	Qualitative data	Performance Indicator	A, D, W
	10 Number of notifications for contract award on the PPRC's web site	Article 12 of MLGA AI 01/2015	Qualitative data	Performance Indicator	A, D, W

[illegible]

Pillar	Indicator	Legal Requirement	Output	Type of Indicator	Indicator assessment
PILLAR II Budgetary transparency	1 Is the investing plan published on the web site	MLGA AI 01/2015	Y/N	Output Indicator	D, W
	2 Is the budget published on the website	MLGA AI 01/2015	Y/N	Output Indicator	D, W
	3 Are the amendments to the budget published on the web site	MLGA AI 01/2015	Y/N	Output Indicator	D, W
	4 Are the quarterly expense reports published on the web site	MLGA AI 01/2015	Y/N	Output Indicator	D, W
	5 Is the summary report for the municipality's budget for the previous fiscal year published on the web site	MLGA AI 01/2015	Y/N	Output Indicator	D, W
	6 Is the mid-term budgetary framework published on the web site	MLGA AI 01/2015	Y/N	Output Indicator	D, W
	7 Is the audit report on the web site	MLGA AI 01/2015	Y/N	Output Indicator	D, W
	8 Is the annual report on subsidies published on the web site	Good governance	Y/N	Output Indicator	D, W

[illegible]

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Pillar	Indicator	Legal Requirement	Output	Type of Indicator	Indicator assessment
 PILLAR V Grants and funding	1 Are the regulations for grant awards published on the web site	Law No. 03/L-040, Law No. 03/L-048 MPA AI 01/2015)	Y/N	Output Indicator	D, W
	2 Are calls for grant applications published on the web site	MLSW Regulation No.02/2015	Y/N	Output Indicator	D, W
	3 Are the results of grant awards published on the web site	MLSW Regulation No.02/2015	Y/N	Output Indicator	D, W
	4 Is there information about the evaluation process of the projects	MLSW Regulation No.02/2015	Y/N	Output Indicator	D, W
 PILLAR VI Professional ethics and conflict of interest	1 Does the municipality have a Code of Ethics	Law 03/L-040	Y/N	Output Indicator	I, D
	2 Is the Integrity Plan published on the web site	Law 03/L-040	Y/N	Output Indicator	D, W
	3 Is there an instrument for reporting unethical behaviors, discrimination or conflict of interest	REGULATION (GRK) - NO. 04/2015	Y/N	Output Indicator	I, D
	4 Are political affiliations or political party memberships for the assembly members published on the web site	MPA AI 01/2015	Y/N	Output Indicator	D, W

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A — analytical conclusion of the research team;
D — ensuring standards of compliance adopted by the MLGA AI 01/2015⁸, MPA AI 01/2015⁹
LAW No.04/L-042¹⁰
LAW No. 03/L-040¹¹
LAW No. 03/L-048¹²
MLSW Rules No.02/2015¹³
and Government Decision No. 07/87¹⁴
Government of Republic of Kosovo Regulation No. 04/2015¹⁵

W — website analysis. The research clearly indicates there is sufficient information on the official Website or other official Internet resources;
I — response to letter of inquiry;
T — Internet data.

On 13th of March 2018, the Ministry of Local Government Administration launched the new web sites for all municipalities. While the web site structures are similar for all municipalities, the content of each web site is different, as there are no unified instructions about required documents that should be uploaded.

15 Regulation (GRK) - No. 04/2015 on civil servant code of conduct of the republic of Kosovo: http://kryeministri-ks.net/repository/docs/Rregullore_GRK_Nr.042015_per_Kodin_e_Miresjelljes_ne_Sherbimin_Civil_te_Republikes_se_Kosoves_19.pdf

In 2018, KDI introduced a revised methodology that measures six pillars pertaining to public procurement, public expenditures, and instruments for addressing corruption and conflicts of interest in local government.

1	Number of requests for access to public documents, in any area;	11	Number of tenders published on the Public Procurement Regulatory Commission's web site;
2	Number of denied requests for access to public documents, in any area;	12	Number of awards published on the municipality's web site (contract award notices);
3	Number of requests for access to public documents in public procurement;	13	Number of awards published on the Public Procurement Regulatory Commission's web site;
4	Number of requests denied for access to public documents in the area of public procurement;	14	Notices announcing public auction on the municipality's web site;
5	Publication of the approved budget for 2017 on the municipality's web site;	15	Notices announcing public auction on the Public Procurement Regulatory Commission's web site;
6	Publication of the 2017 procurement plan on the municipality's web site;	16	Notice of the auction winners on the municipality's web site;
7	Publication of the audit report for 2016 on the municipality's web site;	17	Notice of the auction winners on the Public Procurement Regulatory Commission's web site;
8	Number of public hearings;	18	Number of requests/complaints filed by economic operators to review contract awards;
9	Publication of quarterly and semi-annual/ annual financial reports on the web site;	19	Number of decisions (responses) to requests for review.
10	Number of tenders published on the municipality's web site (contract notices);		

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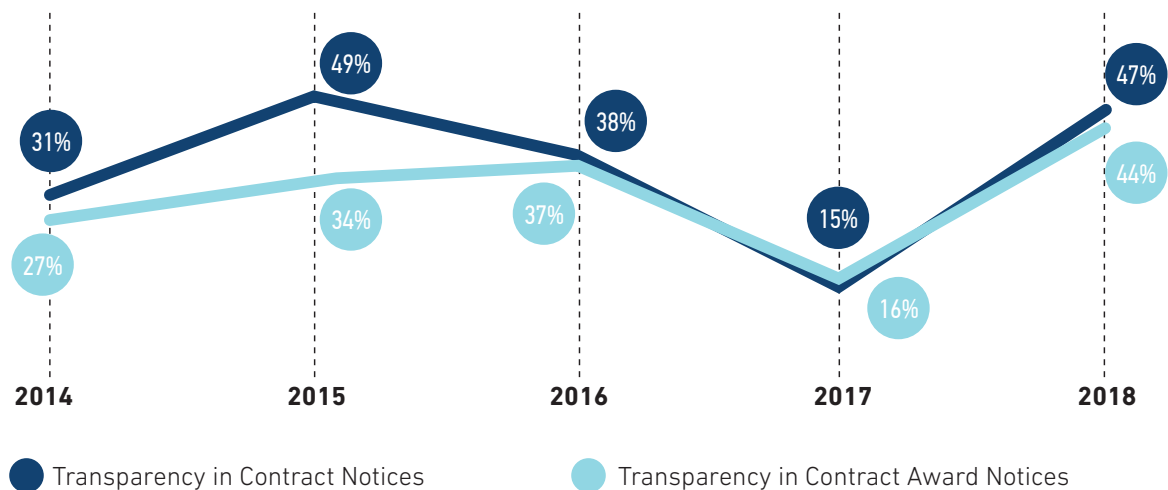
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In 2018, there was an average 28% increase of transparency in the above mentioned 19 indicators.

- 1 In 2018, there was a 30% increase in transparency in public procurement in comparison to 2017 (16%).
- 2 Additionally, there was an increase in budgetary transparency by 16%, from 47% in 2017 to 63% in 2018.
- 3 There was also a 37% increase in publication of notices for asset sales, from 13% in 2017 to 50% in 2018.
- 4 In comparison to 2017, the number of requests to access documents pertaining to public procurement in 2018 decreased by a total of 59 requests.

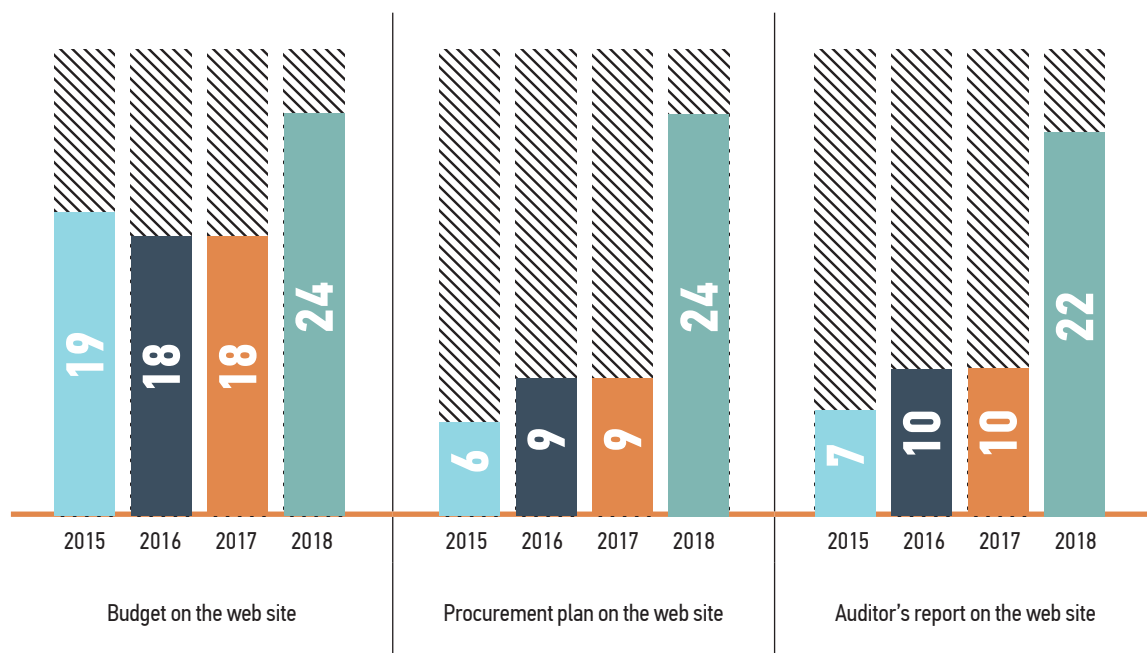
The graph below shows the transparency trends in public procurement from 2014- 2018.

