

Reform of Public Administration in Kosovo

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Abstract

The reform of public administration in Kosovo is a crucial part of the state-building. With the administrative reform, the government aims to modernize its public administration, to strengthen its capacities and to make it more efficient and accountable.

Post-conflict period in Kosovo since 1999 when begins the building of the new public administration in Kosovo until the start of the reform in administration represents a relatively challenging period for Kosovo.

The reform of public administration in Kosovo is manifested in two ways: first, in relation to its own development structure and, second, in relation to the functions it performs, effects of its work and services that offers to institutions and citizens.

Implementation of e-government in the public administration in Kosovo enables all categories of government fast services, at any time and from any distance, in order to fulfill citizens' daily requirements. Electronic governance modernizes the administration and creates an efficient and responsible management at all levels of the administration. Through enabling of electronic services to citizens, Kosovo will be part of e-Europe.

Key words: Reform, public administration, E-government.

Introduction

The state is functional and efficient only by developed, professional and responsible public administration. In modern times, when the use of technology has become an essential part of life and work, encouraging changes have created new developments and reforms in many areas, including the public administration. Public

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administration has become government's central instrument for dealing with general social problems¹.

Public administration term means the implementation of government policy and an academic discipline that studies this implementation and that prepares civil servants for the work.² Some of the various definitions which have been offered for the term are: "the management of public programs";³ the "translation of politics into the reality that citizens see every day";⁴ "the study of government decision making, the analysis of the policies themselves, the various inputs that have produced them, and the inputs necessary to produce alternative policies."⁵ Public administration is an organizational structure that presents the basis for decision making and implementing decisions, "rules under which the public services are performed."⁶

Public administration is one of the main tools through which the relationship between the state, civil society and the private sector is manifested. In this regard supporting public administration innovations enables achieving higher development objectives in particular economic advantages, poverty reduction, harmony and institutional stability.⁷

¹ Dwight Waldo, "Developments in Public Administration", *The Annals of the American Academy for Political and Social Science*, 1972, p.222.

² *Random House Unabridged Dictionary*.

³ Robert and Janet Denhardt. *Public Administration: An Action Orientation*. 6th Ed. : Thomson Wadsworth, Belmont CA, 2009.

⁴ Kettl, Donald and James Fessler., *The Politics of the Administrative Process*. Washington D.C.: CQ Press, 2009.

⁵ Jerome B. McKinney and Lawrence C. Howard. "Public Administration: Balancing Power and Accountability". 2nd Ed. 1998: Praeger Publishing, Westport, CT. p. 62.

⁶ Esat Stavileci, *Nocions and Principles of Public Administration, Methodological aspects and contrastive analysis*, Prishtina, 2005.p. 35.

⁷ Mirlinda Batalli, "Impact of Public Administration Innovations on Enhancing the Citizens' Expectations", *International Journal of e-Education, e-Business, e-Management and e-Learning*, Vol. 1, No. 2, June, 2011, p.156.

In theory and practice of the states the process of reforms in public administration is considered as “ongoing process” and “ongoing transformation.” The public administration reform could be defined as challenge to make remarkable changes in government that refer to the responsive administrative structure and efficiency. As an ongoing process, the public administration innovations include decentralizing of public administration, simplifying procedures, informatization of the service delivery and improving human resource developments.⁸

Government of Kosovo should pay added attention to the process of reforming public administration and its development in new conditions and new era. The new model of public administration requires the use of private sector innovation, resources, and organizational ideas to improve the public sector. New public administration should be considered as a combination of splitting large bureaucracies into smaller, competition between different public agencies, and between public agencies and private organizations. Given that Kosovo claims to be a member of the EU and knowing that membership demands the fulfillment of certain criteria, are increased the expectations regarding the treatment of public administration reform.

Such objectives require the participation of society in defining, directing, monitoring and evaluation of intergovernmental management and establishment of direct consultations, strengthening coordination mechanisms, in order to assess the quality of public management, efficiency and results, and establishing close relations between civil servants, for promoting the professional civil service through fields of different specializations.⁹

Therefore, the aim of this paper is focused on the review of the new developments in the public administration in Kosovo starting from 1999, describing the reform as an ongoing and necessity development, on the frame of the challenges and process of globalization. The aim of this paper is also to address the different

⁸ Ibid., p.156.

