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# Government's decisions in 2021 from a sectorial, gender and budget allocation perspective



March 2022

KOSOVO 2.0

INSTITUTI GAP  
GAP INSTITUTE 

# Government's decisions in 2021 from a sectorial, gender and budget allocation perspective

March 2022

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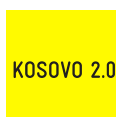
This analysis was originally written in Albanian.

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## Introduction

The Government of Kosovo, headed by Prime Minister Albin Kurti, was formed on March 22, 2021. According to its four-year program, the top priorities are managing the Covid-19 pandemic and economic recovery. Moreover, according to this program, the government will focus on fighting crime and corruption, as well as on the country's economic and social transformation. This plan outlines the general direction of the government, and the priorities according to the public policy areas and sectors.

Some of these areas mentioned in the Government Program are: public health and social protection, rule of law, public safety and security, governance, human rights and gender equality, community rights promotion and protection, inclusive economic growth, industry, entrepreneurship and trade, development of infrastructure and capacities in information and communication technology (ICT), agriculture, forestry and rural development, regional development, environment and spatial planning, infrastructure, energy and mining, education and science, culture, youth and sports, foreign policy and diaspora, and defense policies.<sup>1</sup>

The purpose of this report is to analyze the decisions of the Kurti Government from the beginning of his term in March 2021 until the end of 2021. This report shows the government decisions according to ministries in charge of them as well as according to sectors/fields. Thus, the aim of this research is to analyze the focus of the government in the first year based on the decisions taken. Moreover, we will also analyze the gender perspective of government decisions based on assigning public officials in senior decision-making positions (general secretaries, board members, etc.). The report also includes a statistical summary of the implementation of the Government Legislative Program 2021. In the end, there is an analysis of budget allocations in this period, based on government decisions.

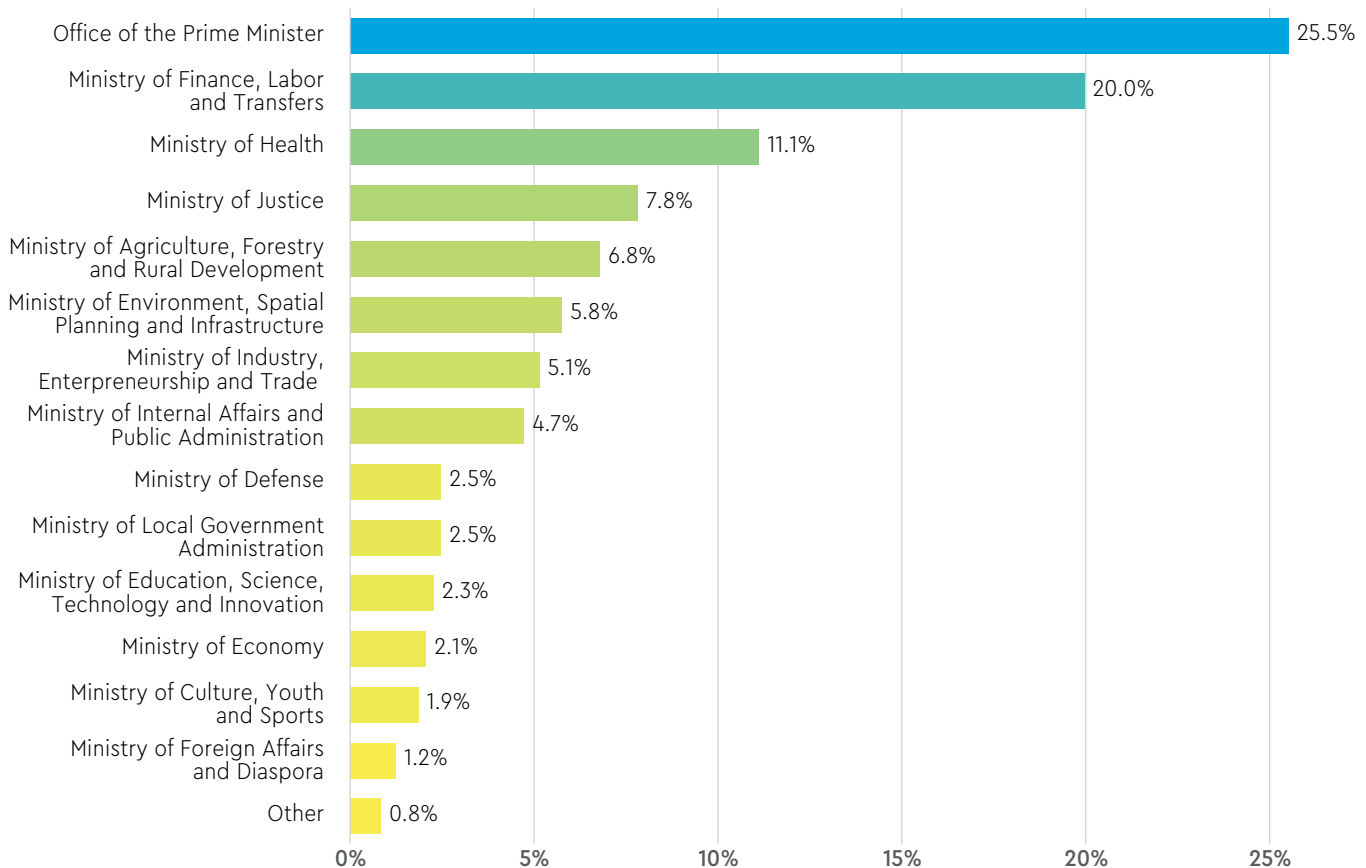
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<sup>1</sup> Government of Kosovo (2021), Program of the Government of Kosovo 2021–2025. Source: <https://bit.ly/36Y2qv8>