Transparency in Procurement comparison between 2014-2018

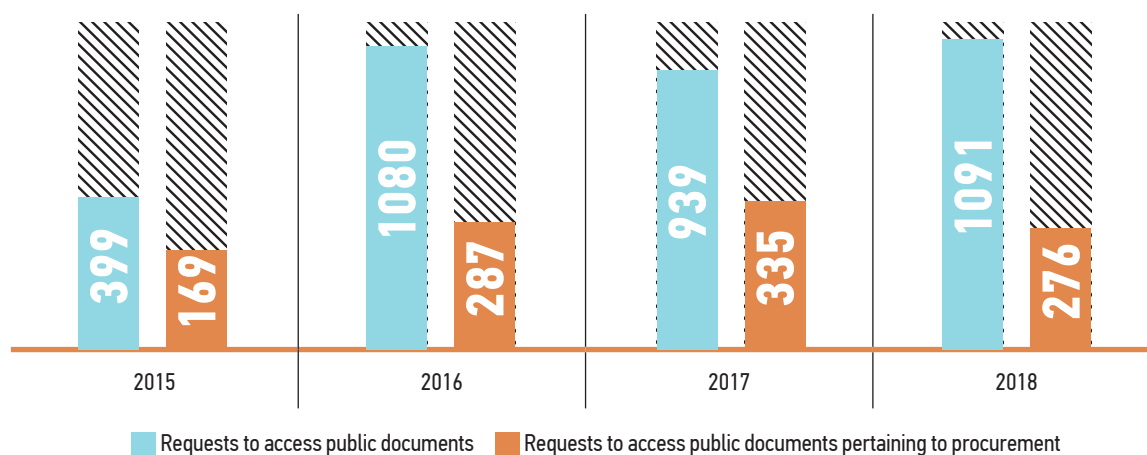


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Additionally, municipalities also exhibited a 16% increase in budget transparency in comparison to 2017. The graph below shows the transparency trends through the years 2014- 2018.



This increase of transparency in public procurement and budget expenditure also led to a decrease in requests for access to public documents pertaining to public procurement (because municipalities made such documents available to the public through proactive publication on their web sites). There were 335 requests for access to information in 2017, but this number dropped by 59 requests in 2018 to 276. This number is lower than the total number of requests in 2016 (287).



PILLAR I

Transparency in Public Procurement

The Transparency Index measures, in Pillar 1, transparency in Public Procurement. Approximately 40% of Kosovo's public budget is spent through public procurement. But, this process in Kosovo is often described as prone to corruption¹⁶.

To evaluate the level of transparency in this Pillar, KDI measured 15 indicators¹⁷ related directly to public procurement activities in all 38 municipalities in Kosovo.

The maximum points in this pillar are 30 while the minimum score is zero. The table to the right shows the ranking of municipalities by the individual scoring in this pillar.

The average score for all municipalities is 50%. While all municipalities utilize the electronic procurement platform e-Prokurimi, there are several important documents such as feasibility study reports (where applicable), bid evaluation reports, contract management plans, and invoices that are not published on the central platform or local web sites.

However, the rate of publication of procurement plans, annual procurement reports for the previous year, notifications for tenders, notifications for contract award, and notifications for auctions is measurably improving, although there is still room for increased compliance.

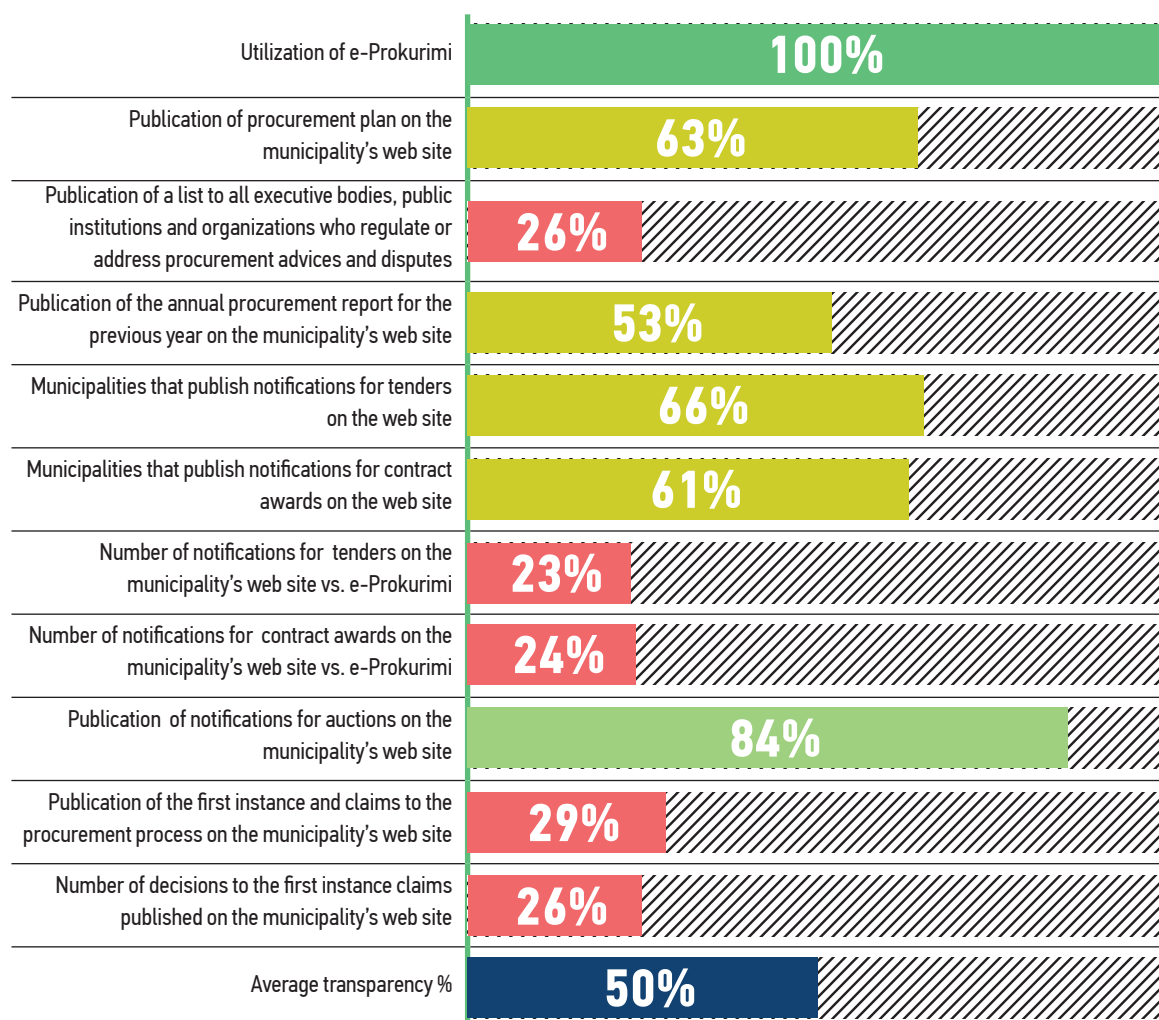
However, to achieve maximum scores in this pillar, municipalities must demonstrate an extra effort to ensure all contract notices and contract award notices are published on their web sites, not just on the national e-Procurement platform, followed by the publication of first Degree Claims and Decisions for procurement reviews.

#	Municipality	Points
1	Prishtinë	30.00
2	Lipjan	28.64
2	Vushtrri	28.64
4	Mitrovicë	26.18
5	Drenas	25.50
6	Rahovec	25.23
7	Klinë	24.00
8	Ferizaj	23.73
9	Hani i Elezit	21.41
10	Prizren	20.86
11	Kamenicë	20.45
12	Shtime	19.91
13	Gjilan	19.77
14	Gjakovë	18.82
15	Deçan	18.27
15	Kaçanik	18.27
17	Istog	16.91
18	Fushë Kosovë	16.64
19	Dragash	16.36
20	Pejë	15.14
21	Malishevë	13.91
22	Suharekë	13.64
23	Novo Bërdë	12.00
24	Junik	11.05
25	Viti	9.55
26	Shtërpçë	8.59
27	Obiliq	8.18
27	Skenderaj	8.18
29	Podujevë	5.59
30	Graçanicë	5.45
30	Klllokot	5.45
30	Leposaviq	5.45
30	Mamushë	5.45
30	Mitrovicë e Veriut	5.45
30	Partesh	5.45
30	Ranillug	5.45
30	Zubin Potok	5.45
30	Zvecan	5.45

¹⁶ Public Procurement in Western Balkans, European Court of Auditors, January 2018

¹⁷ See section on Methodology, pg. X

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The following chart presents the current overall situation for all municipalities in this process, by activity:

- 24 of 38 municipalities published their procurement plans on their web sites;
- 10 of 38 municipalities published a list of all executive bodies, public institutions and organizations who regulate or address procurement advices and disputes on their web sites;
- 20 of 38 municipalities published the annual procurement report from the previous year on their web sites;
- 25 of 38 municipalities published contract notices on their web sites;
- 23 of 38 municipalities published contract award notices on their web sites;
- 19 of 38 municipalities published notices for sale of assets on their web sites;
- 11 of 38 municipalities published the contracting authority's decisions regarding first instance complaints from economic operators on their web sites.

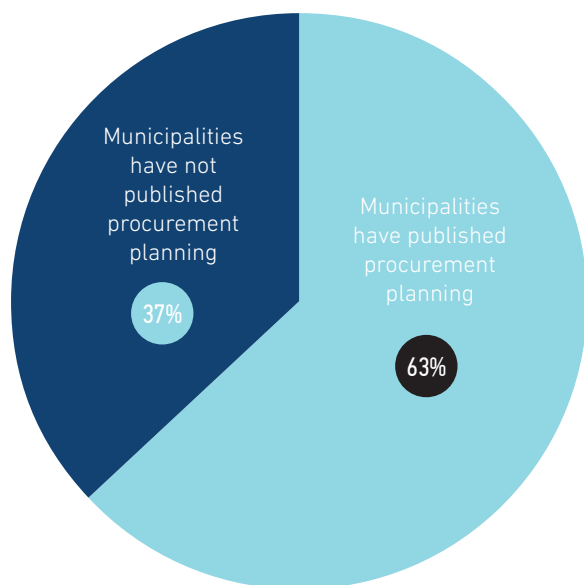
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Procurement planning on the web site

Through the procurement planning process, municipal decision makers determine procurement methods and expectations for the fulfilment of these requirements.

Procurement planning is important because a procurement plan lists all expected requirements to be acquired during a period of time, sets the timeframe for the completion of procurements, and provides estimates on the procurement activities. In April 2018, PPRC amended the secondary legislation to remove legal prohibitions preventing the publication of this plan. Since this change came into force, 24 of 38 municipalities published their procurement plans on their web sites.