⁹ Mirlinda Batalli, “Osnovne crte kompjuterizovane javne uprave”, *Hrvatska Javna Uprava*, (2008), Journal no. 2, p.465.

aspects of innovations in public administration in Kosovo, given the many changes through which has passed this country including the most recent reforms that took place in e- governance.

This paper intends to provide a scientific original treatment on the functioning of public administration and its reforming process in Kosovo and a more active approach to the problems and challenges that this country is facing, promoting new research and studies even more depth that intends the contribution to the further development of public administration in Kosovo.

1. General aspects regarding the development of public administration in Kosovo

Public administration in Kosovo is relatively new since the Kosovo in post –conflict time in 1999 began building a new system and a new social order, therefore the new system of public administration was recognized in Kosovo. Even though public administration in Kosovo functioned earlier, in particular after World War II, its continuity of action was not retained after the establishment of Military and Civilian Mission (UNMIK and KFOR) in Kosovo. Resolution 1244 of the Security Council of United Nations (UN) set the stage for the functioning of public administration in Kosovo. Resolution has determined UNMIK as carrier of responsibilities in exercising the functions of public administration. By such Resolution, to the international civilian mission were entrusted duties and responsibilities in the political and administrative field at three levels as: a) temporary administration for Kosovo; b) establishment of democratic self-governing institutions, oversight of their development, including elections; and c) transfer of responsibilities to Kosovo institutions. The Resolution provided the phases of gradual transfer of powers to Kosovo institutions, with full oversight by UNMIK in the field of public administration and other areas. Management of public administration was among the first areas, which passed on to the responsibility of the Kosovo institutions. In fact, since 1999, were established the leading joint structures known as Joint Interim Administrative Structure (JIAS). JIAS as interim

administrative bodies established in May 2000 by UNMIK were replaced by Provisional Institutions of Self-Government (PISG) following Kosovo wide elections to the new institutions.

In this regard, during the first five years of post-conflict period in Kosovo, building process of public administration has gone through three major phases: the establishment of the Interim Administration of the United Nations (UN), the foundation of the Provisional Institutions of Self Government (PISG) and the launch of Kosovo Standards Implementation Plan.

Constitutional Framework for Provisional Self-Government in Kosovo, adopted in May 2001 by the Special Representative of the Secretary General (SRSG), defines the PISG role, and the division of responsibilities between UNMIK and PISG. In this regard, an important role has played the establishment of Kosovo institutions to three pillars: legislative, executive and judiciary, though certain powers remained reserved for the UNMIK. PISG strongly supported the ideas that the future of Kosovo is related to Europe, and are therefore committed to ensure that all legislation, especially the field of education, economics and health, to be in harmony with European Union standards. This process of building capacity in public administration required greater political commitment, patience, careful planning, long-term vision and effective implementation of EU rules. The main power of the PISG reflected the will of Kosovars to create a functioning administration whereas stabilizing factor was the international presence and greater technical assistance to Kosovo by different projects that aimed the establishment of a functioning administration, accountable and oriented toward reform. Approval of European values and norms of each system in administration urged the coherent development of institutions. The legal framework, institutional and administrative management of the civil service was set up, at the local and central level. This framework was presented based on the institutionalization of modernized administration in Kosovo.¹⁰ With all the progressive achievements, European partners

¹⁰ In the field of administration and civil service, UNMIK has issued some regulations, administrative directions and administrative guidelines that

emphasized the continuing need for strengthening public administration reform and administrative capacity for equitable and efficient service delivery.

The European Union was the largest provider of the aid to Kosovo. In 2002, the European Agency for Reconstruction (EAR) was responsible for administering the program for EU aid to Kosovo. The program was divided into three parts:

- a) Reforms in public administration - in general;
- b) Reforms in public administration - in health; and
- c) Reforms in public administration - in justice;

Regarding the public administration reform in general, greater attention was devoted to the 2002 program on institution building in Kosovo. With these reforms: a) was supported the training of personnel in central and local level and the development of stable statistical data; b) was supported establishment of the Institute of Public Administration, responsible for training of civil servants; and c) Municipal Investment Fund has financed small projects in local infrastructure.

