


Summary Report on Kosovo's Public Administration Reform





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Abbreviations

AAK- Alliance for the Future of Kosovo

CEPEJ- European Commission for the Efficiency of Justice

EC- European Commission

EEAS- External Action Service

ERA-European Reform Agenda

ERP- Economic Reform Program

EU- European Union

LDK- Kosovo's Democratic League

MIA- Ministry of Internal Affairs

MIAPA- Ministry of Internal Affairs and Public Administration

NPISAA- National Program for the Implementation of the Stabilisation Association

OECD- Organisation for Economic Co-operation and Development

PAR- Public Administration Reform

SAA- Stabilisation and Association Agreement

SIGMA- Support for Improvement in Governance and Management



Introduction

Public Administration holds a prominent role within the state institutional architecture, as a sector that conducts and coordinates interactions between the state, citizens, civil society, and the private sector. For Kosovo as a new state, an efficient and accountable public administration is a crucial portion of democratic governance and state functioning. In addition, the capacity of the state to comply, meet and implement the relevant reforms in its quest to join the EU in the future, are closely related to the functions of public institutions. As such, reforming and improving the functioning of public administration has been a key issue in the EU-Kosovo relations in the recent years. Similarly, the Public Administration Reform (PAR) has occupied a central role in the discourse of decision-makers and has been regularly integrated in the action plans and Government programs.

Overall, the functioning of public administration in Kosovo faces serious long-standing challenges. Weak internal-ministerial coordination, politicization in the process of appointment, the overstuffed institutions, and attempts of political involvement in senior civil service recruitments, are some of the key problems that have been identified in various local and international reports. While these challenges create obstacles in offering services to the citizens and businesses, they moreover play a role in eroding the trust of citizens in the public institutions and Government. In addition, the EU has made continuous calls to reform the public administration sector in the Kosovo Country Reports of the European Commission (EC). In recent years the institutions of Kosovo have adopted several documents and strategies related to this reform. However, the implementation of these documents, thereby the reform as a whole continues to remain limited and the majority of challenges remain unaddressed.

Based on this situation, this summary report aims to reflect and discuss the situation of the public administration reforms in Kosovo in the recent years, through focusing on the documents and strategies that have been approved during this period. Furthermore, the report will analyze the key achievements and implementation level of PAR thus far and suggest recommendations for the new Government of Kosovo to implement, based on the main challenges that need to be addressed. The report highlights that political instability and frequent elections especially since 2017, as well as lack of genuine political will from political parties in power, have hindered the capacity of Governments to successfully implement reforms that fall under PAR, therefore an energized approach by the new Government is required in order to compensate the lost time improve the overall functioning of public administration.

Public Administration Reform in Kosovo: Strategies and documents

Due to the challenges in the functioning of public administration in Kosovo, the EU has continuously pushed Kosovo institutions to engage in reform, and there has been a structure for joint meetings “Public Administration Reform Special Group” in the framework of the Stabilisation and Association Agreement (SAA). Thus far, there have been several documents and strategies that have been approved by the Kosovo institutions in the field of public administration. One of the earliest initiatives as part of the reform came shortly after Kosovo declared independence in 2008, as a joint initiative between the Organisation for Economic Co-operation and Development (OECD) and the EU named Support for Improvement in Governance and Management (SIGMA) and its assistance mainly focused on public administration.

There are also 3 main strategies which are worth mentioning that were approved: Public Administration Reform Strategy (2007-2013), Public Administration Reform Strategy (2010-2013) and Modernization of Public Administration Strategy (2015-2020). Moreover, there were other strategy plans released, such as Strategy for Improving Policy Planning and Coordination along with Better Regulation Strategy 2014 - 2020, Strategy on Modernization of Public Administration 2015-2018; and Public Finance Management Reform Strategy which was part of the Pillar I “Policy Development and Coordination” within three pillars of the strategic package of Public Administration Reform and is under the responsibility of the Office of the Prime Minister.

In February 2019, the Kosovo Assembly adopted the 3 PAR framework laws: the Law on Public Officials, the Law on Salaries in the Public Sector, and the Law on the Organization and Functioning of the State Administration and Independent Agencies. At that time, the approval of these laws was considered as a breakthrough event. The European External Action Service (EEAS), described the three laws as the backbone for the reform of the public administration¹. At the domestic level, these laws are very important because they are designed to improve the lines of accountability, contribute to an efficient service for the citizens and businesses, moreover they aim to harmonize the salary structure of the civil service in order to have equal pay for equal work.²

¹The Public Administration Reforms in the State of Stagnation' 2021 Available at: <https://levizjafol.org/wp-content/uploads/2021/03/The-Public-Administration-Rforms-in-the-State-of-Stagnation.pdf>. Accessed on April 29, 2021.

