

# Labor Inspectorate Scorecard

DECEMBER 2025





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**Labor Inspectorate Scorecard**

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# Table of Contents

|   |    |
|---|----|
| Executive Summary                                       | 6  |
| Methodology   | 8  |
| Scoring Philosophy                                      | 9  |
| Methodological Standards Applied                        | 9  |
| Kosovo Employment Baseline Data                         | 10 |
| Results based on pillars                                | 11 |
| Pillar 1: Inputs & Capacity (Weight: 20%)               | 13 |
| Pillar 2: Targeting & Processes (Weight: 20%)           | 19 |
| Pillar 3: Outputs (Enforcement Activity) (Weight: 25%)  | 25 |
| Pillar 4: Outcomes (Results & Deterrence) (Weight: 25%) | 31 |
| Pillar 5: Governance & Transparency (Weight: 10%)       | 37 |
| Overall Scorecard Results & Narrative Analysis by Year  | 43 |
| 2022  | 43 |
| 2023  | 45 |
| 2024 Scores   | 47 |
| Data gaps & recommendations                             | 49 |

# Executive Summary

There is a clear need for a structured and transparent tool to assess the performance of the Labor Inspectorate. Existing administrative reports provide activity counts but do not offer a comprehensive view of how staffing, planning, inspection delivery, enforcement, and governance interact to shape overall performance. Without a consolidated measurement system, it is difficult to identify where improvements are needed, how resources should be allocated, or whether current practices align with international standards. A scorecard approach addresses this gap by translating complex operational data into clear, comparable indicators that can be tracked over time.

FOL developed the Labor Inspectorate Scorecard to strengthen accountability, support evidence-based policymaking, and provide a consistent framework for monitoring institutional performance. As an organization with long-standing experience in labor rights monitoring, FOL identified the need for a tool that not only highlights challenges but also recognizes areas of progress. The Scorecard enables constructive dialogue between the Inspectorate, workers, employers, and policymakers by offering a neutral, data-driven assessment that can inform reforms and help improve inspection quality and worker protection in Kosovo.

The Labor Inspectorate Scorecard provides a data-driven assessment of the Kosovo Labor Inspectorate across five core areas: Inputs & Capacity, Targeting & Processes, Outputs, Outcomes, and Governance. The results for 2022–2024 show a consistent improvement in overall performance, rising from 74.4 in 2022 to 79.3 in 2024.

The strongest gains appear in operational delivery and enforcement. Pillar 3 (Outputs) and Pillar 4 (Outcomes) show high and stable performance across all years. Inspectors maintained a large inspection volume relative to available staff, and enforcement follow-through, such as fine collection and accident investigation coverage, remained consistently reliable. These trends indicate that once inspections occur, the enforcement cycle is carried out effectively.

Capacity constraints in Pillar 1 (Inputs & Capacity) remain the central structural challenge. Despite improvement in 2024, staffing levels, recruitment success, and training data are still below the levels needed for a fully resilient system. These limitations shape the Inspectorate's ability to plan inspections, distribute workloads, and support more balanced risk-based targeting.

Pillar 2 (Targeting & Processes) remained relatively stable but showed continued concentration in high-risk sectors, limiting broader coverage. Pillar 5 (Governance) demonstrated incremental improvement but remains affected by notable data gaps, especially in areas such as complaint response timeliness and sanction appeal outcomes.

Overall, the Scorecard shows an institution that is effective in inspection delivery and enforcement results, but still constrained by limited capacity and incomplete data in several domains. Addressing these gaps, particularly staffing, recruitment, training, and governance-related data availability, will be important for strengthening future performance and ensuring more balanced and sustainable inspection practices.

# Metodologjia

This Scorecard was developed to provide a comprehensive, data-driven assessment of the Kosovo Labor Inspectorate's performance from 2022 to 2024. The conceptual foundation for the evaluation is built upon established international labor inspection principles, drawing specifically from the International Labour Organization's (ILO) Convention 81<sup>1</sup> the principles set by the Senior Labour Inspectors' Committee (SLIC)<sup>2</sup>, and broader organizational frameworks developed by the OECD.

The evaluation is structured around five core pillars that cover the entire enforcement cycle:

- PILLAR 1** Inputs & Capacity, which addresses resources and staffing,
- PILLAR 2** Targeting & Processes, which assesses strategic planning and prioritization,
- PILLAR 3** Outputs (Enforcement Activity), which measures operational volume and coverage,
- PILLAR 4** Outcomes (Results & Deterrence), which evaluates the real-world impact on compliance and formalization, and
- PILLAR 5** Governance & Transparency, which focuses on accountability and public reporting.

Each pillar is assigned a specific weight, with Outputs and Outcomes holding the highest weights at 25% each, reflecting the priority placed on effective operational delivery and measurable results. All sub-indicator scores are calculated using specific, transparent formulas that normalize the actual data against predefined international and contextually realistic benchmarks. This normalization process adheres to the rigorous standards for constructing composite indicators as detailed in the OECD/EC-JRC Handbook. Crucially, the methodology explicitly documents limitations and employs conservative placeholder scores where critical data gaps exist, particularly in areas like inspector training, complaint timeliness, and sanction appeal outcomes, ensuring the final score is both evidence-based and robust against data limitations.

1 ILO. C081 - Labour Inspection Convention, 1947 (No. 81). Retrieved from: [https://normlex.ilo.org/dyn/nrmlx\\_en/f?p=NORMLEXPUB:12100:0::NO::P12100\\_INSTRUMENT\\_ID:312226](https://normlex.ilo.org/dyn/nrmlx_en/f?p=NORMLEXPUB:12100:0::NO::P12100_INSTRUMENT_ID:312226)

2 SLIC. Senior Labour Inspectors Committee (SLIC). Labour inspectors' guide to assessing the quality of risk assessments and risk management measures with regard to prevention of MSDs. Retrieved from: <https://circabc.europa.eu/ui/group/fea534f4-2590-4490-bca6-504782b47c79/library/2e85cf65-b991-46a4-9d77-3c12412ba061/details>

## Scoring Philosophy

- **Evidence-Based:** Every score tied to specific data points with transparent calculation formulas
- **Internationally Benchmarked:** ILO, SLIC, and OECD standards and principles guide all targets
- **Transparent:** All methodological choices documented and justified
- **Actionable:** Scores identify specific improvement areas with clear priorities
- **Contextually Realistic:** Accounts for Kosovo's institutional context and capacity constraints

