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MONITORING REPORT

IMPLEMENTATION OF THE GOVERNMENT STRATEGY FOR COOPERATION WITH CIVIL SOCIETY FOR THE PERIOD 2013-2016

PERSPECTIVE OF THE SECRETARIAT OF CIVIKOS

Prishtina, 2016

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I. EXECUTIVE SUMMARY

Even though the Government Strategy for Cooperation with civil society 2013-2017 (further in the text Government Strategy) is developed for the 2013-2017 period, implementation of this Strategy has started with a delay. The decision for approval of the Government Strategy was made on July 5, 2013, whereas decision for establishing the Council for implementation of the Strategy was made with one year of delay, respectively on April 2, 2014. It was only October 2014 when the Council was functionalized and the working groups for four strategic objectives were established and that came out from this Council. Selection of the members from civil society was made with an open and democratic process, while the civil society has one extra member in the Council. The Regulation for Minimal Standards for Public Consultations has been adopted, regulation that is based on the document prepared by organization KCSF, and through the Council it was officially submitted to the Prime Minister's Office. The Regulation was developed with wide participation of the civil society, and with the support of the legal office in the Prime Minister's Office and external donor. The model for public financing of the CSOs was also determined, and the development of the Regulation for Distribution of the Public Funds for CSOs has started. NGO certificate is acknowledged in the public procurement process, and also some analyses are developed in regards to contracting services and volunteering in Kosovo. Council and working groups have organized regular meetings with facilitation of the OGG and CiviKos Secretariat. In addition to the regular reports that OGG prepares about the implementation of the Strategy, CiviKos Secretariat at the same time (parallel) monitors implementation of the Government Strategy and periodically prepares reports.

This report is a summary of the monitoring of the implementation of the Government Strategy prepared by Secretariat of the CiviKos Platform based on the parallel monitoring that is implemented by the Secretariat. The aim of this report is to provide an overview about the implementation of the Government Strategy from the perspective of the civil society, identification and addressing challenges in all process of cooperation civil society-government, as well as to pull out concrete recommendations that would help implementation of the Government Strategy. In addition to the contribution to improvement in implementation of this Strategy for the remaining period, this reports aims to bring out main lessons learned from this process that would need to be addressed during the development of the next strategy for cooperation between the government and civil society.

This report is not an official report on implementation of the Government Strategy, but is a summary report of the monitoring of the Strategy by CiviKos Secretariat consulted also with working teams coordinators of the Council from civil society.

II. BACKGROUND OF THE FORMALIZED COOPERATION BETWEEN CIVIL SOCIETY AND GOVERNMENT

A group of civil society organization has taken the initiative to start formal cooperation between the Kosovo institutions and civil society. Kosovo Prime Minister's Office, with Prime Minister Agim Çeku and civil society organizations that have established CiviKos Platform organization in November 2007, have signed the first cooperation agreement between civil society and the government of Kosovo. This process is the first step in efforts to formalize civil society-government relationship. It was a commitment from both sides to coordinate their actions, in improving the governance, development of democracy and the role of the civil society in decision making.

After the declaration of Independence in 2008, with the changes of the governance system and building of Republic of Kosovo institutions, the civil society and government institutions still have not made any concrete step towards the formalization of the relations between them. In 2012, CiviKos Platform together with Office on Good Governance/Office of the Prime Minister (OGG-OPM) started the process of developing Government Strategy for Cooperation with civil society 2013-2017. After the enormous job done by experts, representatives of the civil society and Kosovo institutions, and after wide consultations with civil society organizations from all regions of Kosovo, the Government Strategy was developed. Adoption of the Government Strategy and establishment of the Council are the first steps in formalization of this cooperation since the declaration of independence of Republic of Kosovo.

III. GOVERNMENT STRATEGY FOR COOPERATION WITH CIVIL SOCIETY 2013-2017

Content of the Government Strategy

Four strategic objectives of the Government Strategy for Cooperation with civil society 2013-2017 are:

- **Strategic objective 1: Ensure strong participation of civil society in drafting and implementation of policies and legislation** – The aim of this objective is to advance legal grounds for strengthening participation of the civil society in drafting and implementing policies and legislation. Drafting and determination of the Minimal Standards for Public Consultation Process, where the civil society, and also the wide audience would be included in the public consultation process since the initial stages of the development of the government documents, is one of the grounds of this strategic objective.

- **Strategic objective 2: Establishing System of contracting public services to civil society organizations**
- Civil society organizations in Kosovo are continuously giving a great number of services that are not covered at all by any state institutions, or these services are delegated to civil society organizations. In Kosovo, civil society organizations mostly provide services in social fields, like services for person with special needs, services for women victims of the domestic violence, for orphans, etc. There are also a great number of organizations that provide services in fields of education, health, justice, etc. It is not known exactly type of services that organizations are contracted by the government. Within this objective there is foreseen to establish a sustainable and independent system of contracting services of CSOs by the government.