²The Public Administration Reforms in the State of Stagnation' 2021 Available at: <https://levizjafol.org/wp-content/uploads/2021/03/The-Public-Administration-Rforms-in-the-State-of-Stagnation.pdf>. Accessed on April 29, 2021.

During the drafting of Law on Salaries the Commission had consistently urged Kosovo to ensure as wide a public consultation as possible, including with trade unions of teachers, health care staff, and other affected groups, especially in view of the ambitious timeline and scope.

Regarding the new Law on Public Officials, the Commission recommended having position-based recruitment (an open competition) for senior civil servants, rather than a closed senior management 'pool' recruitment, in order to ensure the ability of public institutions to attract talent and expertise necessary.³ At the same time, the Commission stressed that political influence over senior appointments continues to pose a serious concern and that necessary steps should be undertaken within the new law, as well as the current regulation, in order to ensure a more merit-based process. Yet, the Law on Public Officials and the Law on Salaries, were temporarily suspended by the Constitutional Court almost as soon as they entered into force. The Constitutional Court in June 2020, declared the Law on Salaries unconstitutional, thus requiring amendments to the Law on Public Officials by the Assembly for it to fully enter into force.⁴ As such, even though the approval as these laws was hailed as an achievement, their implementation has stalled.

While reforms in the field of public administration are part of the Stabilisation and Association Agreement (SAA) and European Reform Agenda (ERA), the EU remains committed to accompanying Kosovo's reforms with assistance. The EU and Kosovo concluded a Sector Reform Contract for Public Administration Reform which foresees a total of €25m financial assistance to Kosovo until 2021. This assistance is divided into four payments of a maximum amount of €22m into the Budget of Kosovo, and €3m of technical assistance. The payments into the budget are conditioned on making progress on the reforms and meeting targets that have been mutually agreed upon. These conditions relate to progress made on implementing the public administration and public finance management reforms, on implementing credible and stability-oriented macroeconomic policies, and also on increasing the transparency of the budget. Further, these conditions are assessed and need to be met for each payment of the contract, including the payments foreseen for 2019, 2020, and 2021. For the following years, the payment will also be linked to the achievement of eight targets, jointly negotiated and stipulated in the contract. These targets cover the following areas: 1) inclusive and evidence-based policy and legislative development, 2) improved public access to documents, 3) improved professionalism and management of human resources, 4) improved services to citizens and businesses, 5) reduced administrative burden for citizen and businesses, 6) improved policy planning, 7) a more rational and accountable state admin-

³EU - Kosovo Conclusions of the Public Administration Reform Special Group (8th meeting, 3rd under the SAA) Available at: <https://mpb.rks-gov.net/ap/desk/inc/media/0579A19E-CA89-4B38-8BC4-90F6F1543A43.pdf>. Accessed on April 30, 2021.

⁴Public Administration Reform in Kosovo: Constant Struggle to Make It' 2020. Available at: https://balkanstruggle.org/wp-content/uploads/2020/09/Public-Administration-Reform-in-Kosovo_Constant-Struggle-to-Make-It-4.pdf. Accessed on April 29, 2021.

istration, and 8) and improved access to administrative justice.⁵

In June 2018, the Government of Kosovo approved the Action Plan for Rationalization of Agencies, which aims to reform the functioning of several independent agencies that were created by the Assembly, executive agencies, and regulators.⁶ The functioning of these bodies has been identified as a hurdle in the effective functioning of public administration, due to their high number and problematic lines of reporting and accountability. However, albeit draft laws for the first wave have been prepared by the working group, they are yet to be approved in the Parliament. In addition, there have also been continuous attempts to reform the functioning of the inspectorates which have fallen through, and similarly, the draft-law still remains to be approved in the Parliament. On the other hand, delays in harmonizing special laws with the Law on General Administrative continue to cause legal uncertainty for citizens and businesses.⁷ Other issues such as securing merit-based appointments, effective inter-ministerial coordination, as well as coordination between municipalities and central level continue to hinder the functioning of public administration, despite being part of these documents and strategies.