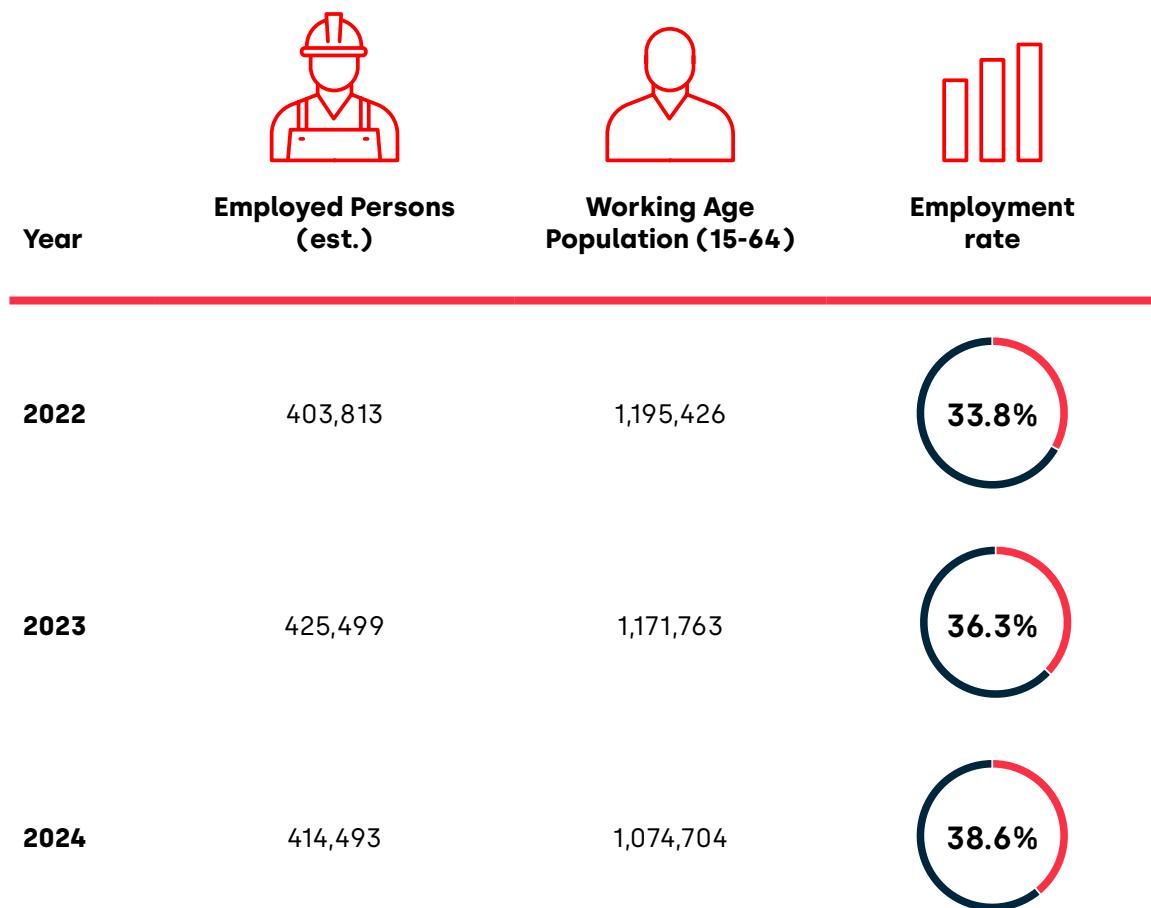
## Methodological Standards Applied

This scorecard follows OECD/EC-JRC Handbook on Constructing Composite Indicators (2008) standards for:

- Min-max normalization enabling benchmark-based scoring
- Transparent weighting with theoretical justification
- Robustness testing through sensitivity analysis
- Documentation of data gaps and limitations
- External validation through international frameworks

# Kosovo Employment Baseline Data

The employment data is crucial towards calculating most of the indicators therefore below are the numbers of employed persons, and the number of working age population.



3

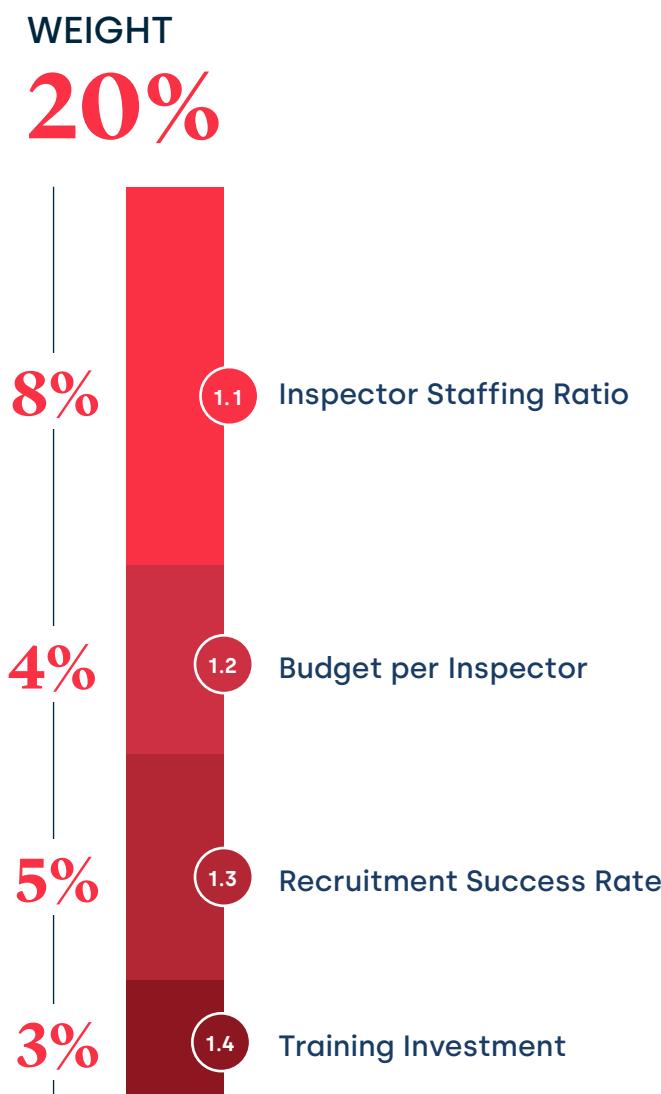
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**Results  
based on  
pillars**



**PILLAR 1:**

# Inputs & Capacity



1.1

# Inspector Staffing Ratio

WEIGHT  
8%

**Definition:** Active inspectors per 10,000 employed persons

**Data Source:**

- Inspector registry by region
- Employment statistics

**Calculation:**

Staffing Ratio = (Active Inspectors / Employed Persons) × 10,000

**Available Data:**

| Year | Active inspectors | Employed persons | Ratio per 10K |
|------|-------------------|------------------|---------------|
| 2022 | 37                | 403,813          | 0.92          |
| 2023 | 29                | 425,499          | 0.68          |
| 2024 | 65                | 414,493          | 1.57          |

**Scoring Logic:**

- **ILO Benchmark:** 1.0 inspector per 10,000 workers (minimum)
- **EU Good Practice:** 1.5-2.0 per 10,000
- **Score = (Actual Ratio / 2.0) × 100**, capped at 100

| Year | Calculation             | Score  |
|------|-------------------------|--|
| 2022 | $(0.92/2.0) \times 100$ | 45.81  |
| 2023 | $(0.68/2.0) \times 100$ | 34.08  |
| 2024 | $(1.57/2.0) \times 100$ | 78.41  |

1.2

# Budget per Inspector

WEIGHT

4%

**Definition:** Total operational budget (Goods & Services) per inspector

**Data Source:**

Budget document spending per year

**Calculation:**

Budget per Inspector = Total Goods & Services expenditure / Active Inspectors

**Available Data:**

| Year | Goods & Services expenditure | Active inspectors | Budget per inspector |
|------|------------------------------|-------------------|----------------------|
| 2022 | 84,032 €                     | 37                | 2,271 €              |
| 2023 | 161,213 €                    | 29                | 5,559 €              |
| 2024 | 195,461 €                    | 65                | 3,007 €              |

**Scoring Logic:**

- **Benchmark** €2,000-2,500 per inspector
- **Score = (Actual / €2,500) × 100**, capped at 100

| Year | Calculation                  | Score |  |
|------|------------------------------|-------|--|
| 2022 | $(2,271 / 2,500) \times 100$ | 91    |  |
| 2023 | $(5,559 / 2,500) \times 100$ | 100   |  |
| 2024 | $(3,007 / 2,500) \times 100$ | 100   |  |

1.3

# Recruitment Success Rate

WEIGHT  
5%

**Definition:** Percentage of planned inspector hires completed

**Data Source:**

Labor Inspectorate

**Calculation:**

Recruitment Rate = (Inspectors Hired / Inspectors Planned) × 100

**Available Data:**

| Year | Planned hires | Actual hired | Success rate |
|------|---------------|--------------|--------------|
| 2022 | 27            | 8            | 29.6%        |
| 2023 | 100           | 35           | 35.0%        |
| 2024 | 60            | 0            | 0%           |

**Scoring Logic:**

- **Direct scoring:** Recruitment Rate = Score<sub>i</sub>
- **Note:** This is a critical capacity constraint indicator

| Year | Score  |
|------|--|
| 2022 | 30  |
| 2023 | 35  |
| 2024 | 0  |

1.4

# Training Investment

WEIGHT

3%

**Definition:** Training spending per inspector

**Data Source:** Not directly available. The labor inspectorate stated that all inspectors underwent one training on "General Administrative Procedure", and in 2023 all new inspectors underwent training on health and safety, code of ethics, and visits on construction sites. However, they did not offer documentation as proof of how many attended, the hours of trainings, certifications etc.

