

PAR Monitor Report Kosovo

SERVICE DELIVERY AND DIGITALISATION

2024/2025



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ABOUT WEBER3.0

Building upon the achievements of its predecessors, the WeBER (2015 – 2018) and WeBER 2.0 (2019 – 2023) projects, the Western Balkan Enablers for Reforming Public Administrations – WeBER 3.0 project is the third consecutive EU-funded grant of the largest civil society-led initiative for monitoring public administration reform (PAR) in the Western Balkans. Its implementation period is February 2023 – July 2026. Guided by the SIGMA/OECD Principles, the first two phases of the initiative laid the foundation for WeBER 3.0's ambition to further empower civil society organisations (CSOs) to contribute to more transparent, open, accountable, citizen-centric and thus more EU-compliant administrations in the WB region.

WeBER 3.0 continues to promote the crucial role of CSOs in PAR, while also advocating for broader citizen engagement in this process and inclusive reform measures which are user-tailored and thus lead to tangible improvements. By grounding actions in robust monitoring data and insights, WeBER 3.0 will empower civil society to more effectively influence the design and implementation of PAR. To foster collaborative policymaking and bridge the gap between aspirations and actionable solutions, the project will facilitate sustainable policy dialogue between governments and CSOs through the WeBER Platform and its National PAR Working Groups. Finally, through small grants for local CSOs, WeBER 3.0 bolsters local-level PAR engagement, amplifying the voices of citizens – the final beneficiaries of the public administrations' work.

WeBER 3.0 products and further information about them are available on the project's website at www.par-monitor.org.

WeBER 3.0 is implemented by the Think for Europe Network (TEN), composed of six EU policy-oriented think tanks in the Western Balkans:

By partnering with the Centre for Public Administration Research (KDZ) from Vienna, WeBER 3.0 has ensured EU-level visibility.

ACKNOWLEDGEMENTS

The Service Delivery and Digitalisation Kosovo 2024/2025 report is a product of a three-month-long monitoring process, which relied on different data collection techniques and thus resulted in an abundance of findings.

As in the case of the previous editions of the National PAR Monitor reports, published for 2017/2018, 2019/2020 and 2021/2022, special acknowledgements go to members of the WeBER Platform and the National Working Group in Kosovo, and other stakeholders in Kosovo that shared their experiences through interviews, who immensely contributed to the content of this report and its quality, and who will not be identified due to the respect of the principle of anonymity.

Lastly, the WeBER3.0 team would also like to thank its main partners and associates, who have supported the project in research and other activities. Most notably, these are the SIGMA (Support for Improvement in Governance and Management)¹, the ReSPA (Regional School of Public Administration), and the Tax Administration of Kosovo, Civil Registration Agency of Kosovo, Kosovo Catastral Agency, and the Business Registration Agency of Kosovo, as a project associate.

¹ A joint initiative of the European Union and the OECD.

EXECUTIVE SUMMARY

The strategic framework for service design and the e-government development program in Kosovo are moving in the right direction, but their implementation and impact are still limited. The legal framework does not fully match the strategies in other words, the strategies are more advanced and better integrated than the laws that deal with public administration. There are legal gaps, especially when it comes to requiring public administration bodies to include users in the design of services and to publish data or reports about this participation. Also, the “only once” principle is not well regulated, except for the Law on General Administrative Procedure², which mentions it indirectly.

The centralization of services through “one-stop shops” is also supported by the Law on General Administrative Procedure outlines efforts to incorporate the centralization of services (one-stop shops) in Articles 32 and 33, where it says: “When, according to the law, two or more public authorities decide on a single procedure or several procedures related to a single activity or result, they define by agreement the public authority that will issue the joint administrative act, which also includes the decision of the other public authority,” and Article 33 states: “When, according to the law, two or more public authorities are involved in a single administrative procedure, all procedural steps and necessary formalities should be handled through a single point of contact.”

On the other hand, the PAR Strategy and the Program for Reducing Administrative Burden aim to build a public administration that is user-oriented and provides fast and efficient services, moving away from traditional, bureaucratic practices. One area where the legal framework is more advanced is digital services and electronic signatures. In this case, Kosovo’s legal setup aligns well with the strategy on e-government. The e-Government portal³ is the main platform for offering digital services, but sometimes institutions also have their own digital service platforms. One example from the monitored services⁴ is the Kosovo Tax Administration, which uses a system called “EDI”.⁵

This system allows taxpayers to submit all tax declarations online, make corrections, and includes services like VAT declarations and digital payments. When it comes to how user-friendly the official websites of the institutions that offer the monitored services are, things are generally good, but not good enough. There are still some institutions whose websites are not easy for users

2 Law No. 05/L-031 on General Administrative Procedure, article 86, available at: <https://gzk.rks-gov.net/ActDetail.aspx?ActID=12559>

3 Available at: <https://ekosova.rks-gov.net/>

4 Sample service observed are property registration, company registration, vehicle registration, passport issuance, ID card issuance, VAT declaration and VAT payment.

5 Available at: <https://edeklarimi.atk-ks.org/Account/Login?ReturnUrl=%2F>

to navigate or use. These services are also well planned at the local level, and it turns out that only business registration is handled by one specific institution that is the only one responsible for this service.

The assessment of the transparency and citizen centricity of service design and delivery focuses on three critical aspects – 1) citizen-centric service delivery and design, 2) service accessibility and availability of information on services, and 3) digitalisation of service delivery. The first aspect is devoted to examining the extent and manner in which relevant institutions involve citizens in service design and delivery, focusing on the practice of collecting feedback and incorporating it into the (re)design of services. The second aspect focuses on service accessibility, with the emphasis on citizen-friendly approaches when informing on service provision and accessibility of services to persons with disabilities, vulnerable and marginalised groups. Finally, the last aspect examines the progress of the digitalisation of services, highlighting the practice of establishing user-oriented digital platforms and enablers for the citizens. Findings of this report reflect the period since the publication of the PAR Monitor 2021/2022, starting from the second half of 2022, and until the end of 2024.⁶

⁶ For 2022, only developments not captured by the PAR Monitor 2021/2022 are included.

LIST OF ABBREVIATIONS AND ACRONYMS

CSO—Civil Society Organisation

EDI—System for Electronic Declaration

CRA- Civil Registration Agency

EU—European Union

FOI—Freedom of Information

KIs—Key Informants

MPA—Ministry of Public Administration

PAR—Public Administration Reform

ReSPA—Regional School of Public Administration

SIGMA—Support for Improvement in Governance and Management

TEN—Think for Europe Network

VAT—Value Added Tax

WCAG—Web Content Accessibility Guidelines

WeBER—Western Balkans Enabling Project for Civil Society Monitoring of Public Administration Reform project

I. WeBER PAR Monitor: What we monitor and how?

I.1 WeBER's approach to monitoring PAR

The Public Administration Reform (PAR) Monitor methodology was developed in 2015-2016, as part of the first Western Balkans Enabling Project for Civil Society Monitoring of Public Administration Reform (WeBER) project. Since the onset, WeBER has adopted a markedly evidence-based approach in its endeavour to increase the relevance, participation and capacity of civil society organisations (CSOs) in the Western Balkans to advocate for and influence the design and implementation of PAR. The PAR Monitor methodology is one of the main project results, seeking to facilitate civil society monitoring of PAR based on evidence and analysis.

In line with WeBER's focus on the region's EU accession process, once the SIGMA Principles of Public Administration⁷ were revised in 2023, the WeBER PAR Monitor methodology was also redesigned in 2024. This was done in order to keep the focus of WeBER's recommendations on EU-compliant reforms, thus guiding the governments in the region towards successful EU accession and future membership. The main changes in the revised PAR Monitor methodology are briefly listed below.⁸

Table 1. Main changes in the PAR Monitor methodology

Structure

- Introduction of single indicator per PAR area, divided into sub-indicators, further consisting of several sub-indicator elements (specific criteria assessed)
- Introduction of types of indicator elements, meaning that each element has a specific focus on one of the following aspects of reform:
 1. Strategy and Policy
 2. Legislation
 3. Institutional Set-up
 4. Practice in Implementation, and
 5. Outcomes and Impact
- Introduction of a 100-point scale, allowing for a more nuanced assessment of progress in each PAR area

⁷ Available at: <https://www.sigmaweb.org/publications/principlesofpublicadministration.htm>.

⁸ For detailed information on the scope and process of methodology revision please visit <https://www.par-monitor.org/par-monitor-methodology/>.

