

# PAR Monitor Report Kosovo

## Policy Development and Coordination

2024/2025



Group for Legal  
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PAR Monitor Report Kosovo  
Policy Development and Coordination  
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## About Weber 3.0

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](http://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

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 the members of the WeBER Platform and the National Working Group in Kosovo, as well as the other stakeholders in Kosovo that shared their experiences through interviews, thus immensely contributing to the quality of this report. They are not individually identified in this report to protect their anonymity.

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/OECD (Support for Improvement in Governance and Management)<sup>1</sup>, the ReSPA (Regional School of Public Administration), and the Office of the Prime Minister and the Assembly of the Republic of Kosovo, as a project associate.

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<sup>1</sup> A joint initiative of the European Union and the OECD.

## Executive Summary

This report assesses the transparency and inclusiveness of four aspects of policy development and coordination: 1) transparency and inclusiveness of government decision-making process, 2) transparency of government planning and reporting, 3) transparency and inclusiveness of policy making and legislation development process, and 4) transparency and inclusiveness of policy implementation, evaluation, and parliamentary scrutiny. The first aspect examines whether transparency in government decision-making is secured through strategic commitments, legal provisions, and systematic publication of information from government sessions. The second looks at whether the government's planning and reporting obligations are regulated, and whether related documents are published on time, performance-oriented, and accessible in open formats. The third assesses whether policy-making and legislative development are transparent, inclusive, and evidence-based-covering stakeholder participation, impact assessments, consultation reporting and oversight, and the influence of public input on final decisions. The fourth examines legal and practical mechanisms for advance notification, publication of monitoring and ex-post evaluation reports, and stakeholder involvement in parliamentary oversight. The findings cover the period from 2023 until 2025, as well as the end-of-2022 developments not covered in the previous cycle.

In this monitoring area of the Public Administration Reform, the aspect of coordination and development of policies in Kosovo is assessed in terms of the transparency and inclusiveness in decision-making process (sub-indicator 1), in government planning and reporting (sub-indicator 2), in policy-making and legislation development process (sub-indicator 3), and in policy implementation, evaluation and parliament scrutiny (sub-indicator 4). Strategic improvements towards transparency are only envisioned for the policy-making and legislation development process, but improvements in inclusiveness is not envisioned in any of the sub-indicators.

For the decision-making process, the Rules of Procedure of the Government stipulates that the government should publish the decisions deriving from each government session, and in practice this is well respected. 100% of the 58 decisions taken during the 13 government sessions observed were published timely in the Official Gazette. Whereas, the regulations do explicitly not require the publication of the agendas, meeting minutes or of press releases. Out of 9 points, this sub-indicator scored 3.50.

In government planning and reporting, the Law on the Government obliges the Government to publish planning documents such as programmes and annual work plans. The Government's annual work plans are published in a timely

and citizen friendly manner and they indicate clear performance indicators for better monitoring of achievements. Unfortunately, the Law does not require the publishing of the implementation reports for these documents, therefore none is made available to the public and can't be properly assessed. Out of 20 points, this sub-indicator scored 3.50.

The proper assessment of the legislation development is hindered by the passive year that Kosovo had in 2025 due to the lack of Government and Assembly in office, since their term had ended in February 2025 and a new one was not elected until February 2026. However, the Government functioned as an outgoing Government with limited responsibilities and it was able to pass on policy documents. The Rules of Procedure of the Government regulate the consultation process for policy documents, and primary and secondary legislation by defining the minimum duration for 15 days, the timeliness of informing the stakeholders, documents to be published, the formats of consultation and the publication of consultation final reports. Ex ante reports for policy documents are prepared in the form of concept followed by public consultations and then the final reports. Out of 52 points, this sub-indicator scored 16.5. Lastly, in the policy implementation, evaluation and parliament scrutiny, the regulations stipulate that the public hearings for legislation should include the civil society and other interested parties. However, since no laws were passed in the monitoring period, practice elements regarding legislation were assessed as negative. Out of 19 points, this sub-indicator scored 1.75.

## List Of Abbreviations And Acronyms

**SFPAR** – Strategy for Public Administration Reform

**NDP** – National Development Plan

**FOI** – Freedom of Information

**KI** – Key Informants

**PAR** – Public Administration Reform

**ABPRP** – Administrative Burden Prevention and Reduction Programme

**RoP** – Rules of Procedure

**ReSPA** – Regional School of Public Administration

**SIGMA** – Support for Improvement in Governance and Management

**TEN** – Think for Europe Network

**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 a cornerstone WeBER product, enabling 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 Administration were revised in 2023, the WeBER PAR Monitor methodology was also redesigned in 2024, building on the Principles,<sup>2</sup> and on SIGMA Methodology,<sup>3</sup> and complementing the monitoring by SIGMA by providing additional observations focused on transparency, inclusiveness, openness or other aspects of state administrations' work depending on PAR area in question. This revision helps maintain 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.<sup>4</sup>

**Table 1:** Main changes in the PAR Monitor methodology

### Structure

In order to align with the new SIGMA methodological approach, the following structural changes are introduced:

- Introduction of single indicator per PAR area, divided into sub-indicators, further consisting of several sub-indicator elements (i.e. specific criteria assessed), in order to streamline the approach and emphasise the focus on transparency, inclusiveness and openness in each PAR area.

2 OECD (2023), The Principles of Public Administration, OECD Publishing, Paris, <https://doi.org/10.1787/7f5ec453-en>.

3 Available at: <https://www.sigmaweb.org/en/publications/documents/2024/assessment-methodology-of-the-principles-of-public-administration.html>.

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

Introduction of types of sub-indicator elements, ensuring that all following aspects of reform are covered:

- 1) Strategy and Policy,
- 2) Legislation,
- 3) Institutional Setup,
- 4) Practice in Implementation, and
- 5) Outcomes and Impact.

Introduction of a 100-point scale, for a more nuanced assessment of progress in each PAR area.

#### 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.
- More systematic use of public perception survey results as a data source for “Outcomes and Impact” elements and expanding the scope of the survey to complement the assessment in five PAR areas – all except “Strategy for PAR”.
- Removal of the 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 “Policy Development and Coordination” area

Meaningful citizen participation in the policy-making processes represents a cornerstone of good governance, by ensuring that decisions reflect the actual societal needs, are developed through dialogue with all stakeholders and affected groups and are subject to public scrutiny. Policies shaped through an open and transparent approach are more legitimate, better informed and evidence-based, and more likely to be effectively implemented. Planning plays a crucial enabling role in this process. When governments adopt, publish, and report on planning documents, they provide predictability, allow stakeholders to engage in a timely manner, and create a basis for assessing whether decisions align with stated strategic objectives. WeBER’s monitoring, thus, focuses on the transparency and inclusiveness of key elements of the policy cycle: from government planning and decision-making, through policy development, to policy implementation and evaluation, and, finally, parliamentary scrutiny. By assessing these interconnected stages, the monitoring examines how key principles of good governance transpose into the everyday practice of public administration, and provides insights into how Western Balkan governments communicate their decisions with the public, and to what extent the voice of

the public is heard when key decisions are being made.

Monitoring in the Policy Development and Coordination area is based on all six SIGMA Principles in this area:

**Principle 2:** Public policies are coherent and effectively co-ordinated by the centre of government; decisions are prepared and communicated in a clear and transparent manner.

**Principle 3:** The government plans and monitors public policies in an effective and inclusive manner, in line with the government fiscal space.

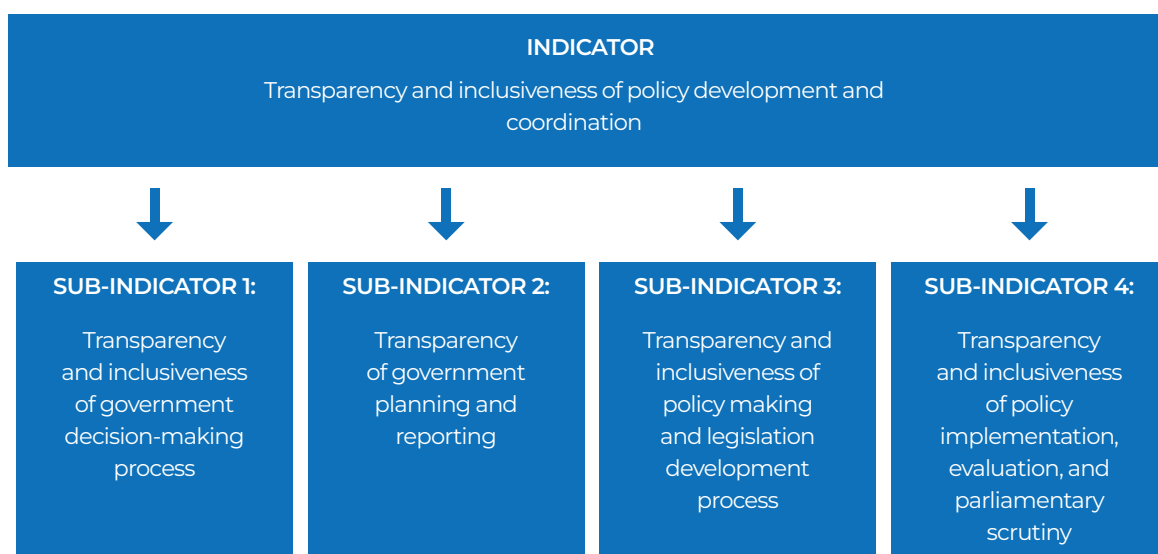
**Principle 4:** Public policies are developed based on evidence and analysis, following clear and consistent rules for law making; laws and regulations are easily accessible.