Procurement planning on the website of the municipality



Municipalities that published procurement planning in 2018

1	Deçan
2	Drenas
3	Ferizaj
4	Fushë Kosovë
5	Gjakovë
6	Gjilan
7	Hani i Elezit
8	Istog
9	Junik
10	Kaçanik
11	Kamenicë
12	Klinë
13	Lipjan
14	Malishevë
15	Mitrovicë e Jugut
16	Obiliq
17	Pejë
18	Prishtinë
19	Prizren
20	Rahovec
21	Shtime
22	Suharekë
23	Viti
24	Vushtrri

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Transparency in tendering activities

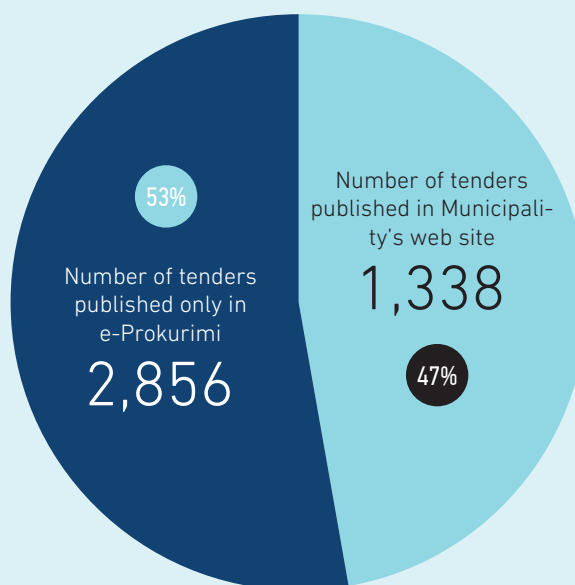
To evaluate the level of transparency in tendering, KDI compared the following six performance indicators, with the aim of illustrating the difference between the websites of municipalities and the notices these institutions have published on the PPRC website:

1. Number of notifications for tenders on the municipality's web site;
2. Number of notifications for tenders on the PPRC's web site;
3. Number of notifications for contract award on the municipality's web site;
4. Number of notifications for contract award on the PPRC's web site;
5. Number of notifications for auctions on the municipality's web site;
6. Number of notifications for auctions on the PPRC's web site.

Contract notices

The number of tenders published on the municipal web sites is usually different from the number of tenders published on the PPRC web site. In 2018, 47% of notices for local government tenders were published on municipal web sites, which marks a 32% increase in transparency compared to the previous year (15%). Out of 2,856 tender notices that were published on the e-Procurement platform, 1,338 of them were also published on municipal web sites.

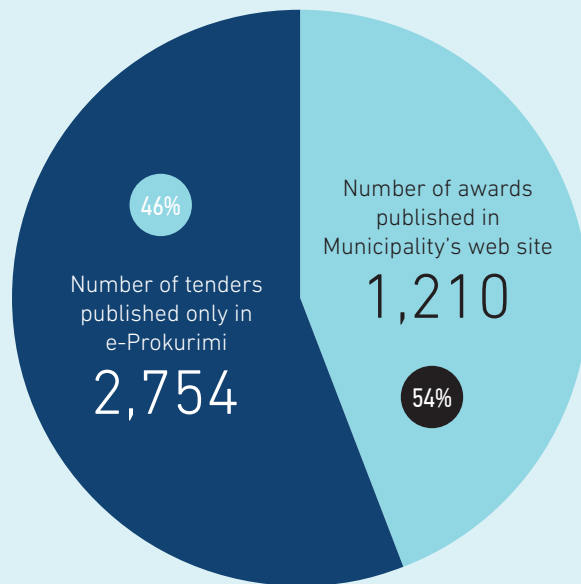
Comparison of published tenders between PPRC and municipalities' websites



Contract award notices

Regarding contract award notices, out of 2,754 notices published on the e-Procurement platform, 1,210 of them were also published on municipal web sites. This represents 44% of the contract award notices. In comparison to the previous year (16% in 2017), 2018 marked a 28% increase in transparency in this indicator.

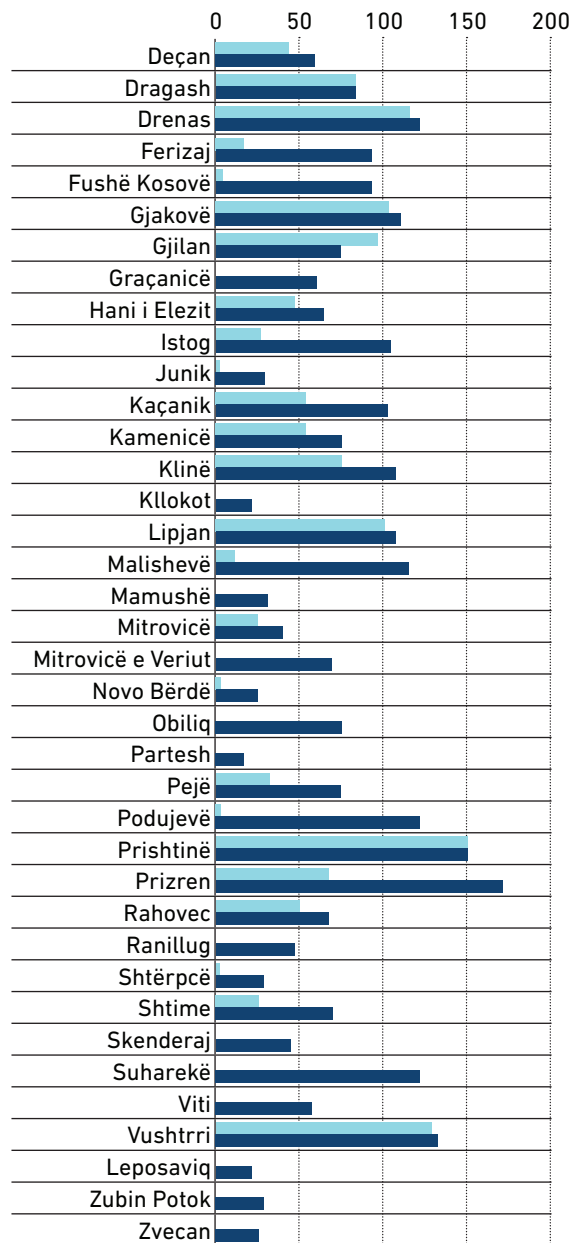
Comparison of published Contract award notices between PPRC and municipalities' websites



2018 marked a
28%
increase in transparency
in this indicator.

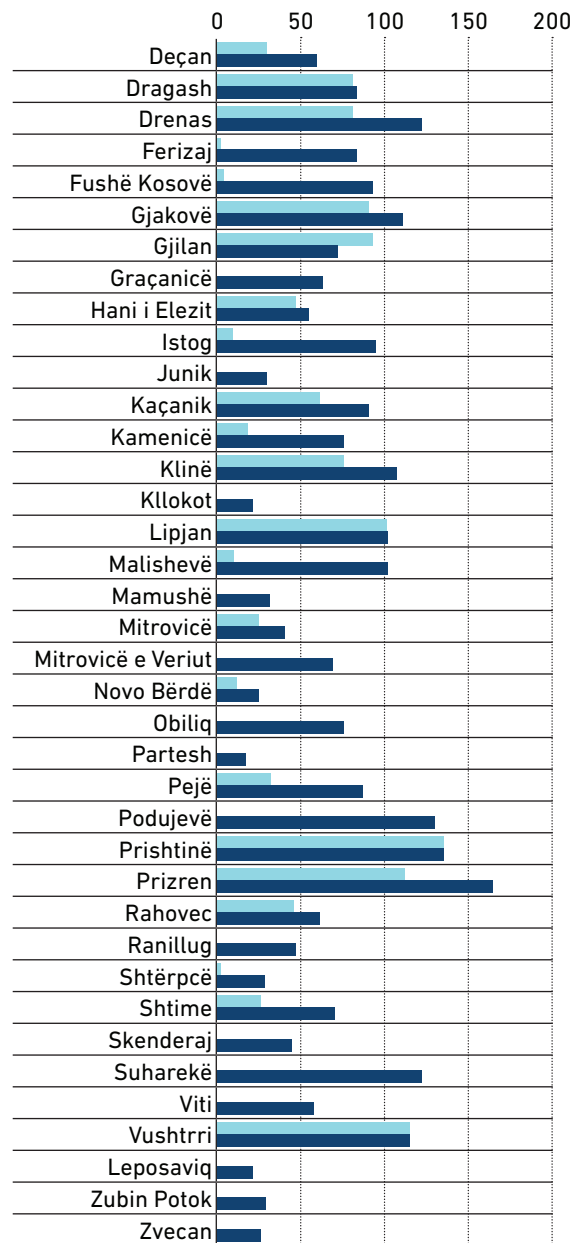
The following tables illustrate the level of procurement transparency for all municipalities of Kosovo:

Comparison of publication of contract notices for all municipalities



Number of tenders published in Municipality's website
Number of tenders published in PPRC

Comparison of the publication of contract award notices



Number of awards published in Municipality's website
Number of awards published in PPRC

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Municipalities that publish more than 50% of their contract notices and contract award notices are:

#	Municipality	CONTRACT NOTICES	CONTRACT AWARD NOTICES	COMBINED PERCENTAGE
		January-December 2018	January-December 2018	
1	Prishtina	100%	100%	100%
2	Vushtrri	100%	100%	100%
3	Peja ¹⁸	100%	98%	99%
4	Gjilan	98%	95%	97%
5	Dragash	99%	95%	97%
6	Lipjan	94%	100%	97%
7	Gjakova	93%	75%	84%
8	Hani i Elezit	74%	89%	82%
9	Drenas	96%	65%	81%
10	Klina	73%	74%	74%
11	Rahovec	75%	68%	72%
12	Kaçanik	56%	71%	64%
13	Deçan	71%	50%	61%
14	Prizren	40%	73%	57%
15	Mitrovica	52%	51%	52%

18 After it was brought to the municipality's attention that several notices were not published on their web site, on 14th of January 2019 they retroactively published all missing notices. With the aim of acknowledging their willingness to publish these documents, these publications are accounted for in this table.

