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# KOSOVO EFFECTIVE MUNICIPALITIES INITIATIVE MID-TERM EVALUATION

## FINAL REPORT

MAY 2009

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### **DISCLAIMER**

The authors' views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.



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## **Executive Summary**

This report summarizes the findings of an evaluation of USAID/Kosovo's Effective Municipalities Initiative (EMI) conducted by Democracy International (DI) in April and May of 2009. It contains analysis of the progress of activities during the first half of EMI's tenure together with recommendations for possible adjustments in focus or resource allocation during the remaining period of the contract. While time and resource constraints necessarily limited the scope of the analysis, the evaluation team found no instances where performance was deficient or at variance with the contract.

## **Methodology**

To conduct this evaluation, DI fielded a team of two experts in local governance, municipal associations and decentralization, William J. Althaus (as Team Leader), and L. Alan Beals. Over the course of two weeks in Kosovo, the team conducted interviews with twenty-five individuals familiar with EMI from a variety of perspectives, including representatives of EMI itself, USAID, the donor community, the Ministry of Local Government Administration, the Association of Kosovo Municipalities, and local officials, mayors and others. The team also reviewed a number of documents related to EMI, including project reports, monitoring data, and donor and association publications.

## **Task One - Supporting new Serb-majority municipalities**

Under this component EMI was to help stand up and support the creation or reformation of the majority-Serb municipalities envisioned in the Ahtisaari Plan. However, because these municipalities are not presently coming into existence, Task One was placed "on hold" by USAID and is not being actively implemented. During the team's interview, the political advisor to the Minister of Local Government Administration expressed the keen desire to have USAID, through EMI, become more active in supporting the establishment of those municipalities because it is the key priority of the Ministry and the Government of Kosovo.

## **Task Two – Support for the Ministry of Local Government Administration**

It is apparent through discussions with senior MLGA officials and other donors that EMI holds a preeminent position in terms of both its influence and its expertise. Because of the urgency of drafting and enacting the primary decentralization laws, a view held by USAID as well as the International Community generally, EMI's legal team played a leading role

in the drafting. The evaluation team believes that this active role did not prevent EMI from pursuing its task of improving ministry staff capacity.

The Team examined each of the other objectives of EMI, to wit: development of Administrative Instructions; strengthening the MLGA's ability to monitor municipal compliance with laws and improve municipalities' compliance with laws and ministry directives; supporting capacity building of the new MLGA Departments for Local Self-Government and Reforms and European Integration and their new divisions; and preparing a series of handbooks on Local Government legislation and providing training.

Numerous EMI activities and products have contributed to substantial progress in each of these areas. All seven of the Administrative Instructions prepared by EMI provide guidance to the MLGA for oversight and monitoring of local governments. Various other EMI activities and products have supported all of these objectives.

***Task Two Findings:***

- The Evaluation Team has found that in every area, the work of EMI staff has been of the highest quality and has earned respect and been well-received by the Ministry and local officials.
- Opinions about EMI in the International Community have been equally laudatory.
- Primary legislative drafting by EMI, arising from the urgency of enactment, did not prevent EMI from pursuing its task of improving ministry staff capacity

**Task Three – Improving the capacity of existing municipalities in service delivery, own-source revenues and democratic processes**

During the course of the EMI project there has been a continuing process of consultation, providing hands on technical assistance, developing policy papers and drafting laws on virtually every facet of establishing core capacities and skills needed by municipalities. Throughout the project's tenure the highly trained and experienced EMI staff has provided coaching and technical support which has significantly assisted the ministry leaders in improving the quality and ability of their own staff

EMI has actively engaged in a series of initiatives to set performance standards for service delivery, monitoring of performance and improvements in local governance by working with the MLGA and partner organizations such as the Association of Kosovo Municipalities (AKM) and the Council of Europe.

AKM has grown in capacity and strength as the voice of the municipalities of Kosovo and their advocate before the central government. AKM has worked with EMI on some of the key elements required for successful decentralization such as capacity-building and advocacy. It seems, however, to lack sufficient understanding of the importance of the local policy development process. The significant support AKM is about to receive from the Swiss Development Agency represents an opportunity for EMI, in coordination with SDC, to help AKM build its policy development and technical capacities.

Interviews from the field support the proposition that the AKM collegia structure affords a valuable mechanism for ongoing coordination and the ultimate establishment of well-organized municipal functions and professional administration. EMI's provision of staff support and some resources to five of the more highly developed and active collegia is effective and of great importance.

The EMI training efforts are impressive. In two sessions on budget training for mayors and department heads in the spring of 2008, some 320 municipal leaders attended. The training on the new legislation and critical administrative instructions, in the summer of 2008, reached 400 municipal officials.

One of EMI's early successes was the use of the Incentive Fund to improve municipal service delivery. The Incentive Fund has proven to be effective in achieving the goal of spurring better municipal performance. It has been both retrospective, as a reward for performance and, in some cases, an award to implement an innovative idea.

Two rounds of Incentive Fund Awards have been conducted so far, including the development of criteria, training of local officials, and selection of awardees. Two more rounds are planned between May and October 2009. EMI expects to use additional criteria in the next two rounds that will sharpen the focus on service delivery performance awards as performance standards are more fully implemented by the municipalities. This should heighten the competition in the category of improving municipal services.

### *Task Three Findings*

- EMI's approach has been broad-based, including resource materials and direct technical assistance
- EMI has significantly aided MLGA in improving staff capacity, although it has not reached the level needed for its future work.
- EMI has helped MLGA develop important performance standards and measurement systems
- The collegia of AKM are a critical component of the effort to build a sustainable policy reform system at the local level
- EMI has trained local officials extensively and effectively, receiving unanimous praise from its local partners
- The Incentive Fund has been effective both to reward and to fund better practices in local governance

### **Recommendations**

- EMI should be encouraged to capitalize on any Kosovar-Serb local contacts that occur by directly engaging, visiting and cultivating Serb officials who attend events or display any willingness to work with EMI.
- EMI should continue its transition from primary drafting and otherwise initiating MLGA support and increase its emphasis on mentoring and coaching.
- EMI should intensify its MLGA capacity-building efforts, including retraining and retesting ministry staff
- In cooperation with SDC, EMI should encourage AKM to focus more on local policy development and advocacy
- EMI and USAID should consider using the next Incentive Fund round to focus on the often-identified need for better municipal human resources practices.

### **Donor relations and coordination**

It was clear to the team that the level of communication and exchange of ideas and information among the international community is better here than in many similar countries. One activity, the Mosaic opinion sampling by UNDP, partly funded and with

substantive input from EMI/USAID, is a good example. All donors interviewed stressed their excellent communication with EMI and USAID. This seems to arise from both the commitment of USAID and the efforts of EMI.