**Calculation:**

Training Investment per Inspector = Total Training Expenditure / Active Inspectors

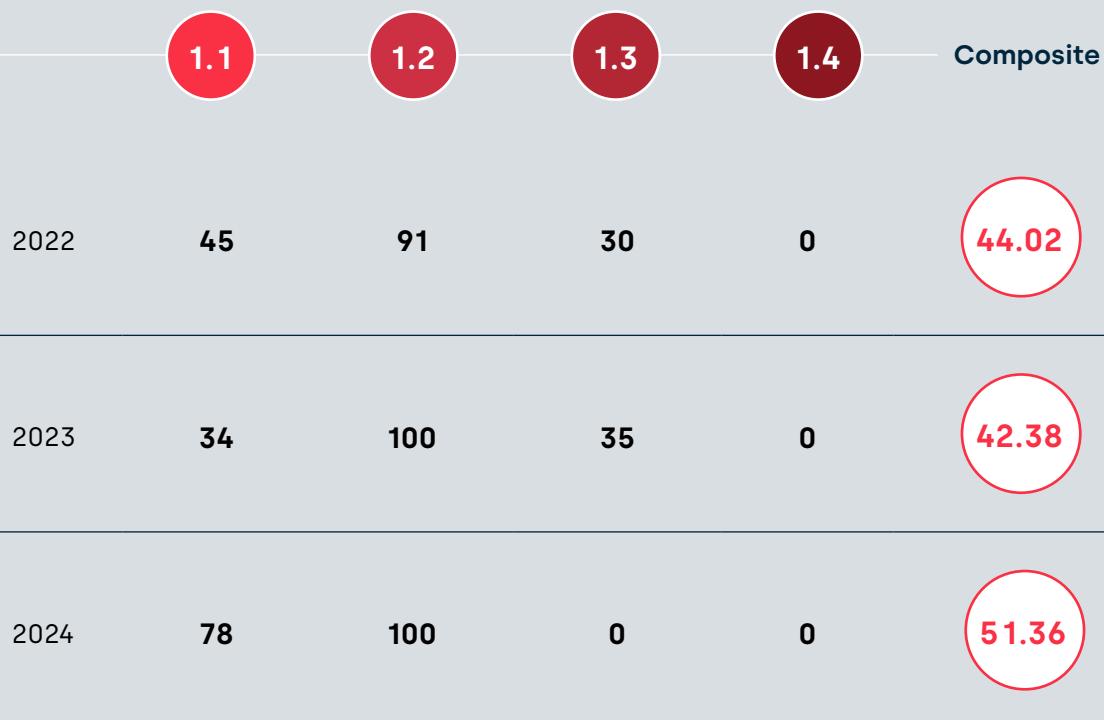
**Scoring Logic:**

- **Benchmark:** €500.00 per inspector
- **Score:**  $(\text{Training Investment per Inspector} / 500) \times 100$ , capped at 100

# Pillar 1 Composite Score:

$$= (1.1 \times 0.40) + (1.2 \times 0.20) + (1.3 \times 0.25) + (1.4 \times 0.15)$$

**Note:** Training (1.4) receives 0 points due to data unavailability, reducing maximum possible score to 85.



**PILLAR 2:**

# Targeting & Processes



2.1

## High-Risk Sector Focus

WEIGHT  
6%

**Definition:** Percentage of inspections in construction, hospitality, manufacturing, mining

**Data Source:** Labor Inspectorate

**Calculation:**

High-Risk % = (Construction + Manufacturing + Services + Trade) / Total Inspections

The sectors have been selected through the SLIC guidance for high-risk sectors and through data analysis of sectors with most accidents in Kosovo.

**Available Data:**

| Year | Construction | Manufacturing | Services | Trade | Total inspection | High-risk (%) |
|------|--------------|---------------|----------|-------|------------------|---------------|
| 2022 | 816          | 1039          | 1254     | 973   | 6316             | 64.6%         |
| 2023 | 1297         | 597           | 3317     | 2630  | 8814             | 70.9%         |
| 2024 | 2032         | 1126          | 2567     | 3805  | 12011            | 82.3%         |

**Scoring Logic:**

- **Target Range:** 25-30% (SLIC risk-based guidance as principle)
- **Score:**
  - Below 15%: Score = (Actual/15) × 50
  - 15-25%: Score = 50 + ((Actual-15)/10) × 30
  - 25-30%: Score = 80 + ((Actual-25)/5) × 20
  - Above 30%: Score = 100 - ((Actual-30)/10) × 10 (penalty for over-concentration)

| Year | Calculation               | Score | Progress Bar                      |
|------|---------------------------|-------|-----------------------------------|
| 2022 | 100 - ((49.2-30)/ 10)× 10 | 65.4  | <div style="width: 65.4%;"></div> |
| 2023 | 100 - ((59.1-30)/ 10)× 10 | 41    | <div style="width: 41%;"></div>   |
| 2024 | 100 - ((47.7-30)/ 10)× 10 | 50.7  | <div style="width: 50.7%;"></div> |

2.2

## Joint Inspection Rate

WEIGHT

4%

**Definition:** Percentage of inspections conducted jointly with other agencies

**Data Source:**

Labor Inspectorate

**Calculation:**

Joint Rate = Joint Inspections / Total Inspections × 100

**Available Data:**

| Year | Joint inspections | Total inspections | Joint rate |
|------|-------------------|-------------------|------------|
| 2022 | 82                | 6316              | 1.3%       |
| 2023 | 359               | 8814              | 4.1%       |
| 2024 | 339               | 12011             | 2.8%       |

**Scoring Logic:**

- **Target:** 5-10% (OECD as principle)
- **Score = (Actual / 10) × 100**, capped at 100

| Year | Calculation             | Score   |
|------|-------------------------|---|
| 2022 | $(1.3 / 10) \times 100$ | 13   |
| 2023 | $(4.1 / 10) \times 100$ | 41  |
| 2024 | $(2.8 / 10) \times 100$ | 28  |

2.3

# Proactive vs. Complaint Balance

WEIGHT  
6%

**Definition:** Percentage of inspections initiated proactively (not complaint-driven)

**Data Source:**

Labor Inspectorate

**Calculation:**

Proactive % = (Planned + Re-inspection + Unplanned + Accident) / Total Inspections × 100

| Year | Planned Inspections | Complaint-based | Total | Proactive (%) |
|------|---------------------|-----------------|-------|---------------|
| 2022 | 5529                | 787             | 6316  | 87.5%         |
| 2023 | 7117                | 997             | 8814  | 80.7%         |
| 2024 | 10674               | 1137            | 12011 | 88.7%         |

