





# TRANSPARENCY INDEX IN MUNICIPAL GOVERNANCE 2019

FOR 38 MUNICIPALITIES OF KOSOVO

OCTOBER 2020



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## LIST OF ABBREVIATIONS

Al Administrative Instructions

**E-PROCUREMENT** Electronic public procurement platform

KDI Kosova Democratic Institute

LPP Law on Public Procurement

MF Ministry of Finance

MLG Ministry of Local Government

MLSW Ministry of LabourLabor and Social Welfare

MPA Ministry of Public Administration

NAO National Audit Office

PPI Public Procurement Index

PPRC Public Procurement Regulatory Commission

PRB Procurement Review Body

SME Small and Medium Enterprises

TI Transparency International

TIK Transparency International Kosovo

TIMG Transparency Index in Municipal Governance

### INTRODUCTION

The goal of public procurement is to award timely and cost-effective contracts to qualified contractors, suppliers and service providers for the provision of goods, work and services to support government and public services operations, in accordance with principles and procedures established in the public procurement rules.

In Kosovo, approximately 33% of the annual budget is spent through public procurement, which after the salaries and allowances, constitutes the most active public expenditure, as through this procedure the government acquires most of its services, supplies and works.

Considering the amount of money that is spend through these procedures, the importance of transparency in this government activity is threefold. Beside playing a crucial role in increasing accountability by the institutions, since majority of municipalities operate with limited resources, it helps them improve their performance by stimulating the citizens' participation into monitoring and reporting these expenditures.

Transparency also promotes civil engagement into governance by not only playing a watchdog role for the municipalities, but also promoting changes for better management of public resources<sup>2</sup>.

The third and utmost benefit is stimulation of economic growth. Small and Medium Enterprises, in particular new and small firms, have a distinct role in economic growth and they provide a disproportionate share of gross and net new jobs. Moreover, a small proportion

of high growth new firms provide the majority of new firm jobs<sup>3</sup>. One way for governments to assist SMEs in achieving their full potential is through their public procurement system. However, SMEs' entry into this potentially lucrative market is often hindered by challenges such as corruption, red tape and lack of transparency in tendering, to name but a few. In this context, transparency is instrumental in disclosing and discouraging corrupt practices in public procurement and facilitating SMEs' entry to this market, thus improving their capabilities and competitiveness, subsequently leading to a more competitive bidding process, and finally, to more efficient spending of public funds<sup>4</sup>.

<sup>1</sup> Public Procurement: Principles, Categories and Methods, Vol.2. Lynch, Jorge A. 2013

<sup>2</sup> From transparency to accountability through citizen engagement, World Development Report 2017, World Bank 2018

<sup>3</sup> Small businesses, job creation and growth: facts, obstacles and best practices, OECD, 1997 G7 Denver Summit

<sup>4</sup> Benefits of transparency in Public Procurement for Small and Medium Enterprises, Global Partners and Associates, 2012

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Over the past few years, the Government of Kosovo has improved the management and transparency of public expenditure by increasing public participation,<sup>5</sup> building training programs,<sup>6</sup> launching an electronic procurement platform<sup>7</sup> and launching the Transparency Portal<sup>8</sup>.

As institutions continue to progressively engage in the disclosure of public procurement information, they further need to deliver on accountability and good governance, which remains an ongoing challenge in public governance in Kosovo<sup>9</sup>.

Through the regular publication of the Transparency Index in Municipal Governance, 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.

<sup>5</sup> 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 ang competencies of the consultative committees in the municipalities; Administrative Instruction (MLGA) no. 01/2015 for the transparency in municipalities

<sup>6</sup> 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

<sup>7</sup> E-Procurement; FreeBalance, http://opendata.rks-gov.net, etc.

<sup>8</sup> Ministry of Finances, Republic of Kosovo, accessible at: https://ptmf.rks-gov.net/

<sup>9</sup> Kosovo\* 2020 Report, European Commission, Oct. 2020

### **EXECUTIVE SUMMARY**

In 2019, for the second consecutive year, Kosovo witnessed significant progress in the transparency of public procurement at both the central and local levels of government. This transparency extends beyond publication of procurement documents by also involving the citizens, publishing for discussion draft budgets and agendas for discussion, publishing expense reports, publishing documentation pertaining to grants and subsidies and also creating mechanisms for reporting corruption and unethical behavior. All these mechanisms play a crucial role in accountability in public expenditures.

In 2019, the overall volume of published contract notices and contracts award notices published on municipal websites increased by 13% compared to 2018; and the willingness to publish their contracts continued with 25 municipalities publishing 2,119 **contracts** on their web site. Another positive trend is noted in publication of the first instance complaints pertaining the public procurement procedures. Transparency of this procurement activity is not regulated by law, yet in 2019 we witnessed a 19% increase of transparency in comparison to the previous year (from 26% in 2018 to 45% in 2019), in publication of the first instance complaints, where 19 municipalities have published 50% of the first instance complaints on their web sites. Additionally, in 2019, following the KDIs recommendations from the previous year, nine municipalities started publishing the PRB decisions pertaining their procurements on their web site.

The research showed that **29 municipalities** published their **procurement plans**, whereas **25 municipalities** published their **annual procurement reports** 

for the previous year on their web sites. Additionally, 18 municipalities have published a list of all executive bodies, public institutions and organizations who regulate or address procurement advices and disputes on their web sites. Publishing such information helps citizens and private sector seek advices or address concerns pertaining the public expenditures at their municipal level, that otherwise they feel have been neglected at the local level. Also, it helps citizens get familiar with central institutions and their roles. Ensuring accessibility of 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 public procurement.

KDI evaluates the current level of transparency of Kosovo municipalities in public procurement (including public auctions) at **57% -- a 7% increase from the previous year** (50%). The key areas that require further advancement are publication of all contract notices and contract award notices on the web site, and publication of first instance complaints from economic operators.

KDI also observed an increase in budgetary transparency by 11%, from 62% in 2018 to 73% in 2019. This increase is attributed to publication of the budget (31 municipalities), amendments to the budget (28 municipalities), investment plan (28 municipalities), quarterly expense reports (29 municipalities), the summary report for the municipality's budget for the previous fiscal year (31 municipalities), mid-term budgetary framework (29 municipalities), and the municipal audit report (27 municipalities). The most

significant increase was noted in publishing of annual summary report on subsidies on the municipal web site. 2019 marked an increase by **34%**, respectively 20 municipalities that publish these reports, in comparison to **16%** (or six) municipalities that did so in 2018

Pertaining the access to public documents, the transparency levels **remain the same** as the previous year **at 78%**. Although more documents are being published, it shows an increase in public's interest to monitor more of the local governance activities. In 2019, there was a **slight decrease** of requests to public documents **from 1,091 in 2018 to 1,039** requests in 2019. However, there was an **increase by 66%** in requests pertaining documents related to public procurement, respectively **from 276 in 2018 to 417 in 2019** 

The 2019 index showed that while 92% of municipalities have their tender opening sessions opened to the public and even transmitted on-line, 8% of municipalities require an advance request for participation due to limited space. The measuring showed that 28 municipalities published their budget projections and opened this process up to public consultation. In addition, **29 municipalities** published their draft decisions about municipal investments, including their agendas on their web sites, and 30 municipalities provided means of electronic communication via e-mail addresses or communication boxes in the contact module. Additionally, according to the data received from the **30 municipalities** that responded to the request for information, during 2019, these municipalities organized 227 public budgetary hearings.

According to the results of measuring transparency in grants and financing, 31 municipalities publish calls

for grants on their web sites and 24 municipalities publish the results of grant awards. As a recommendation from the "Public Procurement Index 2018"10, 29 municipalities in 2019 started publishing the regulations for grant awards and 8 municipalities published information on the evaluation process for these grants and subsidies.

The average baseline score for Kosovo municipalities in promoting professional ethics and mitigating conflicts of interest in 2019 was 76%, an increase by 18% from 58% in 2018. While, only seven municipalities had their own codes of ethics; 31 other municipalities operated under the code of ethics for all civil servants. 23 municipalities had published their integrity plans on their web sites. 33 municipalities report having established instruments for reporting and addressing unethical behaviors, discrimination and conflict of interest, and have assigned the responsible officer according to the law on protection of the whistleblowers. While 31 municipalities have published on their web site the political affiliation of their Assembly Members.

Although 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. In 2019, we have three municipalities, Pristina, South Mitrovica and Lipjan/Ljipljane, who received the full 30 of 30 points in this pillar. At the same time, KDI observed that there are four municipalities that still do not publish any documentation related to public procurement.

The 2019 measurements show we have municipalities perform better in the budgetary transparency. There are 17 municipalities that received the full 25

 $<sup>10\</sup> Transparency Index in Public Procurement\ 2018 for\ 28 \ municipalities\ of\ Kosovo,\ KDI,\ May\ 2019,\ available\ at:\ https://kdi-kosova.org/wp-content/uploads/2019/08/50-Index-Transparency-Index-in-public-procurement-2018-ENG-11.pdf$ 

of 25 points in this pillar. However, the remaining 21 municipalities should continue to improve their performance, especially pertaining to publishing information about subsidies, investment plans, summary annual reports, and the auditor's report.

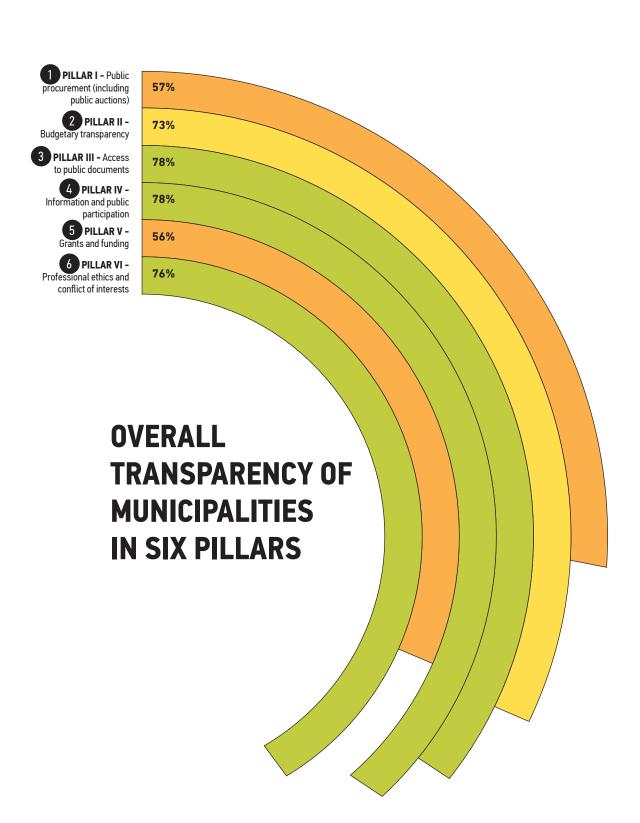
In 2020, KDI expects all municipalities to respond to requests for access to public documents and information. We also recommend all local institutions start publishing information pertaining to municipal public enterprises proactively on their web sites. Although several municipalities utilize services 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 who is responsible for them. The same is expected pertaining to grants and financing, especial-

ly regarding the publication of regulations for grant awards and evaluation processes.

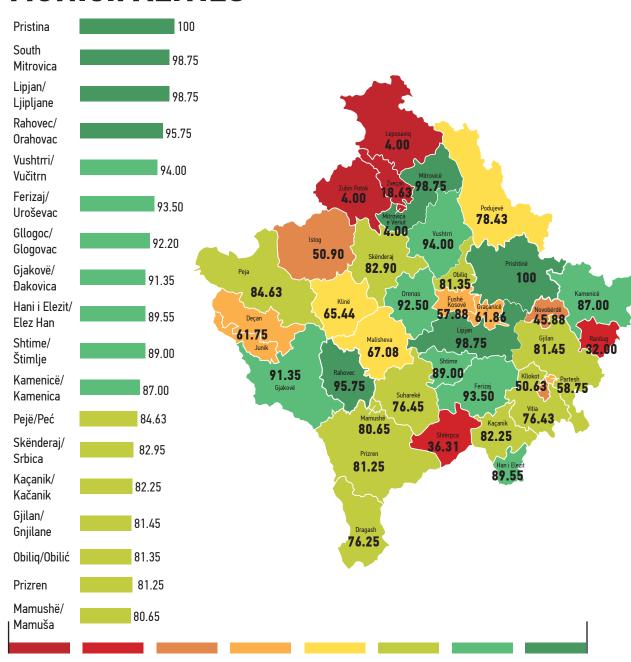
When it comes to conflicts of interest, we recommend municipalities follow the examples from the municipalities of Prishtina, Pejë/Peć, Gjakovë/Đakovica, Gjilan/Gnjilane, and Vushtrri/Vučitrn to develop an individual municipal Code of Ethics and publish their municipal integrity plans on their platforms.

According to information received from the Ministry of Local Government Administration (MLGA), the municipal web sites in 2019 were visited **6.542.769** times.

The average increase of municipal transparency in 2019 is 12%, in six measured pillars, from 58% in 2018 to 70% in 2019.



# TOP RANKING OF MUNICIPALITIES



# RANKING OF MUNICIPALITIES

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

Мι	ınicipality / Pillar	Pillar I - Public pro- curement (including public auctions)	Pillar II - Budgetary transparency	Pillar III - Access to public documents	Pillar IV - Infor- mation and public participation	Pillar V - Grants and funding	Pillar VI - Profes- sional ethics and conflict of interest	OVERAL SCORE PER MUNICIPALITY
ı	Maximum score	30	25	10	15	10	10	100
1	Pristina	30.00	25.00	10.00	15.00	10.00	10.00	100.00
2	South Mitrovica	30.00	25.00	10.00	15.00	10.00	8.75	98.75
2	Lipjan/Ljipljane	30.00	25.00	10.00	15.00	10.00	8.75	98.75
4	Rahovec/Orahovac	27.00	25.00	10.00	15.00	8.75	10.00	95.75
5	Vushtrri/Vučitrn	24.00	25.00	10.00	15.00	10.00	10.00	94.00
6	Ferizaj/Uroševac	24.75	25.00	10.00	15.00	10.00	8.75	93.50
7	Gllogoc/Glogovac	25.95	25.00	10.00	15.00	7.50	8.75	92.20
8	Gjakovë/Đakovica	23.85	25.00	10.00	15.00	8.75	8.75	91.35
9	Hani i Elezit/Elez Han	22.05	25.00	10.00	15.00	7.50	10.00	89.55
10	Shtime/Štimlje	24.00	25.00	10.00	15.00	6.25	8.75	89.00
11	Kamenicë/Kamenica	23.25	25.00	10.00	15.00	6.25	7.50	87.00
12	Pejë/Peć	24.00	21.88	10.00	15.00	3.75	10.00	84.63
13	Skënderaj/Srbica	15.45	25.00	10.00	15.00	8.75	8.75	82.95
14	Kaçanik/Kačanik	24.00	25.00	5.00	12.00	7.50	8.75	82.25
15	Gjilan/ Gnjilane	21.45	18.75	10.00	15.00	7.50	8.75	81.45

Mu	inicipality / Pillar	Pillar I - Public pro- curement (including public auctions)	Pillar II - Budgetary transparency	Pillar III - Access to public documents	Pillar IV - Infor- mation and public participation	Pillar V - Grants and funding	Pillar VI - Profes- sional ethics and conflict of interest	OVERAL SCORE PER MUNICIPALITY
16	Obiliq/Obilić	16.35	25.00	10.00	15.00	7.50	7.50	81.35
17	Prizren	20.25	25.00	10.00	13.50	6.25	6.25	81.25
18	Mamushë/Mamuša	27.90	18.75	10.00	9.00	6.25	8.75	80.65
19	Podujevë/Podujevo	22.80	15.63	10.00	15.00	6.25	8.75	78.43
20	Suharekë/Suva Reka	17.70	25.00	10.00	15.00	2.50	6.25	76.45
21	Viti/Vitina	18.30	21.88	10.00	15.00	2.50	8.75	76.43
22	Dragash/Dragaš	15.00	25.00	10.00	15.00	5.00	6.25	76.25
23	Malishevë/Mališevo	9.45	21.88	10.00	12.00	5.00	8.75	67.08
24	Klinë/Klina	19.50	17.19	0.00	15.00	5.00	8.75	65.44
25	Graçanicë/Gračanica	18.30	20.31	0.00	12.00	5.00	6.25	61.86
26	Junik	6.00	18.75	10.00	12.00	6.25	8.75	61.75
27	Partesh/Parteš	12.00	12.50	10.00	10.50	10.00	3.75	58.75
28	Fushë Kosovë/Kosovo Polje	9.00	15.63	10.00	12.00	2.50	8.75	57.88
29	lstog/lstok	19.65	6.25	0.00	15.00	3.75	6.25	50.90
30	Kllokot/Klokot	6.00	15.63	10.00	9.00	6.25	3.75	50.63
31	Novobërdë/Novo Brdo	18.00	9.38	0.00	6.00	6.25	6.25	45.88
32	Deçan/Dečan	13.95	3.13	10.00	6.00	0.00	6.25	39.33
33	Shtërpcë/Štrpce	7.50	14.06	0.00	6.00	3.75	5.00	36.31
34	Ranillug/Ranilug	3.00	12.50	10.00	1.50	1.25	3.75	32.00
35	Zveçan/Zvečan	0.00	3.13	10.00	3.00	0.00	2.50	18.63
36	Leposaviq/Leposavić	0.00	0.00	0.00	1.50	0.00	2.50	4.00
36	North Mitrovica	0.00	0.00	0.00	1.50	0.00	2.50	4.00
36	Zubin Potok	0.00	0.00	0.00	1.50	0.00	2.50	4.00

0 LEAST TRANSPARENT MUNICIPALITY

MOST TRANSPARENT MUNICIPALITY

100

# 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 stakeholders<sup>11</sup>. 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, a new indicator was added to the pillar on Information and public participation pertaining to public enterprises and subsidiary institutions.

