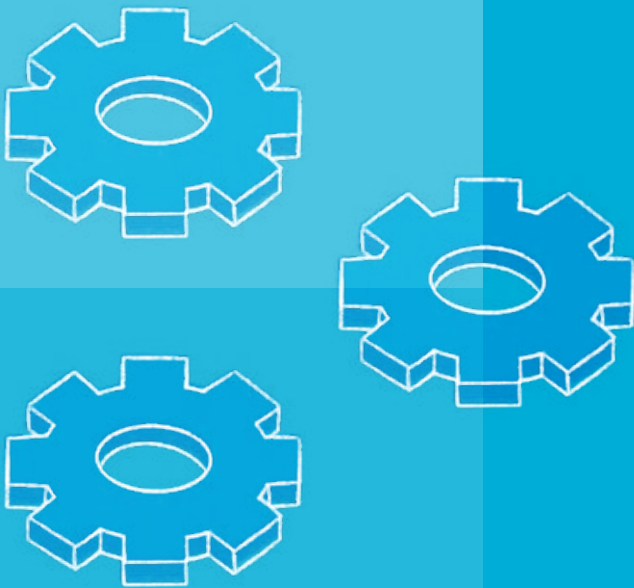


THE MUNICIPAL PERFORMANCE EVALUATION SYSTEM BASED ON SDGS



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Zhvillimi i Qëndrueshëm
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Introduction

Municipalities represent the basic units of local self-government. As such, municipalities are obligated to provide basic services to their citizens. The municipalities of the Republic of Kosovo have been democratically governed for a little more than 20 years, and during this period they have made fairly quick steps toward the advancement of services, digitalization, democratic consolidation, and transparency.

Apart from the basic obligation to the citizens of the respective municipalities, some of the main drivers of the advancement of the performance of the municipalities have been the processes of state formation and Euro-Atlantic integration that Kosovo has gone through and is going through.

The implementation of a multi-ethnic Constitution with rights and privileges emphasized minority communities, the process of decentralization, the fulfillment of the criteria for European integration, and, others. Another important advocate in the advancement of performance and service delivery by municipalities is the Municipal Performance Management System (MPMS). For many years, this system has been proven to have a positive effect, encouraging municipalities to offer better services to citizens, to be more consultative and comprehensive in policy-making and decision-making, as well as to be more transparent.

On the other hand, in addition to the commitments and obligations of the Euro-Atlantic integration that Kosovo has received, global political, industrial, and natural developments have caused international and supranational organizations to adopt guiding documents to address contemporary challenges. Such documents are the European Green Deal approved by the European Union and the Sustainable Development Goals (SDGs), approved by the United Nations.

The municipalities of the Republic of Kosovo should take steps to include the goals of these two initiatives in their work. A significant part of these goals are implemented by the municipalities in their daily work and a small number of them are covered by the indicators of the MPMS, but for most of the SDGs, there is a lack of implementation monitoring and reporting.

This paper will compare and analyze the possibility of including nuseveralicators for reporting on the ODG within the MPMS. Firstly, the paper will show the connection between the MPMS, the SDGs, and the criteria for European integration, then it will compare the compatibility of nuseveralicators of the MPMS and those of the SDGs, and will propose the inclusion of nuseveralicators of the SDGs, which are under the jurisdiction of the municipalities, within the MPMS.

The connection of national and local policies with Euro-Atlantic integration

The Republic of Kosovo is committed to liberal democratic values and western orientation. Consequently, the institutions of the Republic of Kosovo have prioritized integration into the European Union. Kosovo has also committed to the fulfillment of the Sustainable Development Goals (SDGs) through the establishment of the Council for Sustainable Development, within the Assembly of Kosovo, in 2018, as well as now with the National Development Strategy 2030 (NDS), which is in the final stage of approval.

