

## REPORT FROM THE SOCIAL AUDIT GROUP IN HAMENICA

MONITORED PROJECT

### WATER DISTRIBUTION FOR THE VILLAGES OF HOGOSHT AND LISOCKË IN THE MUNICIPALITY OF HAMENICA







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**DEMOS** Decentralisation  
and Municipal  
Support



**HELVETAS**  
KOSOVO

platforma  
**CIVIKOS**

*The opinions expressed in this report do not necessarily represent the positions of the European Union Office in Kosovo, the Governments of Switzerland, Sweden, Norway or HELVETAS Swiss Intercooperation.*



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## About the **DEMOS** Decentralisation and Municipal Support

The Project for Decentralization and Support to Municipalities (DEMOS), is a project co-financed by the European Union, Switzerland, Sweden and Norway, implemented by HELVETAS Swiss Intercooperation-Kosovo.

DEMOS supports all municipalities of Kosovo to bring systemic changes that promote good governance and the provision of better services that positively affect the daily life of citizens.

DEMOS III as a general objective has the improvement of the performance of municipalities in governance, management and services, to contribute to the increase of citizens' satisfaction.

## About the platforma **CIVIKOS**

The CiviKos Platform is an initiative of civil society organizations in Kosovo, established to create and promote an environment suitable for formal and structured cooperation between civil society and state institutions in Kosovo.

The CiviKos Platform, growing constantly and currently with about 300 member organizations of civil society, is dedicated to deepening cooperation between member organizations, public authorities, and other stakeholders in the development of civil society in Kosovo. With its mission to enable a favourable environment for civil society in Kosovo, and its membership in all regions of Kosovo, the CiviKos platform continues to be actively engaged in supporting its members operating at the local level and promoting democratic participation at the local level.

## **SOCIAL AUDIT: Why is it supported by DEMOS and what is its purpose?**

DEMOS supports municipalities based on their performance, using the Performance Grant as its main tool. The better the municipality's performance, the higher the grant amount. Municipal performance is evaluated through the Municipal Performance Management System (MPMS) of the Ministry of Local Government Administration (MLGA).

By developing positive competition between municipalities, the performance grant consequently promotes positive changes in the behaviour of municipalities for the improvement of democratic governance, financial and human resource management, transparency and integrity.

In addition to the Performance Grant, DEMOS provides technical assistance to municipal staff that empowers them to deliver better results. Technical assistance is provided in areas where performance is considered to be weaker.

DEMOS also supports the central government in systemic policies, for a more favourable framework for decentralized governance.

According to the first component of the project, DEMOS III aims to open up data for wider public scrutiny of municipal performance and initiate social audits to monitor the impact of Municipal Performance Grant (MPG) projects on citizens.

The purpose of this intervention is to involve civil society organizations and citizens in conducting social audits to monitor the Municipal Performance Grant (MPG) projects implemented by municipalities.

To mitigate the reliability risks of Performance Grant funds, and at the same time, to monitor the impact of projects on citizens, DEMOS has established social audits within the Municipal Performance Grant (in the system). Social audits will also include performance monitoring and project planning processes at the municipal level. The project will support the development of sampling tools and methodologies, including training to successfully conduct such social audits. The aforementioned social audits will be funded from a part of the Municipal Performance Grant funds and will be developed by civil society organizations. For this, DEMOS will partner with key CSOs.



## INTRODUCTION

This is a summary report of the Social Audit Group, composed of activist citizens, members of various organizations from Kamenica, who have joined the Social Audit group to monitor **the implementation of the water distribution project for the villages of Hogosht and Lisocke in the Municipality of Kamenica.**

The report elaborates the methodology followed by the Social Audit Group, the actions for data collection - including field visits and discussions with the Mayor and representatives of the Municipality, and elaboration of findings and recommendations.

The Social Audit was made possible thanks to the support of the Decentralisation and Municipal Support Project (DEMOS), a project co-financed by the European Union, Switzerland, Sweden and Norway, implemented by HELVETAS Swiss Intercooperation-Kosovo.

*Through this activity, DEMOS aims to install social audit as part of the citizen monitoring culture for capital projects implemented by municipalities.*



## EXECUTIVE SUMMARY

The CiviKos Platform, during October-December 2022, with the support of the DEMOS Project, has identified a group of citizens and representatives of organized groups of citizens to monitor the implementation and progress of the capital investment in the Municipality of Kamenica, which aims to build the water supply network in the villages of Hogosht and Liskoce.