For the "Transparency Index in Public Procurement 2019", KDI assessed the institutional transparency of Kosovo's municipalities against **41 indicators**, clustered in **six thematic pillars**.

In 2019, since the new methodology measures more than just the municipal transparency in public procurement but also the public participation and anti-corruption instruments in public expenditures, the name was changed from the historical "Public Procurement Index" to "Transparency Index in Municipal Governance". Additionally, two indicators were removed from the methodology used in 2018. One indicator is related to central platform for public procurements, as this is a mandatory requirement for all contracting authorities, and the second indicator was pertaining the publication of the legislation that regulates public enterprises, as this is only applicable to larger municipalities.

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.

<sup>11</sup> Focus Group held on 15.03.2018 with representatives from Government, Donor Agency and Civil Society

Pillar	Number of indicators	Total indicator points	Maximum weighted points by pillar
PILLAR I - Public procurement (including public auctions):	14	20	30
PILLAR II - Budgetary transparency:	8	16	25
PILLAR III - Access to public documents:	4	4	10
PILLAR IV - Information and public participation:	7	10	15
PILLAR V - Grants and funding:	4	8	10
PILLAR VI - Professional ethics and conflict of interest:	4	8	10
TOTAL	41	66	100

<sup>\*\*\*</sup> All 38 municipalities have been informed through email about new methodology, indicators, and scoring<sup>12</sup>.

<sup>12</sup> E-mail sent to all Mayors on 26 May 2020

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#### The indicators are divided into:

- 1. Output Indicators there are 29 output indicators that measure whether planned activities and actions are 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:
  - Points indicating that there was no information
  - 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:



IN PERCENTAGE 1-9 10-19 20-29 30-39 40-49 50-59 60-69 70-79 80-89 90-99 100

#### 

#### Method of assessment used to award a certain number of points:

- **A** analytical conclusion of the research team;
- ensuring standards of compliance adopted by the MLGA AI 01/2015<sup>13</sup>, MPA AI 01/2015<sup>14</sup>, LAW No.04/L-042<sup>15</sup>, LAW No. 03/L-040<sup>16</sup>, LAW No. 03/L-048<sup>17</sup>, MLSW Rules No.02/2015<sup>18</sup>, and Government Decision No. 07/87<sup>19</sup>; Government of Republic of Kosovo Regulation No. 04/2015<sup>20</sup>.
- **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;
- **S** complaints of citizens, court decisions, articles in the reputable mass media, public documents from NGOs (Non-Governmental Organizations), and deputies of the City Council.
- **M** Direct Meeting and Interviews with local government and citizens

<sup>13</sup> Administrative Instruction (MLGA) no. 01/2015 for the transparency in municipalities: https://gzk.rks-gov.net/ActDetail.aspx?ActID=11403

 $<sup>14 \</sup> Administrative \ Instruction \ (MPA) \ no. \ 01/2015 \ on \ the \ web \ sites \ of \ public: \ \underline{https://map.rks-gov.net/getattachment/04a69d9b-2b96-4ef2-bfc7-4c82cb860384/Udhezimi-Administrativ-(MAP)-nr-01-2015-per-Ueb-Fa.aspx$ 

<sup>15</sup> Law No. 04/L-042 on public procurement in Republic of Kosovo: https://gzk.rks-gov.net/ActDetail.aspx?ActID=2772

<sup>16</sup> Law No. 03/L-040. on local self-government: https://gzk.rks-gov.net/ActDetail.aspx?ActID=2530

<sup>17</sup> Law no. 03/L-048 on public financial management and accountability: https://gzk.rks-gov.net/ActDetail.aspx?ActID=2524

<sup>18</sup> Rules (MLSW) No.02/2015 on the criteria and procedures for financial support for subsidies and grants: <a href="https://gzk.rks-gov.net/ActDetail.aspx?ActID=11129">https://gzk.rks-gov.net/ActDetail.aspx?ActID=11129</a>

<sup>19</sup> Government Decision 07/87 on Open Data: <a href="http://www.kryeministri-ks.net/repository/docs/Vendimet\_e\_Mbledhjes\_se\_87-te\_te\_Qeverise\_2016.pdf">http://www.kryeministri-ks.net/repository/docs/Vendimet\_e\_Mbledhjes\_se\_87-te\_te\_Qeverise\_2016.pdf</a>
20 Regulation (GRK) - No. 04/2015 on civil servant code of conduct of the republic of Kosovo: <a href="http://kryeministri-ks.net/repository/docs/Rregulore\_QRK\_Nr.042015">http://kryeministri-ks.net/repository/docs/Rregulore\_QRK\_Nr.042015</a> per Kodin e Miresjelljes ne Sherbimin Civil te Republikes se Kosoves 19.pdf

## **LIST OF INDICATORS**

Pillar	Indicator	Legal requirement	Output	Type of indicator	Indicator assessment
	1 Is the procurement plan published on the web site	MPA AI 01/2015	Y/N	Output Indicator	D, W
PILLAR I  Public procurement (including public auctions)	Is there a list of all executive bodies, public institutions and organizations who regulate or address procurement advices and disputes	MPA AI 01/2015	Y/N	Output Indicator	D, W
auctions)	3 Is there annual procurement report for the previous year published on the web site	MPA AI 01/2015	Y/N	Output Indicator	D, W
	Notifications for tenders are published on the municipality's web site	Article 12 of MLGA AI 01/2015	Y/N	Output Indicator	D, W
	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
	Number of notifications for tenders on the municipality's web site	Article 12 of MLGA AI 01/2015	Qualita- tive data	Perfor- mance Indicator	A, D, W
	Number of notifications for tenders on the PPRC's web site	Article 12 of MLGA AI 01/2015	Qualita- tive data	Perfor- mance Indicator	A, D, W
	Number of notifications for contract award on the municipality's web site	Article 12 of MLGA AI 01/2015	Qualita- tive data	Perfor- mance Indicator	A, D, W
	Number of notifications for contract award on the PPRC's web site	Article 12 of MLGA AI 01/2015	Qualita- tive data	Perfor- mance Indicator	A, D, W

Pillar	Indicator	Legal requirement	Output	Type of indicator	Indicator assessment
PILLAR I  Public procurement	Does the municipality publish contracts on its web site	These indicators are illustrative, to show if the contracts are published by the municipality, and how many, however, they are not scored.	Y/N	Output Indicator	W
(including public auctions)	Number of contracts published on the municipality's web site	These indicators are illustrative, to show if the contracts are published by the municipality, and how many, however, they are not scored.	Data	Quan- titative Indicator	W
	Does the municipality publish PRB decisions on its web site	Recommendation given by KDI after the 2019	Y/N	Output Indicator	W
	Number of PRB decisions published on the municipality's web site	Recommendation given by KDI after the 2019	Data	Quan- titative Indicator	W
	Number of notifications for auctions on the municipality's web site	Article 12 of MLGA Al 01/2015	Qualita- tive data	Perfor- mance Indicator	A, D, W
	Number of notifications for auctions on the PPRC's web site	Article 12 of MLGA AI 01/2015	Qualita- tive data	Perfor- mance Indicator	A, D, W
	Are first degree claims and Decisions for procurement process published on municipality's web site	Article 12 of MLGA AI 01/2015	Y/N	Output Indicator	D, W
	Number of decisions/ answers on 1st degree claims for procurement process published in web site	Article 12 of MLGA AI 01/2015	Qualita- tive data	Perfor- mance Indicator	A, D, W
	Number of decisions/ answers on 1st degree claims for procurement process, information from municipality	Article 12 of MLGA Al 01/2015	Qualita- tive data	Perfor- mance Indicator	A, D, W

Pillar	Indicator	Legal requirement	Output	Type of indicator	Indicator assessment
DULADU	ls the investing plan published on the web site	MLGA AI 01/2015	Y/N	Output Indicator	D, W
PILLAR II	2 Is the budget published on the website	MLGA AI 01/2015	Y/N	Output Indicator	D, W
Budgetary transparency	Are the amendments to the budget published on the web site	MLGA AI 01/2015	Y/N	Output Indicator	D, W
trunspurency	Are the quarterly expense reports published on the web site	MLGA AI 01/2015	Y/N	Output Indicator	D, W
	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
	Are 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 webpage	MLGA AI 01/2015	Y/N	Output Indicator	D, W
	Is the annual report on subventions published on the web site	Good governance	Y/N	Output Indicator	D, W
PILLAR III	Number of requests for access to public documents	MLGA AI 01/2015 (Article 9)	Qualita- tive data	Perfor- mance Indicator	ı
Access to public	Number of rejected requests and administrative silence (non-responses)	MLGA AI 01/2015 (Article 9)	Qualita- tive data	Perfor- mance Indicator	I
documents	Number of requests relating to public procurement	MLGA AI 01/2015 (Article 9)	Qualita- tive data	Perfor- mance Indicator	I
	Number of rejected requests relating to public procurement	MLGA AI 01/2015 (Article 9)	Qualita- tive data	Perfor- mance Indicator	1

Pillar	Indicator	Legal requirement	Output	Type of indicator	Indicator assessment
DILLADIN	Are tender opening sessions opened to public	LPP 04/L-042	Y/N	Output Indicator	D, I
PILLAR IV	How often do the citizens use the municipality web site	Good governance	Number	Quan- titative Indicator	Т
Information and public participation	Is the draft budget published for public consultations	MLGA AI 01/2015	Y/N	Output Indicator	D, W
	Are draft decisions and/ or agendas published for consultation with public	MLGA AI 01/2015	Y/N	Output Indicator	D, W
	5 Can you send an online letter of enquiry to the municipality	MPA AI 01/2015	Y/N	Output Indicator	D, W
	Number of public hearings (min. 2 per year)	MLGA AI 01/2015	Data	Quan- titative Indicator	I, W
	Is the organizational scheme for including public enterprises and the subordinate institutions published on the web site	MPA AI 01/2015	Y/N	Output Indicator	D, W
PILLAR V	Are the regulations for grant awards published on web site	Law No. 03/L-040, Law No. 03/L-048 MPA AI 01/2015)	Y/N	Output Indicator	D, W
Grants and funding	Are calls for grant applications published on the web site	MLSW Regulation No.02/2015	Y/N	Output Indicator	D, W
J	Are the results of grant awards published on the web site	MLSW Regulation No.02/2015	Y/N	Output Indicator	D, W
	Is there information about the evaluation process of the projects	MLSW Regulation No.02/2015	Y/N	Output Indicator	D, W

Pillar	Indicator	Legal requirement	Output	Type of indicator	Indicator assessment
PILLAR VI	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
Professional ethics and conflict of interest	Is there an instrument for reporting unethical behaviors, discrimination or conflict of interest	REGULATION (GRK) - NO. 04/2015	Y/N	Output Indicator	I, D
	Are political affiliations or political party memberships for the assembly members published in website	MPA AI 01/2015	Y/N	Output Indicator	D, W

## COMPARATIVE ANALYSIS 2014 - 2019

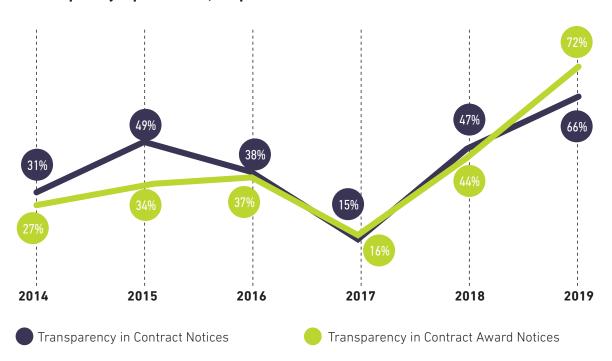
In 2018, KDI introduced a revised methodology that measures six pillars pertaining to public procurement, public expenditures, and instruments for addressing corruption and conflicts of interest in local government. The same methodology was used for the 2019 measures. Although KDI modified the methodology to measure transparency in public procurement at the local government level introducing six pillars and 41 indicators, it still retained the original 19 indicators that were used in the previous years, enabling researchers to continue to measure trends over time against those 19 indicators.

- Number of requests for access to public documents, in any area;
- Number of denied requests for access to public documents, in any area;
- Number of requests for access to public documents in public procurement;
- Number of requests denied for access to public documents in the area of public procurement;
- Publication of the approved budget for 2017 on the municipality's web site;
- Publication of the 2017 procurement plan on the municipality's web site;
- Publication of the audit report for 2016 on the municipality's web site;
- 8 Number of public hearings;
- Publication of quarterly and semi-annual/annual financial reports on the web site;
- Number of tenders published on the municipality's web site (contract notices);

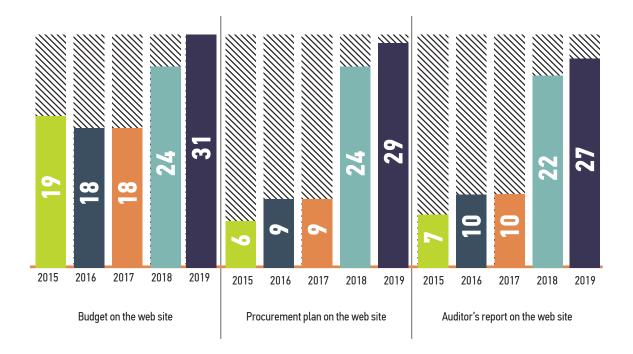
- Number of tenders published on the Public Procurement Regulatory Commission's web site;
- Number of awards published on the municipality's web site (contract award notices);
- Number of awards published on the Public Procurement Regulatory Commission's web site;
- Notices announcing public auction on the municipality's web site;
- Notices announcing public auction on the Public Procurement Regulatory Commission's web site;
- Notice of the auction winners on the municipality's web site;
- Notice of the auction winners on the Public Procurement Regulatory Commission's web site;
- Number of requests/complaints filed by economic operators to review contract awards;
- Number of decisions (responses) to requests for review.

