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Increasing the Effectiveness of Central Public Administration in Republic of Kosovo

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MASTER THESIS

Increasing the Effectiveness of Central Public Administration in Republic of Kosovo

Prepared for the Degree „ Master of Business Administration in International Engineering Management – MBA (IEM)”

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of

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Acknowledgement – Gratitude

This thesis deals with an important challenge facing the new central public institutions of Republic of Kosovo – efficiency of their day-to-day performance, as well as effectiveness of their longer term performance.

In preparing this thesis I have been focusing on identifying and proposing new approaches to facing a number of key performance issues faced by these institutions, particularly the Ministry of Energy and Mining where I work as the Head of Human Resource Division.

Surveys and analysis of the situation in central public institutions of Republic of Kosovo, primary I have based on UNMIK Regulations, laws and bylaws in force all legal and sub legal acts for Public Administration which have been approved from Provisional Institutions of Self Government and United Nation Mission in Kosovo, since its establishment and until 17 February 2008 declaring the independence of Republic of Kosovo. Although the independence is declared and the Constitution of Republic Kosovo is in force and effect since 15 June 2008, all UNMIK Regulations for Public Administration continues their enforcement. During scrutinizing the relevant experience of a number of developing countries and combining it with thorough analysis of the situation in central public institutions of Republic of Kosovo, I have held a large number of interviews and discussions with many relevant local officials, international consultants and faculty of University for Business and Technology, who devoted their time and effort contributing so to the finalization of this thesis. For this reason I am very thankful to all of these people.

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TABLE OF CONTENTS

Acknowledgement – Gratitude

Chapter I The problem formulation.....	1
1.1. Identification of challenges encountered by central public institutions....	1
1.2. Specific objective.....	2
1.2.1. Proposal on organization, management and more efficient institucional Functioning of the Ministry of Energy and Mining.....	2
1.2.2. Sustainable development plan of human resources in MEM.....	4
Chapter II Introduction.....	6
2.1. Survey of actual situation in Central Public Institutions	6
2.2. Management of central public administration.....	7
2.3. Current situation in central public institutions	8
2.4. Key issues with human resources.....	12
Chapter III International experience.....	14
3.1. Where to look for experience.....	14
3.2. Types of Functional Reviews	17
3.3. Management of Functional Reviews.....	18
3.4. Recommendations, approval and implementation.....	18
3.5. What does the experience of countries around us show.....	19
Chapter IV State of the art.....	21
4.1. Present organization of the MEM.....	21
4.2. Information flow.....	23
4.3. Recruitment.....	24
4.4. Training.....	27
4.5. Analyses of staff profiles.....	28

Chapter V Possible problem solutions	33
5.1. Elements of management according to objectives.....	33
5.2. Forms of organizational structures.....	37
5.3. Proposal on restructuring of MEM with the aim of performance improvement oriented by achievement of objectives.....	40
5.4. Clear definition of duties and responsibilities for main functions necessity for achieving work performance and orientation towards achievement of objectives.....	41
5.5. Communication and reporting.....	45
5.6. Allocation of Human Resources.....	47
Chapter VI Selected solution and detailed description	49
6.1. Methods and procedures applied for recruitment process and further development of human resources.....	49
6.2. Proposed human resources Policy.....	53
6.2.1. General dispositions of human resource policy in Kosova.....	53
6.2.2. Policy Paper on cross-cutting issues: Gender Equality and Minority Inclusion.....	55
6.3. Policy Vision and Objectives	56
6.3.1. Objectives of Training Policy.....	56
6.3.2. Beneficiaries	57
6.3.3. Guiding Principles	58
6.5. Responsibility for Overseeing and Implementation of Human Resources Policies and Plan	58
6.5.1. Senior Management.....	59
6.5.2. Staff Development Committee	59
6.5.3. Human Resources Division.....	60
6.5.4. Central Administration Department	61
6.5.5. Individual Staff Members.....	61
6.6. Training Strategies.....	62
6.6.1. Training categories.....	62
6.6.2 Methods of Training	63
6.7. Management of the training process.....	66

6.7.1. Co-ordination within MEM.....	66
6.7.2. Identification of Training Needs	66
6.7.3. Training as Part of a Succession Plan.....	68
6.7.4. Individual Training Programs.....	68
6.7.5. Preparation of Annual Training Plan	69
6.7.6. Process for Implementing and Monitoring the Training Plan.....	69
6.7.7. Follow-up Evaluation.....	70
6.8. Proposed Human Resources Development Program.....	70
6.8.1. Training Needs Assessment.....	71
6.8.2. Recruitment Policy	71
6.8.3. Training Programme.....	71
6.9. Action Plan.....	73
6.9.1. Action Plan for the entire MEM.....	73
6.9.2. Personnel Handbook/Procedures Manual for Employees	74
6.9.3. Indicators for measuring policy implementation.....	74
Chapter VII Total Quality Management.....	76
7.1. The eight quality management principles of ISO 9000:2000.....	76
7.1.2. Total Quality Managment.....	78
7.2.2. Inclusion of ISO 9000 requirements in the proposed MEM approach for improving its effectiveness.....	81
Chapter VIII Summary and Future work.....	88
Chapter IX Literature.....	91

FIGURES AND TABLES

Fig. 1 Some of the essential (core) Legislation for Civil Service.....	9
Fig. 2 Organization Structure according to which Ministry of Energy and Mining is actually functioning.....	22
Tab. 1 The total number of employees in MEM for the year 2005.....	25
Tab. 2 The total number of employees in MEM for the year 2006	25
Tab. 3 The total number of employees for the year 2007.....	26
Fig. 3 Number of employees according to the budget for the period 2005-2007.....	26
Fig. 4 The number of MEM employees trained from KIPA.....	28
Tab. 4 Qualification structure of MEM civil staff (exclusion political cabinet), 2005.....	29
Tab. 5 Qualification structure of MEM civil staff (exclusion political cabinet), 2006.....	29
Tab. 6 Qualification structure of MEM civil staff (exclusion political cabinet), 2005.....	29
Fig. 5 The total number of employees regarding gender opportunity.....	31
Fig. 6 The total number of employees regarding gender opportunity in leading positions..	32
Fig. 7 Proposed scheme of conception of management process according to objectives...	34
Fig. 8 Important elements of managing by objectives.....	35
Fig. 9 Matching managers and employees goals.....	36
Fig. 10 Functional organization.....	37
Fig. 11 Project basis organization.....	38
Fig. 12 Combined organizational scheme.....	39
Fig. 13 Proposed scheme for MEM.....	43
Fig. 14 Proposed scheme for Administration Department.....	44
Fig. 15 OCDI serving as ‘one-stop-service’ for private investors in the energy and mining sectors.....	47
Tab. 7 Key Factors Influencing Training Program Success – Deming’s circle.....	52
Tab. 8 General HR Policy Implementation Indicators.....	74
Tab. 9 Twenty elements of ISO 9001.....	78
Fig. 16 Total Quality Management System and its linkage to ISO 9001 Clauses.....	80
Fig. 17 Implementing ISO 9000.....	81
Tab. 10 The status of implementation of the ISO 9001 in the MEM’s operations.....	82

ABBREVIATIONS

MEM	Ministry of Energy and Mining
UNMIK.....	United Nation Mission in Kosovo
PISG	Provisional Institution of Self Government
HRDP.....	Human Resources Development Plan
KIPA	Kosovo Institute for Public Administration
PS	Permanent Secretary
PA	Public Administration
CHE.....	Chief Executive
SRSG.....	Special Representative of Secretary General
MPS	Ministry of Public Services
DCSA.....	Department of Civil Service Administration
HR	Human Resources
SDC	Staff Development Committee
MBO	Management by Objectives

CHAPTER I

THE PROBLEM FORMULATION

1.1. Identification of challenges encountered by central public institutions

Central Institutions of Public Administration of Kosovo are relatively young institutions. The Government of Republic of Kosovo is facing major challenges to make its institutions as much effective and efficient as possible. Several years will be required for them to obtain final shape and consolidate in the best way possible so that that they may accomplish their functions and responsibilities.

A relatively large number of challenges are being faced by our governing institutions including:

- (i) Adequate patterning and rationalizing of the number and structure of the central institutions so to enhance chances for achieving the strategic objectives of Republic of Kosovo,
- (ii) Development and implementation of clear procedures on functioning of public institutions, including regulations of their functioning;
- (iii) Proper public employee selection processes and sustainable increase of capacity of public servants, as well as preparation of satisfactory schemes for their motivation, and
- (iv) Establishment of such a culture of management that will facilitate enhanced performance and sustainable positive change.

In this thesis I have set the following objectives:

General objective: modest contribution for improving of the process of institutional and human resources enhancement of the public institutions in Republic of Kosovo.

Specific objectives: (i) Preparation of a rational proposal on organization, management and more efficient institutional functioning of the Ministry of Energy and Mining, and (ii) Proposal of main development principles and contents of a program on sustainable development of human capacities in MEM.

Approach: The fact that progress, consolidation and sustainability of central institutions of public administration can be achieved only if displayed challenges above are treated in intercommunication and if the respond or proposed solution for each compounds parts of general solution was considered during preparation of this thesis.

The approach implemented during the preparation of this thesis is that of trying to offer a practical contribution to the improvement of the performance of the public institutions in Republic of Kosovo.

1.2. Specific objective

1.2.1. Proposal on organization, management and more efficient institutional functioning of the Ministry of Energy and Mining

The Ministry of Energy and Mining is part of the new central institutions of Republic of Kosovo. Established more than three years ago (in December 2004), it has performed and is accomplishing important work for Kosovo. During this period, experience and lessons are drawn which are to be reflected in the improvement of institutional and human resources management process.

One of the criteria of ISO 9001 for the management responsibility derives that the task of the top management is to ensure that the staff is competent to perform their tasks. Every employee of public administration must be competent at what they do; this means that qualification criteria should be established based on education, experience, and training¹ [27].

It's known that the planning human resources it should be the first component of human resources management strategy of each organization, because from this planning derives the all other functional human resources activities. Ministry of Energy and Mining during the period of its existence, has tried to use the best human resources at disposal by allocating them towards achievement of its work objectives in accordance to the functions and responsibilities given by respective UNMIK regulation on establishment of MEM [1]. In the first sight this is seen as a perfect allocation of human resources, but this allocation is done just partly, for some specific positions but not for the entire

¹ http://www.simplyquality.org/std_cmpn/41.htm

human resources. The organization and activity of MEM is based on UNMIK Regulations, laws and bylaws in force, and is based on the present Administrative Instruction on organizing the ministry and its operation field [2], but this Administrative Instruction it's not complete because there are missing job description for a part of the positions that have to be filled. Job analyses are mainly on departments and divisions level. So, I can say that it's a need to prepare a rational proposal on organization, management and more efficient institutional functioning of the MEM. One of the key objectives of the human resources planning is ensuring the MEM that has the right employees with the right skills in the right places at the right times.

One has to bear in mind that even the MEM is a good organization it should be described very clear and structured to everybody, and even after some time it will appear the need for moving and changing the ministry's structure, and this structure it has to be opened for improvement and changes. This reorganization demand when it's appeared, we firstly need to define MEM's vision, strategy, potential and possibilities and after that we have to look how to organize the ministry to reach the goals best. So in the human resources management process the most important task of the top management is to ensure that the staff is competent for their tasks.

Every person in the MEM must be competent at what he/she does, this means that qualification criteria should be established based on education, experience, and training. MEM can be more efficient and effective only by doing things by systemizing it. This ensures that nothing important is left out and that everyone is clear about who is responsible for doing what, when, how, why and where, and from this derives the optimal interaction of all involved parties. The value and the potential of employees in the ministry would be highlighted and it will ensure the employees as well as the organization benefit. The systemizing process in the Ministry of Energy and Mining would be done with the aim and in order to become able to accomplish best discharge of its responsibilities and duties in accordance with functions assigned. The aim is that:

- (i) Each structure of MEM to be clearly in a function of one function or responsibility, which is determined by MEM,
- (ii) Each structure to have clear functions and responsibilities in order to identify and accomplish its work, and

- (iii) Each structure being able to identify and engage the best possible specialists for accomplishing defined functions and responsibilities. This is possible when there are clearly known and identified functions and responsibilities.

1.2.2. Sustainable development plan of human resources in MEM

Another important issue of the organization such is MEM, is the importance of having the human resources development plan. Human resources development plan in MEM does not exist, and I consider it as a gap or a lack of the management of the ministry. Human Resource Development is the framework for helping employees develops their personal and organizational skills, knowledge, and abilities. Human Resource Development includes such opportunities as employee training, employee career development, performance management and development, coaching, succession planning, key employee identification, and organization development [13].

The focus of all aspects of Human Resource Development is on developing the most superior workforce so that the organization such is MEM and its employees can accomplish MEM goals. Having HRDP in MEM will enhance the future performance of the MEM itself. Human resources development plan should be considered as an attempt to improve managerial performance by imparting knowledge, changing attitudes and increasing skills.

Bearing on mind this mentioned above, We can say for e.g. that it is impossible to establish a sustainable central public institution (and not only a public one) if a program on increase and professional development of public employees is not composed and implemented. This program should not be a copy from elsewhere but it should consider actual conditions of the respective institution, educational background and other qualifications of employees of that institution. Moreover this program should be such as providing increase of those capacities linked directly to accomplishment of assignments.. Training and Development represents an ongoing investment in employees and this process realizes that employees are assets with value. The effectiveness of training must be controlled and established. Therefore the MEM must:

- Determine the needed competence for personnel performing work affecting quality.
- Provide training or provide proper instruction, including safety aspects and risk awareness.
- Evaluate the effectiveness of the above on a planned interval.
- Ensure the awareness by its personnel of the relevance and importance of their work and how they can contribute to the achievement of the objectives.
- Maintain the records of training.

In MEM there exists no central planning for developing a training program or co-ordination of training activities for MEM as a whole. The training and professional education is developed and implemented on Department level or sometimes on individual level, and approved by his/her supervisor, and this individual development it's not recorded to personnel records, or to individual personnel file. For organization such is the MEM this is not a good way, because it's not aligned with the organization development policy. Also, the mechanisms or any regulatory body that observes or evaluates the effectiveness of the trainings that employees have followed don't exist. This is the most important issue regarding the human resources development in MEM. I consider that it's a must to develop a comprehensive and sustainable capacity building program for all employees, because there is no one. It has to be developed with extensive consultations with many members of the MEM management and staff, and should include key elements and titles of capacity building program for the upcoming years.

CHAPTER II

INTRODUCTION

2.1. Survey of actual situation in Central Public Institutions respectively in the Government of Republic of Kosovo

The Central Public Institutions in the Republic of Kosovo are the following² [28]:

- Presidency of Republic of Kosovo
- Assembly of Republic of Kosovo
- Office of Prime Minister of Republic of Kosovo
- Ministry of Education, Science and Technology
- Ministry of Justice
- Ministry of Energy and Mining
- Ministry of Finance and Economy
- Ministry of Environment and Spatial Planning
- Ministry of Local Government Administration
- Ministry of Internal Affairs
- Ministry of Foreign Affairs
- Ministry of Labor and Social Welfare
- Ministry of Community and Return
- Ministry of Health
- Ministry of Public Services
- Ministry of Culture, Youth, Sports and Non-Residential Issues
- Ministry of Transport and Telecommunication
- Ministry of Agriculture, Forestry and Rural Development
- Ministry of Trade and Industry

All these institutions in order to accomplish their identified goals, their key issue are that they need to work in organization structure (institutional structure). The purpose of this organization structure is to make the best use of the organization's resources to achieve organizational goals ³[36]. Organizational structure is the formal decision-making framework by which job tasks are divided, grouped, and coordinated. Formalization is

² <http://www.ks-gov.net/>

³ <http://docs.ksu.edu.sa/DOC/Articles38/Article380895.doc>

an important aspect of structure. It is the extent to which the units of the organization are explicitly defined and its policies, procedures, and goals are clearly stated. Top management is the key factor on structuring and conceiving official structure of organization. The formal organization can be seen and represented in chart form. The chart defines clear responsibilities for all people whose work affects product quality⁴ [27]. After reviewing the organizational charts of the all Central Public Institutions in Kosovo, We can say in general that all these central public institutions (ministries) have a similar organizational structure called organograms (organizational chart or diagram).

A survey on the actual situation in central public institutions of Kosova was conducted by a Group of Experts for Public Administration Reform in Kosova, Human Resources, in October 2006[3]. From their report it could be concluded in general that if we observe institutional structures of the all ministries, which according to the top-down hierarchy construction could be presented as in the following: (i) The Permanent Secretary, (i) Agency, (ii) Department, (iii) Division, and (iv) Sector. But this rule of construction is not the same in all organograms of the ministries, and if organograms of the ministries are examined or looked carefully and compared one to the other, we could say that there is a big difference between them and it is noticed that they are not structured the same,. There are a lot of cases where in a ministry, an organization “cell” set within a single department is called “division”, while in another ministry, even though schemed to function according to a same hierarchical construction, it might have been called “directorate”, “sector”, “office” or even “unit”.

Based on the survey mentioned above and also from the consultations which I had with the other colleagues form other ministries during the meetings of the Forums of the Personnel Managers, it is obvious seen that a lot of organizational structures or as we can say organograms are not very much clear, or we can say that they are not updated, what makes difficult understanding of who is who, who is responsible for what, and who does what in an institution so, they do not serve their purpose.

2.2. Management of central public administration

Functions of management involve planning, organizing, directing, and controlling the resources of the organization. It is the job of the manager to set goals and achieve

⁴ http://www.simplyquality.org/std_cmpn/41.htm/

objectives through the execution of the functions of management. In the Central Public Institutions in Kosovo, Administration of public policies are made by administrative superiors or dependents of superiors, respectively by people that have authorization, who are delegated from the ones that have supervising capacity; in the case of ministries they are Permanent Secretaries. In administrative sense, it implies structuring according to the hierarchy construction, where high civil officers (in ministry's case Permanent Secretary) are responsible to high political officers (Minister) whereas officers with lower civil grades are responsible to high civil officers (PS and the other managers) [4] High civil officers – Managers provide guidance, implementation, and coordination so those ministries goals can be reached. Permanent Secretary as the highest civil Manager in the ministry creates and maintains an environment within the ministry so that others can work efficiently in it. Permanent Secretary's job consists of planning, organizing, directing, and controlling the resources of the organization. These resources include people, jobs or positions, technology, facilities and equipment, materials and supplies, information, and money. As they work in a dynamic environment they must anticipate and adapt to challenges.

2.3. Current situation in central public institutions

On 17 February 2008, the Kosovo has declared its independence. Although the Republic of Kosovo declared its independence and the Constitution of Republic Kosovo is in force and effect since 15 June 2008, all UNMIK Regulations on Public Administration continues their enforcement.

When we speak about the public administration term, we have to bear on mind all the legislation that regulates the issue of employment and promotion of employees of public administration, including also civil servants, relying on merit and competition. This implies also regulation of a transparency, foreseeable salary system, which makes the public administration attractive for developing a professional administration.

In general saying the applicable law in Kosovo before the independence and enforcement of the Constitution of Republic Kosovo, was fragmented and based on three law resources [3]:

- Applicable laws (issued before 22nd of march 1989 or after this date, with the condition of not being discriminating);

- Regulations and Administrative Directions imposed by SRSG; and
- Laws approved by the Assembly of Kosovo and promulgated by SRSG.

After enforcement of the Constitution the applicable law in Kosovo is [7]:

Constitution of Republic Kosovo - Article 16 [Supremacy of the Constitution]

1. The Constitution is the highest legal act of the Republic of Kosovo. Laws and other legal acts shall be in accordance with this Constitution.

Article 145- Legislation applicable on the date of the entry into force of this Constitution shall continue to apply to the extent it is in conformity with this Constitution until repealed, superseded or amended in accordance with this Constitution.

Article 101 [Civil Service]

1. The composition of the civil service shall reflect the diversity of the people of Kosovo and take into account internationally recognized principles of gender equality.

2. An independent oversight board for civil service shall ensure the respect of the rules and principles governing the civil service, and shall itself reflect the diversity of the people of the Republic of Kosovo.