Data sources

- Introduction of interviews with “key informants”, i.e. key non-state actors engaged and familiar with the processes. These interviews serve as a data source for the “Outcomes and impact” elements instead of the formerly implemented survey of civil society organisations.
- Use of public perception survey results as a data source for “Outcomes and Impact” elements, and expanding its scope to complement the assessment in five PAR areas, except for “Strategy for PAR”
- Removal of survey of civil servants as a data source due to persistent issues with ensuring adequate response rates across the region’s administrations.

PAR Monitor reporting

- Six national PAR Monitor reports, one per PAR area (36 in total for the entire PAR Monitor), in order to facilitate timely publication and advocacy for the monitoring results rather than publishing the results of 18 months of research at the end of the process.
- Six regional Western Balkan overview reports, one per PAR area (6 in total)

I.2 Why and how WeBER monitors the “Service Delivery and Digitalisation” area

WeBER’s focus on transparency and citizen centricity of service design and delivery is crucial for several reasons. Public administration services serve as the primary point of interaction between institutions and citizens, making their accessibility, responsiveness, and quality critical to effective governance. In order to achieve these standards, public services should be designed based on citizens’ needs and preferences rather than bureaucratic convenience. A user-centered approach helps reduce inefficiencies and improves satisfaction while simultaneously enhancing the legitimacy of public institutions. Monitoring developments in this area provides data-driven insights that support evidence-based advocacy for improving how public institutions design and deliver services, as well as how they engage with citizens throughout these processes. Moreover, the focus on inclusivity ensures services are designed and delivered in a way that enables all individuals – regardless of their socioeconomic background, geographic location, gender, disability status, or other factors – to access and benefit from them. By tracking progress and challenges, the monitoring provides for actionable recommendations for sustainable, citizen-oriented reforms in public service delivery.

Monitoring in the Service Delivery and Digitalisation is based on all four SIGMA Principles in this area:

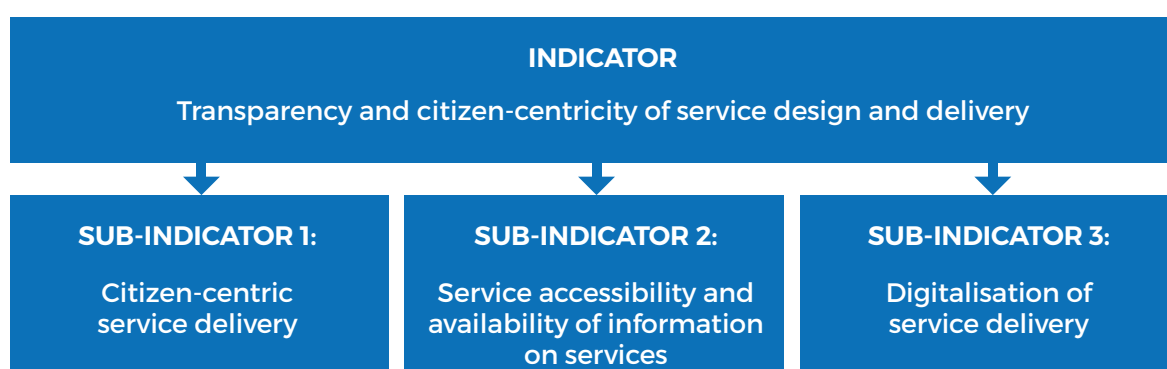
Principle 19: Users are at the centre in design and delivery of administrative services.

Principle 20: The public administration delivers streamlined and high-quality services

Principle 21: Administrative services are easily accessible online and offline, taking into account different needs, choices and constraints.

Principle 22: Digitalisation enables data-driven decisions and effective, efficient and responsive policies, services and processes in the whole of government.

These Principles are assessed from the perspective of public involvement in the processes of service design and delivery and the outward-facing aspects of administration that are crucial for the daily provision of administrative services and contact with the administration. A focus on transparency and citizen-centricity aims to determine the extent to which stakeholders' needs and views are consulted and taken into consideration by authorities when developing and providing administrative services, both in the electronic form and in person.



The monitoring period for the Service Delivery and Digitalisation covers developments since the last PAR Monitor cycle, which lasted from January until November 2022. Thus, this report focuses primarily on 2023 and 2024, as well as the end-of-2022 developments not covered in the previous cycle. Although this report provides a comparison of findings with previous PAR Monitor editions, country scores are incomparable to the previous monitoring results due to methodological changes described above.

For the Practice type of elements based on a sample throughout all three sub-indicators, the same seven administrative services are observed to allocate points.⁹ These sample services include:

1. Property registration
2. Company (business) registration

⁹ Unless specified otherwise in the methodology of individual elements.

3. Vehicle registration
4. Passport issuance
5. ID card issuance
6. VAT declaration
7. VAT payment.

The first sub-indicator focuses on the existence of mechanisms that provide for citizen-centric service design and delivery. WeBER assesses whether relevant public policy documents in this area envisage specific measures and activities that put citizens at the centre of service design and delivery and whether the relevant legislative framework enables such an approach. Additionally, it examines the existence of feedback mechanisms and the practice of relevant authorities in terms of analysis and use of gathered feedback in designing new and improving existing services.

Monitoring of strategy and policy, legislation and practice aspects is performed by combining data sources to ensure reliability of results, including qualitative analysis of strategic documents, and official data that is publicly available or obtained from responsible institutions through FOI requests. For the assessment of the outcomes and impact, researchers conduct key informants' interviews with non-state actors who possess significant expertise in the area and use the findings from the public perception survey conducted within the scope of the assessment.

Indicator elements that are assessed under the first sub-indicator are listed in the Table 1.

Table 2. Indicator elements under the sub-indicator 1

Indicator element - number and title	Type
E1.1 There is a strategic document in force that envisages the provision of citizen-centric service design and service delivery	Strategy and policy
E1.2 Regulations stipulate citizen-centric service design and service delivery	Legislation
E1.3 Regulations stipulate an obligation of service providers to keep and publish metrics of users' participation in service design	Legislation
E1.4 Regulations stipulate application of 'once-only principle'	Legislation
E1.5 Institutional responsibility for steering and continuously improving service design and service delivery at the central administration level is assigned	Institutional setup
E1.6 Service providers collect and publish information on users' participation in service design	Practice in implementation
E1.7 Service providers collect and publish users' feedback on their experience with service delivery	Practice in implementation

E1.8 The administration uses citizens' feedback to improve administrative services	Practice in implementation
E 1.9 Public service providers implement the once-only principle during service delivery	Practice in implementation
E 1.10 Key non-state actors consider service design and delivery as citizen centric	Outcomes and impact
E 1.11 Citizens' perception of their ability to influence service design	Outcomes and impact
E 1.12 Citizens' perception of their opportunity to provide feedback on public service quality	Outcomes and impact
E 1.13 Citizens' awareness of the once-only principle	Outcomes and impact
E1.14 Citizens' reported experience with the implementation of the once-only principle	Outcomes and impact

The second sub-indicator assesses the accessibility of services, both online and in person, and the availability of information necessary to obtain a service. Specifically, the assessment focuses on the extent to which service providers take into consideration the needs of vulnerable and minority groups in the process of delivering services, the format and territorial distribution of services and the availability of necessary guidance and information.

Monitoring of this sub-indicator is based on the review of official documents and websites of institutions in charge of service delivery, in order to assess different aspects related to issues of accessibility, while also taking into account official documents and data obtained from responsible institutions through FOI requests. For the assessment of outcomes and impact, researchers conduct key informants' interviews with non-state actors who possess significant expertise in the area and use the findings from the public perception survey conducted within the scope of the assessment.

Indicator elements that are assessed under the second sub-indicator are listed in the Table 2.