The graph below shows the transparency trends in public procurement through the years 2014-2019.

#### Transparency in procurement, comparison between 2014 - 2019

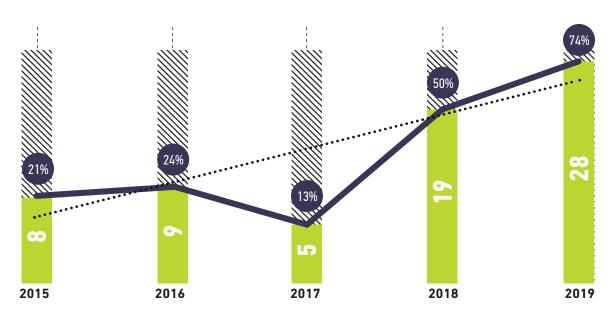


Additionally, municipalities also exhibited a **19% increase** in budget transparency in comparison to 2019. The graph below shows the transparency trends through the years 2014- 2019.

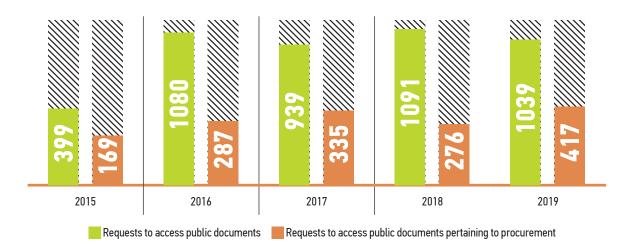


Although the index shows an increase of transparency in public procurement and budget expenditure, in 2019 there was also an increase in requests for access to public documents pertaining to public procurement, what could interpret into an increase of public interest in municipal expenditures, and the need to publish supporting procurement documents. There were 276 requests for access to information pertaining public procurement in 2018, but this number increased by 141 requests in 2019 to 417.

#### Transparency in publication of notices for asset sales



- Number of municipalities that published auctions on the website
- Transparency in percentage (municipalities) (%)



#### 

As we can see from the above charts, in 2019, there was an average **22%** increase of transparency in the above mentioned **19** indicators.

- In 2019, there was a **23% increase** in transparency in public procurement in comparison to 2018 (from average transparency of 46% in contract notices and contract award notices in 2018 to average 69% in 2019).
- Additionally, there was an **increase** in budgetary transparency by **19%**, from 63% in 2018 to 82% in 2019.
- There was also a **24% increase** in publication of notices for asset sales, from 50% in 2018 to 74% in 2019.
- In comparison to 2018, the number of requests to access documents pertaining to public procurement in 2019 **increased** by a total of **141 requests**.

# COMPARATIVE ANALYSIS 2018–2019

The methodology used in 2019 is a mere reflection of methodology used in 2018. This provided grounds for comparison of municipal transparency performance on the same pillars over the period 2018-2019.

The index shows that in 2019 we had increased transparency in five out of six pillars as follows:

PILLAR I - Public procurement (including public auctions) - 7% increase, from 50% in 2018 to 57% in 2019

PILLAR II - Budgetary Transparency - 11% increase, from 62% in 2018 to 73% in 2019

PILLAR III - Access to public documents - remains 78%, same as in the previous year 2018.

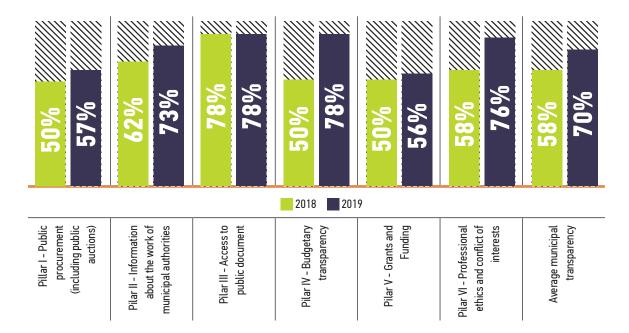
PILLAR IV - Information and public participation – 28% increase, from 50% in 2018 to 78% in 2019.

PILLAR V - Grants and funding - 6% increase, from 50% in 2018 to 56% in 2019.

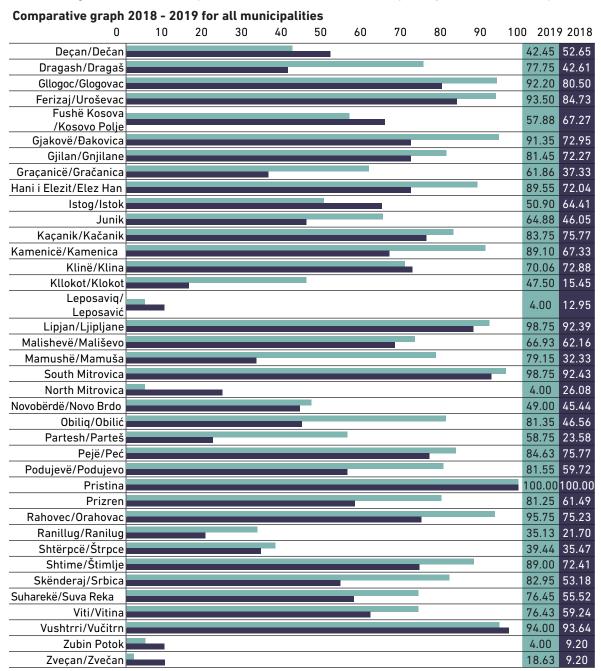
PILLAR VI - Professional ethics and conflict of interests - 18% increase, from 58% in 2018 to 76% in 2019.

The average increase of municipal transparency in 2019 is **12%** in six measured pillars, from 58% in 2018 to 70% in 2019.

The graph below shows the transparency trends in the years 2018 - 2019 for all six pillars of this index:



The following chart shows the comparison between 2018 and 2019 transparency levels for all municipalities.



The transparency index in municipal governance 2019 for 38 municipalities brings new changes to the municipal approach toward accountability toward its citizens. While the leading municipality in transparency remains the capital of Pristina, the index shows positive trends in 81% of municipalities. The highest positive trends were marked by minority led municipalities, which have serious catching up to do with the rest of municipalities. The table below shows the percentage of transparency increase by municipality in comparison to the previous year (2018):

#	Municipality	2018 points	2019 points	Increase (%)
1	Pristina	100	100	0
2	Kllokot/Klokot	15.45	50.63	227.7%
3	Mamushë/Mamuša	32.33	80.65	149.5%
4	Partesh/Parteš	23.58	58.75	149.2%
5	Zveçan/Zvečan	9.2	18.625	102.4%
6	Dragash/Dragaš	42.61	76.25	78.9%
7	Obiliq/Obilić	46.56	81.35	74.7%
8	Graçanicë/Gračanica	37.33	61.86	65.7%
9	Skënderaj/Srbica	53.18	82.95	56.0%
10	Ranillug/Ranilug	21.7	32	47.5%
11	Suharekë/Suva Reka	55.52	76.45	37.7%
12	Junik	46.05	61.75	34.1%
13	Prizren	61.49	81.25	32.1%
14	Podujevë/Podujevo	59.72	78.43	31.3%
15	Kamenicë/Kamenica	67.33	87.00	29.2%
16	Viti/Vitina	59.24	76.425	29.0%
17	Rahovec/Orahovac	75.23	95.75	27.3%
18	Gjakovë/Đakovica	72.95	92.60	26.9%
19	Hani i Elezit/Elez Han	72.04	89.55	24.3%
20	Shtime/Štimlje	72.41	89	22.9%
21	Gllogoc/Glogovac	80.50	92.20	14.5%
22	Gjilan/Gnjilane	72.27	81.45	12.7%
23	Pejë/Peć	75.77	84.63	11.7%
24	Ferizaj/Uroševac	84.73	93.50	10.4%
25	Malishevë/Mališevo	62.16	67.08	7.9%
26	Lipjan/Ljipljane	92.39	98.75	6.9%
27	South Mitrovica	92.43	98.75	6.8%
28	Kaçanik/Kačanik	75.77	78.00	2.9%
29	Shtërpcë/Štrpce	35.47	36.3125	2.4%
30	Novobërdë/Novo Brdo	45.44	45.88	1.0%
31	Vushtrri/Vučitrn	93.64	94	0.4%

# PILLAR I Transparency in Public Procurement

The Transparency Index in Municipal Governance measures, in Pillar 1, transparency in public procurement. In 2019, 33% of Kosovo's public budget was spent through public procurement.<sup>21</sup> But, this process in Kosovo is often described as prone to corruption<sup>22</sup>.

To evaluate the level of transparency in this Pillar, KDI measured 14 indicators<sup>23</sup> 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 57%. 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.

Nevertheless, 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.

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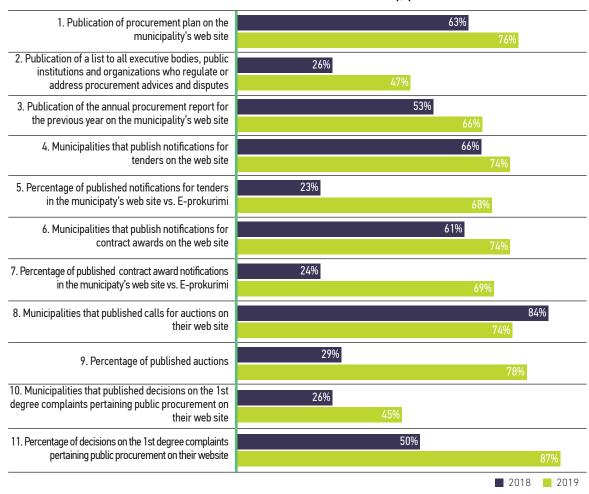
Rank	Municipality	Points
1	Pristina	30.00
1	South Mitrovica	30.00
1	Lipjan/Ljipljane	30.00
4	Mamushë/Mamuša	27.90
5	Rahovec/Orahovac	27.00
6	Gllogoc/Glogovac	25.95
7	Ferizaj/Uroševac	24.75
8	Vushtrri/Vučitrn	24.00
8	Shtime/Štimlje	24.00
8	Pejë/Peć	24.00
8	Kaçanik/Kačanik	24.00
12	Gjakovë/Đakovica	23.85
13	Kamenicë/Kamenica	23.25
14	Podujevë/Podujevo	22.80
15	Hani i Elezit/Elez Han	22.05
16	Gjilan/Gnjilane	21.45
17	Prizren	20.25
18	lstog/lstok	19.65
19	Klinë/Klina	19.50
20	Viti/Vitina	18.30
20	Graçanicë/Gračanica	18.30
22	Novobërdë/Novo Brdo	18.00
23	Suhareka/Suva Reka	17.70
24	Obiliq/Obilić	16.35
25	Skënderaj/Srbica	15.45
26	Dragash/Dragaš	15.00
27	Deçan/Dečan	13.95
28	Partesh/Parteš	12.00
29	Malishevë/Mališevo	9.45
30	Fushë Kosova/Kosovo Polje	9.00
31	Shtërpcë/Štrpce	7.50
32	Junik	6.00
32	Kllokot/Klokot	6.00
33	Ranillug/Ranilug	3.00
34	Zveçan/Zvečan	0.00
34	Leposaviq/Leposavić	0.00
34	North Mitrovica	0.00
34	Zubin Potok	0.00

<sup>22</sup> Public Procurement in Western Balkans, European Court of Auditors, 2018

<sup>23</sup> See section on Methodology

The following chart presents the current overall situation for all municipalities in this process, by activity, and also comparison to transparency trends between 2018 and 2019:

#### TRANSPARENCY IN PUBLIC PROCUREMENT PER INDICATOR (%) 2018 - 2019



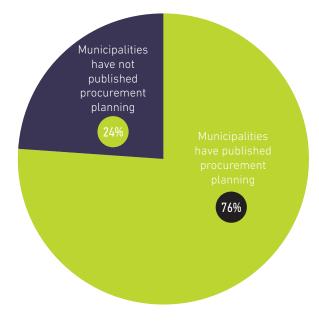
- 29 of 38 municipalities published their procurement plans on their web sites;
- 18 of 38 municipalities published a list of all executive bodies, public institutions and organizations who regulate or address procurement advices and disputes on their web sites;
- 25 of 38 municipalities published the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

### 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. The Index shows that 29 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 2019

Pioc	di ement planning in 2017
1	Gllogoc/Glogovac
2	Ferizaj/Uroševac
3	Fushë Kosova/Kosovo Polje
4	Gjakovë/Đakovica
5	Gjilan/Gnjilane
6	Graçanicë/Gračanica
7	Hani i Elezit/Elez Han
8	lstog/lstok
9	Kaçanik/Kačanik
10	Kamenicë/Kamenica
11	Klinë/Klina
12	Kllokot/Klokot
13	Lipjan/Ljipljane
14	Malishevë/Mališevo
15	Mamushë/Mamuša
16	South Mitrovica
17	Novobërdë/Novo Brdo
18	Obiliq/Obilić
19	Partesh/Parteš
20	Pejë/Peć
21	Podujevë/Podujevo
22	Pristina
23	Prizren
24	Rahovec/Orahovac
25	Shtime/Štimlje
26	Skënderaj/Srbica
27	Suhareka/Suva Reka
28	Viti/Vitina
29	Vushtrri/Vučitrn

#### 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 (e-Procurement);
- 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 (e-Procurement);
- 5. Number of notifications for auctions on the municipality's web site;
- 6. Number of notifications for auctions on the PPRC's web site (e-Procurement).

#### Comparison of published tenders between PPRC and municipalities' websites

### Contract notices

The number of tenders published on the municipal web sites is usually different from the number of tenders published on the official central procurement platform (e-Procurement). In 2019, 68% of notices for local government tenders were published on municipal web sites, which marks a 21% increase in transparency compared to the previous year (47%). Out of 3,098 tender notices that were published on the e-Procurement platform, 2,118 of them were also published on municipal web sites.



### Contract award notices

Regarding contract award notices, out of 2,808 notices published on the e-Procurement platform, 1,941 of them were also published on municipal web sites. This represents 69% of the contract award notices. In comparison to the previous year (44% in 2018), 2019 marked a 25% increase in transparency in this indicator.

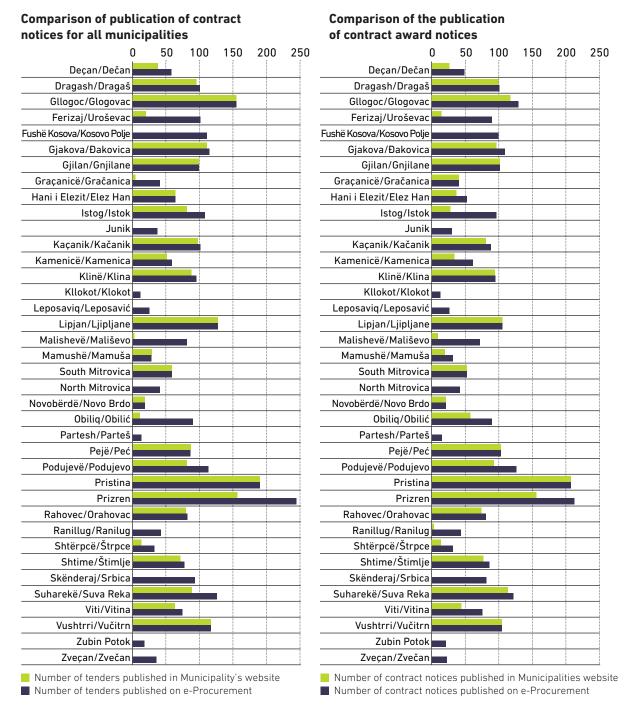
#### Comparison of published tenders between PPRC and municipalities' websites



2019 marked a
25%
increase of transparency in contract award notices.