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Publication of signed contracts

2018 was marked by many initiatives to improve the level of transparency in public procurement. One of the leading initiatives taken by municipalities was to publish voluntarily their signed contracts on the municipality's web site. This initiative was later followed by amendments to the secondary legislation which made mandatory publication of signed contracts on e-Prokurimi, effective 03 September 2018. Even after this directive, municipalities continued to follow the trend of publishing their contracts on their municipalities' web sites. Through 2018, 23 municipalities published contracts on their web sites, as listed below (in alphabetical order):

1 Dragash	9 Kamenicë	17 Prizren
2 Drenas	10 Klinë	18 Rahovec
3 Ferizaj	11 Lipjan	19 Shtime
4 Fushë Kosovë	12 Mitrovicë e Jugut	20 Skenderaj
5 Gjakovë	13 Obiliq	21 Suharekë
6 Gjilan	14 Pejë	22 Viti
7 Hani i Elezit	15 Podujevë	23 Vushtrri
8 Istog	16 Prishtinë	

*Publication of contracts is recognized as a good governance practice but is not scored in the index.

Transparency in public auctions

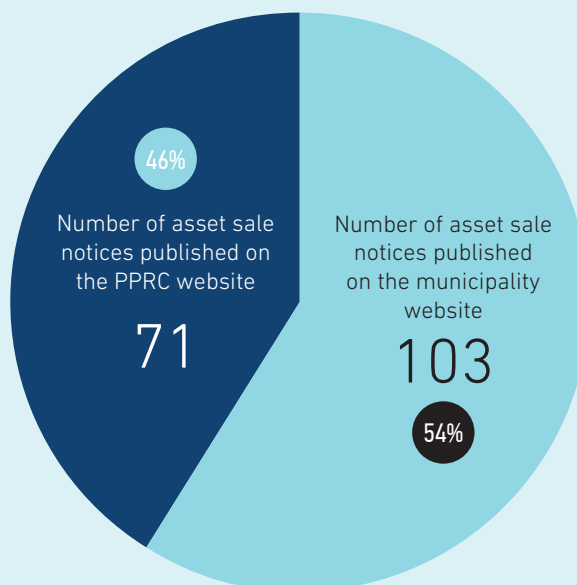
In Kosovo, the number of public auctions is quite small compared to the overall number of public procurements. Items sold through auctions are not of high monetary value; however, publication of these activities on the municipalities' web sites is a legal requirement of Law No. 04/L-144 on allocation for use and exchange of immovable property in the municipality.

Additionally, the procedures for the public auction notifications and award are regulated through the secondary legislation for public procurement, and therefore, their publication on the PPRC website is also required.

To measure the level of transparency in this process, the Index compared the following two indicators:

1. Number of notifications for auctions on the municipality's web site from January to December 2018;
2. Number of notifications for auctions on the PPRC and e-Prokurimi web sites from January to December 2018.

Publication of notices of asset sales



Additionally, the procedures for the public auction notifications and award are regulated through the secondary legislation for public procurement, and therefore, their publication on the PPRC website is also required.

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The following table shows municipalities that published, did not have, or did not publish asset sale notices:

Municipalities that published asset sale notices	Municipalities that had no asset sale activity	Municipalities that DID NOT publish asset sale notices
1 Dragash	1 Deçan	1 Kamenicë
2 Drenas	2 Graçanicë	2 Klinë
3 Ferizaj	3 Hani i Elezit	3 Podujevë
4 Fushë Kosovë	4 Junik	4 Ranillug
5 Gjakovë	5 Kaçanik	5 Shtërpçë
6 Gjilan	6 Klllokot	
7 Istog	7 Mamushë	
8 Lipjan	8 Mitrovicë e Veriut	
9 Malishevë	9 Partesh	
10 Mitrovicë e Jugut	10 Prishtinë	
11 Novo Bërdë	11 Shtime	
12 Obiliq	12 Leposaviq	
13 Pejë	13 Zubin Potok	
14 Prizren	14 Zvecan	
15 Rahovec		
16 Skenderaj		
17 Suharekë		
18 Viti		
19 Vushtrri		

|||||

While the majority of the municipalities publish documents pertaining to public procurement, there are eight municipalities that do not publish any documentation pertaining to this process. The information about their activities is only available on the central government procurement platforms.

- | | |
|--------------|-----------------------|
| 1. Graçanicë | 5. Mitrovicë e Veriut |
| 2. Klllokot | 6. Partesh |
| 3. Leposaviq | 7. Zubin Potok |
| 4. Mamushë | 8. Zvecan |

1	Drenas
2	Ferizaj
3	Kamenicë
4	Klinë
5	Lipjan
6	Mitrovicë e Jugut
7	Prishtinë
8	Rahovec
9	Shtime
10	Suharekë
11	Vushtrri

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PILLAR II

Budget transparency

To measure budget transparency, KDI used the following indicators:

1. Is the municipal investment plan published on the web site?
2. Is the municipal budget published on the website?
3. Are changes to budget appropriations published on the web site?
4. Are the quarterly expense reports published on the web site?
5. Is the Annual Summary Report for the municipality's budget for the previous fiscal year published on the web site?
6. Are mid-term budgetary framework documents published on the web site?
7. Is the external audit report posted on the web page?
8. Is the annual report on subsidies published on the web site?

The maximum points in this section are 25 while the minimum score is zero. The table to the right shows the ranking of municipalities by the individual scoring in this pillar. The average score for budgetary transparency is 62%.

In comparison to previous years, municipalities improved publication of the budget, changes to budget appropriations, investment plan, quarterly expense reports, the Annual Summary Report for the municipality's budget for the previous fiscal year, mid-term budgetary framework, and external audit report. However, only 16% of municipalities published their annual summary report on subsidies on the municipal web site.

#	Municipality	Points
1	Ferizaj	25.00
1	Lipjan	25.00
1	Mitrovicë	25.00
1	Prishtinë	25.00
1	Vushtrri	25.00
6	Fushë Kosovë	21.88
6	Gjakovë	21.88
6	Hani i Elezit	21.88
6	Kamenicë	21.88
6	Klinë	21.88
6	Pejë	21.88
6	Podujevë	21.88
13	Drenas	18.75
13	Gjilan	18.75
13	Istog	18.75
13	Kaçanik	18.75
13	Malishevë	18.75
13	Rahovec	18.75
13	Shtime	18.75
13	Skenderaj	18.75
21	Viti	17.19
22	Obiliq	15.63
22	Suharekë	15.63
24	Dragash	12.50
24	Junik	12.50
26	Novo Bërdë	10.94
27	Deçan	9.38
27	Graçanicë	9.38
27	Prizren	9.38
27	Shtërpcë	9.38
31	Ranillug	6.25
32	Mamushë	3.13
32	Mitrovicë e Veriut	3.13
32	Partesh	3.13
35	Kllokot	0.00
35	Leposaviq	0.00
35	Zubin Potok	0.00
35	Zvecan	0.00

Publication of the investment plan on the web site

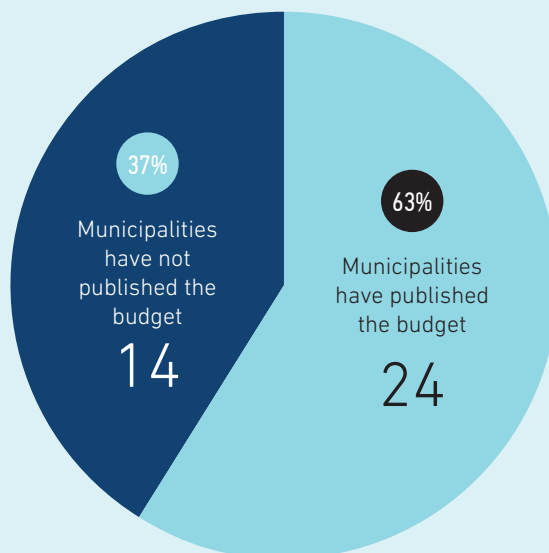
According to the Ministry of the Local Government Administration (MLGA) Administrative Instructions 01/2015, all municipalities are legally required to publish the investment plan. In 2018, 23 of 38 municipalities published their investment plans on their web sites. The following is the list of municipalities that fulfilled this legal requirement:

1 Deçan	10 Kaçanik	19 Prishtinë
2 Dragash	11 Kamenicë	20 Rahovec
3 Drenas	12 Klinë	21 Skenderaj
4 Ferizaj	13 Lipjan	22 Suharekë
5 Fushë Kosovë	14 Malishevë	23 Vushtrri
6 Gjakovë	15 Mitrovicë	
7 Gjilan	16 Obiliq	
8 Hani i Elezit	17 Pejë	
9 Istog	18 Podujevë	



Publication of the approved budget on the web site

During the period January to December 2018, 24 municipalities published their budget plans on their web sites. Out of 38 municipalities, only 14 municipalities did not publish the budget. This increased transparency by 16% compared to the previous year , from 47% in 2017 to 63% in 2018.



Publication of the budget by the municipality helps citizens understand how their taxes are being spent. Through the budget plan, citizens can see whether their street, neighborhood, or their community will be part of the plans of their elected officials. Municipalities should inform citizens through budgetary transparency instruments about upcoming municipal investments. This would also help businesses prepare more effectively to participate in public investments. The following is the list of municipalities that published the budget in 2018:

- | | | |
|-----------------|--------------|--------------|
| 1 Deçan | 9 Istog | 17 Podujevë |
| 2 Dragash | 10 Junik | 18 Prishtinë |
| 3 Drenas | 11 Kamenicë | 19 Rahovec |
| 4 Ferizaj | 12 Klinë | 20 Shtime |
| 5 Fushë Kosovë | 13 Lipjan | 21 Skenderaj |
| 6 Gjakovë | 14 Mitrovicë | 22 Suharekë |
| 7 Gjilan | 15 Obiliq | 23 Viti |
| 8 Hani i Elezit | 16 Pejë | 24 Vushtrri |

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Publication of changes to budget appropriations on the web site

In 2018, 30 of 38 municipalities responded that they do publish changes to budget appropriations on their web sites. In 2018, there were 24 changes to budget appropriations in 13 municipalities. Based on the information received from the municipalities, and confirmed with their web sites, 10 of 13 municipalities published changes to budget appropriations made by the municipal assemblies. The following is the list of municipalities that had changes to budget appropriations and published them on their web sites:

- | | | |
|-----------------|------------|----------|
| 1 Drenas | 5 Lipjan | 9 Shtime |
| 2 Hani i Elezit | 6 Obiliq | 10 Viti |
| 3 Istog | 7 Pejë | |
| 4 Klinë | 8 Podujevë | |

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Publication of the financial reports on the web site

The current legal framework²⁰ requires publication of quarterly and annual expense reports by all public financial institutions. During 2018, 28 municipalities published a total of 144 monthly, quarterly, semi-annual, and annual reports on their municipal web sites. The following table shows the number of published monthly, quarterly, semi-annual, and annual financial reports by municipality:

Publication of the annual summary report for the municipality's budget for the previous fiscal year on the website

According to the Ministry of the Local Government Administration (MLGA) Administrative Instructions 01/2015, all municipalities are legally required to publish the annual summary report for the previous fiscal year on their web site. In 2018, 27 of 38 municipalities published the summary on their web sites.



