

## PAR Monitor Report Kosovo

# STRATEGY FOR PUBLIC ADMINISTRATION REFORM

2024/2025



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## Acknowledgements

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The Strategy for PAR Kosovo 2024/2025 report is a product of a month and a half 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), the ReSPA (Regional School of Public Administration), and the Ministry of Internal Affairs, Office for Strategic Planning- Office of the Prime Minister, Ministry of Finance as a project associate.

## About Weber3.0

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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**. This third project reinforces participatory democracy by enabling CSOs to actively engage and inclusively monitor PAR outcomes across the WB, advocating for the reforms' consistency with EU requirements. By capitalising on the successes of our past endeavours, WeBER 3.0 continues to promote the pivotal role of CSOs in participatory democracy, advocates for inclusive citizens' engagement and ensures that reforms yield tangible improvements in citizens' lives.

By grounding actions in robust monitoring data and insights, WeBER 3.0 will empower civil society to influence more effective and resonant 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, by bolstering local-level PAR engagement, WeBER 3.0 will ensure that citizens' voices resonate, fostering a more responsive approach that caters to local needs.

## Executive Summary

*The assessment of transparency and inclusiveness of the PAR agenda in this report focuses on two critical issues – 1) participatory development of PAR planning documents, that includes non-state actors, and 2) involvement of CSO in the work of the governmental PAR coordination and monitoring mechanisms. For the former, the assessment briefly emphasises basic regulatory requirements for conducting consultations, continuing with the assessment of practices in involving external stakeholders and the public in the different stages of policy development for a sample of 5 PAR planning documents adopted since the PAR Monitor 2021/2022. For the latter, this report examines the extent and methods of CSOs' and other non-state actors' involvement in the PAR coordination and monitoring, both at the political and at the administrative levels, highlighting how institutionalised, and how meaningful, any such involvement is in practice. 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.<sup>1</sup>*

Kosovo has made significant progress in establishing regulatory frameworks for transparency and inclusiveness in the development and implementation of public administration reform. However, the practical application of these frameworks remains inconsistent, limiting the overall effectiveness of governance reforms. While efforts have been made to engage non-state actors, including civil society organizations, the private sector, and academia, these engagements often remain superficial, lacking depth and meaningful impact on policy decisions. The public administration system still faces challenges related to enforcement of transparency regulations, inclusion of diverse stakeholders, and the overall responsiveness of institutions to public input. The monitoring process has highlighted key areas where Kosovo excels and areas where substantial improvement is required. Legislative provisions supporting transparency and consultation are in place, but there is a lack of systematic implementation and enforcement. Public consultations occur but often do not lead to tangible policy changes.

One of the major concerns identified in this report is the limited inclusiveness in the decision-making process. While mechanisms exist for consultation, they are not always effectively utilized, resulting in limited participation from marginalized groups, smaller CSOs, and independent experts. Political influence and administrative barriers have also contributed to the exclusion of certain stakeholders, reducing the overall credibility of reform efforts. The effectiveness of feedback mechanisms remains a critical issue, as many civil society actors

<sup>1</sup> For 2022, only developments not captured by the PAR Monitor 2021/2022 are included.

and policy experts report a lack of responsiveness from institutions following consultation processes. At the regional level, Kosovo performs moderately in terms of transparency but falls behind in inclusiveness and structured engagement with stakeholders. Compared to other Western Balkan countries, Kosovo's consultation processes are less robust and often lack the proactive outreach needed to engage a wide range of actors.

The report emphasizes the need for immediate action to improve Kosovo's governance structures. Strengthening inter-institutional coordination, increasing accountability mechanisms, and improving data transparency are necessary steps to ensure that public administration reform leads to more efficient and citizen-centric governance. Ensuring that institutions adhere to principles of open governance and proactively involve civil society in policy discussions will be crucial to advancing the reform agenda.

This report provides a set of recommendations aimed at addressing the identified shortcomings and fostering a more inclusive, transparent, and accountable governance system in Kosovo. Key recommendations include strengthening the enforcement of transparency regulations, ensuring that consultation processes are not merely formalities but lead to meaningful policy adjustments, and enhancing the capacity of civil society organizations to participate effectively in governance discussions. By implementing these recommendations, Kosovo can take significant strides toward creating a more effective and citizen-oriented public administration system that aligns with EU standards and best practices. The findings of this report underscore the importance of continued monitoring and advocacy for public administration reform. The role of civil society, independent watchdogs, and the international community remains critical in ensuring that governance reforms are not only legislated but effectively implemented. Kosovo has the potential to improve its standing in the region by adopting best practices, fostering more participatory governance structures, and ensuring that policy reforms translate into tangible benefits for its citizens.