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



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 2019	January-December 2019	
1	Gjilan/Gnjilane	100%	100%	100%
2	Lipjan/Ljipljane	100%	100%	100%
3	South Mitrovica	100%	100%	100%
4	Novobërdë/Novo Brdo	100%	100%	100%
5	Pejë/Peć	100%	100%	100%
6	Pristina	100%	100%	100%
7	Vushtrri/Vučitrn	100%	100%	100%
8	Dragash/Dragaš	96%	99%	98%
9	Klinë/Klina	93%	100%	96%
10	Gllogoc/Glogovac	100%	92%	96%
1	Kaçanik/Kačanik	97%	93%	95%
12	Rahovec/Orahovac	96%	91%	94%
13	Gjakovë/Đakovica	97%	88%	93%
14	Shtime/Štimlje	91%	90%	91%
15	Hani i Elezit/Elez Han	100%	68%	84%
16	Suharekë/Suva Reka	71%	94%	83%
17	Mamushë/Mamuša	100%	57%	78%
18	Podujevë/Podujevo	72%	74%	73%
19	Kamenicë/Kamenica	88%	53%	71%
20	Viti/Vitina	84%	57%	70%
21	Prizren	65%	74%	69%
22	Deçan/Dečan	65%	54%	60%

#### **Publication of signed contracts**

Although according to the actual legislation<sup>24</sup>, all contracting authorities shall publish their contracts on the central procurement platform e-procurement, municipalities continued to follow the trend of publishing their contracts on their municipalities' web sites. Through 2019, 25 municipalities published contracts on their web sites, as listed below (in alphabetical order):

#	Municipality	# of published contracts
1	Deçan/Dečan	21
2	Dragash/Dragaš	106
3	Gllogoc/Glogovac	156
4	Ferizaj/Uroševac	57
5	Fushë Kosovë/Kosovo Polje	34
6	Gjakovë/Đakovica	124
7	Gjilan/Gnjilane	105
8	Hani i Elezit/Elez Han	47
9	lstog/lstok	54
10	Kaçanik/Kačanik	28
1	Kamenicë/Kamenica	25
12	Lipjan/Ljipljane	90
13	Mamushë/Mamuša	35

#	Municipality	# of published contracts
14	South Mitrovica	42
15	Obiliq/Obilić	54
16	Pejë/Peć	117
17	Podujevë/Podujevo	92
18	Pristina	282
19	Prizren	203
20	Rahovec/Orahovac	80
21	Shtime/Štimlje	15
22	Skënderaj/Srbica	58
23	Suharekë/Suva Reka	171
24	Viti/Vitina	36
25	Vushtrri/Vučitrn	87
	TOTAL	2,119

<sup>24</sup> Rules and Operational Guidelines for Public Procurement

#### 

Additionally, in 2019 KDI recommended all municipalities to start publishing the PRB decisions pertaining their procurement actions. The following nine municipalities adopted this recommendation, respectively publishing such decisions on their web sites:



Vushtrri/Vučitrn



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



## Transparency in public auctions

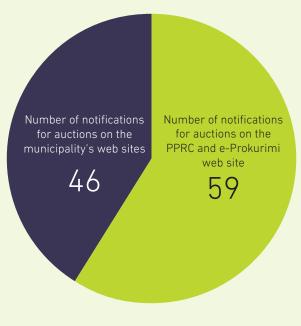
In Kosovo, the number of public auctions is quite small compared to the overall number of public procurements. Items sold through auctions are not of high monetary value; however, publication of these activities on the municipalities' web sites is a legal requirement of Law No. 04/L-144 on allocation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

- Number of notifications for auctions on the municipality's web site from January to December 2019;
- 2. Number of notifications for auctions on the PPRC and e-Prokurimi web sites from January to December 2019.

#### Transparency in notifications for auctions



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.

The following table shows municipalities that publish, did not have, and do 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/Dragaš	1 Deçan/Dečan	1 Gjakova/Đakovica
2 Gllogoc/Glogovac	2 Fushë Kosova/Kosovo Polje	2 Kllokot/Klo
3 Ferizaj/Uroševac	3 Graçanicë/Gračanica	3 Leposaviq/Leposavić
4 Gjilan/Gnjilane	4 Junik	4 North Mitrovica
5 Hani i Elezit/Elez Han	5 Malishevë/Mališevo	5 Peja/Peć
6 Istog/Istok	6 Mamushë/Mamuša	6 Ranillug/Ranilug
7 Kaçanik/Kačanik	7 Partesh/Parteš	7 Shtërpcë/Štrpce
8 Kamenicë/Kamenica	8 Prizren	8 Suhareka/Suva Reka
9 Klinë/Klina	9 Shtime/Štimlje	9 Zubin Potok
10 Lipjan/Ljipljane	10 Skënderaj/Srbica	10 Zveçan/Zvečan
11 South Mitrovica		
Novobërdë/Novo Brdo		
13 Obiliq/Obilić		
14 Podujevë/Podujevo		
15 Pristina		
16 Rahovec/Orahovac		
17 Viti/Vitina		
18 Vushtrri/Vučitrn		

## Information in the first instance complaints relating to public procurement process

This indicator deals with the procurement review (or bid protest) process. KDI measured the transparency of first instance complaints – that is, complaints addressed by the municipalities themselves before escalating to the Procurement Review Body (PRB). The Public Procurement Law was amended by Law No. 05/L-068 that entered into force in January 2016, mandating contracting authorities, themselves, including municipalities, serve as the first instance of review for procurement complaints.

According to information provided by municipalities, in 2019, based on the 24 responses from the municipalities, economic operators filed 352 <sup>25</sup> first instance complaints related to procurement activities. In comparison to previous year (11 municipalities in 2018) there is an increase by 72% in 2019, respectively 19 municipalities, that publish their decisions on the 1<sup>st</sup> instance complaints on their web sites. These municipalities published 305 decisions on these complaints on their web site.

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

- 1. Zveçan/Zvečan
- 2. Leposavig/Leposavić
- 3. North Mitrovica
- 4. Zubin Potok

LIST OF MUNICIPALITIES THAT PUBLISH DECISIONS TO THE 1ST INSTANCE COMPLAINTS FROM ECONOMIC OPERATORS

(1)	Gllogoc/Glogovac

<sup>25</sup> Information received from the municipalities as a response to the inquiry on public information

## 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 **73%**.

In comparison to previous year (2018), municipalities improved publication of the budget by 19%, investment plan by 17%, quarterly expense reports by only 1%, publication of the Annual Summary Report for the municipality's budget for the previous fiscal year by 12%, mid-term budgetary framework by only 2%, and external audit report by 13%.

The highest increase of transparency in this pillar is marked in publishing of annual summary report on subsidies on the municipal web site. 2019 marked an increase by **34%**, respectively 20 municipalities that publish these reports, in comparison to **16%** (or six) municipalities that did so in 2018.

#	Municipality	Points
1	Pristina	25.00
1	South Mitrovica	25.00
1	Lipjan/Ljipljane	25.00
1	Rahovec/Orahovac	25.00
1	Vushtrri/Vučitrn	25.00
1	Ferizaj/Uroševac	25.00
1	Gllogoc/Glogovac	25.00
1	Gjakovë/Đakovica	25.00
1	Hani i Elezit/Elez Han	25.00
1	Shtime/Štimlje	25.00
1	Kamenicë/Kamenica	25.00
1	Skënderaj/Srbica	25.00
1	Kaçanik/Kačanik	25.00
1	Obiliq/Obilić	25.00
1	Prizren	25.00
1	Suharekë/Suva Reka	25.00
1	Dragash/Dragaš	25.00
18	Pejë/Peć	21.88
18	Viti/Vitina	21.88
18	Malishevë/Mališevo	21.88
21	Graçanicë/Gračanica	20.31
22	Gjilan/Gnjilane	18.75
22	Mamushë/Mamuša	18.75
22	Junik	18.75
25	Klinë/Klina	17.19
26	Podujevë/Podujevo	15.63
26	Fushë Kosova/Kosovo Polje	15.63
26	Kllokot/Klokot	15.63
29	Shtërpcë/Štrpce	14.06
30	Partesh/Parteš	12.50
30	Ranillug/Ranilug	12.50
32	Novobërdë/Novo Brdo	9.38
33	lstog/lstok	6.25
34	Deçan/Dečan	3.13
35	Zveçan/Zvečan	3.13
36	Leposaviq/Leposavić	0.00
36	North Mitrovica	0.00
36	Zubin Potok	0.00

However, the research shows we had a decline in publication of the changes to budget appropriations by 4%.

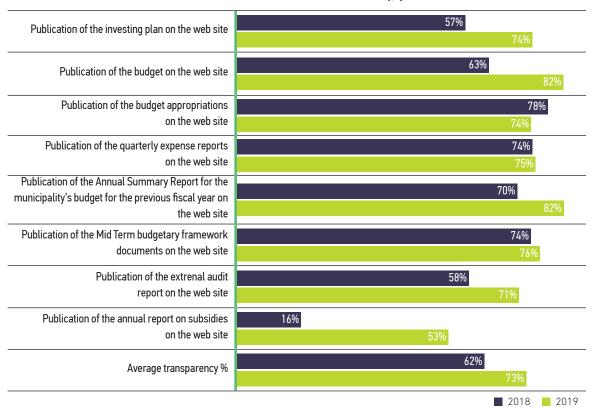
The following chart shows performance by indicators:

#### **BUDGETARY TRANSPARENCY PER INDICATOR (%)**

Publication of the investing plan on the web site	74%
Publication of the budget on the web site	82%
Publication of the budget appropriations on the web site	74%
Publication of the quarterly expense reports on the web site	75%
Publication of the Annual Summary Report for the municipality's budget for the previous fiscal year on the web site	82%
Publication of the Mid Term budgetary framework documents on the web site	76%
Publication of the extrenal audit report on the web site	71%
Publication of the annual report on subsidies on the web site	50%
Average transparency %	73%

The following chart ilustrates budget trasnparency trends for the years 2018 – 2019:

TRANSPARENCY IN MUNICIPAL BUDGET PER INDICATOR (%) 2018 - 2019



## 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 2019, 28 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/Dečan
- 2 Dragash/Dragaš
- 3 Gllogoc/Glogovac
- 4 Ferizaj/Uroševac
- 5 Fushë Kosovë/Kosovo Polje
- 6 Gjakovë/Đakovica
- 7 Gjilan/Gnjilane
- 8 Graçanicë/Gračanica
- 9 Hani i Elezit/Elez Han
- 10 Junik

- 11 Kaçanik/Kačanik
- 12 Kamenicë/Kamenica
- 13 Klinë/Klina
- 14 Lipjan/Ljipljane
- 15 Malishevë/Mališevo
- 16 Mamushë/Mamuša
- 17 South Mitrovica
- 18 Obiliq/Obilić
- 19 Partesh/Parteš

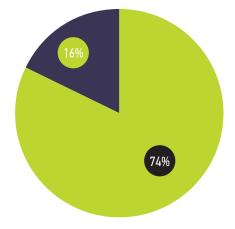
- 20 Pejë/Peć
- 21 Podujevë/Podujevo
- 22 Pristina
- 23 Prizren
- 25 Rahovec/Orahovac
- 25 Shtime/Štimlje
- 26 Skënderaj/Srbica
- 27 Suharekë/Suva Reka
- 28 Vushtrri/Vučitrn

Municipalities that do not publish the investment plan

I U

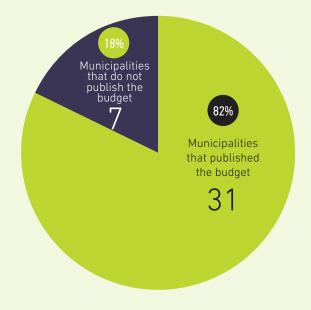
Municipalities that published the investing plan

28



#### Publication of the approved budget on the web site

During the period January to December 2019, 31 municipalities published their budget plans on their web sites. Out of 38 municipalities, only 7 municipalities did not publish the budget. This increased transparency by **19%** compared to the previous year, from 63% in 2018 to 82% in 2019.



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 2019:

- Dragash/Dragaš
- 2 Gllogoc/Glogovac
- 3 Ferizaj/Uroševac
- 4 Fushë Kosovë/Kosovo Polje
- 5 Gjakovë/Đakovica
- 6 Gjilan/Gnjilane
- 7 Graçanicë/Gračanica
- 8 Hani i Elezit/Elez Han
- 9 Istog/Istok
- 10 Kaçanik/Kačanik
- 11 Kamenicë/Kamenica

- 12 Klinë/Klina
- 13 Kllokot/Klokot
- 14 Lipjan/Ljipljane
- 15 Malishevë/Mališevo
- 16 Mamushë/Mamuša
- 17 South Mitrovica
- 18 Novobërdë/Novo Brdo
- 19 Obiliq/Obilić
- 20 Partesh/Parteš
- 21 Pejë/Peć
- 22 Podujevë/Podujevo

- 23 Pristina
- 24 Prizren
- 25 Rahovec/Orahovac
- 26 Shtërpcë/Štrpce
- 27 Shtime/Štimlje
- 28 Skënderaj/Srbica
- 29 Suharekë/Suva Reka
- 30 Viti/Vitina
- 31 Vushtrri/Vučitrn

## Publication of changes to budget appropriations on the web site

In 2019, 27 of 38 municipalities responded that they do publish changes to budget appropriations on their web sites. In 2019, there were 21 changes to budget appropriations in 11 municipalities. Eight (8) these municipalities published 15 changes to the budget appropriations, while three municipalities did not publish them on their site. 20 municipalities had no changes to their budget. Seven municipalities did not provide information if they had changes to the budget appropriations. The following is the list of municipalities that had changes to budget appropriations and published them on their web sites:

1	Dragash/Dragaš
	<i>I</i> DIAUASII/DIAUAS

4 Lipjan/Ljipljane

7 Rahovec/Orahovac

- 2 Gjakovë/Đakovica
- 5 Mamushë/Mamuša
- 8 Ranillug/Ranilug

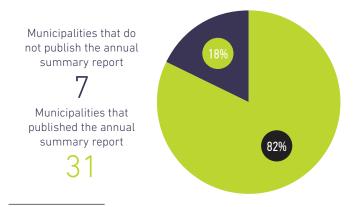
- 3 Hani i Elezit/Elez Han
- 6 Obiliq/Obilić

## Publication of the financial reports on the web site

The current legal framework<sup>26</sup> requires publication of quarterly and annual expense reports by all public financial institutions. During 2019, 32 municipalities published a total of 202 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 web site

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 2019, 31 of 38 municipalities published the annual summary report on their web sites. This marks a 12% increase, respectively from 70% in 2018 to 82% in 2019.