Table 3. Indicator elements under the sub-indicator 2

Indicator element - number and title	Type
E 2.1 The strategic framework envisages enhancement of accessibility of services and availability of service delivery information	Strategy and policy
E 2.2 Regulations stipulate service provision through one-stop shops	Legislation
E 2.3 Regulations stipulate that service providers keep key metrics on the use of services	Legislation
E 2.4 Regulations stipulate provision of services in the form of life events	Legislation
E 2.5 Regulations stipulate mandatory adaptation of service delivery to the needs of vulnerable groups	Legislation
E 2.6 Service providers publish basic procedural information on how to access public services online	Practice in implementation
E 2.7 Service providers publish citizen-friendly guidance on accessing public services online	Practice in implementation
E 2.8 Service providers publish information on services they offer as life events	Practice in implementation
E 2.9 Information on services is available in multiple formats to meet diverse users' needs	Practice in implementation
E 2.10 Information on public service delivery is available in multiple languages to meet diverse users' needs	Practice in implementation
E 2.11 Service providers publish information on the prices of their services	Practice in implementation
E 2.12 Service providers publish information on the rights and obligations of users	Practice in implementation
E 2.13 Service providers publish precise contact information for service provision	Practice in implementation
E 2.14 Data on administrative services are available in open formats	Practice in implementation
E 2.15 Service providers train their staff on how to treat vulnerable groups	Practice in implementation
E 2.16 Service providers ensure adequate territorial distribution of service delivery	Practice in implementation
E 2.17 Key non-state actors consider service delivery as accessible	Outcomes and impact
E 2.18 Citizens' perception of the accessibility of information necessary for obtaining services	Outcomes and impact
E 2.19 Citizens' perception of the ease of in-person access to services	Outcomes and impact
E 2.20 Citizens' perception of the ease of online access to services	Outcomes and impact

Finally, the third sub-indicator is devoted to the provision of services in the electronic format and the process of service digitalisation. The assessment focuses on the relevant strategic framework that ensures a smooth and stable digitalisation process; the legislative framework regulating all key aspects of electronic service delivery; institutional responsibilities; the user orientation of the e-service platform; and the availability of digital tools and enablers necessary to access e-services.

Monitoring is based on the review of official documents and websites of institutions relevant to electronic service design and delivery, while also taking into account official documents and data obtained from responsible institutions through FOI requests. For the assessment of the outcomes and impact, researchers conduct key informants' interviews with non-state actors who possess significant expertise in the area.

Indicator elements that are assessed under the third sub-indicator are listed in the Table 3.

Table 4. Indicator elements under the sub-indicator 3

Indicator element - number and title	Type
E 3.1 There is a strategic document in force that envisages digitalisation of service delivery	Strategy and policy
E 3.2 Regulations stipulate provision of digital services, digital signature and e-payment in digital service delivery	Legislation
E 3.3 Institutional responsibility for steering the digital service delivery at the central administration level is assigned	Institutional setup
E 3.4 Online central platform for digital service delivery is established and user-oriented	Practice in implementation
E 3.5 Digital signature and digital payment are available to all users	Practice in implementation
E 3.6 Key non-state actors consider digital services as easy to use	Outcomes and impact

II. TRANSPARENCY AND CITIZEN-CENTRICITY OF SERVICE DESIGN AND DELIVER

Transparency and citizen-centricity of service design
and delivery (score 0-100)



II.1 Citizen-centric service delivery

Principle 19: Users are at the centre in design and delivery of administrative services.

Principle 20: The public administration delivers streamlined and high-quality services

Sub-indicator 1: Citizen-centric service delivery ¹⁰

Indicator elements	Element type	Score
E 1.1 There is a strategic document in force that envisages the provision of citizen-centric service design and service delivery	Strategy and policy	0.50/0.5
E 1.2 Regulations stipulate citizen-centric service design and service delivery	Legislation	1/2
E 1.3 Regulations stipulate an obligation of service providers to keep and publish metrics of users' participation in service design	Legislation	0.0/2
E 1.4 Regulations stipulate application of 'once-only principle'	Legislation	1/1

¹⁰ Through the first sub-indicator, the following SIGMA sub-principles are monitored: The government establishes and co-ordinates a whole-of-government policy to continuously improve design and delivery of public administrative services, based on evolving user needs; Public administration bodies engage users to understand their needs, expectations and experiences and to involve them actively in the (re)design of public administrative services (co-creation); The public administration regularly monitors service quality against delivery standards and other metrics, to learn lessons and improve service design and delivery; and Users have the legal right to provide the public administration with information and documents only once. The public administration applies this right consistently.

E 1.5 Institutional responsibility for steering and continuously improving service design and service delivery at the central administration level is assigned	Institutional set-up	0.0/2
E 1.6 Service providers collect and publish information on users' participation in service design	Practice in implementation	0.0/3.5
E 1.7 Service providers collect and publish users' feedback on their experience with service delivery	Practice in implementation	0.0/4
E 1.8 The administration uses citizens' feedback to improve administrative services	Practice in implementation	0.0/3
E 1.9 Public service providers implement the once-only principle during service delivery	Practice in implementation	0.0/3
E 1.10 Key non-state actors consider service design and delivery as citizen centric	Outcomes and impact	0.0/3
E 1.11 Citizens' perception of their ability to influence service design	Outcomes and impact	1.5/2
E 1.12 Citizens' perception of their opportunity to provide feedback on public service quality	Outcomes and impact	1.5/2
E 1.13 Citizens' awareness of the once-only principle	Outcomes and impact	1.5/2
E 1.14 Citizens' reported experience with the implementation of the once-only principle	Outcomes and impact	0.5/2
Total score for sub-indicator 1		7.50/32

Since the last WeBER monitoring cycle, Kosovo has not made any major progress in improving public administration. There is still a lot that needs to be done. While some strategies for improving services have proceeded forward, this progress has not been enough to make a real difference. The main platform for online services, e-Kosova, is improving step by step, but is yet to fully serve its purpose. Citizens don't have a specific channel to give feedback about public services. Some institutions have tried to collect comments through surveys from time to time, but these efforts are limited and not effective enough. The Law on General Administrative Procedure¹¹ (LGAP) is also not well developed and does not match the goals set out in the strategies. Because of this, the same problems often persist in lieu of effective solutions.

¹¹ Available at: <https://gzk.rks-gov.net/ActDetail.aspx?ActID=12559>

The Kosovo Public Administration Reform (PAR) Strategy¹² clearly supports making public services more focused on people's needs. It includes specific actions to involve citizens in shaping services, like creating guidelines to improve services based on user feedback. It also promotes easier access to services through online platforms and clearer information about procedures, documents, and deadlines. The strategy mentions setting up multifunctional centers for services, simplifying how services are delivered, and saving people time and effort. Key institutions like the Ministry of Internal Affairs (MIA) and the Office of the Prime Minister (OPM) are responsible for coordinating this work and making sure different institutions cooperate and simplify their processes.¹³ The review found that current laws and regulations in Kosovo do not specifically require public services to be designed with a citizen focus. The Law on Public Administration Procedures, through Article 86 paragraph 3, based on the "once-only" principle, is considered a step toward citizen focus. On the other hand, Regulation 17/2024¹⁴ does not include any article that mentions citizen-focused service design or delivery. Law No. 06/L-113¹⁵ also states in a general way that public services should be provided directly to citizens.

The current legal framework does not clearly mention the "once-only" principle i.e. the simple idea that a citizens needs to submit the same document only once for different services. However, the Kosovo Public Administration Reform Strategy, on page 8, says that the new Law on Public Administration Procedures aims to create the conditions for applying this principle. Article 86, paragraph 3 of the Law on General Administrative Procedure¹⁶ explains this principle indirectly, and this has been enough for the assessment to be positive, but an update of this legal regulation and, of course, the awareness of institutions to fully respect it is necessary.

Regarding the central authority for leading services, Law No. 06/L-113 on the Organization and Functioning of the State Administration and Independent Agencies,¹⁷ which among other things divides responsibilities between ministries and independent agencies, does not specifically mention a central authority in charge of leading and continuously improving the design and delivery of services. What can be highlighted is Article 13 of this law, which states that the public administration is responsible for providing services directly to citizens, in line with the law. However, this article does not give enough clarity to make a positive assessment of this element.

12 Available at: <https://mpb.rks-gov.net/Uploads/Documents/Pdf/AL/4909/STRATEGJIA-E-RE-FORMES-SE-ADMINISTRATES-PUBLIKE-2022-2027.pdf>

13 PAR Strategy, page 45, available at: <https://mpb.rks-gov.net/Uploads/Documents/Pdf/AL/4909/STRATEGJIA-E-REFORMES-SE-ADMINISTRATES-PUBLIKE-2022-2027.pdf>

14 Available at: <https://gzk.rks-gov.net/ActDetail.aspx?ActID=92322>

15 Law No. 06/L-113 on the Organization and Functioning of the State Administration and Independent Agencies, available at: <https://gzk.rks-gov.net/ActDetail.aspx?ActID=18684>

16 Available at: <https://gzk.rks-gov.net/ActDetail.aspx?ActID=12559>

17 Available at: <https://gzk.rks-gov.net/ActDetail.aspx?ActID=18684>

Citizen involvement in service design over the past two years has been rated negatively. The lack of public information on the official websites of the relevant institutions has contributed to this assessment. We also sent requests for access to official documents and received responses from some institutions, while others did not respond at all. The Civil Registration Agency (CRA) is one of the institutions that operates under the Ministry of Internal Affairs and does not have its own official, separate website, even though it handles a significant part of the services. During a meeting,¹⁸ CRA officials verbally confirmed that there has been no space for citizen participation in service redesign over the past two years. It's important to mention that out of the 7 services we are monitoring, 3 are under the responsibility of the CRA (vehicle registration, passport issuance, and ID card issuance).