- **Strategic objective 3: Building system and defined criteria to support financially the CSOs** – Even though a huge part of the work of organizations is developed voluntarily, civil society organizations in order to implement their activities they need funds. Work of the civil society organizations in Kosovo mainly depends from foreign funds, even though the Government of Kosovo continuously distributes funds for projects that are implemented by CSOs in Kosovo. This strategic objective has the aim to establish transparent system of financial support for civil society from public funds, with clear mechanisms of reporting and supervision.

- **Strategic objective 4: Promoting an integrated approach to volunteering development** – Volunteering is currently sub-regulated field with Kosovo state legislation and policies. Law on Empowerment and Participation of Youth deals generally with the youth volunteering, by limiting the age to 15-24. Considering the social diversity this strategic objective aims to initially analyze, and also identify needs and profile of the volunteer work in Kosovo. Depending in the findings the debate will be developed and adequate system shall be developed for volunteering according to the specific needs for Kosovo.

Bodies for Implementation of the Government Strategy

Council - Council is the main institution responsible for ensuring implementation of the Government Strategy. Within the Council there have been developed four working groups for four strategic objectives. Working groups have been established with purpose of increasing thematic work dynamics, without the need for continuous engagement of the entire Council.

Members of the Council from the Government – The Council is made out of 25 members, 14 of them are representatives of Government of Republic of Kosovo. Out of 14 members from the Government, six (6) are directors of the respective offices in the Prime Minister’s Office and seven (7) are Permanent Secretaries of the Ministries, led by the Permanent Secretary from the Prime Minister’s Office.

Members of the Council from civil society - Civil society has 15 representatives in the Council, where 14 from them are elected by open and democratic procedure by the Civikos platform, and one member was directly appointed by the Civikos Platform by a decision.

Working method of the Council - Council for Implementation of the Government Strategy as the responsible structure for implementation of the Strategy has an obligation to organize meetings at least four times a year. OGG as a Secretariat of the Council is responsible to call the sessions of the Council in cooperation with the Council members. The discussions in the Council are mainly about the achievements and challenges related to implementation of the Strategy, proposals on additional measures according to the needs. The decisions are mainly made with consensus. In case there is no consensus, the decisions are voted for.

Council’s working groups – As part of the Council there are four groups established according to the four strategic objectives. Working group coordinators are selected with consensus, where three coordinators are from the civil society and one from the government. Working group meetings are held

more frequently than of the Council. The main work is developed and discussed in working groups. OGG, in cooperation with the coordinators, invites meetings of the working groups depending on the needs.

IV. IMPLEMENTATION OF THE GOVERNMENT STRATEGY

Establishment and functionalization of the implementing bodies – To ensure implementation of the Government Strategy, the Council for Implementation of the Government Strategy and four Working groups according to the four strategic objectives are established. OGG has been selected as secretariat of the Council. Council and working groups have held regular meetings since the establishment. Composition of the Council has followed the model +1 in favor of civil society, meaning that from all of the members of the Council, civil society always has one member more than the Government. This enables an important role for the civil society in this Council, at least in the aspect of representation.

Monitoring and Reporting on Government Strategy - OGG according to the mandate has obligation to prepare reports about the implementation of Government Strategy, whereas the Council helps and advises OGG to prepare the reports. With assistance of GIZ, OGG has prepared a monitoring matrix that facilitates gathering of information.

Achievements of the Government Strategy – The Regulation for Minimal Standards for Public Consultation Process, as part of the first strategic objective, has been adopted in April 2016. This Regulation is based on the document prepared by organization KCSF, where through the Council it was delivered to the Prime Minister's Office. Regulation was developed with wide participation of the civil society and other stakeholders. After the approval of the regulation, the training for civil servants on use of the Regulation has started. The ownership of the online Platform was also taken over by OGG with a support of the EU project for technical assistance, and the platform will be used as a main tool to organize public consultations.

Allowing NGO certificate to be used as an acceptable document in public procurement process is one and the only achievement of the objective for contracting of the services. This advancement happened while the Law on Public Procurement was amended-changed, after the official request made by the civil society.