Public administration reform in health has supported the development of the Medical Faculty of the University of Pristine, helping establishment of undergraduate and graduate education according to European standards. Assistance was focused on creating Policy and Planning Council and Food Control Agency.¹¹ The Agency has helped the advancement of health service system, providing technical assistance to former Health Department of UNMIK and basic equipments for hospitals. EAR also has made the training of

regulated these areas directly. In this sense were important: Regulation No.1999/01 for the Authorizations of the Interim Administration in Kosovo, UNMIK Regulation No. 1999/24 on the Applicable Law in Kosovo, UNMIK Regulation No. 2000/45 on Self-Government of Kosovo, Regulation No. 2001/9 on the Constitutional Framework for Provisional Self-Government in Kosovo, UNMIK Regulation no. 2001/19 on the Executive Branch of the PISG (as amended by Regulation 2002 / 5, 2005/15), Regulation no. 2001/36 on Kosovo Civil Service, etc.

¹¹ The European Agency for Reconstruction in Kosovo, News bulletin, February 2002.

health service professionals such as administrators and family physicians.

Regarding the administrative reforms in the field of Justice, it was a continuation of the EAR project launched in 2001. EAR has supported funding the renovation of court buildings, to contribute to a more efficient judicial administration. To uphold the rule of law, AER, together with the Chamber of Advocates, has created the mechanism for providing legal aid in civil cases. EAR has also funded training courses to prepare lawyers for the bar exam in Kosovo. During this period was emphasized the need to modernize the judicial staff training to increase the efficiency of the judiciary and efficient management of projects funded by the EC and the EU in the judicial field. In the meantime, courts continued activity with the manual system in the process of recording and tracking the status of cases, therefore the number of cases was increasing.

The project for automation of the courts in Kosovo - Information Management System Case (SMIL) was funded by EAR. The objective of the three phases of this project was considered highly ambitious, even though the project has undergone many obstacles, especially at the time of introducing the new Criminal Code and Criminal Procedure Code. The project represents a major contribution to the creation of an integrated network for the courts and prosecution offices, including development, installation, and network support of the case management.

In March 2007 was inaugurated the system for protection of witnesses and video-conferencing equipment that were installed in five district courts of Kosovo. These devices were funded by the British Office in Kosovo and the U.S. Office. Witness protection system represents a contribution to strengthening the rule of law in Kosovo. This system contributes to the protection of witnesses in court proceedings. The system is considered important not only for cases of trafficking, but also cases dealing with organized crime,

terrorism, war crimes and other sensitive cases, which may include witnesses, who must be protected.¹²

Since December 2003 UNMIK has transferred responsibilities in the field of public administration to the PISG in all non-reserved areas, including budget control. In the area of human resources as an essential aspect of the PISG was to determine a strategy for recognizing the right of civil servants with a professional and relevant experience in management and decision-making positions. This strategy was leaded by trainings that were focused in several areas such as: a) public administration;

b) legal framework; c) human resources; d) management and e) communication.

Programs of public administration reform of 2003 were directed towards building institutional capacity of the Kosovo Assembly, ministries and local administration, in order to enable these institutions to fill the new role of government in the most transparent and accountable manner. This support aimed to encourage adoption of best practices of the EU.¹³ Greater assistance (including Great Britain, Germany, Holland, Italy and USA) in support of the Assembly was carried out by "Assembly Support Initiative" as an interagency of the OSCE. Support to ministries and local administration was provided by USAID as well, meanwhile considerable support was given by SIDA, UNDP, OSCE, etc.

On the other hand, the Central Fiscal Authority, Ministry of Economy and Finance and UNMIK Customs Service continued process of further improvement of their services, including implementation of a comprehensive plan, aimed at the development of modern customs and tax services.¹⁴ Projects-in coordination with DFID and USAID were focused on helping the managers of customs and tax services, in order to implement the modernization and long

¹² Quotation from the speech of the Special Representative of Secretary-General on the occasion of the inauguration of Witness Protection System, 15 March 2007, District Court, Pristina.

¹³ Annual Action Programme for Kosovo, EAR/2002/21/42, p. 8.

¹⁴ Ibid., p. 12.

term development strategy. The aim of this program was about creating a coherent management for customs and tax administration. In the area of customs administration, assistance included the area of legislation, organization, management and human resources. Meanwhile, in the field of tax administration assistance was focused on improving compliance, control and strengthening of tax collection regime.