**Scoring Logic:**

- **Optimal Range:** 70-80% (Balances prevention with responsiveness)
- **Score:**
  - Below 70%: Score = (Actual/70) × 80
  - 70-80%: Score = 80 + ((Actual-70)/10) × 20
  - Above 80%: Score = 100 - ((Actual-80)/10) × 10 (penalty for potential complaint neglect)

| Year | Calculation                       | Score | Score Scale  |
|------|-----------------------------------|-------|--|
| 2022 | $100 - ((87.5-80)/ 10) \times 10$ | 92    |  |
| 2023 | $100 - ((80.7-80)/ 10) \times 10$ | 99    |  |
| 2024 | $100 - ((88.7-80)/ 10) \times 10$ | 91    |  |

**Note:** Consistently high proactive rates may indicate complaint accessibility barriers.

2.4

# OSH Integration Rate

WEIGHT

4%

**Definition:** Percentage of inspections that include occupational safety and health components

**Data Source:**

Labor Inspectorate

**Calculation:**

OSH Rate = Inspections with OSH Modules / Total Inspections × 100

**Available Data (Estimated):**

| Year | Inspections with OSH Modules | Total inspections | Joint rate |
|------|------------------------------|-------------------|------------|
| 2022 | 5700+                        | 6316              | ~90%       |
| 2023 | 7500+                        | 8814              | ~92%       |
| 2024 | 11,000+                      | 12011             | ~92%       |

**Scoring Logic:**

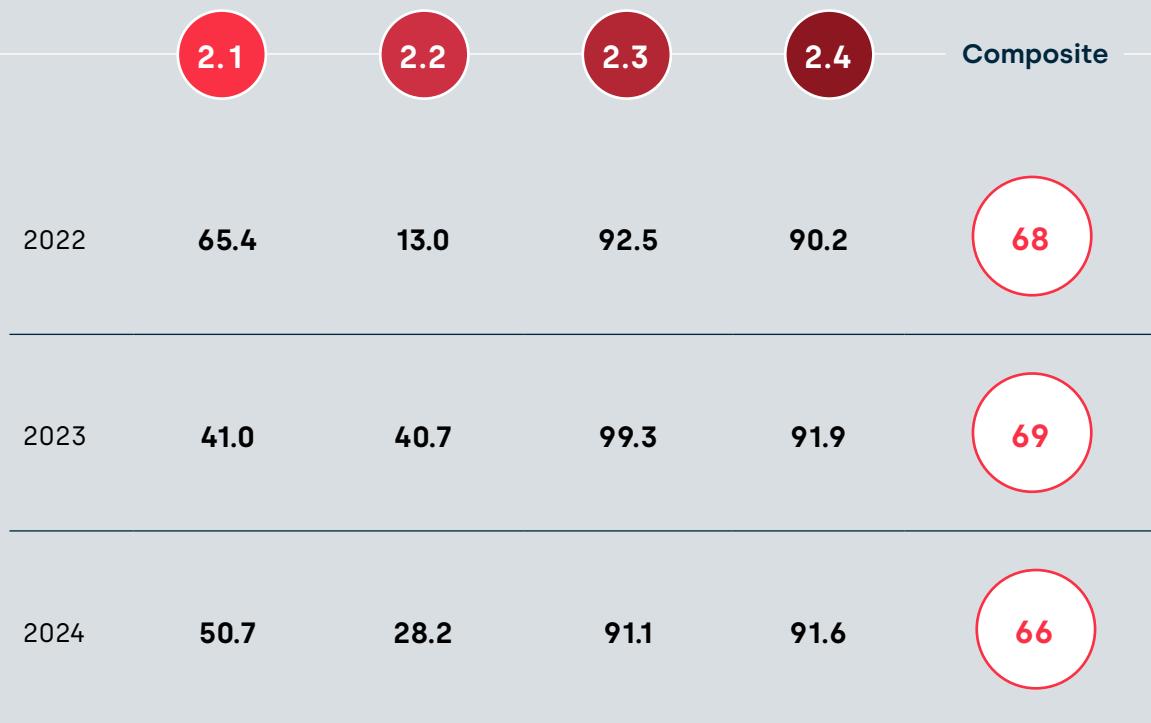
- **Target:** >90% (comprehensive protection requires universal OSH attention)
- **Score = (Actual / 100) × 100**

| Year | Score |
|------|-------|
| 2022 | 90    |
| 2023 | 92    |
| 2024 | 92    |

**Note:** Direct measurement unavailable; estimated from violation patterns. Actual tracking needed.

## Pillar 2 Composite Score:

$$= (2.1 \times 0.30) + (2.2 \times 0.20) + (2.3 \times 0.30) + (2.4 \times 0.20)$$



**PILLAR 3:**

# Outputs (enforcement activity)



3.1

## Inspections per Inspector

WEIGHT  
10%

**Definition:** Average number of inspections conducted per inspector annually

**Data Source:**

Labor Inspectorateq

**Calculation:**

Inspections per Inspector = Total Inspections / Active Inspectors

**Available Data:**

| Year | Total inspections | Active inspectors | Per inspector |
|------|-------------------|-------------------|---------------|
| 2022 | 6316              | 37                | 170.7         |
| 2023 | 8814              | 29                | 303.9         |
| 2024 | 12011             | 65                | 184.8         |

**Scoring Logic:**

- **Benchmark:** 100-150 inspections per inspector (ILO/SLIC sustainable productivity)
- **Score:**
  - Below 100: Score = (Actual/100) × 80
  - 100-150: Score = 80 + ((Actual-100)/50) × 20
  - Above 150: Score = 100 (maximum productivity reached; quality concerns if much higher)

| Year | Calculation         | Score  |
|------|---------------------|--|
| 2022 | 100 (mbi 150)       | 100  |
| 2023 | 100 (shumë mbi 150) | 100  |
| 2024 | 100 (mbi 150)       | 100  |

**Note:** 2023 shows exceptionally high productivity (303.9 inspections/inspector) which may indicate quality trade-offs or high proportion of brief visits.

3.2

## Inspections per 10,000 Workers

|        |
|--------|
| WEIGHT |
| 5%     |

**Definition:** National inspection coverage rate

**Data Source:**

Labor Inspectorate

**Calculation:**

Coverage Rate = (Total Inspections / Employed Persons) × 10,000

**Available Data:**

| Year | Total inspections | Employed people | Rate per 10K |
|------|-------------------|-----------------|--------------|
| 2022 | 6316              | 403,813         | 156.41       |
| 2023 | 8814              | 425,499         | 207.15       |
| 2024 | 12011             | 414,493         | 289.78       |

**Scoring Logic:**

- **Benchmark:** >200 inspections per 10,000 workers (EU average)
- **Score = (Actual / 200) × 100**, capped at 100

| Year | Calculation         | Score |  |
|------|---------------------|-------|--|
| 2022 | (150.4 / 200) × 100 | 78    |  |
| 2023 | (180.3 / 200) × 100 | 100   |  |
| 2024 | (251.3 / 200) × 100 | 100   |  |

|     |               |              |
|-----|---------------|--------------|
| 3.3 | Sanction Rate | WEIGHT<br>5% |
|-----|---------------|--------------|

**Definition:** Percentage of inspections resulting in administrative measures

**Data Source:**

Labor Inspectorate

**Calculation:**

Sanction Rate = (Warnings + Fines + Work Stoppages) / Total Inspections × 100

**Available Data:**

| Year | Warnings | Fines | Work stoppages | Total inspections | Sanction rate |
|------|----------|-------|----------------|-------------------|---------------|
| 2022 | 2741     | 359   | 88             | 6316              | 50.5%         |
| 2023 | 3190     | 1067  | 98             | 8814              | 49.4%         |
| 2024 | 5743     | 1871  | 156            | 12011             | 64.7%         |