**Principle 5:** All key external and internal stakeholders and the general public are actively consulted during policy development.

**Principle 6:** Public policies are effectively implemented and evaluated, enhancing policy outcomes and reducing regulatory costs and burdens.

**Principle 7:** The parliament effectively scrutinises the government policymaking and ensures overall policy and legislative coherence.

These Principles are assessed from the perspective of the availability, accessibility and timeliness of all relevant information on the government planning, reporting and decision-making, while also examining the inclusiveness of policy and legislative development. The focus on transparency and inclusiveness also seeks to determine if policies are regularly monitored, evaluated and subject to parliamentary scrutiny.



The monitoring period for the Policy Development and Coordination covers developments since the last PAR Monitor cycle, which lasted from January until November 2022. Thus, this report focuses primarily on the period from 2023 until 2025, 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 due to methodological changes.

The first sub-indicator focuses on the existence of strategic and legal framework provisions that provide for transparent government decision-making, while also examining if key documents are available in practice: agendas for government sessions, meeting minutes, decisions and press releases. For the assessment of outcomes and impact, researchers conduct three key informant interviews with non-state actors who possess significant expertise in the area.

**Table 2:** Indicator elements under sub-indicator 1

Indicator element: number and title	Type
E 1.1 There is a strategic document in force that envisages improvement of transparency of government decision-making process	Strategy and policy
E 1.2 Regulations stipulate transparency of government decision-making process	Legislation
E 1.3 Government regularly publishes agenda items, minutes, and press releases from its sessions online	Practice in implementation
E 1.4 Government regularly publishes decisions from its sessions online	Practice in implementation
E 1.5 Key non-state actors consider the Government's decision-making process as transparent	Outcomes and impact

The second sub-indicator assesses the timeliness, availability and regularity of publishing of government planning documents and reports on their implementation, while also examining whether performance-based indicators and citizen-friendly elements are present. Monitoring of strategy and policy, legislation, and practice elements is performed by analysing strategic documents, legal acts and official data publicly available on the websites of relevant institutions. Assessment of outcomes and impact is based on the findings obtained from three key informant interviews, as in the previous sub-indicator.

**Table 3:** Indicator elements under sub-indicator 2

Indicator element: number and title	Type
E 2.1 There is a strategic document in force that envisages improvement of government planning and reporting practice	Strategy and policy
E 2.2 Regulations stipulate public availability of government planning documents and reports on their implementation	Legislation
E 2.3 Regulations stipulate public availability of government's European integration plans and reports on their implementation	Legislation
E 2.4 Government regularly and timely publishes its annual work plans	Practice in implementation
E 2.5 Government publishes its programme in a timely manner	Practice in implementation
E 2.6 Government's programmed and work plans contain performance indicators for monitoring achievement of results	Practice in implementation
E 2.7 Government regularly and timely publishes reports on the implementation of its work plans	Practice in implementation
E 2.8 Government regularly and timely publishes reports on the implementation of its programme	Practice in implementation
E 2.9 Government regularly and timely publishes its European integration plans	Practice in implementation
E 2.10 Government regularly and timely publishes reports on implementation of its European integration plans	Practice in implementation
E 2.11 Government's reports on implementing its programmes and work plans include assessments of achievement of key results and performance indicators	Practice in implementation
E 2.12 Government plans and reports are citizen friendly	Practice in implementation
E 2.13 Data contained in the government's reports on implementing work plans are available in open format	Practice in implementation
E 2.14 Key non-state actors consider the Government's planning and reporting activities as transparent, timely and citizen friendly	Outcomes and impact

The third sub-indicator seeks to examine if policy and legislation development are transparent, inclusive, and evidence-based, both in the strategic and legal framework and its implementation in practice. This includes meaningful stakeholder participation from the earliest phases, regular and comprehensive reporting on consultations, implementation of and reporting on impact assessments, oversight of consultation requirements, and the impact of public input on final decisions.

Monitoring of strategy and policy, legislation, institutional set-up, and practice aspects is performed by combining various data sources to maximise the reliability of results. It includes qualitative analysis of strategic documents, legal acts and official data that is publicly available or obtained from responsible institutions using FOI requests. The analysis of practice type elements under

this sub-indicator is conducted on a sample of public policy documents and legal acts adopted in the period of 12 months preceding the monitoring window. Certain elements are based on a sub-sample of two adopted public policy documents and three adopted laws assessed as having significant impact on society or specific affected groups. For the outcomes and impact assessment, researchers conduct three key informant interviews with non-state actors, members of working groups for the development of sample public policy documents and laws, and use the findings of the WeBER public perception survey.

**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 improvement in transparency and inclusiveness of policy making and legislation development process	Strategy and policy
E 3.2 Regulations envisage transparency and inclusiveness of policy making and legislative development process	Legislation
E 3.3 Regulations stipulate minimum consultation requirements	Legislation
E 3.4 Regulations envisage online and free of charge access to consolidated versions of all policy documents and legislation	Legislation
E 3.5 Regulations stipulate mandatory ex ante assessment of impacts - including on gender equality - during policy making, and publication of IA reports	Legislation
E 3.6 There is a designated government institution for checking compliance with consultations requirements	Institutional set-up
E 3.7 Ex ante impact assessments – including on gender equality - are consistently applied during the development of policy documents	Practice in implementation
E 3.8 Ex ante impact assessments – including on gender equality - are consistently applied during the development of primary legislation	Practice in implementation
E 3.9 Reports on implemented ex ante impact assessments during the development of primary legislation are regularly published online, together with the draft documents	Practice in implementation
E 3.10 Published reports on implemented ex ante impact assessments during the development of primary legislation contain key information	Practice in implementation
E 3.11 Non-state actors participate in the Government-led working groups for policy and legislative development	Practice in implementation
E 3.12 Procedures and decisions of working groups are transparent	Practice in implementation
E 3.13 Public consultations on policy documents and primary legislation are regularly held	Practice in implementation
E 3.14 Public consultations are conducted in an early phase of policy development	Practice in implementation

E 3.15 Reports on public consultations on policy documents are publicly available	Practice in implementation
E 3.16 Reports on public consultations on primary legislation are publicly available	Practice in implementation
E 3.17 Public consultation reports contain all elements of the implemented consultation process	Practice in implementation
E 3.18 Online, central consultation portal for the implementation of consultations is regularly used	Practice in implementation
E 3.19 Designated government institution regularly checks compliance with public consultation requirements	Practice in implementation
E 3.20 Lead ministries proactively inform on public consultations	Practice in implementation
E 3.21 Consolidated versions of primary and secondary legislation are easily accessible online, and available free of charge	Practice in implementation
E 3.22 Public consultation results have impact on final policy and legislative proposals	Outcomes and impact
E 3.23 Key non-state actors consider the work of the Government-led working groups as transparent and inclusive	Outcomes and impact
E 3.24 Citizens' perception of their opportunity to participate in the development of laws and strategies	Outcomes and impact

The fourth sub-indicator focuses on the transparency of policy implementation through availability of monitoring reports and ex-post evaluations, advance notifications to affected groups on the upcoming changes to the legal framework, and involvement of non-state actors in parliamentary deliberations through public hearings. Monitoring of this sub-indicator is based on the review of the strategic framework, regulations and websites and documents of relevant institutions. For the assessment of outcomes and impact, researchers conduct three key informant interviews with non-state actors, participants of public hearings organised by the parliament.

**Table 5:** Indicator elements under the sub-indicator 4

Indicator element: number and title	Type
E 4.1 There is a strategic document in force that envisages transparency and inclusiveness of policy monitoring and evaluation practices	Strategy and policy
E 4.2 Regulations envisage sending advance notifications to affected groups on the upcoming changes to the legal framework	Legislation
E 4.3 Parliamentary rules of procedure envisage participation of interested parties in parliamentary discussions, in the form of public hearings	Legislation
E 4.4 Lead ministries publish advance notifications to the affected groups on the upcoming changes to the legal framework	Practice in implementation
E 4.5 Lead ministries regularly publish monitoring reports on implementation of policy documents	Practice in implementation

E 4.6 Monitoring reports on implementation of policies are citizen friendly	Practice in implementation
E 4.7 Lead ministries publish ex-post evaluations on implementation of policies	Practice in implementation
E 4.8 Ex-post evaluations on implementation of policies use external data and information produced by non-state actors	Practice in implementation
E 4.9 Parliament involves stakeholders, affected groups, and other non-state actors in public hearings	Practice in implementation
E 4.10 Online transparency of the work of parliaments	Practice in implementation
E 4.11 Key non-state actors consider involvement of stakeholders in public hearings as effective	Outcomes and impact

## II. Transparency, Openness And Meritocracy Of Civil Service And Human Resource Management

This section presents the assessment results for Kosovo. Each sub-section presents the results for one sub-indicator (four in total), beginning with a brief overview of developments since the PAR Monitor 2021/2022. This is followed by a detailed assessment of the sub-indicator elements, starting with the policy, legislation and institutional framework, then moving to the practice in implementation, and ending with outcomes and impact. Each sub-indicator assessment concludes with the graph showing the awarded points.