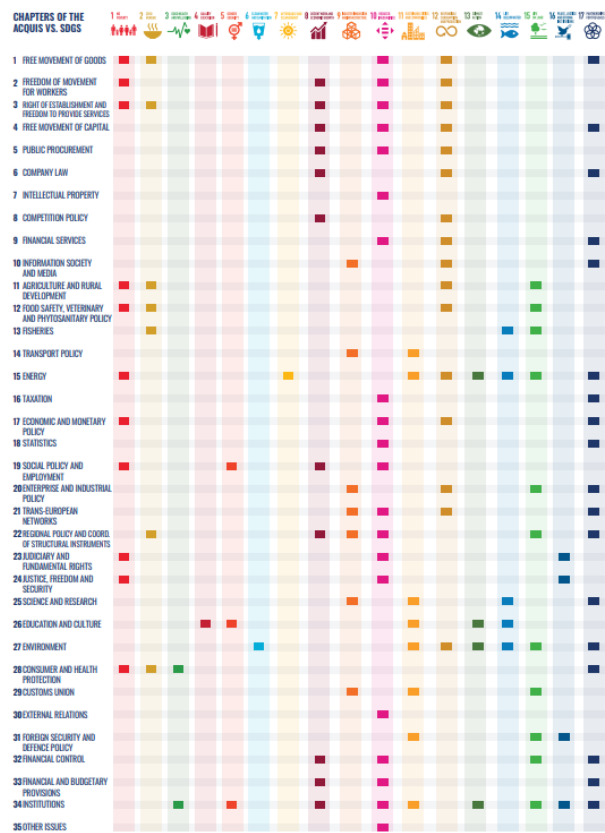
Also, the European Green Deal (EGD) presents a policy guide to address climate change and transform the EU "into a fair and prosperous society". As such, EGD "is an integral part of the European Commission's strategy to implement the Sustainable Development Goals and the 2030 Agenda of the United Nations".¹

A joint study made by the Office of the European Union in Kosovo and the United Nations Team in Kosovo has established the connection between the 35 chapters for membership in the EU and the SDGs. In the illustration to the right, a table detached from this study is provided showing that most of the 35 chapters touch on four or more Sustainable Development Goals.²

Consequently, considering that EGD is also part of the EU strategy for the implementation of the SDGs, it makes these three processes complementary for all the institutions of the Republic of Kosovo. Municipalities carry out a significant part of the implementation of the resulting obligations from the European integration process and report on this through the Ministry of Local Government. However, while the institutions collect information and report regularly for the resulting requirements from the EU integration process, in the case of the SDGs, this is missing.

Regardless of the policy level, be it at the United Nations, European Union, or state level, part of the burden of implementation falls on local governments around the world. Especially in the case of the SDGs, "local governments are policymakers are the catalysts of change and best positioned to link global goals with local

Figure 2: Kosovo's 2030 agenda and EU agenda: areas of commonality



¹ See: European Green Deal, published on 11 December 2019, COM(2019) 640

² See:

file:///C:/Users/Buton/Desktop/SDG%20Synims%20for%20Local%20Government/the_sdgs_what_l_ocalgov_need_to_know_0.pdf

communities.³ In total, about 60% of the implementation of the SDGs falls on the burden of the local government. 17 Goals are broken down into 169 Goals (Targets), of which 99 are relevant for the municipalities of Kosovo. While from 242 indicators for measuring the implementation of these targets, about 130 indicators are relevant for municipalities.

If we compare the 17 Goals with the 13 main municipal competencies that emerge from the Law on Local Self-determination, it can be seen that each of these competencies is one or more SDGs. Consequently, even 99 Goals (Targets) are applicable by municipalities, and a significant number of them are already implemented directly or indirectly by municipalities, as determined by a paper carried out by the Institute for Development Policy (INDEP) during the year 2022⁴. Competencies of municipalities arising from the Law on Local Self-determination, System for Monitoring Municipal Performance (SMMP) has been developed. As specified in the Document of the MPMS, "The determination of the purpose of the SMMP is inter-related with the legal provisions in force" and "the scope of the measurements of the SMMP extends along the range of powers that municipalities have according to Law 03/L-040 For Local Self-Government".⁵

Further, the same document states that "performance measurement is done in store the monitoring of the provision of services through valid performance measurements, to provide necessary information to facilitate decision-making in the municipality, to motivate local government bodies and to promote responsibility and accountability during their work in creating conditions for a dignified life for the citizens of the Republic of Kosovo".⁶ So, the entire focus of the SMMP is to appreciate the work of the municipalities of the Republic of Kosovo in fulfilling the main competencies based on the Law on Local Self-Government. On the other hand, as underlined above, most of these competencies are the relevant SDGs. In addition, the full compatibility of the SDGs with the EU membership chapters was enhanced.

Above all, Kosovo's institutions have committed to implementing SDGs in Kosovo by becoming part of the global initiative, even though Kosovo is not yet a member of the United Nations. Following this commitment, some municipalities have become positive examples of work toward the fulfillment of the SDGs. The most prominent cases are the Municipality of Drenas, which has done the localization of the SDGs, as well as the Municipality of Vushtria, which has already drawn up the first Local Voluntary Report.