## Government decisions by implementing ministries

From the beginning of the term of the government and until the end of 2021 a total of 53 meetings were held with 486 decisions taken. Most decisions fall under the implementing responsibility of the Office of the Prime Minister (OPM) (for purposes of this report, decisions involving more implementing ministries but with no implementing institution specifically stated are also listed as implemented by OPM). The Office of the Prime Minister is responsible for the implementation of 124 decisions, or 26% of all decisions. The institution with the second largest number of decisions is the Ministry of Finance, Labor and Transfers, with a total of 97 decisions, or 20% of total decisions. The third one is the Ministry of Health, with a total of 54 decisions, or around 11% of total decisions. Other ministries with a high number of decisions are: Ministry of Justice (38 decisions), Ministry of Agriculture, Forestry and Rural Development (33 decisions), Ministry of Environment, Spatial Planning and Infrastructure (28 decisions), Ministry of Industry, Entrepreneurship and Trade (25 decisions), and Ministry of Internal Affairs and Public Administration (23 decisions).<sup>2</sup>

**Chart 1.** Number of decisions by implementing ministries (%) – of 486 decisions total.

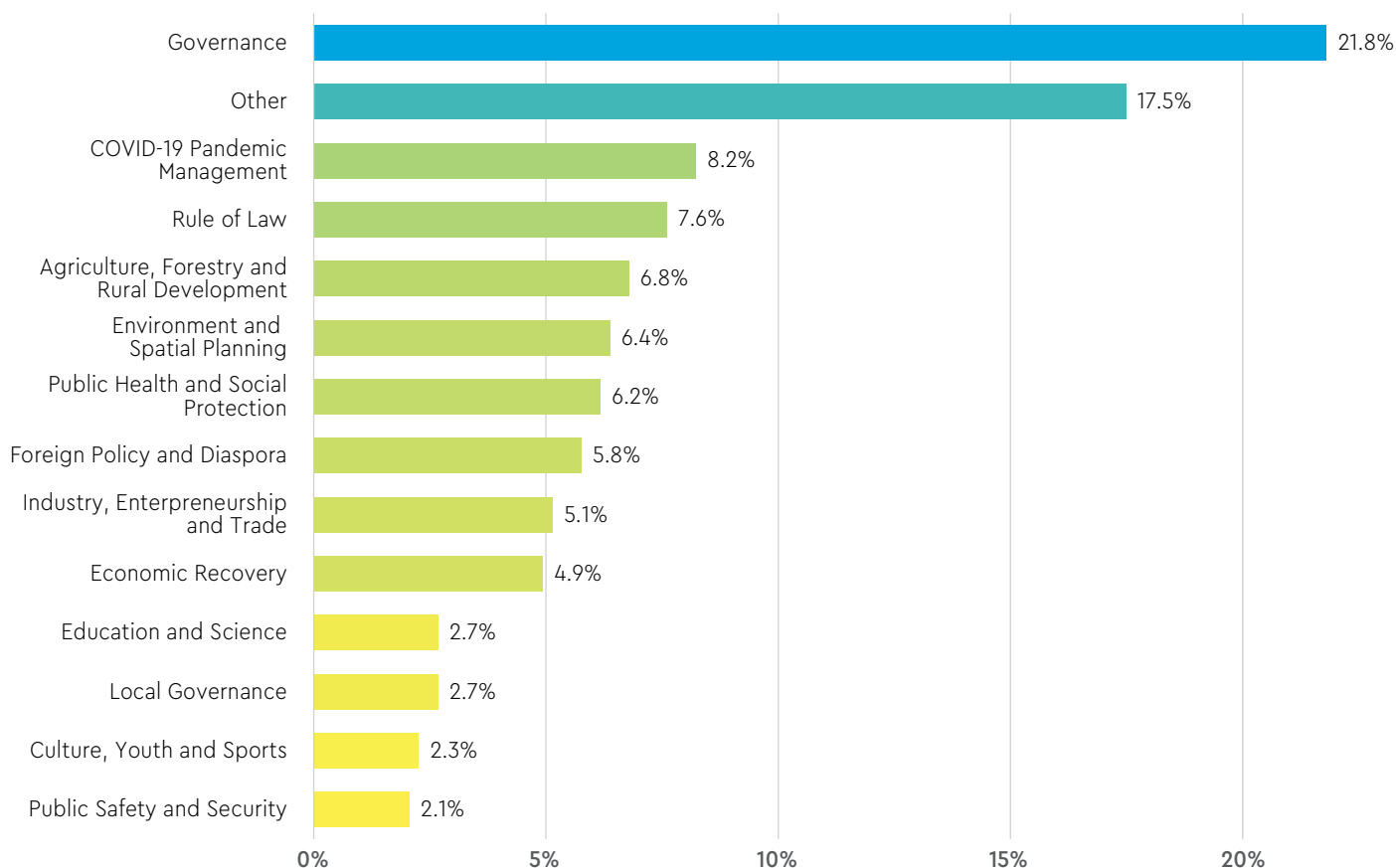


Source: Office of the Prime Minister, 2021

<sup>2</sup> Office of the Prime Minister. Decisions of the Government 2021. Source: <https://bit.ly/3tARUSj>

In terms of sectors, the largest number of decisions were in the area of governance,<sup>3</sup> with a total of 106 decisions, or 21.8% of total decisions.

**Chart 2.** Number of decisions by sector (%)



Source: Office of the Prime Minister, 2021

Another area which had a high number of decisions was that of pandemic management<sup>4</sup>, with a total of 40 decisions or 8.2% of the total decisions. Furthermore, 30 decisions in the field of public health and social protection (6.2%) were attributed to the management of the pandemic, and 24 decisions to economic recovery (4.9%). Another category with a high number of decisions was rule of law, with 37 decisions, or 7.6% of the total. The next two sectors with a high number of decisions were agriculture, forestry and rural development, with 33 decisions, and environment and spatial planning, with 31 decisions (see Chart 2 above and Table 2 in the Annex).<sup>5</sup>