Multi-Annual Indicative Programme 2005-2006 identified the need for technical assistance and organizational consultation for the management of local administration, the implementation of decentralization plan, the development of PISG dealing with local government and public service delivery by local government. The program of 2005 was completed in addition to various funds for the development of social and economic infrastructure in Kosovo's municipalities that aimed to improve access of population to quality services. In addition, USAID was focused on strengthening the institutional framework of local government, while UNDP was focusing more broadly on the development of various programs at the municipal level.

The World Bank has provided support to improve business through licensing and registration procedures at the municipal level. However, further developments were limited by the low level of technology development, organization, coordination and strategic planning within the municipalities. Accountability to the citizens, dialogue with citizens, inclusion of minorities and transparency in decision making also required continues improvements. The main objectives towards reform in the administration were directed to:

- a. Building institutional capacity; and
- b. Strengthening the institutional capacity of the Association of Municipalities of Kosovo as an effective forum to enhance inter-municipal cooperation.

Work of analysis groups has shown that municipalities were not sufficiently consulted on strategic developments of public services and for the drafting of legislation by the ministries. In some municipalities, the use of the sub-municipal elected bodies should be

considered, especially when communities seek or require such involvement to better improve service delivery.¹⁵

2. Strategies toward reforms in Public Administration

Given the inefficiency of public administration in providing services to citizens, institutions, businesses and civil society and the huge costs of this administration, the Government of Kosovo by decision no. 4/172 dated 25.10.2005, has approved the initiative of the Ministry of Public Services (MPS) to draft "Strategy for Reform of Public Administration in Kosovo (RAP). To this Ministry had been entrusted by the Government management and the realization of this project, enforcement and oversight of the Inter Ministerial Group and the Group of Experts on Public Administration Reform in Kosovo¹⁶. The main purpose of drafting the Strategy for the RAP was¹⁷ a) to facilitate implementation of the Standards for Kosovo and objectives regarding the EU Stabilization and Association, b) to promote the development of an enabling environment for the return of refugees and displaced persons; c) to develop mechanisms for institutionalizing citizen participation in consultative processes; d) to mobilize additional resources in order to implement reform programs, and e) to present the long run to ensure the ability of a successful government. Group of experts on the RPA, welcoming the support of all relevant institutions, within the time specified, developed "Strategy for Public Administration Reform in Kosovo 2007-2012", as basis for the co-coordinated action for continuing development of administrative capacity of government institutions in Kosovo. Action Plan for RPA 2009-2012 was designed to implement

¹⁵ Mark Baskin, "Developing Local Democracy in Kosovo", *Programme on Democracy Building and Conflict Management*, International Institute for Democracy and Electoral Assistance 2004 (IDEA)", p.8.

¹⁶ Annual working report of the Ministry of Public Services, 2006, p.4-30.

¹⁷ Public administration strategy, toward a professional, responsive and impartial public service, Provisional Institutions of Self-Government of Kosovo (PISG) and UNMIK July 2004, fq. 3.

this strategy. This plan sets out in detail all actions to be taken to enable the achievements of strategic objectives. This plan also identifies the leading institutions, budgetary requirements and timetable for implementing each action.

Main objectives of the Strategy were: professional and depoliticized public administration; structure and organization of effective horizontal and vertical institutions; quality, transparent and effective management and responsive in setting and realizing goals; effective mutual communication with citizens; e-governance; functional and effective system of planning, management and supervision of costs in PA; promotion of development and harmonization of policies and legislation in harmony.¹⁸

With the merging of the standards for Kosovo in the standards for European integration, RPA has become a special item for European partnership. Kosovo government in its program approved for the year 2008-2011 set out priorities for further improvement in the performance of governmental institutions, in particular those dealing with the collection and expenditure of public funds.

In April 2008 the Government of Kosovo has begun a major program (2008-2010) for functional review of all ministries. This program has a symbolic name for Kosovo - FRIDOM, which means "Functional and Institutional Review of Ministries." This program was supported by the Department for International Development (DIFID) of UK and implemented by a consortium of companies that included HELM (Ireland), CPM (Latvia), Governance Institute (Slovakia) and Altair (Spain). ¹⁹Implementation of this program lied in the review of the entire government that was focused on the structure and organization of public administration. FRIDOM reviewed some of the common functions of different ministries and other institutions, such as human resource management and policy coordination. As a result,

¹⁸ Action Plan for Public Administration Reform in Kosovo, 2009-2012, Ministry of Public Administration.

