

PERFORMANCE BASED GRANT SYSTEM (PBGGS)

A GUIDE FOR MUNICIPALITIES



Performance Based
Grant System (PBGS)
A guide for municipalities

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Abbreviations

AKM	Association of Kosovo Municipalities
DEMOS	Decentralisation and Municipal Support
GA	General Auditor
HSI-K	HELVETAS Swiss Intercooperation - Kosovo
MCs	Minimum Conditions
MLGA	Ministry of Local Government Administration
MoF	Ministry of Finance
MPTO	Municipal Property Tax Office
OAG	Office of the Auditor General
OSR	Own Source Revenues
PBGS	Performance Based Grant System
PC	Performance Criteria
PMS	Performance Management System
PTD	Property Tax Department
SDC	Swiss Development Cooperation
TA	Technical Assistance

GLOSSARY OF TERMS

Performance Based Grants System “PBGS”^{1[1]}: a system for awarding financial assistance to municipalities based on their performance. The DEMOS’ PBGS is structured to condition partner municipalities’ access to grants, to their performance. The performance is measured in 1.) financial management, 2.) provision of municipal services for public spaces, municipal traffic, and waste; and 3.) local democracy. The municipal performance is directly linked with the amount of grants, and municipalities need to show that they have complied with Minimum Conditions (MCs).

Minimum Conditions “MCs”: measure the capacity of a partner municipality to perform some of its basic functions. They are either complied with or not. Partner municipalities not able to demonstrate compliance with MCs will not access grants. Partner municipalities become eligible to receive their grants after meeting the MCs.

Project financing in selected areas: partner municipalities submit project proposals for financing in one or more of the following areas: public space, mobility, waste, financial management and local democracy. In addition they can receive pre-set and on demand Technical Assistance (TA) in the above-enumerated areas.

Sector ear-marked budget support: is awarded to partner municipalities scoring 4.5 (out of 6) or higher. Municipalities receiving this form of budget support will have more flexibility in spending it; there is no co-financing requirement and no need to submit project proposals.

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[1] From ‘Performance Based Grant Systems, Concept and International Experience, UNCDF, page iii-iv’

1. INTRODUCTION

The Decentralisation and Municipal Support programme (DEMOS) is an SDC funded project, implemented by HELVETAS Swiss Intercooperation (HSI). DEMOS works with 17 partner municipalities (see the map below) that are clustered in three regions: the Western, Central and Eastern Kosovo, in which approximately 40% of the Kosovo population (approximately 700,000 citizens) resides. DEMOS also works with relevant central level institutions.