### **The Performance Based Measurement System**

The evaluation team found that EMI's Performance Based Measurement System (PBMS) is well-designed, with indicators that are both meaningful and obtainable and that reflect well the principal objectives of the EMI Task Order. The indicators are quantifiable and the reported levels are realistic. The PBMS Annual Report shows almost all targets achieved and provides explanation for those few areas where targets were not achieved. Overall, the results shown in the Annual report confirm the positive findings of this evaluation.

### **Conclusion**

EMI is a well-designed and well-implemented local governance project. Operating in a very fluid environment, the EMI team has remained focused and has delivered excellent services to both the MLGA and the local officials of Kosovo.



## Background

USAID's Effective Municipalities Initiative (EMI) in Kosovo, implemented by RTI International (RTI), commenced on July 19 2007 and is scheduled to complete operations July 18, 2010. In April 2009, USAID issued a Task Order to Democracy International (DI) to conduct a mid-term evaluation of the EMI project. The Scope of Work for the evaluation is primarily retrospective, calling for an assessment of the progress EMI has made in carrying out the components of its Task Order. It also invites recommendations for adjustments that can be made to the program to improve its implementation in the future.

In addition to looking at the implementation of EMI over the last two years, the evaluation also sought to examine the project's impact. A true impact evaluation, however, is a complicated process that is difficult to conduct under a short-term evaluation project, requiring data and resources that are not always available. Still, to the extent possible the evaluation team has provided its conclusions on the effects EMI has had on decentralization and local government institutions in Kosovo, based primarily on the qualitative information collected in interviews and from other sources.

The Scope of Work for EMI was written in 2007 to address the political and governmental landscape that existed at that time. In view of the fluidity of the situation in Kosovo following the presentation of the Ahtisaari Plan and prior to the Kosovo declaration of independence, it is hardly surprising that changing realities have dictated adjustments in the work of EMI. The evaluation team is mindful of the challenges presented by such volatility and has striven to inform its analysis with that knowledge.

## Methodology

To conduct this evaluation, DI fielded a team of two experts in local governance, municipal associations and decentralization, William J. Althaus (as Team Leader), and L. Alan Beals. Both team members have done considerable work on local government issues in the region and both have prior experience conducting assessments and evaluations for USAID.

Over the course of two weeks in Kosovo, the team conducted interviews with twenty-five individuals familiar with EMI from a variety of perspectives, including representatives of EMI itself, USAID, the donor community, the Ministry of Local Government Administration, the Association of Kosovo Municipalities, and local officials, mayors and

others. All interviews were conducted jointly by both team members in order to provide two separate analyses of the data. A list of persons interviewed is included as Appendix A to this report.

The team also reviewed a number of documents related to EMI, including project reports, monitoring data, and donor and association publications. A list of documents reviewed is included as Appendix B to this report.

## **EMI Project Components**

The EMI project has three principal components addressing the major areas of importance for local governance in Kosovo. The changing circumstances mentioned above have caused USAID to instruct EMI to place Task One, relating to the new or reformed Serb-majority municipalities, “on hold” and to take little or no action in that area. Nevertheless, the question of Serbian Kosovars and Serb-majority municipalities is discussed below because it affects every aspect of EMI’s work. Though the Evaluation Team never initiated discussion of Serb issues in any interview, the only interviewees who did not put it forward were some of the local officials; all others raised the subject and held forth on it, often at length and in depth.

### **Task One – Supporting new Serb-majority municipalities**

According to the EMI Scope of Work, Task One called for the project to:

*Assist in standing up the new post-status agreement municipalities and linking them to Kosovo institutions.*

Under this component EMI was to help stand up and support the creation or reformation of the majority-Serb municipalities envisioned in the Ahtisaari Plan. However, bolstered by the unwavering opposition of Serbia, these municipalities are not presently coming into existence. Task One was therefore placed “on hold” by USAID and is not being actively implemented. Significantly for EMI’s work in the other tasks, Serbian local officials are not participating in the Association of Kosovo Municipalities (AKM) and are not participating in policy development through the AKM’s collegia, nor in various capacity-building activities. Thus, while EMI has had a challenging and problematic part of its scope of work removed, there has been no concomitant reduction in the complexity or difficulty of the remaining components. In fact, the overlay of the Serbian issues has made the more conventional policy and municipal segments more difficult to accomplish.

The stated position of the Ministry of Local Government Administration (MLGA) is a strong commitment to implementation of the Ahtisaari Plan, in particular the creation or reformation of Serb-majority municipalities. The political advisor to the Minister expressed the keen desire to have USAID, through EMI, become more active in supporting the establishment of those municipalities because it is the key priority of the Ministry and the Government of Kosovo. The sincerity of this commitment is not known to the team.

While any change in the Mission's position on Task One is outside the scope or competence of this evaluation, the team members do believe that EMI's leaders should be encouraged to capitalize on any Serb contacts that occur passively. Advice from one ICO/EUSR official was that USAID should "keep flexible" and be prepared to start activity on Task One on short notice. This individual believes that the impasse on the new municipalities issue may break at any time and in that event a prompt and coordinated effort by the principal donors would be essential.

## **Task Two – Support for the Ministry of Local Government Administration**

For Task Two, EMI's Scope of Work called for the project to:

*Assist the Central Government of Kosovo in creating the legislative framework for decentralization and in providing better guidance to, oversight of, and compliance with relevant laws by municipalities.*

Below we discuss specific activities carried out by EMI under this task. It is important to note that some of EMI's interventions with the MLGA are of a cross-cutting nature in that they address more than one of the following objectives. Examples of this would include the MLGA Capacity Assessment, the capacity training and testing, and various policy and issues papers. In addition, because the interconnection of activities and interests between local governments and the MLGA is so extensive, many of the activities and products discussed in the following sections also relate to EMI's work under Task Three. As a result, some activities will be discussed in multiple sections. This does not represent any overlap or duplication of efforts by the project but rather reflects that close interconnection.

- *Assisting preparation of basic framework legislation...and other laws necessary to support the GoK's decentralization program*

Most, if not all, of the primary legislation to decentralize governmental functions in accord with the Ahtisaari Plan has been enacted. However, much remains to be done in revising the new laws and in harmonizing them to eliminate conflicts and gaps. Numerous donors provide support to the MLGA in this work, but it is apparent through discussions with senior MLGA officials and other donors that EMI holds a preeminent position in terms of both its influence and its expertise. EMI's legal experts have knowledge, institutional memory and, very importantly, the respect of the MLGA.