It is clear that the largest number of OPM Decisions are focused on the field of governance. More specifically, 65 of a total of 124 decisions were in the field of governance, which includes: appointment of members of boards of public agencies or enterprises, international financial agreements with the European Commission and other organizations/states, and approvals/amendments to the government program and plan.

<sup>3</sup> In the field of governance, the report includes: appointment of members of boards of public agencies or enterprises, international financial agreements with the European Commission and other organizations/states, and approvals/amendments to the Government program and plan.

<sup>4</sup> This category includes decisions on financing agreements with various international organizations on the management of the pandemic, and those on payments for the healthcare and security staff in relation to the management of the pandemic.

<sup>5</sup> Office of the Prime Minister. Decisions of the Government 2021. Source: <https://bit.ly/3tARUSj>

At the Ministry of Finance, Labor and Transfers (MFLT), most decisions were focused on budget allocations. Of these, 21 decisions were part of the economic recovery and concerned the allocation of funds for the implementation of measures planned in the Economic Recovery and Revival Packages. In addition, 13 decisions focused on the management of the pandemic, a category that includes various funding agreements with international organizations. In addition, seven budget allocation decisions were within the health sector, with an amount of around 30 million euros. According to the data from the decisions, in the period April – December 2021, around 220 million Euro have been allocated to address the COVID-19 pandemic, including the implementation of economic recovery and revival measures, and budget allocations for the health sector (see Table 1).