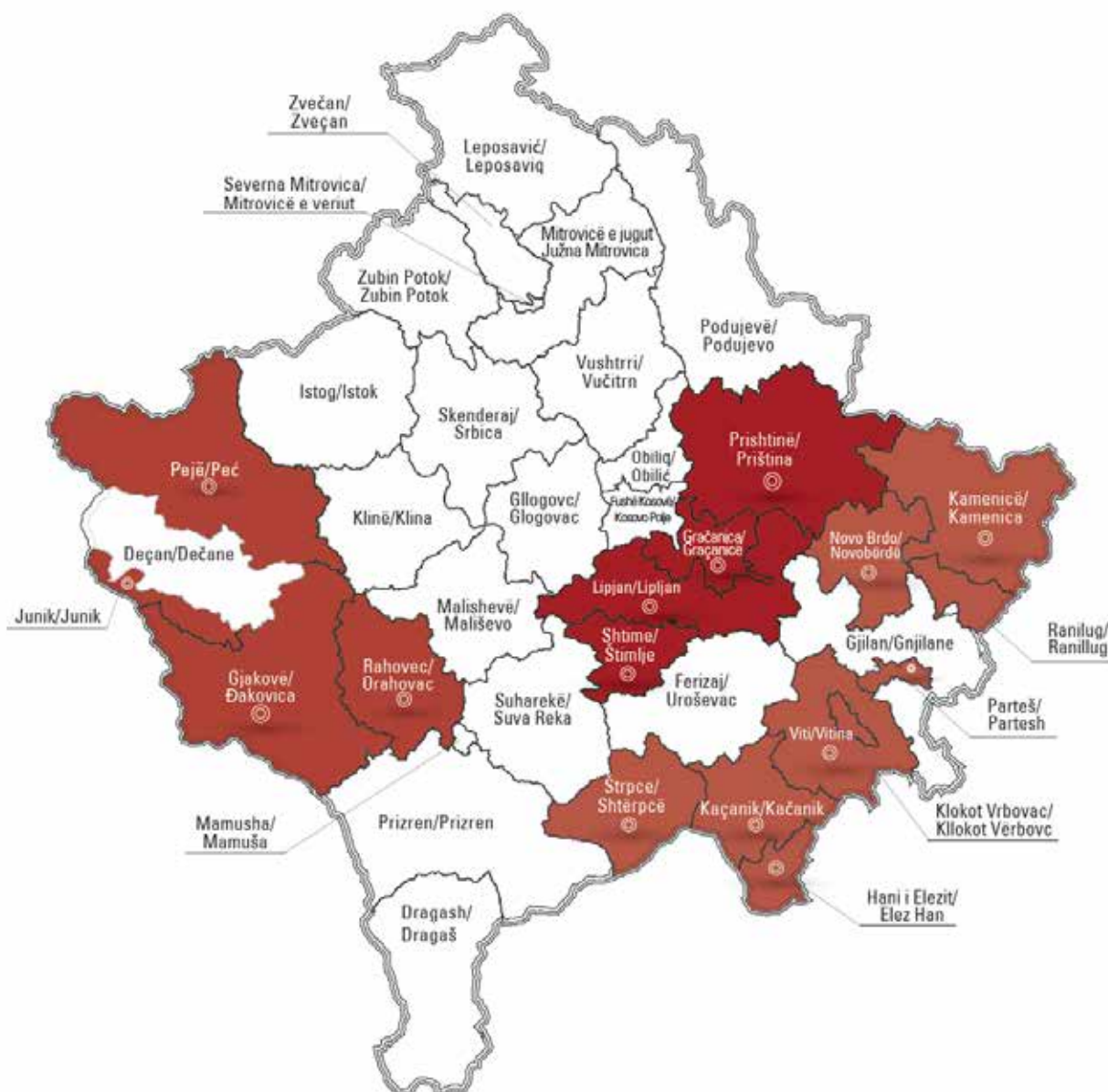


Figure 1: Map of partner municipalities

DEMOS aims to improve governance and service delivery as to public spaces, mobility, waste, financial management and local democracy. The primary mechanisms to achieve this are through the Performance Based Grants System and Technical Assistance.

2. PERFORMANCE BASED GRANT SYSTEM

The PBGS is a tool developed to award municipalities based on their performance in relevant selected fields. It is focused on providing incentives for municipalities to improve the quality their work. The innovative feature behind the PBGS approach is that it creates linkages between the grants that a partner municipality receives and its performance: good performance in the selected fields is rewarded with higher grants.

2.1. How does it work?

PBGS involves four main steps:

- i. Minimum Conditions (MCs) (see chapter 3.1) which are a screening baseline that must be met by all partner municipalities in order to receive a grant;
- ii. Measurement of the performance of municipalities based on a set of indicators (see table 1);
- iii. Allocation of a grant (see annex 1) to municipalities based on their performance, and
- iv. Monitoring of relevant projects implementation.

2.2. Objectives behind PBGS

The PBGS addresses only some of the municipalities' own competences (see article 17, Law on local self-government).

The goal of the PBGS is to: a) improve public services delivery, local democracy and executive oversight, as well as financial management; and b) incentivize municipalities to use and increase their own source revenues (OSR), which will make municipalities more autonomous. The PBGS also provides partner municipalities a tool that can be used to formulate policies and align them with long-term development goals. Furthermore, it also acts as an important tool for improving links between central and local governments on the one hand, and for closer engagement between local governments and citizens on the other.

3. ASSESSMENT METHODOLOGY

The PBGS assessment of municipalities is conducted on annual basis, in which data of the previous year is analysed (in 2014 for example, the performance of 2013 is assessed). The final assessment relies on official information of relevant Kosovo institutions (see table 2).

The steps during the assessment are given below:

1. General Auditor (GA) publishes the annual report for each municipality
2. Property Tax Department (PTD) in the MoF publishes the annual property tax report(s)
3. MLGA publishes the report on municipal performance
4. In order to ensure the validity of data, DEMOS engages an external entity to assess data validity.
5. Final report on the performance scoring and grants allocated for each municipality is produced, according to DEMOS weighting and scoring methodology;
6. Awarding ceremony with municipalities is organised.