We also received a response from the Kosovo Tax Administration (KTA)¹⁹, which is responsible for two of the services we are monitoring (VAT declaration and VAT payment). In their official reply, they informed us that the KTA, in cooperation with GIZ²⁰, carried out surveys with taxpayers in 2015²¹, 2017²², and 2019. These surveys measured not only satisfaction with electronic services but also covered other tax-related issues. However, the 2019 survey has not been published. They also explained that since 2011, the Tax Administration has operated the "Electronic Declaration System (EDI)"²³, which allows taxpayers to submit all tax forms online. The platform also allows corrections, including for VAT declarations. At the moment, electronic submission is the only way to file VAT and other tax forms. In addition, through this system, users can make VAT and other tax payments online via E-banking. The EDI system is available on the official website of the Kosovo Tax Administration. What is clear, is the lack of a dedicated channel for citizens to express their satisfaction with public administration services.

Even though we do not have information on the available channels where citizens can meaningfully participate and contribute to these services, we have also looked for this information in some of the annual reports of these services, such as the Basic Indicators Reports for business registration. However, we have not found any information related to this criterion. For the first service, we could not find any report, and since we have not received responses for the previous

18 The meeting was held on February 27, 2025, at the offices of the Civil Registration Agency.

19 FOI request were sent to Tax Administration of Kosovo on 26.02.2025. The Tax Administration of Kosovo responded on 07.03.2025.

20 GIZ Kosovo is the local branch of the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH, a German federal enterprise dedicated to international cooperation for sustainable development. Operating in Kosovo since 1999 on behalf of the German Federal Ministry for Economic Cooperation and Development (BMZ), GIZ supports the country's political and economic transition, aiming to foster stability, democracy, and EU integration.

21 The 2015 survey is available at: https://www.atk-ks.org/wp-content/uploads/2017/08/TAX_REP_WEB.pdf

22 The 2017 survey is available at: <https://www.atk-ks.org/wp-content/uploads/2018/09/AN-KET%C3%8B-ME-TATIMPAGUESIT-2017.pdf>

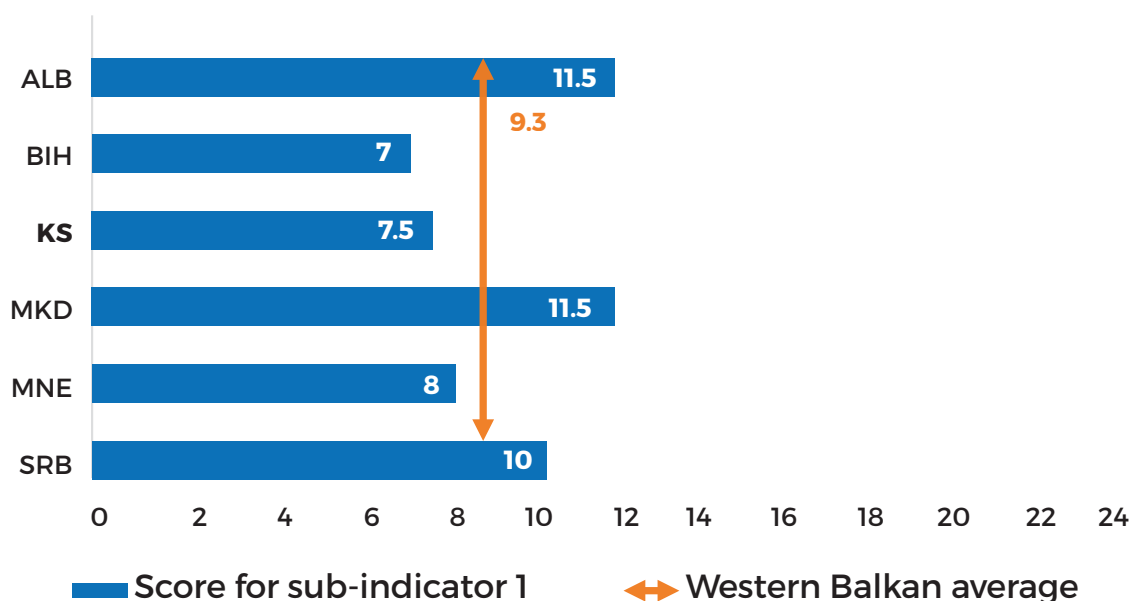
23 Available at: <https://edeklarimi.atk-ks.org/Account/Login?ReturnUrl=%2F>

elements related to this one, it has been assessed negatively. Services vehicle registration, passport issuance, and ID card issuance do not have a website at all, while for the VAT payment and VAT declaration services, we found some reports (2015 and 2017) from the Tax Administration specifically focused on citizen satisfaction.

Most of the interviewees from the civil society²⁴ do not agree that the design and delivery of public services are generally focused on citizens, or that there are clear channels for citizens to give their feedback about these services. They also don't think that online services are easy to use or access. On the other hand, some citizens have a different view of the situation, which shows that there is a gap in understanding among part of the population about how these processes work. From the interviewed citizens²⁵, 47.1% said they agree that they have an influence on how services are designed, while 22.8% disagreed. When it comes to giving feedback about the quality of services, 51.1% said they feel they have this possibility, while 19.9% did not agree. There was also an assessment of the "only once" principle. About 43.7% of citizens said they are aware of this principle, while 22.2% said they are not. As for their actual experience with it, 50.7% said they have seen it applied, while 14.2% disagreed.

How does Kosovo do in regional terms?

Sub-indicator 1: Citizen-centric service delivery



²⁴ These 3 interviews were conducted on March 10, 2025, with representatives from civil society.

²⁵ The public perception survey is based on a questionnaire targeting the public (18+ permanent residents) of Kosovo.

II.2 Service accessibility and availability of information on services

Principle 19: Users are at the centre in design and delivery of administrative services.

Principle 20: The public administration delivers streamlined and high-quality services.

Principle 21: Administrative services are easily accessible online and offline, taking into account different needs, choices and constraints.

Principle 22: Digitalisation enables data-driven decisions and effective, efficient and responsive policies, services and processes in the whole of government.

Sub-indicator 2: Service accessibility and availability of information on services ²⁶

Indicator elements	Element type	Score
E 2.1 The strategic framework envisages enhancement of accessibility of services and availability of service delivery information	Strategy and policy	0.50/0.5
E 2.2 Regulations stipulate service provision through one-stop shops	Legislation	1.0/1
E 2.3 Regulations stipulate that service providers keep key metrics on the use of services	Legislation	0.5/1.5
E 2.4 Regulations stipulate provision of services in the form of life events	Legislation	0.0/1
E 2.5 Regulations stipulate mandatory adaptation of service delivery to the needs of vulnerable groups	Legislation	1.0/2

²⁶ Through the second sub-indicator, the following SIGMA sub-principles are monitored: The government establishes and co-ordinates a whole-of-government policy to continuously improve design and delivery of public administrative services, based on evolving user needs; The public administration regularly monitors service quality against delivery standards and other metrics, to learn lessons and improve service design and delivery; The public administration ensures that service delivery is streamlined for the maximum convenience of the service users; The public administration organises and offers public services in the form of "life events"; The public administration applies omni-channel service delivery, combining online and (digitally-assisted) offline channels, so users have a seamless user journey with the possibility to interact digitally with any part of administration, if desired; All potential users have physical access to high-quality public services within reasonable distance, through collaboration of involved public administration bodies and co-ordination across and within levels of government; The public administration takes account of the diverse needs of different user groups in delivering services (including with respect to physical and intellectual ability, digital skills and language) and ensures there are no barriers to service access; The public administration ensures that users can easily find their preferred channels and have easy access to information about their rights, obligations, services and the institutions providing them, for example through a service catalogue; In their communication tools (websites, leaflets, forms, etc.) and in the context of administrative decisions, public administration bodies use concise and understandable language that conveys all relevant information in a manner appropriate to the diverse circumstances of service users (minority languages according to the law, visual and hearing impairments, etc.); Public registries are digital by design, and data governance is coherent and systematic, to ensure the trustworthiness and high quality of data and access to it, with active use and sharing of data within the public administration and beyond; and The public administration actively collaborates with relevant stakeholders to enhance the re-use of digital solutions developed with public budget to boost a collaborative ecosystem for the provision and use of digital services economy-wide.