The investment in question, with an amount of EUR 321,184.17

is related to all preparatory work, soil work, assembly work, phasing parts in joints and wells, concrete-reinforcement work, as well as other work necessary for the construction of the water supply network in the villages of Hogosht and Liskoce.

During this two-month period, 18 citizens participated in a two-day intensive training and in four other meetings, including field meetings and meetings with the Mayor and other representatives of the Municipality of Kamenica. The composition of the Social Audit Group was determined on the basis of the impact that the project of the Municipality has on different groups of the population, especially the marginalized ones. More precisely, the CiviKos Platform has invited to participate people who also know the nature of the work, given that the monitored project is very technical. In addition to the fact that the participation of women and young people was stimulated in this social audit, it is worth noting that the group also included engineers, lawyers and economists, who contributed to the easier understanding of the requirements and contractual obligations of the project in question.

The Municipality project, contracted through the negotiated procedure without publication of the contract notice, with the name **“Water distribution for the villages of Hogosht and Liskoce in the Municipality of Kamenica”** from the grant scheme for municipal performance, according to the Social Audit Group, has not been fully implemented. This is due to the fact that some deficiencies have been identified by the citizens. The Social Audit Group has raised some concerns, not only about the successful implementation of the project, but also about its planning process.

Although this project was the result of many requests over the years from the residents of the village of Hogosht, the monitoring had raised concerns regarding the consultation with residents during its planning phase. The monitoring found that neither among the residents nor in the various responsible departments of the Municipality was any information that such a consultation had taken place. As a result, concerns and dissatisfaction have been raised among the residents regarding the designation of the location for the source of water intake. Moreover, the monitoring had identified that the water intake point was determined by the Municipality without

prior drilling and testing of its quality. This drilling and measurement were not carried out until the end of this monitoring. The information that the Municipality had done the tests in two other places and that according to the laboratory analysis that water was assessed as non-drinkable also contributed to the citizens' concern. Moreover, although the project includes the village of Lisocke in the title, the group has found that the village of Lisocke is not included in this project at all. For this finding, the Municipality responded that it was not included due to budget limitations, however, it had never corrected the title of the contract, which erroneously leads to the idea that we are dealing with two villages and indicates improper planning of the Municipality during the design of this investment.

Furthermore, monitoring has raised concerns about delays in the implementation of the dynamic project plan, according to which the project should be completed in 2022. According to the information received by the Group, due to the negligence of the economic operator to carry out the works on time as well as the increase in market prices influenced by the global economic crisis, has resulted in the increase in the amount of the implementation of the contract and that the planned works be not completed in full. The monitoring had identified that the delay in the implementation of the project had also been influenced by the lack of planning and timely action on the part of the Municipality, which had planned for the reservoir to be installed on private property and had started work without completing the expropriation process, a matter that had taken considerable time.

Moreover, the Social Audit Group had found that the company had not covered the canals, and had not placed gravel, and in almost 90% of the surface the soil had not been compacted as required by the contract. Also, the cubes removed from the sidewalks were not returned to their place, thus causing barriers in the movement of residents and difficult access to houses/properties. The residents were forced to fix the road themselves, because the contract provided for the fixing only after completion of the works.

Regarding the finding of the Social Audit Group that the project does not respond to the most urgent priorities and demands of the citizens, the Mayor informed the Group that public hearings were held. However, it has been confirmed that the Municipality does not possess minutes from these public hearings. The Social Audit Group believes that not enough efforts have been made to consult citizens, as there have been no separate public hearings for the project. Even if it is assumed that the Municipality has held general consultations with citizens, the process has resulted in a large discrepancy between the needs of the citizens and the project. Namely, it can be concluded that the citizens' suggestions were not taken as a basis during the planning of this project.

The goal of the Social Audit Group is that the Municipality of Kamenica, in addition to improving genuine communication with citizens, especially in projects that directly affect their lives, also consider the possibility of changing the water intake point and ensure the quality of the water that will be used to supply the village. Also, since we are in the rainy season, and the risks in traffic and the challenges in movement

are great, the Social Audit Group asks the Municipality to increase its commitment to rehabilitating all the potholes that have remained open, to put the cubes in their places and to return the road to its pre-project condition.

The municipality has welcomed the civic engagement to improve the implementation of the project in question. The Mayor of Kamenica, together with the Director of Public Services, discussed the findings of the Social Audit Group and offered explanations for some of the findings.