3.1. Indicators for municipal performance

Municipalities have to pass the following minimum conditions (MCs), which are also used as eligibility criteria to access the grant:

- GA could provide opinion in the annual audit report;
- Minimum rate of property tax collection of the annual bill is 30%;
- 100% of annual membership fee to Association of Kosovo Municipalities (AKM) is paid;
- Necessary anti-corruption measures are undertaken according to the DEMOS anti-corruption strategy (see chapter 7);
- Municipalities report correct data in the PMS.
- By the 31st of August of the current year municipalities should have spent more than 90% of the grant awarded 2 years ago.¹

The PBGS has 6 scales (from 1 to 6). MCs apply for first 4 scales of grants (see annex 1). On top of that, municipalities that make it to the top two scales (5 and 6; with scoring of 4.50 to 6), in order to qualify for sector earmarked budget support, besides having to comply with all MCs, have an additional condition: collection of 70% or more of invoiced property tax (debts excluded) for the year to be assessed.

¹ For example, the grant awarded in September 2014 should be spent by the end of August 2016. "Spent" means that "Phase 3" as explained in the table on page 16, is completed.

After all MCs are met, municipal performance is then measured through a set of indicators (10), for the following fields:

Table 1: Indicators and working fields

Working fields	Indicators	Targets	Range	Weight
Financial management	% of recommendations of the general audit report from previous year fully addressed	0-25%	0	1
		25-55%	1	
		55-80%	2	
		>80%	3	
	% of collection of annual invoiced property tax	0-30%	0	1.5
		30-50%	1	
		50-70%	2	
		>70%	3	
Public Spaces	The area of parks/squares per capita in square meters (m ²)	0-1.5 m ² /capita	0	0.42
		1.5-3 m ² /capita	1	
		3-4.5 m ² /capita	2	
		>4.5 m ² /capita	3	
	% of km of roads with public lighting - out of the total number - in urban and rural areas	0-25% of km	0	0.42
		25-50% of km	1	
		50-75% of km	2	
		>75% of km	3	
Mobility	% of kilometres of sidewalks regulated	0-20 % of km	0	0.42
		20-40% of km	1	
		40-60% of km	2	
		>60% of km	3	
	% of local asphalted roads in the municipality	0-70%	0	0.42
		70-80%	1	
		80-90%	2	
		>90%	3	
Waste	% of settlements included in waste collection service	0-60%	0	0.42
		60-75%	1	
		75-90%	2	
		>90%	3	
	% of payments made	0-50%	0	0.42
		50-70%	1	
		70-90%	2	
		>90%	3	
Local democracy	Number of reportings of the mayor in municipal assembly meetings	0-1	0	0.5
		2-4	1	
		5-7	2	
		>8	3	
	% of published municipal assembly acts	0-55%	0	0.5
		55-75%	1	
		75-95%	2	
		>95%	3	

In consultation with the OAG, DEMOS has separated the calculation of the indicator related to audit recommendations. The calculation makes a distinction between high-priority and medium-priority recommendations (as classified by the OAG), weighting them at 0.75 and 0.25 respectively. The objective of the indicator remains the same: measuring progress in addressing the previous year recommendations. The weight and targets for this indicator are as presented in the table above.

3.2. Data sources

DEMOS will only use information produced by Kosovo institutions, acknowledging statutory national information systems and avoiding costly and unsustainable parallel data collection systems.

Table 2: Data sources

	Indicator	Source	
1	% of recommendations of the general audit report from previous year fully addressed	GA reports	OAG
2	% of collection of annual invoiced property tax	PTD reports	MoF
3	The area of parks/squares per capita in square meters (m ²)	Report on Functioning of Municipalities of the Republic of Kosovo	MLGA
4	% of km of roads with public lighting - out of the total number - in urban and rural areas		
5	% of kilometers of sidewalks regulated		
6	% of local asphalted roads in the municipality		
7	% of settlements included in waste collection service		
8	% of payments made in waste		
9	Number of reportings of the mayor in municipal assembly meetings		
10	% of published municipal assembly acts		

3.3. Weighting and scoring of Indicators

The PBGS has a relatively simple scoring system that promotes efficiency and transparency. The system might evolve according to the lessons learnt through the practice. The scoring system with allocated weight for each of DEMOS working fields and their indicators is provided in the table below.