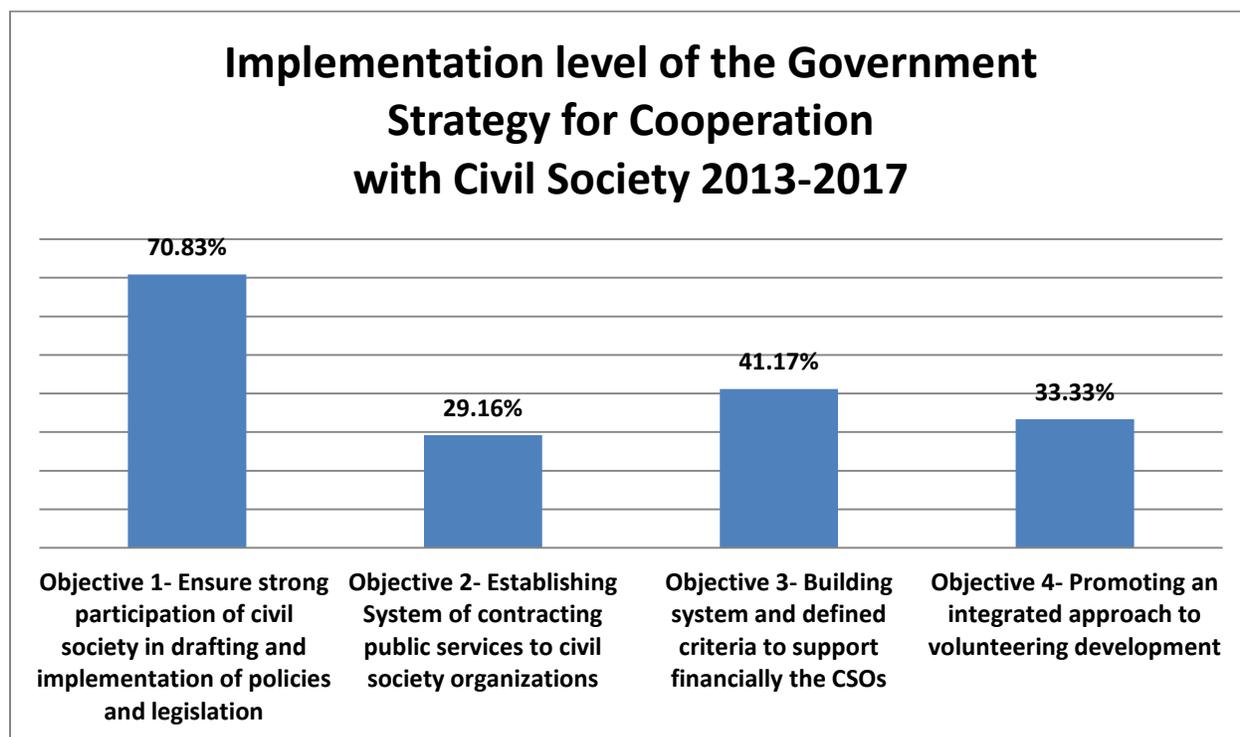
In regards to the public funds for the civil society organizations, within the third objective it is determined the decentralized model for public financing of CSOs, as well as the development of the Regulation for Minimal Standards and Procedures for Dissemination of Public Funds have started.

Secretariat of the CiviKos Platform in cooperation with Ministry of Integration and OGG have organized trainings for civil society organizations while launching the Platform for Aid Management, platform which is now accessible to civil society organizations.

According to the official report on implementation of the Government Strategy, prepared by the OGG, in cooperation with the working team coordinators, Government Strategy, respectively Working Plan for year 2015 was implemented 40.03 %. Whereas according to the objectives it turns out that the

Objective I is achieved 31.8 %, Objective II is achieved 42.9 %, Objective III 45.05 %, and Objective IV 50 %¹.

According to the evaluation the Action plan of the Strategy for 2013-2016 by the Civikos Secretariat, level of implementation of the Strategy until now is: First Objective is implemented 70.83 %, Second Objective 29.16 %, Third Objective 41.17 %, and fourth Objective 33.33 %.



V. SOME OF THE GENERAL CHALLENGES IN IMPLEMENTATION OF THE GOVERNMENT STRATEGY

Initial delays in implementation of the Strategy – even though Government Strategy was developed for the period 2013-2017, implementation of this Strategy has started with one year of delay. In December of 2014, the Action Plan for year 2015 was developed, where all the foreseen activities for implementation in 2013-2014 were carried (moved) there.

Delays with Establishment of the Council and Working Plan – Decision for approval of the Strategy was made in July 5, 2013, whereas the decision for establishment of the Council was made almost one year later, respectively on April 2, 2014. It was only in October 2014 when the Council was consolidated, and

¹ <https://zqm.rks-gov.net/Portals/0/RAPORTI%20-%20I%20FUNDIT%20JANAR%202016.pdf>

when also the working groups were established for each strategic objective. The working plan for implementation of the Government Strategy is developed in December of 2014 and implementation of this plan has started in 2015, where there were lots of delays in implementation of the activities.