²⁰ See list of Indicators

#	Municipality	No. of reports
1	Prishtinë	15
2	Gjilan	15
3	Pejë	15
4	Vushtrri	15
5	Klinë	5
6	Viti	5
7	Dragash	4
8	Ferizaj	4
9	Fushë Kosovë	4
10	Gjakovë	4
11	Hani i Elezit	4
12	Istog	4
13	Junik	4
14	Kaçanik	4
15	Kamenicë	4
16	Lipjan	4
17	Malishevë	4
18	Mitrovicë	4
19	Novo Bërdë	4
20	Podujevë	4
21	Rahovec	4
22	Ranillug	4
23	Drenas	2
24	Prizren	2
25	Shtime	2
26	Skenderaj	2
27	Deçan	1
28	Obiliq	1
29	Graçanicë	0
30	Klllokot	0
31	Leposaviq	0
32	Mamushë	0
33	Mitrovicë e Veriut	0
34	Partesh	0
35	Shtërpçë	0
36	Suharekë	0
37	Zubin Potok	0
38	Zvečan	0

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Publication of the mid-term budgetary framework on the web site

The Medium-Term Budgetary Framework²¹ presents the main document on which to base the annual budget and to provide a country-based macroeconomic environment analysis to establish the basis for budget planning for years that come in line with the Government's strategic priorities.

In 2018, 27 of 38 municipalities published the mid-term budgetary framework on their web sites. The following is a list of municipalities that published the MTBF:

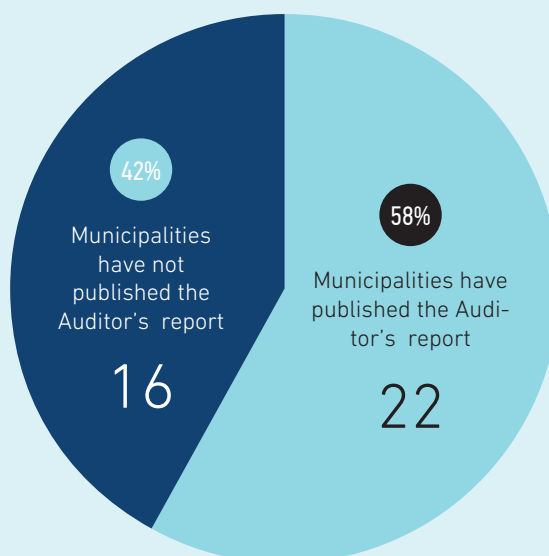
- | | | |
|-----------------|---------------|--------------|
| 1 Deçan | 11 Junik | 20 Podujevë |
| 2 Dragash | 12 Kaçanik | 21 Prishtinë |
| 3 Drenas | 13 Kamenicë | 22 Prizren |
| 4 Ferizaj | 14 Klinë | 23 Rahovec |
| 5 Fushë Kosovë | 15 Lipjan | 24 Shtërpçë |
| 6 Gjakovë | 16 Malishevë | 25 Shtime |
| 7 Gjilan | 17 Mitrovicë | 26 Skenderaj |
| 8 Graçanicë | 18 Novo Bërdë | 27 Viti |
| 9 Hani i Elezit | 19 Pejë | 28 Vushtrri |
| 10 Istog | | |

21 Korniza Afatmesme e Shpenzimeve 2019-2021, Ministria e Financave, <https://mf.rks-gov.net/desk/inc/media/A207050E-6E64-4A64-81FE-E9B1B2D6799B.pdf>

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Audit report on the web site

Publication of the audit report for 2017 is another important indicator because it provides the public with information on how public funds are managed by municipalities. In 2018, 22 out of 38 municipalities published the audit reports on their web sites²². This is a 34% increase of transparency in comparison to the Public Procurement Index for 2017, from 24% to 58%. The following municipalities published the audit report on their web sites:



22 Audit reports for all municipalities are available on the website of the National Audit Office of Kosovo: <http://zka-rks.org/>

- | | | |
|-----------------|--------------|--------------|
| 1 Drenas | 9 Klinë | 16 Prishtinë |
| 2 Ferizaj | 10 Lipjan | 17 Rahovec |
| 3 Fushë Kosovë | 11 Malishevë | 18 Shtërpçë |
| 4 Gjakovë | 12 Mitrovicë | 19 Shtime |
| 5 Gjilan | 13 Obiliq | 20 Suharekë |
| 6 Hani i Elezit | 14 Pejë | 21 Viti |
| 7 Kaçanik | 15 Podujevë | 22 Vushtrri |
| 8 Kamenicë | | |

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Publication of the annual report on subsidies on the web site

Publication of the annual report on subsidies is a good governance indicator that was added to the list of indicators on 15th March 2018²³, with the aim of increasing transparency in this municipal activity. This indicator is important because it provides the public with information on how public funds are divided by municipalities in support to the local economy, cultural, and sport activities. In 2018, only six out of 38 municipalities published the annual report on subsidies on their websites. The following is the list of municipalities that publish this report:

Publication of the annual report on subsidies is a good governance indicator that was added to the list of indicators on 15th of March

2018

23 Focus group to finalize the methodology and indicators for PPI 2018, held on 15 March 2018, Prishina

1 Drenas
2 Ferizaj

3 Lipjan
4 Mitrovicë

5 Prishtinë
6 Vushtrri

PILLAR III

Access to public documents

The Transparency Index measures, in Pillar 3, access to public documents. Through this Pillar, KDI observed the extent to which the Law on Access to Public Documents is implemented. In addition, KDI assessed the ability of citizens, civil society organizations, and media to use this mechanism to demand accountability from municipal institutions. The maximum score in this pillar is 10 while the minimum score is zero. The overall municipal responsiveness to requests for access to public documents is at 78%. KDI sent 38 requests for access to public information, and received a municipal response from 31 municipalities; seven municipalities did not respond. Based on the information provided by municipalities, out of 1,094 requests, 43 were rejected. Municipalities of Prishtina, Gjakova, and Lipjan also provided the reasoning for rejection based on the legal restrictions (protection of personal information).

THE NUMBER OF REQUESTS FOR ACCESS TO DOCUMENTS SENT BY KDI TO MUNICIPALITIES AND RESPONSES TO SUCH REQUESTS

MUNICIPALITIES	38
SUBMITTED REQUESTS FOR ACCESS	38
RESPONDED TO REQUESTS	31
DID NOT RESPOND TO REQUESTS	7

MUNICIPAL RESPONSIVENESS TO REQUESTS FOR ACCESS TO PUBLIC DOCUMENTS (%)



In this Pillar, the focus was on requests for access to public documents in public procurement. According to the information provided by municipalities in response to the request from KDI, citizens submitted 1,091 requests for access to public documents to all municipalities in 2018. Of these, 276 were related to public procurement. Municipalities with the largest number of requests for access to public documents were Prishtina with 197, Peja with 158, Gjilan/Gnjilane with 71, Klina with 53, Drenas with 52 and Lipjan with 51. **31 out of 38 municipalities responded** to the KDI survey providing data on their activities pertaining to the Law on Access to Public Documents. The seven municipalities below did not respond to the requests for information about access to **public documents** in 2018.

List of municipalities that DID not respond

1	DRAGASH
2	KAMENICA
3	KLLOKOT
4	RANILLUG
5	LEPOSAVIQ
6	ZUBIN POTOK
7	ZVECAN

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Requests for access to public documents

#	Municipality	Number of requests for access to public documents 2018	Numbers of rejections of requests for access to public documents 2018	Number of requests for access to public documents pertaining to public procurement 2018	Numbers of rejections of requests for access to public documents pertaining to public procurement 2018
1	Deçan	15	0	2	0
2	Dragash	0	0	0	0
3	Drenas	52	0	13	0
4	Ferizaj	46	8	7	0
5	Fushë Kosovë	16	0	18	0
6	Gjakovë	26	3	39	0
7	Gjilan	71	0	12	0
8	Graçanicë	6	0	0	0
9	Hani i Elezit	15	0	2	0
10	Istog	20	0	8	0
11	Junik	5	0	1	0
12	Kaçanik	8	0	2	0
13	Kamenicë	27	0	12	0
14	Klinë	53	13	6	0
15	Klllokot	0	0	0	0
16	Leposaviq	0	0	16	0
17	Lipjan	51	0	0	0
18	Malishevë	26	7	0	0

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19	Mamushë	26	0	5	0
20	Mitrovicë	26	0	0	0
21	Mitrovicë e Veriut	0	0	0	0
22	Novo Bërdë	3	0	4	2
23	Obiliq	1	0	0	0
24	Partesh	3	0	1	0
25	Pejë	158	0	12	0
26	Podujevë	21	3	52	0
27	Prishtinë	197	2	18	0
28	Prizren	46	0	5	0
29	Rahovec	11	0	0	0
30	Ranillug	0	0	2	0
31	Shtërpcë	4	0	5	0
32	Shtime	34	0	5	0
33	Skenderaj	9	0	20	0
34	Suharekë	57	4	3	0
35	Viti	39	3	6	0
36	Vushtrri	19	0	0	0
37	Zubin Potok	0	0	0	0
38	Zvecan	0	0	0	0
TOTAL		1,091	43	276	2

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PILLAR IV

Information and public participation

To measure transparency of information provision to citizens pertaining civil engagement and information, KDI used the following indicators:

1. Are tender opening sessions opened to public?
2. How often do the citizens use the municipal web site?
3. Is the draft budget published for public consultations?
4. Are draft decisions and/or agendas published for consultation with public?
5. Can citizens send an online letter of enquiry to the Municipality?
6. Number of Budget Hearings (min. 2 per year)?
7. Is the organizational scheme for including public enterprises and the subordinate institutions published on the web site?
8. Is the basic legislation for organizing and functioning of public enterprises and the subordinate institutions published on the web site?