The graph below displays the overall results for the Policy Development and Coordination area in Kosovo, measured on a scale from 0 to 100 points.

Transparency and inclusiveness of policy development and coordination (score 0-100)



## II.1 Transparency and inclusiveness of government decision-making process

**Principle 2: Public policies are coherent and effectively co-ordinated by the centre of government; decisions are prepared and communicated in a clear and transparent manner.**

Awarded points per element in sub-indicator 1: Inclusiveness and transparency of government decision-making process<sup>5</sup>

Indicator elements	Element type	Score
E 1.1 There is a strategic document in force that envisages improvement of transparency of government decision-making process	Strategy and policy	0/0.5
E 1.2 Regulations stipulate transparency of government decision-making process	Legislation	0.25/1
E 1.3 Government regularly publishes agenda items, minutes, and press releases from its sessions online	Practice in implementation	0/2
E 1.4 Government regularly publishes decisions from its sessions online	Practice in implementation	2.5/2.5
E 1.5 Key non-state actors consider the Government's decision-making process as transparent	Outcomes and impact	0.75/3
<b>Total score for sub-indicator 1</b>		<b>3.5/9</b>

### State of play

This sub-indicator assesses the decision-making process of the government in terms of inclusiveness and transparency. The PAR Strategy does not envision any improvements in this direction. Rules of Procedure of the Government, requires transparency of the work of the Government by publishing the decisions deriving from the government sessions. The publication of the Government meeting agendas, meeting minutes or the release of press communications are not required. In practice, out of 13 government sessions, only 2 press communications were released, only 2 of the agendas were published, and only 9 of the meeting minutes. In contrast, as per the legal requirements, 100% of the decisions were published within 1 week of the meeting taking place. Out of a total of 9 points, this sub-indicator was awarded 3.50.

<sup>5</sup> The first sub-indicator focuses on the following SIGMA sub-principles: The centre of government (CoG) enables and facilitates policy co-ordination across ministries and relevant institutions to ensure overall policy coherence and better and more sustainable policy outcomes; Government decisions are prepared, approved and followed up in a transparent, effective and timely manner, based on clear rules and procedures, through the relevant decision-making structures, including government sessions.

The PAR strategic framework offers no clear provisions envisioning improvements in transparency towards the public of the decision-making process.<sup>6</sup> Additionally, the legal requirements of transparency were assessed in regards to Government sessions taking place for the public availability of the agendas, meeting minutes, decisions deriving from the session and the publication of a press release for every session held. Out of these, the Rules of Procedure of the Government (RoP)<sup>7</sup> regulates only the publication of the decisions in an explicit manner. Article 85 of the RoP under the General Principles subchapter for the publicity of Government's work, obliges the Government to inform the public about its work and decisions.

The agendas, press releases and the meeting minutes of the government sessions are not necessarily required for publication. As a result, the government adopted a narrow approach publishing only the information strictly required by law. During the monitoring period of 3 months, the Acting Government of Kosovo held 13 meetings. Only 2 or 15% of the agendas of these meetings were published beforehand and the rest were not made public at all; only 9 or 69% of the meeting minutes; only 2 press releases were published after the meetings (15% of the total). At least 80% of each have to be published to be considered for point allocation. On the other hand, 100% of the decisions were published. In 13 government meetings, 58 decisions were taken and all were made public through the Official Gazette, within 1 week from the meeting.

Interviews with key informants pointed to the same conclusion.<sup>8</sup> They do not collectively agree that the agendas items, meeting minutes of the government sessions are transparent or even that the government publicly informs on its decision making through press releases. However, as the report concludes, the interviewees share the common view that government decisions are transparent.

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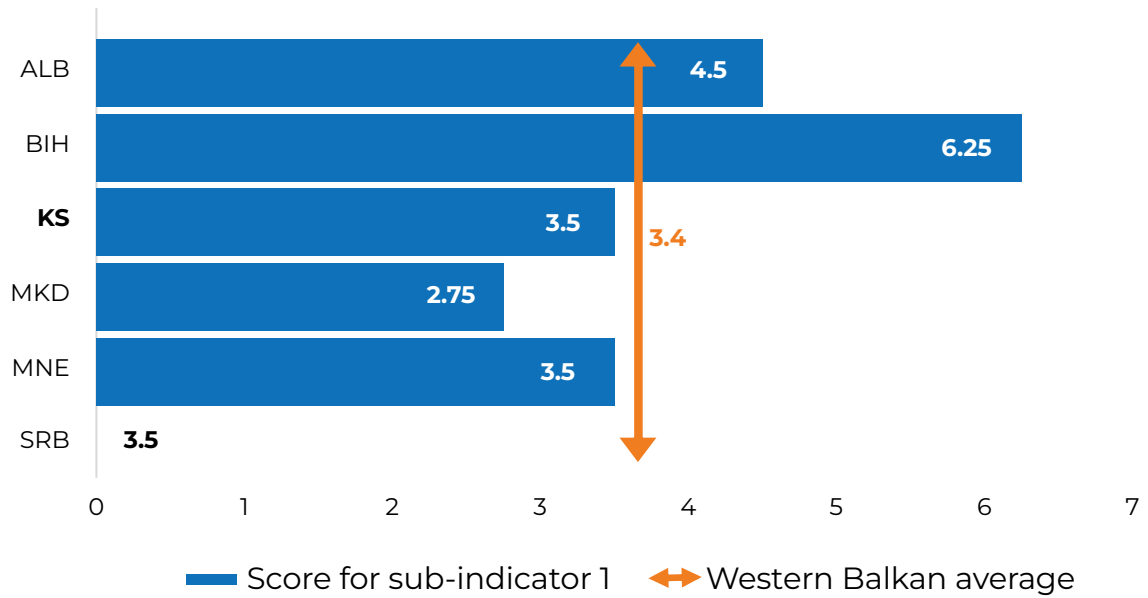
6 Public Administration Reform Strategy 2022-2027, at: <https://kryeministri.rks-gov.net/wp-content/uploads/2023/01/PUBLIC-ADMINISTRATION-REFORM-STRATEGY-2022-2027.pdf>; Action Plan for PARS 2025-2027, at: <https://mpb.rks-gov.net/Uploads/Documents/Pdf/EN/5050/FINAL%20ANG%20PV%20SRAP%202025-2027%20pdf.pdf>

7 Regulation (GRK) - NO.17/2024 on Rules of Procedure of the Government of the Republic of Kosovo: <https://gzk.rks-gov.net/ActDetail.aspx?ActID=92322>

8 Interviews were held with three key informants, non-state actors from civil society with experience in the field. The interviews were held on 11 December 2025 and 5 March 2026.

## How does Kosovo do in regional terms?

Sub-indicator 1: Transparency and inclusiveness of the government decision-making process (maximum score 9)



## II.2 Transparency of government planning and reporting

**Principle 3: The government plans and monitors public policies in an effective and inclusive manner, in line with the government fiscal space.**

Awarded points per element in sub-indicator 2: Transparency of government planning and reporting<sup>9</sup>

Indicator elements	Element type	Score
E 2.1 There is a strategic document in force that envisages improvement of government planning and reporting practice	Strategy and policy	0/0.5
E 2.2 Regulations stipulate public availability of government planning documents and reports on their implementation	Legislation	0.25/0.5
E 2.3 Regulations stipulate public availability of government's European integration plans and reports on their implementation	Legislation	0/0.5
E 2.4 Government regularly and timely publishes its annual work plans	Practice in implementation	1.5/1.5
E 2.5 Government publishes its programme in a timely manner	Practice in implementation	0/1.5
E 2.6 Government's programmes and work plans contain performance indicators for monitoring achievement of results	Practice in implementation	0.75/1.5
E 2.7 Government regularly and timely publishes reports on the implementation of its work plans	Practice in implementation	0/1.5
E 2.8 Government regularly and timely publishes reports on the implementation of its programme	Practice in implementation	0/1.5
E 2.9 Government regularly and timely publishes its European integration plans	Practice in implementation	0/1.5
E 2.10 Government regularly and timely publishes reports on implementation of its European integration plans	Practice in implementation	0/1.5

<sup>9</sup> The second sub-indicator focuses on the following SIGMA sub-principles: Policy planning documents meet quality requirements and contain adequate analysis and information, including on policy objectives, indicators with targets and monitoring framework. They are developed in a participatory manner and are publicly available; Performance and results, including achievement of policy objectives and outcome indicators, are regularly monitored and reported on; monitoring reports are published on time to enable public scrutiny; The government effectively implements EI plans through prioritising and costing of EI-related commitments, taking into consideration the available resources and capacities of the administration.