Notwithstanding these document and strategies approved by Kosovo Government and pushed forward by the EU, the progress in the PAR continues to remain restricted. As such, the for an energized approach from the new Government of Kosovo which took office in March 2021 is evident. On the whole, one of the key reasons undermining the effective implementation of the reforms is the political instability and snap elections, which have hindered the effective work of institutions. Kosovo has held 4 national elections held in the past 7 years (2014, 2017, 2019, 2021) while during this period Kosovo went through a change of 6 Governments (Thaçi, Mustafa, Haradinaj, Kurti I, Hoti, Kurti II) which clearly created a jumble situation and hampered the continuity of institutional functioning and undermined their capacity to finalize reforms. In addition, amidst this political instability rather often the Governments lacked the required majority in the assembly to push forward with the legislative agenda. On top of this, another reason behind the stalling of the PAR reforms, is related to the lack of political will from the political parties, to seriously tackle and shake the public administration structure. Based on the experience thus far, it has become clear that for the full and successful implementation of the PAR reforms political stability and political will are mandatory factors.

⁵Annex to the Commission Implementing decision amending Commission Decision C(2014) 5772 of 20.8.2014 adopting the Indicative Strategy Paper for Kosovo* for the period 2014-2020. Available at: <https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/20180817-revised-indicative-strategy-paper-2014-2020-for-kosovo.pdf>. Accessed on April 30, 2021.

⁶Draft Concept Document on the First Wave of Rationalization and Reporting Lines for Agencies Operating under the Kosovo Assembly'. Available at: <https://konsultimet.rks-gov.net/Storage/Consultations/09-37-53-02072018/Draft%20Concept%20document-ANG.docx>. Accessed on April 29, 2021.

⁷'Report on the Implementation of the Public Administration Reform 2019 : Public Administration Modernization Strategy (PAMS 2015-2020)' Available at: <https://mpb.rks-gov.net/ap/desk/inc/media/3B535F25-F138-498A-9772-BA632BD105CB.docx>. Accessed on April 29, 2021.

Against this backdrop, the new Government possesses the majority in the Assembly which -if backed with strong political will - could prove to be a key aspect in relation to compensating the lost time and implementing the PAR reforms. It is thereby important to note that the political situation in Kosovo in the recent years -especially since 2017- has undermined the implementation of PAR, however following the results of national elections held in 2021 a new situation has been created, therefore creating a critical juncture with genuine potential to address long-standing challenges in the functioning of public administration.

Change of Governments and limited progress in PAR

The section seeks to identify challenges and needs that could be useful to the current Government of Kosovo, in addressing the obstacles in the effective functioning of the public administration. As such, the work of the three Governments of Kosovo (Haradinaj, Kurti, Hoti) in the field of public administration is analyzed and discussed.

The Haradinaj Government (2017-2019) was one of the largest numeric Governments that Kosovo has had. It consisted of 21 ministries, 5 Deputy Prime Ministers, 80 Deputy Ministers. The year 2018 was the first year of implementation of the Sectoral Reform Contract for Public Administration Reform. The Government was expected to address 12 indicators and sub-indicators in 2018. Seven sub-indicators were reached, while five were pending or were blocked, according to the European Commission's independent assessment and the Government's own assessment. As a result of this, the Government demanded € 3.1 million in variable installments from the European Commission, which were disbursed in 2019.⁸ The implementation of the Annual Work Plan for 2018 was completed at a figure of around 64%, while 26% was not completed however on the left 10% there was no information or answers. In respect to the Ministry of Public Administration close to 20% of the activities in the action plan were not completed.⁹

On the other hand, in the second year of implementation of the Sectoral Reform Contract for Public Administration Reform, the Government was expected to complete 11 indicators and sub-indicators of the reform, which were mainly based on indicators from 2018; however, only 1 indicator was reached in time to be accepted as supplemented by the European Commission. In addition, this indicator did not fall in the responsibility of the Government, but as part of the portfolio of the Ombudsperson Institution of Kosovo.¹⁰ Based on this result, the Government was entitled to claim € 420,000 in variable installment from the European Commission, thus losing a figure of € 5,080,000 million. Indicator 5.2 for the approval by the Government of the concept paper for reducing the administrative burden was reached, yet technically the Government took the decision in March 2020, thus missing the deadline to complete all indicators by December 2019. In this vein, the

⁸'Public administration reform in a state of stagnation' Available at: <https://levizjafol.org/wp-content/uploads/2021/03/Reformat-e-administrat%C3%ABs-publike-n%C3%AB-gjendjen-e-stagnimit.pdf>. Accessed April 30, 2021.