The maximum points assigned in this pillar are 15 while the minimum score is zero. The table to the right shows the ranking of municipalities by the individual scoring in this pillar.

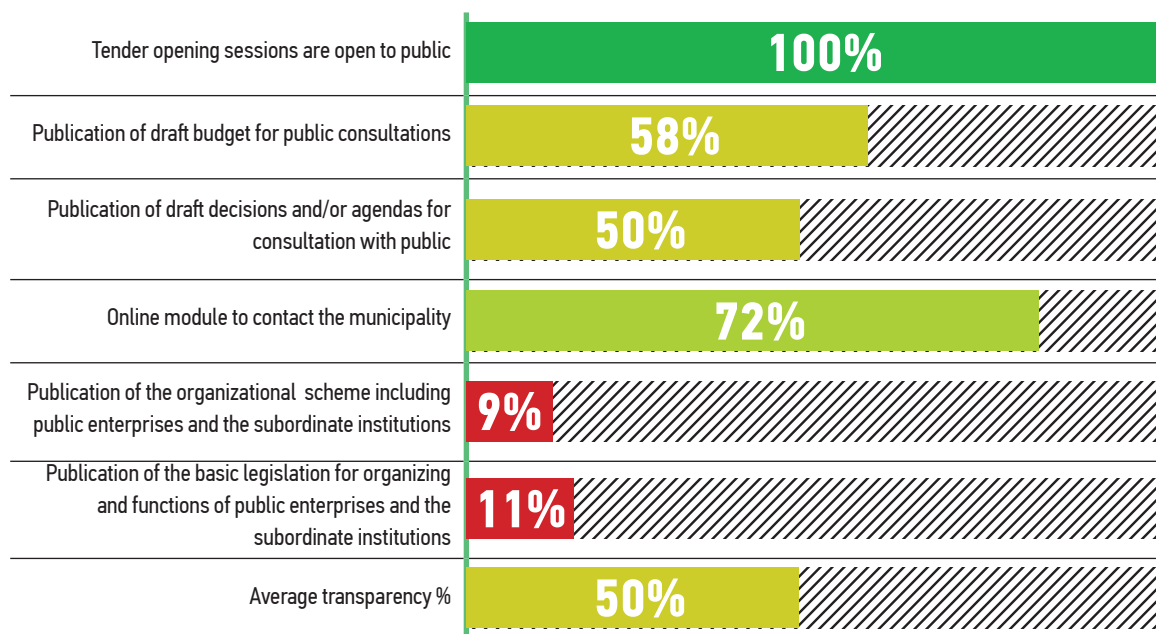
The average level of transparency in public information and public participation is 50%. While all tender opening sessions are opened to the public, and 78% of municipalities have built modules on their web sites for easy and direct communication with citizens, only 58% of the municipalities published their draft budget for public consultation, and 50% also published their draft agendas and decisions for consultation with citizens. Municipalities have also been proactive in public hearings pertaining to budget planning. In 2018, they organized 267 public hearings exceeding the legally mandated minimum of two such public hearings per year.

#	Municipality	Points
1	Prishtinë	15.00
2	Mitrovicë	13.75
3	Ferizaj	12.50
3	Vushtrri	12.50
5	Gjilan	11.25
6	Drenas	10.00
6	Gjakovë	10.00
6	Hani i Elezit	10.00
6	Kaçanik	10.00
6	Lipjan	10.00
6	Rahovec	10.00
6	Shtime	10.00
13	Malishevë	8.75
13	Pejë	8.75
13	Podujevë	8.75
13	Viti	8.75
17	Fushë Kosovë	7.50
17	Istog	7.50
17	Prizren	7.50
17	Skenderaj	7.50
17	Suharekë	7.50
22	Deçan	6.25
22	Kamenicë	6.25
22	Klinë	6.25
22	Novo Bërdë	6.25
22	Ranillug	6.25
27	Dragash	5.00
27	Mamushë	5.00
27	Obiliq	5.00
30	Graçanicë	3.75
30	Junik	3.75
30	Klllokot	3.75
30	Leposaviq	3.75
30	Mitrovicë e Veriut	3.75
30	Partesh	3.75
30	Shtërpçë	3.75
37	Zubin Potok	2.50
37	Zvecan	2.50

One of the key concerns pertaining to public information is the limited information related to public enterprises, whereas only 10% of municipalities publish their organograms and basic regulating legislation for these entities. Even though some smaller municipalities do not own public enterprises, and receive their services from the regional level, their citizens are in daily contract with the service providers. These services include water supply, sewage systems, waste collection, etc., for which the citizens have regular concerns, thus the information on how they operate, and who is responsible at what lever for their oversight should be available to them.

The need for information is also demonstrated by the high volume of visits to municipal web sites. In 2018, municipal web sites were visited 4,463,523 times (indicating multiple return visits for a country with a population of only 1,809,481).

Transparency in public information and public participation(%)



Openess and public consultation

TENDER OPENING SESSIONS

According to the Information received from 31 municipalities who responded to the request for access to public information, all tender opening sessions are open to the public. During the tender opening sessions, competing business, citizens, and monitoring organizations can observe the procedures and offered prices.

PUBLICATION OF DRAFT BUDGET FOR PUBLIC CONSULTATIONS

In 2018, 22 municipalities published the draft budget for public consultation. The following is the list of municipalities that published the draft budget:

- | | | |
|-----------------|---------------|--------------|
| 1 Drenas | 9 Kamenicë | 16 Prishtinë |
| 2 Ferizaj | 10 Klinë | 17 Prizren |
| 3 Fushë Kosovë | 11 Lipjan | 18 Rahovec |
| 4 Gjakovë | 12 Malishevë | 19 Shtime |
| 5 Gjilan | 13 Mitrovicë | 20 Suharekë |
| 6 Hani i Elezit | 14 Novo Bërdë | 21 Viti |
| 7 Istog | 15 Podujevë | 22 Vushtrri |
| 8 Kaçanik | | |

Citizens' visits to municipal web sites

To answer the question why the municipalities should publish the public documents on their web sites, even when there are central platforms, KDI obtained the information pertaining to the visits to the municipal web-sites.

According to information received from the Ministry of Local Government Administration (MAPL), the municipal web sites in 2018 were visited 4,463,523 times. The table below illustrated the number of visits to the web site versus the number of population²⁴.

#	Municipality	# of visits to the web site	# of population according to 2011 Census	visits vs. population in %
1	Deçan	231,041	40,019	577%
2	Dragash	44,884	33,997	132%
3	Drenas	224,277	58,531	383%
4	Ferizaj	117,319	108,610	108%
5	Fushë Kosovë	88,790	34,827	255%
6	Gjakovë	388,989	94,556	411%
7	Gjilan	183,752	90,178	204%
8	Graçanicë	33,221	10,675	311%
9	Hani i Elezit	17,225	9,403	183%
10	Istog	99,671	39,289	254%
11	Junik	14,707	6,084	242%
12	Kaçanik	61,550	33,409	184%
13	Kamenicë	116,818	36,085	324%
14	Klinë	109,182	38,496	284%
15	Klllokot	6,272	2,556	245%

24 2011 Census, ASK: <http://ask.rks-gov.net/media/2009/kosovo-census-atlas-2011.pdf>

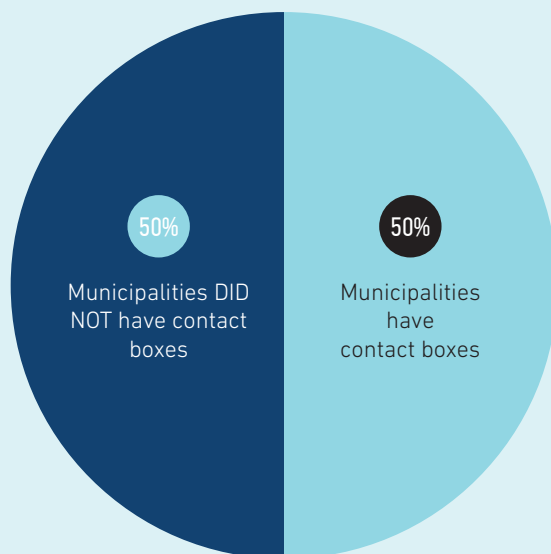
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16	Leposaviq	3,810	13,773	28%
17	Lipjan	108,932	57,605	189%
18	Malishevë	110,366	54,613	202%
19	Mamushë	9,226	5,507	168%
20	Mitrovicë	121,977	84,235	145%
21	Mitrovicë e Veriut	9,084	29,460	31%
22	Novo Bërdë	35,384	6,729	526%
23	Obiliq	70,200	21,549	326%
24	Partesh	9,679	1,787	542%
25	Pejë	100,500	96,450	104%
26	Podujevë	97,278	88,499	110%
27	Prishtinë	967,693	198,897	487%
28	Prizren	334,417	177,781	188%
29	Rahovec	100,147	56,208	178%
30	Ranillug	16,547	3,866	428%
31	Shtërpcë	14,998	6,949	216%
32	Shtime	50,906	27,324	186%
33	Skenderaj	92,031	50,858	181%
34	Suharekë	157,127	59,722	263%
35	Viti	82,810	46,987	176%
36	Vushtrri	224,873	69,870	322%
37	Zubin Potok	3,562	6,616	54%
38	Zvecan	4,278	7,481	57%

|||||

Communication with the municipality

To measure the ease of access to communication with municipalities, KDI also verified the means to communicate with the municipalities using online tools. 19 of 38 municipalities have contact boxes where the citizens can write their inquiry and it will be delivered to the municipality's information desk. The following is the list of municipalities who have communication modules on their web sites:



- 1 Dragash
- 2 Drenas
- 3 Fushë Kosovë
- 4 Gjakovë
- 5 Hani i Elezit
- 6 Istog
- 7 Kaçanik

- 8 Lipjan
- 9 Mamushë
- 10 Mitrovicë
- 11 Obiliq
- 12 Pejë
- 13 Prishtinë

- 14 Prizren
- 15 Rahovec
- 16 Shtime
- 17 Skenderaj
- 18 Suharekë
- 19 Vushtrri

•

PILLAR V

Grants and funding

Grants and funding are additional activities through which municipalities spend the municipal budget.

To measure transparency in grants and funding, KDI used the following indicators:

1. Are the regulations for grant awards published on the web site?
2. Are calls for grant applications published on the web site?
3. Are the results of grant awards published on the web site?
4. Is there information about the evaluation process of the projects?