All parties involved were grateful for the help provided by the CiviKos Platform and DEMOS to deepen the cooperation between the Municipality and the citizens. Since the project in question has not yet been completed, monitoring at this stage of the project significantly contributes to its successful completion, giving the Municipality the opportunity to make the necessary modifications or improvements.

Based on the findings and recommendations from the social audit process, the Social Audit Group will continue to monitor the progress achieved in the implementation of the unfinished investment and the implementation of the recommendations that have emerged from this report, keeping citizens informed of new developments.

## ABOUT THE SOCIAL AUDIT

According to the guide prepared by DEMOS, social audit is one of several approaches towards achieving social accountability, through a process of constructive engagement between citizens, government, civil society, and in some cases private sector stakeholders to assess the behaviour and performance of public officials, elected leaders and service providers who use public resources to deliver services, to improve community welfare and protect people's rights.

The social audit is based on the basic principles of democratic and good governance, which means that the process is participatory, inclusive, transparent, with access to the necessary information and that decision makers and policy makers are held accountable.

Social audits should not be confused with formal and financial audits, but they are an essential element with the potential to complement traditional financial audits to help public institutions compare their overall performance. Social audit reports, and in particular the results generated from them, can be used to be included in the annual internal audit plans of municipalities.

Social audits are sometimes undertaken as a one-off event, but are most effective when carried out systematically as a process carried out at regular intervals. To enable this, it is essential to build a shared understanding and mutual ownership of social audit among relevant stakeholders. When successful, social accountability processes lead to improved management of public resources, project implementation and delivery of public services and policies that benefit people, especially marginalized groups in society. If conducted regularly and constructively, the process and its outcomes have been shown to strengthen mutual trust between citizens and government institutions.

The cooperation between DEMOS and the CiviKos Platform aims to create the infrastructure for social audit. Since it is a new form of cooperation between citizens and public authorities, capacity building is necessary. Therefore, this cooperation has started with the piloting of the social audit in four municipalities: Peja, Kamenica, Lipjan and Rahovec. Through the activities in this project, DEMOS and the CiviKos Platform intend to install this methodology to public authorities in Kosovo and civil society, so that it can be further developed as a practice in the future for various capital projects.

## STEPS OF THE SOCIAL AUDIT PROCESS

The CiviKos platform, based on the steps of the social audit methodology of DEMOS, has actively worked on creating the infrastructure for monitoring four capital projects in the four partner municipalities. Namely, in Peja, Kamenica, Lipjan and Rahovec. The methodology and approach have been built along a process and discussion between the CiviKos Platform and DEMOS. The following parts will elaborate on each step that shaped this cooperation and laid the foundations for the development of the social audit concept in Kosovo.

## METHODOLOGY

### Selection of Projects and Municipalities

One of the important parts of the Social Audit process is the selection of municipalities and projects that will be monitored by the social audit groups. Initially, only the municipalities that benefited from the performance grant were subjected to the selection process. The first step was the listing of municipalities and projects in order to create a solid basis for the development of the social audit.

The initial step has been led by DEMOS, which in cooperation with the CiviKos Platform and the Ministry of Local Government Administration (MLGA), have sent to all these municipalities a request for expression of interest/will to pilot the social audit. The municipalities have responded positively to this request to a large extent, and consequently those municipalities that have expressed their willingness to cooperate for the implementation of the social audit have been placed on the list of potential municipalities to pilot the social audit.

**After the completion of the first phase, DEMOS together with the CiviKos Platform and MLGA have made the selection of projects based on the following criteria:**

The status of the project (if it is in completion, more than 50% of the works are completed, or it is in the initial phase);

Targeting and high or low impact of projects for marginalized groups such as women, youth, the elderly, people with special needs and non-majority communities;

The nature of the project and the area of impact with priority in the fields of education, health and environment;

The amount of the grant allocated for the implementation of the capital project.

As a result, the projects that have received the most points based on the aforementioned criteria are proposed for social audit.

**The selected projects are:**

- Karagaq Park Repair in the Municipality of Peja;
- The water distribution project for the villages of Hogosht and Lisoçke in the Municipality of Kamenica;
- Construction of infrastructure for people with special needs in the Municipality of Rahovec (Rahovec, Xerxe, Forteçe, Krushë e Madhe, Celina, Hoqë e Vogël, Opterushë, Malësi e Vogël, Ratkoc, Dejn and Qifllak); and
- Construction of the Water Reservoir and Rehabilitation of the Water Supply Network in Janjevë in the Municipality of Lipjan.