**Table 1.** Number of decisions by ministry and sector<sup>6</sup>

#### Number of decisions by ministry and sector

Ministry/Institution	Sector	Decisions
Office of the Prime Minister	Governance	65
Ministry of Finance, Labor and Transfers	Economic Recovery	21
Ministry of Finance, Labor and Transfers	Governance	16
Ministry of Finance, Labor and Transfers	COVID-19 Pandemic Management	13
Ministry of Finance, Labor and Transfers	Environment and Spatial Planning	9
Ministry of Finance, Labor and Transfers	Public Health and Social Protection	7

Source: Office of the Prime Minister, 2021

Further, another MFLT category with a large number of decisions was that of governance, with 16 decisions, mainly related to budget allocation and budget administrative matters. Another sector in which MFLT is involved with financing agreements and budget allocations, is that of environment and spatial planning, with a total of nine decisions. It can thus be concluded that a large portion of budget allocations from the Ministry of Finance, Labor and Transfers (41 of 97) were related to the management of the COVID-19 pandemic situation.

Ministry of Health (MoH), with a high number of decisions (54), was focused on the health situation and management of the pandemic. According to the data, 27 decisions of MoH were focused in the management of the pandemic, mainly including decisions on measures to control, fight and prevent the pandemic, and decisions to hire additional health staff and agreements with international institutions according to the emerging needs of the pandemic. Furthermore, 18 decisions of the Ministry of Health were under public health and social protection, with most being approvals of draft-laws or amendments.

<sup>6</sup> Table 1 shows only the sectors that are considered to have the highest number of decisions

According to the data, 15 draft-laws amending applicable laws in healthcare were approved through these decisions. Furthermore, the category with the third highest number of decisions by MoH is governance, with mainly decisions on the appointment of officials in leadership positions in health institutions (Table 2).

**Table 2.** Number of decisions by ministry and sector

#### Number of Decisions by Ministry and Sector

Ministry	Sector	Decisions
Ministry of Health	COVID-19 Pandemic Management	27
Ministry of Health	Public Health and Social Protection	18
Ministry of Health	Governance	7

Source: Official Gazette of the Republic of Kosovo, 2021

### Gender analysis of decisions

This report looks into the gender aspect of government decisions as well. More specifically, decisions on the appointment of officials in senior positions on boards and committees, as well as in the positions of general secretaries and coordinators have been analyzed. A total of 23 decisions were taken by the government on such appointments: 11 decisions were on appointments to boards of POEs, seven on appointments to committees, three on appointments of General Secretaries and two on appointments of coordinators.

In total, 89 officials were appointed with such decisions, of which 35 are women and 54 men. If we analyze the appointment of women in these positions as a whole, 39.3% of the total elected members are women. Of these, 44.7% of women were appointed as board members, 35.1% as committee members, 33.3% as general secretaries and none as coordinators (Table 4).

**Table 3.** Government appointments to senior positions by gender

#### Decisions on appointments in senior positions by gender

Position	Women	Men	Appointment of women from total members (%)
Board Members	21	26	44.7%
Committee Members	13	24	35.1%
Secretary Generals	1	2	33.3%
Coordinators	0	2	0.0%
Total	35	54	39.3%

Source: Office of Prime Minister

The data in this table indicates a progress in women's representation in leadership positions, with around 40% from total appointments of this government. The greatest progress has been made in appointments to boards of POEs, where around 45% of appointees are women. In the positions of committee members and general secretaries, the appointment of women is around 35%.

One of the decisions taken by the Kurti Government in 2021, more specifically on April 26, 2021, in the ninth meeting, was to cancel a previous government decision appointing members of the Regulatory Authority for Electronic Communications (RAEPC) board, with the justification that the law on gender equality was not complied with.<sup>7</sup> According to this law, there is a requirement for equal gender representation in all legislative, executive and judicial bodies, as well as other institutions.<sup>8</sup> However, this legal obligation has not been implemented by public institutions to date and has been interpreted as non-binding. A GAP Institute analysis in 2021 on the implementation of the gender quota in boards of public institutions, indicates a significant gender representation gap in boards and managerial positions of POEs and independent agencies. More specifically, in public enterprises around 27% of boards consist of women, with 28% in independent agencies. Moreover, some of the agencies and companies have no women on their boards. This gap was even more profound in positions of Chief Executive Officers, with only two out of 32 public institutions run by women.<sup>9</sup>

However, the government's decision to annul the appointment of RAEPC board members is important and represents a step forward in terms of equal gender representation in leadership positions. Therefore, as concluded in a previous GAP analysis, such decisions should be considered as a precedent for how the government should continue to act in this regard.<sup>10</sup> Moreover, other decisions taken during this period indicate a progress made, with a higher number of women in these positions appointed; however, more must be done towards the fulfillment of the objective of equal gender representation under the law.