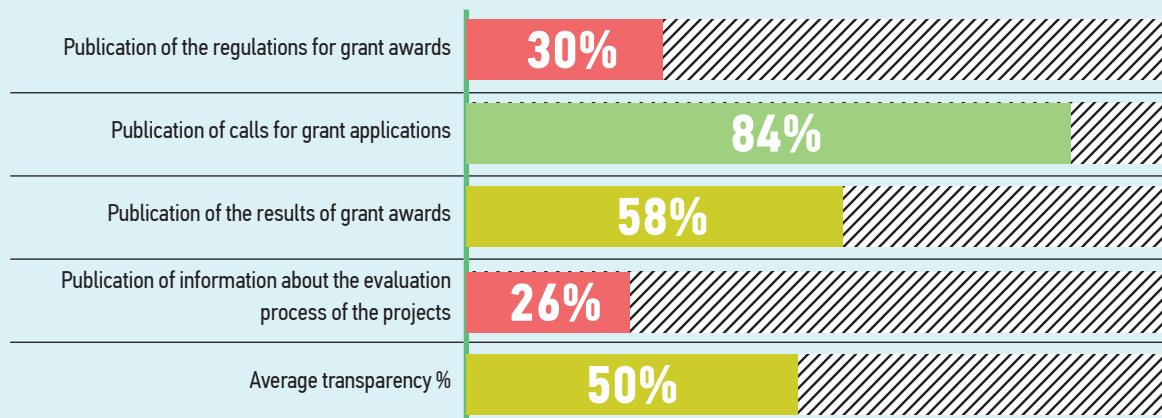
The maximum points assigned in this pillar are 10 while the minimum score is zero. The table to the right shows the ranking of municipalities in this pillar.

The average level of transparency in grants and funding is 50%. 84% of municipalities published their calls for grant applications, and 58% published the results of the awards, but only 30% of municipalities published the regulations for grant awards and only 6% published information pertaining to the evaluation process of the projects.

#	Municipality	Points
1	Kaçanik	10.00
1	Lipjan	10.00
1	Pejë	10.00
1	Prishtinë	10.00
1	Viti	10.00
6	Mitrovicë	8.75
7	Drenas	7.50
7	Ferizaj	7.50
7	Gjakovë	7.50
7	Podujevë	7.50
7	Prizren	7.50
7	Vushtrri	7.50
13	Deçan	5.00
13	Fushë Kosovë	5.00
13	Gjilan	5.00
13	Hani i Elezit	5.00
13	Istog	5.00
13	Kamenicë	5.00
13	Klinë	5.00
13	Malishevë	5.00
13	Obiliq	5.00
13	Rahovec	5.00
13	Shtime	5.00
13	Skenderaj	5.00
13	Suharekë	5.00
26	Dragash	2.50
26	Graçanicë	2.50
26	Junik	2.50
26	Klllokot	2.50
26	Mamushë	2.50
26	Novo Bërdë	2.50
26	Ranillug	2.50
26	Shtërpçë	2.50
34	Leposaviq	0.00
34	Mitrovicë e Veriut	0.00
34	Partesh	0.00
34	Zubin Potok	0.00
34	Zvecan	0.00

The following chart shows the performance by each indicator in this pillar:

Transparency in grants and funding (%)



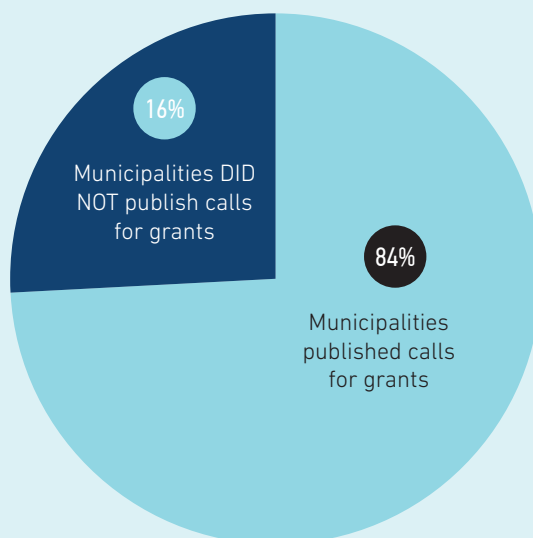
In 2018, only 30% of municipalities published regulations for grant awards. The following municipalities published these regulations:

- | | | |
|-----------------|-------------|--------------|
| 1 Drenas | 5 Kamenicë | 9 Pejë |
| 2 Ferizaj | 6 Lipjan | 10 Prishtinë |
| 3 Hani i Elezit | 7 Mamushë | 11 Viti |
| 4 Kaçanik | 8 Mitrovica | 12 Vushtrri |

There is a higher level of compliance for publication of calls for grant applications in 32 municipalities, or

84%

published their calls on their web sites.

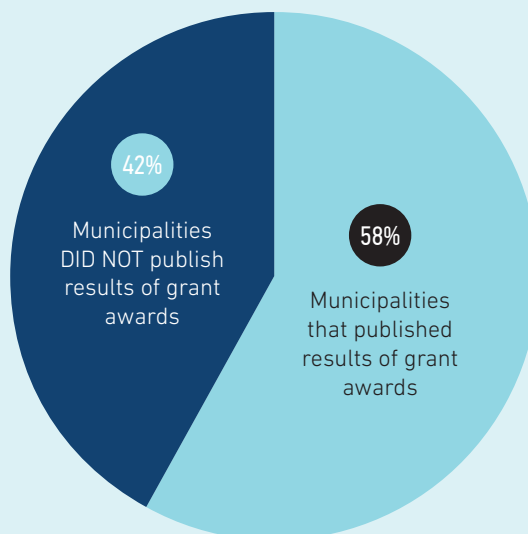


The following is the list of municipalities that published calls for grants on their web sites:

- | | | |
|-----------------|---------------|--------------|
| 1 Deçan | 12 Kaçanik | 23 Prishtinë |
| 2 Dragash | 13 Kamenicë | 24 Prizren |
| 3 Drenas | 14 Klinë | 25 Rahovec |
| 4 Ferizaj | 15 Klllokot | 26 Ranillug |
| 5 Fushë Kosovë | 16 Lipjan | 27 Shtërpçë |
| 6 Gjakovë | 17 Malishevë | 28 Shtime |
| 7 Gjilan | 18 Mitrovicë | 29 Skenderaj |
| 8 Graçanicë | 19 Novo Bërdë | 30 Suharekë |
| 9 Hani i Elezit | 20 Obiliq | 31 Viti |
| 10 Istog | 21 Pejë | 32 Vushtrri |
| 11 Junik | 22 Podujevë | |

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However, only
22 municipalities
58%
published the results
of grant awards
on the web site.



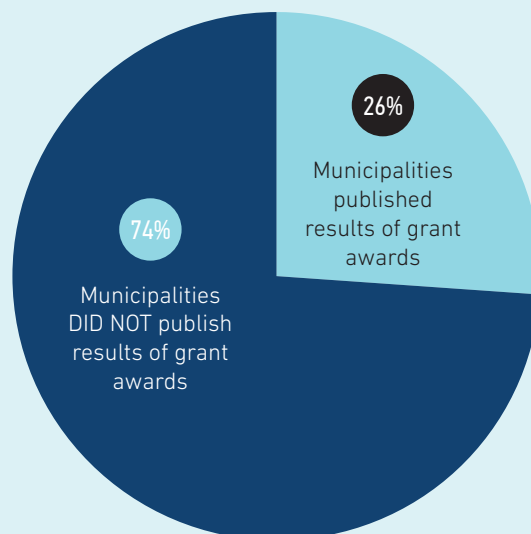
The following is the list of municipalities that published the results:

- | | | |
|----------------|--------------|--------------|
| 1 Drenas | 9 Lipjan | 16 Prizren |
| 2 Ferizaj | 10 Malishevë | 17 Rahovec |
| 3 Fushë Kosovë | 11 Mitrovicë | 18 Shtime |
| 4 Gjakovë | 12 Obiliq | 19 Skenderaj |
| 5 Gjilan | 13 Pejë | 20 Suharekë |
| 6 Istog | 14 Podujevë | 21 Viti |
| 7 Kaçanik | 15 Prishtinë | 22 Vushtrri |
| 8 Klinë | | |

Of 38 municipalities,
only 10

26%

published on their web sites the
information about the evaluation
process of the projects.



The following is the list of municipalities that published information about the evaluation process of the projects:

- | | | |
|-----------|-------------|-------------|
| 1 Deçan | 5 Mitrovicë | 8 Prishtinë |
| 2 Gjakovë | 6 Pejë | 9 Prizren |
| 3 Kaçanik | 7 Podujevë | 10 Viti |
| 4 Lipjan | | |

PILLAR VI

Professional Ethics and Conflict of Interest

Integrity is one of the key elements in public financial management. In order to measure the mechanisms to support integrity and the fight against corruption, mis-management, conflicts of interest, and abuse of official power, KDI used the following indicators to measure good governance mechanisms in municipalities:

1. Does the municipality have a code of ethics?
2. Is the Integrity Plan published on the web site?
3. Is there an instrument for reporting unethical behaviors, discrimination, or conflict of interest?
4. Are political affiliations or political party memberships for the assembly members published on the municipal web site?

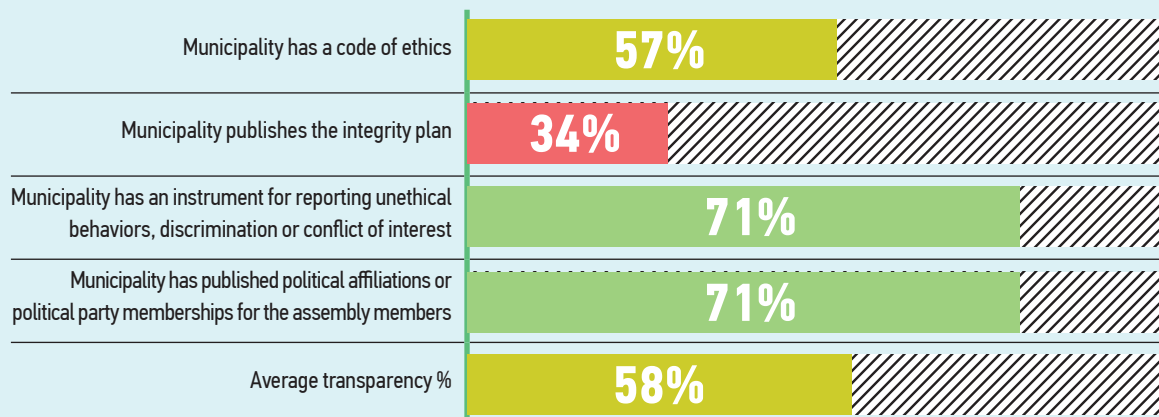
The maximum points assigned in this pillar are eight while the minimum score is zero. The table to the right shows the ranking of municipalities in this pillar.