Beginning in the first year of the project and continuing into the second year EMI assigned one senior person and two junior people full time to the MLGA. This was critical during the development and approval of the basic legal framework for the decentralization of competencies and financing to the municipalities. This year EMI continues to have a senior staff member assigned to the MLGA full-time in order to provide continuing involvement in the post-legislative phase of decentralization, to assist in identifying gaps in legislative authority, resolving conflicts and overlap in approved legislation, preparing policy position papers, and negotiation with ministry staff.

Because of the urgency of drafting and enacting the primary decentralization laws, a view held by USAID as well as the International Community generally, EMI's legal team played a leading role in the drafting process. It should also be noted, however, that a collaborative process within the Government developed substantial input that informed the drafting. Whether this adversely impacted the secondary goal of raising ministry capacity is discussed below. Inconsistencies among the primary laws arise not from EMI's work but because certain key laws were drafted by other ministries or other donor-advisors.

MLGA officials were unanimous and unequivocal in their praise for the work of EMI. While many (certainly too many) advisors are supporting and, in many cases, embedded in the MLGA, both donors and ministry officials acknowledge that EMI's support is the most highly regarded. This places a responsibility upon EMI and USAID to provide the highest quality advice, a responsibility that it seems to have met. The plethora of international advisors is problematic primarily because the US and European concepts of decentralized government are fundamentally different. The US practices decentralized government in ways and to an extent that Europeans do not. One can prefer either approach but the

presence of experts from each school offering inconsistent advice is not helpful in an environment where the local ability to differentiate and weigh the varying perspectives is undeveloped. There is also an unfortunate but real tendency of local partners to engage in “donor shopping” when undesired advice is offered by one. The only response for EMI is to continue to offer the highest quality support. The USG’s relations with the GoK will also influence the course of events; that is, EMI needs strong support from the Mission and the Embassy to maintain its preeminent position within MLGA.

- *Assisting development of Administrative Instructions and regulations to implement enacted laws;*

EMI completed seven sets of administrative instructions in the first project year. In one case the MLGA Legal Department was involved, but for the most part these documents were the product of EMI’s staff. The value of these and similar documents is discussed below.

- *Strengthening the MLGA’s ability to monitor municipal compliance with laws, and improve municipalities’ compliance with laws and ministry directives;*

This is a broad objective in that it addresses both the ministry’s monitoring and support functions. Therefore numerous EMI activities and products have contributed to substantial progress in these areas. All seven of the Administrative Instructions prepared by EMI provide guidance to the MLGA for oversight and monitoring of local governments. Other EMI products supporting this objective include a paper on municipal legal compliance tracking, a concept paper on monitoring and performance measurement, and the Comprehensive Strategy on Capacity Building. The comments of senior ministry officials made clear the value they placed on these documents and, equally importantly, on the coaching that accompanied them. It is certain that EMI has provided the MLGA with a comprehensive, well-designed roadmap to make itself an effective agency to both monitor and support local governments. EMI should capitalize on its excellent reputation within MLGA to push vigorously for the ministry to use the tools the project has imparted.

- ***Supporting capacity building of the new MLGA Departments for Local Self-Government and Reforms and European Integration and their new divisions;***

Thorough training in local governance given to all MLGA staff members below the level of Deputy Minister by EMI provided an essential foundation for them to understand the nature and complexity of their areas of responsibility. It is particularly useful in light of the extremely limited familiarity with local government issues by most MLGA staff. This staff training made possible the subsequent joint MLGA-MEF training of local officials. This latter represents a striking level of inter-ministerial cooperation rarely seen in transitioning countries.

All MLGA officials interviewed were unanimous in their praise for the quality and utility of these EMI efforts. One slightly discordant note was voiced by the Permanent Secretary, who insisted that a planned future training in writing/drafting should be conducted by an “outside” (meaning US) EMI expert rather than EMI local staff. This kind of request is not uncommon and arises from perceived sensitivities over hierarchy and protocol and should not, in the evaluation team’s opinion, guide USAID/EMI’s decision on who will conduct that training. The determinant should be the quality of the training and the satisfaction of the recipients, not the preference of the Permanent Secretary. In all the capacity-building EMI has done, including within MLGA, the level of trainee satisfaction has been consistently high, and this should guide EMI and the Mission in their decision making.

- ***Coaching the Division for Planning and Analysis to bolster its ability to provide policy recommendations on topics concerning local government***

EMI presented a paper titled “MLGA Research and Analysis Capability Assessment” and accompanied it with discussions and mentoring for ministry officials. This thorough document spells out the appropriate structure and processes of the ministry in the area of gathering and understanding data on local government performance. This is a key responsibility and one which the MLGA staff would otherwise be quite unprepared to manage. This is another instance where the broad local government training to ministry staff was invaluable; simply put, you can’t analyze what you don’t understand.

- *Prepare a series of handbooks on Local Government legislation and provide training*

EMI has produced a series of handbooks for the ministry and local officials on critical subjects. Three have been completed and disseminated, one is almost complete and seven more are scheduled for completion by June 2009. Given EMI's record of meticulous accomplishment of deliverables, there is no reason to expect these last will not be presented on time. The handbooks are notable for several reasons. First, they address a range of the most essential local government issues, from the basic laws to human resources to own-source revenues. Secondly, they are being prepared in collaboration with the respective collegia, and thus provide a local perspective and, very importantly, local ownership. Finally, the handbooks are valuable reference manuals for both local officials and the staff of MLGA, which means that both sets of officials will be reading from the same page.

The capacity of MLGA staff to evaluate the local government laws and promulgate needed revisions on their own appears, by their own acknowledgement, not to have developed as it should. However, given the presumed baseline of staff capacity and the constraint of time, it is difficult to fault EMI for this disappointing lack of progress. MLGA senior officials, in acknowledging this incomplete result, did not suggest any lack of satisfaction with EMI's efforts.

Numerous factors described in this report have contributed to the insufficient capacity development noted by both EMI and MLGA officials. These include staff turnover due in part to short-term contracts and political volatility, the low baseline for staff capacity as shown in the initial testing, excessive reliance on international expertise within the ministry and failure of the MLGA to implement needed activities identified by EMI, such as creation of a research and analytical unit. It is the judgment of the evaluation team that EMI has done what it can; ultimately responsibility must rest with the local partners to avail themselves of the assistance offered. EMI can and should continue to offer both training and on-going capacity assessment to MLGA staff.

MLGA has been and is focused primarily on the harmonization of laws and the elimination of gaps and ambiguities, rather than making substantive improvements in the content of the legislation. While technical legal reforms are important, equally so are substantive

amendments based on the actual experiences of municipalities seeking to implement the laws on the ground.