The municipalities that have been selected for the social audit have been officially notified and all have expressed their willingness to pilot the social audit for the respective selected projects.

After the selection of the project, the next and most important phase of the project has begun – the establishment of cooperation with the selected municipalities and the establishment of groups for social audit in the field. This included phase was also the main and necessary part for a successful social audit.

- **Preparatory meeting with the municipal executive:** DEMOS, together with the CiviKos Platform, have held meetings with the mayors and representatives of the municipalities of Peja, Rahovec, Kamenica and Lipjan to inform them about the social audit process, as well as to exchange the necessary information for the projects in question. These meetings, in addition to informing the institutions, have also served as an opportunity for the development and maintenance of cooperation between citizens and local institutions.

- **Careful selection of social audit groups:** One of the most challenging steps in this process was the selection of social audit groups. The CiviKos platform has developed this step in cooperation with the municipalities and member organizations in each municipality - as CiviKos has a rich network of non-governmental organizations operating at the local level throughout Kosovo.

The social audit groups in the four partner municipalities have been selected with special care. As a criterion during the selection, the interest of the citizens to join the group, as well as the impact that the project has on their lives, was taken into account. Particular importance is placed on trusting that community members are genuinely convinced that the social audit group represents their interests. Another very important element during the identification of the group has been the representation of marginalized or under-represented groups, giving them an equal voice during the social audit process. The CiviKos platform, in addition to citizens who are members of the community, has also included civil society organizations operating at the local level. The inclusion of organizations is done in order to benefit from the social audit methodology which can be replicated by them in the future for similar projects.

- **Training of social audit groups:** Since the social audit is a very new concept in Kosovo, DEMOS has recommended that immediately after the selection of the social audit groups, the social audit training and basic information for the selected project should be started. At this stage, the DEMOS team has been very supportive, providing assistance in the training of the audit teams. In this phase, all the selected projects are broken down and cohesion is created among the group.

- **Regular meetings of social audit groups:** The CiviKos platform has facilitated regular meetings of social audit groups. During the regular meetings, the social audit groups have met in the areas where they operate and have analysed the implementation of the project and also identified specific findings.

In order to verify the findings, receive additional information and remove misunderstandings or misinterpretations, the social audit groups also met with the representatives of the respective municipalities where the implementation of the social audit was planned. The social audit groups have also held meetings in the field to see closely the implementation of the investments that have been made in relation to the projects in question, and to analyse the level of project implementation. All this was done in order to record the findings during the monitoring process. In addition to validating the findings, these meetings aimed at building a spirit of cooperation between citizens and institutions.

- **Preparation of social audit questions and indicators:** The social audit groups in the four pilot municipalities have compiled specific questions for the municipality, held meetings with the mayors of the municipalities, and the directors of the relevant departments for the project that has been monitored. These questions have been developed with citizen input in regular meetings through a process facilitated by the CiviKos Platform and with the support of the DEMOS team.

After the meeting with the municipalities and receiving information, as necessary, written requests were also sent for providing additional information or documentation related to the project. After collecting relevant information and documents, the main findings and recommendations for the municipality were compiled.

- **Signing of cooperation memoranda with the four partner municipalities:** In order to formalize the cooperation with the pilot municipalities, the CiviKos Platform has signed memorandums of cooperation with the four partner municipalities. The cooperation memorandum formalizes the cooperation between the CiviKos Platform and the partner municipalities. Through the signed memoranda, the municipalities have agreed to compile an action plan 3-6 months after the monitoring process, when the group of citizens has compiled the monitoring report and presented their findings and recommendations. This is in order to ensure follow-up and progress achieved in addressing the findings and recommendations.



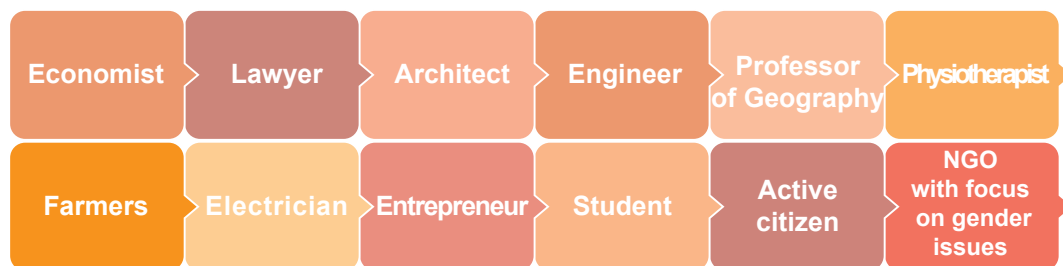
# SOCIAL AUDIT PROCESS IN THE MUNICIPALITY OF KAMENICA