## Implementation of the Legislative Program for 2021

The Legislative Program for 2021 was approved on the 11th government meeting held on May 7, 2021, containing 192 draft-laws. This program changed throughout the year and, as a result, the number of draft-laws planned by the government for 2021 dropped to 186.<sup>11</sup> Of these, according to the government decisions data, 115 draft-laws were approved, namely around 62% of the Legislative Program.

Of these draft-laws, the highest number was from the Ministry of Agriculture, Forestry and Rural Development, with 24 out of 25 planned approved draft-laws. The Ministry of Justice also had a high number of approved draft-laws, with 19 approved out of 31 planned, and the Ministry of Health, with 16 approved out of 18 planned (Chart 3). By efficiency in approving planned draft-laws, the Ministry of Local Government Administration tops the list (100% approval - 2/2 draft-laws). Other ministries with a high efficiency were the Ministry of Agriculture, Forestry and Rural Development, with 96%, and the Ministry of Health with 89%.

7 Government of Kosovo (2021), Decisions of the Ninth Meeting of the Government. Source: <https://bit.ly/3zivTdd>

8 Official Gazette of the Republic of Kosovo (2015) Law No.05/L-020 on gender equality. Source: <https://bit.ly/3sP-gXSE>

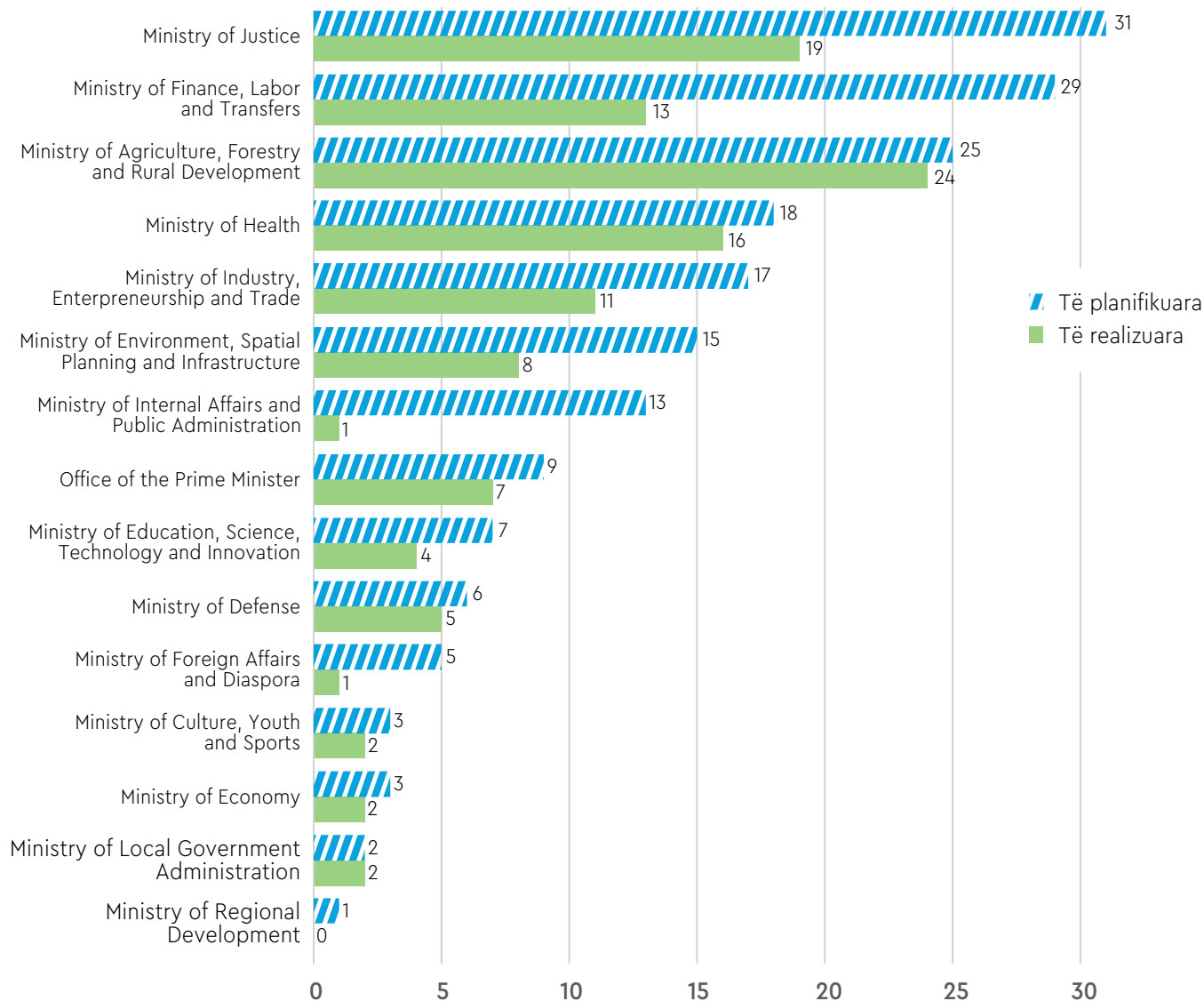
9 GAP Institutes (2021), Challenge 50/50: Implementation of the gender quota on boards of public institutions. Source: <https://bit.ly/36X4vrn>