Delays with establishing monitoring and reporting system – Despite being one of very few strategies that has managed to achieve building of the functional of regular reporting, accessible also to civil society, there is still lack of qualitative monitoring. OGG as secretariat of the Council has continuously made efforts to prepare summary reports, but it had difficulties in collecting information from line ministries, where there was lack of coordination in summary reports. During the meetings of the Council it was continuously addressed the issue of lack of qualitative reports on implementation of the Strategy by the line ministries. Also the regular reporting is followed by lack of evidence for completion of the respective activities. As a consequence, in the report on implementation of the Action Plan for 2015, presented to the Council on December 22, 2015, lots of activities have appeared as completed by raising the level of the implementation of the Strategy to 61.3 %. Since there was no consistency with the report prepared by the Civikos Secretariat, with the decision of the Council, this report was not approved. After the review with working groups there were adaptation-changes made and the percentage of implementation has dropped to 40.03 %.

(Example) lack of evidence has often resulted in completed activity. E.g. actions on analyses of the legislation, was stated as completed, but the report on findings and recommendations was missing. Council has suggested that only reports on analyses can confirm completion or non-completion of analyses.

Budget not allocated by the Government for implementation of the Government Strategy – After the adoption of the Government Strategy, in the working plans for 2015 and 2016 it was foreseen also the allocation of the budget by the Government of Republic of Kosovo. Until now the Government has not allocated separate budget for implementation of the Government Strategy.

Due to the non-allocation of the budget by the Government, most of the foreseen activities are achieved with the support of the external donors like TACSO, GIZ, FES, European Commission, etc. Also, since April 2016, in support to OGG, respectively for implementation of the Government Strategy, the EU funded project “**Support to the implementation of the Government Strategy for Cooperation with Civil Society**” was launched, and through this project, only part of the foreseen actions for 2016 will be financed.

Tab.1. *Required budget for implementation of the Government Strategy, and budget allocated by the Government of the Republic of Kosovo.*

Foreseen budget with the action plan 2013-2017, adopted by the Government of the Republic of Kosovo was 276000 Euros.

Tab.2. *Required budget for years 2015 and 2016, and foreseen budget by working plans.*

Year	Required budget for implementation of the Working Plan 2015 and 2016	Allocated budget
2015	287.000 Euros	There are no information for budget allocations with exception of administrative expenses of OGG and other responsible institutions.
2016	249.300 Euros	There are no information for budget allocations with exception of administrative expenses of OGG and other responsible institutions.

OGG as Secretariat of the Council and their internal capacities – Office on Good Governance (OGG), within Prime Minister’s Office (PMO) has been mandated by the Government of the Republic of Kosovo to serve as Secretariat of the Council for implementation of the Government Strategy. According to the decision for establishment of the Council, it was determined that OGG will be the responsible body for monitoring and reporting on implementation of the Government Strategy. OGG according to the decision it shall also prepare reports on implementation of the Strategy, facilitate the work of the Council and working groups. *(For detail please see the appendix no. 2).*

Civil society organizations during the development of the Government Strategy and also when the implementation started, and continuously have raised concerns for limited capacities that this office has in implementation of the Strategy. This concern was also reflected in the progress report for 2016². Out of eight employees in this office there is no servant appointed just for coordination of the works related to the Government Strategy, but there is an official dealing with this Strategy among other responsibilities *(See appendix no. 3 for comprising of OGG).*

Additional obligations of OGG for implementation of the Government Strategy – in addition to coordinating and facilitating the work of the Council, as well as monitoring the implementation of the Strategy, OGG in the working plans of the Strategy for 2015 was also a responsible institution for implementation of the 38 activities for four strategic objectives. In five (5) of those activities OGG is solo responsible institution, and in other 33 activities jointly responsible with other institutions. In the Working plan for 2016 OGG is responsible institution jointly with other institution in 24 activities.

High dependency on expertise provided by civil society and external experts – Main achievements in implementation of the Government Strategy is development of the minimal standards for public consultations, determining model for public funding, changes of the law on public procurement, analyses of the legislation on volunteering, contracting of the services, etc. were based on the expertise from the civil society and external experts. In general there was lack of expertise by the government for handling actions that are related to Government Strategy.