¹⁹ FRIDOM, Preliminary report containing 20 suggestions in order to improve the organization of the Kosovo Government and its portfolios, November 2008.

were made more than several recommendations that could be used by the Government or by individual institutions within the administration to improve their structure and functionality. However, these recommendations presented only the first step in the process of reform of public administration. FRIDOM project also supported the Ministry of Public Administration for the preparation of the new legal framework for public administration. FRIDOM functional review project was completed in late June 2010 and the Government of Kosovo is continuing to implement its recommendations.

As continuation of progress in the reform process, to the Government staff was provided email services, government management services files and posting web sites of governmental institutions. Several databases were created in order to serve specific ministries staff as the payment system, budget system, the cadastral register of transactions, the register of vehicles and drivers licenses, electronic voting in the Assembly, enabling KosGIRO, various bills via the Internet, etc.

After the declaration of independence, Kosovo faced many issues related to state-building. Ministry of Public Administration played a key role in this process by making efforts to achieve the following strategic objectives: a) creating of apolitical civil service, professional, merit based and well managed; b) capacity building to manage and implement the RAP Strategy; c) improvement of services offered to citizens through administrative process channelizing, reducing the barriers to providing access and application of e-government services; and d) focusing recourses of functions in policy making and increasing the capacity in this aspect.²⁰

Government of Kosovo on January 2010 approved the "Strategic Development Plan 2009-2013" for the Ministry of Public Administration. This plan includes the reforms proposed by FRIDOM

²⁰ *Strategic Development Plan*, Ministry of Public Administration, Republic of Kosovo, 2009-2013, p.4.

project approved by the Government in 2008 and aimed the reforming of public administration at central level.²¹

Approval of the Revised Strategy of Public Administration Reform has been made in the September 2010. While the Strategy for Public Administration Reform 2007-2012 contained eight strategic objectives, the revised Strategy for Public Administration (2010-2013) contained twelve objectives such as: policy management; drafting of legislation; ethics and transparency; communication and participation of citizens; budget planning; budget execution; internal control and audit; public procurement; reorganization of public administration; management and development of human resources; rationalization of administrative processes; and e-government.²² The updated Strategy should run for the period of not more than one year (up to 2013), where after that period the Government should carry out an evaluation of the achievements. Public Administration Reform Strategy 2010- 2013 is a guideline for Kosovo Government's vision fulfillments in public administration: effective in the delivery of administrative services and efficient from the point of view of the costs.

The process of improving the work of public administration in Kosovo requires continued action and strong engagement, being directed towards new management models. Target of new public administration should be a gradual modernization which will be owned by citizens of the Kosovo, for strengthening the rule of law and state discipline in the market economy.²³

²¹ See FRIDOM reports, horizontal, vertical reviews and Strategic Development plans, Ministry of Public Administration, Kosovo.

²² Public administration reform strategy (2010-2013), approved by Government decision no. 07/145, dated 15.09.2010, p.6.

²³ Esat Stavileci, Agur Sokoli, Mirlinda Batalli, *E Drejta Administrative: Administrata, Kontrolli, Pergjegjesia dhe Kompjuterizimi i saj*, Prishtine, 2010 p.215.

3. Challenges toward reforming process of Public Administration in Kosovo

Kosovo has gone through a very difficult process of public administration functioning, but also important to its development. Reforms in public administration at the level that is essential for Kosovo, required time, demands and persistence, but also a clear vision, correct direction, leadership and sustainable confidence and adequate resources²⁴. This process required a series of administrative actions, regulations, designed strategic plans, creation of technological infrastructure and identification of instruments to achieve certain objectives.

Due to the conflict in Kosovo in late 1999, public administration was confronted with numerous problems. Common feature of the system of governance and public sector management was the requirement to transform the previous model of administration into a modern management one.

Initially was identified the existence of a lack of effective institutional capacity for formulating, coordinating and evaluating strategic options and policies of the civil service in Kosovo. Therefore, the professionalism of civil servants was seen as a challenge and priority in public administration reforms. The concept of transparency, accountability and efficiency in public management could be better understood by managers, staff, municipalities and agencies.