The scoring system ranges from 0 to 3 for each indicator. A result of 0 indicates that the minimal target set for respective indicator has not been reached. Each of ten (10) indicators will be assessed and scored, according to the targets set.

Table 3: Weighting and scoring system for indicators

Weight	Working Field	Indicators	Targets	Score
1 out of 6 or 17% out of total score	General Audit	% of recommendations of the general audit report from previous year fully addressed	0-25%	0
			25-55%	1
			55-80%	2
			>80%	3
1.5 out of 6 or 25% out of total score	Property tax	% of collection of annual invoiced property tax	0-30%	0
			30-50%	1
			50-70%	2
			>70%	3
0.42 out of 6 or 7% out of total score	Public spaces	The area of parks/squares per capita in square meters (m ²)	0-1.5 m ² /capita	0
			1.5-3 m ² /capita	1
			3-4.5 m ² /capita	2
			>4.5 m ² /capita	3
0.42 out of 6 or 7% out of total score	Public spaces	% of km of roads with public lighting - out of the total number - in urban and rural areas	0-25% of km	0
			25-50% of km	1
			50-75% of km	2
			>75% of km	3
0.42 out of 6 or 7% out of total score	Mobility	% of kilometres of sidewalks regulated	0-20 % of km	0
			20-40% of km	1
			40-60% of km	2
			>60% of km	3
0.42 out of 6 or 7% out of total score	Mobility	% of local asphalted roads in the municipality	0-70%	0
			70-80%	1
			80-90%	2
			>90%	3
0.42 out of 6 or 7% out of total score	Waste	% of settlements included in waste collection service	0-60%	0
			60-75%	1
			75-90%	2
			>90%	3
0.42 out of 6 or 7% out of total score	Waste	% of payments made	0-50%	0
			50-70%	1
			70-90%	2
			>90%	3
0.5 out of 6 or 8% out of total score	Local democracy	Number of reportings of the mayor in municipal assembly meetings	0-1	0
			2-4	1
			5-7	2
			>8	3
0.5 out of 6 or 8% out of total score	Local democracy	% of published municipal assembly acts	0-55%	0
			55-75%	1
			75-95%	2
			>95%	3

The result is calculated simply; by combining the two factors (score and weight) through a simple formula:

$$X/(Y/Z)$$

where:

X = weight

Y = maximum score for the respective indicator; and

Z = current municipal score for the respective indicator.

Example: Since the scoring range involves 0, 1, 2 and 3, and score 3 is the maximum per indicator, say „% of recommendations of the general audit report from previous year fully addressed” is scored with 2, then we would have:

X = 1 (weight of that indicator on total score);

Y = 3 (the maximum score for that indicator); and

Z = 2 (current municipality score for that indicator),

so the formula would be $1/(3/2) = 1/1.5 = 0.67$. Therefore, the result of that municipality, for that indicator, would be 0.67. In the end, the results of each indicator would be added to form the total score of the municipality.

The maximum total score that a municipality can achieve is 6. Based on the total scoring using the model described above each municipality will receive a specific amount of grants. The detailed table with amount of grants allocated for different scoring is given in the Annex 1.

DEMOS performs the final scoring for each municipality. The official data provided by respective institutions are fed into the DEMOS system. The results are automatically generated. Before they are made final, the results are discussed with central level institutions and municipalities. The municipalities, have the right to appeal the scores, if they wish to do so.

4. APPEAL MECHANISM

DEMOS shall produce the scorecards every August and share them with its partner municipality, along with the amount of the grant that is to be awarded for the coming year. If no appeals are received, DEMOS considers that the partner municipality agrees with the score of the performance. However, if a municipality considers that the score is not according to the rules of this manual they have the right to appeal.