E 2.6 Service providers publish basic procedural information on how to access public services online	Practice in implementation	3/5
E 2.7 Service providers publish citizen-friendly guidance on accessing public services online	Practice in implementation	0/3
E 2.8 Service providers publish information on services they offer as life events	Practice in implementation	0/4
E 2.9 Information on services is available in multiple formats to meet diverse users' needs	Practice in implementation	0/3
E 2.10 Information on public service delivery is available in multiple languages to meet diverse users' needs	Practice in implementation	3/3
E 2.11 Service providers publish information on the prices of their services	Practice in implementation	3/3
E 2.12 Service providers publish information on the rights and obligations of users	Practice in implementation	3/3
E 2.13 Service providers publish precise contact information for service provision	Practice in implementation	3/3
E 2.14 Data on administrative services are available in open formats	Practice in implementation	0/4
E 2.15 Service providers train their staff on how to treat vulnerable groups	Practice in implementation	0/3
E 2.16 Service providers ensure adequate territorial distribution of service delivery	Practice in implementation	3.5/3.5
E 2.17 Key non-state actors consider service delivery as accessible	Outcomes and impact	0/3
E 2.18 Citizens' perception of the accessibility of information necessary for obtaining services	Outcomes and impact	1.5/2
E 2.19 Citizens' perception of the ease of in-person access to services	Outcomes and impact	1.5/2
E 2.20 Citizens' perception of the ease of online access to services	Outcomes and impact	1.5/2
Total score for sub-indicator 2		26/52.5

Access to services and the availability of information about these services have shown mixed results since the last monitoring cycle. In some areas, the situation has remained largely unchanged, while in others, there has been noticeable progress. One important issue is the legal framework concerning “life events” this area is still incomplete and lacking proper regulation, which leads to a negative assessment for this specific element. On the other hand, the use of official languages and the legal framework governing “one-stop-shops” have reached a satisfactory level and are considered adequate. While several official websites do provide useful information about available services, their costs, and the time needed to receive them, there is still significant room for improvement. Many of these websites are not as user-friendly as they should be, making it harder for people to navigate and find what they need easily. This lack of easy access and clear information means that the experience for users is not yet at the desired level, and more work is needed to make these platforms simpler and more accessible. Particular attention must be paid to marginalized groups, including people with disabilities and elderly people. Their access to services and information must be prioritized, ensuring that it is equal to the access available to the rest of the population. The goal should be to remove any barriers that prevent these groups from fully benefiting from public services and to guarantee fair and equal treatment in accessing those services. In summary, while there are some positive developments, much remains to be done to improve the accessibility of services and the availability of clear, easy-to-understand information, especially for vulnerable groups. This remains an important challenge for the future.

As part of the implementation of Specific Objective 4 of the Public Administration Reform (PAR) Strategy, several clear actions have been planned to improve access to and efficiency of public service delivery. One of these actions is Action 2.4.7, which aims to introduce new communication channels such as email, SMS, video and audio recordings, and frequently asked questions to make it easier for people to access services. The Ministry of Internal Affairs (MIA) and the Agency for Information Society (AIS) are responsible for this action. Another important measure is Action 2.4.6, which involves publishing a list of services, along with their descriptions, delivery methods, provider information, required documents, costs, deadlines, and complaint procedures on the websites of public institutions that offer services. The responsibility for this action lies with AIS and the Ministry of Local Government Administration (MLGA).²⁷

The PAR Strategy, highlights that transparency and a participatory (consultative) approach to developing policies and laws will be strengthened. It also states that the government and its institutions will make performance information publicly available and apply a proactive communication policy.²⁸ All of these steps are intended to reduce the risk of corruption, increase external oversight of institutional performance, and ultimately build greater public trust and confidence in governance. From a legal perspective, the Law on General Administrative Procedure²⁹ includes efforts to centralize services through so-called “one-stop-shops.” Article 32 explains that when two or more public authorities are responsible for one or more procedures related to a single activity

²⁷ This information can be found in the strategic documents of the Ministry of Internal Affairs, which are available at the following link: <https://mpb.rks-gov.net/f/39/Strategic-documents>

²⁸ See page 7 of the Strategy, available at this link: <https://mpb.rks-gov.net/Uploads/Documents/Pdf/AL/4909/STRATEGJIA-E-REFORMES-SE-ADMINISTRATES-PUBLIKE-2022-2027.pdf>

²⁹ Available at: <https://gzk.rks-gov.net/ActDetail.aspx?ActID=12559>

or result, they must agree on which authority will issue the joint administrative act, which also includes the decisions of the other authority. Article 33 adds that when two or more public authorities are involved in the same administrative procedure, all the necessary steps and formalities must be handled through a single point of contact.

However, there is no specific article that directly regulates this matter. In fact, this issue is not specifically covered in the citizen access portals either. The e-Kosova portal does offer some information on family-related services, but not in the form of “life events.” The birth of a child is one of the life events currently in the pilot phase on the e-Kosova platform.³⁰ This shows that there are positive steps being taken in this direction. However, a positive evaluation in this monitoring cycle is not possible yet, since the service is still not available to the public. The Law on Construction³¹ (Articles 12 and 31) and the Administrative Instruction on Technical Conditions for Buildings for Accessibility for Persons with Disabilities³² (Article 1) aim to meet the everyday needs of persons with disabilities and are aligned with international standards. New buildings must include accessibility features from the early planning stages, while existing buildings must be adapted to meet accessibility needs.

The language aspect of service access whether in person or online is clearly regulated by the Law on the Use of Languages.³³ Specifically, Article 4, paragraph 2, states: “Every person has the right to communicate and receive services and public documents from Kosovo’s central institutions in any official language. All central institutions are obligated to ensure that every person can communicate and receive services and public documents from their bodies and institutions in any official language.” Additionally, the Law on the Protection and Promotion of the Rights of Communities and Their Members in the Republic of Kosovo³⁴ also clearly regulates language-related issues for minority communities in Article 4.

30 When opening the official platform, under the services section, there is a notice saying that this service is currently in the pilot phase. Available at: <https://ekosova.rks-gov.net/Services>

31 Law No.2004/15 on Constructiton, articles 12, 31, available at: <https://gzk.rks-gov.net/ActDetail.aspx?ActID=7480>

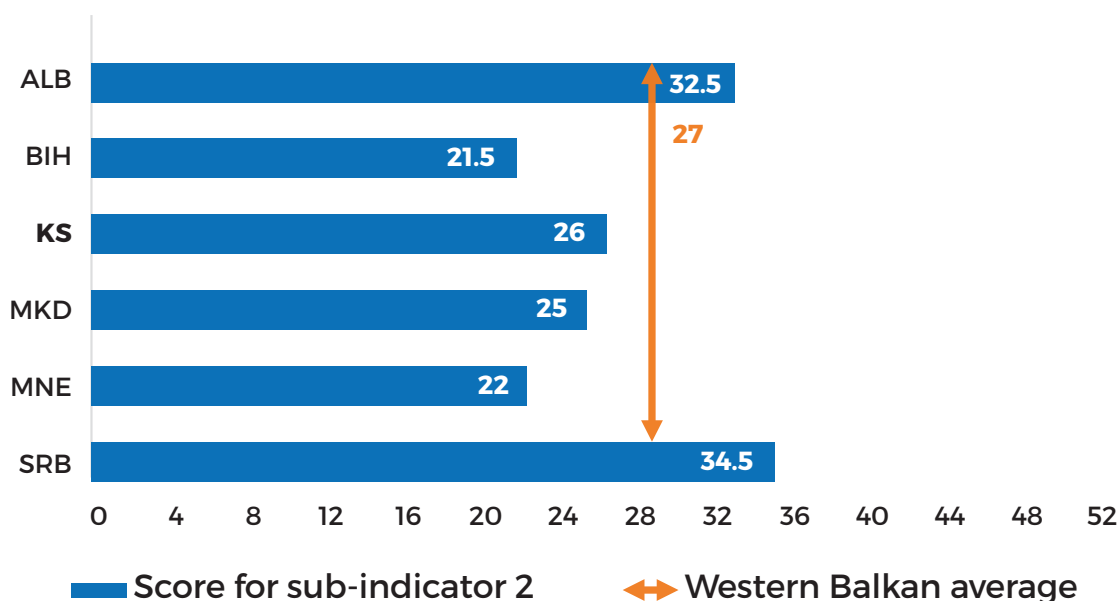
32 Available at: <https://gzk.rks-gov.net/ActDetail.aspx?ActID=7480>

33 Law No. 02/L-37 on the use Languages, available at: https://kryeministri.rks-gov.net/wp-content/uploads/2022/05/LAW_NO_02_L-37_ON_THE_USE_LANGUAGES1344.pdf

34 Available at: <https://gzk.rks-gov.net/ActDetail.aspx?ActID=2531&langid=2>

How does Kosovo do in regional terms?