Despite this clear connection between the main municipal competencies with the SDGs and the political commitment of Kosovo's institutions, with the current arrangement that SMMP has, it cannot extract much data about the fulfillment of the SDG Targets. However, with an update of the MPMS, a large number of data can be extracted about the fulfillment of the SDGs and the 2030 Agenda. This is possible since many of the daily activities carried out by the municipalities of the Republic of Kosovo go towards the fulfillment of the SDGs, therefore with an update, adaptation, or addition of the MPMS, the results of all these municipal activities can be captured and reported. In the following section, a comparison of the indicators of the SMMP and the indicators of the SDGs will be made to show the compatibility as well as simple examples of the inclusion of the indicators of the SDGs within the SMMP.

³ See:

file:///C:/Users/Buton/Desktop/SDG%20Synims%20for%20Local%20Government/the_sdgs_what_localgov_need_to_know_0.pdf

⁴ See the Report at: <https://indep.info/wp-content/uploads/2022/10/OZhQ-te-perballe-fusheveprimtarise-dhe-misionit-te-Komunave-te-Kosoves-1.pdf>

⁵ See in: <https://mapl.rks-gov.net/wp-content/uploads/2021/05/Dokumenti-Kryesor-i-Sistemit-te-Menaxhimit-te-Performances-Komunale- designed-18.02.2021.pdf>

⁶ See in : <https://mapl.rks-gov.net/wp-content/uploads/2021/05/Dokumenti-Kryesor-i-Sistemit-te-Menaxhimit-te-Performances-Komunale- designed-18.02.2021.pdf>

Comparison of the indicators of the Municipal Performance Management System with the indicators of the Sustainable Development Objectives

Currently, SMMP is divided into 19 fields that cover municipal competencies according to the Law on Local Self-Government. These 19 fields are further broken down into 37 results. And, for measuring municipal performance in the implementation of municipal competence, 119 indicators have been defined.



On the other hand, the SDGs have 17 Objectives, 169 Goals (Targets), and 242 indicators. Of these, 16 Objectives, 99 Goals, and 133 indicators are relevant for municipalities in Kosovo.

As previously emphasized, currently the municipalities, except the Municipality of Vushtria, do not evaluate the fulfillment of the SDGs by collecting data based on the indicators of the SDGs. However, municipalities do many projects and activities that directly or indirectly fulfill the SDGs, but there is a lack of data collection and reporting. Many data are available or can be easily collected from municipalities that can provide a clear overview of the fulfillment of the SDGs.



Considering that SMMP has proven to be a successful system for the collection and reporting of data by municipalities, supplementing this system with several indicators of the SDGs is an adequate solution to improve the poor situation regarding the fulfillment of SDGs. Above all, considerable work done by the municipalities is gradually fulfilling the SDGs, but due to the lack of coordination and structural reporting, all this work goes unnoticed.

Also, considering that the implementation of the SDGs requires the commitment of the entire community and not only the institutions, in academic circles and international organizations it is recommended to collect unofficial data about the fulfillment of the SDGs. Non-official data can be collected from the business community, non-governmental organizations, academia, cultural and sports associations, and the like.

Below in table form are given some of the Fields and indicators of SMMP and SDGs and the corresponding indicators. In the first part of the table, the current situation is given, that is, the indicators of the SDGs that are directly or indirectly covered by the indicators of the SMMP, while in the second part of the table, the indicators of the SDGs that can be included as a result of a completing or updating the proposed SMMP.



SMMP Field	SDGs covered	SMMP indicators	Covered indicators of the SDGs
Field 4 Equality in Employment, Social and Family Services		<p>4.1.1 - Employees with special needs in municipal institutions</p> <p>4.1.2 - Employees from non-majority communities</p> <p>Indicator 4.2.1 - Families in need who have been provided housing and the conditions for issuing social housing have been created</p> <p>4.2.2 - Children in need of housing who have been provided with family housing</p>	<p>1.3.1 The proportion of the population covered by social protection schemes, by gender, with priority given to children, the unemployed, the elderly, the disabled, pregnant women, newborns, victims of work injuries, and the poor, or other marginalized groups</p> <p>1.a.2 Proportion of total government spending on basic services (education, health, and social protection)</p> <p>8.5.2 Unemployment rate, by gender, age and persons with disabilities</p> <p>16.7.1 Proportions of positions in national and local institutions, including (a) legislatures; (b) public service; and (c) the judiciary, compared to national distributions, by sex, age, persons with disabilities and population groups.</p>
SMMP Field	Uncovered SDGs	SMMP indicators	Uncovered indicators of the SDGs
Field 4 Equality in Employment, Social and Family Services		<p>4.1.1 - Employees with special needs in municipal institutions</p> <p>4.1.2 - Employees from non-majority communities</p> <p>Indicator 4.2.1 - Families in need who have been provided housing and the conditions for issuing social housing have been created</p> <p>4.2.2 - Children in need of housing</p>	<p>1.2.1 Proportion of the population living below the national poverty line, by gender and age</p> <p>2.1.1 Prevalence of malnutrition</p> <p>2.2.1 Prevalence of stunting (height for age <-2 standard deviations from the mean of the World Health Organization (WHO) Child Growth Standards) in children under 5 years of age</p> <p>2.2.2 Prevalence of malnutrition (weight for height > +2 or <-2 standard deviations from the mean of the WHO Child Growth Standards) among children under 5 years of age, by type (underweight and overweight)</p>