The distinction between procedural and substantive reforms is important. For example, on a question like the issuance of building permits by local governments, a procedural question would be what ministry has jurisdiction and what reports are required; a substantive question would be the level of discretionary control the GoK retains; in other words, is the function truly decentralized? On administration of local property tax, there are procedural issues of reporting, forms and inter-ministerial authority, but the issues that really matter to local officials are different. Can they set their own rates? Who designs and performs the assessment function? Who determines penalties and enforces compliance? These are the real questions at the heart of decentralization and they should not be overlooked.

In this regard, EMI seems to have shared the narrow view taken by the MLGA and not focused sufficiently on these substantive reforms. This issue relates closely to the process of municipal policy development discussed below and constitutes, if anything, less a shortcoming of EMI than an opportunity overlooked. As such, it should be easy to correct, at least from the standpoint of EMI's advice if not the MLGA's acceptance of that advice.

### **Task Three – Improving the capacity of existing municipalities in service delivery, own-source revenues and democratic processes**

For Task Three, EMI's Scope of Work called for it to:

*Increase the ability of the original municipalities to comply with the new decentralization framework and provide better service delivery through increasing own source revenues and improving democratic processes.*

To carry out this task, EMI has focused on the following activities.

- *Assisting MLGA in determining the core capacities and skills needed by municipalities*

Early in the process of organizing the newly empowered Kosovo municipal governments, EMI was asked by the MLGA to develop a comprehensive capacity building strategy for municipalities. EMI produced this strategy and delivered it to the Ministry in late August 2008. (See the document, Number 1, entitled: Ministry of Local Government

Administration, Capacity Building Comprehensive Strategy, “A Coordinated Approach to Municipal Training.”)

This strategy lays out a master plan for meeting the goals of this task, including the potential role and organization of MLGA in leading the effort to build municipal capacity and skill levels, the role of donors, and municipal capacity needs. During the closely coordinated assessment process with MLGA and KIPA, EMI organized regional meetings to review and discuss the core capacities. The result of the process was a list of 15 capacity building recommendations that MLGA should initiate. This set of recommendations, if followed, sets out a long-term mission for MLGA and a course for future development and service.

Further recommendations suggested ways in which training coordination could be improved by MLGA, EMI and the larger donor community. These recommendations should be immediately followed in order to eliminate duplication and training fatigue at the municipal level.

There was no indication from any MLGA official that the analysis done by EMI or the recommendations it produced were in any way unsatisfactory. Nor was there any explanation as to why there has been no implementation of these recommendations. The evaluation team can only speculate as to the reasons, but bureaucratic inertia and caution are the most likely suspects. Nevertheless, MLGA should be encouraged to take action on the recommendations as soon as possible.

EMI’s staff has prepared many policy papers for central government consideration. One of the problem areas consistently raised at the municipal level is the Law on Publicly Owned Enterprises. To assist in sorting out this issue, EMI in September 2008 prepared a policy paper, entitled “Memo on the Law on Publicly Owned Enterprises,” to assess the compliance of law with the Ahtisaari Settlement and the new law on local government. The lack of progress on this issue is still a topic of debate at municipal levels. The current agenda in the Budget and Finance Collegium has this as a major priority and Team interviews in the field revealed similar concerns.

The Annual Report on the Progress of Decentralization, October 1, 2007 to September 30, 2008 (FY 2008) is an excellent overview on the compliance of the new Local Government laws with the European Charter of Local Self Government. The document identifies legislative laws with conflicting positions, measures that must be clarified, and cases

where full authority has not been transferred to municipalities. A concluding case is made on future risks to decentralization.

During the first two years of the project, EMI's staff has provided coaching and technical support that has significantly assisted the ministry leaders in improving the quality and ability of their own staff. One illustrative endeavor was a request by the MLGA to conduct a staff test of the general competence of some 67 people representing the various sectors of the ministry. The test was designed and conducted in close cooperation between senior MLGA officials and EMI. The purpose of the test was to examine the knowledge of MLGA staff members (department heads and lower) on 1) their general knowledge of the local governance legislative and policy framework guiding the MLGA, and 2) specific knowledge relating to each department. On March 5, 2009 31 persons took the test. The general part of the test was composed of 60 questions all employees should be familiar with and 85 specific questions related to each department. On a pass/fail score of 60, % some 59% of the staff failed. This type of test points the way for the Ministry to take the necessary steps to increase the ability of its own staff. (See Document #1)

An important paper was prepared by EMI staff in early 2008 on strengthening MLGA's research and analytical capabilities. The extensive report analyzed the existing structure of the MLGA, identified organizational gaps, data collection and analysis needs, and the necessary research and analytical skills to undertake such a mission. The report noted a disproportionate reliance on international technical assistance on some of the major policy issues facing the agency. The report concluded that it was imperative to increase the MLGA research and analytical capacity by creating a new unit to discharge this responsibility. To date, this unit has not been created. On the assumption that ultimately the necessity for the unit will occur, the initial report has been followed up with EMI coaching sessions on research and writing skills to benefit MLGA staff. This is a good example of the second and third level of support that EMI brings to the table.

Another EMI initiated policy paper to assist the MLGA in developing its organizational capacity was entitled a "Municipal Compliance Action Plan Information Tracking." Research in this study examined over 50 legal provisions assigning duties and responsibilities to municipalities and made recommendations to assist MLGA in evaluating compliance. In December 2008, MLGA's Division of Monitoring agreed to use the material in the report in their initial monitoring questionnaire. This is a good example of EMI supporting ministry capacity building.

- *Guiding and assisting municipalities, MLGA and partner organizations (e.g., the Association of Kosovar Municipalities, or AKM) to set performance standards for service delivery, monitoring of performance, and improvements;*

EMI has actively engaged in a series of initiatives to set performance standards for service delivery, monitoring of performance and improvements in local governance by working with the MLGA and partner organizations such as The Association of Kosovo Municipalities (AKM) and the Council of Europe. The AKM is the only local partner that is working in the field of municipal development.

The AKM was founded in 2001, shortly after the first democratic municipal elections. Since that time it has grown in capacity and strength as the voice of the municipalities of Kosovo and their advocate before the central government. During this period AKM has been involved with the major issues of decentralization. This involvement has included the development of policy positions on various issues and communicating those positions in various forms and meetings to central government leaders, parliamentarians, inter-ministerial working committees, European Union bodies and their own members.

The AKM, within its structure, has organized 11 collegia, which bring together technical municipal officials at the municipal department head level in regular meetings to discuss common problems, identify legal barriers to effective local administration and to offer potential solutions. Several of these collegia are well developed, while others are in the process of moving forward as financial resources become available to initiate more comprehensive activities.