Application of Information Technology (IT) in Kosovo started late compared with other countries in the region because of the situation in Kosovo. Although many investments were made in this area, mainly from various donors, did not yet achieve the expected results and effects. The difference in salary compared with the private sector has brought the removal of certain experts of the field of IT by the public sector.

²⁴ Kosovo Provisional Institutions of Self-Government and UNMIK, Public Administration Strategy, July 2003, fq. 7.

Governance and management capacity development in the public sector in post conflict Kosovo should be seen from a slightly broader perspective. Targets, priorities and objectives of an organization's achievements could not be determined outside the agenda of central and local policies and macro-economic framework.

Three levels of capacity building, focused on creating the environment, institution building and human resources development, were implemented and evaluated the weaknesses and strengths of the administration in Kosovo.

A more comprehensive reform process was hampered by the fact that the administration was divided on the authority of "reserved" and "transferred" competences, i.e. the powers which were transferred to the PISG and functions that were left aside for the administration of UNMIK. Other problems in the field of administration are associated with the efficiency of administration, the low wages, limited opportunities for legal career development, strategic planning without sufficient developments, the assessment of deficient or lack of appreciation for the quality of public services provided, lack of proper information of citizens on the functioning of public administration etc. Another problem that was manifested in the field of public administration in Kosovo was the lack of relevant legislation, as the applicable legislation provided only a basic framework of civil service management and public administration at both central and local level.

Decentralization and local government are one of the problems facing public administration in Kosovo. Decentralization remains a separate problem for public administration in Kosovo, for the manner and method of its implementation in the service of the interests of citizens. The main challenge was oriented towards improving the coordination of central-local dialogue and mechanisms for municipalities, in order to develop and effectively implement common policies on providing public services.

It is a requirement of the time that the establishment, development and operation of public administration in Kosovo are based on accepted principles and international recognized standards. European integration processes, drafting of policy and legislation according to the principles of the EU represent a key point of public

administration and one of extended and hugest challenges of public administration in Kosovo.

4. *Electronic Governance in Kosovo (e-governance)*

In the field of public administration e-Governance is a concept that implies both categories of its function: the use and application of Information Technology (IT) by the administration and governance through information technology. Electronic governance is the provision of governmental services through information and communication technology (such as WAN, Internet, mobile network) to citizens, businesses and other categories.

E-Governance lies at the heart of two global shifts: the information revolution and the governance revolution. Both shifts are changing the way society works and the way that society is governed. They bring the opportunity for not just incremental but radical gains in efficiency and effectiveness.²⁵ E-services as a modern segment of innovation are considered as 24 hours per day electronic delivery of government information to citizens'. The wider move toward of e-government incorporates the whole variety of governance and e-administration including e-democracy, e-management, e-commerce, e-justice, e-education, e-healthcare, etc.²⁶ E-governance can be viewed as one of the fundamental pillars of an effective administration, which by direct means encourages all public sector performance.

E-Government and ICT are seen as key elements of a government's modernization initiatives and programmes that facilitate the simplification process of public administration. In this regard, implementation of ICT enables simplification of goals, carrying a

²⁵ Orita,A., "Citizen Interaction to Resolve Minority Issues in Public Administration", Keio University, Kanagawa. *Electronic Journal of e-Government* Volume 3 Issue 2005, p.129.

²⁶ Mirlinda Batalli, "Impact of Public Administration Innovations on Enhancing the Citizens' Expectations", *International Journal of e-Education, e-Business, e-Management and e-Learning*, Vol. 1, No. 2, June, 2011, p.160.

variety of developmental advantages.²⁷ The main priorities for public administration in Kosovo are being built under an accumulated experience and lessons learnt in recent years in rebuilding the leading systems. The strategy of public administration in Kosovo is committed to provide a common framework for setting priorities among local and international actors involved in capacity development in these areas.

The Government of Kosovo to achieve this goal has designed "Electronic Government Strategy 2009-2015". Electronic health through which medical intervention would be created by distance, e-education through electronic libraries to create new opportunities for more effective learning, e-procurement, e-marketing, e-security and e-justice are among the main goals set out in the Strategy.²⁸ Through electronic portal (e-portal) every citizen can receive electronic services from government, by eliminating distance, increasing efficiency, and getting services 24 hours a day for 7 days a week.