10 Ibid.

11 Office of the Prime Minister. Legislative Program 2021. Source: <https://bit.ly/364n9wN>



**Chart 3. Draft-laws planned and approved by ministries during 2021**



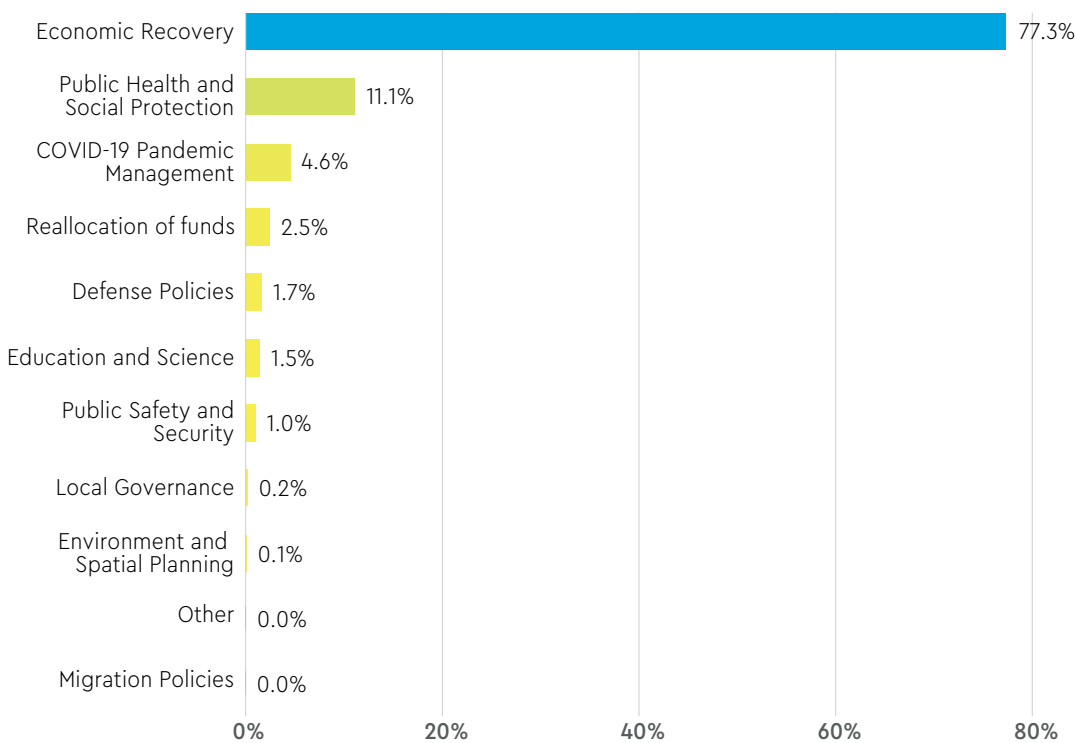
Source: Office of the Prime Minister, 2021

On the other hand, the ministry with the lowest number of approved draft-laws (excluding the Ministry of Communities and Returns which had no draft-laws planned) was the Ministry of Regional Development, with no draft-laws approved and one planned. Two other ministries with a low number of approved draft-laws were the Ministry of Foreign Affairs and Diaspora and the Ministry of Internal Affairs and Public Administration, with one draft-law approved each. In terms of percentage in the approval of planned draft-laws, the poorest efficiency was shown by the Ministry of Regional Development, with zero draft-laws, Ministry Internal Affairs and Public Administration with around 8%, and Ministry of Foreign Affairs and Diaspora with 20%.