#	Municipality	No. of reports
1	Gjakova/Đakovica	28
2	Pejë/Peć	19
3	Gjilan/Gnjilane	17
4	Pristina	16
5	Gllogoc/Glogovac	12
6	Suharekë/Suva Reka	10
7	Kaçanik/Kačanik	6
8	Kamenicë/Kamenica	6
9	Shtime/Štimlje	6
10	Vushtrri/Vučitrn	6
11	Dragash/Dragaš	4
12	Ferizaj/Uroševac	4
13	Graçanicë/Gračanica	4
14	Hani i Elezit/Elez Han	4
15	Junik	4
16	Klinë/Klina	4
17	Kllokot/Klokot	4
18	Lipjan/Ljipljane	4
19	Malishevë/Mališevo	4
20	South Mitrovica	4
21	Novobërdë/Novo Brdo	4
22	Obiliq/Obilić	4
23	Prizren	4
24	Rahovec/Orahovac	4
25	Ranillug/Ranilug	4
26	Skënderaj/Srbica	4
27	Viti/Vitina	4
28	lstog/lstok	3
29	Shtërpcë/Štrpce	2
30	Fushë Kosovë/ Kosovo Polje	1
31	Mamushë/Mamuša	1
32	Podujevë/Podujevo	1
33	Deçan/Dečan	0
34	Leposaviq/Leposavić	0
35	North Mitrovica	0
36	Partesh/Parteš	0
37	Zubin Potok	0
38	Zveçan/Zvečan	0

26 See list of Indicators

### Publication of the Mid-Term budgetary framework on the web site

The Medium-Term Budgetary Framework<sup>27</sup> 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 2019, 28 of 38 municipalities published the mid-term budgetary framework on their web sites. This is a 2% increase from the previous year (2018). The following is a list of municipalities that published the MTBF:

1	Dragash/	Dragaš
\ \		

2 Gllogoc/Glogovac

3 Ferizaj/Uroševac

4 Fushë Kosovë/Kosovo Polje

5 Gjakovë/Đakovica

6 Gjilan/Gnjilane

7 Graçanicë/Gračanica

8 Hani i Elezit/Elez Han

9 Junik

10 Kaçanik/Kačanik

11 Kamenicë/Kamenica

12 Kllokot/Klokot

13 Lipjan/Ljipljane

14 Malishevë/Mališevo

15 Mamushë/Mamuša

16 South Mitrovica

17 Obiliq/Obilić

18 Pejë/Peć

19 Podujevë/Podujevo

20 Pristina

21 Prizren

Rahovec/Orahovac

23 Ranillug/Ranilug

24 Shtime/Štimlje

25 Skënderaj/Srbica

26 Suharekë/Suva Reka

27 Viti/Vitina

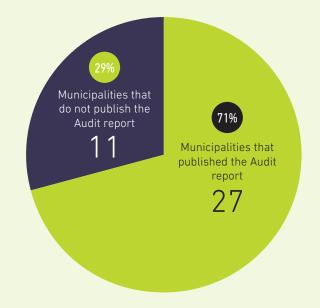
28 Vushtrri/Vučitrn

<sup>27</sup> Medium Term Expenditure Framework 2020-2022, Ministry of Finance, https://mf.rks-gov.net/desk/inc/media/21391F7F-A1DC-47B2-B8FB-BE821847FC37.pdf

## Audit report on the web site

Publication of the audit report for 2019 is another important indicator because it provides the public with information on how public funds are managed by municipalities. In 2019, 27 out of 38 municipalities published the audit reports on their web sites<sup>28</sup>. This is a 13% increase of transparency in comparison to the index for 2018, from 58% to 71%. The following municipalities published the audit report on their web sites:

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



- 1 Dragash/Dragaš
- 2 Gllogoc/Glogovac
- 3 Ferizaj/Uroševac
- 4 Gjakovë/Đakovica
- 5 Gjilan/Gnjilane
- 6 Hani i Elezit/Elez Han
- 7 Junik
- 8 Kaçanik/Kačanik
- 9 Kamenicë/Kamenica

- 10 Klinë/Klina
- 11 Kllokot/Klokot
- 12 Lipjan/Ljipljane
- 13 Malishevë/Mališevo
- 14 Mamushë/Mamuša
- 15 South Mitrovica
- 16 Obiliq/Obilić
- 17 Pejë/Peć
- 18 Podujevë/Podujevo

- 19 Pristina
- 20 Prizren
- 21 Rahovec/Orahovac
- 22 Shtërpcë/Štrpce
- 23 Shtime/Štimlje
- 24 Skënderaj/Srbica
- 25 Suharekë/Suva Reka
- 26 Viti/Vitina
- 27 Vushtrri/Vučitrn

## Publication of the annual report on subsidies on the web site

Publication of the annual report on subsidies is a good governance indicator. This indicator is important because it provides the public with information on how public funds are divided and awarded by municipalities in support to the local economy, cultural, and sport activities. In 2019, 20 out of 38 municipalities published the annual report on subsidies on their websites. This is a 13% increase of transparency in comparison to the index for 2018, from 16% to 53%. The following is the list of municipalities that publish this report:

2019
20 out of 38 municipalities published the annual report on subsidies on their websites.

- 1 Dragash/Dragaš
- 2 Gllogoc/Glogovac
- 3 Ferizaj/Uroševac
- 4 Gjakovë/Đakovica
- 5 Graçanicë/Gračanica
- 6 Hani i Elezit/Elez Han
- 7 Kaçanik/Kačanik

- 8 Kamenicë/Kamenica
- 9 Klinë/Klina
- 10 Lipjan/Ljipljane
- 11 South Mitrovica
- 12 Obiliq/Obilić
- 13 Pristina
- 14 Prizren

- 15 Rahovec/Orahovac
- 16 Shtime/Štimlje
- 17 Skënderaj/Srbica
- 18 Suharekë/Suva Reka
- 19 Viti/Vitina
- 20 Vushtrri/Vučitrn

## PILLAR III: Access to public documents

The Transparency Index in Municipal Governance 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 30 municipalities; eight municipalities did not respond. Based on the information provided by municipalities, out of 1,039 requests, only 15 were rejected based on the legal dispositions on data protection/confidentiality of information.

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

MUNICIPALITIES



SUBMITTED REQUESTS FOR ACCESS



RESPONDED TO REQUESTS



DID NOT RESPOND TO REQUESTS



#### MUNICIPAL RESPONSIVNESS IN REQUESTS FOR ACCESS TO PUBLIC DOCUMENTS (%)

Average responsivness	78%	
Municipal responsivess in requests for access to public documents pertainin public procurement	79%	
Municipal responsivess in requests for access to public documents	77%	

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 1,039 requests for access to public documents to all municipalities in 2019. Of these, 276 were related to public procurement. Municipalities with the largest number of requests for access to public documents were Prishtina with 107, Suharekë/Suva Reka with 90, Gjakovë/Đakovica with 71, Ferizaj/Uroševac with 64, Prizren with 59, Viti/Vitina with 57 and Ranillug/Ranilug with 50 requests for access to public document. 30 out of 38 municipalities responded to the KDI survey providing data on their activities pertaining to the Law on Access to Public Documents. The eight municipalities below did not respond to the requests for information about access to public documents in 2019.

#### List of municipalities that DID not respond

1	GRAÇANICË/GRAČANICA
2	ISTOG/ISTOK
3	KLINË/KLINA
4	LEPOSAVIQ/LEPOSAVIĆ
5	NORTH MITROVICA
6	NOVOBËRDË/NOVO BRDO
7	SHTËRPCË/ ŠTRPCE
8	ZUBIN POTOK

	Requests for access to public documents					
#	Municipality	Number of requests for access to public documents 2019	Numbers of rejections to requests for access to public documents 2019	Number of requests for access to public docu- ments pertaining public procurement 2019	Numbers of rejections to requests for access to public documents pertaining public procurement 2019	
1	Deçan/Dečan	16	0	16	0	
2	Dragash/Dragaš	21	0	6	0	
3	Gllogoc/Glogovac	35	0	8	0	
4	Ferizaj/Uroševac	64	0	33	0	
5	Fushë Kosovë/Kosovo Polje	35	0	16	0	
6	Gjakova/Đakovica	71	0	50	0	
7	Gjilan/Gnjilane	28	0	27	0	
8	Graçanicë/Gračanica	0	0	0	0	
9	Hani i Elezit/Elez Han	12	0	5	0	
10	Istog/Istok	0	0	0	0	
11	Junik	10	0	2	0	
12	Kaçanik/Kačanik	21	15	15	15	
13	Kamenicë/Kamenica	24	0	5	0	
14	Klinë/Klina	0	0	0	0	
15	Kllokot/Klokot	1	0	0	0	
16	Leposaviq/Leposavić	0	0	0	0	
17	Lipjan/Ljipljane	35	0	11	0	
18	Malishevë/Mališevo	31	0	2	0	

#### TRANSPARENCY INDEX IN MUNICIPAL GOVERNANCE 2019

#### 

OTAL	1,039	15	417	15
Zveçan/Zvečan	8	0	5	0
Zubin Potok	0	0	0	0
Vushtrri/Vučitrn	13	0	0	0
5 Viti/Vitina	57	0	11	0
4 Suhareka/Suva Reka	90	0	31	0
3 Skënderaj/Srbica	15	0	1	0
2 Shtime/Štimlje	26	0	4	0
Shtërpcë/Štrpce	11	0	4	0
Ranillug/Ranilug	50	0	42	0
9 Rahovec/Orahovac	22	0	1	0
8 Prizren	59	0	33	0
7 Pristina	107	0	43	0
Podujeva/Podujevo	34	0	22	0
Peja/Peć	39	0	7	0
4 Partesh/Parteš	8	0	0	0
3 Obiliq/Obilić	19	0	6	0
2 Novobërdë/Novo Brdo	0	0	0	0
1 North Mitrovica	0	0	0	0
0 South Mitrovica	37	0	2	0
9 Mamushë/Mamuša	40	0	9	0

## 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?
  - o How many times have the citizens visited the municipal web sites?
- 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 including public enterprises and the subordinate institutions published in 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 78%.

While all tender opening sessions are opened to the public, and 79% of municipalities have built modules on their web sites for easy and direct communication with citizens, 74% of the municipalities published their draft budget for public consultation, and 76% also published their draft agendas and decisions for consultation with citizens. Municipalities have also been proactive in public hearings pertaining to budget planning. In 2019, they organized 227 public hearings exceeding the legally mandated minimum of two such public hearings per year.

#	Municipality	Points
1	Pristina	15.00
1	South Mitrovica	15.00
1	Lipjan/Ljipljane	15.00
1	Rahovec/Orahovac	15.00
1	Vushtrri/Vučitrn	15.00
1	Ferizaj/Uroševac	15.00
1	Gllogoc/Glogovac	15.00
1	Gjakovë/Đakovica	15.00
1	Hani i Elezit/Elez Han	15.00
1	Shtime/Štimlje	15.00
1	Kamenicë/Kamenica	15.00
1	Pejë/Peć	15.00
1	Skënderaj/Srbica	15.00
1	Gjilan/Gnjilane	15.00
1	Obiliq/Obilić	15.00
1	Podujevë/Podujevo	15.00
1	Suhareka/Suva Reka	15.00
1	Viti/Vitina	15.00
1	Dragash/Dragaš	15.00
1	Klinë/Klina	15.00
1	Istog/Istok	15.00
22	Prizren	13.50
23	Kaçanik/Kačanik	12.00
23	Malishevë/Mališevo	12.00
23	Graçanicë	12.00
23	Junik	12.00
23	Novobërdë/Novo Brdo	12.00
28	Partesh/Parteš	10.50
29	Mamushë/Mamuša	9.00
29	Kllokot/Klokot	9.00
30	Novo Bërdë	6.00
30	Deçan/Dečan	6.00
30	Shtërpcë/Štrpce	6.00
34	Zveçan/Zvečan	3.00
35	Ranillug/Ranilug	1.50
35	Leposaviq/Leposavić	1.50
35	North Mitrovica	1.50
35	Zubin Potok	1.50

#### TRANSPARENCY INDEX IN MUNICIPAL GOVERNANCE 2019

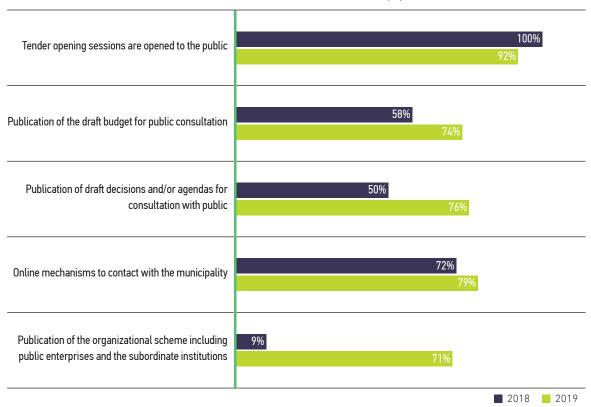
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In 2019, 71% of municipalities published their organograms and basic regulating legislation for these entities. Even though some smaller municipalities do not own public enterprises, and receive their services from the regional level, their citizens 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<sup>29</sup> the high volume of visits to municipal web sites. In 2019, municipal web sites were visited **6,542,769** times (indicating multiple return visits of 888,253 visitors for a country with a population of only 1,809,481).<sup>20</sup>

The following chart shows the transparency comparison between 2018 and 2019:

#### TRANSPARENCY IN MUNICIPAL BUDGET PER INDICATOR (%) 2018 - 2019



<sup>29</sup> See page 65 - Citizens' visits to municipal web sites

<sup>30</sup> Based on the information received from Ministry of Local Governance dated 14th of September 2020

#### Openess and public consultation

#### **TENDER OPENING SESSIONS**

According to the Information received from 32 municipalities who responded to the requests for access to public information, all tender opening sessions are open to the public, however six municipalities responded the tender sessions are open with prior request due to space limitations. 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 2019, 28 municipalities published the draft budget for public consultation. The following is the list of municipalities who published the draft budget:

Dragash/Dragaš

- 2 Gllogoc/Glogovac
- 3 Ferizaj/Uroševac
- 4 Fushë Kosovë/Kosovo Polje
- 5 Gjakovë/Đakovica
- 6 Gjilan/Gnjilane
- 7 Hani i Elezit/Elez Han
- 8 Istog/Istok
- 9 Junik
- 10 Kaçanik/Kačanik

- 11 Kamenicë/Kamenica
- 12 Klinë/Klina
- 13 Kllokot/Klokot
- 14 Lipjan/Ljipljane
- 15 Malishevë/Mališevo
- 16 South Mitrovica
- 17 Obiliq/Obilić
- 18 Pejë/Peć
- 19 Podujevë/Podujevo
- 20 Pristina

- 21 Prizren
- 22 Rahovec/Orahovac
- 23 Shtërpcë/Štrpce
- 24 Shtime/Štimlje
- 25 Skënderaj/Srbica
- 26 Suharekë/Suva Reka
- 27 Viti/Vitina
- 28 Vushtrri/Vučitrn

#### 

#### PUBLICATION OF DRAFT DECISIONS AND/OR AGENDAS FOR CONSULTATION WITH PUBLIC

In addition to the draft budget, in 2019, 29 municipalities published their draft decisions and agendas for consultation with the public. The following is the list of municipalities that published these documents for consultation:

(1	Dragash/	Dragaš
	Diagasiii	Diagas

11 Kaçanik/Kačanik

21 Pristina

12 Kamenicë/Kamenica

22 Prizren

3 Ferizaj/Uroševac

13 Klinë/Klina

23 Rahovec/Orahovac

4 Fushë Kosovë/Kosovo Polje

14 Lipjan/Ljipljane

24 Shterpce

5 Gjakovë/Đakovica

15 Malishevë/Mališevo

25 Shtime/Štimlje

6 Gjilan/Gnjilane

16 South Mitrovica

26 Skënderaj/Srbica

7 Graçanicë/Gračanica

17 Obiliq/Obilić

27 Suharekë/Suva Reka

8 Hani i Elezit/Elez Han

18 Partesh/Parteš

28 Viti/Vitina

9 Istog/Istok

19 Pejë/Peć

29 Vushtrri/Vučitrn

10 Junik

20 Podujevë/Podujevo

#### **PUBLIC HEARINGS**

Municipalities have been very active with regard to public hearings pertaining to budget approval. The required number of public hearings is a minimum of two for the budget circular as part of the budget hearing. According to the data received from the 30 municipalities that responded to the request for information, during 2019, these municipalities organized 227 public hearings, of which the most active municipalities were as follows:

MUNICIPALITY	NO. OF PUBLIC HEARINGS IN 2019
KAMENICË/KAMENICA	24
OBILIQ/OBILIĆ	23
LIPJAN/LJIPLJANE	16
SKËNDERAJ/SRBICA	13
VITI/VITINA	13
G JAKOVË/ĐAKOVICA	12

MUNICIPALITY	NO. OF PUBLIC HEARINGS IN 2019
GJILAN/GNJILANE	12
KAÇANIK/KAČANIK	11
PRIZREN	11
FERIZAJ/UROŠEVAC	10
RAHOVEC/ORAHOVAC	10
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#### 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 websites. According to information received from the Ministry of Local Government (MLG), the municipal web sites in 2019 were visited **6,542,769** times. The table below illustrated the number of visitors and visits to the web site versus the number of population<sup>31</sup>.