## Establishment of the Social Audit Group in Kamenica

In order to identify and select the members of the Social Audit Group in Kamenica, and taking into account the uniqueness of the project, the village of Hogosht was visited to first identify the representatives of the Local Council of the village. After the meeting with representatives of the Local Council and the presentation of the social audit concept, the citizens have expressed their willingness to join the Social Audit Group. The Social Audit Group in Kamenica consisted of representatives of the Local Council, active citizens and residents of the area who are directly affected by the water supply project in Hogosht.

In total, 18 citizens were identified and selected in Hogosht, of which sixteen are men and two are women. The inclusion of women has been challenging for this project.

As for professions, the members of the Social Audit Group in Kamenica are as follows:



Immediately after the consolidation of the Social Audit Group in Kamenica, the CiviKos Platform has organized a two-day training on October 25 and 26, 2022 at the Hotel Jehona Kamenica. During these two days, the participants learned about the functioning of the local level, the process of monitoring contracts as active citizens, and were informed about the steps of the social audit process.

## Regular meetings of the Social Audit Group in Kamenica

Immediately after the training and consolidation of the Group, the members have started regular meetings. The Social Audit Group in Kamenica has held a total of four meetings, among which two meetings with representatives of the Municipality of Kamenica.

## **The specific purpose of the Social Audit Group in Kamenica**

The specific purpose of the Social Audit Group in Kamenica was to measure the impact of the implementation of the project “water distribution for the villages of Hogosht and Lisocke in the Municipality of Kamenica”, with a focus on addressing and including the demands and needs of different categories of citizens in the interventions made by the project, increasing the efficiency of implementation, as well as the involvement of the community in decision-making.

### ***The performance indicators prepared by the Social Audit Group for the monitored project are as follows:***

- Organization of public consultation with citizens directly affected by the project;
- Implementation of the project according to the contract and on time;
- The water reservoir and its location in fulfilment of the demands and needs of the citizens of the village of Hogosht;
- The satisfaction of the citizens of the village of Hogosht with the location of the water source.

### **Requests for information/documents and questions sent by the Social Audit Group in Kamenica to the Municipality of Kamenica**

Taking into account the nature of the project, the Social Audit Group has requested the following documents and information from the Municipality of Kamenica in order to collect information necessary for the process:

- The invitations and minutes that the Municipality has for the participation of citizens during the budget hearings for the project “Water distribution for the villages of Hogosht and Lisocke in the Municipality of Kamenica”.
- What are the reasons for not including the village of Lisocke in the interventions of the project, since this village is mentioned in the contract? Are there any plans to include this village in the near future?
- During the implementation of the contract, was there a need for additional budget and what were the reasons?
- Why was the water drilling done and the water source selected where it is currently located and not elsewhere?
- Has the water tank been installed as stipulated in the contract? If not, what are the reasons? What is being done in this direction by the Municipality to solve the problem?
- Has the implementation of the project been monitored on a regular basis by the Municipality?
- Was part of this contract also a plan to connect houses and neighborhoods to the water supply system?
- Were there any delays in project implementation? If yes, what were the reasons for the delays?
- To what extent are the pipes laid in the direction of the water source and are the

connections made with the water tank? Will a reorientation of the pipes and thus the new location be considered for “adequate water source”? What implications would this have for the project, financial and otherwise?

- Provide a area map to see the locations of the water source and reservoir.
- Is the maintenance of this investment stipulated in the contract?

## ABOUT THE PROJECT

Project	<b>Water distribution for the villages of Hogosht and Lisocke in the Municipality of Kamenica</b>
The total price of the works in the contract	EUR 321,184.17
Contract status	Completed

## KEY FINDINGS

Some of the main findings for the implementation of the water distribution project for the villages of Hogosht and Lisockë in the Municipality of Kamenica are:



**Lack of information on organizing the public consultation process for the project in question:** During the meeting of the Social Audit Group with the Mayor of the Municipality of Kamenica and some of the directors of the relevant directorates, it was confirmed that the Municipality of Kamenica does not have minutes of meetings/public consultation for the project in question. The representatives of the village of Hogosht are not aware of any organized consultation for this project. Likewise, there are no announcements or minutes of budget hearings/public consultations for this project published on the website of the Municipality. The lack of this information makes it impossible to ascertain whether the citizens were consulted about the project in question, and also gives indications of a lack of transparency and accountability on the part of the Municipality.