E 2.11 Government's reports on implementing its programmes and work plans include assessments of achievement of key results and performance indicators	Practice in implementation	<u>0/2</u>
E 2.12 Government plans and reports are citizen friendly	Practice in implementation	<u>1/1.5</u>
E 2.13 Data contained in the government's reports on implementing work plans are available in open format	Practice in implementation	<u>0/1.5</u>
E 2.14 Key non-state actors consider the Government's planning and reporting activities as transparent, timely and citizen friendly	Outcomes and impact	<u>0/3</u>
<b>Total score for sub-indicator 2</b>		<b>3.5/20</b>

### State of play

Sub-indicator 2 looks at transparency and inclusiveness in government planning and reporting. It checks whether there are strategic and legal rules for publishing documents, and how well these rules are applied in practice. This indicator focuses on whether work plans, government programmes, and implementation reports are available and published on time, as well as on their quality, especially if they include performance indicators and assessment of results. It also looks at whether these documents are easy for citizens to access and understand, and whether data is published in open formats. An important part of this indicator is also how non-state actors see the transparency and inclusiveness of these processes. In the case of Kosovo, this sub-indicator was scored 3.50 out of 20 points.

In the Strategy for Public Administration Reform 2022–2027<sup>10</sup>, the methodology requires that there should be clear and concrete measures for improving government planning practices and improving government reporting practices, with clear assignment of responsibilities. However, the monitoring findings show that even though there are some related elements, there are no concrete or sufficient measures that directly address these two areas in a clear and structured way as required by the methodology.

For example, in the part of the strategy that deals with policy planning and coordination, there is a general measure linked to policy planning and coordination, and there are also general objectives such as improving the

<sup>10</sup> *Strategy for Improving Policy Planning and Coordination (SPPKP) 2022–2027* <https://mpb.rks-gov.net/Uploads/Documents/Pdf/AL/4909/STRATEGJIA-E-REFORMES-SE-ADMINISTRATES-PUBLIKE-2022-2027.pdf>.

strategic management framework, improving institutional performance, transparency and accountability, and strengthening regulatory impact assessment and linking better with the EU acquis. However, these remain general objectives and do not include clear and specific measures that directly improve government planning and reporting practices.

In the part of the strategy<sup>11</sup> dedicated to monitoring, it is stated that a responsible unit in the administration will prepare a monitoring report twice a year. This report includes a summary of progress, recommendations for improvements, a summary of activities, and planned actions for the next period. The report is also reviewed by coordination structures and discussed at the Council level for public administration reform. However, these provisions are still not enough to meet the methodology requirements because they do not clearly set strong and specific measures for improving planning and reporting systems in a complete way. For this reason, this part is assessed negatively due to lack of concrete or sufficient measures.

On the positive side, the legal framework<sup>12</sup> clearly states that the Government Programme is approved as the main policy document of the Government and is published on the official website of the Office of the Prime Minister. Also, the Government regulation<sup>13</sup> states that the Annual Work Plan of the Government is published on the official website of the Office of the Prime Minister and the ministries.

However, the same framework does not clearly require the publication of reports on the implementation of the Government Programme as a separate and clear obligation. Even though there is a requirement to prepare an annual government report that includes detailed information on implementation progress, including results against objectives, time of actions, use of financial resources, main challenges, new factors affecting implementation, and corrective measures, there is no clear and strong rule that ensures that reports on the implementation of planning documents are always published in a consistent and mandatory way as part of the official transparency obligations.<sup>14</sup> On the negative side, the national framework for European integration does not include a clear legal provision that obliges the Government to proactively publish the “National Programme for European Integration 2024-2028” on its official website within a defined deadline. As a result, the publication is not fully regulated by law and relies on established practice.

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11 Ibid., 60.

12 Law No. 08/L-117 on the Government of the Republic of Kosovo <https://gzk.rks-gov.net/ActDetail.aspx?ActID=66686>.

13 Regulation (QRK) No. 17/2024 on the Work of the Government <https://gzk.rks-gov.net/ActDetail.aspx?ActID=92322>.

14 Regarding the publication of reports, Article 7 of the Government Rules of Procedure Regulation 17/2024 states that before 1 March of each year, the Government approves and authorizes the publication of its annual report. Since the methodology indicator requires that the legal framework should also define the publication of reports on the implementation of the Government programme, the assessment resulted in a negative score.

From the practical perspective, the monitoring findings show that the Government Programme for 2021-2025 exists as an official document and is available to the public in electronic form through institutional sources. However, it is not published on the official website of the Government. Instead, the document was found on the website of another ministry<sup>15</sup> in PDF form. For this reason, this element is assessed negatively, because the requirement is that the document should be published directly on the official Government website to ensure one clear and transparent access point for the public.

Also, the Government Work Plan has been published over time in different phases, but with changes in format and name over the years. The document known as the “Annual Government Work Plan” was last published in 2019, showing a break in this earlier format of planning and reporting. After that, a similar document was published under a different name, the “National Development Plan (NDP) 2024-2026”<sup>16</sup>, which was published on 25 January 2024 and is available on the official Government website. This document was published on time and is accessible through the official Government platform, showing continuity in government planning, but with a new structure and approach.

However, the change of name and format, and the lack of clear continuity of the same document under a single and consistent framework, shows an evolution in planning practice, but also a break in consistency in how these documents are published over time. What is missing in practice is the publication of reports on the implementation of the work plans. These reports are not made public. For this reason, this element is assessed negatively.

Based on the findings, the main planning and monitoring documents show a generally user-friendly format. The Government Work Plan, now presented under the “National Development Plan (NDP) 2024-2026”, is structured in a clear way, with well-organized sections, summaries, and visual elements such as categories and colour use. This makes the document easier to read and helps users quickly understand the main government priorities across different sectors.

A similar level of clarity can be seen in the European Integration Plan for 2024-2028, which is also presented in a structured and accessible way. It includes clear summaries and tables that divide the information into understandable parts, making it easier for readers to follow the main objectives and actions. The report on the implementation of the European Integration Programme for January-September 2024<sup>17</sup> is also designed in a user-friendly manner. It uses clear summaries and visual presentation tools, which help simplify complex information and make it more accessible for users.

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15 This document was found on the official website of the Ministry of Education as a PDF. See link below: <https://masht.rks-gov.net/wp-content/uploads/2022/06/Programi-i-Qeverise-se-Kosoves-2021-2025.pdf>.

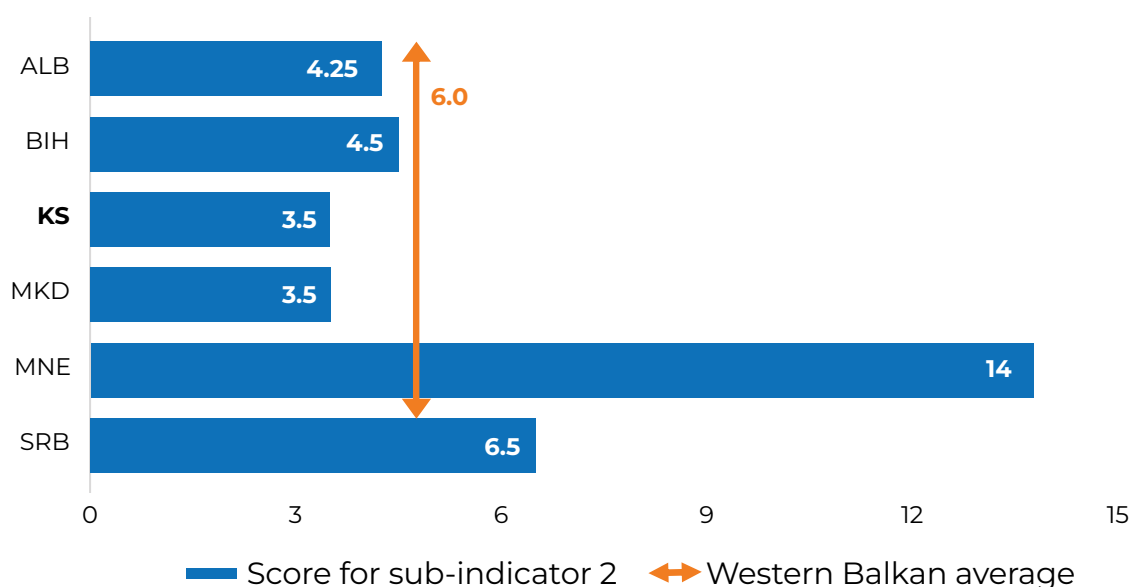
16 National Development Plan (NDP) 2024-2026 <https://kryeministri.rks-gov.net/wp-content/uploads/2024/01/PKZH-2024-2026.pdf>

17 The report on the implementation of the European Integration Programme for January-September 2024 <https://kryeministri.rks-gov.net/wp-content/uploads/2025/01/Raport-mbi-zbatimin-e-PKIE-janar-shtator-2024.pdf>.