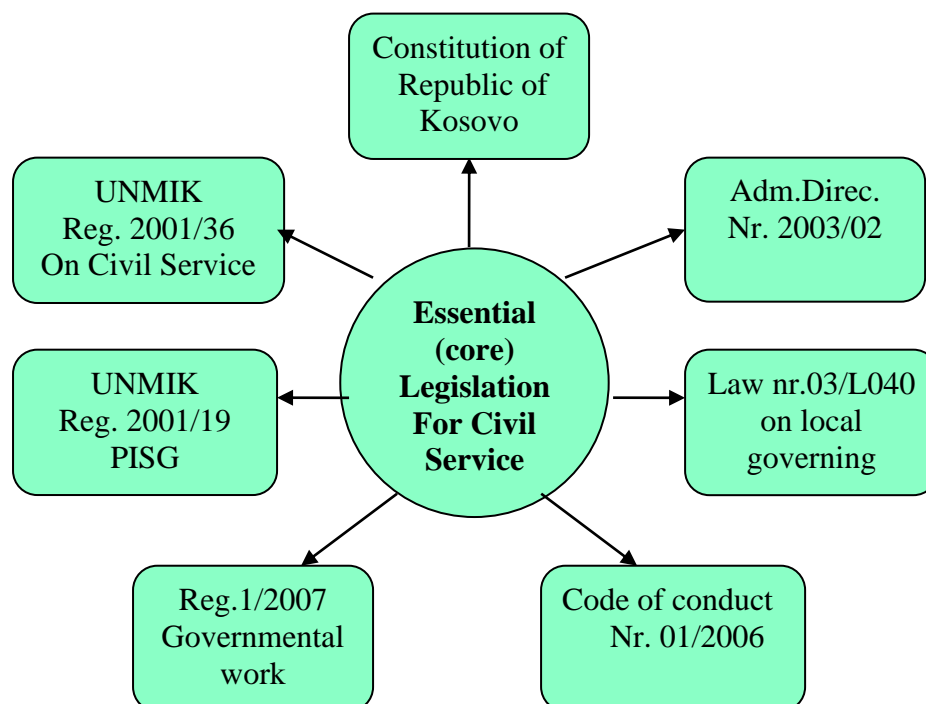


Fig.1. Some of the essential (core) Legislation for Civil Service

In accordance with UN Security Council Resolution 1244, UNMIK established an international presence in Kosovo. Over the eight years since, as Kosovo's Provisional Institutions of Self Government (PISG) were established and gained capacity to assume more responsibilities, UNMIK has moved back from an executive role to one of monitoring and support to local institutions. UNMIK, in its present form, is now into its final chapter before status resolution.⁵ [29]

Reserved powers of SRSG -- Law and order (international police and Kosovo Police Service), appointing judiciary, ensuring and protecting the rights of minorities, UNMIK Customs Service, monetary policy, external relations, concluding agreements with states and international organizations, administering public, state and socially owned property, adjudicating disputed residential property and administering abandoned residential property, supervision of Kosovo Protection Corps⁶ [29].

Transfer of competencies from UNMIK to local institutions implies and requires also increasing and strengthening of capacities within the executive power by fragmenting development of policies within ministries. Role of the Office of the Prime-Minister is organizing and coordinating the work of the Government as a collective body.

As we mentioned in the above section that a lot of public ministries do not review their vision and mission, preserving this way a vision/mission that remains unreal, not adoptable to changes happened being it in the aspect of transfer of competencies, increase of experience, fulfillment of standards, or being it in other aspects. A lot of organizations have programs and objectives that difficult intercommunicate with strategic planning. There are no strict rules in drafting the organizational chart, and there is no supervisory body that can control and analyze it.

As far as concern the salary system for the whole public administration, central and local, is managed through the payroll system which is within the Ministry of Public Services. From their presentation during the regular meeting that we have as a personnel manager of the ministry [25], there are two models of salary system, coefficient system and system of the fixed salaries. These systems are inherited from previous administrative structures of UNMIK. Managerial challenge of this inherited salary system is: huge number of coefficients and job titles, difficulties on total control in central level of payroll system and a lack of basic legislation, strategies and clear policies related to this issue.

⁵ [http:// www.unmikonline.org](http://www.unmikonline.org)

⁶ [http:// www.unmikonline.org](http://www.unmikonline.org)

According to the report on the survey made from the group of experts for Public administration reform in October 2006[3], development of legislation and policies have been relied always in strong support of external experts, on which often has come as programs proposed by UNMIK and outer donors. Permanent Secretaries weekly held regular meetings with the aim of co-ordination of Government activities and these meetings were chaired by Permanent Secretary of Prime-Minister's Office. But this body didn't have competences of decision making with regard to certain policies hence it often served only as body where exchange of experience and exchange of certain professional and political opinions were made.

According to UNMIK Regulation 2001/36[4], Permanent Secretary, respectively Chief Executive is the responsible person for planning and management of the budget in a budgetary agency. According to the up to now experience and also from the interview I made with the head of finance division in our ministry, heads of Departments are the ones that make planning on personnel, propose their department projects and financial needs for accomplishment of duties which derive from ministry work plans. It is the Permanent Secretary the one that compiles all in one document on behalf of the ministry, and which has to be sent to the Ministry of Economy and Finance for budget approval. At each procedure of budget planning, according to the previous experience, MEM's request is always higher than what in MEF is approved. Always depends also on the priorities that Government has for the upcoming year. After the process of budgetary hearing what each budgetary agency should go through with the Ministry of Economy and Finance, the next step it is the Assembly of Kosovo that approves the Organic Budget Law (each calendar year), according to the proposal summarized by the Ministry of Economy and Finance[3].

According to the UNMIK Regulation 2001/36[4], Commission for High Public Nominations, nominates the Permanent Secretary in the respective ministry as the head of administration. Then the PS supervises directors of departments and assesses their work, whereas directors of departments supervise heads of divisions.

Financial supervision of administration direction is made by two special bodies: Internal Audit set within the Ministry of Finance and Economy; and General Audit of Kosovo-a body established by a special Regulation responsible to undertake external audit of budgetary institutions. All the ministries of the government of Republic of Kosovo in their structure of organization have set the offices of internal audit within the ministry.

The auditor's job is to make sure that all the procedures are followed, and on those cases where are identified the violation advising the personnel to follow rules.

The Internal Audit is established by the Law on Public Finances. There exist an office in MEF responsible for financial verification more of compatibility with rules and procedures than assessment of efficiency of management systems [5]. Office of General Audit of Kosovo is established and is responsible for independent audit of budgetary institutions of Kosovo [6]. After they finish the audit in all ministries of the Kosovo government, the Audit Office produces reports on financial management of ministries ascertaining violation of legal procedures.

From the aspect of public administration, until now key decisions are always taken from the Permanent Secretary as the highest Civil Servants post. But according to the procedures determined by different administrative instructions, these Administrative Directions authorize managers of civil service to delegate authorizations to their dependents or special commissions established by special decisions. Independent Supervisory Board is the competent body to supervise the rights deriving by employment in civil administration, while decisions can be contested in the court.

2.4. Key issues with human resources

According to what we said above in this chapter and according to the surveys done by a group of experts [3], we can conclude that the more acute problems with which the public administration (central and local) system in Kosovo is faced amounts to:

- Legal ground by which is regulated functioning of public administration is too wide. There are a lot of UNMIK Regulation, laws and regulations that affect also public administration, and a long list of administrative instructions. A big number of legal and sub-legal acts complicate immensely the work of personnel services.
- Promotion of employees was and it still continues to be a problem. Difference of coefficients and fixed salaries in a unique and centralized, does not give big options for promotion of employees;
- The number of employees that have been trained from KIPA is small, while there is no evidence for the other organized trainings. Moreover there is no installed

mechanism through which assessment of the effect of offered trainings would be made;

- There doesn't exist a system for independent assessment by which satisfaction of citizens with offered services by public administration would be defined. So, doesn't exist the feedback process where the citizens could give their opinion and thoughts about the PA services, because doing this feedback they can feel that they are an important part of the whole society.

CHAPTER III

INTERNATIONAL EXPERIENCE

3.1. Where to look for experience?

General experience shows that organization and establishment of central public institutions is in function of the Constitution of Republic of Kosovo and duties, functions and responsibilities delegated by it to President of the Government (Prime Minister). In the article 4 Form of Government and Separation of Power of the Constitution” The President of the Republic of Kosovo represents the unity of the people. The President of the Republic of Kosovo is the legitimate representative of the country, internally and externally, and is the guarantor of the democratic functioning of the institutions of the Republic of Kosovo, as provided in this Constitution” Chapter 6 [7]. Basing on these, the president of the Government proposes the structure of the government and number of ministries and other institutions depending on it. As clearer and concise the constitution is it would be more defined and concise in regard to the establishment of organizations of the government in central and local level.

Public Administration performs a wide range of services for its citizens and Kosovo institutions, therefore it’s continues development is requirement for a professional and sustainable, efficient, impartial, ethical, accountable civil service. Even though relatively new, established immediate after the war at the emergent circumstances, public administration doesn’t fulfill all the requirements of its institutions and citizens. Because of this appeared the need for reforms in public administration. Essential condition and criteria for integration of our country in European structure is reform process of Public Administration. The priority of the government of Kosovo is Public Administration Reform [26].

Different countries in transition in different world continents show different experience in relation to development and transformation of their public institutions in all levels of governance, including the central one.

It should be said at the beginning that it is impossible to say that this or that model is the best and most suitable to be thought of by Kosovo. This, because Kosovo exists ahead the situation when central institutions should be created from the beginning, or almost from the beginning. From the other side Kosovo did not inherit from the past any experience to be mentioned in this field.

Most of the countries in the region including Leetonia, Slovakia, Albania, Holland, Ireland, Portugal, France and Macedonia, they have passed different experiences regarding the process of functional reviews. Based in literature, study, contacts and visits in other countries of the region, I think that it would be relevant to present briefly some experience and lessons drawn from these mentioned regions countries. I attended the workshop “On Functional Review”, which was held in Ohrid [18], and from this derived the report in which is presented briefly the experience of a number of development countries including new European Union members, briefly I will summarize what does Functional Review content in central institutions?

In general nomenclature Functional Review is an approach that is used in the process of reforms. The Functional Review is based on comprehensive analysis of that what organizations or institutions should do, what they actually do and how they do it, under specific concerns of the country where is applied. It is usually entered into because of the perceived limitations to approach reforms on the basis of single –issue programs. These limitations are made apparent by changes involving the entire administration – such as budgetary constraints, European integration and independence. Functional reviews, in the last decade, have been used as an approach by a number of development countries including new European Union members such are: Latvia, Slovakia, Bulgaria; in the Western Balkans Bosnia and Herzegovina, Albania, Croatia, and from the former Soviet Union countries such are Ukraine, Moldavia and Kazakhstan[21] .

From all these countries we can learn a lot of things, but we can not adopt it to our country (Kosovo), because there are limits. Every “Functional Review” experience in the above mentioned countries is specific and its result depends on various things starting from the country’s objectives, political history and administrative culture.

Albanian Experience - Ansi Shundi, the Head of the Department for Civil Service Development of **Albania**, shared his experience from the functional review process in the workshop held in Ohrid [20]. The Functional Review covered four ministries, resulting in the standardization of their structure by grouping functions in 4 pillars (policymaking, regulatory, service delivery and support). Objectives of Functional Review process in Albania were modernization of organizational structures in improving governing capacity and ensuring effective and efficient activities of state apparatus. According to Mr. Shundi presentation the main goals of this process were identifying roles, mission, strategic objectives and functions, identifying organizational structures in accordance with the mission and objectives, identifying excessive functions, gaps and

overlapping inside and between the institutions analyzed, creation of institutional structures focused on basis of functional modern state, built on modern concept of monitoring, autonomy and responsibility, re-structuring of redundant or inherited institutions which do not have functions that are a part of the modern state and cutting budget expenses for these institutions. After identifying the main goals, they structured the map or Action Plan of this process. Lessons learned from this process were that the process should always be ownership of the government, if there is no political support, there is no success, it should not be advertised as an initiative for personnel cuts, but rather improvement of work, review has to be done according to functions and not structures and managerial unit should have enough capability and power for decision making.

Latvia experience - The major task of Bureau of Public Administration Reform in 1997 was to review functions and structures of public administration bodies and provide recommendations to the government on how to rationalize the structures in order to avoid overlap and duplication of functions among the public administration bodies [21]. It was assumed that existing public administration bodies in Latvia were engaged in performing similar functions with the same outputs, which created extra costs on the government, weakened responsibility and accountability of public administration bodies. Latvia has done the horizontal Functional Review, and it was carried out by 4 civil servants of Bureau of Public Administration Reform with the technical assistance from Civil service Administration. The implementation of the horizontal functional review consisted of 3 steps. The information about functions, staffing levels and budget of ministries was accumulated by the Civil Service Administration during the first stage. The second stage was devoted to the analysis of the existing information about institutional functions (functional duplication and overlap across the sectors). The third stage was targeted at testing the working hypothesis of duplication of functions and exploring the reasons whether the duplication can or cannot be eliminated. Beside the horizontal Functional Review, Latvia initiated the second and more focused stage of functional review in 1999, performing of vertical functional review of ministries and subordinate systems. Vertical functional review was carried out first in the Ministry of Agriculture in 1999, then in the Ministry of Economy and Ministry of Justice in 2000. Functional review included the Ministry and various bodies under direct subordination and supervision of the Ministry and had the major goal to design the institutional framework for rational and effective implementation of public functions. In contrast

with the horizontal functional review, external and local consultants from private sector with clear separation of responsibilities among them were involved in the implementation of the vertical review. This brought into the implementation process, on the one hand, the necessary experience of reengineering of ministries [21].

Latvian example has shown that the combination of horizontal and vertical functional review enables the government to improve capacity and efficiency of public administration.

3.2. Types of Functional Reviews

Doing the process of Functional Reviews in organization it's a must to choose which is the most important thing to do first and then to set the priorities. Setting priorities then derives different types of functional reviews [19]. We may consider the following types of functional reviews:

“Horizontal” reviews are linked mostly about questions “Who”. This type deals with the function distribution at the management level or top level of the institutions. Functional review in horizontal level start with reviewing a map of all functions and all institutions, and end with revised organizational of institutions and their mandates.

The other type of review is “Vertical” one. This is mostly about “how”. It deals with the manner in which the function is assigned to a specific institution or how is dealt with, including micro-organization, budget allocations, and staffing. The third one is “System” reviews and it deals with both “who” and “how”. This type of functional review is limited to functions such is (e.g. public expenditure management, human resources, Management, etc) and meanwhile support the implementation of all other functions [19]. Countries that in their past carried out reviews often used these basic types in combination. For Instance, a horizontal review with several system reviews (e.g. Slovakia); or Horizontal reviews with individual vertical reviews (e.g. Latvia). There are also cases of countries trying to combine all in one exercise (e.g. Bosnia and Herzegovina) [21].

3.3. Management of Functional Reviews

After decided what has to be achieved with the functional review process, the next step is to sort out who will work on it. Functional reviews are a very complex process demanding task, and require the Involvement of four types of actors, such are: Political leaders, Coordinating unit, Review teams and Reviewed institutions [19].

Involving Political leaders in functional review is essential because of the ambitious objectives and difficult recommendations. It is needed that the whole political elite need not only to approve, but also to understand the process.

Coordinating unit is needed to establish because of a complex review program that involves to use different teams providing different sets of recommendations, from which derives the request of coordination process. As one of the tasks of coordination process is to keep the political level informed, it is better to include 'insiders' (internal employees).

Review teams. In this kind of team there are the people gathering the data, asking the questions, carrying out the analysis and making recommendations. This team shall include foreign consultants, but also local specialists who know the administration deeply.

Reviewed institutions. It is a bad idea to do a functional review "to" somebody: For the results to be realistic and accepted, it is essential that reviewed institutions are involved in gathering and considering the data (a bit of self-analysis!).

3.4. Recommendations, approval and implementation

From the functional review process always as a result derives a report. It is essential that in this report also must include review program planning for its follow-up. This report it's needed to have well prioritized strategies and cost action plans. Also, too many recommendations and details are generally confusing, and can cause delays. The process through which the recommendations (strategies, action plans) are adopted should not be underestimated, and needs to be planned from the start. It's very important at what level will approval be, institutions, government or parliament one [19]. After the approval the implementation of the given recommendations will start. As for coordinating the

reviews, it is also essential that the implementation of the plans is subject to central monitoring.

Experiences in Bosnia, Slovakia, Latvia and others provide different reports, but it is clear that without it reform plans might not live on.

3.5. What does the experience of countries around us show?

Since 16 years Albania is going through a political, economical and institutional transition. During this period a number of governments have changed in this country from the left to the right wing. Regarding to the institutional changes it can be said that it is a fact that:

1. Falling and coalescence or merging of ministries have been happening too often; this mainly each time that political power switched from the right to the left wing and vice versa.
2. Full legal ground that defines in a constitutional manner functions and responsibilities of ministries did not exist, which would dictate more or less also the structure of a government as far as concerned the number and nominations of ministries of other institutions in dependence to the Government.
3. Establishment and time aftertime joining of the ministries is accompanied respectively by increase of decrease of the number of employees, causing this way institutional instability and insecurity to the employees of central administration.
4. The foreign technical assistance on institutional building and human capacities did not have the foreseen effectiveness as result of frequent institutional changes. This very often threatens continuation of institutional memory.

Albania has achieved also a lot success during the last 16 years. Here one could mention:

1. The number of employees of central administration able to accomplish duties, functions and responsibilities at ministry and other central institutions level increased highly.

2. A number of vital institutions of state have been consolidated as are ministry of Foreign Affairs, Defense, Finance, Internal Affairs etc.
3. The total number of employees of public administration has been gradually reduces by bringing it to acceptable international norms.
4. Salaries of employees of central public administration but other levels as well gradually have increased improving the life of the employees of this administration. Meantime for employees of public administration exist some programs as the one of soft credits for residence etc.
5. Institute for qualification of public administration workers is very active in this field.

It can be said that in Macedonia as well exists experience that should be treated by its positive and negative sides. It can be briefly said that:

1. Government Institutions in Macedonia practice their functions better than in Albania. The law in general implements better in Macedonia than in Albania. This relies also in the fact that Macedonia has achieved to get association with EU before Albania.
2. While Albania has integrated better in administration representatives of other communities and minorities, this was not this way in Macedonia until before the last war of Albanians in that country.
3. We should mention that MEM has established contacts and co-operates and exchanges regularly experience with counterpart ministries in Albania and Macedonia.

CHAPTER IV

STATE OF THE ART

4.1. Present organization of the MEM

MEM has been established on December 2004 in accordance with:

- UNMIK Regulation No. 2005/15 [8] of 16 March 2005 amending UNMIK Regulation No. 2001/19 [9] of 13 September 2001 on the Executive Branch of the Provisional Institutions of Self-Government in Kosova, Articles 1.3, 1.6, 1; and
- UNMIK Regulation No. 2004/50 [1] on the Establishment of New Ministries of 2 December 2004

MEM is a specialized governmental body for the energy and mining sector. MEM is a body composing the Government of Republic of Kosova. Organizing and activity of MEM relies on UNMIK laws and by-laws on power.