Sub-indicator 2: Service accessibility and availability of information on services



II.3 Digitalisation of service delivery

Principle 19: Users are at the centre in design and delivery of administrative services.

Principle 22: Digitalisation enables data-driven decisions and effective, efficient and responsive policies, services and processes in the whole of government.

Sub-indicator 3: Digitalisation of service delivery ³⁵

Indicator elements	Element type	Score
E 3.1 There is a strategic document in force that envisages digitalisation of services	Strategy and policy	0.5/0.5
E 3.2 Regulations stipulate provision of digital services, digital signature and e-payment in digital service delivery	Legislation	1.5/1.5
E 3.3 Institutional responsibility for steering the digital service delivery at the central administration level is assigned	Institutional set-up	0/2
E 3.4 Online central platform for digital service delivery is established and user-oriented	Practice in implementation	4/4

³⁵ Through the third sub-indicator, the following SIGMA sub-principles are monitored: The government establishes and co-ordinates a whole-of-government policy to continuously improve design and delivery of public administrative services, based on evolving user needs; The public administration ensures leadership, co-ordination and capacity for the creation of effective, integrated and digital government strategies and services; and User-friendly digital identity, digital signature and trust services, digital payment and digital delivery solutions are easily available to everyone, legally enacted, technically functional and widely used.

E 3.5 Digital signature and digital payment are available to all users	Practice in implementation	0/4.5
E 3.6 Key non-state actors consider digital services as easy to use	Outcomes and impact	0/3
Total score for sub-indicator 3		6/15.5

Since the last monitoring cycle, we can say that overall Kosovo has made some progress in digitalising public services. Compared to the previous period, there have been improvements in how certain services are offered, especially through online platforms. However, more effort is still needed to make access easier for citizens. Many people still face difficulties when trying to use digital services, and the current improvements are not enough to meet everyone's needs. The Law No. 08/L-022 on Electronic Identification and Trust Services in Electronic Transactions, which came into force at the end of 2021, is the main legal act that provides the legal basis for digitalisation. Some online payments can now be made through the e-Kosova platform. Also, the Tax Administration of Kosovo has a special online service channel. The main challenges are the lack of digital skills in rural areas and among older generations, as well as the barriers faced by marginalised groups, including people with disabilities.

As part of the implementation of the Public Administration Reform Strategy, specifically Objective 3 which focuses on improving the quality-of-service delivery, action 2.4.9 includes expanding the e-Kosova portal with more services to serve as a single electronic platform for citizens. In the E-Government Strategy 2023–2027³⁶, pages 22 and 23 explain the responsibilities of the main technology institutions. The Commission for Digital Transformation (KTD)³⁷ was created to supervise digitalization at the government level. The commission is responsible for reviewing and approving strategic priorities, new policy initiatives, and government budget decisions in the field of information technology and digitalization. It also follows up on the implementation of strategies, gives direction, and coordinates important projects between institutions. The commission can create working groups to deal with specific issues and carry out these tasks. A technical committee for digital transformation was also formed, responsible for carrying out and coordinating digitalization projects in the public sector.

At the executive level, the Information Society Agency (ASHI), which works under the Ministry of Internal Affairs, has a key role. ASHI is in charge of coordinating technical ICT policies in Kosovo institutions, managing and supervising ICT projects, improving infrastructure, expanding online services, and managing data in the National Electronic Data Center. There are also plans to set up an innovation unit within ASHI, which could be supported by development partners or donations. This unit would focus on using new technologies in public administration, such as cryptography, artificial intelligence, and large data systems.

³⁶ Available at: <https://mpb.rks-gov.net/Uploads/Documents/Pdf/AL/2700/Strategjia%20e%20Kosov%C3%ABs%20p%C3%ABr%20Qeverisje%20Elektronike%202023-2027.pdf>

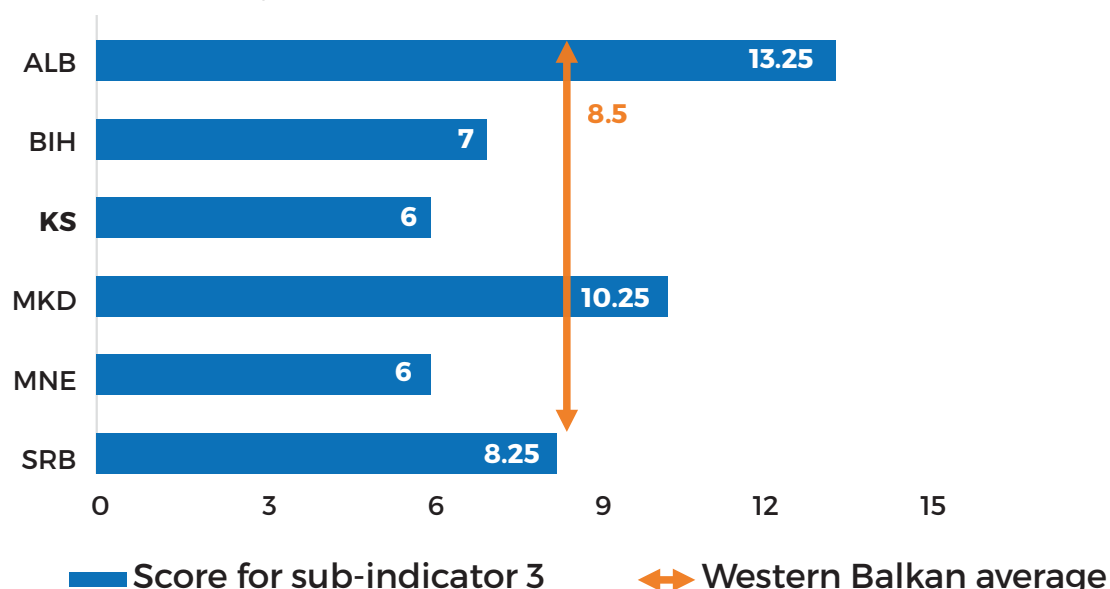
³⁷ All the information about this commission can be found at this link: <https://kryeministri.rks-gov.net/en/the-office-of-prime-minister/committees/commission-for-digital-transformation/>

The legal basis for digital services is defined in the Law on Information Society Services, which uses the term “electronic services” (meaning the same as digital services). Electronic signatures are regulated by Law No. 08/L-022 on Electronic Identification and Trusted Services in Electronic Transactions³⁸, especially in Article 32. Electronic payments are covered in Article 43 of the Law on Information Society Services.³⁹ Article 1 of the same law also states that electronic documents have the same legal value as paper documents. This supports the development of services such as online shopping, electronic banking, government services, electronic procurement, and the use of electronic signatures. Currently, there is no single institution in Kosovo that is fully responsible for creating policies and handling all issues related to digitalization. Although the E-Government Strategy includes a decision⁴⁰ by the Office of the Prime Minister to establish the Commission for Digital Transformation, an administrative body for this area has not yet started work.

Digital services are currently available through the e-Kosova platform, which follows data protection rules. The platform is made for users and includes a chat tool for questions, located at the bottom-right of the page under “Help.” This lets users ask about the services directly. Although the law guarantees electronic signatures, there is no detailed information about this feature on the official websites. The e-Kosova platform allows payments for Property Tax and Traffic Fines, and these use the electronic signature, but these services do not meet the criteria used for this monitoring.

How does Kosovo do in regional terms?