		who have been provided with family housing	<p>10.2.1 Percentage of people living below 50 percent of median income, by sex, age and persons with disabilities</p> <p>10.3.1 Percentage of population/persons reporting that they felt discriminated against or harassed in the previous 12 months on the basis based on discrimination prohibited under international human rights law</p> <p>11.1.1 Percentage of urban population living in slums, informal settlements or inadequate housing</p> <p>16.2.1 Percentage of children aged 1–17 years who experienced any physical punishment and/or psychological aggression by caregivers during the past month</p>
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SMMP Field	SDGs covered	SMMP indicators	Covered indicators of the SDGs
Field 12 Drinking water		<p>12.1.1 - Implementation of the plan for the construction and maintenance of the water supply system</p> <p>12.1.2 - Households, public institutions and business units involved in the drinking water system</p>	<p>1.4.1 The proportion of the population living in households with access to basic services</p> <p>6.1.1 Percentage of the population using safely managed drinking water services</p>
SMMP Field	Uncovered SDGs	SMMP indicators	Uncovered indicators of the SDGs
Field 12 Drinking water		12.1.1 - Implementation of the plan for the construction and maintenance of the water supply system	3.9.2 Mortality rates attributable to unsafe water, unsafe sanitation and lack of sanitation (exposure to unsafe water and sanitation services for all (WASH))

⁷ SDG 6 is also included under the "uncovered" as it is only partially covered by the current indicators of the SMMP

		12.1.2 - Households, public institutions and business units involved in the drinking water system	6.2.1 Percentage of the population using (a) safely administered sanitation facilities and (b) a handwashing facility with soap and water 6.6.1 Change in the extent of water-related ecosystems over time 6.a.1 The amount of official aid for water and sanitation-related development that is part of a government-coordinated spending plan 6.b.1 Proportion of local administrative units with established and operational policies and procedures for the participation of local communities in water and sanitation management
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SMMP Field	SDGs covered	SMMP indicators	Covered indicators of the SDGs
Field 15 Environmental Protection		15.1.1 - Implementation of the local environmental action plan 15.1.2 - Municipal environmental permits issued 15.1.3 - New buildings that have implemented the municipal environmental permit	15.1.1 Forest area as part of the total land area 15.3.1 The proportion of land that has been degraded over the total land surface
SMMP Field	Uncovered SDGs	SMMP indicators	Uncovered indicators of the SDGs
Field 15 Environmental Protection		15.1.1 - Implementation of the local environmental action plan	7.1.2 Proportion of the population with primary reliance on clean fuels and technology 11.6.2 Average annual levels of small particles (eg PM2.5 and PM10) in cities (measured population)

⁸ SDG 15 is also included under the "uncovered" as it is only partially covered by the current indicators of SMMP

		<p>15.1.2 - Municipal environmental permits issued</p> <p>15.1.3 - New buildings that have implemented the municipal environmental permit</p>	<p>12.4.2 (a) Hazardous waste generated per capita; and (b) the percentage of hazardous waste treated, by type of treatment</p> <p>12.5.1 National recycling rate, tons of recycled materials</p> <p>12.6.1 Number of companies publishing sustainability reports</p> <p>12.b.1 Application of standard accounting tools to monitor economic and environmental aspects of tourism sustainability</p> <p>15.2.1 Progress towards sustainable forest management</p> <p>15.a.1 (a) Official development assistance for the preservation and sustainable use of biodiversity; and (b) revenues generated and finance mobilized by economic instruments related to biodiversity</p>
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Conclusions and recommendations

The paper highlighted the operation of the Municipal Performance Management System as an example of success in encouraging municipalities to engage in the fulfillment of legal competencies as well as in the best implementation of democratic principles. At the same time, data collection through defined indicators is crucial in achieving this success.