The organization chart of the MEM and allocation of tasks is still in development (even it passed three years since it established). From its establishment and until now MEM has changed the organizational structure three times. Such a frequent change of the organizational structure of MEM, gives us an opinion for its instability. Currently MEM is functioning according to the Administrative Instruction nr. 08/2008. According the Organogram, the MEM is lead by the Permanent Secretary who is heading three departments: (i) Energy Department, (ii) Mining Department, and (iii) Administration Department. The offices which are directly subordinated to the Permanent Secretary's Office's are these:

Legal, Procurement, European Integration, Seismological, Communication, Human rights, Inspectorate and Internal Audit Offices

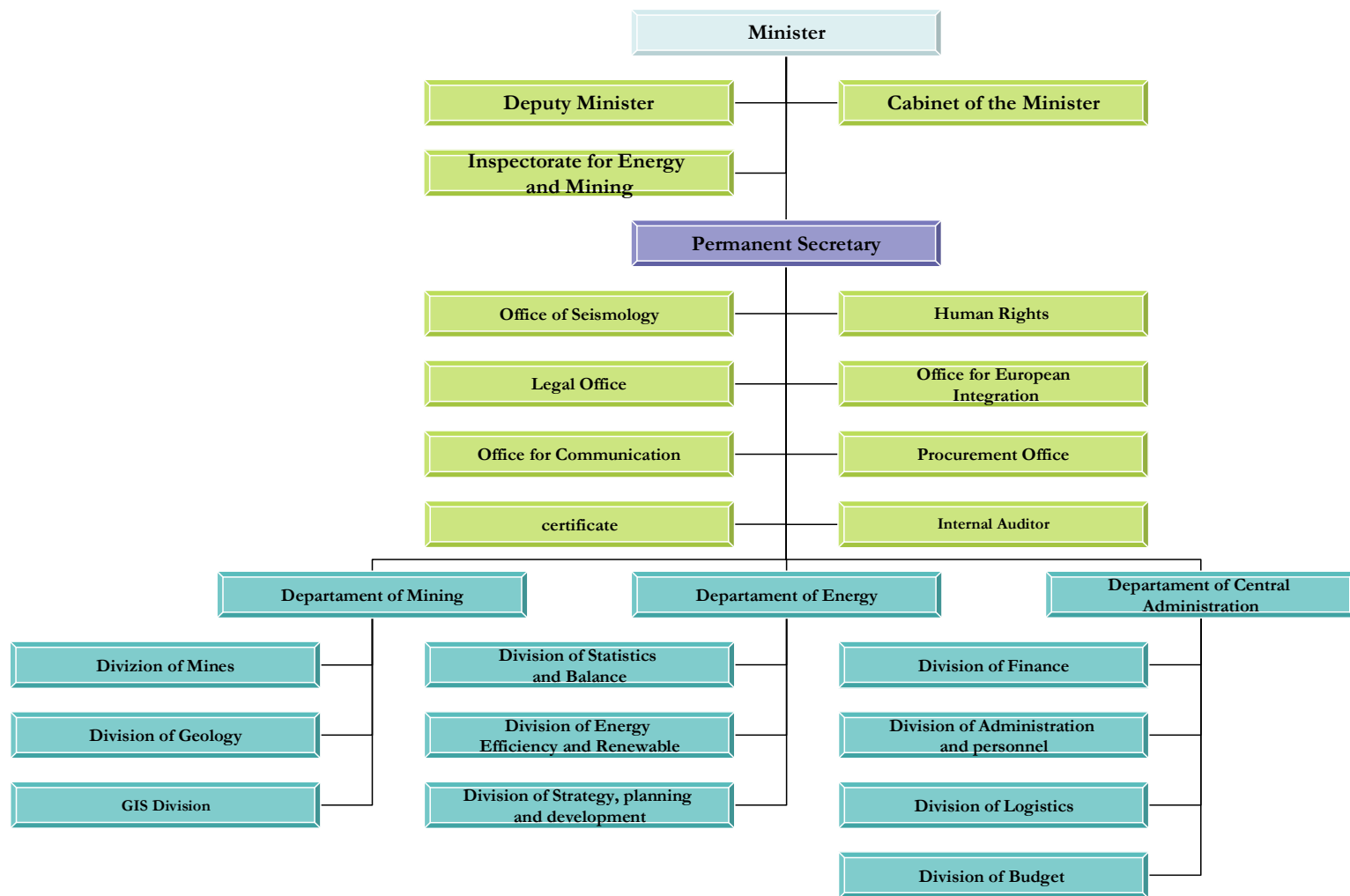


Fig.2. Organization Structure according to which Ministry of Energy and Mining is actually functioning

More than three years of its establishment MEM has tried to use the best human resources at disposal by allocating them towards achievement of its work objectives in accordance to the functions and responsibilities given by respective UNMIK regulation on establishment of MEM. In the first sight this is seen as a perfect allocation of human resources, but this allocation is a little bit complicated regarding the budget allocation. Budget allocated for salaries was and is, as it should, classified for work places. We have to clarify here that for e.g. a department should have a fixed number of divisions, a division should have a fixed number of offices etc. In this frame it was impossible to have a bigger number of divisions than those presented in the Figure 2.

Functioning according to the Figure 2 is producing very positive results, comparing it with the previous chart of the MEM which structure had four departments and a lot of offices. Thus not that in a way has been achieved regulation of salaries according to work places (this is a request of Ministry of Economy and Finance), but also association of the work places better with concrete main functions and duties of the ministry. Even I said that this description of organization structure of the MEM produced very positive results, also I can add that there is a lack of information this organogram, regarding the allocation of HR. The organogram it has to be detailed also how many section and how many officials are needed to be in those departments. There is a lack of job analysis for MEM as a whole. The job description for the vacant position is done just before it's advertised and taken the step for the recruitment procedure. So, the allocation of HR and the detailed job description it has to be written for all the positions, and to be as a guide for the whole other management processes.

4.2. Information flow

In MEM, beside the political side (minister and deputy minister), heads of departments, offices and institutions of ministries, they are obliged to report regularly to the Permanent Secretary for achieving the duties and to create PS support for the obstacles that could they have during their work. The reporting process in the ministry until now is done time by time when it was required (three months period report, six months period report and yearly report). Sometimes there is a lack of information flow in the ministry, because of the lack

of mutual cooperation of manager levels. There is a lack of information between different departments of ministry and between the managers and their subordinates. It's missing cooperation between them and the spread of information flow.

4.3. Recruitment

Basic principles for recruitment in Kosovo Civil Service are settled by UNMIK Regulation number 2001/36, on the Kosovo Civil Service, detailed procedures described in Administrative Direction 2003/02 on implementing UNMIK Regulation No.2001/36 on the Kosovo Civil Service, and the Administrative Instructions Nr. MPS/DCSA 2003/01, Recruitment Procedure.

In general MEM enforces all Rules and Regulations which set out the basic conditions for the recruitment and employment of civil servants, in the Government of Republic of Kosovo. In the first year of its establishment in 2005, MEM didn't have exact personnel planning, because it was new organization. Then in 2006, 2007 and now for the year 2008, we have only a part of personnel planning (budgetary planning) but we do not achieve to realize it properly as it's planned. In MEM, for leading positions, such as directors of departments and heads of divisions, there is a central planning for the Human Resources development, but more detailed planning about the all foreseen positions, is missing. The missing of the detail personnel planning I consider as the gap of the organization, because then the structure of the ministry (organogram), is variable according to the will of heads of departments or Permanent Secretary, or also even the will of the political leaders of the ministry.

Tab. 1. The total number of employees in MEM for the year 2005

Departments	Total staff	Female	Male
Ministers Cabinet	8	1	7
Administr. staff of Cabinet	11	5	6
PS Office with all offices	21	9	12
Administration Department	24	7	17
Prokurement Office	3	0	3
Dep. for Strategy & Develop.	14	5	9
Department of Energy	10	1	9
Department of Minning	14	2	12
Inspektoriata	4	0	4
Total	109	31	78
Percentage	100%	28.5%	71.5%

As it is shown in the figure above (table 1) at the end of the 2005, the total number of employees in MEM is 109. The foreseen personnel for the year 2005 were 125. Allocation of human resources for each department, division and office is proposed from our ministry and approved by Ministry of Economy and Finance, and altogether the Kosovo Budgeted Consolidation is approved by the Assembly of Kosova.

Tab.2. The total number of employees in MEM for the year 2006 is 105 and a foreseen personnel for the year 2006 is 125.

Departments	Total staff	Female	Male
Ministers Cabinet	8	1	7
Administrative staff of Cabinet	9	4	5
PS Office with all offices under it	21	8	13
Institute for Techn. & lignite power	3	0	3
Central Administration Department	23	9	14
Prokurement Office	3	0	3
Depart for Strategy & Development	9	3	6
Department of Energy	11	1	10
Department of Minning	15	2	13
Inspektoriata	4	0	4
Total	105	28	77
Percentage	100%	26.7%	73.3%

Tab.3. The total number of employees for the year 2007 is 97, the foreseen staff is 125.

Departments	Total staff	Female	Male
Ministers Cabinet	8	0	8
Administrative staff of Cabinet	8	4	4
PS Office with all offices	20	10	10
Central Administration Department	21	9	12
Prokurement Office	2	0	2
Depart. for Strategy&Development	8	3	5
Department of Energy	10	1	9
Department of Minning	14	1	13
Inspektoriata	4	0	4
Total	97	28	69
Percentage	100%	28.8%	71.2%

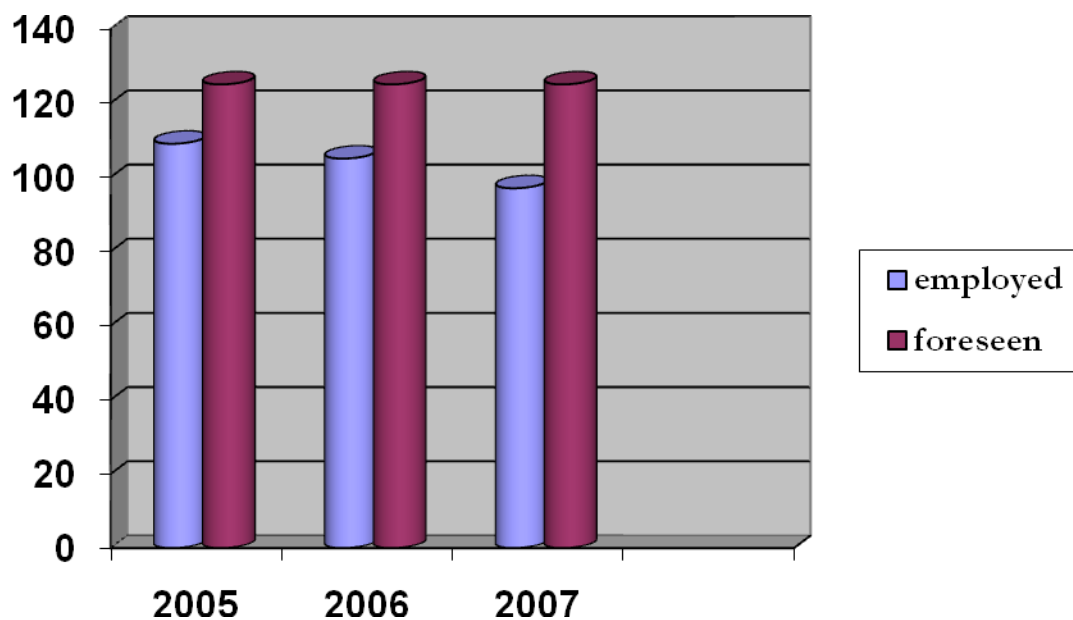


Fig. 3. The number of employees according to the budget

The difference between the foreseen (planned) personnel and how was realized the plan it's shown in the above chart. As it shown there is a disproportion between planned personnel and recruited one. We can conclude that the planning process it's not done properly.

Another challenge in HR development is seen recruitment of adequately qualified staff and keeping them in the ministry. There is a fluctuation of staff by personnel leaving the MEM. Some personnel left the MEM unforeseen. We can say that this staff fluctuation is serious problem for the ministry and also for the government as a whole. This fluctuation is combined with a loss of knowledge and experience, which has to be compensated by recruiting new personnel, capacity building and re-allocation of tasks to the remaining personnel in the Departments. This causes a lot of work and a huge expense to the Kosovo Consolidated Budget. Also there is missing the mechanism through which assessment of the effect of offered trainings would be made. The Division for Human Resources of the Central Administration Department is supporting all MEM Departments by providing guidelines for the recruitment procedures, and by checking their appropriate implementation. The Division for HR is monitoring the Human Resources policy for MEM.

4.4. Training

As for the recruitment policy, there is no central planning for a developing a training program or co-ordination of training activities for MEM as a whole. The training and professional education is developed and implemented on Department level or sometimes on individual level, and approved by his/her supervisor, and this individual development it's not recorded to personnel records, or to individual personnel file. For organization such is MEM this is not a good way and it's not aligned with the organization development policy.

Staff of MEM, as of other Ministries, can participate in a broad range of training courses on topics related to administration in the Kosovo Institute for Public Administration (KIPA). KIPA is an executive agency within the Ministry of Public Services (MPS) and its aim is to support Kosovo Civil Service through staff training in the field of good governance, comprising management, administration, legislation human resources, budget and finances, information technologies and municipal issues. Based on the data's from HR division in MEM for the year 2005 thirty five members of staff have been trained, for the year 2006 fifty four and for the year 2007 twenty seven staff members followed trainings.

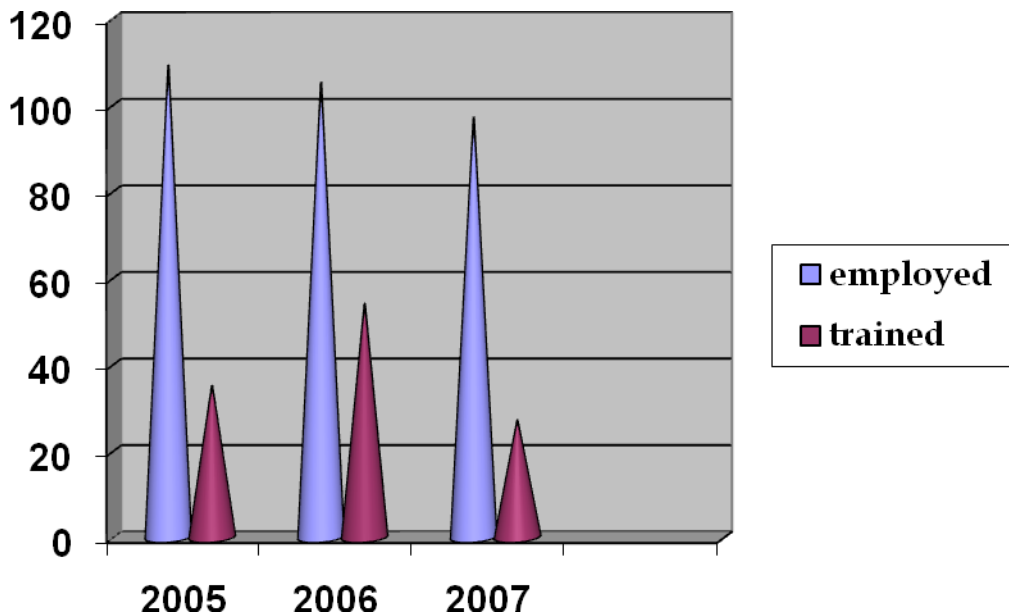


Fig. 4. The number of MEM employees trained from KIPA

The training program in KIPA included the following subjects:

- General management, effective delegation of tasks, strategic planning, human resources development
- Public information, effective public presentation,
- Human rights, gender equality,
- Public investment procedures,
- Finance management in the public sector, internal audit and control, finance review,
- Information technology, MS Project applications,
- Legislation priority development, further juridical education

4.5. Analyses of staff profiles

Based on the information for the years 2005, 2006 and 2007, taken from the Human Resource division of the MEM, I did the analysis of staff profile. This analysis gives professional background information of the current employees of MEM.

Education

Tab. 4. Qualification structure of MEM civil staff (exclusion political cabinet), 2005

Departments	University	High school	Total staff
PS Office with all offices under it	26	4	30
Central Administration Department	11	25	36
Depart for Strategy & Development	11	1	12
Department of Energy	8	1	9
Department of Minning	12	2	14
Total	68	33	101

Tab. 5. Qualification structure of MEM civil staff (exclusion political cabinet), 2006

Departments	University	High school	Total staff
PS Office with all offices under it	28	4	32
Central Administration Department	11	20	31
Depart for Strategy & Development	8	1	9
Department of Energy	9	1	10
Department of Minning	13	2	15
Total	69	29	98

Tab. 6. Qualification structure of MEM civil staff (exclusion political cabinet), 2007

Departments	University	High school	Total staff
PS Office with all offices under it	23	4	27
Central Administration Department	9	18	27
Depart for Strategy & Development	6	2	8
Department of Energy	9	1	10
Department of Minning	13	2	15
Total	60	27	86

From this analyze we can see that 70% of the civil staff of MEM hold graduate university degree diploma's and around 30% they have high school diploma's. Among the graduate University degree holders there is available a widespread Technical, Economic and Legal expertise among the MEM staff.

Previous professional experience: As result of the discrimination of Kosovo Albanians in the past, which prevented them to keep or occupy relevant posts in public administration

and private economy, there is a lack of practical professional experience gained in previous professional career.

Languages: A relatively high share of 82% of the staff has knowledge of English language, which is a good basis for exploiting further information and education opportunities available in this language. This is also a good basis for further communication and co-operation on international scale. However, some staff members indicated that they have only limited command of English language in practice. Also, 57% of staff member know Serbo-Croatian language, which is an important basis to communicate with minorities, and to use information sources available only in this language.

Gender opportunity: Human Resource Policy in MEM provides equal opportunities for men and women for staffing the positions in MEM. For this issue Central Institutions in Republic of Kosova shall follow the regulations in force in Kosova for gender equality and minority inclusion.

Section 3 of UNMIK Regulation 2001/36 on Civil Service requests advertising available posts both in Albanian and Serbo-Croatian language.

In 2004, the Assembly adopted the Law No. 2004/2 on Gender Equality in Kosovo that, in a broader sense, prohibits any form of discrimination on gender grounds. This is an important decision since it enables the establishing of an institutional framework for gender equality, like the Kosovo Government and the ministries responsible for submitting draft proposals of the Kosovo program on gender equality (including the appointment of gender equality officers responsible for coordination of the gender related issues within their respective ministries) to the Kosovo Assembly.

In addition, this Decision calls on local government bodies to set up their Offices for Gender Equality and to appoint gender equality officers. The Law also calls on the Kosovo Government to establish its Office for Gender Equality as a separate government institution, which was done in July 2005. This government body will implement and monitor the application of the Law on Gender Equality in Kosovo, as well as of any other relevant legislation, in order to prevent gender related discrimination. This office with the decision issued by the prime minister since September 2006 is now Agency for Gender Office.

The MEM has established a post for Gender Equality Officer in the Central Administration Department.

According to what I mentioned above, we can conclude that the legal ground is quite well related to the gender issue and minority inclusion, but the reality in the institutions of the Government of Republic of Kosovo is not the same.

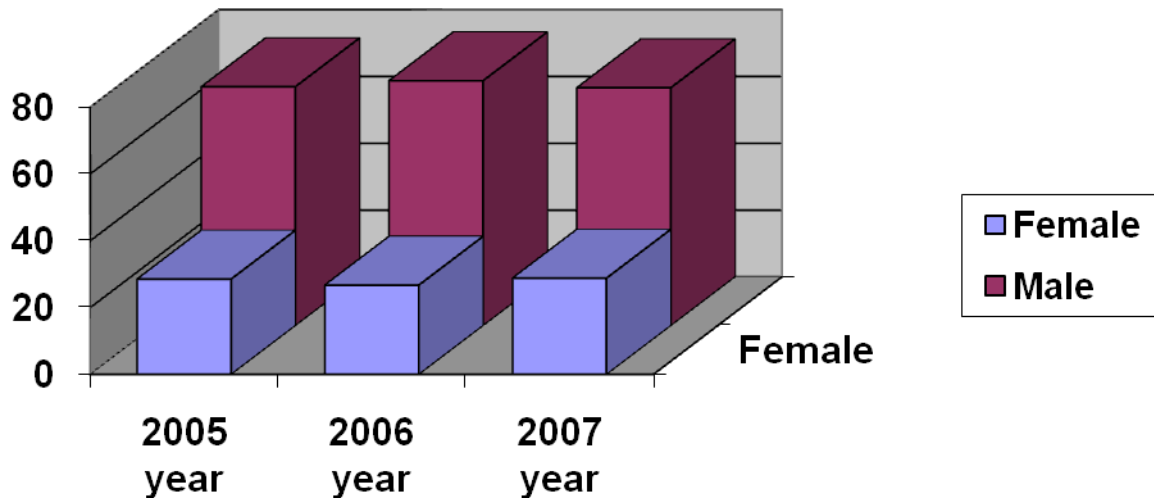


Fig. 5. The total number of employees regarding gender opportunity

In total, the share of women in the total staff of MEM is: for the year 2005 is 28.5%, for the year 2006 is 27% and for the year 2007 is 29%. This is still not meeting the objective of equal distribution of gender, but constitutes a remarkable basis for further development in such a technically oriented Ministry.