Sub-indicator 3: Digitalisation of services



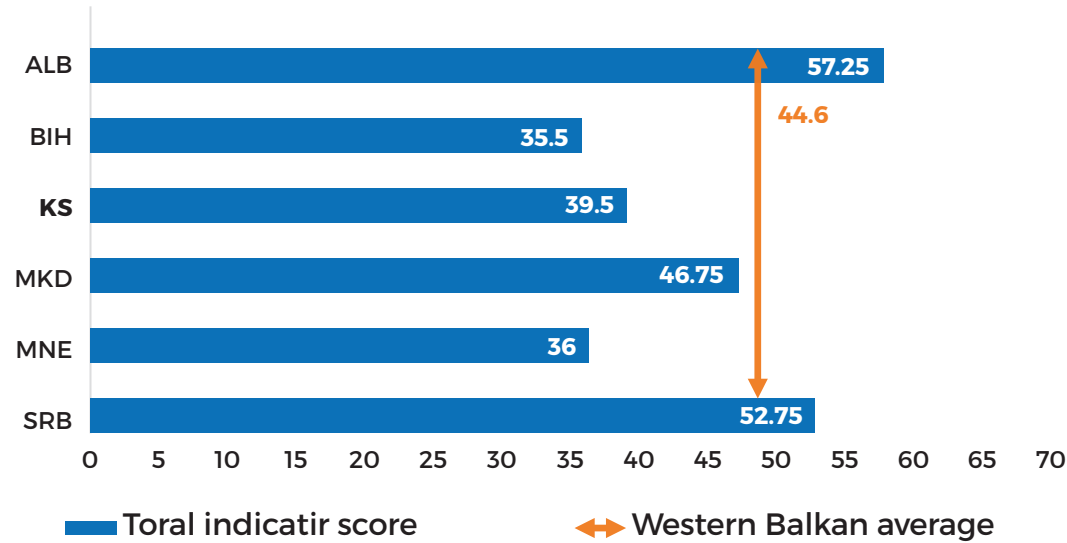
38 Available at: <https://gzk.rks-gov.net/ActDetail.aspx?ActID=51618&langid=2>

39 Available at: <https://gzk.rks-gov.net/ActDetail.aspx?ActID=2811&langid=2>

40 Available at: <https://kryeministri.rks-gov.net/wp-content/uploads/2022/12/Themelimi-i-Komis-ionit-per-Transformim-Digjital-091122.pdf>

Overall scores comparison in the Service Delivery and Digitalisation

Indicator: Transparency and citizen-centricity of service design and delivery



Regional overview report for Service Design and Digitalisation area, with results for all WB administrations is available at: www.par-monitor.org

II.4 Recommendations for the Service Delivery and Digitalisation

II.4.1 Tracking recommendations from PAR Monitor 2021/2022

Recommendations	Type (short term/medium term/long term) ⁴¹	Status	Explanation
1.Improve information provision: a. Service providers should go beyond basic bureaucratic descriptions and provide comprehensive information about the services they offer, including citizens' rights and obligations, service fees, and clear specifications of differences between e-services and in-person services. b. Enhance the structure, quality, and visibility of information by ensuring that crucial details are easily accessible online. Service providers should include comprehensive information on their websites, including service descriptions, pricing, timeframes for service delivery, and contact details of responsible personnel.	Short term	Partially Implemented	Most of the data and information about services are available and easy to access for the public. However, there is still a clear need to improve the way this information is structured and presented. The current setup can often be confusing or not well organized, making it harder for people to find exactly what they need. There is also a need to make the information more visible and easier to understand. In addition, making the services and the way they are shown more "user-friendly".

⁴¹ Recommendations for which the time needed for implementation is deemed to be up to one year are labeled as short term. Medium-term recommendations are those which can be implemented in a period from one year up to three years. Long-term require more than three years to be implemented.

2. Enhance two-way communication and feedback collection: a. Establish official channels for meaningful and systematic feedback collection from service recipients. Service providers and public administration bodies should proactively seek feedback and engage in two-way communication with citizens. b. Publish feedback results and trends, at least via service providers' websites, to improve transparency and allow citizens to monitor service quality. Implement an integrated approach among service providers to assess customer satisfaction and prioritize areas for improvement based on customer perception	Short term	Not implemented	We can't say that it has been implemented, because there are still no dedicated channels where citizens can give their feedback on services. A single survey cannot be considered enough especially since not all institutions have even conducted one. During the assessment, we came across only one institution that had surveyed citizens' impressions, but that survey was carried out more than five years ago.
3. Encourage user engagement and improvement proposals: a. Service providers should actively encourage users to submit improvement proposals, both online and at service premises. Results from these proposals should be reported to the public, and dedicated channels for submitting proposals should be distinguished from general comment sections.	Short term	Not implemented	There has been no real progress in engaging and encouraging users to help improve services. Since there are still no spaces where citizens can give their feedback, more effort is needed in this area.

4. Simplify and harmonize the legal basis: a. Simplify and harmonize special administrative procedures with the Law on General Administrative Procedure to create a clear and straightforward legal basis for administrative processes.	Medium term	Not implemented	There hasn't been progress in making the laws fit well together. We have made new laws, but we haven't yet matched them properly with the old laws or the plans we have. We're not there yet.
5. Establish legal basis for electronic services: a. Establish a legal basis for the use of electronic services by approving the draft law on electronic identification and services in electronic transactions. Implement this law to enable the provision of secure and efficient electronic services.	Short term	Partially implemented	The only legal basis for the electronic part right now is the one about electronic signatures.
6. Proactive publication of public administrative services: a. Public administration should take a proactive approach to publish comprehensive information about public administrative services on their websites. This information should include details on all services provided, pricing, expected timeframes for service delivery, and contact information of responsible personnel.	Short term	Partially implemented	There are institutions that still don't update their information on time, but there are also institutions that have all the necessary information.

7. Establish one-stop shops: a. Institutions should prioritize the establishment of one-stop shops to provide citizens with public administrative services quickly and efficiently. These centralized service centers would offer streamlined access to various services, reducing the need for citizens to visit multiple offices or departments	Medium term	Partially implemented	There is still work to be done in this area, but when it comes to the legal part, we have made progress.
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II.4.2 Recommendations from the 2024/2025 Monitor report

- The Legal Framework Should Be Updated to Match the Strategies

The current laws require to be reviewed and updated so that they fully match the goals and plans made in the strategies about how services should be designed and how e-government should work. This means that laws should be clearer and show exactly what the strategies want to achieve. An important part is that laws should clearly say that citizens must be included in creating the services, meaning users should have a voice in how services are built.

- Citizen Participation Should Be Made a Legal Obligation

Public institutions should have a legal duty, meaning the law should require them to involve citizens in creating and improving the services they provide. This duty should not be just a suggestion or voluntary contribution, but clearly written in the law as a legal prerequisite. Also, institutions should publish reports or information about how citizens participated, what they said, and how their opinions were considered to improve the services. This will help people feel more involved and trust public institutions more.

- The “Only Once” Principle Should Be Strengthened

The rule that citizens should not have to give the same information more than once must be included clearly and simply in the law. It should not be just a small or indirect mention, but written and regulated clearly so institutions share data among themselves, and citizens do not have to repeat the same thing to different institutions. This policy will make the process much simpler and save people time and effort.

- Online Services Should Be Made Easier to Use

Institutions should take concrete steps to make their websites as easy as possible to use. The websites should be easy to understand and offer clear information, so even people who are not very skilled with technology can find and use the services without difficulty. Another important consideration is that the websites ought to be suitable also for people with disabilities and do not create obstacles for anyone.

- Awareness and Understanding Should Be Increased

Many people do not understand well how public services work and how they can use these services. For this reason, more efforts should be made to inform and educate citizens. This can be done through campaigns, educational programs, and different activities that clearly explain which services are available, how to use them, and how to give opinions to improve them. When people understand better, they will use services with more trust and help make them better.

- Clear Feedback Channels Should Be Created

Institutions should create simple and visible ways so citizens can give their opinions and comments about the quality of services. These ways can be online forms, phone numbers, suggestion boxes, or meetings where people talk directly with institution representatives. Also, institutions should clearly show that they do not ignore citizens' opinions but take them seriously and use them for real improvements. Citizens should also know that their opinions have an impact and that they will be informed about the changes made thanks to them.

- Training Should Be Provided for Civil Servants

It is recommended that public institution employees receive special training to better help different groups of citizens who may have special needs, like elderly people or those with disabilities. The training should teach staff how to better understand the needs of these people and how to provide service with respect and patience, making sure services are accessible and easy to use for everyone.

METHODOLOGY APPENDIX

For producing this report for Kosovo, the following research methods and tools were used for data collection and calculation of elements:

- Analysis of official documentation, data, and official websites
- Requests for free access to information
- Interviews with stakeholders and key informants
- Public perception survey.