DEMOS uses the ‘on system’ approach, therefore the data presented in the scorecards are the official data published by Kosovo institutions. In this regard, DEMOS has the responsibility to use the right annual sources, to correctly copy the data, and calculate the scores, but has no responsibility for the data and their quality. If the original data is being questioned, then the municipality should direct its requests for clarification to the responsible institution that published the respective data. If a municipality disputes the right source, the right copy of data or the calculation or detects technical errors in the score that DEMOS has sent, then the following appeal mechanism applies:

1.	DEMOS sends to the municipality their final score of performance	By 17th of August, before 17:00.
1st instance appeal		
2.	<p>The municipality appeals at DEMOS. The 1st instance appeal should be justified with factual data. The appeal is only eligible if it comes from the Mayor of the respective municipality.</p> <p>The appeal should be submitted in writing (letter) to:</p> <p style="text-align: center;"><i>HELVETAS Swiss Intercooperation- Kosovo</i></p> <p style="text-align: center;"><i>kosovo.info@helvetas.org</i> <i>Tel: +381-(0)38-51.77.15</i> <i>Fax: +381-(0)38-51.88.33</i> <i>Nazim Gafurri 33, P.O. Box 2,</i> <i>10000 Pristina, Kosovo</i></p> <p>The HELVETAS reception will provide a written receipt of the appeal.</p>	By 23rd of August, before 17:00.
3.	<p>DEMOS calls a meeting with the appellant to get better informed on the appeal. DEMOS will decide and provide a written response to the appeal.</p>	By 25th of August, before 17:00.
2nd instance appeal		
4.	<p>The appellant can appeal the 1st instance decision to the Swiss Cooperation Office – Kosovo. The 2nd instance appeal should be justified with factual data. The appeal is only eligible if it comes from the Mayor of the respective municipality.</p> <p>The appeal should be submitted in writing (letter) to:</p> <p style="text-align: center;"><i>Swiss Cooperation Office SDC</i> <i>Rexhep Mala Street 6</i> <i>10060 Pristina, Kosovo</i> <i>Tel. +381 38 248 091 / 092</i> <i>Fax +381 38 248 096</i> <i>pristina@eda.admin.ch</i></p> <p>The SCO reception will provide a written receipt of the appeal.</p>	By 29th of August, before 17:00.
5.	SCO will review the appeal and provide a justified final decision in writing to both parties.	By 31st of August, before 17:00.

5. GRANT CALIBRATION AND ADJUSTMENT

The municipal performance is assessed on an annual basis, after the official documents from the respective institutions are published. For example, the municipal performance for 2013 is measured in 2014, and after final results announcement, the grant will be disbursed at the beginning of 2015; that is, if the respective municipality has met MCs and also scored over the minimum of 0.50. The grant size is communicated to municipalities in August/September, so they can integrate the funds they are to receive into their budgets for the following fiscal year.

Year assessed	Year of assessment, adjustment and commitment	Year of disbursement
2013	2014	2015

Municipalities are eligible for grants after they have achieved a score of at least 0.5. Municipalities that score less than this, i.e. 0 to 0.49, are ineligible for DEMOS grants. The base grant is calculated based on municipal population as per the official census data. However, an equalising factor enables smaller municipalities to receive more funds per capita, in comparison to bigger municipalities.

When the score for a particular municipality is between 0.5 and 1.49, it will receive the base grant. Other ranges are progressively described in the table below. The amount of grants per each score range and for each municipality are described in Annex 1.

Table 4: Overview of the grant progression and calibration

Start	Progression				Top	
	Base grant	+10%	+20%	+30%	+60%	+90%
0 – 0.49	0.50-1.49	1.50-2.49	2.50-3.49	3.50-4.49	4.50-5.49	5.50-6.00
Minimum Conditions	Performance Measurement	Public services (public space, mobility and waste)		Minimum Conditions + Performance Measurement + collection of 70% or more, from invoiced property tax		
		Local democracy				
		Financial management				
NO PROJECT	PROJECT				SECTOR EARMARKED BUDGET SUPPORT (NO PROJECT PROPOSAL NEEDED)	
Technical Assistance DEMOS driven	Technical Assistance Pre-set in 5 fields: public space, mobility, waste, financial management and local democracy On-demand in 5 fields: public space, mobility, waste, financial management and local democracy				Technical Assistance Limited on-demand in 5 areas: public space, mobility, waste, financial management and local democracy	

However, if the municipal performance decreases over time, meaning its score is lower than in previous year, its grant size is lowered accordingly.

5.1. Grant types and modalities

The table below explains in detail grant types and their use based on the total scoring, the level of co-financing by municipalities, disbursement methods and reporting. If municipalities score 0 to 0.49 they will not receive grants. They will only be entitled to the TA in the 5 DEMOS working fields. If municipalities score anywhere within the range of 0.50 to 4.49 they will receive the grant according to their precise score; however, flexibility for using the grants by these municipalities is limited. Municipalities will have to submit project proposals relevant to the 5 areas and DEMOS decides which qualify for support. Additionally, DEMOS reserves the right to participate in tender, technical monitoring and audit projects financed from the grant.