#	Municipality	# of visitors to the web site	# of visits to the web site	# of population according to 2011 Census	visits vs. population in %
1	Deçan/Dečan	26,825	116,623	40,019	291%
2	Dragash/Dragaš	17,573	83,584	33,997	246%
3	Gllogoc/Glogovac	48,555	390,915	58,531	668%
4	Ferizaj/Uroševac	31,348	99,108	108,610	91%
5	Fushë Kosovë/ Kosovo Polje	30,252	103,584	34,827	297%
6	Gjakovë/Đakovica	39,232	243,936	94,556	258%
7	Gjilan/Gnjilane	41,162	207,093	90,178	230%
8	Graçanicë/Gračanica	12,277	30,538	10,675	286%
9	Hani i Elezit/Elez Han	11,009	23,704	9,403	252%
10	lstog/Istok	29,348	109,096	39,289	278%
1	Junik	7,427	15,357	6,084	252%
12	Kaçanik/Kačanik	22,629	65,186	33,409	195%
13	Kamenicë/Kamenica	31,209	135,989	36,085	377%
14	Klinë/Klina	28,293	84,685	38,496	220%
15	Kllokot/Klokot	5,167	13,057	2,556	511%
16	Leposaviq/ Leposavić	2,555	5,616	13,773	41%

<sup>31 2011</sup> Census, ASK: http://ask.rks-gov.net/media/2009/kosovo-census-atlas-2011.pdf

#### TRANSPARENCY INDEX IN MUNICIPAL GOVERNANCE 2019

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Lipjan/Ljipljane	39,220	177,348	57,605	308%
Malishevë/Mališevo	28,189	94,799	54,613	174%
Mamushë/Mamuša	5,895	14,006	5,507	254%
South Mitrovica	31,701	112,022	84,235	133%
North Mitrovica	2,940	7,176	29,460	24%
Novobërdë/Novo Brdo	10,630	23,568	6,729	350%
Obiliq/Obilić	25,703	83,198	21,549	386%
Partesh/Parteš	6,613	15,299	1,787	856%
Pejë/Peć	29,939	93,677	96,450	97%
Podujevë/Podujevo	30,963	111,447	88,499	126%
Pristina	50,064	349,058	198,897	175%
Prizren	49,213	3,112,020	177,781	1750%
Rahovec/Orahovac	30,274	102,495	56,208	182%
Ranillug/Ranilug	6,480	16,903	3,866	437%
Shtërpcë/Štrpce	8,359	19,208	6,949	276%
Shtime/Štimlje	21,711	58,024	27,324	212%
Skënderaj/Srbica	29,263	87,773	50,858	173%
Suharekë/Suva Reka	31,136	118,987	59,722	199%
Viti/Vitina	26,436	81,224	46,987	173%
Vushtrri/Vučitrn	33,888	125,819	69,870	180%
Zubin Potok	2,272	4,933	6,616	75%
Zveçan/Zvečan	2,503	5,714	7,481	76%
TOTAL	888,253	6,542,769	1,809,481	292%

#### 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. 30 of 38 municipalities have contact boxes and/or other online mechanisms where the citizens can submit their inquiry and it will be delivered to the municipality's information desk. The following is the list of municipalities who have online communication mechanisms on their web sites:

	Deçan/Dečan
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2 Dragash/Dragaš

3 Gllogoc/Glogovac

4 Ferizaj/Uroševac

5 Fushë Kosovë/Kosovo Polje

6 Gjakovë/Đakovica

7 Gjilan/Gnjilane

8 Graçanicë/Gračanica

9 Hani i Elezit/Elez Han

10 Istog/Istok

11 Kaçanik/Kačanik

12 Kamenicë/Kamenica

13 Klinë/Klina

14 Lipjan/Ljipljane

15 Malishevë/Mališevo

16 Mamushë/Mamuša

17 South Mitrovica

18 Novobërdë/Novo Brdo

19 Obiliq/Obilić

20 Partesh/Parteš

Pejë/Peć

22 Podujevë/Podujevo

23 Pristina

24 Prizren

25 Rahovec/Orahovac

26 Shtime/Štimlje

27 Skënderaj/Srbica

28 Suharekë/Suva Reka

29 Viti/Vitina

30 Vushtrri/Vučitrn

### Information on municipal enterprises and subordinate institutions

One of the least transparent areas of municipal work, and the area that is often accused of corruption by citizens and civil society, is public enterprises. Citizens regularly use services provided by municipal public enterprises, especially utilities. While there are several municipalities that do not have public enterprises, there are regional public enterprises that provide services, and it is important for the municipalities to provide information to their citizens on their regulatory legislation, their functions, and to whom these public enterprises report on the municipal level. With the aim of verifying how much information the municipalities provide to their citizens pertaining to public enterprises, KDI has measured the following two indicators.

1. Is the organizational scheme including public enterprises and the subordinate institutions published on the web site?

In 2019, 27 municipalities published the organizational scheme including public enterprises and the subordinate institutions published on the web site. This is 62% increase in transparency in comparison to 2018 when only 5 municipalities published them.

## 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?

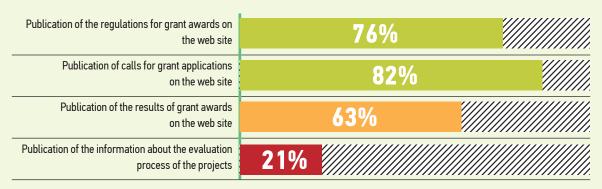
The maximum points assigned in this pillar are 10 while the minimum score is zero. The table to the right shows the ranking of municipalities in this pillar. The average level of transparency in grants and funding is 56%.

82% of municipalities published their calls for grant applications, and 63% published the results of the awards, 76% of municipalities published the regulations for grant awards of which 59% include the regulations in the grant calls, and 41% (12 municipalities) have specific regulations for grant awards. Only 21% of municipalities published information pertaining to the evaluation process of the projects. While municipality of Partesh/Parteš does not have allocated budget for grants.