EMI is providing staff support and limited resources to five of the more highly developed and active collegia, those for budget and finance officers, legal officers, spatial planning, human resources, and Assembly Chairpersons (Presidents). The chairperson's collegium is a newly formed body. The GTZ, with a very active program, has supported the collegia on public utilities for several years and soon the Swiss Development Corporation (SDC) will provide support for the balance of the collegia with long term funding.

The collegia meet on a regular basis, some monthly, with the leading municipal department heads and specialists in each functional specialty of local government. This structure offers EMI an opportunity to assess and monitor the day to day conduct of municipal operations, acquire immediate feedback on emerging problems, test new ideas and proposals, provide

technical assistance when needed and assist in preparing policy position papers and recommendations.

The Team's interviews from the field, including two of the collegia chair persons, support the proposition that the collegia structure affords a valuable mechanism for ongoing coordination and the ultimate establishment of well organized municipal functions and professional administration.

The concept paper "MLGA Monitoring and Municipal Performance Measurement, August 27, 2008" sets out a comprehensive system of benchmarking and performance indicators. The paper sets forth the expanded role and responsibility of MLGA, a monitoring system that focuses on outcomes, examples of standards and methodologies, and an organizational structure for performance management.

The AKM collegia play a key role in the performance measurement process as the point of interface with the technicians on the ground and with monitoring bodies. The paper also calls for immediate training for local officials and Ministry monitoring staff in the implementation of the performance measurement system.

A good example of the initial implementation of the performance management system is found in "Performance Management Phase 1 Summary" which details the experience of the first four functions: water supply, solid waste collection, public transport and administrative services. This report details the process followed, the participants and their role, and a table of outcomes and the indicators to be measured.

- *Assisting the MLGA to elaborate a comprehensive strategy to structure internal capacity building and to carry out training needed by municipalities*

As noted earlier, EMI has had a continuing collaborative relationship both in developing the strategy for internal capacity building in municipalities and in the execution of training programs needed to introduce the new competencies of municipal government. The roadmap used by EMI for the comprehensive training program agreed to with MLGA is the publication on a multiyear training schedule entitled, "Matrix of Effective Municipalities Initiative (EMI) Trainings: February 2008 to October 2009." This matrix, an internal EMI/USAID document, has been updated and extended as new issues arise or initiatives undertaken.

The EMI training efforts have been impressive. In two sessions on budget training for mayors and department heads in the spring of 2008, some 320 municipal leaders attended. The training on the new legislation and critical administrative instructions, in the summer of 2008, reached 400 municipal officials. The more recent training on transparency and citizen participation for assembly members, who have important new responsibilities under the Law on Local Self Government, reached 360 local legislators. This and other data in the matrix demonstrates that EMI is successfully reaching its target audience.

The matrix is also an effective tool for measuring the size of target audiences, the numbers of trainees served, demographic information such as gender and ethnicity, and adherence to training schedules. EMI and MLGA regularly use it to review performance and plan future training needs. In addition, it is an excellent tool for coordination of training with AKM as well as other donors.

EMI conducts a rigorous internal process in developing and conducting its training programs, seeking to design programs that are useful and practical and provide specific skills that trainees can effectively use to improve the quality of the public services being delivered. The EMI training programs are generally designed and conducted by EMI staff, though in some situations partner organizations are involved. In the extensive training after passage of the Law on Local Self Government, with its emphasis on the new legal framework, experts within the MLGA were involved in the curriculum development and training. Similarly, Ministry of Finance expertise was utilized in the series on budget training. EMI itself employs two Kosovar staff members with direct municipal experience as part of the training team.

For those training programs that are several days in length, EMI has a common practice to evaluate the effectiveness of the training being conducted. At the end of the first and each succeeding day, EMI conducts an evaluation of how the trainees assessed the quality of the material offered, the delivery of the material and the skill of the facilitators or trainers, the trainees' understanding of the material, the effectiveness of visual aids, and related issues. At that point, trainers make adjustments in those areas that need improvement over the balance of the training period. At the conclusion of the training program, the trainees are asked again for their opinions on the quality, effectiveness and utilization of the training when they return to their municipal responsibilities. Necessary adjustments are made for the next cycle of training. Similar evaluations are conducted on those training programs that are a day or less in duration. Each of the EMI training teams include experienced

leaders in training expertise, substantive experts appropriate to the specific training objective and experienced Kosovo municipal practitioners to assure relevance. This team approach together with the ongoing evaluation process outlined should assure a continuing high level of success both in substance and quality. When evaluations are completed at the conclusion of training sessions, EMI should consider publishing a consolidated report of the trainees' experience, the rating system used and the overall effectiveness of the training.

Each of the five local officials interviewed were questioned about the utility and quality of the EMI training sessions attended. Two of the five were mayors and three were chairs of collegia. The answers were all positive. One collegium chair, when pressed on the "adequacy of the training," responded that the "training was thorough, from the forms and the details to enabling sound decision-making." One of the mayors responded, "We need more EMI training." One collegium chair noted, "EMI's trainings were helpful in general, but also for the fact that through discussion and exchanging experiences the municipalities learned from one another and how to deal with the special problems each face."

In view of the consistent, positive, feedback from the five municipal officials interviewed, it may be desirable for EMI to conduct an annual training needs assessment, where questions could be posed to examine municipal priorities for training, explore areas for technical training, and determine the longer term value of training conducted by EMI over the previous period. At the present time, the municipal training needs are filtering up through some of the AKM collegia, or through ad hoc contacts with municipal officials. An annual training needs assessment would bring order and structure to this area. From this survey a list of highest municipal priorities could be determined and built into the EMI work plan. Based on the responses from the municipal officials interviewed, the potential list could very well exceed the capability of the current EMI to fully implement. However, such a list could enable EMI to take the lead in encouraging central government agencies, donors and educational and training institutions to focus on a bottom up list of municipal training needs rather than the more traditional top down approach. EMI should be encouraged to begin a process of bringing current and potential training providers together in order to respond to the priorities and needs of the municipalities.

A constant complaint from local officials is the number of donors conducting training in the municipal field, as well as the overlapping and duplication of training. EMI should take steps to further interagency, donor and educational entities to focus on municipal training

needs. Although it is difficult to achieve interagency and donor coordination in this area, EMI should be able to take the lead in focusing on municipal priorities at the grass roots level. Such a training needs assessment could encourage entities which do limited or no municipal training, like AKM and other Kosovo professional and educational non profits, to develop their own capacities in the training area.