² http://ec.europa.eu/dgs/home-affairs/what-we-do/policies/european-agenda-migration/proposal-implementationpackage/docs/20160504/fourth_progress_report_on_kosovo_visa_liberalisation_roadmap_en.pdf

Low participation of the Council members from the Government in the process of implementation of the Government Strategy, and also in development of the action plan for 2015 and 2016 – Since the consolidation of the Council the participation of the Secretaries and Directors of the offices was very low. Mainly for the meetings of the Council and for the working groups, other ministry officers were delegated and in most of the cases those were not the same persons, and with that causing difficulties in decision-making and continuity (flow) of the work. Also in the development of the plan for 2015, there was considerable lack of participation by the Government, and despite delegation of the contact points, participation was low. Often it happened that the delays in implementation actions for the Strategy of 2015 were justified by institutions not taking the responsibilities, since the actions were not decided in consultation with relevant stakeholders from ministries, the ones that were missing in the development of the working plan. In the development of the working plan for 2016, with the suggestion of CiviKos Secretariat, and in coordination with the working groups and OGG, it was given more time for development of the working plan, even though in some groups officials from relevant ministries were absent.

Tab 3. Participation of member of the Council from the Government in the meetings of the Council

Meetings of the Council	Number of participants	Participation of appointees in the Council Secretaries	Participation of delegates (contact points)
Meeting I	14	8	6
Meeting II	13	5	8
Meeting III	6	1	5
Meeting IV	12	4	8
Meeting V	7	3	4
Meeting VI	10	4	6

Low participation of the Council members from the civil society in implementation of the Strategy – Working group of the CiviKos Platform not functionalized – Also from the civil society there was lack of dedication and expertise in implementation of the Government Strategy. With Working Regulation for Implementation of the Activities of the CiviKos Platform, it is foreseen also the functionalization of the working groups of the CiviKos Platform, groups that mainly have advocacy role. Working groups of CiviKos are mainly comprised from the civil society members. With suggestion of the CiviKos Platform Board, and according to the Working Regulation, there are foreseen establishment of four working groups according to the four strategic objectives of the Government Strategy. These groups will serve as support bodies for the Council, by advocating and supporting implementation of the Government Strategy. Four groups have been established and they had few meetings, but they have never been functionalized due to lack of engagement by civil society organizations.

Tab.4. Participation of member of the Council from the civil society in the meetings of the Council

Meetings of the Council	Number of participants
Meeting I	13
Meeting II	13
Meeting III	9
Meeting IV	9
Meeting V	9
Meeting VI	8

Lack of systematic supervision of the obligations for the Strategy by respective institutions – There were mainly delays in implementation of the activities on Strategy in relation to the deadlines set jointly, like the lack of quality in implementation and reporting.

Example: Allocation of the public funds of the government for civil society is not published – Since establishment of the Council, members from civil society have continuously requested from the Government of Kosovo to publish government funds that are allocated for civil society. Publication of the funds would increase transparency and we would have a clear overview of allocation of government funds for civil society. Secretariat of CivKos Platform, on September 17, 2015, have organized a roundtable in EU Information and Cultural Centre where it was reemphasized lack of transparency in allocation of the public funds for civil society. In May 2016, coordinator from the second working group sent a request to all Permanent Secretaries of the Ministries to identify fields of contracting services for CSOs by the Government, as well as the publication of the funds disseminated by ministries for the last two years for civil society organizations. Only two ministries have sent an uncompleted list with information about dissemination of the grants for CSOs. In October of 2016 OGG resends the request to the ministries for publication of the public funds. There is still lack of willingness by the Government to create transparency mechanisms through Treasury Office, where all allocated funds for the civil society would be identified very easy. The published lists of the supported (funded) organization with grants by the ministries are also not enough, since there are missing information about the implemented project, results of the projects, etc.

Other examples are delays with initiation of the Law on Philanthropy, creating automatic co-financing mechanisms for EU projects by the Government, etc.

Cross-sector working groups not functionalized – within action plan of the Strategy for 2015 and 2016 for the objectives II and IV it was also foreseen establishment of cross-sector working groups that will help implementation of the strategic objectives II and IV.

Joint working group for Determining Standards and Principles for Contracting Public Services for CSOs – By the decision of the Government, on 28/05/2016 it was appointed a joint working group for Determining Standards and Principles for Contracting Public Services for CSOs. The team was comprised from 23 members from the government and civil society. The group has held only one meeting in October 2015. Since November 23, 2015, one member of the civil society has resigned from the Council for personal reasons. Even though the members from the civil society in the Council were replaced, the group has not organized any meetings during 2016.

Joint working group for Developing Volunteerism – By the action plan of the Strategy for 2015 it was determined also the establishment of the Joint working group for Developing Volunteerism. This group was established by the decision of the Government on November 13, 2015. Selection of the member from civil society was made in coordination with the coordinator and members of the group IV, whereas members from the government were appointed with direct decision. According to the decision the team was made out of 28 members from the civil society and government. There was an informative meeting held prior to decision on establishment of the group in the Government offices. After the informative meeting the group did not organize any meetings so far.