Overall, the findings show that while the structure and format of these documents are generally accessible and easy to use, they also rely heavily on visual presentation and summarised content to improve readability. For this indicator, interviews were also conducted with three civil society representatives, and the findings show that the same stakeholders did not agree that government planning and reporting activities are transparent or that they are timely.<sup>18</sup>

### How does Kosovo do in regional terms?

**Sub-indicator 2:** Transparency of government planning and reporting (maximum score 20)



<sup>18</sup> These interviews were conducted in December 2025 and March 2026.

## II.3 Transparency and inclusiveness of policy making and legislation development process

**Principle 4: Public policies are developed based on evidence and analysis, following clear and consistent rules for law making; laws and regulations are easily accessible.**

**Principle 5: All key external and internal stakeholders and the general public are actively consulted during policy development.**

**Awarded points per element in sub-indicator 3: Transparency and inclusiveness of policy making and legislation development process<sup>19</sup>**

Indicator elements	Element type	Score
E 3.1 There is a strategic document in force that envisages improvement in transparency and inclusiveness of policy making and legislation development process	Strategy and policy	0.25/0.5
E 3.2 Regulations envisage transparency and inclusiveness of policy making and legislative development process	Legislation	1.5/3
E 3.3 Regulations stipulate minimum consultation requirements	Legislation	3.75/3.75
E 3.4 Regulations envisage online and free of charge access to consolidated versions of all policy documents and legislation	Legislation	1/1.5
E 3.5 Regulations stipulate mandatory ex ante assessment of impacts - including on gender equality - during policy making, and publication of IA reports	Legislation	1.75/1.75
E 3.6 There is a designated government institution for checking compliance with consultations requirements	Institutional set-up	0/0.75

<sup>19</sup> The third sub-indicator focuses on the following SIGMA sub-principles: A whole-of-government policy to promote better regulation, evidence-based and inclusive policymaking is established and applied in practice during policy development and legislative drafting; Procedures are in place and consistently applied and monitored to enable pro-active and effective public consultations with stakeholders and the general public, allowing businesses, non-governmental organisations and citizens, including from vulnerable groups to participate in and inform government policymaking; All primary and secondary legislation, including consolidated versions, is easily accessible and available free of charge through a central online database(s). Administrative guidance documents, forms and materials essential for complying with regulations are easily available for businesses and citizens; Regulatory impact assessment (RIA), or other similar tool(s), is adopted and systematically used to support policy development, facilitate consultation and inform decision-making at all key stages of policymaking, covering both primary and secondary legislation, including the impact on the environment and climate where necessary; Consultation with the general public is conducted in an accessible and transparent manner; Ministries hold constructive dialogue with key external stakeholders and collect, analyse and use all responses when finalising the policy proposal. They transparently report on the outcome of the public consultation process and how consultees' views have shaped and influenced policy; All possible impacts of policy proposals are systematically analysed; reasonable efforts are made to quantify and monetise key impacts, including additional costs on the state budget, businesses and citizens; Ministries have clear internal rules and procedures for planning and managing effectively the development of policies and legislative drafting.

E 3.7 Ex ante impact assessments – including on gender equality - are consistently applied during the development of policy documents	Practice in implementation	0.75/1.5
E 3.8 Ex ante impact assessments – including on gender equality - are consistently applied during the development of primary legislation	Practice in implementation	0/2
E 3.9 Reports on implemented ex ante impact assessments during the development of primary legislation are regularly published online, together with the draft documents	Practice in implementation	0/1.5
E 3.10 Published reports on implemented ex ante impact assessments during the development of primary legislation contain key information	Practice in implementation	0/2.5
E 3.11 Non-state actors participate in the Government-led working groups for policy and legislative development	Practice in implementation	0/2
E 3.12 Procedures and decisions of working groups are transparent	Practice in implementation	1/2.5
E 3.13 Public consultations on policy documents and primary legislation are regularly held	Practice in implementation	0/2
E 3.14 Public consultations are conducted in an early phase of policy development	Practice in implementation	0/1.5
E 3.15 Reports on public consultations on policy documents are publicly available	Practice in implementation	0/1.5
E 3.16 Reports on public consultations on primary legislation are publicly available	Practice in implementation	0/1.5
E 3.17 Public consultation reports contain all elements of the implemented consultation process	Practice in implementation	1.5/3.75
E 3.18 Online, central consultation portal for the implementation of consultations is regularly used	Practice in implementation	0.75/2.25
E 3.19 Designated government institution regularly checks compliance with public consultation requirements	Practice in implementation	0/1.5
E 3.20 Lead ministries proactively inform on public consultations	Practice in implementation	0/2.5
E 3.21 Consolidated versions of primary and secondary legislation are easily accessible online, and available free of charge	Practice in implementation	1.5/1.5
E 3.22 Public consultation results have impact on final policy and legislative proposals	Outcomes and impact	1.5/3.75

E 3.23 Key non-state actors consider the work of the Government-led working groups as transparent and inclusive	Outcomes and impact	0/3
E 3.24 Citizens' perception of their opportunity to participate in the development of laws and strategies	Outcomes and impact	1/4
Total score for sub-indicator 3		16.5/52

## State of play

The strategic framework envisions improvements in the transparency of the policy-making and legislative process. The Rules of Procedure of the Government, requires an ex-ante impact assessment to be conducted for all draft policies and legislation. It should include the gender perspective, too. This is done through a concept document, which was conducted in almost all cases (five out of six) but in only three of those, a gender impact assessment was conducted. Legislative regulations, also require the public consultation for policy documents and legislation but not early consultations. This is reflected in practice, where for all the policy documents observed during the monitoring period, public consultations were held. A final report on the consultations process, is usually published with all the comments individually presented and the reasoning behind the rejection or acceptance of the comment. This sub-indicator assesses the transparency and inclusivity of the legislation as well but since there weren't any laws passed during the monitoring period, it was all assessed as negative. Out of 52 points in total, this sub-indicator was awarded only 16.50.

In contrast to the other sub-indicators, the PAR strategic framework anticipates some progress in improving transparency, but not inclusiveness too, in policy-making and legislative processes. The Action Plan of the PAR Strategy has 6 actions that are more specific towards transparency such as the preparation of index or passport of indicators, drafting and training on the new manual on public consultations, and advancing the public consultations platform.<sup>20</sup>

The Rules of Procedure of the Government regulates the public consultations on the draft proposals for policy documents, and primary and secondary legislation.<sup>21</sup> Conversely, early consultations with stakeholders and targeted groups, are not required by regulation. The involvement of non-state actors in the work of the working groups is regulated too<sup>22</sup> but the very work of the working group is not regulated for transparency towards the public.

<sup>20</sup> See more specifically actions 1 and 9 through 13 in the Action Plan 2025-2027 of the Public Administration Reform Strategy 2022-2027.

<sup>21</sup> Regulation (GRK) – No. 17/2024 on Rules of Procedure of the Government of the Republic of Kosovo, Articles 45 and 46.

<sup>22</sup> Ibid, Article 18 paragraphs 4 and 5, Article 31 paragraph 4.

The elements public consultations are all regulated by the Rules of Procedure act too. The minimum duration of written consultations is 15 days and can be extended up to 30 days if the act is too complex.<sup>23</sup> The proposing body must notify the public and interested parties at least 7 days before the meeting.<sup>24</sup> The accompanying documents, the formats for the public consultations and the reporting on implemented consultations are also regulated.<sup>25</sup>

Free and public access to consolidated versions is required with the RoP of the Government for all policy documents and primary legislation but not also for the secondary legislation.<sup>26</sup> Ex-ante impact assessments' application is mandatory when developing and drafting all three types of documents. According to the Rules of Procedure of the Government, a concept document must be drafted before every law and policy document,<sup>27</sup> while the Manual on Concept Documents extends this requirement to sub-legal acts as well.<sup>28</sup> These concept documents are required to include the gender perspective in their assessments<sup>29</sup> and their publication is mandatory.<sup>30</sup> However, the responsibility for fact-checking compliance on external consultation process is not regulated, meaning that no institution is formally mandated to carry out this function.

As for the ex-ante assessments, during the period from December 2024 to November 2025, 6 policy documents were adopted, of which 5 underwent an ex-ante impact assessment, meaning 83% of the total. However, only 3 of these assessments included a gender impact assessment.<sup>31</sup> During the monitoring period, no laws were enacted in the Parliament since the Government and the Assembly had completed their mandates in February 2025 and the country hasn't been able to form new institutions until January 2026. Therefore, no impact assessments were examined for laws, resulting in 0 points.