⁹'Implementation of the Government's work plan for 2018' Levizja FOL. Available at: <https://levizjafol.org/wp-content/uploads/2021/03/Reformat-e-administrat%C3%ABs-publike-n%C3%AB-gjendjen-e-stagnimit.pdf>. Accessed April 30, 2021.

¹⁰'Public administration reform in a state of stagnation' Available at: <https://levizjafol.org/wp-content/uploads/2021/03/Reformat-e-administrat%C3%ABs-publike-n%C3%AB-gjendjen-e-stagnimit.pdf>. Accessed April 30, 2021.

slow pace of implementing the reforms has also had financial costs.

Overall, during the Haradinaj tenure there was a weak record of the implementation of public administration reforms, despite the fact that the position of National Coordinator for State Reforms in the Prime Minister's Office was established, with the aim of strengthening coordination and facilitate the reform process. Albeit there were promises that the Government would proceed with voting the Law on Government -which could assist in delineating the lines for the functioning of the Government structure- such a step fell through. The most important achievement of the Haradinaj Government in the field of public administration was the approval of the 3 framework laws in the Assembly in 2019. In addition to the lack of political leadership to advance public administration reforms, there was a lack of political will to move forward with key reforms. The best illustration to this, is the lack of progress in the rationalization of independent agencies and bodies.¹¹ The draft laws for the first wave of this reform were ready in 2019 (one year after the approval of the action plan), however they are yet to be voted in the Assembly to this day.

Following the national elections which were held in October 2019, the Government headed by Albin Kurti took office on 3 February 2020, through a coalition between Vetëvendosje and LDK. In terms of size, the Kurti Government consisted of 2 Deputy Prime Ministers, 15 ministers, and 31 Deputy Ministers. As a result, the size of the Government was considerably smaller than the previous one. The Ministry of Public Administration for the first time was merged into the Ministry of Internal Affairs (MIA), while the position of National Coordinator for State Reforms was abolished. Women were more included in senior Government roles, as 5 of the 18 Government members were women.

The short-lived Government of then-Prime Minister Kurti had proposed a program aimed at combating corruption and organized crime and merit-based appointments in public institutions, therefore certain controversial decisions made by the previous Government under Ramush Haradinaj were revoked under Kurti's Government, such as the ad hoc increase in senior officials' wages and taboo excise tax. Yet, the short-lived Government of Kurti -which was ousted after merely 50 days and was faced with the outbreak of the pandemic- could not manage to finalize any substantial reforms in the field of public administration. It must be noted that in Kurti's government the structure of the government was largely altered and several ministries, with their departments and divisions, were merged with each other. Such a

¹¹Implementation of the Government's work plan for 2020' Levizja FOL. Available at: <https://levizjafol.org/wp-content/uploads/2021/03/Realizimi-i-Planit-Vjetor-t%C3%AB-Pun%C3%ABs-s%C3%AB-Qeveris%C3%AB-s%C3%AB-Kosov%C3%ABs-p%C3%ABr-vitin-2020-1.pdf>. Accessed on April 30, 2021.

restructuring of government was unprecedented, and it has influenced the practical functioning of the institutions carrying out the vital processes for the functioning of the state. The rearrangements were largely followed by the upcoming governments and have raised dilemmas and uncertainties at the bureaucratic level regarding the effective functioning of the institutions. Therefore, it is mandatory that an evaluation process takes place throughout the government structure, in order to identify the practical implementation and effects that these changes have had in institutions.

The Government led by Avdullah Hoti (with a coalition between LDK, AAK, Nisma and non-majority community parties) took office in June 2020. In terms of size, the Hoti Government consisted of 4 deputy prime ministers, 16 ministers, and 46 deputy ministers, whilst 4 women were among the 21 representatives of the Government. However, also because of the ongoing pandemic, there were no significant steps in regards to the public administration reform, given that the majority of discussions were focused on combating Covid-19, securing vaccines, as well as attempts to design and vote the economic recovery plan. The Hoti Government had a fragile majority in the Assembly and it failed to show concrete substantial reforms in the field of public administration for its tenure. Recent reports have shown that the Annual Work Plan of the Government for the period January-December 2020 -which includes Haradinaj Government in care-taking duties, and Governments Kurti and Hoti- was close to a figure of around 42%.¹²

On the whole, due to the pandemic situation and short-lived tenure the public administration reform during the Kurti and Hoti Governments has been on a complete stalemate. Seen from a broader context, since the resignation of Prime minister Haradinaj in mid-2019 it could be said that there the objective circumstances have been difficult in regards to pushing forward for the reform, therefore Kosovo has now been for nearly 2 years on a standstill, namely lacking breakthrough achievements that fall under the PAR reform.