MAIN RECOMMENDATIONS

Recommendation 1: Office on Good Governance (OGG) urgently needs to increase internal capacities with human resources, and at least two or three civil servants with full time job, have to be appointed for the process of cooperation civil society-government, respectively for implementation of the Government Strategy.

Recommendation 2: Government of the Republic of Kosovo has to allocate budget foreseen by the working plan of the Strategy for implementation of the activities that bear financial costs.

Recommendation 3: Members of the Council form the Government appointed in the Council shall participate in meetings of the Council and working groups, or to assure that contact points are officials involved in the process, by facilitating decision making process.

Recommendation 4: To increase quality of monitoring and reporting so there is a clear overview of implementation of the Strategy.

Recommendation 5: To functionalize cross-sector working groups for second and fourth objective, according to the mandate.

Recommendation 6: Ministries shall coordinate their actions with Government Strategy.

Recommendation 7- Regularly update webpage of OGG with reports and information related to latest developments, including here also official languages.

VI. IMPLEMENTATION OF GOVERNMENT STRATEGY FOR FOUR STRATEGIC OBJECTIVES

Strategic objective I: Ensure strong participation of civil society in drafting and implementation of policies and legislation.

Ensure strong participation of civil society in drafting and implementation of policies and legislation is the fundamental of the first objective of the Strategy. In the Working Regulation of the Government, adopted on 25/08/2011, where are specified rules and procedures for development of legislation, as well as recommendations for Government and ministry policies, for the first time with this Regulation is determined also the organization of public consultations for government documents. After this regulation has entered into force, it was also developed the Manual for Public Consultation Process that was developed in cooperation with Legal Office of the Prime Minister and the Kosovar Civil Society Foundation. Even after the advancement of the legislation for public consultation process it was noticed that there is insufficient participation of civil society in public consultation process, just for period of 15 days and that in written. Since 2012 Secretariat of the CiviKos Platform disseminates government documents to member organizations by encouraging them to participate in public consultations. From the monitoring reports that CiviKos has prepared for the public consultation process, it appears that written form is not the best way to involve civil society in public consultation process. Development and determining Minimal Standards for public consultation process, where the civil society and wide audience would be involved in public consultation process since initial stages of development of the government documents, is one of the basis of this Strategic objective.

Developing Regulation for Minimal Standards for Public Consultation Process – Development process for this regulation was inclusive process between civil society and Government of Kosovo. Legal Office from the Prime Minister’s Office, together with OGG were the carriers of development of this regulation. The basis for development of the regulation was built from the Project Proposal on Minimal Standards for Public Consultation Process that was developed by KCSF, and it was submitted to PMO in March of 2016. Starting from April 2016, LO/PMO, together with OGG and CiviKos, and with the support of GIZ, organized a series of workshops for development of the Regulation. In addition to the members of the group I for Government Strategy, in the working groups there were different participants representatives from civil society and also representatives from the international organizations.

In the Working Plan for 2015 it was foreseen approval of this regulation, organizing trainings for public servants and proceeding with functioning of the online Platform for public consultations. All these activities were postponed for 2016, where some of these proceedings are still under way.

Regulation was adopted by the Government of Kosovo on April 29, 2016. Currently with support of the Project for Technical Assistance for the Government there were trainings organized for Kosovo

Government civil servants on use of this regulation, while KCSF as of November will start training civil society representatives.

Online Platform for public consultation process, where organizations will be registered to express their interest in public consultation process and all the government documents for consultation will be posted there, is being developed with help of EU project for technical assistance, and its functionality is expected very soon.

Strategic objective II - System of contracting public services to civil society organizations.

Civil society organizations in Kosovo are continuously providing a huge number of services that are not covered at all by state institutions, or these services are delegated to civil society organizations. In Kosovo, civil society organizations mainly provide services in social fields, like services for special needs persons, services for women victims of the domestic violence, for orphan children, etc. There are also a great number of organizations that provide their services in fields of education, health, justice, etc. It is not exactly known for what types of services are organizations contracted by government. Within this objective it is foreseen establishment of a sustainable and independent system of service contracting for CSOs by the government. To see the types of services that CSOs have been contracted by the Government, it was sent a separate request by the coordinator of the working group IV, where it was requested the list of contracted CSOs over the last two years and also the fields of contracting. This request was also forwarded by OGG in October of 2016. Until now there is no ministry that provided any type of list of organizations and type of services that organizations provided for the government.