Monitoring heavily relied on the analysis of official documents publicly available on the websites of administration bodies and on the data and information contained therein. However, in cases where the data was not available, researchers sent requests for free access to information to relevant institutions in order to obtain information necessary for awarding points for the elements.

Table 5. FOI requests sent in Kosovo

Institution	Date of request	Date of reply to the request
The Business Registration Agency of Kosovo	25.02.2025	No response
The Civil Registration Agency of Kosovo	26.02.2025	26.02.2025
The Kosovo Tax Administration	26.02.2025	07.03.2025
The Kosovo Cadastre Agency	11.03.2025	No response
The Kosovo Tax Administration	11.03.2025	14.03.2025
The Business Registration Agency of Kosovo	11.03.2025	No response
The Civil Registration Agency of Kosovo	11.03.2025	11.03.2025

Interviews with key informants were conducted and used as a base for point allocation for elements 1.10, and 2.17 and 3.6. Additionally, they were used to collect qualitative, focused, and in-depth inputs on monitored phenomena. Interviews with other stakeholders (such as representatives of public administration bodies) were additionally used in the research to complement and verify otherwise collected data and findings. Selection of interviewees was based on purposive, non-probability sampling, targeting interlocutors based on their expertise on the topic.

Key informant interviews were comprised of a set of up to four questions where the participants expressed their agreement on a four-point scale: fully disagree, tend to disagree, tend to agree and fully agree. Points under elements 1.10, 2.17 and 3.6 were allocated if all key informants stated that they tend to agree/fully agree with the statement. Additionally, a set of open-ended questions

was used, allowing for a discussion with interviewees and on-the-spot sub-questions rather than strictly following a predetermined format. Interviewees were given full anonymity in terms of personal information and institutional/organisational affiliation.

Table 6. Interviews conducted in Kosovo

Date	Interviewees
10.03.2025	Democracy +-D4D
10.03.2025	Prishtina Institute for Political Studies-PIPS
10.03.2025	Institute for Development Policy-INDEP

List of interview questions

- Element 1.10
 1. To what extent do you agree with the following statement: **Service design and service delivery are citizen centric.**
 - a) fully disagree
 - b) tend to disagree
 - c) tend to agree
 - d) fully agree
 2. To what extent do you agree with the following statement: **Channels for citizen feedback are available.**
 - a) fully disagree
 - b) tend to disagree
 - c) tend to agree
 - d) fully agree
 3. To what extent do you agree with the following statement: **Citizens' feedback is used to improve service delivery.**
 - a) fully disagree
 - b) tend to disagree
 - c) tend to agree
 - d) fully agree

Additional guiding questions (not used for point allocation, but relevant for providing qualitative insight necessary for the assessment):

1. What are the main barriers to achieving citizen-centric service design and delivery in your experience?
2. Can you share examples of good practices in citizen-centric service delivery?
3. What feedback channels do you perceive most effective for citizens to communicate their needs and experiences?
4. Are these feedback mechanisms widely accessible to all population groups (e.g., vulnerable or marginalized groups)?
5. How do you think citizen feedback is processed and acted upon by service providers?

6. Can you provide examples where citizen feedback led to visible improvements in service delivery?
 7. In your opinion, what systemic changes are needed to strengthen the citizen-centric approach in service design and delivery?
 8. How can non-state actors contribute to ensuring that citizen feedback is integrated into service improvement processes?
- Element 2.17
 1. To what extent do you agree with the following statement: The territorial network for accessing administrative services by all citizens is adequate.
 - a) fully disagree
 - b) tend to disagree
 - c) tend to agree
 - d) fully agree
 2. To what extent do you agree with the following statement: The premises of service providers are physically accessible by all citizens.
 - a) fully disagree
 - b) tend to disagree
 - c) tend to agree
 - d) fully agree
 3. To what extent do you agree with the following statement: Services offered online are easily accessible by all citizens.
 - a) fully disagree
 - b) tend to disagree
 - c) tend to agree
 - d) fully agree

Additional guiding questions (not used for point allocation, but relevant for providing qualitative insight necessary for the assessment):

1. What challenges exist in ensuring an adequate territorial network for administrative service access?
2. Are there areas or groups particularly underserved by the current network?
3. Are there specific barriers to physical access in service provider premises (e.g., infrastructure, location)?
4. Can you identify good practices in improving physical accessibility?
5. What are the primary barriers citizens face when accessing online services?
6. How can service providers improve the accessibility and usability of online platforms?
7. In your opinion, what systemic improvements are needed to ensure

that all citizens have equitable access to administrative services?

8. How can civil society and other non-state actors support better accessibility?

- Element 3.6

1. To what extent do you agree with the following statement: Digital services are easy to use by all citizens.
 - a) fully disagree
 - b) tend to disagree
 - c) tend to agree
 - d) fully agree

Additional guiding questions (not used for point allocation, but relevant for providing qualitative insight necessary for the assessment):

1. What are the most significant challenges citizens face when using digital services?
2. Are there specific population groups (e.g., older adults, rural residents, individuals with disabilities) for whom digital services are less accessible?
3. What features or support mechanisms could make digital services more user-friendly for all citizens?
4. Can you provide examples of good practices or successful digital service implementations?
5. How (can) service providers ensure that digital services are accessible to citizens without reliable internet or digital literacy skills?

The public perception survey is based on a questionnaire targeting the general public (18+ permanent residents) of Kosovo. The survey was conducted through computer-assisted telephone interviewing (CATI) in combination with computer-assisted web interviewing (CAWI). The survey was conducted between 12-26.02.2025. The margin of error for the sample of $\pm 3,52$, citizens is 1007, at the 95% confidence level.

Table 7. public perception survey questions in the area of Service Delivery and Digitalisation⁴²

Statement 8					
In the past two years, have you interacted with the administration in Kosovo to receive any public administration services? (such as renewal of personal ID documents, applying for unemployment benefits or any other social financial support, registering marriage or the birth of a child, registering a new business, vehicles etc.) a. Yes b. No					
Statement 9	Strongly disagree	Disagree	Agree	Strongly agree	Don't know/No opinion
I have the opportunity to influence the development of public administration services (such as issuing personal documents, vehicle registration, paying taxes, etc.).	1	2	3	4	99
Statement 10	Strongly disagree	Disagree	Agree	Strongly agree	Don't know/No opinion
Public administration should use citizens' experience to improve public administration services.	1	2	3	4	99
Statement 11	Strongly disagree	Disagree	Agree	Strongly agree	Don't know/No opinion

⁴² The following statements from this section were not used to allocate points within the methodology for the Service Delivery and Digitalisation area: statement 8, statement 10, statement 15, statement 16 and statement 19.

I have the opportunity to share my opinion on the quality of public administration services I received with the relevant state authorities.	1	2	3	4	99
Statement 12	Strongly disagree	Disagree	Agree	Strongly agree	Don't know/No opinion
I can easily find the information and guidance that helps me obtain public administration services.	1	2	3	4	99
Statement 13	Strongly disagree	Disagree	Agree	Strongly agree	Don't know/No opinion
I can easily obtain public administration services at the offices and service counters of the relevant authorities.	1	2	3	4	99
Statement 14	Strongly disagree	Disagree	Agree	Strongly agree	Don't know/No opinion
I can easily obtain public administration services online (e.g., via the eGovernment Portal, the portal of the Tax authority, etc.).	1	2	3	4	99
Statement 15					
How do you prefer accessing public administration services?					
a. Access to services online					
b. Access to services at the offices and service counters of relevant authorities					
c. I have no preference.					
Statement 16					

Thinking about the past two years how often have you used e-services of the public administration?					
a. Never					
b. Rarely					
c. Sometimes					
d. Often					
Statement 17	Strongly disagree	Disagree	Agree	Strongly agree	Don't know/No opinion
When requesting public administration services, I am not required to provide documents already held by the state (such as birth, citizenship, unemployment certificates, etc.).	1	2	3	4	99
Statement 18	Strongly disagree	Disagree	Agree	Strongly agree	Don't know/No opinion
The last time I requested a public administration service, I had to submit documents already held by the state (such as birth, citizenship, unemployment certificates, etc.).	1	2	3	4	99
Statement 19	Strongly disagree	Disagree	Agree	Strongly agree	Don't know/No opinion
In the past two years, citizens or civil society have been involved in the monitoring of public administration services.	1	2	3	4	99

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