## Budget allocations according to decisions

During the period March-December 2021, a large part of the decisions concerned budget allocations in various ministries and sectors. Through these decisions, the total amount of budget allocations to all sectors was around 270 million Euro. Given the pandemic situation, it was expected that most of the allocated funds would be related to pandemic management and economic recovery. More specifically, the budget allocation for economic recovery amounted to around 208 million euros, or about 77% of total allocations. This category also includes decisions directly related to the implementation of Economic Recovery Package measures. Moreover, around 12 million Euro, or about 5% of total budget allocations, went to the management of the COVID-19 pandemic. This category includes decisions on financing agreements with various international organizations, and those on payments for the healthcare and security staff in relation to the management of the pandemic (Chart 4).

**Chart 4.** Budget allocations by sector for the period March – December 2021



Source: Office of the Prime Minister, 2021

Another category with a high amount of budget allocation is public health and social protection, with around 30 million Euro allocated, or 11% of total budget allocations. This category includes all payments related to the health sector (staff, medicines, vaccinations, etc.). The rest of budget allocations, in the amount of around 19 million Euro, are in sectors, in smaller amounts. Of these, around 2.5% are reallocations of funds, around 1.7% for defense policies, 1.5% for education and science, and around 1% for public safety and security.

## Conclusion

In 2021, Kurti's government cabinet held 53 meetings and approved 486 decisions. The largest number of decisions, by implementing institution, belongs to the Office of the Prime Minister, with 124 decisions. The Ministry of Finance, Labor and Transfers comes second with a total of 97 decisions, followed by the Ministry of Health with 54 decisions. In terms of sectors, the largest number of decisions were in the area of governance, with 21.8% of total decisions. A large number of decisions were in the areas attributed to the pandemic management, namely: 8.2% for pandemic management, 6.2% for public health and social protection, and 4.9% for economic recovery. Another category with a high number of decisions was rule of law, with 37 decisions, or 7.6% of the total.

From a gender perspective, 89 officials have been appointed through these decisions, of which 35 are women and 54 men. In percentage, 39.3% of the total members elected during this period are women. By position, 44.7% of women were appointed as board members, 35.1% as committee members, and 33.3% as general secretaries. The data collected from these decisions indicate a progress in women's representation in leadership positions, around 40% from total appointments of this government. However, there is still room to work on fulfilling the objective of equal gender representation under the law.

The analysis of the Legislative Program 2021 implementation shows that following the changes during the year, 115 draft-laws were approved out of 186 planned, or around 62% of the Legislative Program. The Ministries with the highest rate of approval were the Ministry of Local Government Administration, with 100% efficiency (2/2 approved laws), Ministry of Agriculture, Forestry and Rural Development with 96% (24/25 implemented laws), and Ministry of Health with around 89% (16/18 draft-laws implemented). On the other hand, the ministries with the lowest rate of approval were the Ministry of Regional Development with 0% (0/1 draft-laws), Ministry of Internal Affairs and Public Administration with around 8% (1/13) draft-laws approved and the Ministry of Foreign Affairs and Diaspora, with 20% (1/5 of draft-laws).

Total budget allocations through the decisions over this period for all sectors amounts to around 270 million Euros. Of these, the largest portion was allocated for pandemic management and economic recovery. More specifically, the amount allocated for the implementation of the measures of the Economic Recovery Package was around 208 million Euros. In addition, around 12 million Euros were allocated for the pandemic management (which includes funding agreements with various international organizations, as well as those related to payments for health and security staff). Another category with a high amount of budget allocation is public health and social protection, with total around 30 million Euros allocated.

In conclusion, this research shows that the focus of the government this year was mainly the management of the pandemic and economy recovery. Moreover, a large number of decisions were in the field of governance, including the appointment of officials to senior leadership positions. Furthermore, a large number of decisions were in the area of rule of law.