1         Pristina         10.00           1         South Mitrovica         10.00           1         Lipjan/Ljipljane         10.00           1         Vushtrri/Vučitrn         10.00           1         Ferizaj/Uroševac         10.00           1         Partesh/Parteš         10.00           7         Rahovec/Orahovac         8.75           7         Gjakovë/Bakovica         8.75           7         Skënderaj/Srbica         8.75           10         Gllogoc/Glogovac         7.50           10         Hani i Elezit/Elez Han         7.50           10         Kaçanik/Kačanik         7.50           10         Obiliq/Obilić         7.50           10         Obiliq/Obilić         7.50           15         Shtime/Štimlje         6.25           15         Kamenicë/Kamenica         6.25           15         Prizren         6.25           15         Mamushë/Mamuša         6.25           15         Junik         6.25           15         Junik         6.25           15         Novobërdë/Novo Brdo         6.25           23         Dragash/Dragaš         5.00	#	Municipality	Points
1         Lipjan/Ljipljane         10.00           1         Vushtrri/Vučitrn         10.00           1         Ferizaj/Uroševac         10.00           1         Partesh/Parteš         10.00           7         Rahovec/Orahovac         8.75           7         Gjakovë/Bakovica         8.75           7         Skënderaj/Srbica         8.75           10         Gllogoc/Glogovac         7.50           10         Hani i Elezit/Elez Han         7.50           10         Kaçanik/Kačanik         7.50           10         Gjilan/Gnjilane         7.50           10         Obiliq/Obilić         7.50           15         Shtime/Štimlje         6.25           15         Prizren         6.25           15         Prizren         6.25           15         Prizren         6.25           15         Podujevë/Podujevo         6.25           15         Mamushë/Mamuša         6.25           15         Junik         6.25           15         Novobërdë/Novo Brdo         6.25           15         Novobërdë/Novo Brdo         6.25           23         Malishevë/Mališevo         5.00	1	Pristina	10.00
1         Vushtrri/Vučitrn         10.00           1         Ferizaj/Uroševac         10.00           1         Partesh/Parteš         10.00           7         Rahovec/Orahovac         8.75           7         Gjakovë/Dakovica         8.75           7         Skënderaj/Srbica         8.75           10         Gllogoc/Glogovac         7.50           10         Hani i Elezit/Elez Han         7.50           10         Kaçanik/Kačanik         7.50           10         Gjilan/Gnjilane         7.50           10         Obiliq/Obilić         7.50           15         Shtime/Štimlje         6.25           15         Kamenicë/Kamenica         6.25           15         Prizren         6.25           15         Mamushë/Mamuša         6.25           15         Podujevë/Podujevo         6.25           15         Junik         6.25           15         Mulik         6.25           15         Novobërdë/Novo Brdo         6.25           23         Dragash/Dragaš         5.00           23         Klinë/Klina         5.00           23         Klinë/Klina         5.00	1	South Mitrovica	10.00
1         Ferizaj/Uroševac         10.00           1         Partesh/Parteš         10.00           7         Rahovec/Orahovac         8.75           7         Gjakovë/Bakovica         8.75           7         Skënderaj/Srbica         8.75           10         Gllogoc/Glogovac         7.50           10         Hani i Elezit/Elez Han         7.50           10         Kaçanik/Kačanik         7.50           10         Obiliq/Obilić         7.50           15         Shtime/Štimlje         6.25           15         Kamenicë/Kamenica         6.25           15         Prizren         6.25           15         Prizren         6.25           15         Prizren         6.25           15         Podujevë/Podujevo         6.25           15         Junik         6.25           15         Junik         6.25           15         Junik         6.25           15         Novobërdë/Novo Brdo         6.25           15         Novobërdë/Novo Brdo         6.25           23         Dragash/Dragaš         5.00           23         Klinë/Klina         5.00           <	1	Lipjan/Ljipljane	10.00
1         Partesh/Parteš         10.00           7         Rahovec/Orahovac         8.75           7         Gjakovë/Đakovica         8.75           7         Skënderaj/Srbica         8.75           10         Gllogoc/Glogovac         7.50           10         Hani i Elezit/Elez Han         7.50           10         Kaçanik/Kačanik         7.50           10         Gjilan/Gnjilane         7.50           10         Obiliq/Obilić         7.50           15         Shtime/Štimlje         6.25           15         Kamenicë/Kamenica         6.25           15         Prizren         6.25           15         Prizren         6.25           15         Podujevë/Podujevo         6.25           15         Junik         6.25           15         Novobërdë/Novo Brdo         6.25           23         Malishevë	1	Vushtrri/Vučitrn	10.00
7         Rahovec/Orahovac         8.75           7         Gjakovë/Đakovica         8.75           7         Skënderaj/Srbica         8.75           10         Gllogoc/Glogovac         7.50           10         Hani i Elezit/Elez Han         7.50           10         Kaçanik/Kačanik         7.50           10         Gjilan/Gnjilane         7.50           10         Obiliq/Obilić         7.50           15         Shtime/Štimlje         6.25           15         Kamenicë/Kamenica         6.25           15         Prizren         6.25           15         Podujevë/Mamuša         6.25           15         Podujevë/Podujevo         6.25           15         Podujevë/Podujevo         6.25           15         Kllokot/Klokot         6.25           15         Novobërdë/Novo Brdo         6.25           23         Dragash/Dragaš         5.00           23         Malishevë/Mališevo         5.00           23         Klinë/Klina         5.00           23         Graçanicë/Gračanica         5.00           27         Peja/Peć         3.75           27         Shtërpcë/Štrpce	1	Ferizaj/Uroševac	10.00
7 Gjakovë/Đakovica 8.75 7 Skënderaj/Srbica 8.75 10 Gllogoc/Glogovac 7.50 10 Hani i Elezit/Elez Han 7.50 10 Kaçanik/Kačanik 7.50 10 Gjilan/Gnjilane 7.50 10 Obiliq/Obilić 7.50 15 Shtime/Štimlje 6.25 15 Kamenicë/Kamenica 6.25 15 Prizren 6.25 15 Podujevë/Podujevo 6.25 15 Junik 6.25 15 Kllokot/Klokot 6.25 15 Novobërdë/Novo Brdo 6.25 15 Novobërdë/Novo Brdo 6.25 23 Dragash/Dragaš 5.00 23 Klinë/Klina 5.00 23 Klinë/Klina 5.00 23 Klinë/Klina 5.00 24 Peja/Peć 3.75 27 Istog/Istok 3.75 27 Shtërpcë/Štrpce 3.75 30 Suharekë/Suva Reka 2.50 30 Viti/Vitina 2.50 31 Ranillug/Ranilug 1.25 32 Deçan/Dečan 0.00 33 Leposaviq/Leposavić 0.00 34 North Mitrovica 0.00	1	Partesh/Parteš	10.00
7         Skënderaj/Srbica         8.75           10         Gllogoc/Glogovac         7.50           10         Hani i Elezit/Elez Han         7.50           10         Kaçanik/Kačanik         7.50           10         Gjilan/Gnjilane         7.50           10         Obiliq/Obilić         7.50           15         Shtime/Štimlje         6.25           15         Kamenicë/Kamenica         6.25           15         Prizren         6.25           15         Mamushë/Mamuša         6.25           15         Podujevë/Podujevo         6.25           15         Junik         6.25           15         Kllokot/Klokot         6.25           15         Novobërdë/Novo Brdo         6.25           23         Dragash/Dragaš         5.00           23         Malishevë/Mališevo         5.00           23         Malishevë/Klina         5.00           23         Graçanicë/Gračanica         5.00           27         Peja/Peć         3.75           27         Istog/Istok         3.75           27         Shtërpcë/Štrpce         3.75           30         Suharekë/Suva Reka         2.50<	7	Rahovec/Orahovac	8.75
10         Gllogoc/Glogovac         7.50           10         Hani i Elezit/Elez Han         7.50           10         Kaçanik/Kačanik         7.50           10         Gjilan/Gnjilane         7.50           10         Obiliq/Obilić         7.50           15         Shtime/Štimlje         6.25           15         Kamenicë/Kamenica         6.25           15         Prizren         6.25           15         Mamushë/Mamuša         6.25           15         Podujevë/Podujevo         6.25           15         Junik         6.25           15         Kllokot/Klokot         6.25           15         Novobërdë/Novo Brdo         6.25           23         Dragash/Dragaš         5.00           23         Malishevë/Mališevo         5.00           23         Klinë/Klina         5.00           23         Graçanicë/Gračanica         5.00           27         Peja/Peć         3.75           27         Istog/Istok         3.75           27         Shtërpcë/Štrpce         3.75           30         Suharekë/Suva Reka         2.50           30         Fushë Kosovë         2.50	7	Gjakovë/Đakovica	8.75
10         Hani i Elezit/Elez Han         7.50           10         Kaçanik/Kačanik         7.50           10         Gjilan/Gnjilane         7.50           10         Obiliq/Obilić         7.50           15         Shtime/Štimlje         6.25           15         Kamenicë/Kamenica         6.25           15         Prizren         6.25           15         Mamushë/Mamuša         6.25           15         Podujevë/Podujevo         6.25           15         Junik         6.25           15         Kllokot/Klokot         6.25           15         Novobërdë/Novo Brdo         6.25           23         Dragash/Dragaš         5.00           23         Malishevë/Mališevo         5.00           23         Klinë/Klina         5.00           23         Graçanicë/Gračanica         5.00           27         Peja/Peć         3.75           27         Istog/Istok         3.75           27         Shtërpcë/Štrpce         3.75           30         Viti/Vitina         2.50           30         Fushë Kosovë         2.50           33         Ranillug/Ranilug         1.25	7	Skënderaj/Srbica	8.75
10         Kaçanik/Kačanik         7.50           10         Gjilan/Gnjilane         7.50           10         Obiliq/Obilić         7.50           15         Shtime/Štimlje         6.25           15         Kamenicë/Kamenica         6.25           15         Prizren         6.25           15         Mamushë/Mamuša         6.25           15         Podujevë/Podujevo         6.25           15         Junik         6.25           15         Kllokot/Klokot         6.25           15         Novobërdë/Novo Brdo         6.25           23         Dragash/Dragaš         5.00           23         Malishevë/Mališevo         5.00           23         Klinë/Klina         5.00           23         Graçanicë/Gračanica         5.00           27         Peja/Peć         3.75           27         Istog/Istok         3.75           27         Shtërpcë/Štrpce         3.75           30         Suharekë/Suva Reka         2.50           30         Fushë Kosovë         2.50           33         Ranillug/Ranilug         1.25           34         Deçan/Dečan         0.00	10	Gllogoc/Glogovac	7.50
10         Gjilan/Gnjilane         7.50           10         Obiliq/Obilić         7.50           15         Shtime/Štimlje         6.25           15         Kamenicë/Kamenica         6.25           15         Prizren         6.25           15         Mamushë/Mamuša         6.25           15         Podujevë/Podujevo         6.25           15         Junik         6.25           15         Kllokot/Klokot         6.25           15         Novobërdë/Novo Brdo         6.25           23         Dragash/Dragaš         5.00           23         Malishevë/Mališevo         5.00           23         Klinë/Klina         5.00           23         Graçanicë/Gračanica         5.00           27         Peja/Peć         3.75           27         Istog/Istok         3.75           27         Shtërpcë/Štrpce         3.75           30         Suharekë/Suva Reka         2.50           30         Fushë Kosovë         2.50           33         Ranillug/Ranilug         1.25           34         Deçan/Dečan         0.00           34         Zveçan/Zvečan         0.00      <	10	Hani i Elezit/Elez Han	7.50
10         Obiliq/Obilić         7.50           15         Shtime/Štimlje         6.25           15         Kamenicë/Kamenica         6.25           15         Prizren         6.25           15         Mamushë/Mamuša         6.25           15         Podujevë/Podujevo         6.25           15         Junik         6.25           15         Kllokot/Klokot         6.25           15         Novobërdë/Novo Brdo         6.25           23         Dragash/Dragaš         5.00           23         Malishevë/Mališevo         5.00           23         Klinë/Klina         5.00           23         Graçanicë/Gračanica         5.00           23         Graçanicë/Gračanica         5.00           27         Peja/Peć         3.75           27         Istog/Istok         3.75           27         Shtërpcë/Štrpce         3.75           30         Suharekë/Suva Reka         2.50           30         Fushë Kosovë         2.50           33         Ranillug/Ranilug         1.25           34         Deçan/Dečan         0.00           34         Zveçan/Zvečan         0.00	10	Kaçanik/Kačanik	7.50
15         Shtime/Štimlje         6.25           15         Kamenicë/Kamenica         6.25           15         Prizren         6.25           15         Mamushë/Mamuša         6.25           15         Podujevë/Podujevo         6.25           15         Junik         6.25           15         Kllokot/Klokot         6.25           15         Novobërdë/Novo Brdo         6.25           23         Dragash/Dragaš         5.00           23         Malishevë/Mališevo         5.00           23         Klinë/Klina         5.00           23         Graçanicë/Gračanica         5.00           27         Peja/Peć         3.75           27         Istog/Istok         3.75           27         Shtërpcë/Štrpce         3.75           30         Suharekë/Suva Reka         2.50           30         Fushë Kosovë         2.50           33         Ranillug/Ranilug         1.25           34         Deçan/Dečan         0.00           34         Zveçan/Zvečan         0.00           34         North Mitrovica         0.00	10	Gjilan/Gnjilane	7.50
15         Kamenicë/Kamenica         6.25           15         Prizren         6.25           15         Mamushë/Mamuša         6.25           15         Podujevë/Podujevo         6.25           15         Junik         6.25           15         Kllokot/Klokot         6.25           15         Novobërdë/Novo Brdo         6.25           23         Dragash/Dragaš         5.00           23         Malishevë/Mališevo         5.00           23         Klinë/Klina         5.00           23         Graçanicë/Gračanica         5.00           27         Peja/Peć         3.75           27         Istog/Istok         3.75           27         Shtërpcë/Štrpce         3.75           30         Suharekë/Suva Reka         2.50           30         Fushë Kosovë         2.50           33         Ranillug/Ranilug         1.25           34         Deçan/Dečan         0.00           34         Zveçan/Zvečan         0.00           34         North Mitrovica         0.00	10	Obiliq/Obilić	7.50
15         Prizren         6.25           15         Mamushë/Mamuša         6.25           15         Podujevë/Podujevo         6.25           15         Junik         6.25           15         Kllokot/Klokot         6.25           15         Novobërdë/Novo Brdo         6.25           23         Dragash/Dragaš         5.00           23         Malishevë/Mališevo         5.00           23         Klinë/Klina         5.00           23         Graçanicë/Gračanica         5.00           27         Peja/Peć         3.75           27         Istog/Istok         3.75           27         Shtërpcë/Štrpce         3.75           30         Suharekë/Suva Reka         2.50           30         Viti/Vitina         2.50           30         Fushë Kosovë         2.50           33         Ranillug/Ranilug         1.25           34         Deçan/Dečan         0.00           34         Zveçan/Zvečan         0.00           34         North Mitrovica         0.00	15	Shtime/Štimlje	6.25
15         Mamushë/Mamuša         6.25           15         Podujevë/Podujevo         6.25           15         Junik         6.25           15         Kllokot/Klokot         6.25           15         Novobërdë/Novo Brdo         6.25           23         Dragash/Dragaš         5.00           23         Malishevë/Mališevo         5.00           23         Klinë/Klina         5.00           23         Graçanicë/Gračanica         5.00           27         Peja/Peć         3.75           27         Istog/Istok         3.75           27         Shtërpcë/Štrpce         3.75           30         Suharekë/Suva Reka         2.50           30         Viti/Vitina         2.50           30         Fushë Kosovë         2.50           33         Ranillug/Ranilug         1.25           34         Deçan/Dečan         0.00           34         Zveçan/Zvečan         0.00           34         North Mitrovica         0.00	15	Kamenicë/Kamenica	6.25
15         Podujevë/Podujevo         6.25           15         Junik         6.25           15         Kllokot/Klokot         6.25           15         Novobërdë/Novo Brdo         6.25           23         Dragash/Dragaš         5.00           23         Malishevë/Mališevo         5.00           23         Klinë/Klina         5.00           23         Graçanicë/Gračanica         5.00           27         Peja/Peć         3.75           27         Istog/Istok         3.75           27         Shtërpcë/Štrpce         3.75           30         Suharekë/Suva Reka         2.50           30         Viti/Vitina         2.50           30         Fushë Kosovë         2.50           33         Ranillug/Ranilug         1.25           34         Deçan/Dečan         0.00           34         Zveçan/Zvečan         0.00           34         North Mitrovica         0.00	15	Prizren	6.25
15         Junik         6.25           15         Kllokot/Klokot         6.25           15         Novobërdë/Novo Brdo         6.25           23         Dragash/Dragaš         5.00           23         Malishevë/Mališevo         5.00           23         Klinë/Klina         5.00           23         Graçanicë/Gračanica         5.00           27         Peja/Peć         3.75           27         Istog/Istok         3.75           27         Shtërpcë/Štrpce         3.75           30         Suharekë/Suva Reka         2.50           30         Viti/Vitina         2.50           30         Fushë Kosovë         2.50           33         Ranillug/Ranilug         1.25           34         Deçan/Dečan         0.00           34         Zveçan/Zvečan         0.00           34         North Mitrovica         0.00	15	Mamushë/Mamuša	6.25
15         Kllokot/Klokot         6.25           15         Novobërdë/Novo Brdo         6.25           23         Dragash/Dragaš         5.00           23         Malishevë/Mališevo         5.00           23         Klinë/Klina         5.00           23         Graçanicë/Gračanica         5.00           27         Peja/Peć         3.75           27         Istog/Istok         3.75           27         Shtërpcë/Štrpce         3.75           30         Suharekë/Suva Reka         2.50           30         Viti/Vitina         2.50           30         Fushë Kosovë         2.50           33         Ranillug/Ranilug         1.25           34         Deçan/Dečan         0.00           34         Zveçan/Zvečan         0.00           34         North Mitrovica         0.00	15	Podujevë/Podujevo	6.25
15         Novobërdë/Novo Brdo         6.25           23         Dragash/Dragaš         5.00           23         Malishevë/Mališevo         5.00           23         Klinë/Klina         5.00           23         Graçanicë/Gračanica         5.00           27         Peja/Peć         3.75           27         Istog/Istok         3.75           27         Shtërpcë/Štrpce         3.75           30         Suharekë/Suva Reka         2.50           30         Fushë Kosovë         2.50           30         Fushë Kosovë         2.50           33         Ranillug/Ranilug         1.25           34         Deçan/Dečan         0.00           34         Zveçan/Zvečan         0.00           34         North Mitrovica         0.00	15	Junik	6.25
23         Dragash/Dragaš         5.00           23         Malishevë/Mališevo         5.00           23         Klinë/Klina         5.00           23         Graçanicë/Gračanica         5.00           27         Peja/Peć         3.75           27         Istog/Istok         3.75           27         Shtërpcë/Štrpce         3.75           30         Suharekë/Suva Reka         2.50           30         Fushë Kosovë         2.50           33         Ranillug/Ranilug         1.25           34         Deçan/Dečan         0.00           34         Zveçan/Zvečan         0.00           34         North Mitrovica         0.00	15	Kllokot/Klokot	6.25
23       Malishevë/Mališevo       5.00         23       Klinë/Klina       5.00         23       Graçanicë/Gračanica       5.00         27       Peja/Peć       3.75         27       Istog/Istok       3.75         27       Shtërpcë/Štrpce       3.75         30       Suharekë/Suva Reka       2.50         30       Viti/Vitina       2.50         30       Fushë Kosovë       2.50         33       Ranillug/Ranilug       1.25         34       Deçan/Dečan       0.00         34       Zveçan/Zvečan       0.00         34       Leposaviq/Leposavić       0.00         34       North Mitrovica       0.00	15	Novobërdë/Novo Brdo	6.25
23         Klinë/Klina         5.00           23         Graçanicë/Gračanica         5.00           27         Peja/Peć         3.75           27         Istog/Istok         3.75           27         Shtërpcë/Štrpce         3.75           30         Suharekë/Suva Reka         2.50           30         Viti/Vitina         2.50           30         Fushë Kosovë         2.50           33         Ranillug/Ranilug         1.25           34         Deçan/Dečan         0.00           34         Zveçan/Zvečan         0.00           34         Leposaviq/Leposavić         0.00           34         North Mitrovica         0.00	23	Dragash/Dragaš	5.00
23         Graçanicë/Gračanica         5.00           27         Peja/Peć         3.75           27         Istog/Istok         3.75           27         Shtërpcë/Štrpce         3.75           30         Suharekë/Suva Reka         2.50           30         Viti/Vitina         2.50           30         Fushë Kosovë         2.50           33         Ranillug/Ranilug         1.25           34         Deçan/Dečan         0.00           34         Zveçan/Zvečan         0.00           34         Leposaviq/Leposavić         0.00           34         North Mitrovica         0.00	23	Malishevë/Mališevo	5.00
27         Peja/Peć         3.75           27         Istog/Istok         3.75           27         Shtërpcë/Štrpce         3.75           30         Suharekë/Suva Reka         2.50           30         Viti/Vitina         2.50           30         Fushë Kosovë         2.50           33         Ranillug/Ranilug         1.25           34         Deçan/Dečan         0.00           34         Zveçan/Zvečan         0.00           34         Leposaviq/Leposavić         0.00           34         North Mitrovica         0.00	23	Klinë/Klina	5.00
27         Istog/Istok         3.75           27         Shtërpcë/Štrpce         3.75           30         Suharekë/Suva Reka         2.50           30         Viti/Vitina         2.50           30         Fushë Kosovë         2.50           33         Ranillug/Ranilug         1.25           34         Deçan/Dečan         0.00           34         Zveçan/Zvečan         0.00           34         Leposaviq/Leposavić         0.00           34         North Mitrovica         0.00	23	Graçanicë/Gračanica	5.00
27Shtërpcë/Štrpce3.7530Suharekë/Suva Reka2.5030Viti/Vitina2.5030Fushë Kosovë2.5033Ranillug/Ranilug1.2534Deçan/Dečan0.0034Zveçan/Zvečan0.0034Leposaviq/Leposavić0.0034North Mitrovica0.00	27	Peja/Peć	3.75
27Shtërpcë/Štrpce3.7530Suharekë/Suva Reka2.5030Viti/Vitina2.5030Fushë Kosovë2.5033Ranillug/Ranilug1.2534Deçan/Dečan0.0034Zveçan/Zvečan0.0034Leposaviq/Leposavić0.0034North Mitrovica0.00	27	lstog/lstok	3.75
30Suharekë/Suva Reka2.5030Viti/Vitina2.5030Fushë Kosovë2.5033Ranillug/Ranilug1.2534Deçan/Dečan0.0034Zveçan/Zvečan0.0034Leposaviq/Leposavić0.0034North Mitrovica0.00	27	Shtërpcë/Štrpce	
30Fushë Kosovë2.5033Ranillug/Ranilug1.2534Deçan/Dečan0.0034Zveçan/Zvečan0.0034Leposaviq/Leposavić0.0034North Mitrovica0.00	30		2.50
33Ranillug/Ranilug1.2534Deçan/Dečan0.0034Zveçan/Zvečan0.0034Leposaviq/Leposavić0.0034North Mitrovica0.00	30	Viti/Vitina	2.50
33Ranillug/Ranilug1.2534Deçan/Dečan0.0034Zveçan/Zvečan0.0034Leposaviq/Leposavić0.0034North Mitrovica0.00	30	Fushë Kosovë	2.50
34         Deçan/Dečan         0.00           34         Zveçan/Zvečan         0.00           34         Leposaviq/Leposavić         0.00           34         North Mitrovica         0.00			
34Zveçan/Zvečan0.0034Leposaviq/Leposavić0.0034North Mitrovica0.00			
34 Leposaviq/Leposavić 0.00 34 North Mitrovica 0.00	34		
34 North Mitrovica 0.00			
	34	Zubin Potok	0.00

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

#### Transparency in grants and funding (%)



In 2019, 76% of municipalities published regulations for grant awards. The following 29 municipalities published these regulations:

- 1 Dragash/Dragaš
- 2 Gllogoc/Glogovac
- 3 Ferizaj/Uroševac
- 4 Gjakovë/Đakovica
- 5 Gjilan/Gnjilane
- 6 Graçanicë/Gračanica
- 7 Hani i Elezit/Elez Han
- 8 Istog/Istok
- 9 Junik
- 10 Kaçanik/Kačanik
- 11 Kamenicë/Kamenica

- 12 Klinë/Klina
- 13 Kllokot/Klokot
- 14 Lipjan/Ljipljane
- 15 Malishevë/Mališevo
- 16 Mamushë/Mamuša
- 17 South Mitrovica
- 18 Novobërdë/Novo Brdo
- 19 Obiliq/Obilić
- 20 Pejë/Peć
- 21 Podujevë/Podujevo
- 22 Pristina

- 23 Prizren
- 24 Rahovec/Orahovac
- 25 Ranillug/Ranilug
- 26 Shtërpcë/Štrpce
- 27 Shtime/Štimlje
- 28 Skënderaj/Srbica
- 29 Vushtrri/Vučitrn

#### 

The following is the list of 31 (82%) municipalities who published calls for grants on their web sites:

1	Dragash/	Dragaš
	Diagasiii	Diagas

- 2 Gllogoc/Glogovac
- 3 Ferizaj/Uroševac
- 4 Fushë Kosovë/Kosovo Polje
- 5 Gjakovë/Đakovica
- 6 Gjilan/Gnjilane
- 7 Graçanicë/Gračanica
- 8 Hani i Elezit/Elez Han
- 9 Istog/Istok
- 10 Junik
- 11 Kaçanik/Kačanik

- 12 Kamenicë/Kamenica
- 13 Klinë/Klina
- 14 Kllokot/Klokot
- 15 Lipjan/Ljipljane
- 16 Malishevë/Mališevo
- 17 Mamushë/Mamuša
- 18 South Mitrovica
- 19 Novobërdë/Novo Brdo
- 20 Obiliq/Obilić
- 21 Pejë/Peć

- 22 Podujevë/Podujevo
- 23 Pristina
- 24 Prizren
- 25 Rahovec/Orahovac
- 26 Shtërpcë/Štrpce
- 27 Shtime/Štimlje
- 28 Skënderaj/Srbica
- 29 Suharekë/Suva Reka
- 30 Viti/Vitina
- 31 Vushtrri/Vučitrn

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The following 24 municipalities (58%) published the results of grant awards on the web site.