- ***Developing guidebooks, planning and implementing training to assure that officials can fulfill municipal responsibilities, especially in control of urban development, capital improvement planning, and revenue collection***

One of the most important activities that the new municipalities initiated early in their administration was organizing and collecting their own source revenues such as the property tax, fees and user charges delegated to them. EMI worked closely with AKM and their Collegium of Finance and Budget Directors to begin this process. The EMI publication of “Municipal Own Source Revenue: a Description, Problems and Strategies, January 31, 2009” and the accompanying training programs and incentives through the EMI Incentive Fund provide an excellent framework for all municipalities to maximize their financial condition in the first year of decentralized government.

The results from the second round of Incentive Funds grants demonstrate the progress made. Team interviews with mayors and finance directors confirm that the training and guidance provided by EMI staff assisted in the initial efforts and that considerable progress continues to be made in increasing collections. The interviews also revealed the difficulties local officials are experiencing with inconsistencies and overlaps in laws and interpretations being made by central authorities. These issues are currently being analyzed by the finance and budget collegia for possible remedial actions.

EMI has scheduled for this spring a series of follow-up own source revenue intermediate-level training sessions for municipal finance officers, as well as training sessions on illegal construction and performance management.

Organizing local revenue departments to comply with the new laws, preparing initial budgets, adapting systems and increasing revenue collection have all been a priority in the new municipal governments. A next level deserving of attention is capital improvement planning and budgeting. The experience so far, especially with the first two rounds of the EMI Incentive Fund, is that the awards were largely used for capital expenditures.

There is clearly a need for extensive work on basic municipal infrastructure. Municipalities, working with their citizenry, need to begin the process of identifying their capital improvement needs and setting short- and long-term priorities within their financial constraints to set about this task. This is a costly and long-term issue. EMI is currently working on an initial set of training activities, entitled “Introduction to Capital Investment Planning,” to be conducted this spring.

- *Devising and managing an Incentive Fund with criteria to motivate municipalities to reach goals in the area of public service delivery or public infrastructure, own source revenue collection, application of relevant laws, and innovative practices.*

One of EMI’s the early successes was the use of the Incentive Fund to improve municipal service delivery. The purpose of the Fund is to assist compliance with the new legal framework in the short run and improve service delivery in the long run. The plan for the Incentive Fund is presented in the Manual entitled “EMI Incentive Fund Manual, April 17, 2008.”

Two rounds of Incentive Fund Awards have been conducted so far, including the development of criteria, training of local officials, and selection of awardees. Two more rounds are planned between May and October 2009.

The awards are made in four categories:

1. Awards to municipalities that fully comply with the decentralization legislation enacted by the Government and National Assembly of Kosovo.
2. Awards to municipalities that achieve and exceed performance standards established by the MLGA.
3. Awards for increases in municipal own-source revenue collections.
4. Awards to stimulate innovative municipal management practices based on the training and technical assistance provided by EMI.

The award selection committee includes representatives from MLGA, AKM and the EMI staff.

In Incentive Fund Round One, grants were awarded to nine municipalities totaling \$145,000. (Two awards were given at \$20,000 and seven awards at \$15,000.) These awards were granted for improving registration and service facilities for citizens (2), citizen outreach programs (2), pedestrian safety improvements (2), an IT lab in a school, initiating a spatial planning program and improving solid waste collection. The municipalities provided matching funds of \$149,581.

In Round Two EMI expanded the number of awardees to 18 and the grant funds to \$520,000. In this round, awards were made in all four categories: Employing Innovation Management Techniques, two awards at \$20,000; Improving Municipal Services, eight awards at \$15,000; Achieving Performance Standards in Own Source Revenue Collection, five awards at \$45,000 and Implementing New Local Government Reform Legislation, three awards at \$45,000. The municipalities provided matching funds of over \$210,000.

In each of the two rounds, the winning municipalities made substantial contributions of matching funds. This an important indicator on the success of the Incentive Fund and the relevance of the eligibility criteria used by EMI. These results suggest a level of municipal partnership that should be expected in future fund competition.

One noted achievement of the Incentive Fund was the increase in own source revenue collection from the five municipalities awarded grants in that area, which ranged from 86% to 240%. While these are impressive, it may also reflect that the beginning base for revenue collection was on the low end of the scale. One interviewee called this to the team's attention, suggesting there might be a bias against those municipalities that had performed well earlier. While it is desirable to encourage municipalities that have not initiated aggressive collection policies to do so, it might also be desirable to recognize those municipalities that are making gains from a higher beginning base or are achieving gains in per capita collections.

It should be noted that EMI expects that additional criteria will be used in the next two rounds of grants that will sharpen the focus on service delivery performance awards, as performance standards are more fully implemented by the municipalities. This should heighten the competition in the category of improving municipal services.

One suggestion the team drew from interviews was for future Incentive Fund awards that focused on improving the municipal work force. Currently all municipal employees, as well as central government, are on short-term contracts ranging from one to three years in

length. The lack of tenure is a serious issue affecting the quality and morale of the municipal work force, and the potential for a large turnover of the municipal work force resulting from the upcoming municipal elections is huge. Personnel policies, systems and rules are needed, and EMI and USAID should consider using the next Incentive Fund round to focus on better municipal human resources practices.

Prior to each of the two rounds of Incentive Fund awards, EMI conducted training programs on eligibility, criteria for each category, and application procedures. During the initial training session, examples of eligible projects that might be creative, or innovative or good service delivery were discussed. Some of the municipal entries were local variations or extensions on the examples used. In addition, during Round II, some of the entries were similar to entries or winners from Round I.

EMI has a section on its website devoted to the Incentive Fund. On this site, readers can find considerable information on the Incentive Fund. EMI is currently in the process of documenting project success, details concerning IF Award winners and local contact information as a part of the web site upgrade.

In looking at the EMI Incentive Fund, the Team finds that the structure of the program and process utilized builds on a solid base of commonly accepted standards and criteria. Several municipal applications were directly based on examples used by EMI in their Incentive Fund training sessions.

There are several important conclusions and longer term implications from these first two rounds of the Incentive Fund:

- First, the projects appear to meet high priority needs of the municipalities. This is reinforced by the higher than expected matching funds from the municipalities. While specific percentages of matching funds were not required, the level of local match is significant.
- Second, many of the awards result in capital investments and are highly visible to citizens. It is important that citizen see and understand the commitment municipal leaders are making to improve the range and quality of public services, especially where there has been little historic trust in public commitments.

- Third, the competitive nature of these awards adds a dimension not commonly found in other award programs. We believe this competitive element will succeed in reaching the goal of excellence in public service delivery and will do so in a more rapid time frame than other alternatives.

The EMI Initiative Fund is highly regarded by those municipal officials interviewed, MLGA officials and the donor community. Although the awards are relatively modest, and other donors may bring more dollars to the table, the “USA brand” is highly regarded and valued. The public needs to be more fully informed of not only the awards process, but the larger issue of competent, committed municipal leaders and officials working to provide efficient, effective services to citizens.