The highest share of women is in the Departments for Central Administration and the Permanent Secretary with 36% and 42%. In the Department for Strategy and Development the share is also relatively high with 33%. A lower share of women is in the technical Departments for Energy and for Mining (15% and 13%).

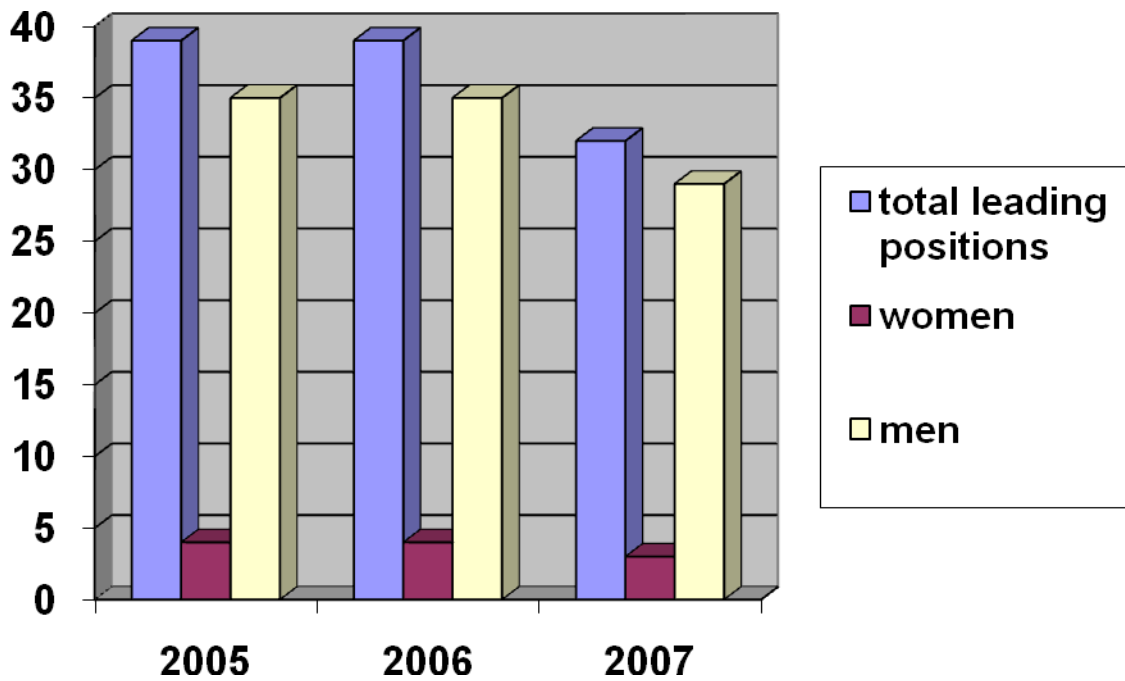


Fig.6. The total number of employees regarding gender opportunity in leading positions

Whereas the number of female staff shows a rather significant share in the administrative positions, the share of women in leading positions is only 8% in MEM. The highest share of women in leading positions is in the Department for Central Administration (40%), where is also the only female Department Director in MEM. In the Mining Department the share of women attains 9%. In all other departments are no women in leading positions.

CHAPTER V

POSSIBLE PROBLEM SOLUTIONS

5.1. Elements of management according to objectives – impacting in the improvement of management process for efficiency increase of Public Administration Institutions

Improvement in the management of institutions is a continual job. Increase of institutional efficiency can happen in a sustainable manner if the institution, in each level, is led by the principle of objectives so, when the performance is measured against achievement of objectives.

A complete definition on management according to the objectives is given by Professor Bohlander, Snell, Sherman [10], as follows:

“Management according to objectives is the philosophy of management that assesses performance basing on achievement of objectives from each employee, objectives these, which are set in agreement among employees and manager.”

I think that this should be one of the principles also in the public governance. This way can be provided full commitment of each employee in achievement of objectives of institution after these objectives have become his as well in agreement with the leaders of institution. This is an approach that makes the employee true part of duties and obligations of the institution, gives him/her power and authority, makes him/her part of result, and appreciates and awards him/her basing in this result.

Management by Objectives is a collaborative process whereby the manager and each subordinate jointly determine objectives for that subordinate ⁷[30]. MBO gained recognition in 1954 with the publication of Peter Ducker’s book “The Practice of Management”, ISBN 0060110953 ⁸[31]. To be successful Management by Objectives (MBO) programs should include commitment and participation in the MBO process at all levels, from top management to the lowest position in the organization. Objectives can be set in all domains of activities (human resources, finance, services etc). Some objectives can be collective, for the whole departments or the whole organization (ministry), or there

⁷ http://ollie.dcccd.edu/MGMT1374/book_contents/2planning/perf_objectives/perf_obj.htm

⁸ http://en.wikipedia.org/wiki/Management_by_objectives#cite_ref-0

are others objectives which can be individualized. Based on the International experience of other countries it's demonstrated that when top management is committed and personally involved in implementing MBO process, they significantly improve performance. This finding is not surprising when one considers that during the MBO process employees determine what they will accomplish. After all, who knows what a person is capable of doing better than he does? Objectives are the driver of planning processes. It is imperative that top managers the intention of their goals to facilitate middle and lower management's effective translation and implementation of them. Objectives guide managerial activities such as budgeting, the development of action plans, staffing, and the purchasing of equipment. The organization's success ultimately depends on the combined outcomes of its objectives.

The scheme of MEM's conception on the management process according to objectives follows.

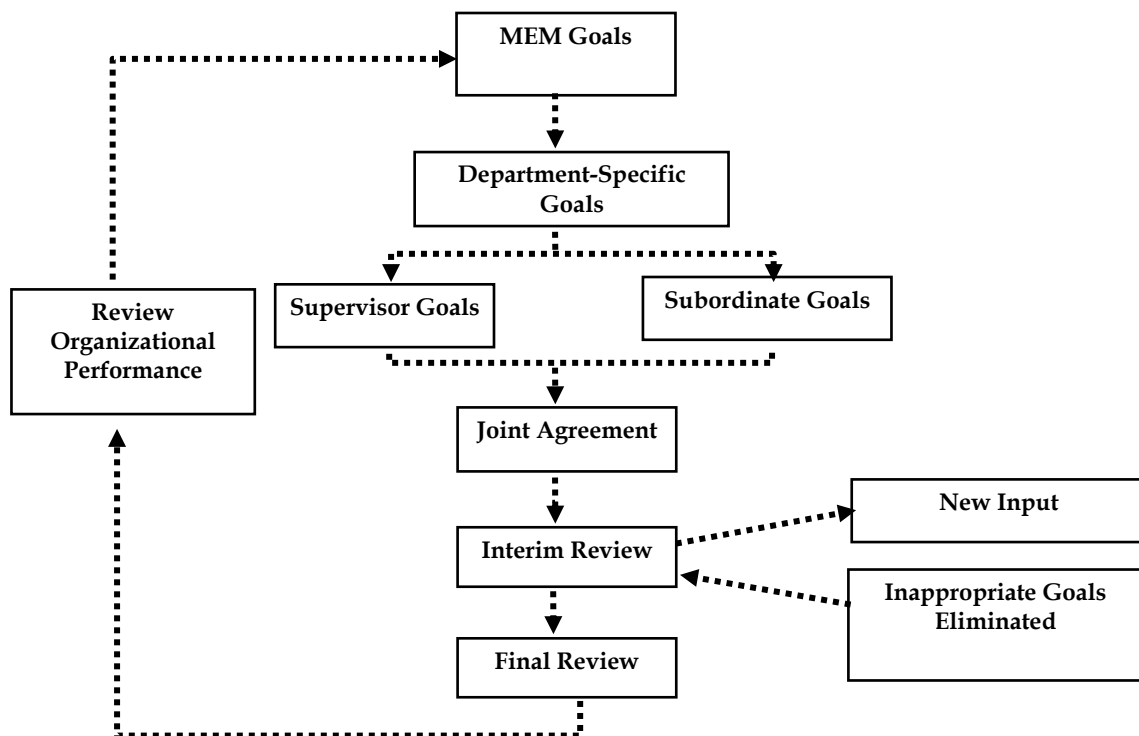


Fig. 7. Proposed scheme of conception of management process according to objectives.

Based on “Managing Human Resources” © 2001[10],

In order to enable management according to objectives, firstly a spirit of mutual co-operation and trust among leader/manager and employee should be established. A program should be made with the purpose of recognition of purposes and objectives to be achieved. As it is evident from the figure 2 below, the following should be aimed (i) capacity for advanced work of the employee, (ii) better knowledge for accomplishment of objectives (so, necessary and continual qualification), (iii) lower costs for achievement of objectives, (iv) On time and precise achievement of duties, and (v) elimination of problems that could be encountered during work and later. All this can be achieved after a close co-operation among leaders and officers that he leads.

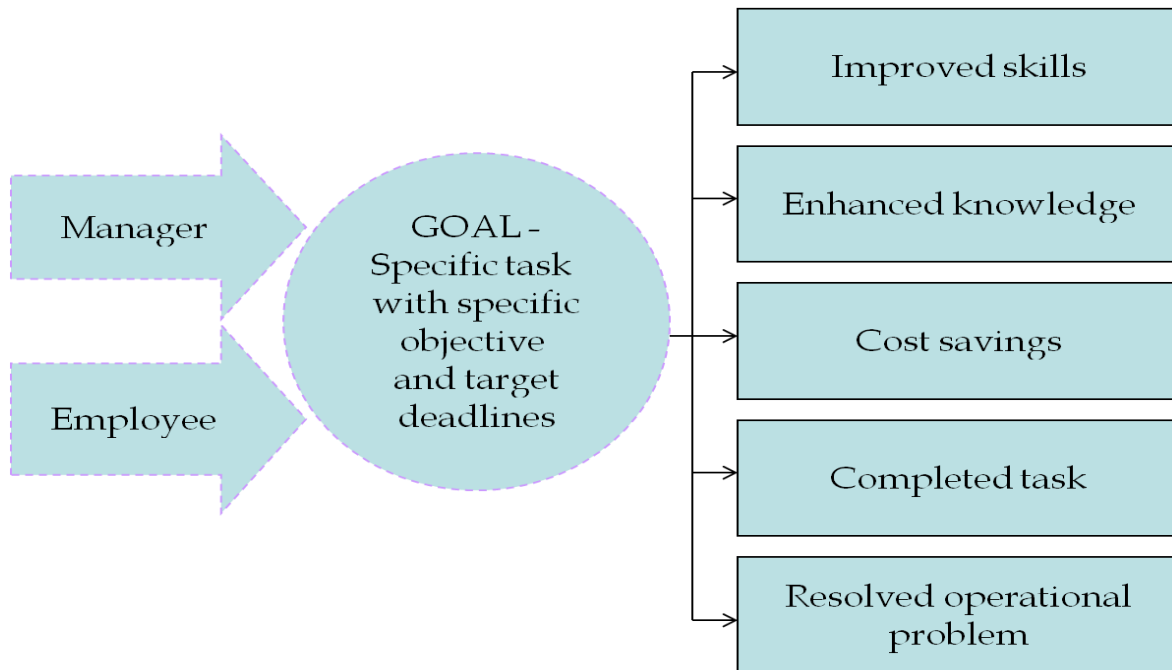


Fig. 8. Important elements of managing by objectives [10]

Another element of importance that should be considered is the fact that objectives are achieved in the right way only when aims are coordinated in all levels such are for example:

1. MEM Goal
2. Department Goal
3. Employee Goal

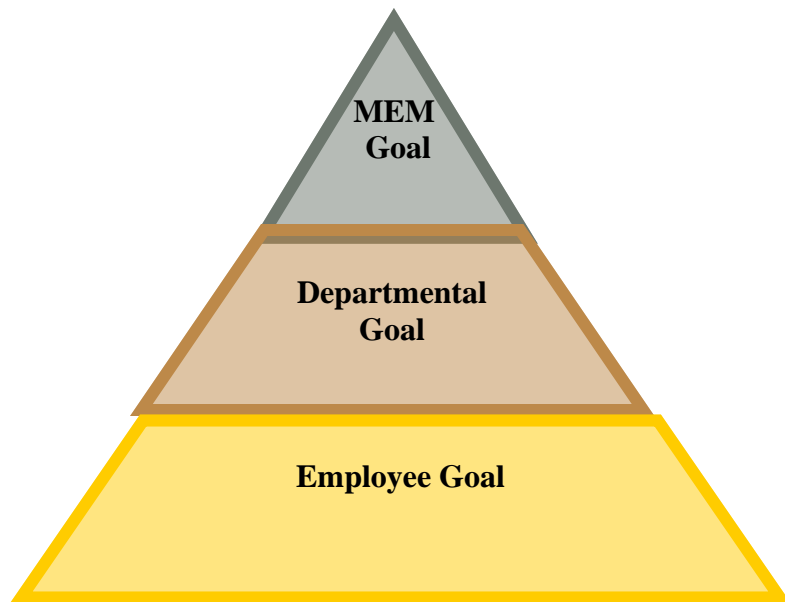


Fig. 9. Matching managers and employees goals, adopted from [22]

All these different levels goals need to be aligned in order to have effective results goals of different levels.

Simply said an objective is a statement of what is to be done and should be stated in terms of results. Objective we can write with **SMART** (It means that the objective should be **S**pecific, it could be **M**easurable, **A**ttainable, to be **R**esult-oriented, and to be **T**ime-limited setting deadlines for objective) [31].

Mention principles above are kept in consideration in my proposal on reorganization of MEM with the purpose of performance improvement by being better oriented towards achievement of institutional objectives.

5.2. Forms of organizational structures

International and local experience on manners of organizing of businesses and institutions can be summoned as in the following.

1. **Organizing according to functions.** This manner should be effective for management of public institutions. In this manner of organization it is important to consider necessity for horizontal co-ordination at the functions managing level. The functions reflect the nature of the business. The advantage of this type of grouping is obtaining efficiencies from consolidating similar specialties and people with common skills, knowledge and orientations together in common units.

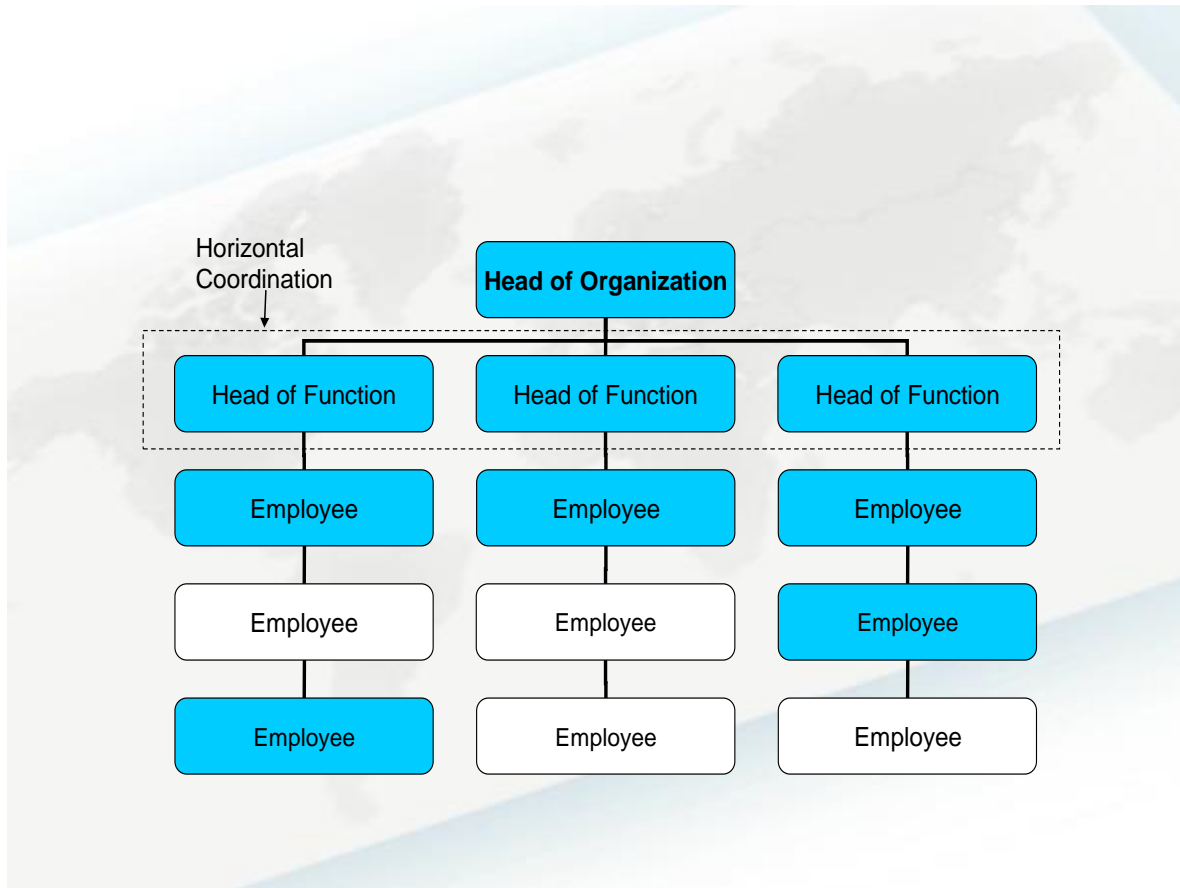


Fig. 10. Functional organization [11], [12].

In white are shown employees that for different reasons (in a real situation) are temporary engaged in duties/projects that are not directly linked with the functioning of the

department and daily structure responsibilities, for example department. Concrete case is when an employee for a determined period engages to work in a working group, a thing that usually happens.

2. Organizing on project bases. This model of organizing is usually used by scientific research institutions, or organizations that offer consulting services or prepare different projects. This scheme is used also in business when it's about an enterprise that works on project bases for products or services.

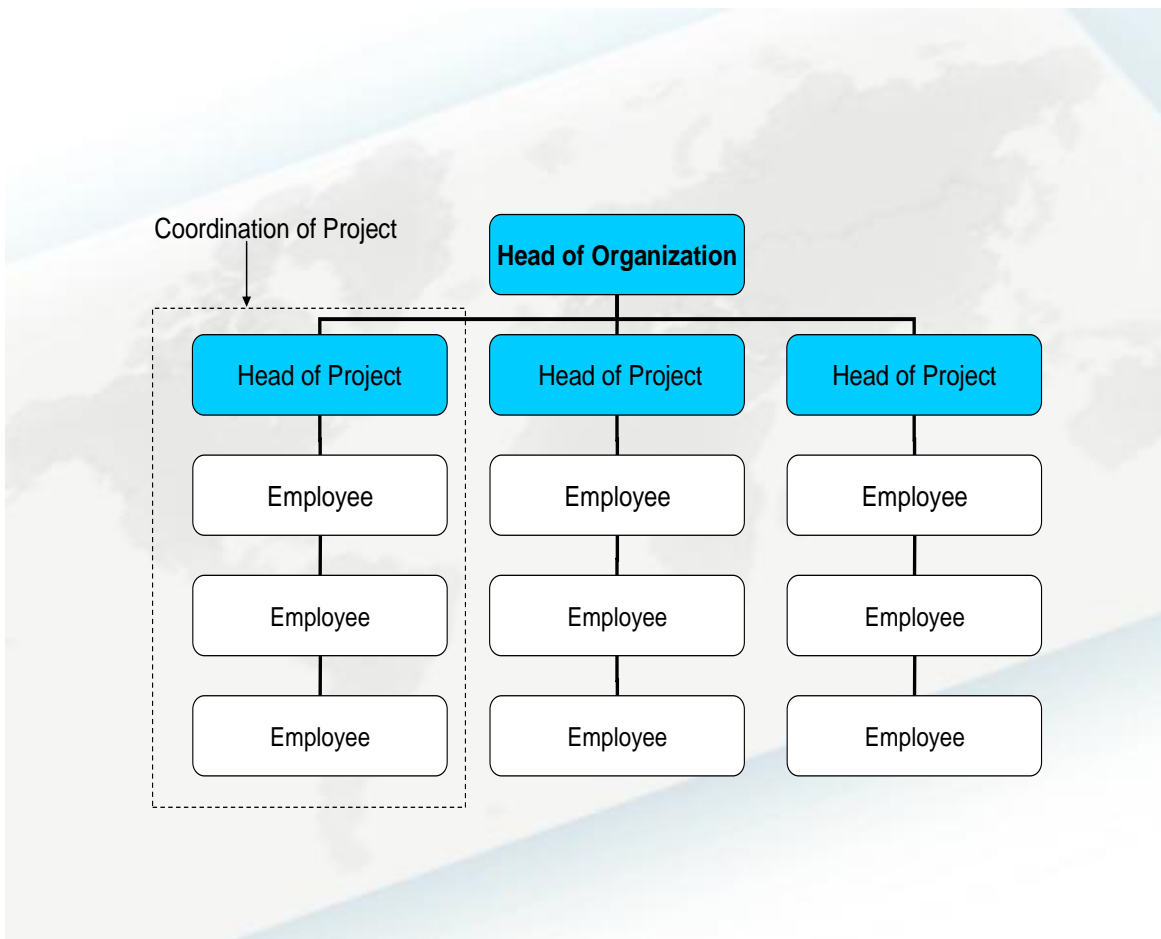


Fig. 11. Project basis organization [11]

3. Combined organizing. This manner of organizing is being used always more and more also in the public central institutions that are engaged in implementation of projects financed by donors and governmental budget. It is successfully used in a number of

countries including Albania. MEM also, at last, it seems that it should consider approximately this scheme because it is commissioned to implement the big project of private construction and investment of the new plant Kosova C and opening of new Sibovc mine.