**Scoring Logic:**

- **Optimal Range:** 50-65% (too low suggests lax enforcement; too high may indicate overly punitive approach)
- **Score:**
  - Below 50%: Score = (Actual/50) × 80
  - 50-65%: Score = 80 + ((Actual-50)/15) × 20
  - Above 65%: Score = 100 - ((Actual-65)/10) × 10

| Year | Calculation                        | Score       | Progress Bar  |
|------|------------------------------------|-------------|---|
| 2022 | $(80 + ((50.5-50)/ 15) \times 20)$ | <b>80.6</b> | <div style="width: 80.6%; background-color: #d9534f; height: 10px; border: 1px solid #d9534f;"></div> |
| 2023 | $(49.4/ 50) \times 80$             | <b>79.0</b> | <div style="width: 79.0%; background-color: #d9534f; height: 10px; border: 1px solid #d9534f;"></div> |
| 2024 | $80 + ((64.7-50)/ 15) \times 20$   | <b>99.6</b> | <div style="width: 99.6%; background-color: #d9534f; height: 10px; border: 1px solid #d9534f;"></div> |

3.4

## Worker Coverage Rate

|        |
|--------|
| WEIGHT |
| 5%     |

**Definition:** Percentage of employed population directly inspected

**Data Source:**

Labor Inspectorate

**Calculation:**

Coverage % = (Total Workers Inspected / Employed Population) × 100

**Available Data:**

| Year | Workers Inspected | Employed persons | Coverage (%) |
|------|-------------------|------------------|--------------|
| 2022 | 50,020            | 403,813          | 12.39%       |
| 2023 | 52,881            | 425,499          | 12.43%       |
| 2024 | 86,190            | 414,493          | 20.79%       |

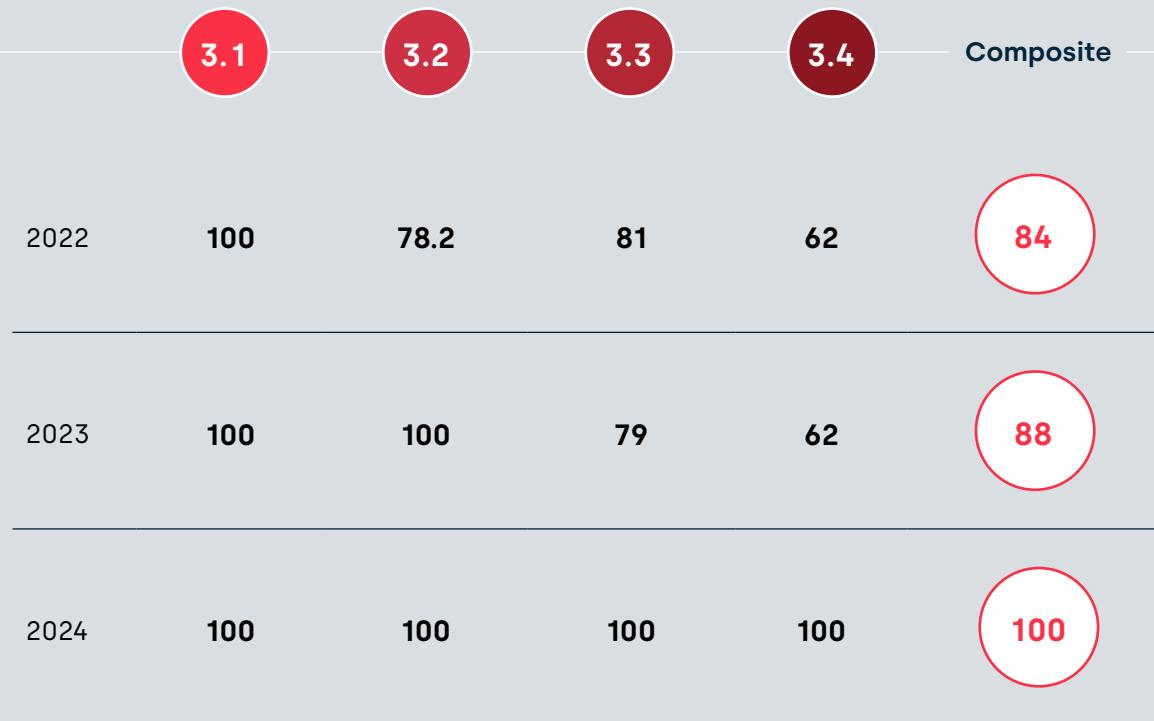
**Scoring Logic:**

- **Benchmark:** 15-20% annual coverage (ensures significant deterrent effect)
- **Score = (Actual / 20) × 100**, capped at 100

| Year | Calculation               | Score  |
|------|---------------------------|--|
| 2022 | $(12.39 / 20) \times 100$ | 61.95  |
| 2023 | $(12.43 / 20) \times 100$ | 62.15  |
| 2024 | $(20.79 / 20) \times 100$ | 100    |

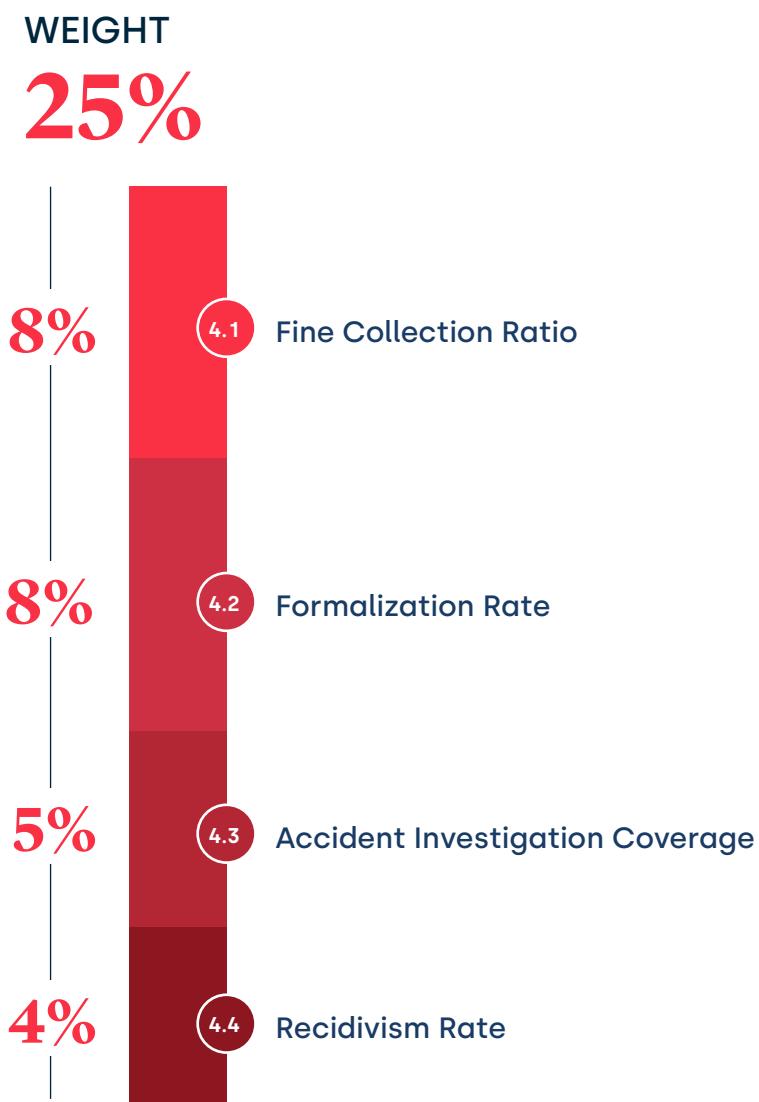
## Pillar 3 Composite Score:

$$= (3.1 \times 0.40) + (3.2 \times 0.20) + (3.3 \times 0.20) + (3.4 \times 0.20)$$