Furthermore, the paper emphasized the commitments of the institutions of the Republic of Kosovo to fulfilling global and European agendas and policies such as the SDGs and the Green Agenda which have been approved to address the contemporary challenges faced by the states. Likewise, the connection and compatibility between the 35 Chapters of EU Membership, the European Green Agenda, Sustainable Development Goals, and the competencies of the municipalities according to the Law on Local Self-Government were highlighted.

Considering the commitments of the institutions of the Republic of Kosovo for the fulfillment of the Sustainable Development Goals as well as the success of the SMMP, the paper proposes to consider the possibility of including the indicators of the SDG within this system so that the Republic of Kosovo reports progress towards fulfilling international commitments such as the SDGs and the European Green Agenda.

Also, throughout the paper, it was emphasized that most of the SDGs are the responsibility of the local government all over the world, and therefore also of the municipalities of the Republic of Kosovo. Above all, it was emphasized that the municipalities of Kosovo already implement a considerable number of these goals, but their implementation is not reported. Therefore, the inclusion of the SDG indicators within the SMMP would be the most efficient approach for the institutions of the Republic of Kosovo to report on the fulfillment of the SDGs.

From the analysis and assessments made during the work, two options have been found to include the indicators of the SDG within the SMMP: i) *updating or supplementing the existing indicators of the SMMP*; and ii) *revision of the areas and indicators of the SMMP*.

The first option would mean updating or supplementing the existing SMMP indicators by including a selected number of SDG indicators without any substantial changes. According to this option, a careful comparison and analysis of all indicators of the SMMP against the SDGs and relevant indicators would be done, and as a result, the relevant indicators of the SDGs would be added as part of the indicators of the SMMP. Such a simple comparison is provided on pages 6 to 9 as a method that can be followed to update or supplement the SMMP. It should be reemphasized that such an update/completion will not bring additional work for the municipalities, because many of these works are already being done and most of the data are already available or can be easily obtained.

The second option, *the revision of the fields and indicators of the SMMP* would mean changing or recategorizing the 19 Fields, results, and indicators of the SMMP against the Objectives and Goals (Targets) of Sustainable Development. This in no way means a fundamental change of fields, results, or indicators, but a review to merge some of the fields and include some new fields, based on contemporary challenges and trends.

For example, Field 1: Public Administrative Services, Field 2: Municipal Transparency, and Field 3: Municipal Accountability can be merged into two areas, since some of the indicators from Field 1 and 3 are a combination of internal administrative work, while some of the indicators of Fields 2 and 3 are a combination of transparency and public consultation.

Then, Field 6 Disaster Management and Field 15 Environmental Protection can be merged into one field, since both fields have the main focus on interventions in the environment to preserve the health and life of citizens. SDG 13 is designed to link disasters with climate change due to environmental damage. Moreover, even international organizations in many cases deal with these fields within one component.

Moreover, Field 7 Spatial Planning and Field 8 Public Spaces can also be merged into one field as they are deeply interrelated. The same can be done with Field 12 Drinking Water and Field 13 Sewage, merging them into one field.

Such a revision would leave space for the introduction of some new fields in the MPMS by global trends and the commitments of the institutions of the Republic of Kosovo. For example, new fields such as Renewable Energy, Food Security, Innovation, Adequate Use of Agricultural Lands and Production, and the like can be included. And again, even with the inclusion of new fields, the number of fields would not change. Probably, the number of indicators would increase slightly to highlight more the work that the municipalities are doing.

Whichever option is chosen and applied must be reflected in the Content Management System (CMS) program as a software platform to report the fulfillment of the indicators.

Following the above conclusions, the decision-making institutions, and in particular the Ministry of Local Government as the administrator of the Municipal Performance Management System, are recommended to take action to implement one of the two options recommended below:

Initiate field review and indicators of the Municipal Performance Management System

Considering that a genuine operation of the Municipal Performance Management System is an accelerator for the commitment of municipalities to the best possible implementation of the Sustainable Development Goals and the 2030 Agenda, the updating or completion of the existing indicators in the Municipal Performance Management System should be initiated. This includes comparing and assessing the indicators of the SMMP against the indicators of the SDGs, the inclusion of the indicators of selected SDGs, as an integral part of the SMMP indicators, as well as the updating of the Content Management System (CMS) program to reflect the conclusions of the initiative.

Initiation of the revision of the fields and indicators of the SMMP, which includes the assessment and analysis of the fields, results, and indicators of the SMMP against the objectives, goals (targets and indicators of sustainable development, merging some of the fields and introducing some new fields to address contemporary challenges and trends and updating the CMS program to reflect conclusions of the initiative.

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