Following the national elections held on February 14, the Kurti II Government was voted in March 2021. In terms of size, the cabinet consists of 1 First Deputy Prime Minister, 2 Deputy Prime Ministers and 15 ministers, 5 of which are women, while there have been 24 appointed Deputy Ministers thus far. Given that it is still early days, it is very likely that the government will expand in the coming weeks and months. The public administration sector falls under the Ministry of Internal Affairs and Public Administration (MIAPA). In the new Government Program 2021-2025 the public administration re-

¹²⁴Implementation of the Government's work plan for 2020' Levizja FOL. Available at: <https://levizjafol.org/wp-content/uploads/2021/03/Realizimi-i-Planit-Vjetor-t%C3%AB-Pun%C3%ABs-s%C3%AB-Qeveris%C3%AB-s%C3%AB-Kosov%C3%ABs-p%C3%ABr-vitin-2020-1.pdf>. Accessed on April 30, 2021.

form is described as a top priority for the Government.¹³ In the program the Government among others expresses commitment to: conclude the policy framework in the framework of public administration reform in accordance with European principles, standards and best practices; adopt a single harmonized cross-sectoral strategy for public administration reform; complete the legal framework of public administration reform, fully harmonizing the Law on Salaries and the Law on Public Officials with the recommendations of the Constitutional Court; to develop a credible and transparent system of capacity building in the civil service; to advance the performance evaluation system and we will develop the system of inspections in the civil service in order to increase the accountability and delivery of results; to develop a credible and transparent system of capacity building in the civil service, which ensures merit-based recruitments and promotions.

On paper the program addresses the majority of shortcomings in the functioning of the public administration -as have the previous government programs - however at this stage these objectives must be materialized in practice through concrete political measures and actions.

In regards to the meeting the obligations from documents signed with the EU, as a result of the Covid-19 pandemic, the European Commission has decided to postpone the assessment for the achievement of the 2020 indicators to 2022, which means that during 2021 the Government has a chance to work on the 2021 indicators and meet the targets. This decision could prove to be positive because almost none of the reform objectives from the 2020 indicators have been achieved thus far. In addition, the European Commission and the Government have started a dialogue to review some of the indicators in order to have a more realistic expectation.

For example, the target of implementing short-term measures from the National Program for the Implementation of the SAA will be reduced. Despite the flexibility provided by the EU to the Government for the implementation of RAP in 2020, if in 2021 the Government still fails to meet the reform objectives, this raises serious questions about the overall commitment of the Government in the reform process. Given the existing challenges but also the slow pace of progress in the recent years, the Government of Kosovo must move forward to create the conditions for once again completing the 3 framework laws and ensuring their implementation, in accordance to the

¹²⁴ Government Program 2021-2025" Available at: https://kryeministri-ks.net/wp-content/uploads/2021/05/Programi-i-Qeverise-se-Kosoves-2021-2025.pdf?__cf_chl_jschl_tk__=604888655ecf37578c832ca702ca92ac-5c24b939-1622195768-0-AeAe7R0N5-5Dg_Pj-F3b79_-6FnTM87AWZzjYDNa3h3-u_YzSXRT8KBbwgq7sUay5HIV-sUX-Zfqrt7VxkJ5m6rHi5MLTIZjNuFflHpg65JNzlorOEfgeNmrho90F0qMjkWoGrHZX2fOg5cGQ3jJLlr5_j2mE462wsHZ0GiC-CGyV9EdRTJhsHoLfO45KvLYKWNhVqZEtRb5ZxvOHlgTXCcfEofvCLzBCdjk-uTnr_zQaYJKLbSiRjvKbkjGXQgFOzngZg-Pq3pSd2NA8YBShZi3E1XwZ5cQ3wS1d9GbbZpPhOfnNzmH7V4ejzQ-i_rpvV8pgHDxYrxmXYb6BFSWTVTxqbwDaG-vSB_hsrEr5yULn-1rbMZCmqoxDE9cNz5bOSA9gSnT-Eh48--SrQ0uoYZVkvhuYtTL_ccb2PBbyh3dJUBeqBvXCYe9k6t7M-Q2MXU_ExFiyQSQdrZlKv12uVwSIEVHT2KIS99GfTneAxZM2 Accessed on May 28, 2021.

recommendations of the Constitutional Court; move forward with approving the draft-laws under the reforms on the rationalisation of agencies and on inspectorates; and ensure harmonization of special laws with the Law on General Administrative Procedures.