The average level transparency in professional ethics and conflict of interest is 58%. All municipalities have to abide to the Code of Ethics for the public administration. However, the municipalities of Gjakova, Gjilan, Peja, Prishtina, and Vushtrri have created and signed their own tailored codes of ethics. 71% of municipalities have instruments for reporting unethical behaviors and have published political affiliation of their assembly members, while only 34% of municipalities published their integrity plans.

#	Municipality	Points
1	Pejë	10.00
1	Prishtinë	10.00
1	Vushtrri	10.00
4	Drenas	8.75
4	Ferizaj	8.75
4	Kaçanik	8.75
4	Klinë	8.75
4	Lipjan	8.75
4	Malishevë	8.75
4	Mitrovicë	8.75
4	Podujevë	8.75
4	Shtime	8.75
13	Gjakovë	7.50
13	Gjilan	7.50
15	Dragash	6.25
15	Fushë Kosovë	6.25
15	Graçanicë	6.25
15	Istog	6.25
15	Junik	6.25
15	Mamushë	6.25
15	Obiliq	6.25
15	Prizren	6.25
15	Rahovec	6.25
15	Suharekë	6.25
15	Viti	6.25
26	Deçan	3.75
26	Hani i Elezit	3.75
26	Kamenicë	3.75
26	Klllokot	3.75
26	Leposaviq	3.75
26	Mitrovicë e Veriut	3.75
26	Novo Bërdë	3.75
26	Skenderaj	3.75
34	Partesh	1.25
34	Ranillug	1.25
34	Shtërpçë	1.25
34	Zubin Potok	1.25
34	Zvecan	1.25

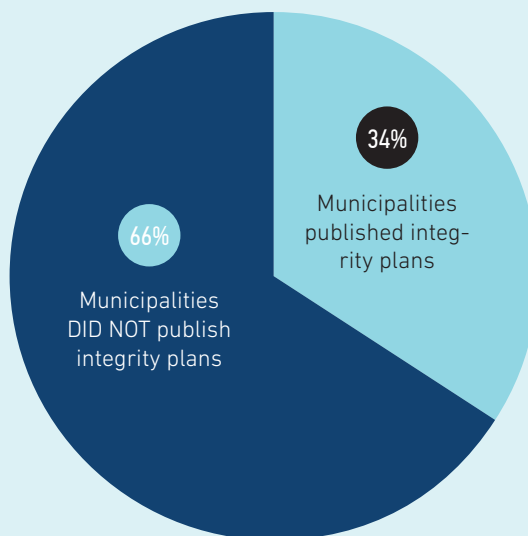
The following charts show the municipal ranking by points earned on each of the above-mentioned pillars and indicators:

TRANSPARENCY IN PROFESSIONAL ETHICS AND CONFLICT OF INTEREST(%)



While all 38 municipalities operate under the code of ethics for public administration, only the municipalities of Gjakova, Gjiilan, Peja, Prishtina, and Vushtrri have their own individual codes of ethics for the employees of the municipality.

In 2018,
34%
 of 38 municipalities
 published their
 integrity plans on
 their web sites.



The following is the list of municipalities that published their integrity plans.

- | | | |
|-----------|-------------|--------------|
| 1 Drenas | 6 Malishevë | 10 Prishtinë |
| 2 Ferizaj | 7 Mitrovicë | 11 Shtime |
| 3 Kaçanik | 8 Pejë | 12 Viti |
| 4 Klinë | 9 Podujevë | 13 Vushtrri |
| 5 Lipjan | | |

Additionally,
71%
 of 38 municipalities reported
 they have instrument for
 reporting unethical behaviors,
 discrimination, or conflicts of
 interest.

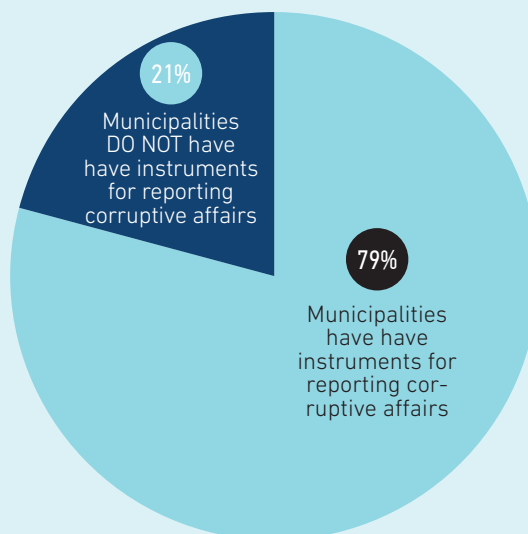


The following is a list of municipalities that have instruments for reporting unethical behaviors, discrimination, or conflicts of interest:

- | | | |
|----------------|-----------------------|--------------|
| 1 Dragash | 11 Klinë | 21 Podujevë |
| 2 Drenas | 12 Klllokot | 22 Prishtinë |
| 3 Ferizaj | 13 Leposaviq | 23 Prizren |
| 4 Fushë Kosovë | 14 Lipjan | 24 Rahovec |
| 5 Gjakovë | 15 Malishevë | 25 Shtime |
| 6 Gjilan | 16 Mamushë | 26 Suharekë |
| 7 Graçanicë | 17 Mitrovicë | 27 Vushtrri |
| 8 Istog | 18 Mitrovicë e Veriut | |
| 9 Junik | 19 Obiliq | |
| 10 Kaçanik | 20 Pejë | |

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In 2018,
79%
 of municipalities (30 of 38) have
 published on their web sites
 political affiliations or political
 party membership of the
 assembly members.



The following is a list of municipalities that have published on their web sites political affiliations or political party memberships of the assembly members:

- | | | |
|-----------------|---------------|--------------|
| 1 Deçan | 11 Junik | 21 Pejë |
| 2 Dragash | 12 Kaçanik | 22 Podujevë |
| 3 Drenas | 13 Kamenicë | 23 Prishtinë |
| 4 Ferizaj | 14 Klinë | 24 Prizren |
| 5 Fushë Kosovë | 15 Lipjan | 25 Rahovec |
| 6 Gjakovë | 16 Malishevë | 26 Shtime |
| 7 Gjilan | 17 Mamushë | 27 Skenderaj |
| 8 Graçanicë | 18 Mitrovicë | 28 Suharekë |
| 9 Hani i Elezit | 19 Novo Bërdë | 29 Viti |
| 10 Istog | 20 Obiliq | 30 Vushtrri |

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CONCLUSIONS

In 2018, Kosovar municipalities showed a willingness to increase transparency in public procurement.

This willingness resulted in a substantial average increase of transparency by 28%, compared to 2017 levels.

KDI noted a positive trend in terms of publishing procurement documents such as contract notices, contract award notices, procurement plans, annual procurement reports, and notices for sale of assets on municipal web sites.

A positive trend was noted also in publishing of awarded/signed contracts, where 23 of 38 municipalities, although not a legal obligation, voluntarily publish all of their public contracts in PDF-format on their web sites.

However, most of municipalities should improve their approach in informing their citizens on the institutions who regulate and address disputes pertaining to procurement such as PPRC, PRB, Competition Authority, etc., and first instance claims and resolutions pertaining the procurement actions handled at the local level.

A positive trend was noted also in budgetary transparency. Approximately 62% of municipalities are now publishing important planning and expenditure reports on their web sites. However, only 16% of municipalities publish an annual report on subsidies. Also, a great improvement was noted in public participation. In comparison to 2017, from 31 responses to requests for information that were sent by KDI, only two municipalities have not met the legal requirement to hold public meetings with citizens, thus missing an opportunity to disseminate information about municipal projects which will benefit citizens.

Although in 2018, the Ministry of Local Government Administration launched new web sites for all municipalities, the sites themselves lack consistency and municipalities are unclear about what information they should present to the public about expenditure.

Also, the municipalities have received complaints from citizens that, due to technical problems, documents tend to disappear from the websites. This problem was noted also by KDI in the cases of the municipalities of Gjilan, Ferizaj, Suhareka, and Malisheva.

ANNEX 1

THE LIST OF QUESTIONS SENT TO ALL MUNICIPALITIES

Pillar 1: Public procurement

Question 1: What is the number of economic operators' requests for reconsideration of contract award estimates, received during the period January 1 - December 31, 2018?

Question 2: What is the number of responses to requests for re-evaluation of contract award estimates for the period 01 January to 31 December 2018?

Question 3: How many of the municipality's decisions on requests for reconsideration of contract award estimates published on the website for the period January 1 - December 31, 2018?

Question 4: Provide a link to a web site where first-instance decisions are published:

Pillar 2: Budget transparency

Question 5: How many times was the budget amended in 2018?

Question 5a: How many public hearings pertaining the budget planning were held by the municipality in 2018?

Pillar 3: Access to public documents

Question 6: What is the number of requests for access to public documents?

Question 7: What is the number of rejected requests and administrative silence (non-responses)?

Question 8: What is the number of requests pertaining to public procurement?

Question 9: What is the number of rejected requests pertaining to public procurement?

Pillar 5: Grants and funding

Question 10: How many grants has the municipality published on the website?

Question 11: How many grants were awarded during 2018 by your municipality?

Pillar 6: Professional ethics and conflict of interest

Question 12: Does the municipality have a code of ethics?

Question 13: Is the integrity plan published on the web site

Question 14: Does the municipality have an instrument for reporting unethical behavior, discrimination or conflict of interest?

Question 15: Can non-ethical behavior, discrimination and conflict of interest be reported through the official web site?

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KDI is a Non-Governmental Organization (NGO) engaged to support democracy development by involving citizens in public policy-making and strengthening civil society sector, with the aim to impact the increase of transparency and accountability by public institutions.

For more information on KDI, please visit www.kdi-kosova.org

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