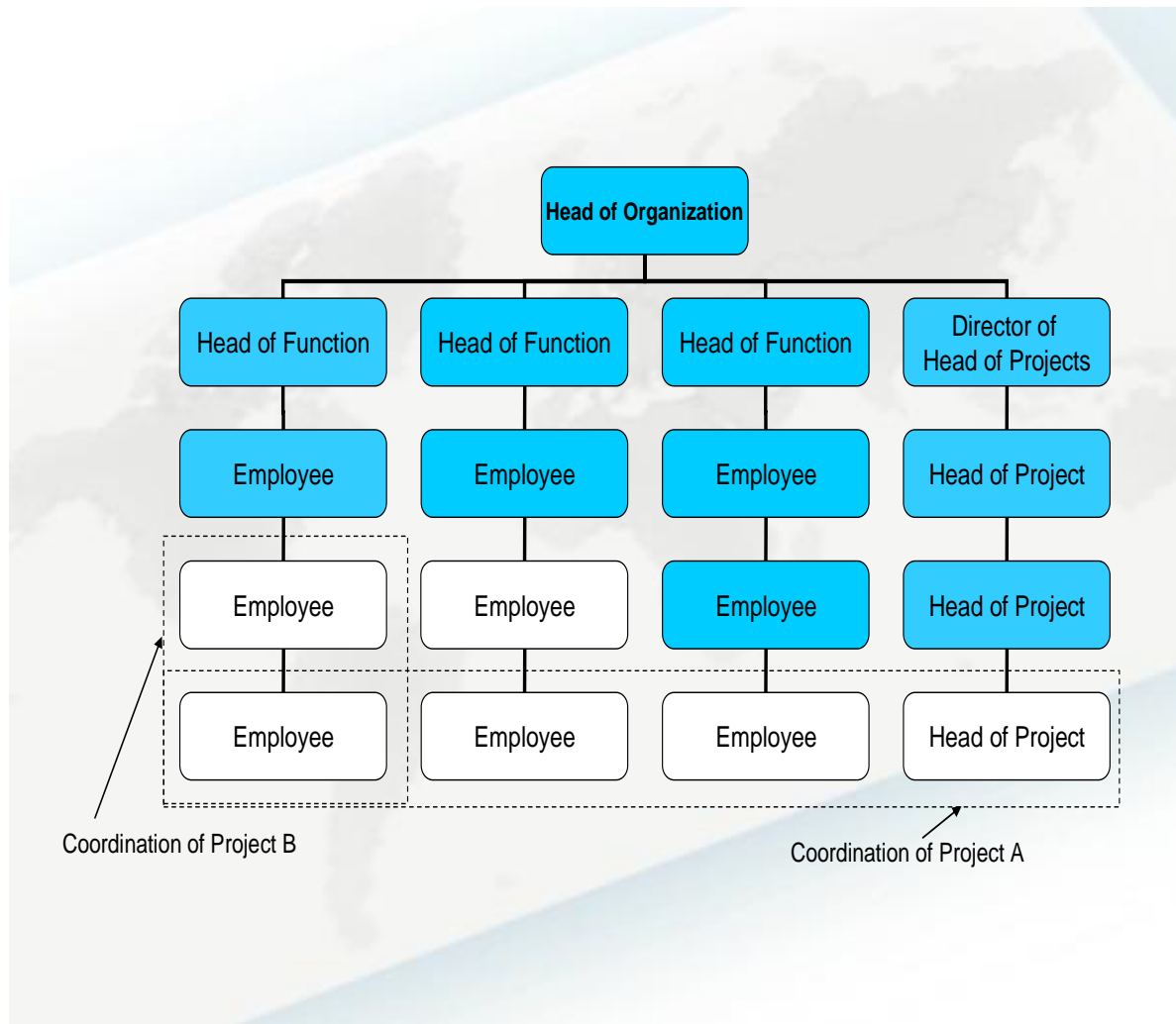


Fig. 12. Combined organizational scheme

5.3. Proposal on restructuring of MEM with the aim of performance improvement oriented by achievement of objectives

We can say that Organization is a tool to reach a goal. As we said before in chapter two a lot of public institution (Ministries) they do not update their vision, mission. The most

important thing for the organization to have a success in fast changing environment is that they have to reconsider strategy and goals but also qualifications available, properties, needs and environment. This means that changes in organization are to be done best after finalizing a strategically process. During this period an analysis of strengths and weaknesses has to be done. When we do the process of the reorganizing of our ministry we need to work out or to clarify the organizations' vision, strategy and business plan, and not just to work out but also to be able to communicate it, to explain it and to defend it when necessary. When we do the reorganizing of the organization we have to consider and make sure that also the staff would be integrated to the process. This is important because they need to understand why it's important to do this reorganization to be able to understand the vision and the ways we want to reach it.

A key issue in accomplishing the goals identified in the planning process is structuring the work of the organization. The purpose of the organizing function is to make the best use of the organization's resources to achieve organizational goals.

Basing on experiences, analyses, assessments, conclusions presented in the above sections I will propose further the work that has to be done at the Ministry of Energy and Mining on reorganizing the institution in order to be able to accomplish the work for realization of responsibilities and duties in accordance with functions commissioned by legal acts [1], [2],

The aim is:

- 1. Each structure of MEM to be clearly in a function of one function or responsibility, which is determined by MEM*
- 2. Each structure to have clear functions and responsibilities in order to identify and accomplish its work.*
- 3. Each structure being able to identify and engage the best possible specialists for accomplishing defined functions and responsibilities. This is possible when there are clearly known and identified functions and responsibilities.*

5.4. Clear definition of duties and responsibilities for main functions- necessity for achieving work performance and orientation towards achievement of objectives

A number of job positions remain to be filled in the MEM. In order to determine the descriptions for these jobs and the characteristics of the people who should be hired for them it's important to clearly define Job Analysis. This Job analyze define produces information on the job's activities and requirements. This information then can be used for developing job descriptions (what the job entitles) and job specifications (what kind of people to hire for the job).

We can say that Job analysis information is the basis for several human resource management activities (for example, information regarding the job's duties may be the basis for creating training programs, and information about the human traits required to do the job are used to decide what sort of people to recruit and hire[13].

As it is known that job analysis provide the bases for writing a job description which is a written statement of what the jobholder does, how he or she does it and under what conditions the job is performed. This information is used to write a job specification that lists the knowledge, abilities, and skills needed to perform the job satisfactorily. We can mention here that a Job requirement has a relationship to other HRM functions such are: recruitment, selection, training and development, performance appraisal, compensation management, labor relation.

International practice, but also the practice of the countries in the region as Albania and Macedonia shows that it is necessary description of each work place. This is achieved through preparation of inner regulations of central public institutions functioning, including ministries and agencies.

The Ministry of Energy and Mining (MEM) is an executive branch, established by UNMIK Regulation No. 2004/50. Under the Minister's authority, the MEM is responsible for drafting and implementation of Government policies in the field of energy and mining.

The organization and activity of MEM is based on UNMIK Regulations, laws and bylaws in force, and is based on the present Administrative Instruction (AI) nr.08/2008 on organizing the ministry and its operation field, but this Administrative Instruction it's not complete because there are missing job analysis for all positions that has to be filled. Job analyses are only on departments and divisions level. We need to have on mind that even if our ministry is a good organization it should be described very clear and structured to

everybody , and even after a some time it will appear the need for moving and changing the ministry's structure, and this structure it has to be opened for improvement and changes. This reorganization demand when it's appeared, we firstly need to define MEM's vision, strategy, potential and possibilities and after that we have to look how to organize the ministry to reach the goals best. Another thing that has to be considered when doing the reorganizing of MEM is the integration of staff. This integration could be reached by convincing and explaining them the MEM's vision and the tools and ways are needed to reach it. In MEM we need to establish the Management system that refers to what the ministry does to manage its activities in order to meet the objectives.

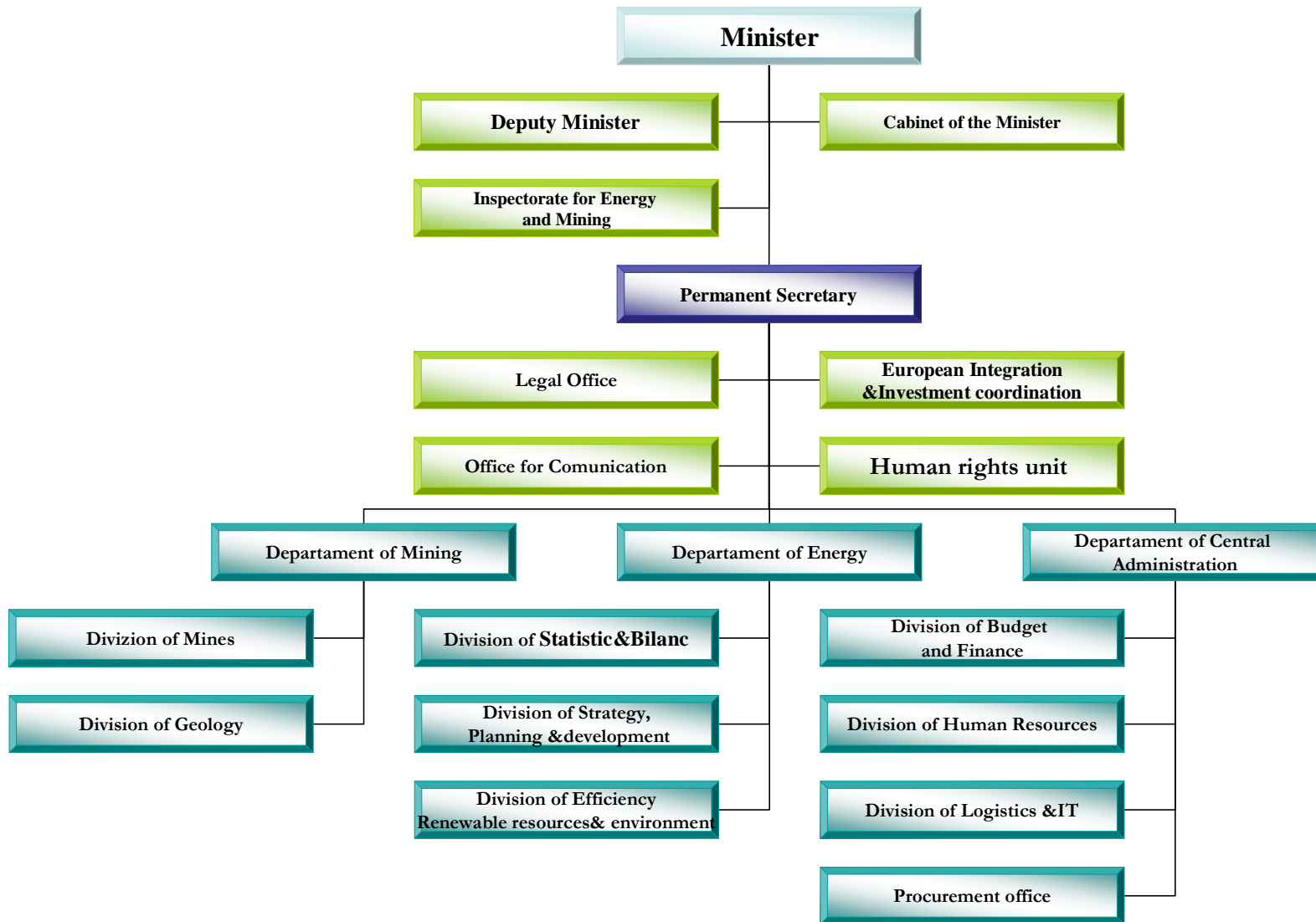


Fig . 13. Proposed scheme for MEM

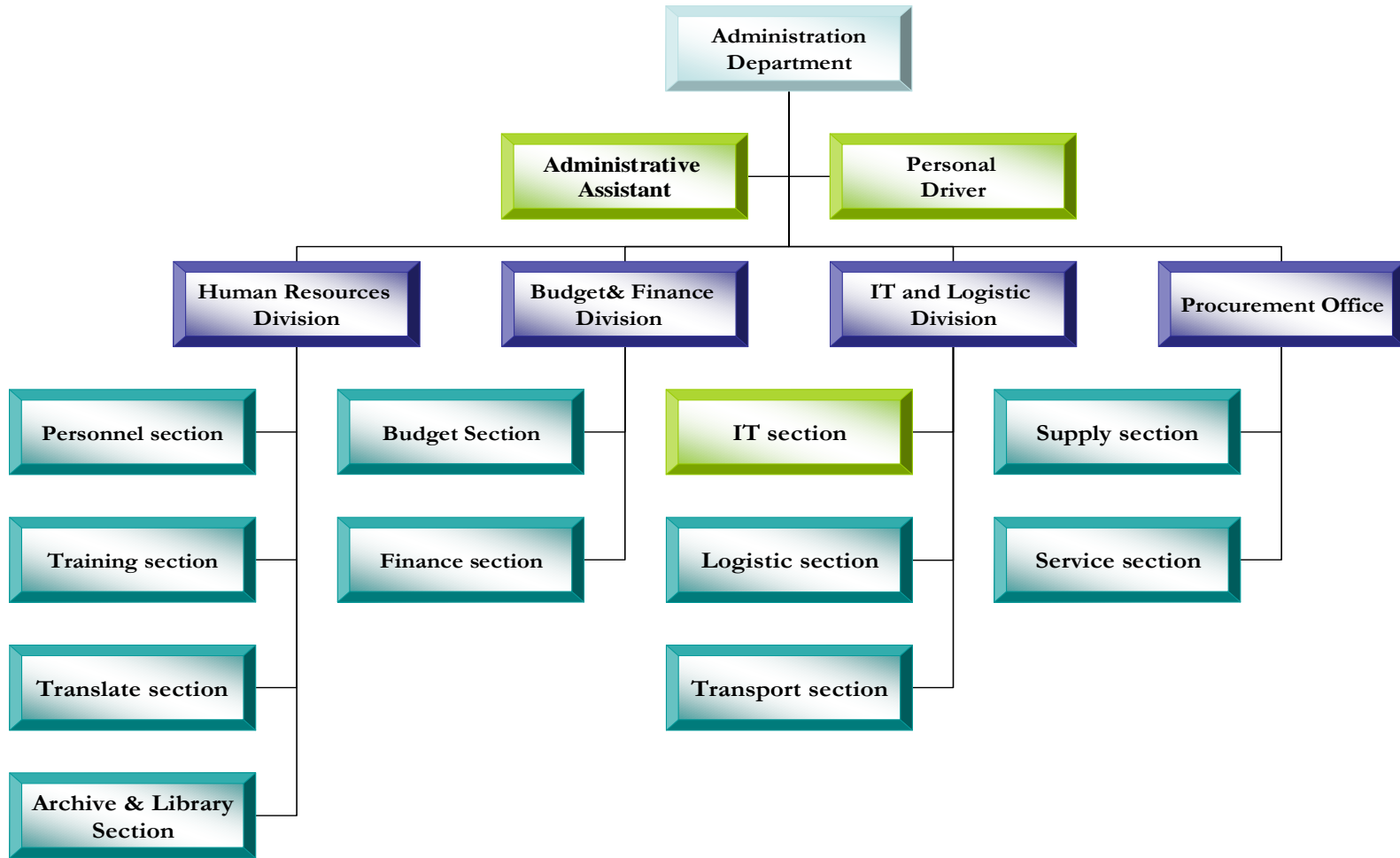


Fig. 14. Proposed scheme for Administration Department

From the above schemes the total number of employees is the same as it is in the current organization structure that ministry operates with It., but this structuring is different from current because of:

- ◆ First, the number of departments is the same three, but we have less directors of offices, less leading positions from 3 directors of offices we have just heads of offices and that less from 7 to just four offices.

Advantages:

1. With this structure we could realize better supervising and control system;
2. Communication superior-subordinate is faster, because one manger has fewer subordinates.
3. We have less financial cost because we have fewer managers; currently we have 4 directors and 7 manager offices more.

5.5. Communication and reporting

Communication form is an important tool of organizational performance. But, sometimes in organizations the employees complain that managers do not communicate well or enough with them. The employees working for the government (in the ministries), believe that they would be more productive if communication between management and workers would be improved, and if they would be more involved in decision-making. This conclusion we can link with saying that it's important to remember that: "if you tell people something they will forget, if you show them they will remember, and if you involve them they will understand." [14].

The most effective way to improve communications is that managers need to hold meetings with all employees which are under his or her direct supervision, in which meetings ideas can be exchanged. When employees become convinced that meetings will be regularly and that management sincerely wants employees to talk and that give their suggestions serious attention, they will speak out.

A good example of the effects produced by clearer definition of duties and responsibilities and streamlining of communication and reporting procedures within

the MEM is presented in the proposed reorganization of the Office of Cooperation with Donors and Investors (or the new proposed name for this office – Office of Cooperation and European Integration, [15]). Regarding the flow of information and preparation of memoranda for private investors.

In order to increase the Effectiveness of The Office for Cooperation with Donors and Investors (OCDI) through streamlining the flow of information and assigning responsibility for the preparation of information and memoranda for private investors, it is proposed that within the MEM:

- ◆ Department of Mining, Department of Strategy and Development, and Department of Energy shall inform and keep informed the OCDI of all relevant policy developments.
- ◆ Department of Mining, Department of Strategy and Development, and Department of Energy shall provide all information needed for the OCDI to fulfill its function.
- ◆ The OCDI shall keep the relevant MEM departments informed of its new and ongoing contacts with and subsequent requests for information from potential investors.
- ◆ The OCDI will collect and prepare specific information memoranda on issues relevant to potential investors and distribute these information materials to the MEM departments for review, prior to approval by the Minister.
- ◆ The OCDI will serve as the MEM's "one stop service" point of contact for investors.
- ◆ The Permanent Secretary of MEM will ensure that OCDI is able to fulfill this function effectively.