The Incentive Fund design is conducive to projects with lasting impact. It is transparently competitive with clear and fair criteria. This is a departure from many donor investments and helps engender a commitment on the part of the applicants to take it seriously and propose legitimate projects that will have impact. The cost share requirements also contribute to the high level of local effort. Some of the projects reviewed show local understanding of the importance of long-term benefit to the community. One was a reconfiguration of municipal offices to significantly improve transparency and citizen service. A second project was a straightforward energy efficiency upgrade that will return benefits into the future.

Even in an instance where an unsuccessful applicant municipality felt the criteria were poorly designed, there was no hint of anger, but rather a resolve to do better in the next round. The Incentive Fund is clearly well-designed and well-administered. There have been positive impacts and there will be more.

## **Evaluation Task Order Questions**

The Task Order for this evaluation posed a series of questions which are addressed in the preceding discussion. For purposes of clarity, there follow specific comments on each of those questions as stated in the Task Order.

- *What has been the impact of the EMI program on local government and decentralization in Kosovo? Are the results sustainable?*

It is our judgment that EMI is one of the few, if not the only, entity working on decentralization in Kosovo with a clear, committed focus and tangible results. It is because of EMI's support that the primary decentralization laws have been enacted in a timely manner, albeit imperfectly. MLGA officials were clear in acknowledging the essential nature of EMI's assistance. The project also helped the ministry begin to understand how to address its own staff capacity. That process is in an early stage but it has begun, and EMI's guidance points in the right direction. Similarly, EMI's work with municipalities, the collegia and the MLGA have provided practical training to local officials on their new responsibilities. Directors and mayors emphasized that the instruction provided by EMI was useful, not theoretical, and some said they were able to transfer what they learned to other colleagues.

Sustainability might seem less problematic than in other transitioning countries. The Government and the MLGA are committed to decentralization and local governments, while lacking adequate resources, are nevertheless better-funded than elsewhere. However, several important obstacles to sustainable institutions exist. First and perhaps most importantly, there is a serious problem of continuity and turnover in the civil service at both the central and local levels. The short-term contracts for civil servants combined with the impending local elections in the fall, after only two years, may erase much institutional memory and capacity.

Sustainability of the local capacity-building efforts requires that the trainers EMI has developed have a home. That must almost certainly be either in the MLGA or at AKM. The Central Government ministry is not, in our view, the best home for a long-term training agency for local officials. However AKM appears to lack not only capacity but the will, or at least the inclination, to develop such a capacity. The evaluation team believes that USAID and EMI should seek close cooperation with the Swiss Development Agency (SDC) to help guide AKM toward its proper role. If progress cannot be achieved at AKM or if the Mission chooses not to pursue that option, then MLGA does present an option. Its present capacity seems limited, bolstered mainly by EMI expertise. If the MLGA is the chosen site for local training, then EMI should intensify its capacity-building work with ministry staff.

In any event, the obstacles to sustainability are real but they are largely beyond the reach of EMI. Sustainability, however defined, is an elusive thing. In countries in the region that are much farther along in the decentralization process, such as Bulgaria or Macedonia, the local government associations and the associated training component are even today not sustainable in the sense of being able to survive on own-source revenues. Sustainability is an important goal but in the middle term, perhaps a more appropriate one is effectiveness. By this measure EMI has done very well.

A future role for EMI or a successor project would not need to, and probably should not, include operating subsidies to AKM. The significant Swiss funding commitment to AKM will be sufficient for the association's operating needs. What EMI/USAID should do is develop a close working partnership with SDC to influence their ability to foster efficient and transparent operating practices at AKM.

- *Has the EMI program been effective in achieving the goals outlined in the Award?*

EMI has been meticulous in following the task order and instructions from the Mission. The Performance Based Measurement System (PBMS) demonstrates that not only has EMI performed the tasks assigned but it has done so well in a difficult landscape. The PBMS Annual Report shows almost all targets achieved and provides explanation for those few areas where targets were not achieved.

The evaluation team found that EMI's PBMS is well-designed, with indicators that are both meaningful and obtainable and that reflect well the principal objectives of the EMI Task Order. The indicators are quantifiable and the reported levels are realistic. Overall, the results shown in the Annual report confirm the positive findings of this evaluation.

To conduct an investigation into the accuracy of the PBMS data as reported would require significantly more time than the evaluation team had available. However, from the interviews, discussions and document reviews, the team is satisfied in the accuracy of the data and the success it reflects.

- *What impact have EMI coaching and training activities had in building up long term training capacity at the MLGA and AKM? Will added capacity among local training providers be a significant factor for municipal performance?*

See the final two paragraphs of answer # 1 above.

- *By the end of the program, what is your estimate of the likely impact of planned training on “improving municipal service delivery”? Are the service delivery areas of training adequate or is there a direction in which these need to be expanded?*

In the various trainings EMI has conducted to date, both the methodology and the substantive content appear to have been well-designed and well-implemented. This has created an environment wherein EMI is the most credible donor-trainer. PBMS results and local staff interviews suggest that the training is valuable and, importantly, practical rather than theoretical. Going forward with additional training programs, the team would expect that EMI will be able to maintain this level of quality. We do not think a ‘new direction’ is required but rather a continuation and, to the extent resources permit, intensification of the local training work. However, attention must be paid to the real possibility of significant municipal staff turnover following the fall elections. It would be well for EMI to anticipate this and be ready for new rounds of training in the early part of next year.

- *The second round of ‘incentive grants’ was directly linked to performance in a service area. What evidence is there that the awards themselves work to induce better municipal performance? Are some areas more susceptible to incentives than others?*

One mayor interviewed was able to lay out proudly not only what won him awards but also how he was using the funds. His plans included redesign of the municipal offices to increase transparency and customer service and an energy-saving investment. The Incentive Fund awards are, in some case retrospective in that they specifically reward achievement. Others, such as the innovation category are clearly prospective, providing resources to carry out a new idea, as with the municipal office redesign. The combination of rewards and implementation funding seems most appropriate, and does seem to have induced better municipal performance in some areas, as discussed above.

Transparency and energy-efficiency are two obvious areas to be encouraged in future funding rounds. Human resource management was also identified by numerous local officials as an important need for future assistance. Each of these should be considered for targeted awards in the coming rounds.

## **Donor relations and coordination**

Donor coordination is a curious concept, given the diversity of interests and systems that exist in the international community. Donors usually do what their own judgment and the directions of their home offices mandate. The goals of “donor coordination” then should be keeping each other informed and looking for ways to coordinate activities, more than undertaking joint ventures (a real but rare phenomenon). In this context, it was clear to the team that the level of communication and exchange of ideas and information among the international community is better here than in many similar countries. One activity, the Mosaic opinion sampling by UNDP, partly funded and with substantive input from EMI/USAID, is a good example. All donors interviewed stressed their excellent communication with EMI and USAID. This seems to arise from both the commitment of USAID and the efforts of EMI.