In addition, the Government should take measures to address the non-merit-based, and replacing ad-hoc decisions, with evidence-based policymaking. While the challenges in the functioning of public administration remain vast, on a positive note the problems have been identified, moreover several reforms have already started, as such draft-laws and documents have been prepared. Therefore, the fact that the current Government possesses the majority in the Assembly should be seen as a strong basis to push forward in regard to the respective draft-laws, in order to achieve the timely and successful implementation of the objectives set in the Government Program.

Given the existing challenges but also the slow pace of progress in the recent years, the Government of Kosovo must move forward to create the conditions for once again completing the 3 framework laws and ensuring their implementation, in accordance to the recommendations of the Constitutional Court; move forward with approving the draft-laws under the reforms on the rationalisation of agencies and on inspectorates; and ensure harmonization of special laws with the Law on General Administrative Procedures.

In addition, the Government should take measures to address the non-merit-based, and replacing ad-hoc decisions, with evidence-based policymaking. While the challenges in the functioning of public administration remain vast, on a positive note the problems have been identified, moreover several reforms have already started, as such draft-laws and documents have been prepared. Therefore, the fact that the current Government possesses the majority in the Assembly should be seen as a strong basis to push forward in regard to the respective draft-laws, in order to achieve the timely and successful implementation of the objectives set in the Government Program.

Governments	Haradinaj 2017-2019	Kurti 1 2020	Hoti 2020-2021	Kurti 2 2021
Deputy Prime Ministers	5	2	4	3
Ministers	21	15	16	15
Deputy Ministers	80	31	46	24

Figure 1.
The size of Governments in Kosovo since 2017.

Conclusion and Recommendations

The public administration reform in Kosovo has been ongoing for several years, and is an important aspect that is related both to improving the functioning and service-delivery of Kosovo institutions, as well as fulfilling obligations under the documents signed with the EU. However, the pace of implementation by the Kosovo institutions and governments has been rather slow and the majority of problems continue to remain unaddressed. In addition to lack of political will to push for reforms, the overall implementation of the reform in the recent years was hampered by political instability and snap elections, thus causing discontinuity in the institutions. At this stage, several actions that fall under PAR have been piled up, due to the lack of political stability and political will in the recent years, and the previous three Governments have had limited achievements in this field. Indeed, since 2019 there has been a complete deadlock in regards to the implementation of PAR reforms.

On the other hand, the current Government which took office after winning the elections in a landslide, possesses the majority and support in the Assembly, which could be essential in respect to pushing forward these long-standing PAR reforms. To this end, the Kosovo institutions must ensure that public administration reform remains a top priority, and they must build on the modest progress made thus far. Based on what was discussed above, this publication offers the following recommendations for the Kosovo Government, which must commit to:

Increase coherence of strategic planning and implementation level, and focus on capacity building of ministries for policy development and implementation;

Create the conditions for completing the framework laws and ensuring their implementation in accordance to the recommendations of the Constitutional Court;

Undertake the necessary steps to approve and fully implement the

Action Plan on Rationalisation of Agencies;

Undertake the necessary steps to approve the Draft-law on Inspectorates, and ensure the required mechanisms for its full implementation in cooperation with relevant institutions;

Address the delays in harmonizing special laws with the Law on General Administrative Procedures that continue to cause legal uncertainty for citizens and businesses;

Ensure merit-based appointments throughout public administration through transparent procedures and monitoring mechanisms;

Undertake the necessary steps to ease the inter-ministerial communication and coordination, as well as strengthen the coordination between the local and central level.

Start a process to evaluate the restructuring of the government ministries, in order to identify the effects of the restructuring the government in practical functioning of institutions.

Focus on finding ways to increase the level of digitalization and improve electronic services for citizens and businesses.