Objective II of the Strategy has most significant delays in implementation. In May of 2015, by the decision of the Government the Joint Group is appointed for Establishing System for Contracting Public Services by CSOs, a group that is established to determine standards and principles for contracting public services by CSOs. Group is comprised from members of the Council from civil society and Government. Group has met only once in October 2015 where it was mainly discussed about amending changing the law on Public Procurement, and where it was added Article for contracting services by the CSOs, and NGO registration certificate is accepted for the public procurement process.

Challenge in implementation of this objective was lack of involvement and expertise of the members from the civil society and the government in the working group, stepping down two of the Council members from civil society due to their personal reasons, etc.

Some of the challenges for this objective are:

- Lack of coordination between the ministries in relation to the contracting of the services.
- Ministry of Labor and Social Welfare conducts the licensing of the organizations that provide social services, but there is no coordination with the Government Strategy.
- Lack of budget for analyses foreseen by the Government.
- Support only for analyses of the type of services that are contracted by CSOs that is currently implemented by the Project for Technical Assistance.

- Joint bodies for Establishing System for Contracting Services by CSOs have not functioned properly.
- Stepping down (resignation) of some of the members from the civil society that were part of the group.

Strategic objective III - Building system and defined criteria to support financially the CSOs

Since the post war in Kosovo, civil society organizations in Kosovo are mainly financially supported by foreign donors. A number of civil society organizations have managed to increase their capacity and to create sustainability by establishing self-sustainable services, whereas still large number of organization remain dependant on foreign donations. From the civil society index for 2014³, 74.0 % of civil society organizations in Kosovo are financially supported by foreign donors. According to this study, central and local institutions secure 20.5 % of funds for civil society in Kosovo. Even though most of their activities civil society organizations provide voluntarily, financial sustainability is very important for their continuous functioning in providing their services. Objective III of the Strategy has the aim to create transparent system of financial support for civil society from public funds, through clear reporting and supervision mechanisms.

Determining the model of National Scheme for grants for civil society – With working plan for 2015 it was foreseen determining the model of grants. With support of TACSO in Kosovo and in cooperation with OGG and the Ministry of Finance, in May it was organized a first workshop for determining the model of National Scheme for grants for civil society. In December of 2015 in the second workshop it was decided on basis of the mix model for financing CSOs. Activities that have not been achieved in 2015 were carried to year 2016. In April 2016 the Council adopted mix model for the financial support for civil society organization by the public funds, whereas the Government of Kosovo adopted this model on May 25, 2016. In September of 2016, the group for development of the Regulation for Minimal Standards by the decision of the Government, whereas on September 30 the group held the first workshop, and the meetings of the group are still continuing.

Decision for automatic co-funding of the project for CSOs that are funded by EC (according to the percentage determined by EU) – Mechanisms for automatic co-funding of organizations that receive funds from European Commission according to the percentage determined by EU will ease the civil society organizations that win grants by European Commission, for which there is cofounding condition. Often it happens that organizations have difficulties in ensuring co-funding for their projects. Considering the difficulties to ensure co-funding for civil society organizations, it is foreseen establishing a system where the Government of Kosovo will ensure automatic co-funding for all civil society organizations that receive grants from European Commission. This action was foreseen in the working plan for 2015, and it was not implemented. Also according to the working plan for 2016 it is included as activity, but so far there is no consensus between Ministries to take charge of the implementation of this activity.

³ <https://zqm.rks-gov.net/Portals/0/RAPORTI%20-%20I%20FUNDIT%20%20JANAR%20%202016.pdf>
http://www.kcsfoundation.org/repository/docs/14_04_2014_2142029_Indeksi_Kosovar_i_Shoqerise_Civile_shqip_web.pdf

Opening of the Donors Forum for participation of civil society and establishing database of the donors to be used by civil society – Ministry of European Integrations as the carrier of these activities in 2015, with the help of the CiviKos Secretariat has organized one day training with representatives of civil society organizations about use of donors database. After the completion of the training about usage of this mechanism the participants were equipped also with the account that will allow them to have access to this database.

Opening of the donor's forum for participation by the civil society, as an activity foreseen by the working plan for 2015 and 2016 has not been implemented so far.

Challenges in implementing this objective:

- Lack of analyses of the existing legislation by the Government for joint implementation of the projects.
- No coordination between the Ministries for development of the Law on Philanthropy, even though with the working plan for 2015 the responsible institution was Ministry of Finance, whereas in the working plan 2016 the responsible institution is Legal Office of the Prime Minister's Office.
- Lack of transparency in allocation of public funds for CSOs – Continuous request of the Council and civil society to publish public funds for civil society. Only in October of 2016, OGG sends the request to Secretaries for publishing funds allocated to civil society.
- Lack of willingness and no coordination between ministries to create automatic co-funding system for CSOs winners of the EC grants (activity foreseen in the working plan for 2015 and 2016)
- Lack of analyses regulates the method of non-financial support.