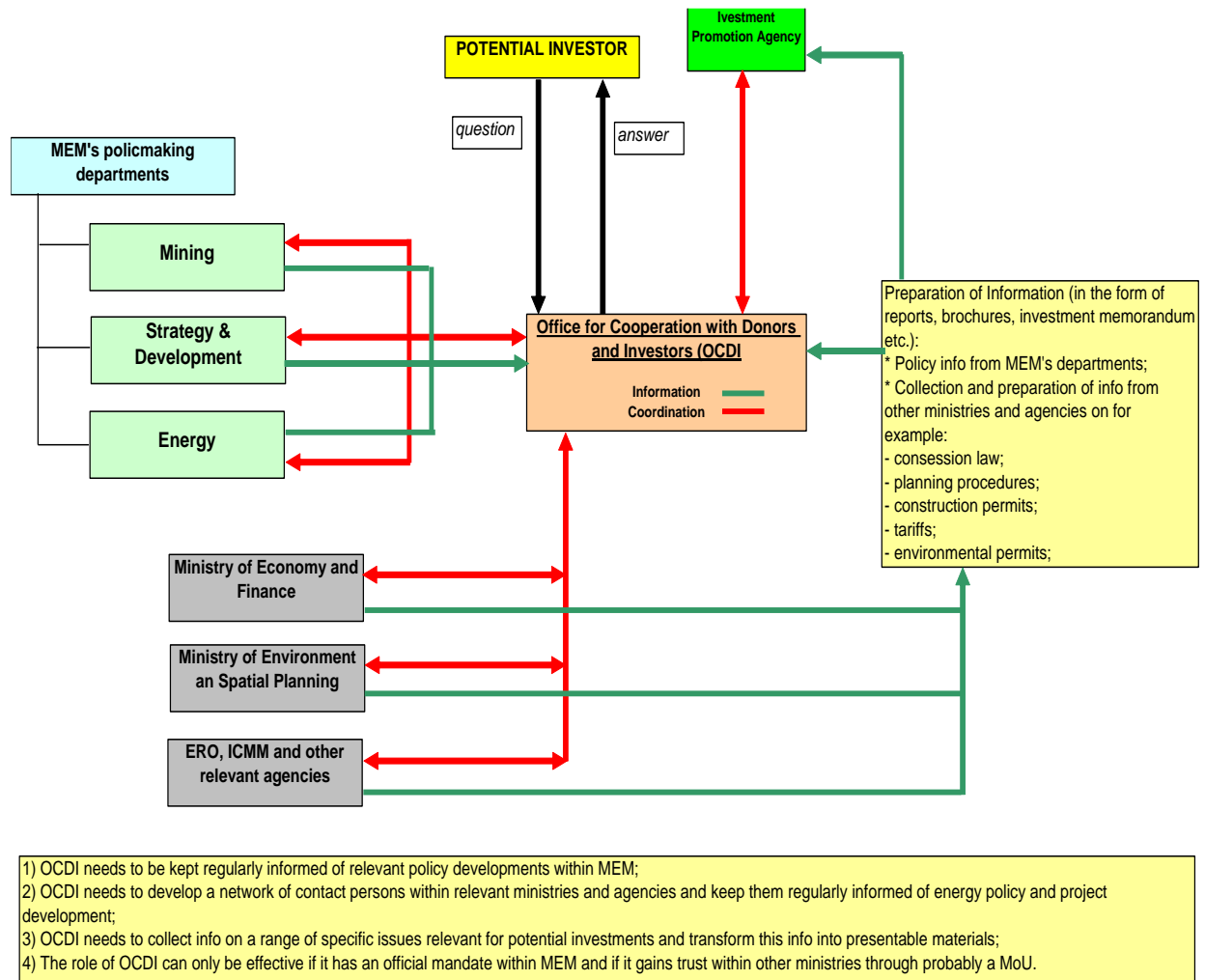


Fig. 15. OCDI serving as ‘one-stop-service’ for private investors in the energy and mining sectors [15]

5.6. Allocation of Human Resources

A personnel planning is the process of formulating plans to fill the employer’s future openings, based on:

- Projecting the positions that are expected to be opened, and
- Deciding whether these will be filled by inside or outside candidates, [13].

Developing personnel plans requires three forecasts: one for personnel requirements, one for the supply of outside candidates, and for the supply of inside candidates. To predict the need for personnel, first it’s needed to project the demand for the service.

Next step is to project the volume of services required to meet these estimates. Finally, relate personnel needs to these production estimates.

Convenient allocation of human resources available constitutes an important assignment. This requires not only selection and appointment of those that fulfill requests of each work place but they should also have duly motivation for accomplishing the duty. This motivation is financial (salary) but also non-financial that links with how much Ministry offers for further professional building and qualification of employee.

Perfection will be in center of attention but will have to admit that under our conditions perfection is still far. It is important that main principles are kept under consideration.

On the case of MEM, where the allowed number of employees for the year 2008 is 123, allocation of human resources for each department, division and office is proposed from our ministry and approved by Ministry of Economy and Finance, and altogether the Kosovo Budgeted Consolidation for the year 2008 is approved by the Assembly of Kosova.

CHAPTER VI

SELECTED SOLUTION AND DETAILED DESCRIPTION

Appropriate structure and employment of proper specialists for fulfillment of functions and duties for each structures of MEM (or any other ministry) it's not overall issue.

International experience of development countries, even those developed countries, tells us that this development should be accompanied by entire-inclusive program/integral program for continuous qualification of staff [24]. This is not only that everyone knows everything what's needed for working position that he or she holds, but this is because the world progresses and changes in aspects of science, technology etc., and whole this is interconnected with each working place in Ministry. For this reason MEM should prepare a medium term program for increasing capacities of its staff, so we can say that the mission of our organization it should be to develop its staff through on the job training, courses and participation in management development projects. This program should be done as soon as possible and serve as a guide for MEM needs in aspects of increasing human resources capacity for medium- term period. The proposal on this program is given in the MEM [23], but this program it's not being implemented.

Main elements of MEM program for increasing human resources capacity will be presented in below sections. The program should begin with analyses of current situation of available human resources and end with identification of further qualification needs with an integral approach interweaving qualification in class through work and exchanging experience with other countries.

6.1. Methods and procedures applied for recruitment process and further development of human resources.

a. Recruitment

Recruiting is a complex activity. The overall objectives of institutions or organizations Recruitment Policy is to provide institutions with the right person for

the right job, as well as to attract and retain the best qualified and experienced candidates. Hiring the right person means more than just securing the employees who possess the knowledge, skills and abilities required to perform a job that is asked from him/her but also means that he or she must be able to acquire new knowledge and skills as job and environment changes (requires). Hiring the right employees is important for ministry for several reasons. First, the managers' performance who recruits the staff will depend on staff's performance. (If staff's performance is good than also the manager's performance will be good or otherwise if staff's performance is bad than also the manager's performance will be bad). Employees with the right skills and attributes will do a better job for the organization. Employees without these skills will not perform effectively, and for this reason the ministry's performance will suffer. In order to ensure the highest standards of efficiency, competence and integrity, the employment should be made on the basis of merit, demonstrated competencies and performance and through a competitive and transparent recruitment process. When there are enough personnel in the ministry, the best source for filling job vacancies, and the best practice that we should use, is using the internal sources of candidates for recruitment. But, in the case when internal candidates may not be sufficient to fill the recruiting needs, then we (ministry) will look for the outside sources. I will mention here that MEM is limited to recruit new personnel from outside because MEF limited budget allocation for the year 2008. For this reason MEM when it's needed to fill job vacancies the best solution is to use the internal sources, here I think internal sources from all the ministries in the Kosova Government. Vacant position to be advertised only in the intranet of the government. MEM should have a central planning for the Human Resources development, more detailed planning about the all foreseen positions. The missing of the detail personnel planning I consider as the gap of the organization, because then the structure of the ministry (organogram), is variable according to the will of heads of departments or Permanent Secretary, or also even the will of the political leaders of the ministry. This detailed planning has to be also a hard copy, or to say a book as a guide for the future works in the ministry and also to be published in the Web page of the MEM. This has to serve as a rule and according to it the MEM will function. This doesn't mean that it's rigid, but when the circumstances in the organization changes then it will appear the need to be updated.

Based in the organizational structure of MEM and the Administrative Instruction MPS/DSCA 2003/01 Recruitment Procedure, the request for recruitment authorization it has to be done by the head of department. The request for recruitment authorization should state the reason for recruitment; budget evidence for the working place, whether or not the new post is included in the Ministry's personnel plan. The job description should be attached to the request. The Permanent Secretary shall make a decision whether to advertise a recruitment competition or not. The entire recruitment process, Job descriptions of duties and responsibilities, job advertisement, as well as collecting applications should be managed by the Human Resource division. This because human resources personnel is more competent and more informed about the all processes and rules that needs to be followed for the Civil Service, and this way the mistakes during the recruitment process could be avoided. After the advertising process has been closed, Personnel Manager in cooperation with head of the office or head of the department where the vacant post is, nominates the selection panel for staff recruitment. For the all decisions and steps during the recruitment process its needed final approval by the Permanent Secretary of MEM. The key task of human resources division of the Central Administration Department it's to support all MEM Departments by providing guidelines for the recruitment procedures, and by checking their appropriate implementation. The Division for HR is the focal point of MEM by monitoring the Human Resources policy.

b. Recruitment of adequately qualified staff

Essential or Core assignment for proper functioning of Human Resource Management is providing the organization with adequately qualified staff. As we explained before how is done the recruitment process in the MEM we can say that a hard work is done through a series of activities during the process of recruitment and selection, just because that at the end of recruitment process to have the right person for the job.

Finding it hard we can link it also with the special history of Kosovo which included a period in which Albanian Kosovars were dismissed from posts in public administration and private enterprises lead to a lack of candidates who have the required practical professional experience as formulated in the job descriptions. Furthermore, the low level of payment offered makes it difficult to compete with jobs offered by private enterprises or other organizations for qualified personnel.

c. Training

Training refers to the methods used to give new or present employees the skills they need to perform their jobs. In implementing the organization's (MEM) strategic plans and in organizations' performance management process, training should play an increasingly vital role. Training is a part of Performance management. To remind that Performance management means taking a systematic approach to training, appraising, and rewarding employees so that their efforts make sense in terms of the organization's needs and goals. [16]

Training is essential part of the organizations mission quality. It is part of the new concept of Best Practices that will not come true without active training and active learning - by the organization and the individuals - those who train and those who learn.

Through qualitative training is targeted to building up the capacities of civil servants of MEM. The MEM needs to build up a powerful, accountable, professionalized public administration according to international standards.

Tab. 7. Key Factors Influencing Training Program Success – Deming's circle

<ul style="list-style-type: none"> • Plan <ul style="list-style-type: none"> ➤ Establish a structured linkage between the organization's strategic mission and the goals of training and development initiatives. 	<ul style="list-style-type: none"> • Check <ul style="list-style-type: none"> ➤ Evaluate training results by measuring participant reactions and responses to behavioral exercises during the training.
<ul style="list-style-type: none"> • Do <ul style="list-style-type: none"> ➤ Select specific training program content and choose an appropriate training method to deliver the content. 	<ul style="list-style-type: none"> • Act <ul style="list-style-type: none"> ➤ Determine how sustain and enhance the role of training and development in the organization.

As it is shown in table 7, in order to have a success the training programs are needed to be developed, those getting closer to the objective for preparing specific trainings which has to be part of the MEM's strategy in the future. This experience with designing, developing and delivery of training activities would be characterized by:

1. Training subjects would be selected based on departments needs. Department managers will decide on the subjects for training after consulting their respective staff;
2. Training materials should deal with real life situations, and challenges MEM faces in discharging its responsibilities
3. MEM staff should actively participate in workshops and training sessions. To be more prepared they need to receive training materials in advance having enough time for preparing themselves for their active participation during training sessions.
4. At the end of each training session it's too important that every participant to be requested for feedback, comments and recommendations to training organizers/facilitators. The aim of this activity would be improving the training delivery process.

6.2. Proposed human resources Policy

6.2.1. General dispositions of human resource policy in Kosova

All ministries of the Government of Kosovo have to work in conformity with the UNMIK Regulations, laws and bylaws in force all legal and sub legal acts for Public Administration which has been approved from Provisional Institutions of Self Government and United Nation Mission in Kosovo, and which regulations determine or set policy targets for Kosovo Civil Service.

Although the Kosovo on 17 February 2008 declared it's independence and the Constitution of Republic Kosovo is in force and effect since 15 June 2008, all UNMIK Regulations for Public Administration continues their enforcement.

The UNMIK Regulation No. 2001/36 "On the Kosovo Civil Service" [4] includes the basic principles which shall govern the human resources policy. This regulation defines:

- Section 2: Governing Principles,

- Section 3: Terms of Employment
- Section 4: Political Activity
- Section 5: Industrial Action
- Section 6: Code of conduct

On the basis of the UNMIK Regulation No. 2001/36 “On the Kosovo Civil Service”, derived the Administrative Direction No. 2003/2 and a series of detailed Administrative Instructions relevant for human resources policy, which were issued in 2003 by the Ministry of Public Services:

- Recruitment Procedures nr. MPS/DCSA 2003/01;
- Contract Procedures nr. MPS/DCSA 2003/02;
- Probation Procedures nr. MPS/DCSA 2003/03;
- Disciplinary Procedures nr. MPS/DCSA 2003/04;
- Appeals Procedures nr. MPS/DCSA 2003/05;
- Termination of Employment Procedures nr. MPS/DCSA 2003/06;
- Job Description Procedures nr. MPS/DCSA 2003/07;
- Job Assessment Procedures nr. MPS/DCSA 2003/08;
- Working Hours and Attendance nr. MPS/DCSA 2003/09;
- Leave Procedures nr. MPS/DCSA 2003/10;
- Personnel Records nr. MPS/DCSA 2003/11;
- Equal Opportunities nr. MPS/DCSA 2003/12;

Each of these Instructions comprise in tabular form detailed description of all actions, subsequence of steps to be taken, allocation of responsibilities and linkage to other steps or directives. General dispositions of human resource policy in Kosovo, as it's shown here are quite well based, only recommendation here we can add just to enforce the implementation of it, to be consistent in enforcing the legal acts, especially, on equal employment opportunities

6.2.2. Policy Paper on cross-cutting issues: Gender Equality and Minority Inclusion

a. Policy on gender equality in MEM

Proposed policy on gender equality for MEM it has to be designed in fully accordance with the Kosovo Strategy on increasing the number and improving the position of women in the PISG [17]

As I mentioned before in the previous chapter, MEM has not yet fully achieved the target of 40% of female staff in all Departments. The actual share of women, including posts of all levels, is 27 %. Regarding the share of women in the leading posts, it is 8%.

The goal of achieving a share of 40% of women in the MEM staff could be achieved only if enough female candidates for positions are available with the same or better education and professional experience than male candidates. However, this requires the increase of the share of women in the proceeding education and qualification institutions, starting from school to university.

Whereas the acquisition of skills and knowledge of women in administration, communication, research and finance has progressed rapidly, the development in the more technical areas has still to overcome long-term traditional orientations and barriers. It will still take more time until women attain equal share in engineering education.

In the selection of the best candidate, the goal of achieving the equally balanced ratio of gender cannot prevail over the need to hire best qualified and experienced staff.

The MEM should continuously promote the professional career of women by encouraging and supporting in further training and professional education, including technical and engineering areas.

b. Policy on minority inclusion

The objective is to achieve a representation of minorities in the civil service of Republic of Kosovo which reflects their share in the population. Currently (31/03/2008), from a total of 94 staff members in MEM 3 persons are from minority groups: Serbs (0) and Turks (3).

The HR Division is continuously monitoring the share and participation of minority groups in MEM.

The share of minority group representation in MEM is 3% in total, which is not fully meeting the objectives. However, there is actually a lack of reliable data on the current ethnical composition of the total population in Kosovo to evaluate precisely the share of minorities. The policy on minority inclusion is more *Affirmative action*, this action are steps which requires the employer (ministry) to make an extra effort to hire and promote those in a protected group (especially Serb minority).

Therefore, the current HR policy of MEM aims at increasing the share and offered special conditions to staff members and candidates from minority groups to overcome possible barriers for their engagement in the Ministry, e.g. by providing transport opportunities to bridge the distance between the Ministry location and the areas of residence.

The MEM should continue all efforts to provide equal opportunities to persons from minorities in Kosovo, and implement all rules and procedures prescribed by the Laws on Anti-Discrimination and on the Civil Service.

6.3. Policy, Vision and Objectives

The aim of this policy is to enable the MEM to recruit, maintain and retain a resourceful, highly motivated, developed and enterprising human resource base; that will ensure the provision of the highest quality of services to its citizens. Training development represents an ongoing investment in employees and realizes that employees are assets with value.

6.3.1. Objectives of Training Policy

The most important thing, after we have identified the training needs, is to set the concrete and measurable training objectives. This is important thing to do because by this training objectives set, will be specified what the trainee should be able to accomplish after successfully completing the training program [13]. In MEM this training policy shall ensure the establishment and maintenance of strong human

resources to plan for, and regulate the energy, minerals and coal exploration sectors; while ensuring reliable and sustainable resources required for national consumption and development. In line with the public service training policy and industry best practice this human resources plan aims to address the following objectives:

- Enable the MEM to equip itself to respond to the demands presented by the changing policy environment, by providing Ministry personnel with the requisite regulatory, policy formulation and negotiation skills;
- To put in place a practical strategy for keeping public officers up-to-date, with respect to the technological innovations affecting their sectors;
- Enhancing professional skills and knowledge in order to address the MEM's mandate, by imparting skills required for information analysis and dissemination, together with promotion of sectorial investment opportunities;
- Ensure efficient and effective utilization of resources spent on training in the Public Service;
- To advocate the use of other training techniques besides formal / classroom type of training;
- To follow the concept of the **Learning Organization**, within which learning is a continuous process and all Public Civil Servants are supported to fulfill their potential and perform to the maximum of their ability.

6.3.2. Beneficiaries

From this training policy will benefit the employee and the organization (MEM). The employee will increase marketability and employability security, while the organization will improve efficiency and will help employees more accountable for results.

The training policy relates to professional staff, civil servants in all departments (Energy, Mining, and Central Administration Department, and all the offices under the supervisory of PS) of the Ministry. Each category of staff shall only be eligible to access training, which is relevant to their function and represents an advancement of their professional and/or academic career.

6.3.3. Guiding Principles

Implementation of this policy should be guided by the following principles:

- The Ministry should adopt and sustain institutional arrangements, procedures and practices that would ensure a systematic approach to training in the MEM. This would include planning, co-ordination and evaluation of training programs.
- Efforts should be made to ensure efficient and effective utilization of resources spent on training by focusing firstly on training in core competencies, as a matter of priority; utilizing well accredited and appropriate training facilities.
- Equal opportunity would be availed to all categories of professional staff in accessing training programs.
- A practical strategy for continuous learning by enhancing exposure to "best-practices" right attitudinal orientation, and membership of associations / societies, and research etc, will be initiated and implemented.
- An appropriate mix of training delivery and skills transfer methods would be used, including formal training, coaching and mentoring, workshops and seminars, internal courses and peer review.

6.5. Responsibility for Overseeing and Implementation of Human Resources Policies and Plan

As we mentioned before the MEM was established in December 2004, and from the beginning of it's functioning there was a lack of MEM's mission, goals and objectives. As a result of it, it was impossible to plan appropriate or exact number of employees that will need to fulfill their functions, and from this un-planning or not exact planning of personnel derived that some functions are understaffed and some overstaffed.

The HR development policy in MEM was developed and implemented in a decentralized manner on Department level. Since the structure of the ministry is

divided in the three main Departments: Energy, Mining and Administration, this is considered as an appropriate approach to achieve an efficient organization.

The co-ordination between the Departments is practiced so far in weekly bi- or multilateral meetings of Heads of Departments with the Permanent Secretary. However, there are no such meetings for the whole MEM on a periodical basis.

As a way of ensuring that both the organizational and individual needs are addressed in terms of human resources development, responsibilities for recruiting and training in the MEM should be vested in Top Management, the individual staff member, supervisors, a Staff Development Committee (SDC) and the MEM as follows:

6.5.1. Senior Management

The Top Management of the MEM is the Permanent Secretary (PS). According to UNMIK Regulation 2001/19 On the Executive Branch of the Provisional Institutions of Self Government in Kosovo [9], the Permanent Secretary of the ministry, has the overall administration and management responsibility, ensuring that the functions entrusted to it are implemented, and also he is responsible for implementation of organizational development recommendations intended to improve Ministry operations. The PS provides the proper guidance and accurate, impartial and expert advice to Ministers' Cabinet. The Permanent Secretary drafts the required Cabinet Memorandums to obtain approval for various reforms in the Ministry, which are presented to Cabinet by the Minister.