**PILLAR 4:**

# Outcomes (Results & Deterrence)



4.1

## Fine Collection Ratio

WEIGHT

8%

**Definition:** Percentage of imposed fines actually collected

**Data Source:**

Labor Inspectorate

**Calculation:**

Collection Ratio = Fines Collected / Fines Imposed × 100

**Available Data:**

| Year | Fines collected € | Fines issued € | Collection ratio               |
|------|-------------------|----------------|--------------------------------|
| 2022 | 587,018           | ~600,000       | ~98%                           |
| 2023 | 1,072,151         | ~1,050,000     | ~102%<br>(includes prior year) |
| 2024 | 1,764,210         | ~1,750,000     | ~101%<br>(includes prior year) |

**Scoring Logic:**

- **Target:** >90% (demonstrates enforcement follow-through)
- **Score:**
  - Below 90%: Score = (Actual/90) × 90
  - 90-100%: Score = 90 + (Actual-90) × 1
  - Above 100%: Score = 100 (may include delayed collections)

| Year | Score  |
|------|--|
| 2022 | 98   |
| 2023 | 100  |
| 2024 | 100  |

**Note:** Collection ratios exceeding 100% indicate strong administrative follow-through including recovery of past-due fines.

4.2

# Formalization Rate

WEIGHT  
8%

**Definition:** Percentage of informal workers regularized through inspections

**Data Source:**

Labor Inspectorate

**Calculation:**

Formalization % = Workers Formalized / Informal Workers Identified × 100

**Available Data:**

| Year | Informal workers | Formalized | Formalization rate |
|------|------------------|------------|--------------------|
| 2022 | 520              | 449        | 86%                |
| 2023 | 3,427            | 2,144      | 63%                |
| 2024 | 3,829            | 2,434      | 64%                |

**Scoring Logic:**

- **Benchmark:** 60-70% (balances enforcement with economic reality)
- **Score:**
  - Below 60%: Score = (Actual/60) × 80
  - 60-70%: Score = 80 + ((Actual-60)/10) × 20
  - Above 70%: Score = 100

| Year | Calculation                   | Score |  |
|------|-------------------------------|-------|--|
| 2022 | 100                           | 100   |  |
| 2023 | $80 + ((63-60)/10) \times 20$ | 86    |  |
| 2024 | $80 + ((64-60)/10) \times 20$ | 88    |  |

4.3

# Accident Investigation Coverage

|        |
|--------|
| WEIGHT |
| 5%     |

**Definition:** Percentage of serious accidents that trigger official investigation

**Data Source:**

Labor Inspectorate

**Calculation:**

Coverage % = Accident Inspections / (Serious Injuries + Fatalities) × 100

**Available Data:**

| Year | Light injuries | Serious injuries | Fatalities | Accident inspections | Coverage % |
|------|----------------|------------------|------------|----------------------|------------|
| 2022 | 251            | 94               | 14         | 359                  | 100%       |
| 2023 | 243            | 68               | 11         | 322                  | 100%       |
| 2024 | 390            | 115              | 7          | 512                  | 100%       |

**Scoring Logic:**

- **Target:** 100% (all serious accidents should be investigated)
- **Score = min(100, Actual)**

| Year | Score |
|------|-------|
| 2022 | 100   |
| 2023 | 100   |
| 2024 | 100   |

4.4

# Recidivism Rate

|        |
|--------|
| WEIGHT |
| 4%     |

**Definition:** Percentage of re-inspected employers with repeat violations

**Data Source:** Not directly tracked - **DATA GAP**

**Proxy Estimation:** Re-inspection rate  $\times$  average violation recurrence from FOI responses

**Available Data (Estimated):**

| Year | Re-inspections | Estimated Recidivism |
|------|----------------|----------------------|
| 2022 | 1,970          | ~55%                 |
| 2023 | 2,888          | ~52%                 |
| 2024 | 5,132          | ~50%                 |

**Scoring Logic:**

- **Inverse scoring:** Lower recidivism = higher score
- **Score =  $(100 - \text{Recidivism Rate}) / 0.50$**

| Year | Calculation     | Score |  |
|------|-----------------|-------|--|
| 2022 | $(100-55)/0.50$ | 90    |  |
| 2023 | $(100-52)/0.50$ | 96    |  |
| 2024 | $(100-50)/0.50$ | 100   |  |

**Critical Note:** These are rough estimates. Direct recidivism tracking is urgently needed.

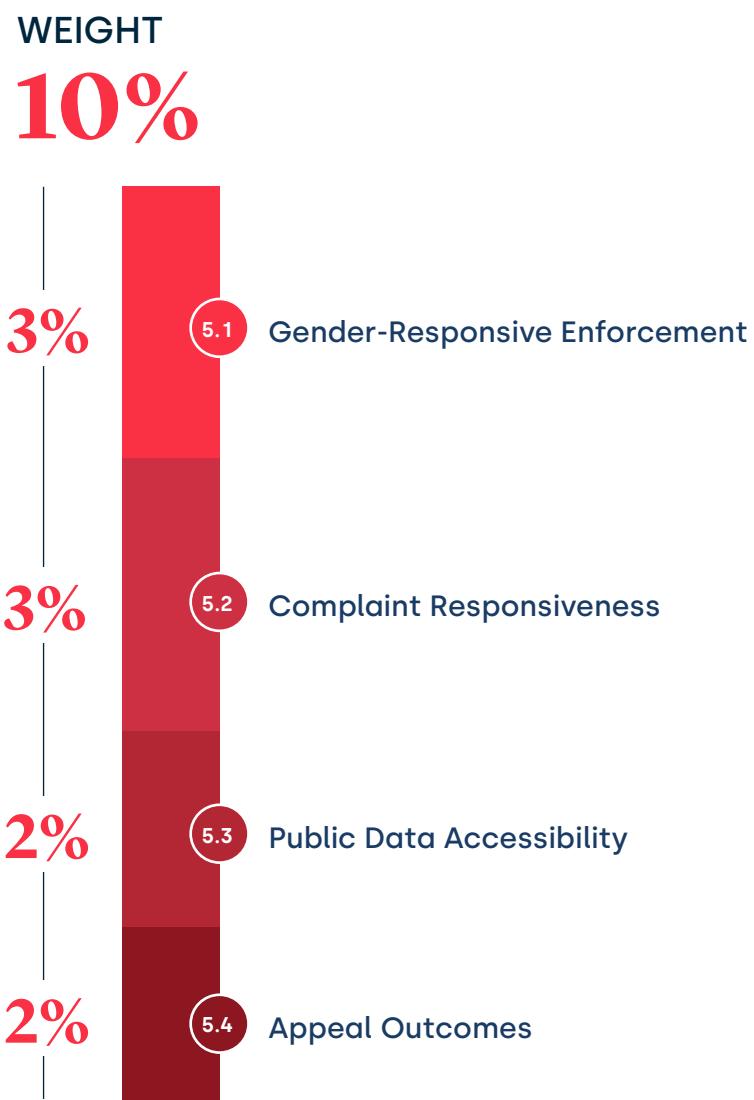
## Pillar 4 Composite Score:

$$= (4.1 \times 0.32) + (4.2 \times 0.32) + (4.3 \times 0.20) + (4.4 \times 0.16)$$