If municipalities score 4.50 or higher there is a substantial increase in the amount of grants allocated to municipalities (for details see Annex 1) and also more flexibility in using the grant. See the table below for details

Table 5: Grant types and modalities

Description	Project financing in selected fields	Sector ear-marked budget support
Threshold for access to grants	Scoring from 0.50 to 4.49	Scoring from 4.50 to 6
Co-financing	30% (for the first year)	No co-financing required
Eligible expenditures	Capital project proposals related to prioritised municipal services, local democracy or financial management. Expenditures relevant to the proposal are eligible, except for personnel. The proposal has to be drafted and submitted through DEMOS pre-developed templates.	All expenditures for any of 5 fields are allowed, except personnel. No project proposal is required.
Technical assistance (TA)	DEMOS defines the content of the TA if the score is 0. For scores from 0.50 to 4.49, TA is based on municipal demand or agreed jointly with DEMOS.	With a score of 4.50 and above, limited on-demand TA is provided by DEMOS.
Monitoring by DEMOS	High to medium	Low
Disbursement	Two instalments: 70% after the contract with the municipality is signed; the remaining 30% after work completion.	Two instalments: 90% at start of the year and the other 10% after municipal audit report is produced (next year, May)
Reporting	Technical acceptance, narrative report and financial report, audit of financial report	Regular GA report , DEMOS audit if, and when deemed necessary

In addition to the regular grants, partner municipalities can receive additional rewards for the following categories:

1. **Top performer** - The top performers are the municipalities with the highest score in a certain year
2. **Top improver** - The top improvers are the municipalities whose score improved the most in a certain year
3. **Top improver in financial management** - The top improvers are the municipalities whose result in the 2 indicators that measure financial management improved the most in a certain year
4. **Top improver in public services** - The top improvers are the municipalities whose result in the 6 indicators that measure public services improved the most in a certain year
5. **Top improver in local democracy** - The top improvers are the municipalities whose result in the 2 indicators that measure local democracy improved the most in a certain year.

To qualify for an award in any of the above categories, the municipal Audit Report for the assessed year should have no less than an unqualified opinion.

Each category has 3 awards, unless there are two pairs of municipalities with the same result, which leads to 4 rewards being given (2 x 1st place and 2 x 2nd place).

If there is no improvement among partner municipalities for any of the above categories in the assessed year, then there will be no awards for that category in that year. Only improvement is rewarded.

5.1.1. Top performers

DEMOS assesses the scores of each municipality in comparison to all others and identifies the three municipalities that achieve the highest score in a year. These municipalities will receive an extra reward (in addition to their regular grant). The best scorer receives an additional 100% of the grant it will be rewarded in that year, the second best scorer receives an additional 90% and the 3rd best scorer receives an additional 80%.

This additional grant will be considered as part of the regular grant and this manual applies to that part too.

5.1.2. Top improvers

5.1.2.1. Top overall improver

Similar to top performers, DEMOS assesses the scores of each municipality in comparison to their own score from the previous year and identifies the three municipalities that achieve the biggest improvement of their score (the overall score in current year versus the overall score in previous year). These municipalities will receive an extra reward (in addition to their regular grant). The best improver receives an additional 100% of the grant it will be rewarded in that year, the second best improver receives an additional 90% and the 3rd third best improver receives an additional 80%.

This assessment is done for all 10 indicators.

This additional grant will be considered as part of the regular grant and this manual applies to that part too.

5.1.2.2. Top improver in financial management

DEMOS assesses the result of each municipality in the current year in comparison to their own result from the previous year and identifies the three municipalities that achieve the biggest improvement of their result in the financial management indicators (the result in current year versus the result in previous year). These municipalities will receive an extra reward (in addition to their regular grant). The best improver receives an additional 100% of the grant it will be rewarded in that year, the second best improver receives an additional 90% and the 3rd third best improver receives an additional 80%.

This assessment is done for 2 indicators:

1. % of recommendations of the general audit report from previous year fully addressed
2. % of collection of annual invoiced property tax

This additional grant will be considered as part of the regular grant and this manual applies to that part too.