Among its responsibilities, the PS it will also be responsible for setting up a Staff Development Committee (SDC) to manage personnel and human resources development (recruitment and training). The PS will have responsibility for providing guidance to SDC, on training priorities required to provide core competencies and will regularly review this policy and the annual staff training plan.

6.5.2. Staff Development Committee

The Staff Development Committee will be charged to advice on matters relating to the development and training of all MEM staff. These matters will include advising on the promotion of staff development, on staff development policy, and on general

staff performance appraisal. The Committee makes recommendations for staff development activities which are identified by competent departments. The Committee needs to hold meetings at least every two months. The responsibility of the Staff Development Committee (SDC) will be of coordinating the recruitment of staff to fill the recommended posts, and ensure that the right kind of skilled personnel are recruited and developed (trained) as appropriate.

The SDC should comprise of PS, Heads of Departments or their nominated Heads of Divisions and the representative of the HR Division (Personnel Manager). The SDC's tasks should be as follows:

- To draw up a draft Staff Development Plan for all Civil staff in the Ministry brake down into the department level for approval by PS and by the SDC;
- To draw up a well budgeted Master Training Program for the entire Ministry;
- To initiate implementation, monitoring and review of the approved staff development programs;
- To recommend an annual training budget, sponsorship and fellowships;
- To evaluate the impact of training on productivity of training beneficiaries;
- To identify appropriate training institutions and funding sources.

6.5.3. Human Resources Division

The Human Resources (HR) Division within the MEM it would be dedicated to a better understanding of how work in MEM can perform more effectively by better management of their human resources. That is, to be interested in understanding, identifying, and improving the effectiveness of HR practices (whether in the MEM or in other central Public Institutions, or other European countries) in the various functions and activities carried out as part of HR, and determining the optimal fit between these practices and organizational strategies and performance. Major topics would include allocation, development, maintenance, and evaluation of humans as resources in work organizations.

The Human Resources Division has prime responsibility for ensuring that the training policy is successfully applied in MEM and that all staff is appropriately trained. The specific functions of the HR officer will be:

- Promoting training as a necessary investment for improvement in organization performance;
- Ensuring that staff training recommendations are given due attention;
- Ensuring budgeting priority for staff training.

6.5.4. Central Administration Department

The Finance Division of the Central Administration Department will support the SDC in development of well-cost human resources development program and will provide budget review reports as part of the regular review process.

Once the HR development plan and program has been approved, the department will have responsibility for timely release of funds and should therefore verify that sufficient funds are available, for each training activity, on a quarterly basis. The HR Division will have responsibility for follow-up to ensure proper placement after training.

6.5.5. Individual Staff Members

MEM' s priority senior management should be committed to enable all professional staff members to reach their fullest potential both as individuals and as members of the MEM staff. By supporting staff members in professional growth MEM will improve job performance as well as increase levels of personal satisfaction. Using a career development approach in planning for professional development implies that Top management should focuses on the interaction between the individual and organization over time (Schein, 1978) [32].

Each MEM member of staff shall be encouraged and responsible for self-development through private reading and showing of positive attitude to learning. Staff must, therefore, be willing to seek ways and means of improving on-the-job performance.

Individual will be responsible for self-assessment through the appraisal system and to jointly plan their career development plan with their immediate supervisor.

Beneficiaries of formal external professional course will be obliged to contribute to the training evaluation process through reports and through continuous assessment of the relevance of the course to their career development.

6.6. Training Strategies

6.6.1. Training categories

The type of training to be offered will be determined on an individual / Department basis and will be selected to meet the type of professional or technical training needs; organizational development priorities of the Ministry and finally will take into account resources availability. Three broad training categories could be defined (i.e. Job-Related Training, Development Training, and Refresher Training). These trainings categories can be done by employing a mix of training methods described in below sections.

a. Job-Related Training

Newly appointed staff we should give sufficient training in the new job to facilitate acceptable levels of performance. The objective of this training will be building their capacity to carryout the particular tasks related to the job. A large part or portion of job-related training will be through technical induction, sharing of experiences and instruction by the supervisor in the respective Department.

b. Development Training

A member of staff identified as having the potential for moving into higher position shall be given opportunity to undertake training that can help his/her development to that position. Such development training will be an integral part of the Department/Ministry's succession plan. The most appropriate training methods in such cases include study tours and attachments, seminars together with Research and Fellowship Arrangements.

c. Refresher Training

Individual members of staff who are identified as needing refresher or up-to-date training should be given suitable courses/attachments.

6.6.2. Methods of Training

There are several methods of training that can be applied. Most appropriate methods I shall mention here are:

a. Induction Training

The purpose of induction training is to give new employees and Ministry leadership information about MEM, its objectives, standards, policies, the job and general terms and conditions of employment. Successful induction training should accomplish these mentioned things. The new employees should feel welcome, understand the organization in the broad sense (its past, present and vision for the future) and also organizations policies and procedures. The prior job of the Division for Human Resources in conjunction with the relevant Heads of Department would be drawing up the induction program for a new member of staff, which will include among others rotation through the various departments or divisions, if appropriate.

To ease the induction training for new employees, a staff handbook should be formulated by the Division for Human Resources and be on disposal for all new upcoming staff, which will comprise all relevant rules and procedures related to employment and execution of work.

Induction for political leadership shall take the form of presentations by heads of departments and a provision of relevant literature. Each technical department need to formulate standard induction modules, which will be given to each of the employees that will work for such departments.

b. Other In-House Training at MEM

Other in-house training is another method of training which can be mainly used for team-building and generic training for groups of senior professionals as appropriate.

New programs should be designed based on the circumstances of the ministry and they would be introduced if new operations or the ever-changing environment necessitates them.

c. Attachments and Exchange Programs

A selected member of staff may be attached to a relevant organization or program to help him/her to acquire specialized knowledge and skills that may be required by MEM. Exchange programs negotiated with other institutions may also be used for the same purpose. In some cases external professionals may be invited to the MEM and Ministry staff offered the opportunity to understudy them so as to benefit from their skills or experience. Where such a mode of training is considered appropriate, selection of the institutions and course content will be the responsibility of Heads of Department who will present proposals to the Staff Development Committee.

d. Study Tours and Seminars

Study tours and seminars may whenever possible be organized for:

- High level managers and ministry's political leadership whose nature of work requires such tour; and
- Those engaged in new schemes, including scheme design and monitoring.

Such tours would for instance benefit staff of technical departments, finance and administration. Seminars should be attended by people selected to represent MEM, according to the field of specialization as specified in the invitations.

e. Direct Instruction by Supervisor

This type of training is particularly important if new recruits or newly promoted individuals are to take up new responsibilities effectively and efficiently. It is recommended that supervisors discuss a schedule with new recruits / newly promoted individuals (i.e. a list of learning points), which should be documented reviewed and assessed at the time of confirmation or appraisal.

f. Courses of Instruction Held outside the MEM (External)

External courses include in-country and foreign courses. As far as possible, where courses are to be attended outside the Balkan region, they should relate to core competencies required in a particular department and the institution chosen should have a strong well established reputation.

g. Research and Fellowship Arrangements

Fellowship and Research arrangements with academic institutions represent another useful avenue for continuing academic education. Under the new plan they should be negotiated and implemented on a more formal basis, in a manner similar to attachments and exchange programs.

h. Distance Learning

Courses of instruction conducted from outside the MEM can be done either through postage or electronically. It is also possible for the Ministry to negotiate other distance learning events e.g. web-based conferences with partner organizations.

i. Sharing of Experiences

Sharing of experience is an important source of continuous learning and will enable the MEM to spread the benefits of its training investment to a wider group of beneficiaries. Methods of experience sharing included counterpart arrangements, mentoring and peer review.

It shall be the responsibility of the staff development committee to ensure that training beneficiaries not only deliver their reports, but also make presentation to an appropriate group of peers on the training attended and how it can be applied.

6.7. Management of the training process

6.7.1. Co-ordination within MEM

Management of the training process should take into account existing rules and regulations for the Public Service in Kosovo.

To implement this policy, the HR Division should be charged with the responsibility of supporting all activities in manpower planning, development and utilization. The management of the training programs within the Ministry will rely on a solid training needs assessment system.

6.7.2. Identification of Training Needs

One of the first steps that has to be done and which consists a training and development program is identification of training needs which could be done through needs analysis [13]. The first step when we want to do the training and development personnel plan is to determine what kind of training is required, or to find where are the gaps that needs to be filled. Needs analyses for the employees that are currently working in the organization is more complex work, because first it's needed to be done the performance analyses per each person. One of the key tools that we should use in our organization to measure employees' performance and in order to identify employees' performance deficiencies and training needs is Job Assessment. The purpose of Job Assessment is to encourage the Manager and the employee to discuss expectations and observation of performance in order to:

- Identify key tasks to be performed during the new performance year;
- Review the quality of performance against key tasks undertaken during the previous working year;
- Identify and agree development needs;
- Receive positive and, where appropriate, negative feedback on aspects of performance;
- Clarify what is required from the employee and the standards by which performance should be measured;
- Monitor and provide feedback on performance throughout the performance year.

According to the rules that are applied for the Civil servants in our organization we have: job assessment for probation period of 3 months and yearly job assessment, but these assessments in reality are not done properly. Job assessment is a cyclical process which begins in January and concludes in December each year. It is oriented towards continuous development and relies on continuous open, clear and objective feedback. At the beginning of the performance year (January) or at the beginning of the probationary period, the Line Manager must meet separately with all employees under his or her supervision to discuss and review the key task the employee is to achieve during the new working year, about the activities and outputs are desired to fulfill. As we know that a part of performance management is observing time by time the activities done by employee, offering him /her help by guiding what to do when they have difficulties. The line managers sometimes they do not have time to spare with the employee, to guide them and check them immediately. Because of this some of the activities fails or are delayed for months to be fulfilled.

Managing day-to-day performance: The Manager has daily responsibility to monitor performance, provide informal feedback, guidance and developmental assistance to ensure all employees progress towards achievement of their key tasks within the required timeframe

Mid-year review of performance: The meeting must be held in June. It is used to informally review performance to date, clarify expectations and provide assistance to ensure key tasks listed on the Job Plan are achieved within the agreed timeframe.

Formal review of performance: A formal review of performance must be held at the following times:

- At the end of the probationary period. The Manager/Head of Unit must ensure all steps listed in the Probation Procedure are followed
- At the end of a contract period. The Manager/Head of Unit must ensure all steps listed in the Contract Procedure are followed
- At the end of each performance year (31 December) the Manager/Head of Unit must ensure all steps listed below are followed

Individual training needs should be identified through annual performance appraisal and through self-analysis from assigned tasks. The departmental training needs will be derived from individual needs and job tasks.

The MEM training needs will be derived from departmental needs and the Ministry's Strategic objective.

After the training needs of the MEM have been identified at general and individual levels, and once the annual training demand becomes known and the training budget is agreed upon, decisions should be made on how best to meet those needs on priority basis. The process of identifying different needs will be influenced by considering whether the training is required to develop staff as part of the succession plan, or whether it is part of the routine individual training.

6.7.3. Training as Part of a Succession Plan

Succession planning represents both training and development activity and a staffing activity. For MEM we consider that the best thing to do is that we need to accelerate training and development activities in an effort to grow internal talent.

Succession planning will identify which staff needs training or development, either for promotion to projected vacancies or for more general development in preparation for senior positions. The Staff Development Plan will be an important tool for succession planning and should indicate whether there is:

- Need to change the skills mix of staff in the MEM;
- Need to provide specific internal or external skills training;
- Estimate the number of new recruits and candidates for promotion;
- The demand for induction; and new job training in a year.

A Staff Development Plan based on analyses of each department should be presented by SDC to Top Management Team on an annual basis.

6.7.4. Individual Training Programs

Individual training needs shall be identified through the yearly staff performance appraisal:

- Training needed to overcome specific performance shortfalls, where it is apparent that management coaching and guidance will not be sufficient.
- Training as part of general job training or study visits should be made by the supervisor at the time of Annual Performance Appraisal.

6.7.5. Preparation of Annual Training Plan

The Staff Development Committee (SDC) shall do, in consultation with the Division for HR, the necessary preparation for the annual in-house and external training program in collaboration with other departments and institutions of learning. Then the plan program will be presented for approval to the PS.

The plan should define the schedule and resources for the following categories:

a. In-house Training

The SDC should devise a program of in-house training, covering teambuilding events, induction programs, and identification of generic training needs for the public servants. Preparatory work for planning information will include identification of appropriate resource persons and institutions.

b. External Training

The SDC shall complete a list of recommended external training, in liaison with supervisors to determine likely suitable courses and their costs. The need for external training may also be identified during the succession planning process. However, only those staff members who have confirmed long-term engagement perspective in the services of the Ministry will qualify for external training except under special circumstances.

6.7.6. Process for Implementing and Monitoring the Training Plan

The SDC will be responsible and will carry out all the training administration procedures as follows:

- Review and agree with the relevant departments on the latter's training requirements;
- Identify suitable courses to meet internal and external training programs;
- Prepare proposals (including costs) for internal and external training programs for consideration by PS;

- Organize internal training courses and carry out administration for external courses;
- Follow up on course reports, analyze and submit summary to the PS; and
- Evaluate the effect of training on the trainees' job performance.

6.7.7. Follow-up Evaluation

The SDC shall, in collaboration with the respective Heads of Departments, follow up the trainee's progress to find out whether the training program attended is put into practice by the respective members of staff.

The HR Division shall also make a follow-up on the trainee's performance with a view to assessing the effectiveness of program. The assessment shall be carried out through direct interviews with the trainees and immediate supervisors and reports from the heads of departments.

Evaluation:

- Is an integral part of the overall training program;
- Provides feedback on the effectiveness of the training program;
- Evaluation criteria should be established in tandem with and parallel to training objectives.

6.8. Proposed Human Resources Development Program

In recognition of the important role played by a well-developed and skilled manpower, MEM has to put in place a HR Development Program for effective co-ordination of manpower development policies, which are intended to build the human resource capabilities necessary for creating a strong and effective Ministry. These procedures and guidelines are intended to expound the provisions of the MEM Training Policy and therefore facilitate its implementation. The MEM may from time to time amend, add to, vary and/or review these procedures and guidelines, as it may deem necessary.

6.8.1. Training Needs Assessment

MEM HR programs shall be based on assessed needs, priorities and objectives of the Ministry.

The Directors of Departments and Heads of Divisions shall identify these training needs from the annual staff appraisals. They shall regularly carry out a specific training needs survey to facilitate implementation of MEM HR Policy.

6.8.2. Recruitment Policy

As policy of MEM, all staff which is handling core functions should be degree holders. MEM will therefore strive to recruit staff already possessing this requirement. Those who are already employed and do not possess this requirement will be encouraged to upgrade otherwise they will not be promoted and or will be phased out with time.

The Head of Departments shall design the HR development plans considering the above policy and ensure that it is achieved within five years.

6.8.3. Training Programme

a. Short-Term programs

These programs should be for a period not exceeding thirty (30) days and should cover specialized areas related to operations and functions of MEM.

b. Medium-Term programs

These programs should range between 1 - 6 months and should specifically cover specialized fields related to the operations and core functions of MEM;

c. Long-Term programs

These programs should range from 6 to 24 months and should be intended for members of staff undertaking diploma or masters programs in the areas of specialization relating to MEM operations and core functions. These programs should be conducted in a varied manner.

d. Review of Program Content

Management should review the content of the programs to be attended by staff and ensure that the programs are relevant to the needs and priorities of the MEM.

e. Procedures for Selection of Candidates for Training

The general policy on selection of candidates for training should be as follows:

- For a member of staff to qualify for any training program, he/she must have been appointed on a permanent basis by the MEM and/or on contract for a period of at least two years and above, and must have completed his/her probationary period successfully in the services of the MEM;
- The SDC or Heads of Departments shall handle the selection of the program beneficiaries. The SDC shall be presented with the candidates detailed CV and needs as identified by the department; the committee shall among other things ensure that the programs to be attended are not only relevant but the institutions offering them are recognized; and
- Where necessary, candidates for any training program may be interviewed by the SDC before being recommended for the program.

f. Criteria for Selecting Candidates

In selecting a candidate for training, the Heads of Departments shall consider the following:

- The relevance of the program to the work of the candidate;
- Identified training needs and priorities of MEM;
- Ability of the candidate to undergo the program;
- Ability of the candidate to impart knowledge and skills acquired to other staff.

g. Reports

At the end of every training program, the participating staff member shall be expected to submit a report together with an executive summary to the Head of Department and the HR Division. A copy should be submitted to the MEM library.

6.9. Action Plan

6.9.1. Action Plan for the entire MEM

The first step which is needed when making the action plan for the entire MEM is to identify clear and specific goals.

The objective of action plan is to build inclusive relevant components for the entire Ministry, comprises the issues relevant for all Departments: training, recruitment and retention of personnel, gender equality and minority inclusion, and the development of a comprehensive staff handbook.

Most important thing is not just drawing up MEM's Action Plan, but also to make sure that the plan will be used. From time to time it's necessary to review MEM's strategy and action plan and revise them in the light of new information and feedback.

6.9.2. Personnel Handbook/Procedures Manual for Employees

Whereas there is a large number of Administrative Instructions in force for the civil servants in Kosovo, there is no personnel handbook in the MEM which lists and summarizes them as they are in particular relevant for the staff members.

A comprehensive Personnel Handbook and Procedures Manual should be developed and handed out to every new and existing staff member in MEM on general guidelines to be followed. This procedures manual should include detailed instructions on issues such as:

- Working time and presence
- Salary and payment procedures
- Insurance
- Business travel planning and cost compensation
- Holidays planning and representation of staff during absence
- Discipline and misconduct.

The handbook should include also detailed description of standard administrative procedures, comprising allocation of responsibilities, and, where possible, indications on procedure duration and deadlines.

This handbook should be regularly reviewed and updated.

6.9.3. Indicators for measuring policy implementation

The implementation of the Human Resources Policy and Program should be periodically monitored and evaluated. The indicators in table 8 can be used for a first stage evaluation.

Table 8. General HR Policy Implementation Indicators (Example) [23].

Rating*	Indicator	Met	Needs Work	N/A
E	1. The organization has a written personnel handbook/policy that is regularly reviewed and updated: a) to describe the recruitment, hiring, termination and standard work rules for all staff; b) to maintain compliance with government regulations including Fair Labor Standards Equal Employment Opportunity, Personnel with Disabilities, Health and Safety, Family Leave, , etc.			
R	2. The organization follows nondiscriminatory hiring practices.			
R	3. The organization provides a copy of or access to the written personnel policy to all members of the MEM, including the Heads of Departments and all staff members. All staff members acknowledge in writing that they have read and have access to the personnel handbook/policies.			
R	4. The organization has job descriptions including qualifications, duties, reporting relationships and key indicators.			
R	5. The Ministry conducts an annual review/evaluation of its Human Resources Policy and Programme in relationship to a previously determined set of expectations.			
R	6. The organization requires employee performance appraisals to be conducted and documented at least annually.			
A	7. The organization has a compensation plan, and a periodic review of salary ranges and benefits is conducted.			
A	8. The organization has a timely process for filling vacant positions to prevent an interruption of program services or disruption to organization operations.			
A	9. The organization has a process for reviewing and responding to ideas, suggestions, comments and perceptions from all staff members.			
A	10. The organization provides opportunities for employees' professional development and training with their job skill area and also in such areas as cultural sensitivity and personal development.			
A	12. The organization maintains contemporaneous records documenting staff time in program allocations.			

* Indicators ratings: E=essential; R=recommended; A=additional to strengthen organizational activities

The MEM until now has not enough experience in the developing medium term training needs. The approach regarding design and development of a training program for the medium term has to be focused on:

1. Active participation of MEM departments' management and staff in the process of identification of training needs
2. Training should serve directly to the improvement of the staff capacity to deliver expected results within functions and responsibilities of each department and division
3. Training should help in strengthening fundamental basic knowledge and developing skills and capacity in specialized field of activity of each department and possibly each division

Following this approach and principles, the DHR need to organize a set of instructions that has to be followed and a number of forms have to be filled by each department, including mining, energy, and central administration department, and also each offices under the guidance of PS office.