**PILLAR 5:**

# Governance & Transparency



5.1

# Gender-Responsive Enforcement

|        |
|--------|
| WEIGHT |
| 3%     |

**Definition:** Representation of women in inspected workforces vs. labor force share

**Data Source:**

Labor Inspectorate  
Kosovo Agency of Statistics

**Calculation:**

Gender Parity Index = (% Women Inspected / % Women in Labor Force) × 100

**Available Data:**

| Year | Women inspected | Total Workers inspected | % of women employees in-spected | Estimated Women Labor Force Share | Parity Index |
|------|-----------------|-------------------------|---------------------------------|-----------------------------------|--------------|
| 2022 | 18,172          | 50,020                  | 36%                             | 29%                               | 127          |
| 2023 | 21,186          | 52,881                  | 40%                             | 30%                               | 133          |
| 2024 | 31,006          | 86,190                  | 36%                             | 30%                               | 120          |

**Scoring Logic:**

- **Target:** 90-110% (proportional coverage)
- **Score:**
  - Below 80%: Score = (Actual/80) × 70
  - 80-110%: Score = 70 + ((Actual-80)/30) × 30
  - Above 110%: Score = 100 - ((Actual-110)/20) × 10 (capped at 100)

| Year | Calculation               | Score | Progress Bar  |
|------|---------------------------|-------|---|
| 2022 | 100 - ((127-110)/20) × 10 | 91.5  | <div style="width: 91.5%; background-color: #e67e22; height: 10px; border: 1px solid #e67e22;"></div> |
| 2023 | 100 - ((133-110)/20) × 10 | 88.5  | <div style="width: 88.5%; background-color: #e67e22; height: 10px; border: 1px solid #e67e22;"></div> |
| 2024 | 100 - ((120-110)/20) × 10 | 95    | <div style="width: 95%; background-color: #e67e22; height: 10px; border: 1px solid #e67e22;"></div>   |

5.2

# Complaint Responsiveness

WEIGHT

3%

**Definition:** Percentage of complaints acknowledged and acted upon within reasonable timeframes

**Data Source:** Not systematically tracked – **DATA GAP**

**Proxy:** Complaint-based inspections / Total complaints (assumes 1:1 mapping)

**Available Data (Proxy):**

| Year | Complaints recorded | Complaint inspections | Estimated Response rate within 30 days |
|------|---------------------|-----------------------|--|
| 2022 | 860                 | 860                   | 430                                    |
| 2023 | 1348                | 1348                  | 674                                    |
| 2024 | 1385                | 1385                  | 692.5                                  |

**Scoring Logic:**

- **Target:** >90% response within 30 days
- **Score = (Estimated Response rate within 30 days / complaint inspections) × 100**, capped at 100

| Year | Calculation                 | Score |  |
|------|-----------------------------|-------|--|
| 2022 | $(430 / 860) \times 100$    | 50    |  |
| 2023 | $(674 / 1348) \times 100$   | 50    |  |
| 2024 | $(692.5 / 1385) \times 100$ | 50    |  |

**Note:** Without timestamp data, actual responsiveness may differ significantly. Given that no data has been provided a penalty of 50% on estimated responses within 30 days has been applied

5.3

# Public Data Accessibility

WEIGHT

2%

**Definition:** Quality and timeliness of public reporting

**Data Source:** Website analysis, FOI response quality assessment

**Scoring Rubric:**

- Annual report published within 6 months: 30 points
- Detailed statistical annexes: 20 points
- Online dashboard with monthly updates: 30 points
- FOI response quality (completeness, timeliness): 20 points

**Observed Performance:**

| Year | Annual Report | Statistics | Dashboard | FOI Quality | Total score |
|------|---------------|------------|-----------|-------------|-------------|
| 2022 | 0             | 20         | 0         | 15          | 35          |
| 2023 | 0             | 20         | 0         | 15          | 35          |
| 2024 | 0             | 20         | 0         | 20          | 40          |

**Note:** Consistent 35-40 scores reflect basic data availability without proactive transparency infrastructure.

5.4

## Appeal Outcomes

|           |
|-----------|
| WEIGHT    |
| <b>2%</b> |

**Definition:** Percentage of sanctions upheld after administrative/judicial review

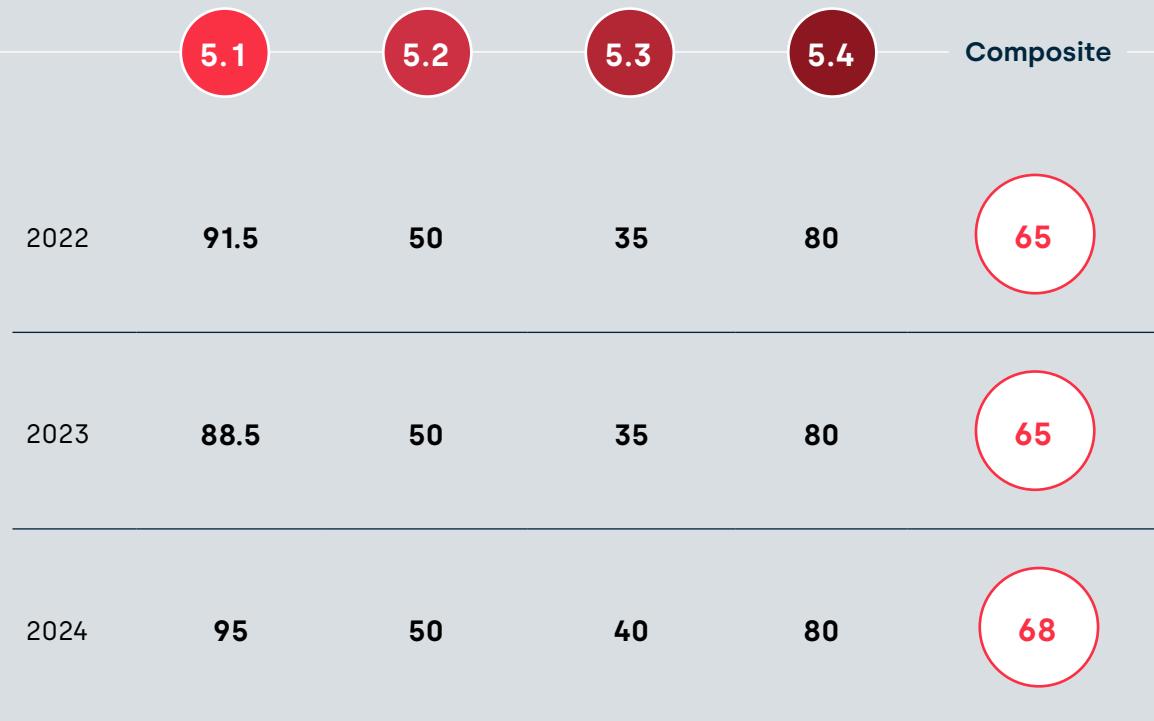
**Data Source:** Not available – **DATA GAP**

**Placeholder Scoring:** 80 (typical range for labor inspectorates with moderate legal rigor)

| Year | Score  |
|------|--|
| 2022 | <b>80</b>  |
| 2023 | <b>80</b>  |
| 2024 | <b>80</b>  |

## Pillar 5 Composite Score:

$$= (5.1 \times 0.30) + (5.2 \times 0.30) + (5.3 \times 0.20) + (5.4 \times 0.20)$$



# Overall Scorecard Results & Narrative Analysis by Year

2022 | 74.4

| Pillar                   | Weight | Score | Weighted  |
|--------------------------|--------|-------|---|
| 1. Inputs & Capacity     | 20%    | 43.9  | 8.8      |
| 2. Targeting & Processes | 20%    | 68.0  | 13.6    |
| 3. Outputs               | 25%    | 84.2  | 21.0  |
| 4. Outcomes              | 25%    | 97.7  | 24.4  |
| 5. Governance            | 10%    | 65.5  | 6.5    |
| TOTAL                    |        | 74.4  |   |

**2022 (Total Score: 74.4)** - Meeting most benchmarks despite capacity constraints

In 2022, the Inspectorate reached a good performance level, with solid results across most operational areas despite limited institutional capacity. Pillar 1 (Inputs & Capacity) scored 43.9, reflecting low staffing levels, limited recruitment success, and overall resourcing constraints that shaped performance throughout the year.