As discussed above, the team believes that going forward strong efforts should be made by EMI/USAID to coordinate with SDC and use their substantial financial commitment to AKM as leverage to guide the association toward a more meaningful role in local capacity-building.

USAID also asked the evaluation team to examine the possibility of donor assistance creating conflicts of interest for local governments. The team found no indication of any actions by other donors, such as payments to public officials that might undermine the work of USAID’s projects or create problems in this area.

## **Performance Based Measurement System**

As discussed above, the evaluation team reviewed EMI’s PBMS to help inform its investigations. The team lacked sufficient time to conduct a detailed investigation of the quality of the data, but based on its analysis the team concludes that the PBMS is well-designed, with indicators that are both meaningful and obtainable. The indicators are quantifiable and the reported levels are realistic. The Annual Report narrative gives a good overview of results and provides explanation for those few areas where targets were not

achieved. Overall, the results shown in the Annual report confirm the positive findings of this evaluation.

## **Conclusion**

EMI is a well-designed and well-implemented local governance project. Operating in a very fluid environment, the EMI team has remained focused and has delivered excellent services to both the MLGA and the local officials of Kosovo. The key elements of MLGA and local capacity-building appear to have proceeded well under the circumstances. Local officials report the trainings to have been practical in nature, though the concern remains that staff turnover at both levels could erase some of the newly-developed skills. A plan to address this with accelerated training sometime after the coming elections should be considered. The Incentive Fund is a far better use of grant funds than a non-competitive plan that is generally regarded as a handout. The small amounts of the awards are offset by the competitive spirit fostered and the spur it provides toward better governance.

To continue to impact the decentralization process, EMI should focus the majority of its resources on the local sector. This would include continued and, if possible, increased support for key collegia. In this way the policy development process could be strengthened through AKM, if the association is willing, or separately if necessary. Policy reform efforts should address substantive issues raised by local officials more than formalistic problems that occupy the attention of central government officials. For decentralization to succeed, and for EMI to contribute to that success, will require primary attention be paid to municipalities and their leaders and needs. Human resource management training, service delivery support and meaningful analysis of the existing decentralization laws will advance the efforts at democratic decentralization more than all the efforts expended in supporting a ministry that remains largely uncertain of its role, if any, in the next phase of the process.

EMI has contributed significantly to laying a solid foundation for decentralization at both the central and local levels. Hereafter, more practical technical assistance to local officials will be the most valuable role for the project to play.

## APPENDIX A

### Persons Interviewed

<u>Name</u>	<u>Organization</u>	<u>Position</u>
John L. Anderson Governance	USAID	Director, Democracy and
Susan Kosinski Fritz	USAID	Deputy Mission Director
Jeton Cana	USAID	Local Government Specialist
Barry J. Reed	EMI/RTI	Program Director
Frederick Van Antwerp	EMI/RTI	Senior Local Government Advisor
Roland Gjoni	EMI/RTI	Senior Decentralization Advisor
Saranda Cana	SDC	Senior National Program Officer
Nexhat J. Jashari	GTZ	Program Coordinator
Driton H. Vatovci	GTZ	Deputy Project Coordinator
Shpen Trdevaj	MLGA	Deputy Minister
Izet Sadiku	MLGA	Political Advisor
Z. Besnik Osmani	MLGA	Permanent Secretary
Agron Maxhuni	MLGA	Director of Legal Department
Krenar Loshi Cluster	UNDP	Head of Democratic Governance
Ardian Dragocina	OSCE	Local government officer
Sazan Ibrahimimi	AKM	Executive Director
Glen Wright	Eur. Commission	Advisor to Min. of Internal Affairs
Albina Nura Reform	Eur. Commission	Task Manager, Public Admin
Qemajl Mustafa	Gjilan Municipality	Mayor
Xheme Binaku	Drenas Municipality	Director of Public Administration
Ashman Sadiqi	Ishtok Municipality	Director of Public Administration
Paivi Nikander	ICO	Decentralization Advisor
Naim Ismajli	Shtime Municipality	Mayor
Fatmir Rashiti	Shtime Municipality	Deputy Mayor
James G. Budds	EC/VNG	Local Government Program
Qazime Vata	Spatial Planning Coll.	Chair



## APPENDIX B

### Documents Reviewed

- EMI Evaluation RFTOP
- Matrix of EMI work products
- EMI Annual Capacity-building Report FY 2008  
The Annual Report on the Progress of Decentralization, October 1, 2007 to September 30, 2008 (FY 2008)
- EMI Incentive Fund Manual  
“EMI Incentive Fund Manual, April 17, 2008”
- EMI Incentive Fund Manual Addendum #1
- PBMS monitoring chart
- MLGA Capacity Building Comprehensive Strategy  
Ministry of Local Government Administration, Capacity Building Comprehensive Strategy, “A Coordinated Approach to Municipal Training.” August 2008
- SDC Public Procurement Manual
- SDC program brochures
- Association of Kosovo Municipalities Policy Statement on Provision of Water-Waste Water, Solid Waste Services, Energy Efficiency and Public Transport, March 2009, published by GTZ
- Association of Kosovo Municipalities Annual Report 2008, December 2008
- GTZ program pamphlet
- EMI 2007-2008 PBMS Report
- USAID internal memo on Civil Service law amendments
- “Memo on the Law on Publicly Owned Enterprises,” September 29, 2008,
- “Municipal Compliance Action Plan Information Tracking.”
- Ministry of Local Government Administration, Staff Test of General Competence, Summary Results, March 20, 2009
- “MLGA Research and Analysis Capability Assessment, 2008”
- “MLGA Monitoring and Municipal Performance Measurement, August 27, 2008”
- “Performance Management Phase 1 Summary”
- “Matrix of Effective Municipalities Initiative (EMI) Trainings: February 2008 to October 2009.”
- “Municipal Own Source Revenue: a Description, Problems and Strategies, January 31, 2009”

- MLGA Monitoring and Municipal Performance Measurement Concept Paper, August 27, 2008
- EMI Performance Based Management System (PBMS), October 2008 (revised)
- EMI Memo on Recommendations of a Phase One Monitoring System of Municipal Performance
- EMI Standards for Compliance with the New Law on Local Self Government, 2008, (chart)
- EMI Memo on Compliance of the LPoE with the Ahtisaari Proposal, September 29, 2008
- USAID EMI Incentive Fund Round 1I Winners, March 2009 (chart)



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