Through this portal can be carried out services for the needs of businesses and citizens. Users of the services should be equipped with electronic identification cards in order to be identified in case of payment or electronic signatures. During the current timeframe are foreseen the creation of important electronic records with advanced platform, such as those on the registry of the vehicles, the personal data register, the registry of licenses for weapons, the population register and other records.

In Mid 2010, OSCE Mission in Kosovo supported study visit to Estonia for key civil servants that was focused on "e-governance" in order to encourage institutions efforts to use online services to improve governance. The participants attended interactive presentations on sharing and managing data, online publications of laws, cyber security and personal data protection. Experiences and

²⁷ Mirlinda Batalli, "Simplification of public administration through use of ICT and other tools", *European Journal of ePractice* www.epracticejournal.eu N° 12 · March/April 2011 · ISSN: 1988-625X, p.22.

²⁸ Strategy of Electronic Governance 2009-2015, Ministry of Public Administration, Prishtina, October 2008, p.12.

best practices on "e-governance" at both theoretical and practical level were also discussed.²⁹

The realization and implementation of e-government in Kosovo will enable all categories fast government services, at any time and from any distance, to fulfill citizens' daily requirements, and will provide skills development opportunities, permanent services, presentation of national achievements, etc. E-government will modernize the administration and would create an efficient and responsible management at all levels of state.

The achievement of the above objectives demands the appropriate legal basis since most of the applicable laws and other legal acts in the field of administration have their weakness, therefore is evident the need to amend them in accordance with needs of digital era.³⁰

Conclusion

From the basic documents concerning the public administration reform in Kosovo can be concluded that the reform of public administration in Kosovo is of the type of the modernization of administration. This type of the public administration reform is typical for countries in transition (in contrast to the "revolutionary administration types" and "new public management" models that are characteristic mostly for the developed countries). This type of modernization of administration in Kosovo is understood more as a form of structural reform in the direction of new administration in line with the systemic changes or as a way of increasing the efficiency and effectiveness of the work in administration. Under this type of reform, there is no radical change in role and function of administration. The administration remains the public sector

²⁹ Press release, OSCE Mission in Kosovo supports institutions use of e-governance, May, 2010.

³⁰ As the main laws of this areas are: Law on Telecommunications, Law on services of information society, Law on access to official documents, the Law on Cadastre, Administrative procedural law, the Law on state administration, Law on administrative disputes, etc.

managed according to public sector rules. The essence of public administration reform in Kosovo, according to the type of modernity lies in the changes in administration work with citizens, efficiency and effectiveness of administration, and lowering the costs.

Public administration reform in Kosovo as change and development is influenced by many factors related to self administration and its development, as well as the overall development of the state. Reforms in the public administration in Kosovo have brought significant changes, because they are part of overall development. A functioning and transparent public administration is also an important contributor to state legitimacy and credibility.

Today in Kosovo all central institutions have access to the Internet provided through the IT System Center managed by the Ministry of Public Administration. Internet access of these institutions is carried out according to their needs and in accordance with administrative instructions in force. However, organization and structure of the administration are still problems facing public administration at both central and local level.

Proper codification of administrative procedures is one of the most powerful and effective mechanisms for reform in public administration in Kosovo and process of decision making. The good achievements in the area of eGovernment initiatives and processes highly dependent on government's role in ensuring a proper legal framework for their functions. An important element and the factor for the modernization of administration is the implementation of IT in administration work and in particular e-government or, as known in some cases even as e-administration. The creation of an appropriate framework to provide enforceable electronic services is an evident need of the digital era.

Use of electronic services in Kosovo will enable citizens, businesses, but also the government itself, increase the life standard, progress and rapid development in all areas, therefore through the creation of stable electronic services, Kosovo will be part of e-Europe.

However, computerized administration should not only be understood as the use of computers, because only the use of computer or automation of complex procedures cannot increase the efficiency in Government's performance or increase the citizen's participation. In this regard, computerized administration is the use of technology for the implementation of reforms through a transparency.

Kosovo needs an efficient public administration for social developments, economic growth and poverty reduction. The Government of Kosovo remains committed to support maximum modernization of the administration. The fulfillment of such objectives is done through the basic dimensions of electronic governance such as: e-services, e-democracy, e-management and e-trade.

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