**Inadequate planning in the design of this investment:** Although the village of Lisockë appears in the contract, after the meeting with representatives of the Municipality of Kamenica, information was received that the village of Lisockë is not included in the project due to the lack of budget. This shows an inadequate planning on the part of the Municipality at the time of designing this project and therefore all the interventions that are necessary as part of this investment.



**Selecting the location of the water source without prior consultation with the citizens and without conducting the necessary tests:** The municipality of Kamenica has selected the location of the water source without consulting the residents of the village of Hogosht. Also, it has extended the water supply network without drilling and testing the water if it meets the predetermined quality parameters for drinking or if this source can provide sufficient quantities for consumption by the residents of the village of Hogosht. This action of the Municipality has raised many concerns and dissatisfaction among the citizens of the village of Hogosht, due to the fact that the lack of necessary testing of the source causes uncertainty among the citizens. At the same time, when a major investment like this is undertaken, it would first be advisable for the Municipality to make sure that the location selected for the water source is the right one, and then to work on the laying of the network and the provision of the following infrastructure.



**Delay in the implementation of the contract:** According to the information received from the Municipality of Kamenica, but also from the works in the field, the project in question has not been completed

during 2022 as it was foreseen by the contract. Delays in the conclusion of the contract occurred for the following reasons:

- As a result of negligence on the part of the economic operator to perform the works on time, there were delays in the implementation of the works and this also affected the increase in the value of the contract. The prolonged delay has caused the works to arrive at the time of the global economic crisis, manifested then with high inflation in our country. As a result, the prices have changed and it has become difficult/impossible for the operator to perform a significant part of the works with the prices determined during the contracting.

- The location for placing the tank is planned to be placed on private property. The municipality has determined the location without expropriating the property. The property where the tank was planned to be placed was later expropriated, so it is now a settled issue. However, the process has been prolonged and consequently affected the timelines of project implementation.



**Lack of remediation of pits after carrying out part of the interventions:** Although the covering of pits, canals and the placement of domes is expected to be done after the end of the contract (due to the testing of the pipes), the damage to the roads and sidewalks has caused traffic difficulties and endangering the residents. The Municipality of Kamenica, after the insistence of the members of the Social Audit Group, has inspected the condition of the roads in Hogosht on 02.02.2023. The main part where the water pipes are laid has not been properly covered and pressed with soil, leaving the road damaged.

## RECOMMENDATIONS

- To organize a public consultation with the citizens who affect the capital projects of the Municipality and to include their recommendations and suggestions.
- To carry out water quality analyzes from the source from which the water is expected to be taken and to share the results of this testing with the residents of the village of Hogosht. If it turns out that the source selected and the water obtained from this source does not meet the required parameters, then the possibility of changing the location of the water source to an alternative location that meets the parameters should be considered. This potential and new location would have to be decided only after the citizens of the village of Hogosht have given their suggestions. This would affect the avoidance of their concerns about the quality of the water they will use and the hesitation to connect to the water supply.
- To consider the possibility of repairing some of the potholes and damages caused by the economic operator even before the end of the contract. After the end of the contract, repair all the potholes that have remained open, put the domes in their places and return the road to its original condition as it was before the project.

## LIST OF COMPOSITION OF THE SOCIAL AUDIT GROUP

	Name and surname	Organization/Profession
1	Sejdi Latifaj	Economist
2	Lirigzon Myrtaj	Student
3	Bashkim Latifaj	Professor of Geography
4	Shaban Kastrati	Engineer
5	Durim Biqkaj	Lawyer
6	Ilir Kastrati	Architect
7	Albert Sermaxhaj	Lawyer
8	Hesat Myrtaj	Physiotherapist
9	Vesel Biqkaj	Active citizen
10	Haqif Agaj	Active citizen
11	Enver Sermaxhaj	Active citizen
12	Muhamet Kastrati	Entrepreneur
13	Vebi Kastrati	Electrician
14	Adnan Agaj	Gastronome
15	Atdhetar Latifaj	Active citizen
16	Mentor Kastrati	Active citizen
17	Igballe Hajdari	NGO Gruaja Hyjnore
18	Feime Kastrati Ismajli	NGO Gruaja Hyjnore