Moving on, the report continues to evaluate the elements of policy documents and not laws. From a sample of two policy documents, Administrative Burden Prevention and Reduction Programme 2025-2028 (ABPRP) and the Industrial Property Program 2024-2026 (IPP). The IPP 2024-2026 did not include any non-state actors in its working group, whereas the ABPRP 2025-2028 had 6

23 Ibid, Article 51 sub-paragraphs 2.1 and 2.2.

24 Ibid, Article 50.

25 Ibid, Article 51 paragraphs 1 and 3.6 for documents, Article 47 for the forms and techniques, and Article 53 paragraphs 4 and 5 for mandatory publishing of the report on public consultations.

26 Ibid, Article 94 paragraph 2 for policy documents, and Article 92 for legal acts.

27 Ibid, Articles 33 and 42.

28 Manual on Drafting Concept Documents, page 212. Available at: [https://kryeministri.rks-gov.net/wp-content/uploads/2022/05/Udhezuesi-dhe-Doracaku-per-Hartimin-e-Koncept-Dokumenteve-Shq-24-05-18\\_Publish.pdf](https://kryeministri.rks-gov.net/wp-content/uploads/2022/05/Udhezuesi-dhe-Doracaku-per-Hartimin-e-Koncept-Dokumenteve-Shq-24-05-18_Publish.pdf)

29 Ibid, page 67 and 98.

30 Rules of Procedure of the Government, Article 94 paragraph 2.

31 National Strategy on the Rights of the Persons with Disabilities 2025-2030; Strategy and Action Plan on Early Childhood Intervention 2025 -2030; Kosovo Integrated Waste Management Strategy (2024-2035) and Action Plan (2024-2026); Administrative Burden Prevention and Reduction Programme 2025-2028; Balanced Regional Development Program 2025-2027; Industrial Property Program 2025-2027.

NGOs in its initial phase of the working group. None of these two has published the conclusions or decisions, meeting minutes or any kind of report on the proceedings in the working group meetings. While regular public consultations were held for all six policy documents, early consultations occurred for only two. Several NGOs participated in meetings for the ABPRP 2025–2028, while the National Strategy on the Rights of Persons with Disabilities 2025–2030 involved only the relevant institutions.

For all but one public consultation process, a final report was published and all the comments made by the civil society or citizens were included in the report. In the sample of two policy documents reviewed for the purpose of this report, the ABPRP 2025-2028 and the IPP 2024-2026, all comments from the consultation process were listed in the report individually, not aggregated, with clear feedback to each individual proposal and a rationale for the rejection or approval was provided for each individual proposal. Looking at the comments individually from the final report, out of the 57 comments provided for the ABPRP 2025-2028, 53 were accepted and integrated. Whereas, for the IPP 2024-2026, all 3 comments provided were accepted. The share of accepted for ABPRP is 93% and 100% for IPP.

Regarding to the usage of the e-consultations portal, for all six of the policy documents, the consultation was announced on the portal with accompanying relevant documents. Only one case, ABPRP 2025-2028, comments were collected directly through the platform. Furthermore, the final report on the consultation process was published on the portal only for four processes - National Strategy on the Rights of Persons with Disabilities 2025-2030; Kosovo Integrated Waste Management Strategy (2024-2035) and Action Plan (2024-2026); Balanced Regional Development Program 2025-2027; Industrial Property Program 2025-2027. The report for Strategy and Action Plan on Early Childhood Intervention 2025 -2030 was not published at all and the final report of the consultation process is for the ABPRP 2025-2028 was published only on the Government's website, but not in the platform directly. Only the e-consultations online platform was used to inform the public of the call to participate in the consultation process. Other platforms, such as the official website, social media, printed media and email communication were not utilised.

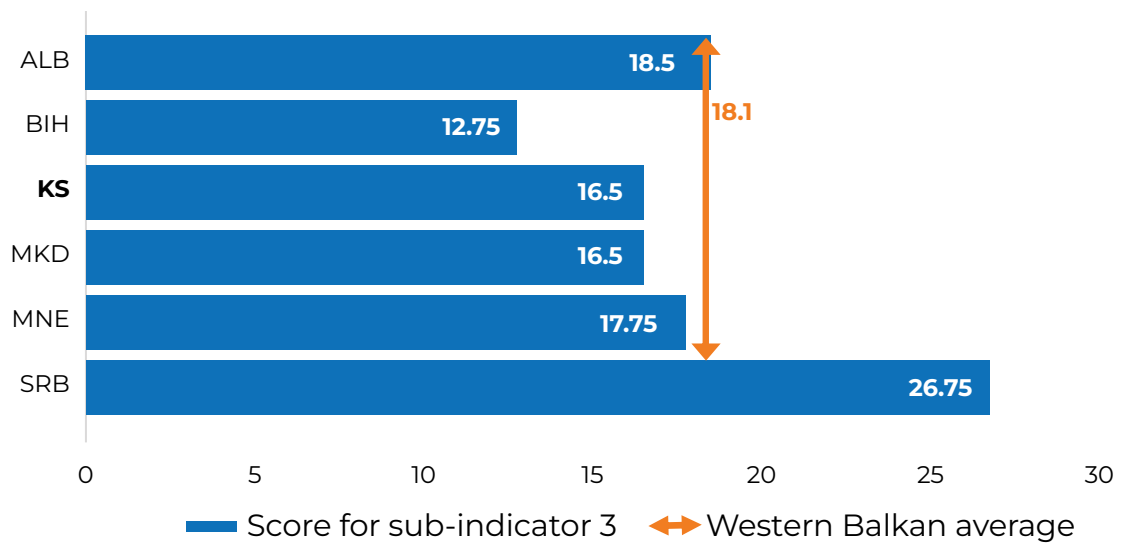
All legislation is publicly available, free of charge on the Official Gazette. Primary and secondary legislation can be found by searching with keywords, title, date, institution, content and type through the Advanced Search option. Consolidated versions, too, are available for a small number of acts with all the amendments integrated into the initial act and clearly marked. However, they are only available in Albanian.

Key informants interviewed regarding the work of working groups; reflect the assessment so far. They all disagree that the lead ministries decide and give

reasons based on the proposals from the civil society. All but one, also disagree that the decisions and documents that came as the result of working groups' proceedings were available to them. From the Public Perception Survey, 55.7% of citizens feel they have the opportunity to participate in developing laws and strategies in Kosovo.

### How does Kosovo do in regional terms?

**Sub-indicator 3:** Transparency and inclusiveness of policy making and legislation development process (maximum score 52)



## II.4 Transparency and inclusiveness of policy implementation, evaluation, and parliamentary scrutiny

**Principle 6: Public policies are effectively implemented and evaluated, enhancing policy outcomes and reducing regulatory costs and burdens.**

**Principle 7: The parliament effectively scrutinises the government policymaking and ensures overall policy and legislative coherence.**

Awarded points per element in sub-indicator 4: Transparency and inclusiveness of policy implementation, evaluation, and parliamentary scrutiny<sup>32</sup>

Indicator elements	Element type	Score
E 4.1 There is a strategic document in force that envisages transparency and inclusiveness of policy monitoring and evaluation practices	Strategy and policy	0/0.5
E 4.2 Regulations envisage sending advance notifications to affected groups on the upcoming changes to the legal framework	Legislation	0/0.5
E 4.3 Parliamentary rules of procedure envisage participation of interested parties in parliamentary discussions, in the form of public hearings	Legislation	0.5/0.5
E 4.4 Lead ministries publish advance notifications to the affected groups on the upcoming changes to the legal framework	Practice in implementation	0/1.5
E 4.5 Lead ministries regularly publish monitoring reports on implementation of policy documents	Practice in implementation	0/2.5
E 4.6 Monitoring reports on implementation of policies are citizen friendly	Practice in implementation	0.25/1.25
E 4.7 Lead ministries publish ex-post evaluations on implementation of policies	Practice in implementation	0/2.5

<sup>32</sup> The fourth sub-indicator focuses on the following SIGMA sub-principles: The responsible institutions effectively monitor policy implementation and ensure regulatory compliance, based on robust and relevant data, including evidence gathering through direct feedback and consultations with affected stakeholders; Ex post evaluation of major laws and policies is an integral part of the better regulation agenda and is linked to the analysis conducted during the development of the policy. The public administration makes evaluation results publicly available and uses them to inform future policy; Businesses and citizens receive advance notification about upcoming changes in the rules and regulations that will affect them, and sufficient time is allowed for the affected groups to adjust to and align with the new regulatory framework; Parliamentary committees debate and scrutinise legislative initiatives, with active participation of government ministers and senior public servants, and ensure consultation with key stakeholders, while also minimising any risks of undue external influence; The parliamentary services provide expert advice and support to members of parliament for initiating and drafting new laws based on evidence and with input from key stakeholders.