Strategic objective IV - Promoting an integrated approach to volunteering development

Volunteering is the practice of people that work and get engaged in certain activities that are in favor greater good of the society, without being financially motivated. In addition to economic gains that are brought by volunteering, it also helps increasing citizen activism for the general wellbeing. Volunteering is currently field sub-regulated with Kosovo state legislation and policies. Law on Empowerment and Participation of Youth deals in general with volunteering for youth, whereas it defines it as "Youth activity organized by respective Institution, where young people voluntarily provide their time, labor, knowledge, skills without any remuneration or reward, serving the community for the benefit of society". This law restricts treatment of volunteering just to a group age of 15 – 24, while leaving out dealing with the rest of the society that has great potential for volunteer work. Considering the social diversity, this objective of Government Strategy aims to initially analyze and identify needs and profile of volunteer work in Kosovo, and depending on the findings develop discussions and build adequate systems for specific needs of Kosovo.

In the Working Plan for 2015 of the Strategy, it was foreseen implementation of the five analyses as: Analyzing the profile of the volunteer in Kosovo, Analyzing current legislations that deal with volunteering, Analyses of the civil society sector (examples of the success and lessons learned), Analyses

of the international experiences (case studies) and Analyses of motivation of volunteering in Kosovo. Due to lack of budget allocation by the Government of Kosovo, neither of these Analyses was carried out during 2015. These analyses were carried on to the working plan for 2016.

Also in the Working Plan for 2016 are included five analyses, as well as the budget foreseen by the Government to conduct these analyses. So far OGG as carrier of these activities has not allocated any budget for implementation, while only two out five analyses are being implemented by the EU technical assistance project.

Some of the challenges for implementation of this objective are:

- No meeting was held for Functionality of the cross-sector group for volunteering. This group was established by the decision of the Government on 13/11/2015.
- No budget was allocated by the Government of Kosovo for implementation of analyses foreseen by the working plans for 2015-2016.
- Lack of harmonization between the Ministry of Culture, Youth and Sports, and launching Administrative Instruction for volunteering without coordination with activities of the Government Strategy.

VII. APPENDIXES

Appendix -1 Necessary budget for implementation of the Working Plan for 2015 and 2016 according to the four strategic objectives.

2015	<p>For implementation of the working plan 2015 in total were foreseen 287.000 Euros where:</p> <ul style="list-style-type: none"> • For Objective I - 145.000 Euros, • For Objective II - 35.000 Euros, • For Objective III - 40.000 Euros, and • For Objective IV - 67.000 Euros.
2016	<p>For implementation of the working plan 2016 in total are foreseen a budget of 287.000 Euros where:</p> <ul style="list-style-type: none"> • For Objective I 86.000 Euros, • Objective II 32.300 Euros, • Objective III 78.000 Euros, and • Objective IV 53.000 Euros

Appendix 2- Obligations of OGG according to the decision of the Government from date 28/10/2014 for establishing the Council

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| <ol style="list-style-type: none"> 1) PMO/OGG will serve as Secretariat and will be the responsible body to monitor and report on implementation of the Government Strategy and Action Plan. 2) For functioning without any obstacles, all duties administrative and technical will be |
|--|

commenced by OGG

- 3) PMO/OGG is obliged to annually publish Report for implementation of the Strategy and Action Plan.
- 4) In addition to the reports prepared by Office on Good Governance, the Council will consider and discuss other parallel monitoring reports that might be prepared by CiviKos Platform and other CSOs.
- 5) For successful proceedings of work of this Council, Secretariat will be supported financially and with human resources by the Prime Minister's Office.
- 6) CiviKos Platform and other interested organizations will be invited on regular basis to parallel monitor and report about the implementation of the concrete activities foreseen by this Strategy.
- 7) For successful proceeding and work of this Council, Secretariat will be supported by the Prime Minister's Office, both financially and with human resources.

Appendix 3- Constitution of the Office on Good Governance

Office on Good Governance has total of eight (8) civil servants employed in this formation:

- 3.1. Director of Office on Good Governance;
- 3.2. Coordinator of Office on Good Governance;
- 3.3. Senior officer for child rights;
- 3.4. Senior officer for Good Governance;
- 3.5. Senior officer for equal opportunities and persons with disabilities;
- 3.6. Senior officer for equal opportunities and minorities;
- 3.7. Senior officer for antidiscrimination;
- 3.8. Administrative Assistant.