5.1.2.3. Top improver in public services

DEMOS assesses the result of each municipality in comparison to their own result from the previous year and identifies the three municipalities that achieve the biggest improvement of their result in public services indicators (the result in current year versus the result in previous year). These municipalities will receive an extra reward (in addition to their regular grant). The best improver receives an additional 100% of the grant it will be rewarded in that year, the second best improver receives an additional 90% and the 3rd third best improver receives an additional 80%.

This assessment is done for 6 indicators:

1. The area of parks/squares per capita in square meters (m²)
2. % of km of roads with public lighting - out of the total number - in urban and rural areas
3. % of kilometers of sidewalks regulated
4. % of local asphalted roads in the municipality
5. % of settlements included in waste collection service
6. % of payments made

This additional grant will be considered as part of the regular grant and this manual applies to that part too.

5.1.2.4. Top improver in local democracy

DEMOS assesses the result of each municipality in comparison to their own result from the previous year and identifies the three municipalities that achieve the biggest improvement of their result in local democracy indicators (the result in current year versus the result in previous year). These municipalities will receive an extra reward (in addition to their regular grant). The best improver receives an additional 100% of the grant it will be rewarded in that year, the second best improver receives an additional 90% and the 3rd third best improver receives an additional 80%.

This assessment is done for 2 indicators:

1. Number of reportings of the mayor in municipal assembly meetings
2. % of published municipal assembly acts

This additional grant will be considered as part of the regular grant and this manual applies to that part too.

6. ADMINISTRATION OF GRANTS²

The grant implementation starts within weeks after the final scores and awards are announced. The number of activities is considerable.

They are grouped in three phases:

- a. The process of identifying, drafting initial proposed projects, as well as assuring their compatibility with the rules presented in this manual, etc.
- b. Complete drafting of the projects, including all relevant details for each project individually, tendering procedures, contractual and co-financing arrangement, etc.; and
- c. The implementation and finalization process, involving reporting and monitoring tools.

² All grants are administered by the municipality. DEMOS only provides consultancy support. Exceptions might be made as per anti-corruption strategy, chapter 7, page 16.

DEMOS undertakes all the necessary steps to assure the proper and correct use of grants. The table below describes in details the activities for each phase.

Table 6: Grant administrative procedures

Activity	Detailed description
Phase 1	
An invitation is sent to the municipality to submit their project proposals including the documentary evidence on the eligibility criteria based on the nature of the project proposed	<p>The eligibility criteria involve the following evidence:</p> <ul style="list-style-type: none"> • project application • evidence that the project is on the list of municipal capital investments or evidence that the project is approved by the Municipal Assembly • evidence that the shared contribution of minimum 30% is allocated by the municipality • evidence that the location for the project implementation is municipal public property (copy of plan, ownership certificate, orto-photo)
DEMOS staff makes the evaluation of the eligibility criteria and informs municipalities.	
<p>DEMOS provides technical assistance in the related field to assist the municipality during the designing phase. This assistance is mostly about quality check and assistance - should there be a need - in the process of the designs produced by the municipalities.</p> <p>DEMOS experts confirm the completion of the project design.</p>	
Phase 2	
The project design is prepared by the municipality and confirmed by the experts	<p>Includes the following documents:</p> <ul style="list-style-type: none"> • Project technical description, • Project design, • Bill of Quantities (BOQ) (in case of works) • Implementation schedule
DEMOS and municipality sign the contract	<p>The contract sets terms and conditions for the disbursement of grant, based on the proposed project for implementation, including the co-financing responsibilities. This ensures that the grant is destined as per rules laid out in this manual and there is no possibility to exceed the value, whereas, municipalities are allowed to add financial resources if they wish so.</p>
DEMOS hires external auditor to assist municipalities in the preparation for the procurement process (preparing the tender dossier).	<p>Municipalities are the bearer of the procurement process, according to the Republic of Kosovo applicable laws, whereas, DEMOS supports at all the stages of the project implementation cycle (preparation, tender process, implementation and post implementation).</p>
The municipality transfers its co-financing amount	