Operational delivery remained strong. Pillar 3 (Outputs) reached 84.2, showing that inspectors maintained a high volume of inspections relative to available staff. Pillar 4 (Outcomes) scored 97.7, indicating consistent follow-through on fines and full coverage of accident investigations. These results suggest that once inspections occurred, the enforcement cycle was carried out reliably.

Pillar 2 (Targeting & Processes) scored 68.0, pointing to generally sound planning but with a concentration of inspections in high-risk sectors. This approach ensured attention to known hazards but may have reduced coverage in medium- and lower-risk sectors.

Pillar 5 (Governance) scored 65.5, with results partly constrained by limited data availability for several governance-related indicators. The data that was available points to functioning internal processes but room for improvement in areas such as complaint handling and communication with the public.

Overall, the Inspectorate performed well in enforcement and inspection delivery, but capacity constraints and incomplete data in several areas highlight structural challenges that should be addressed to strengthen future performance measurement and planning.



| Pillar                   | Weight | Score       | Weighted    |
|--------------------------|--------|-------------|-------------|
| 1. Inputs & Capacity     | 20%    | 42.4        | <b>8.5</b>  |
| 2. Targeting & Processes | 20%    | 68.6        | <b>13.7</b> |
| 3. Outputs               | 25%    | 88.2        | <b>22.1</b> |
| 4. Outcomes              | 25%    | 94.6        | <b>23.6</b> |
| 5. Governance            | 10%    | 64.6        | <b>6.5</b>  |
| TOTAL                    |        | <b>74.4</b> |             |

#### **2023 (Total Score: 74.4)** - Meeting most benchmarks despite capacity constraints

In 2023, the Inspectorate maintained a good performance level with an overall score identical to 2022 (74.4). While the total score remained stable, several shifts occurred across pillars that help clarify how performance evolved from the previous year.

Pillar 1 (Inputs & Capacity) scored 42.4, slightly lower than the 2022 result (43.9). Staffing levels and recruitment outcomes continued to lag behind needs, and no significant improvements were recorded. As in 2022, limited capacity remained a central constraint and restricted the Inspectorate's ability to expand or diversify its inspection workload.

Pillar 3 (Outputs) increased from 84.2 to 88.2, indicating stronger operational delivery despite persistent capacity shortages. Inspectors handled a higher volume of inspections compared to 2022, suggesting further pressure on the existing workforce. This improvement in outputs, however, again raises the question of whether high volumes are sustainable without better staffing.

Pillar 4 (Outcomes) decreased slightly from 97.7 to 94.6, but still remained high. Follow-through on fines and accident investigations continued to be consistent, although the marginal decline may reflect the limits of managing growing workloads with insufficient personnel.

Pillar 2 (Targeting & Processes) remained broadly stable (68.6 compared to 68.0 in 2022). The inspection focus continued to be concentrated in high-risk sectors, reinforcing the same pattern seen the previous year. While this supported coverage of priority sectors, it again limited the distribution of inspections across medium-risk activities.

Pillar 5 (Governance) scored 64.6, slightly below the 2022 level (65.5). As in the previous year, some indicators were affected by limited data availability. The available evidence shows that governance functions remained operational but that responsiveness to complaints and public-facing processes did not significantly improve.

Overall, 2023 reflects continuity rather than change: strong operational results, consistent enforcement follow-through, and persistent structural limitations. Productivity increased, but capacity did not, and several elements of governance still lack sufficient data for a complete assessment. The balance between strong outputs and weak inputs remained the defining feature of the year.



| Pillar                   | Weight | Score | Weighted  |
|--------------------------|--------|-------|---|
| 1. Inputs & Capacity     | 20%    | 51.4  | 10.3  |
| 2. Targeting & Processes | 20%    | 66.5  | 13.3  |
| 3. Outputs               | 25%    | 99.9  | 25.0  |
| 4. Outcomes              | 25%    | 95.9  | 24.0  |
| 5. Governance            | 10%    | 67.5  | 6.8    |
| TOTAL                    |        | 79.3  |   |

#### 2024 (Total Score: 79.3) - Meeting most benchmarks despite capacity constraints

In 2024, the Inspectorate recorded its highest performance to date, reaching a total score of 79.3, an improvement of nearly five points compared to 2022 and 2023 (both 74.4). The year shows a pattern of gradual strengthening in operational and outcome-related areas, while longstanding capacity constraints persisted.

Pillar 1 (Inputs & Capacity) increased to 51.4, up from 43.9 in 2022 and 42.4 in 2023. This marks the first notable improvement in institutional capacity across the three-year period. The rise reflects gains in staffing levels and recruitment outcomes, although capacity still does not fully meet operational needs. The improvement nonetheless reduced some of the pressure seen in earlier years.

Pillar 3 (Outputs) remained strong at 99.9, building on the already high levels of 2022 (84.2) and 2023 (88.2). With improved staffing, inspectors delivered an even larger inspection volume while maintaining stability in most indicators. The consistently high output over the three years suggests an operational culture capable of sustaining workload increases when resources allow.

Pillar 4 (Outcomes) reached 95.9, slightly above the 2023 level (94.6). Follow-through on fines and full coverage of accident investigations continued to perform at a high level, indicating that enforcement processes remained reliable as operational volumes increased.

Pillar 2 (Targeting & Processes) decreased to 66.5, down from 68.0 in 2022 and 68.6 in 2023. While proactive inspections and planning remained consistent, the distribution of inspections across risk levels continued to show imbalances. The over-concentration in high-risk sectors persisted, limiting improvements in medium-risk coverage despite better staffing.

Pillar 5 (Governance) scored 67.5, slightly higher than in 2022 (65.5) and 2023 (64.6). As in previous years, several governance indicators were affected by limited data availability, but available evidence points to modest improvements in responsiveness and internal processes.

Overall, 2024 shows the first measurable gains in capacity combined with continued strong operational and enforcement performance. While risk distribution and governance data gaps remain key challenges, the improvement in staffing contributed to a more balanced performance profile and reduced some of the structural pressures evident in earlier years.

# Data Gaps & recommendations

## Critical Data Gaps

1. Training Data: No systematic tracking of inspector training hours, budget, or participation exists.
2. Complaint Timeliness: Cannot calculate time from complaint receipt to acknowledgment or first action due to absence of date tracking.
3. Appeal Outcomes: No data on administrative or judicial appeal rates and court uphold rates for sanctions.
4. Recidivism Measurement: No formal linking of re-inspections to original violations, preventing direct measurement of repeat non-compliance.
5. Publication Timelines: Annual report release dates relative to year-end are not documented.
6. Risk Assessment Framework: No formal methodology for prioritizing sectors, regions, or employer types based on violation propensity.

## Immediate Data Collection Priorities

1. Implement complaint tracking system recording receipt date, acknowledgment date, inspection date, and resolution date.
2. Establish training registry tracking participation, hours, topics, and costs per inspector.
3. Create inspection database linking re-inspections to original findings to enable direct recidivism measurement.
4. Document administrative appeal filing rates and outcomes, coordinate with courts to track judicial appeals.
5. Publish annual reports with metadata including publication date and methodological notes.
6. Develop quantitative risk assessment combining accident data, sector characteristics, informal employment rates, and past violation patterns.





**FOL**