E 4.8 Ex-post evaluations on implementation of policies use external data and information produced by non-state actors	Practice in implementation	0/2.5
E 4.9 Parliament involves stakeholders, affected groups, and other non-state actors in public hearings	Practice in implementation	0/2.25
E 4.10 Online transparency of the work of parliaments	Practice in implementation	1/2
E 4.11 Key non-state actors consider involvement of stakeholders in public hearings as effective	Outcomes and impact	0/3
<b>Total score for sub-indicator 4</b>		<b>1.75/19</b>

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### State of play

Sub-indicator 4 focuses on transparency and inclusiveness during policy implementation, evaluation, and parliamentary oversight. It looks at whether there are strategic and legal frameworks that allow the involvement of stakeholders, and how these are applied in practice by responsible institutions. This includes checking if advance notices about legal changes are published, if there is regular reporting on policy implementation, if ex-post evaluations are carried out, and if data from non-state actors is used. It also covers the role of the Parliament in ensuring transparency through tools like public hearings and online transparency, as well as how effective these processes are seen by relevant actors. In Kosovo, this sub-indicator was scored 1.75 out of 19 points.

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Sub-indicator 4, which covers transparency and inclusion in policy implementation, evaluation, and parliamentary oversight, generally shows weak performance in practice. This reflects a lack of working mechanisms for transparency and effective participation.

In practice, government institutions, especially leading ministries, do not systematically publish advance notices on legal changes or regular reports on policy implementation. Also, ex-post policy evaluations are almost completely missing and are not based on external data or input from non-state actors. The role of the Parliament in ensuring transparency and inclusion is also limited, while non-state actors do not see their participation in parliamentary processes as effective. For these reasons, overall, this sub-indicator shows a significant lack of functional practices during the policy implementation and oversight cycle.

However, at the legal level, there are rules that foresee the involvement of stakeholders. Specifically, Article 39 of the Rules of Procedure of the Parliament

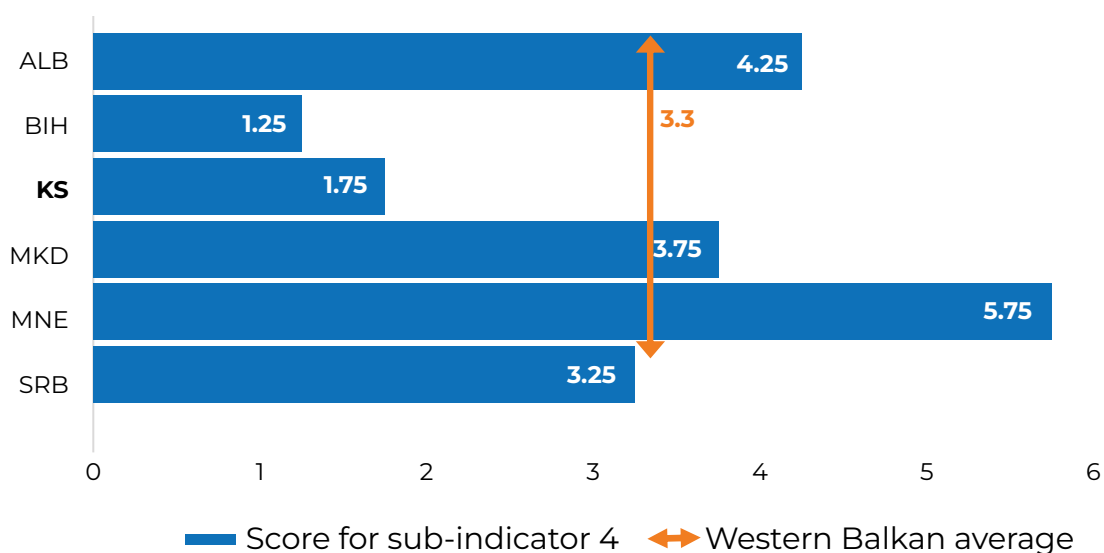
of the Republic of Kosovo<sup>33</sup> on legislative public hearings clearly states that public hearings are organized between the first and second reading of a draft law. This allows broad participation of the public, civil society, the business community, and other actors. It also states that public hearings are open to everyone and no interested party can be excluded due to physical capacity limits, requiring alternative ways to include contributions. This shows that at the legal level, there is a framework for participation in parliamentary processes.

However, during the last year, the political situation in Kosovo has had a direct impact on the normal functioning of public institutions. In this period, there was no fully functional government and the Parliament as not fully constituted, which limited its ability to carry out its regular duties. As a result, key institutional processes related to policy transparency, participation, and oversight were significantly disrupted or did not take place as expected.

For this reason, even though the legal framework for transparency and inclusion exists, it could not be applied in practice in a meaningful way during the monitoring period. Therefore, this element has been scored 0 points, reflecting the lack of effective implementation rather than the absence of legal provisions.

### How does Kosovo do in regional terms?

Sub-indicator 4: Transparency and inclusiveness of policy implementation, evaluation, and parliamentary scrutiny (maximum score 19)

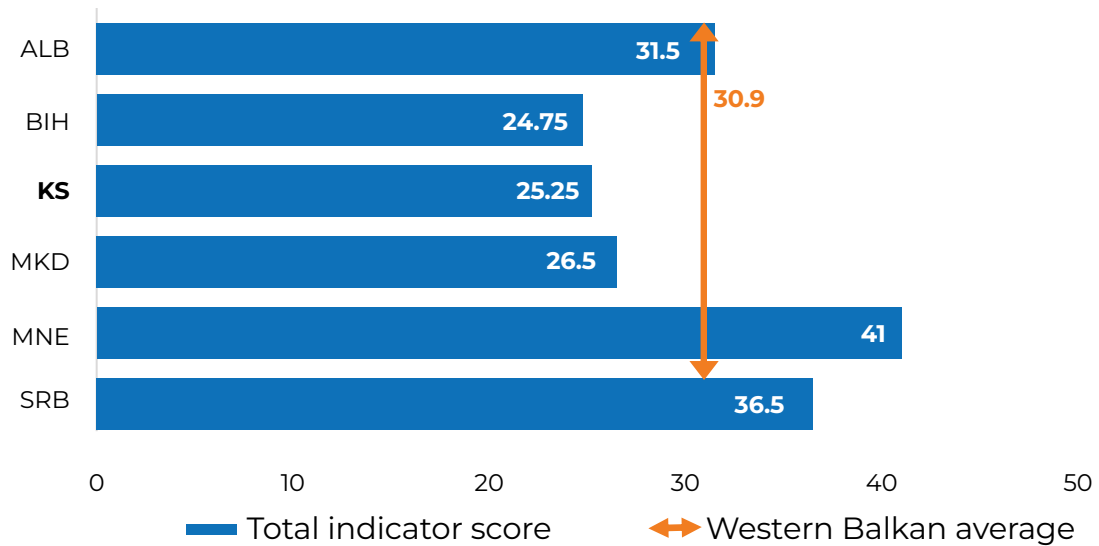


33 Rules of Procedure of the Assembly of the Republic of Kosovo: <https://gzk.rks-gov.net/ActDocumentDetail.aspx?ActID=61266&fbclid=IwAR2pkg1WSEcTI3ZFBSCbPz-0Vh5lt7ysr9nvzgMndq-6nYhvjljBQF00qKQ>.

## Overall scores comparison in the Policy Development and Coordination area

Indicator: Transparency and inclusiveness of policy development and coordination

Regional overview report for Policy Development and Coordination area, with results for all WB administrations is available at: [www.par-monitor.org](http://www.par-monitor.org)



## II.5 Recommendations for the Policy Development and Coordination area

### II.5.1 Tracking recommendations from PAR Monitor 2021/2022

[simple tabular presentation of implementation record of past recommendations – status, with traffic lights]

Recommendations	Type (short term/medium term/long term) <sup>34</sup>	Status	Explanation
GAWP annual reporting should be drafted and published in accordance with the legal framework	Long term	Not implemented	The Government continues to show shortcomings in this area also in this monitoring cycle.
The structure of GAWP annual reports should be enhanced to include visible results in different policy areas, such as gender mainstreaming, environment, and sustainable development, in accordance with the legal framework	Medium term	Not implemented	The Government continues to show shortcomings in this area also in this monitoring cycle.
Public institutions, including the Government, should publish reports in an open data format to facilitate accessibility and utilization by all interested parties.	Medium term	Not implemented	The Government continues to show shortcomings in this area also in this monitoring cycle.
The Government should establish a practice of regularly publishing agenda items in advance of individual government sessions to enhance transparency and enable stakeholders to prepare adequately	Short term	Not implemented	The Government continues to not publish agendas ahead of the government sessions.

<sup>34</sup> Recommendations for which the assessed time for implementation is up to one year are labelled as short-term. Medium-term recommendations should be implementable within a period of one to three years. Long-term recommendations require more than three years to be implemented.