CHAPTER VII

TOTAL QUALITY MANAGEMENT

7.1. The eight quality management principles of ISO 9000:2000

The ISO 9000:2000 introduces eight quality management principles which are absent in ISO 8402:1994. The eight quality management principles are ⁹[33]:

- (1) Customer focus
- (2) Leadership
- (3) People's Involvement
- (4) Process approach
- (5) Systems approach to management
- (6) Continual improvement
- (7) Factual approach to decision-making
- (8) Mutually beneficial supplier relationships

It is stated that the eight quality management principles “form the basis for the quality management systems standards within the ISO 9000 family”.

ISO 9001:2000 emphasizes on the common structure of the process approach, with four core processes ¹⁰ [34]:

- (i) Management responsibility,
- (ii) Resource management,
- (iii) Product/service realization, and
- (iv) Measurement, analysis and improvement.

Implementing this process approach facilitates continual improvement of the quality management system. It is important to note that ISO 9000 is not a product or service standard. It is a process standard. It requires an organization to set the standard of the product or service after discussing it with its customers. It ensures that the design process of the product or service (if necessary) and the processes for its production and delivery will results in outputs of consistent quality to meet the needs of the

⁹ <http://www.systemsquality.com>

¹⁰ <http://www.myplick.com/>

customer. It also provides mechanisms to ensure that there is continuous improvement in these processes.

ISO 9000 requires managers and staff to view an organization or a firm as a system comprising many sub-systems. Increase in quality, efficiency and effectiveness of an organization or firm hinges on the understanding of its managers and staff of the interrelations between these sub-systems and their effect on each other. ISO 9000 provides the framework to integrate the different sub-systems holistically.

An organization or a business must undertake several activities to produce a product or provide a service to its customers. These activities can be broadly divided into two categories:

- (1) activities directly related to the process of production and
- (2) Organization wide activities.

Activities of both categories are interdependent. Quality assurance must be exercised in all activities to ensure Total Quality.

ISO 9000 is divided into three quality assurance models: ISO 9001, ISO 9002 and ISO 9003. The difference between these three models is that of scope. ISO 9001 sets out the requirements for an organization whose processes range from design and development, to production, installation and servicing ISO 9001 has following 20 elements.

Tab. 9 Twenty elements of ISO 9001

Clause No.	Clause Title
4.1	Management responsibility
4.2	Quality system
4.3	Contract review
4.4	Design control
4.5	Document and data control
4.6	Purchasing
4.7	Customer-supplied product
4.8	Identification and traceability
4.9	Process control
4.10	Inspection
4.11	Control of inspection, measuring and test equipment
4.12	Test status
4.13	Control of non-conforming products
4.14	Corrective and preventive actions
4.15	Handling, storage, maintenance & delivery of products
4.16	Quality records
4.17	Internal quality audit
4.18	Training
4.19	Servicing
4.20	Statistical techniques

7.2. Total Quality Management

Every public sector agency, department or organization has its customers. For governments it is the residents of the area of their jurisdiction. The first step in customer satisfaction is defining who the customers are. ISO 9000 requires organizations to undertake strategic planning, examining their vision, mission, goals and objectives to determine their “core activities”. In other words activities, which define the organization’s reason for existence. Once the core activities have been defined then the organization can identify who its “core” or most important customers are.

To ensure Total Quality Management, the management needs to set the quality policy and the quality objectives. It needs to organize itself to achieve these objectives (organizational chart); provide the necessary resources; appoint a senior manager as

the management representative to plan, implement and maintain the quality system; and have regular management review meetings to review the effectiveness of the quality system based on internal quality audits, which must be undertaken regularly. The organization must have employees with the required competencies to perform the tasks assigned to them. Thus, management must:

- Identify the competencies of all the critical jobs;
- Determine the competencies that incumbents of these jobs already have;
- Identify the additional training required to fill the gap; and
- Have the employees trained to fill the gap.

Training must be planned to meet the competency requirements of the officers and staff in line with the needs of the organization. Training should not be seen just as a motivating mechanism. Nor should an agency send people for training on an ad hoc basis.

A key feature of Total Quality Management System is the need for inbuilt and systemic follow-up and follow-through. Specifically a TQM system would require that:

- Corrective and preventive actions are taken on defects and non-conformances identified during inspection of inputs that are brought in during the production process and after the product or service is produced and delivered;
- Regular audits are undertaken to ensure that the procedures are properly followed and corrective actions are taken on non-conformances;
- Results of the internal quality audits are studied carefully by the management to identify trends that indicate impending problems so that preventive actions can be taken to avert them.

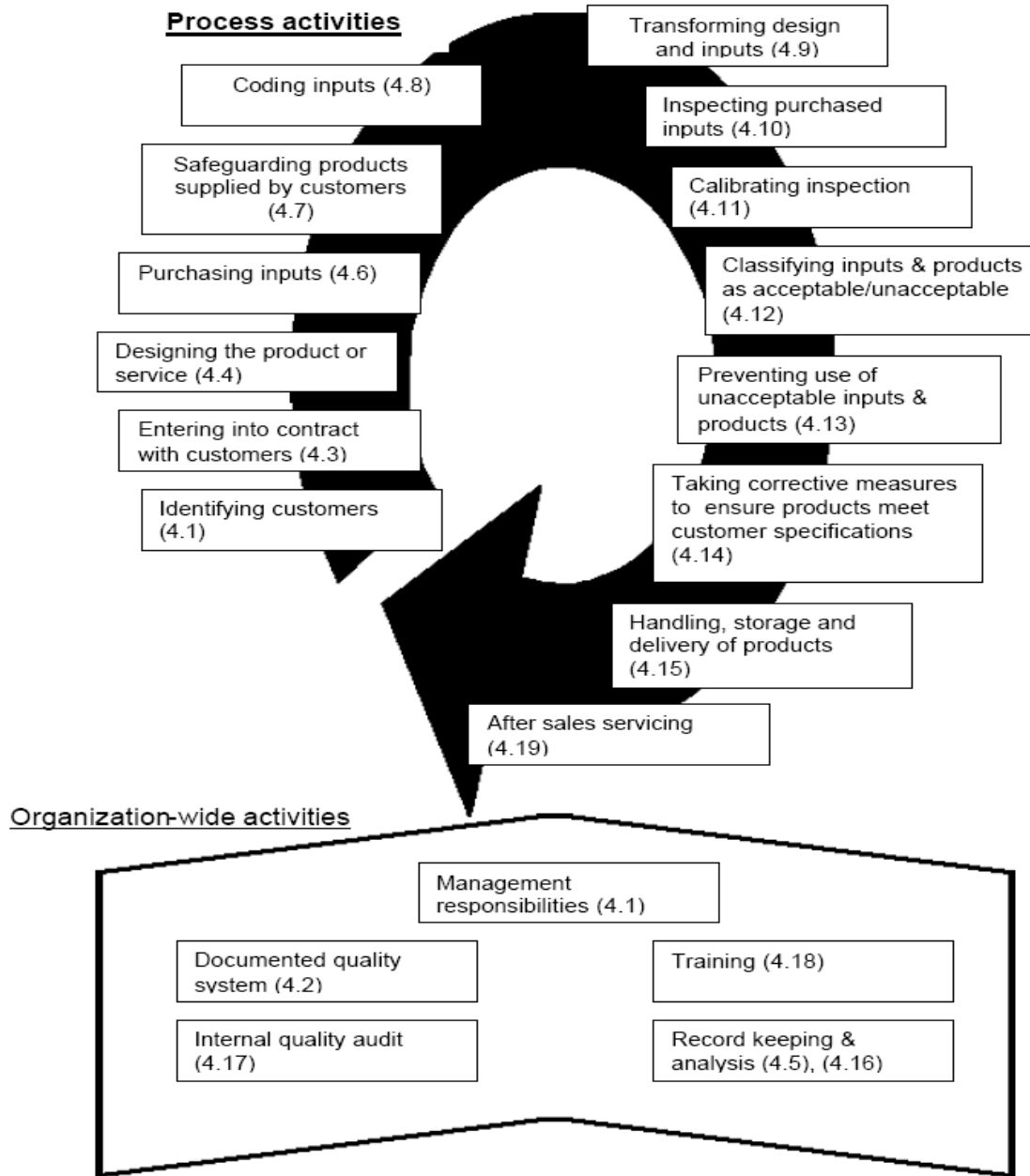


Fig. 16 Total Quality Management System and its linkage to ISO 9001 Clauses¹¹
[35]

¹¹ Source: APPLICATION OF ISO 9000 STANDARDS IN LOCAL GOVERNMENTS AND OTHER PUBLIC SECTOR ORGANIZATIONS, United Nations, 2001

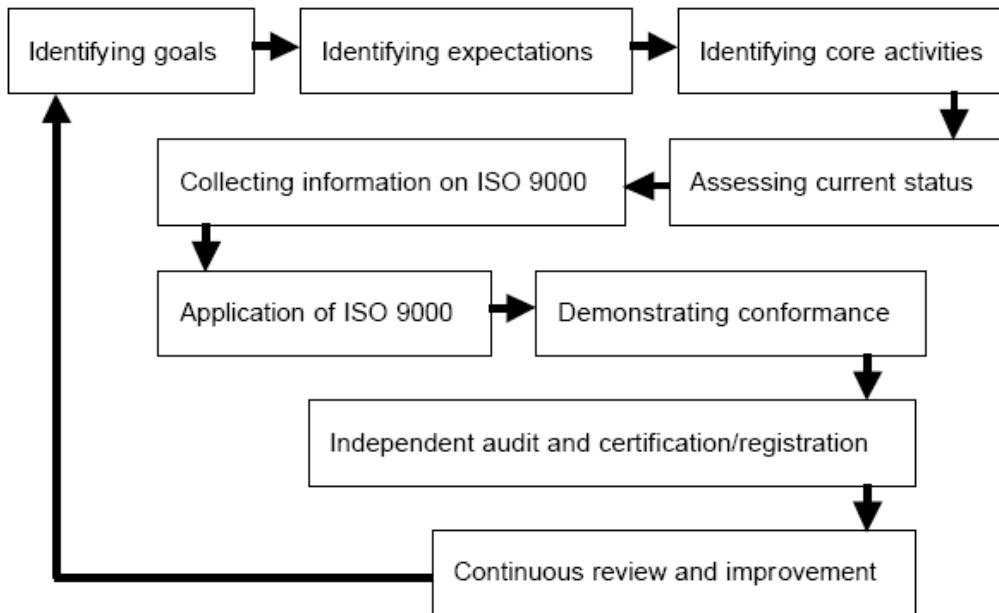


Fig. 17 Implementing ISO 9000¹² [35]

7.3. Inclusion of ISO 9000 requirements in the proposed MEM approach for improving its effectiveness

The table 7 summarizes an assessment I have made of the status of implementation of the ISO 9001 in the MEM's operations. Although there exist yet no commitment or initiative to implement any of the ISO 9001 requirements, I believe that this will happen in the future.

¹² Source: APPLICATION OF ISO 9000 STANDARDS IN LOCAL GOVERNMENTS AND OTHER PUBLIC SECTOR ORGANIZATIONS, United Nations, 2001

Tab. 10 The status of implementation of the ISO 9001 in the MEM's operations

No	Clause Title	Status of Implementation	Recommendation made in this Thesis	Note/Comment	Meaning of the ISO 9000 Clause
1	Management responsibility	Partial	<p>a. Establishment of enhanced and performance verification system</p> <p>b. Implementation of comprehensive training program is proposed</p>	<ul style="list-style-type: none"> Goals, policies and strategies are clear and easy to remember. Organization chart and rules and procedures for internal functioning and operations are established Job responsibilities of each key position are established 	<ul style="list-style-type: none"> Define and document its quality policy and objectives Organize itself to meet its quality objectives Review the quality system regularly
2	Quality system	Partial	Few work instructions are part of the MEM's Organizational and Operation Procedures approved lately	<p>Need to prepare the following documents:</p> <ul style="list-style-type: none"> Quality Manual Procedures Work instructions, including forms and other internal and external documentation; and Quality Plans 	Establish, document and maintain a quality system that is consistent with the quality policy and objectives. Quality system encompasses the organizational structure, responsibilities, procedures, processes and resources required for implementing the quality management program.

No	Clause Title	Status of Implementation	Recommendation made in this Thesis	Note/Comment	Meaning of the ISO 9000 Clause
3	Contract review	Partial	Care should be made when hiring new staff so they are adequate for the positions solicited	An internal analysis of the MEM's capacity to meet responsibilities is made in 2006	The organization produces a product or a service that meets the needs of its customers, i.e. people of Kosova
4	Design control	Partial	No recommendation made	A disciplined approach to the design of a new policy, program and strategy. The flow chart of responsibilities to developing them should be clear.	The design process leads to the service that meets the specification of the customers
5	Document and data control	Partial to good	<ol style="list-style-type: none"> 1. Archive Office rules and procedures are clear 2. Need to enhance the documentation process within each of the MEM departments 	<p>A system that has the following processes will ensure the currency of the documents and data:</p> <ul style="list-style-type: none"> • Review and approval all documents and data • Creation and maintenance of a master list of all documents and data • Distribution of relevant documents and data to relevant users 	<ul style="list-style-type: none"> • All the processes should be documented. To ensure the integrity of the documented processes, organizations need to have in place a system where all the documentation and data is kept and access to and changes are carefully controlled.

No	Clause Title	Status of Implementation	Recommendation made in this Thesis	Note/Comment	Meaning of the ISO 9000 Clause
				<ul style="list-style-type: none"> Withdrawal of obsolete and invalid documents. 	
6	Purchasing	In compliance with the Procurement Law in Kosovo	No recommendation made	Training has been provided to the staff of the Procurement Office	Poor inputs will affect the quality of the final output. A well-defined purchasing system prevents the acquisition and use of poor quality inputs.
7	Customer-supplied product	In compliance with the Procurement Law in Kosovo	No recommendation made	-	Inputs supplied by the customers are of sufficiently high quality and meet the requirements of the overall process.
8	Identification and traceability	Not directly applicable	No recommendation made	-	Every organization must be able to identify at any stage of a particular process the origin and current location of the input.
9	Process control	Not directly applicable	No recommendation made	-	Every organization must identify and plan the production, installation and servicing processes that directly affect the quality of the products and services. This is to ensure that processes are carried out under controlled conditions.

No	Clause Title	Status of Implementation	Recommendation made in this Thesis	Note/Comment	Meaning of the ISO 9000 Clause
10	Inspection	Not directly applicable	No recommendation made	-	Every organization must establish and maintain procedures for the inspection and testing of services/products to ensure that they conform to the specified requirements.
11	Control of inspection, measuring and test equipment	Not directly applicable	No recommendation made	-	Equipment used in the inspection and testing is reliable and accurate within reasonable limits.
12	Test status	Not directly applicable	No recommendation made	-	A product/service should be identified by suitable means after inspection and testing to indicate if it conforms to specifications.
13	Control of non-conforming products	Not directly applicable	No recommendation made	-	Prevent the roll out or use of products/services that have been labeled as non-conforming.
14	Corrective and preventive actions	Partial		Clear procedures do not exist	Corrective and preventive actions, together with management review meetings, form the basis for quality improvements. Organizations are required to establish and maintain documented procedures for implementing corrective and preventive actions.

No	Clause Title	Status of Implementation	Recommendation made in this Thesis	Note/Comment	Meaning of the ISO 9000 Clause
15	Handling, storage, maintenance & delivery of products	Not directly applicable	No recommendation made	-	Organizations need to establish and maintain documented processes and procedures on the proper handling, storage, preservation and delivery of products.
16	Quality records	Not directly applicable	No recommendation made	-	Elaborate requirements have been written to ensure that records accurately reflect current procedures and practices.
17	Internal quality audit	No policy on quality control does exist	MEM needs to establish a policy and procedures for internal quality audits.	Internal quality audits are necessary to assess the effectiveness of the quality systems in place and it forms the basis for continuous improvements.	Organizations are required to establish and maintain documented procedures for the planning and implementation of internal quality audits.
18	Training	Partial	<p>1. Implementing training needs assessment including:</p> <ul style="list-style-type: none"> • Determining the competency requirements for each job position. • Determining the competency of each incumbent staff. • Determining the 	At times, the due to staff movements, changing technology and process, etc. staff need to be re-trained. Internal Quality Audits would be able to provide information on new and additional training requirements for the staff. Organizations are also required to keep records of all training attended by	Each organization must establish and maintain documented procedures for identifying training needs and providing training for all personnel performing activities that have an impact on the quality of the service.

No	Clause Title	Status of Implementation	Recommendation made in this Thesis	Note/Comment	Meaning of the ISO 9000 Clause
			competency gaps. 2. Preparing and implementing a comprehensive training program.	each officer and staff.	
19	Servicing	Not directly applicable	No recommendation made	-	This clause applies to organizations that provide, maintain and support services after delivering a product or service. In most instances this applies to after sales service and support. In government or public sector organizations this clause may be of limited application.
20	Statistical techniques	Not directly applicable	No recommendation made	-	Statistical techniques are tools used to analyze the data collected under the ISO 9000 requirements. These tools can provide useful information in the quality of service delivered, customer satisfaction levels, trends in non-compliance, process controls etc. These measurements can then be compared against targeted service levels and customer satisfaction levels.

CHAPTER VII

SUMMARY AND FUTURE WORK

Based on the work presented in the previous chapters and information gathered during the preparation of this master thesis, I can include in general for Institutions of Central Public Administration of Republic of Kosovo, these conclusions:

- ◆ Adaptation of the structure and organization of the MEM (and all the other Public institutions) with functions and responsibilities constitutes the first condition for effective and efficient realization of objectives;
- ◆ Convenient allocation of the number of officials and their profiles is the second necessary condition for maximizing of performance and realization of objectives;
- ◆ Exact determination and full acknowledgement of duties, functions and responsibilities of each central public institution is another necessity to define correctly organizational structure of institution and allocate rationally human resources;
- ◆ Effective communication inside and out of institution increases effectiveness and efficiency of the institution. So, special attention should be drawn to this element. Progress of this process is of special importance for public institutions of central and local level having in consideration that they have to communicate to citizens in a transparent manner and without bureaucracy and delays;
- ◆ Promotion process for employees, although there exist the legal ground for it, it's a problem;
- ◆ Representation of women in the general structure of employees in MEM it's not so good, while their representation in leading structures of ministry is very bad;
- ◆ Number of employees that have been trained from KIPA is quite well, while in HR division of MEM there is no evidence (database) for the other organized trainings;

- ◆ It doesn't exist any mechanisms through which assessment of the effect of offered trainings can be performed.
- ◆ Current Salary system is too old. Low salaries to employees present a constraint to the sustainable development of human resources in public administration institutions. High staff turnover rate is just because of this constraint.
- ◆ Implementation of appropriate work performance procedures is key to enhancing employee performance.
- ◆ Career advancement needs to be linked with everybody's work performance.
- ◆ Evaluation of working performance to be in compliance with the administrative direction on Job Assessment in force.
- ◆ Development of human resources should be supported by an integrated medium- to long-term capacity development plan.

General Recommendations include:

- ◆ Design the Civil Service Law in order to be simple, clear and must have flexibility. To separate the political level from Civil Service, the horizontal scope of this is that Civil Servants and other public employees, is desirable to be defined, to have a clear status of CS.
- ◆ The proposed reorganization structure of the MEM is one of the ways to improve performance and better meet the responsibilities. When drafted the organogram it's a must to draft stable one, need to be consulted all the parties involved (staff).
- ◆ To establish a Training and Development Career based system it's a must.
- ◆ To be recorded in the personnel file of the civil staff all the training and development process.
- ◆ The proposed elements of internal rules and procedures for the MEM need priority consideration.
- ◆ High officers of the ministry to organize monthly periodical meetings with respective staff in order to discuss about the results on work, obstacles they have performing the work and proposes of the solutions and future planning work.

- ◆ Design the unitary salary system in order to improve fairness, completeness and reliability.
- ◆ Establishing the award system for CS through the rules (internal in MEM or general in the Government).
- ◆ Proposed elements of this thesis on the policy and program for comprehensive and sustainable capacity building at the MEM constitute a good basis to start.

CHAPTER VIII

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