DEMOS transfers first instalment of 70%	Municipality is ready to start with the implementation. Accordingly, municipality appoints the supervisory body to supervise the contractor during the implementation process. DEMOS engages technical experts and the external auditor to support the monitoring process of the project implementation.
Phase 3	
The municipal commission will confirm the completion of works/services	In close cooperation with DEMOS experts and the auditor in order to confirm that project has been completed in accordance with the original project design.
The technical experts of DEMOS engage with the municipality to complete the documenting process as well assess the entire project.	DEMOS requires the following documents before the last instalment will be transferred: <ul style="list-style-type: none"> • Hand- over form • Technical expert report on completion • Audit report on completion • Site diary • Construction book • Narrative Report • Financial Report • Signed technical acceptance report (municipal report) • Financial statements (DEMOS and municipal share – co-financing)
Given that the above are met and satisfactory, DEMOS transfers the second instalment (30%)	

7. ANTI-CORRUPTION MEASURE FOR DEMOS PARTNER MUNICIPALITIES

DEMOS requires the use of anti-corruption measures to create a level playing field for partner municipalities. The anti-corruption measures are based on ‘indictment cases’. The reasons for this are as follow:

1. Final verdicts are not suitable because these are individual and it would not be adequate to ‘punish’ the whole municipality if a staff member decided to get involved in illicit activities. Moreover, a decision on a final verdict usually takes too long, which would not have significance within the DEMOS programme period.
2. Cases under investigations, before the indictment is issued, are confidential and very sensitive. It would be inappropriate for DEMOS to relate the grant disbursement to these processes.
3. The legal principle ‘one is innocent until proven guilty’ would not allow DEMOS to base suspension on a case under investigation (before indictment).
4. Excluding municipalities based on investigation (before indictment) would open up the possibility of abuse (third persons filing cases for political reasons).

DEMOS anti-corruption measures are as follows:

1. **Case:** If the mayor or a politically appointed director of a partner municipality is indicted.

Measure: DEMOS will not transfer funds to the municipal account and manage them completely, including designing/planning, tendering, evaluating and monitoring the projects until the process is completed. Once the court process is completed and pre-conditions re-established DEMOS can again allow the municipality to receive funds.

2. **Case:** If civil servants are indicted.

Measure: DEMOS requests the mayor to take immediate measures against the staff under investigation according to Article 69 of the Law on Civil Service. DEMOS will request the proof that the municipality has undertaken necessary disciplinary actions (suspension letter). If a municipality does not suspend its indicted staff then DEMOS will not transfer funds to the municipal account but takes over the financial management of the funds. The designing, planning, tendering, evaluating and monitoring of the projects until the process is completed will continue to be done jointly with the municipality.

Above mentioned measures will be applicable throughout the project phase.

Annex 1: Allocation of grants per municipality based on scoring

Score		0.5-1.49	1.5-2.49	2.5-3.49	3.5-4.49	4.5-5.49	5.5-6.0
Municipality							
1	Prishtinë/Priština	240,000	264,000	288,000	312,000	384,000	456,000
2	Gjakovë/Đakovica	100,000	110,000	120,000	130,000	160,000	190,000
3	Pejë/Peç	100,000	110,000	120,000	130,000	160,000	190,000
4	Viti/Vitina	45,000	49,500	54,000	58,500	72,000	85,500
5	Rahovec/Rahovec	45,000	49,500	54,000	58,500	72,000	85,500
6	Lipjan/Ljipjan	45,000	49,500	54,000	58,500	72,000	85,500
7	Kamenicë/Kamenica	40,000	44,000	48,000	52,000	64,000	76,000
8	Kaçanik/Kaçanik	40,000	44,000	48,000	52,000	64,000	76,000
9	Shtime/Štimlje	40,000	44,000	48,000	52,000	64,000	76,000
10	Novobrdë/Novobërd	30,000	33,000	36,000	39,000	48,000	57,000
11	Štrpce/Shtërpc	30,000	33,000	36,000	39,000	48,000	57,000
12	Hani i Elezit/Hani I Elezit	30,000	33,000	36,000	39,000	48,000	57,000
13	Junik/Junik	30,000	33,000	36,000	39,000	48,000	57,000
14	Gračanica/Gračanicë	30,000	33,000	36,000	39,000	48,000	57,000
15	Parteš/Partesh	20,000	22,000	24,000	26,000	32,000	38,000
16	Klokot/Kllokot	20,000	22,000	24,000	26,000	32,000	38,000
17	Ranilug/Ranillug	20,000	22,000	24,000	26,000	32,000	38,000



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