<p>Press releases should be published or linked together with other materials, so that all information from individual sessions can be found and accessed in a single website.</p>	<p>Short term</p>	<p>Not implemented</p>	<p>The Government continues to not publish press releases after all government meetings. During this monitoring period, only 2 out of 13 were released.</p>
<p>Ministries and other public authorities should continue to organize public consultations (and public debates), as well as pursue timeliness and reactivity in announcing them. That is, enough time should be dedicated for preparations by civil society and other interested stakeholders, and all the available channels should be used to announce consultations - including the responsible body's website, Public Consultations Platform and social media of all the involved institutions;</p>	<p>Short term</p>	<p>Partially implemented</p>	<p>The public consultations are held in line with the legal requirements and civil society is given the necessary time to prepare comments. The announcements are generally done through the e-consultations portal. However, the websites and the social media are not fully used to announce the consultations process.</p>

## II.5.2 Recommendations from the 2024/2025 Monitor report

Recommendations from the monitoring cycle 2024/2025 for the Policy Development and Coordination area are listed below. The recommendations are grouped into three types, according to the estimated time needed for their implementation. Recommendations for which the assessed time for implementation is up to one year are labelled as short-term. Medium-term recommendations should be implementable within a period of one to three years. Long-term recommendations would likely require more than three years to be implemented.

### ***Short-term recommendations***

- Improve the publication of key government documents on the official Government website.
- Ensure existing laws on transparency and participation are applied in practice.
- Start publishing implementation reports more regularly, even if not yet fully regulated.
- Publish all agenda items prior to government sessions, and ensure that meeting minutes and press releases are published afterward, even in cases where this is not explicitly required by law.
- Publish reports and supporting documents related to public consultation processes in a timely and accessible manner.
- Strengthen proactive communication on public consultations through multiple communication channels and formats to improve public awareness and participation.
- Ensure that all ex-ante impact assessments systematically include a gender equality impact assessment for each policy document and draft legislation.

### ***Medium-term recommendations***

- Develop a unified system for publishing all strategic documents in one place.
- Introduce clearer internal procedures for monitoring and reporting implementation.
- Improve coordination between institutions for consistent reporting on plans and results.
- Enable and actively encourage the participation of civil society organizations, non-state actors and the broader public in working groups related to policy and legislative development.
- Regularly publish reports and updates on the work and outcomes of government working groups to enhance transparency and accountability.

### ***Long-term recommendations***

- Establish a strong legal obligation for regular and standardized reporting on all key government plans.
- Fully centralize all government planning and reporting information in one digital platform.
- Strengthen institutional culture of transparency, accountability, and consistent compliance with the law.
- Amend and strengthen the legal framework to formally require and regulate the participation of non-state actors in government working groups.
- Designate or establish a responsible institution or oversight mechanism to monitor and verify compliance with public consultation requirements and transparency standards.

## 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 X.** FOI requests sent in Kosovo

Institution	Date of request	Date of reply to the request
Office of Prime Minister	24.12.2025	14.01.2025
Office of Prime Minister	25.03.2026	27.03.2026
Parliament of the Republic of Kosovo	19.12.2025	19.12.2025

Interviews with key informants were conducted and used as a base for point allocation for elements 1.5, 2.14, 3.14, 3.23 and 4.11. 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 or involvement in the observed processes.

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 1.5, 2.14, 3.14, 3.23 and 4.11 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 X.** Interviews conducted in Kosovo

Date	Interviewees
5 March 2026	GLPS
11 December 2025	GAP
11 December 2025	INDEP

### List of interview questions

#### ► Element 1.5

The following questions are used for point allocation for element 1.5. Point allocation is determined based on fully agree/tend to agree responses. For each question where all key informants fully agree/tend to agree with the statement, 0.75 points are allocated.

To what extent do you agree with the following statement: **Agenda items for the Government's sessions are transparent.**

- a) fully disagree
- b) tend to disagree
- c) tend to agree
- d) fully agree

To what extent do you agree with the following statement: **Minutes of the Government's sessions are transparent.**

- a) fully disagree
- b) tend to disagree
- c) tend to agree
- d) fully agree

To what extent do you agree with the following statement: **Decisions from the Government's sessions are transparent.**

- a) fully disagree
- b) tend to disagree
- c) tend to agree
- d) fully agree

4. To what extent do you agree with the following statement: **The Government publicly informs on its decisions via press releases.**

- 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. How are agenda items for Government sessions typically made known to the public or stakeholders?
2. Who usually has access to agenda items before sessions take place, and how does that affect transparency or participation?
3. How useful are the existing records of meeting minutes for understanding how decisions were reached? Additionally, does the current level of transparency of meeting minutes contribute to accountability?
4. Do you find that the decisions made at Government sessions are presented clearly and understandably to the public?
5. Are there types of decisions that are more or less transparent than others? If so, why do you think that is the case?
6. How would you describe the tone and level of detail of Government press releases — are they informative, selective, or general?
7. Do you think the press releases reflect the actual content and rationale of Government decisions?
8. In your opinion, what should a fully transparent and accountable Government decision-making process look like?

► **Element 2.14**

The following questions are used for point allocation for element 2.14. Point allocation is determined based on fully agree/tend to agree responses. For each question where all key informants fully agree/tend to agree with the statement, 1 point is allocated.

To what extent do you agree with the following statement: **Government's planning and reporting activities are transparent.**

- a) fully disagree
- b) tend to disagree
- c) tend to agree
- d) fully agree

To what extent do you agree with the following statement: **Government's planning and reporting activities are timely.**

- a) fully disagree
- b) tend to disagree
- c) tend to agree
- d) fully agree

To what extent do you agree with the following statement: **Government's planning and reporting activities are citizen friendly.**

- 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. Do Government planning documents explain and present clearly Government priorities, objectives, and expected results?
2. Are there opportunities for external stakeholders or the public to provide input during the planning stage? Does this practice vary among planning documents?
3. When it comes to timeliness, are there mechanisms to ensure that planning and reporting cycles are respected and aligned with budgetary or policy cycles?
4. Can you recall a case where the timeliness of reporting (or lack of it) had an impact on policy follow-up or accountability?
5. How effectively does the Government communicate the outcomes of its planning and reporting to citizens, in terms of conveying key messages and results? How do you assess citizens' awareness or interest in these documents?

► **Element 3.23**

The following questions are used for point allocation for element 3.23. Point allocation is determined based on fully agree/tend to agree responses. For each question where all key informants fully agree/tend to agree with the statement, 1 point is allocated.

To what extent do you agree with the following statement: **In the work of the working groups, lead ministries decide on my proposals/proposals of my organisation (accept them or reject them).**

- a) fully disagree
- b) tend to disagree
- c) tend to agree
- d) fully agree

To what extent do you agree with the following statement: **In the work of the working groups, lead ministries provide reasons for decisions to accept or reject my proposals/proposals of my organisation.**

- a) fully disagree
- b) tend to disagree
- c) tend to agree
- d) fully agree

To what extent do you agree with the following statement: **In the work of the working groups, decisions and documents that came as the result of working groups' proceedings are available to me/my organisation.**

- 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. Reflecting on your experience in participating in working groups, how would you describe the overall atmosphere and dynamics of cooperation?
2. What was the usual process after you submitted a proposal, how was it recorded or followed up?
3. Can you recall examples of proposals that were accepted and others that were not? If there were examples of your proposals being rejected, can you identify if the reasons for rejecting proposals were usually linked to policy priorities, legal constraints, or other factors?
4. Did you feel that your input was considered equally to the inputs provided by representatives of government bodies?
5. Did you find that the lead ministry/institution was open to alternative perspectives or critical feedback?
6. Were there topics or issues where discussion seemed less open or pre-decided?
7. When it comes to decisions and outputs of the working group, when did you usually receive the documents (draft laws/policy documents, meeting minutes, preparatory material, conclusions, etc.): during the process, after each meeting, or only once the final product was published?
8. Were the documents clear enough to understand how different inputs were reflected in the final version?

9. What would you say distinguishes a genuinely inclusive working group from one that is only formally inclusive?

► **Element 4.11**

The following questions are used for point allocation for element 4.11. Point allocation is determined based on fully agree/tend to agree responses. If all key informants fully agree/tend to agree with the statement, 3 points are allocated.

1. To what extent do you agree with the following statement: **During public hearings, parliamentary committees consider my proposals/proposals of my organisation.**
  - 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. How often have you or your organisation taken part in such hearings, and in what policy areas?
2. In your experience, do all participants have equal opportunities to express their opinions?
3. When you or your organisation submitted comments or recommendations, how were they received and treated by members of the committee?
4. After a hearing, do you receive any follow-up information on how your contributions were treated?
5. Do you think that the current feedback mechanisms are sufficient to ensure accountability of parliamentary committees?

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 1 and 26 February 2025. The margin of error for the sample of 1007 citizens is  $\pm 3.5\%$ , at the 95% confidence level.

**Table X:** Public perception survey questions in the area of Policy Development and Coordination

Statement 1	Strongly disagree	Disagree	Agree	Strongly agree	Don't know/ No opinion
I have the opportunity to participate in developing laws and strategies of the Kosovo.	15.2	25.4	44	11.7	3.7

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