# Annex

## Annex 1. Number of decisions by ministry

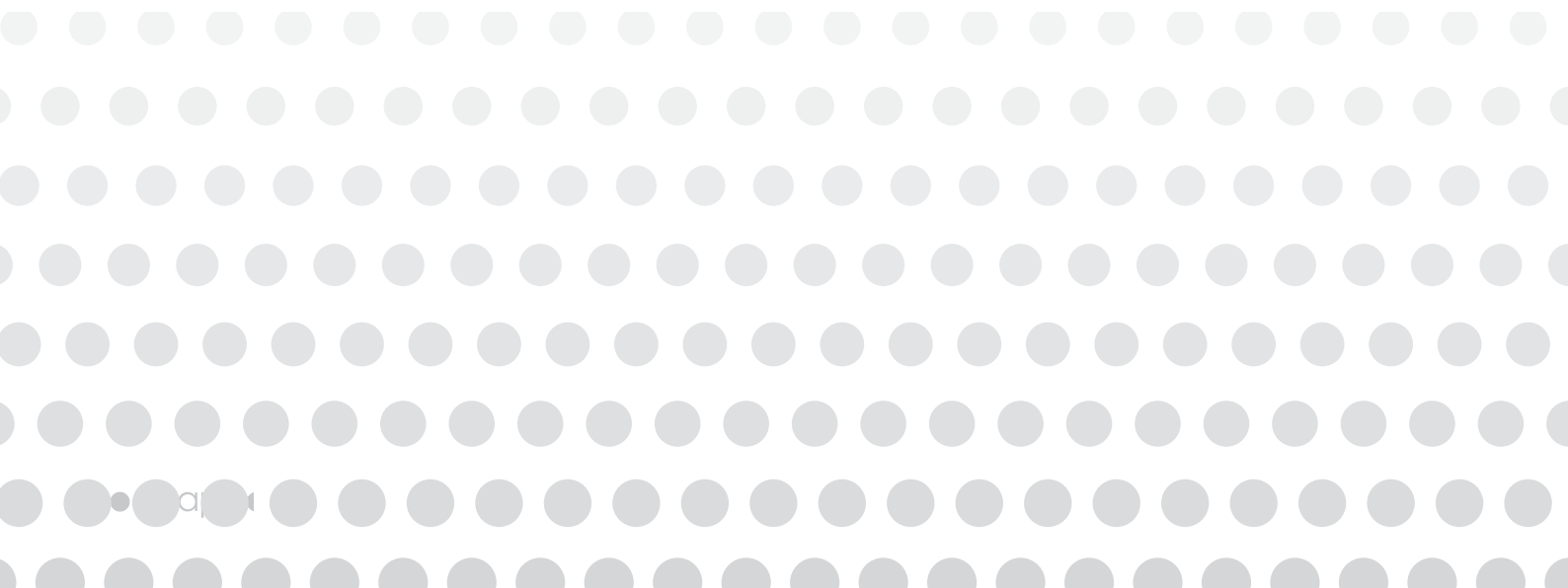
Ministry	Decisions
Office of the Prime Minister	124
Ministry of Local Government Administration	12
Ministry of Education, Science, Technology and Innovation	11
Ministry of Agriculture, Forestry and Rural Development	33
Ministry of Justice	38
Ministry of Economy	10
Ministry of Finance, Labor and Transfers	97
Ministry of Industry, Entrepreneurship and Trade	25
Ministry of Returns and Communities	-
Ministry of Culture, Youth and Sports	9
Ministry of Defense	12
Ministry of Environment, Spatial Planning and Infrastructure	28
Ministry of Internal Affairs and Public Administration	23
Ministry of Foreign Affairs and Diaspora	6
Ministry of Health	54
Ministry of Regional Development	-
Others	4
<b>TOTAL</b>	<b>486</b>

Source: Official Gazette of the Republic of Kosovo

## Annex 2. Number of decisions by sector

Sector	Decisions
Public Health and Social Protection	30
Rule of law	37
Public order and safety	10
Governance	106
Local governance	13
Human rights and gender equality	8
Promoting and protecting the rights of communities	-
Comprehensive economic growth	7
Industry, entrepreneurship, and trade	25
Development of ICT infrastructure and capacities	4
Agriculture, forestry, and rural development	33
Regional development	2
Environment and Spatial Planning	31
Infrastructure	5
Energy and mining	5
Education and science	13
Culture, youth, and sports	11
Foreign policy and diaspora	28
Defense policies	9
Migration policies	6
Others	39
COVID-19 Pandemic Management	40
Economic Recovery	24
<b>TOTAL</b>	<b>486</b>

Source: Official Gazette of the Republic of Kosovo





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