1	Gllogoc/Glogovac
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2 Ferizaj/Uroševac

3 Gjakovë/Đakovica

4 Gjilan/Gnjilane

5 Graçanicë/Gračanica

6 Hani i Elezit/Elez Han

7 Junik

8 Kaçanik/Kačanik

9 Kamenicë/Kamenica

10 Klinë/Klina

11 Kllokot/Klokot

12 Lipjan/Ljipljane

13 Malishevë/Mališevo

14 Mamushë/Mamuša

15 South Mitrovica

16 Novobërdë/Novo Brdo

17 Obiliq/Obilić

18 Podujevë/Podujevo

19 Pristina

20 Prizren

21 Rahovec/Orahovac

22 Shtime/Štimlje

23 Skënderaj/Srbica

24 Vushtrri/Vučitrn

Of 38 municipalities, only 8 (21%) published on their web sites the information about the evaluation process of the projects. The following is the list of municipalities who published information pertaining the evaluation process of the grant awards:

- 1 Ferizaj/Uroševac
- 2 Gjakovë/Đakovica
- 3 Lipjan/Ljipljane

- 4 South Mitrovica
- 5 Pristina
- 6 Rahovec/Orahovac
- 7 Skënderaj/Srbica
- 8 Vushtrri/Vučitrn

# **PILLAR VI:**

# Professional Ethics and Conflict of Interest

Integrity is one of the key elements in public financial management. To measure the mechanisms to support integrity and the fight against corruption, mismanagement, 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, and has assigned the responsible officer in accordance to the law on protection of the whistleblowers?
- 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 76%. All municipalities must abide to the Code of Ethics for the public administration. However, the municipalities of Gjakovë/Dakovica, Gjilan/Gnjilane, Pejë/Peć, Prishtina, and Vushtrri/Vučitrn, Hani i Elezit/Elez Han and Rahovec/Orahovac have created and approved their own tailored codes of ethics.

Municipalities of Ferizaj/Uroševac, Istog/Istok, Prizren and Viti/Vitina have drafted their tailored codes of ethics and were pending the approval by the municipal assemblies.

87% of municipalities have confirmed they have established structures and instruments for reporting unethical behaviors and have

#	Municipality	Points
1	Pristina	10.00
1	Rahovec/Orahovac	10.00
1	Vushtrri/Vučitrn	10.00
1	Gjakova/Đakovica	10.00
1	Hani i Elezit/Elez Han	10.00
1	Peja/Peć	10.00
7	South Mitrovica	8.75
7	Lipjan/Ljipljane	8.75
7	Ferizaj/Uroševac	8.75
7	Gllogoc/Glogovac	8.75
7	Shtime/Štimlje	8.75
7	Skënderaj/Srbica	8.75
7	Kaçanik/Kačanik	8.75
7	Gjilan/Gnjilane	8.75
7	Mamushë/Mamuša	8.75
7	Podujeva/Podujevo	8.75
7	Viti/Vitina	8.75
7	Malishevë/Mališevo	8.75
7 7 7 7 7 7 7 7 7 7 7 7 7 7	Klina	8.75
7	Junik	8.75
7	Fushë Kosovë	8.75
22	Kamenicë	7.50
22	Obiliq/Obilić	7.50
24	Prizren	6.25
24	Suhareka/Suva Reka	6.25
24	Dragash/Dragaš	6.25
24	Graçanicë	6.25
24	lstog/lstok	6.25
24	Novobërdë/Novo Brdo	6.25
24	Deçan/Dečan	6.25
31	Shtërpcë/Štrpce	5.00
32	Partesh/Parteš	3.75
32	Kllokot/Klokot	3.75
32	Ranillug/Ranilug	3.75
35	Zveçan/Zvečan	2.50
35	Leposaviq/Leposavić	2.50
35	North Mitrovica	2.50
35	Zubin Potok	2.50

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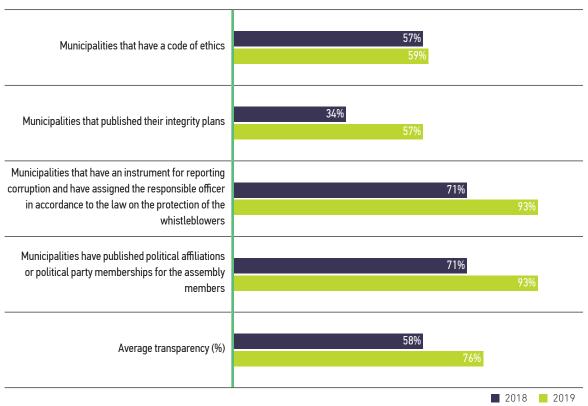
assigned the responsible officer as required by the Law on Protection of the Whistleblowers<sup>32</sup>, while five municipalities did not confirm if they have full-filled their obligations under the law on protection of whistleblowers.

82% of municipalities have published political affiliation of their assembly members, while only 61% of municipalities published their integrity plans.

Additionally, the research has found that municipalities of Prishtina, Ferizaj/Uroševac and Lipjan/Ljipljane published on their web site asset declaration forms for their elected representatives and leadership, while municipalities of Dragash/Dragaš, Gllogoc/Glogovac, Fushë Kosovë/Kosovo Polje, Prizren, Skënderaj/Srbica and Suharekë/Suva Reka have created on their platforms' home screen the asset declaration link to the Anti-Corruption Agency.

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





<sup>32</sup> LAW No. 06/L -085 ON PROTECTION OF WHISTLEBLOWERS

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While all 38 municipalities operate under the code of ethics for public administration, only the municipalities of Gjakovë/Đakovica, Gjilan/Gnjilane, Pejë/Peć, Prishtina, and Vushtrri/Vučitrn, Hani i Elezit/Elez Han and Rahovec/Orahovac have their own individual codes of ethics for the employees of the municipality.

In 2019, 23 (61%) of 38 municipalities published their integrity plans on their web sites. The following is the list of municipalities that published their integrity plans.

(1	Gllogoc/	Glogovac
	,	5

2 Ferizaj/Uroševac

3 Fushë Kosovë/Kosovo Polje

4 Gjakovë/Đakovica

5 Gjilan/Gnjilane

6 Hani i Elezit/Elez Han

7 Junik

8 Kaçanik/Kačanik

9 Kamenicë/Kamenica

10 Klinë/Klina

11 Lipjan/Ljipljane

12 Malishevë/Mališevo

13 Mamushë/Mamuša

14 South Mitrovica

15 Obiliq/Obilić

16 Pejë/Peć

17 Podujevë/Podujevo

18 Pristina

19 Rahovec/Orahovac

20 Shtime/Štimlje

21 Skënderaj/Srbica

22 Viti/Vitina

23 Vushtrri/Vučitrn

#### TRANSPARENCY INDEX IN MUNICIPAL GOVERNANCE 2019

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Additionally, 33 (87%) of 38 municipalities reported they have instrument for reporting unethical behaviors, discrimination, or conflicts of interest, and have assigned the responsible officer according to the law on protection of the whistleblowers. The following is a list of municipalities that have instruments for reporting unethical behaviors, discrimination, or conflicts of interest, including mechanisms for implementing the legal requirements for whistleblowing protection:

(1)	Deçan/Dečan
	, Deçam Decam

- 2 Dragash/Dragaš
- 3 Gllogoc/Glogovac
- 4 Ferizaj/Uroševac
- 5 Fushë Kosovë/Kosovo Polje
- 6 Gjakovë/Đakovica
- 7 Gjilan/Gnjilane
- 8 Graçanicë/Gračanica
- 9 Hani i Elezit/Elez Han
- 10 Istoq/Istok
- 11 Junik

- 12 Kaçanik/Kačanik
- 13 Kamenicë/Kamenica
- 14 Klinë/Klina
- 15 Kllokot/Klokot
- 16 Lipjan/Ljipljane
- 17 Malishevë/Mališevo
- 18 Mamushë/Mamuša
- 19 South Mitrovica
- 20 Novobërdë/Novo Brdo
- 21 Obiliq/Obilić
- 22 Partesh/Parteš

- 23 Pejë/Peć
- 24 Podujevë/Podujevo
- 25 Pristina
- 26 Prizren
- 27 Rahovec/Orahovac
- 28 Ranillug/Ranilug
- 29 Shtime/Štimlje
- 30 Skënderaj/Srbica
- 31 Suharekë/Suva Reka
- 32 Viti/Vitina
- 33 Vushtrri/Vučitrn

#### 

In 2019, 82% of municipalities (31 of 38) have published on their web sites political affiliations or political party memberships for the assembly members. The following is a list of municipalities that have published on their web sites political affiliations or political party memberships for the assembly members:

(1)	Deçan/Dečan
	Doyani Docan

- 2 Dragash/Dragaš
- 3 Gllogoc/Glogovac
- 4 Ferizaj/Uroševac
- 5 Fushë Kosovë/Kosovo Polje
- 6 Gjakovë/Đakovica
- 7 Gjilan/Gnjilane
- 8 Graçanicë/Gračanica
- 9 Hani i Elezit/Elez Han
- 10 Istog/Istok
- 11 Junik

- 12 Kaçanik/Kačanik
- 13 Kamenicë/Kamenica
- 14 Klinë/Klina
- 15 Lipjan/Ljipljane
- 16 Malishevë/Mališevo
- 17 Mamushë/Mamuša
- 18 South Mitrovica
- 19 Novobërdë/Novo Brdo
- 20 Obiliq/Obilić
- 21 Pejë/Peć

- 22 Podujevë/Podujevo
- 23 Pristina
- 24 Prizren
- 25 Rahovec/Orahovac
- 26 Shtërpcë/Štrpce
- 27 Shtime/Štimlje
- 28 Skënderaj/Srbica
- 29 Suharekë/Suva Reka
- 30 Viti/Vitina
- 31 Vushtrri/Vučitrn

## CONCLUSIONS

In 2019, Kosovar municipalities showed a willingness to increase transparency in municipal governance.

This willingness resulted in an average increase of transparency by **12%**, compared to 2018 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. However, the index showed that in 2019, when compared to the e-Procurement central platform, only 22 municipalities published over 50% of their contract notices and contract award notices in their web sites. While all notices are available in the e-Prokurimi platform, most citizens are not familiar with central activities, however they are more familiar to their municipal infrastructure.

A positive trend was noted also in publishing of awarded/signed contracts, where **25 of 38 municipalities**, although not a legal obligation, **voluntarily published 2,119** 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. The index showed that only nine municipalities publish their PRB decisions on their web sites, while there is a **19% increase** in comparison to the previous year (from 26% in 2018 to 45% in 2019), in publication of

the first instance complaints, where 19 municipalities have published 50% of the first instance complaints on their web sites

A positive trend was noted also in budgetary transparency. Approximately **73%** of municipalities are now publishing important planning and expenditure reports on their web sites. The index shows an increase by **34%** (from 16% in 2018 to 50% in 2019) of municipalities publish annual reports on subsidies.

Also, a great improvement was noted in public participation. In comparison to 2018, from 30 responses to requests for information that were sent by KDI, all municipalities have reported to have met the legal requirement to hold public meetings with citizens.

Similar to the previous year's findings, also in 2019 the new web sites for all municipalities lack consistency and municipalities are unclear about what information they should present to the public about expenditure, and they lack instruction on naming format. Also, the municipalities continue to face technical problems where the uploaded documents cannot be opened.

## RECOMMENDATIONS

## Pillar 1 Public procurement ((including public auctions) 57% out of 100%):

- Municipalities should publish the procurement plan, publication of the annual procurement report for the previous year, notifications for tenders, notifications for contract award, and notifications for auctions.
- Additionally, we recommend all municipalities should publish their contract notices and contract award notices, signed contracts, PRB decisions and first instance claims and decisions for procurement process.

#### Pillar 2 Budgetary transparency (73% out of 100%):

We recommend all municipalities publish the budget, amendments to the budget, investment plan, quarterly expense reports, the summary report for the municipality's budget for the previous fiscal year, mid-term budgetary framework, the audit report, and the annual report on subventions on the municipal web site.

#### Pillar 3 Access to public documents (78% out of 100%):

We recommend all municipalities inform the public about what is considered protected data and information, with the aim of decreasing the number of rejections of requests for access to public documents and information.

## Pillar 4 Information and public participation (78% out of 15):

 Also, we recommend municipalities publish the draft budget and draft agendas and decisions for consultation with the public.  As a good governance practice, with the aim to further enhance the transparency and accountability of locally elected officials, we strongly recommend that, although they are not part of this evaluation for 2019, municipalities should also publish the semi-annual and annual mayor's reports, and the municipal annual plans.

#### Pillar 5 Grants and funding (56% out of 100%):

 In this pillar, we recommend that municipalities start publishing complete information pertaining to awarding funding for grants and activities supported by the municipalities.

## Pillar 6 Professional ethics and conflict of interests (70% out of 100%):

- In this pillar, we encourage the municipalities to follow the example of Prishtina, Vushtrri/Vučitrn, Gjilan/Gnjilane, Pejë/Peć, and Gjakovë/Đakovica, Hani i Elezit/Elez Han and Rahovec/Orahovac by developing their municipal codes of ethics including adequate and specific instruments for reporting unethical behaviors.
- We also recommend municipalities publish their integrity plans and political affiliation of their leadership and members of the municipal assemblies.

Ministry of Local Government should develop Standard Operating Procedures for population of the municipal web sites, which should also include the standard file naming instructions.

# ANNEX 1THE 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, 2019?

Question 2: What is the number of responses to requests for re-evaluation of contract award estimates for the period 01 January 1 - December 31, 2019?

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, 2019?

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 2019?

Question 5a: How many public hearings pertaining the budget planning were held by the municipality in 2019?

#### 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 2019 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

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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