## List Of Abbreviations And Acronyms

CSO—Civil Society Organisation

EC—European Commission

FOI—Freedom of Information

KIs—Key Informants

PAR—Public Administration Reform

MF—Ministry of Finance

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

WG—Working Group

MIA- Ministry of Internal Affairs

NDS- National Development Strategy

PFM-Public Finance Management

ABPRP-Administrative Burden Prevention and Reduction Programme

# 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 Administration*<sup>2</sup> 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.<sup>3</sup>

**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

<sup>2</sup> Available at: <https://www.sigmaweb.org/publications/principlesofpublicadministration.htm>.

<sup>3</sup> 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)

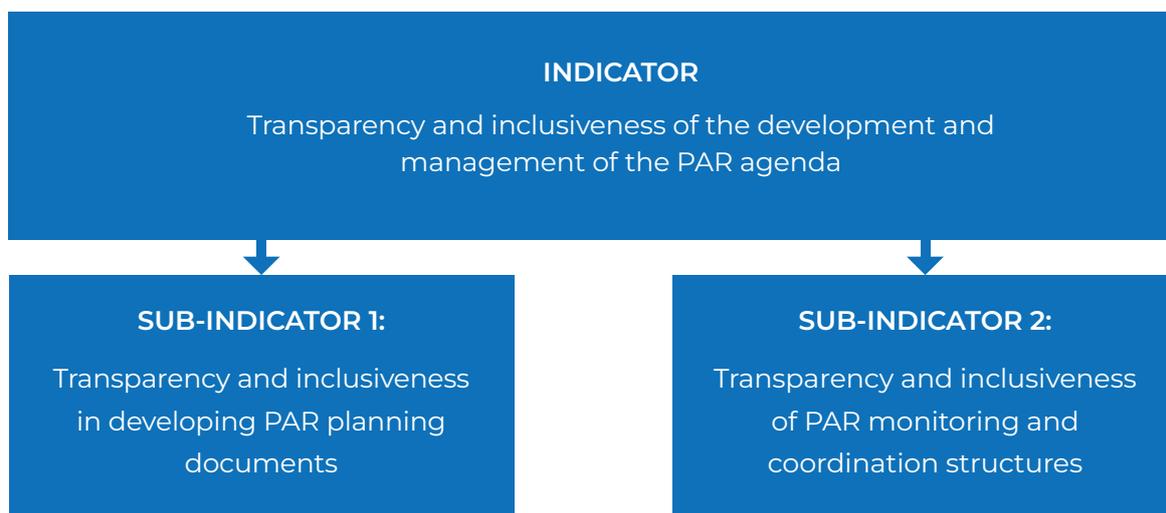
## I.2 Why and how WeBER monitors the “Strategy for PAR” area

WeBER’s focus on PAR policy development and coordination is crucial for several reasons. A well-developed strategic framework for PAR – clear framework of PAR planning documents that define goals, measures, activities, and funding – provides for a clear roadmap for reforming the way public institutions interact with citizens. In order to keep reform process on track and ensure meaningful progress, external monitoring of government commitments to transparency and inclusiveness in this area is essential. This is where the role of non-state actors comes to the fore, by applying external pressure on governments to meet their commitments and regularly report on progress. Moreover, allowing non-state actors to participate in both the development and monitoring of PAR planning documents’ implementation strengthens the principles of transparency and inclusiveness - core tenets of good governance. Without these principles, no policy, including PAR as an overarching reform, can be effectively implemented for the society’s benefits. Ensuring civil society and other non-state actors’ engagement in processes of PAR policy development and coordination is, therefore, not only beneficial but essential for government accountability and long-term public administration improvement.

Monitoring in **the Strategy for PAR** is based on the one SIGMA Principle in this area:

**Principle 1:** A comprehensive, credible and sustainable public administration reform agenda is established and successfully implemented, fostering innovation and continuous improvement.

This Principle is entirely assessed from the perspective of quality of civil society and public involvement in the processes of developing PAR strategic documents and participation in the monitoring and coordination structures that should ensure their purposeful implementation. A focus on inclusivity and transparency aims to determine the extent to which relevant stakeholders' needs and views are consulted and taken into consideration when developing and implementing PAR agendas.



The monitoring period for the Strategy of PAR covers developments since the last PAR Monitor cycle, that 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 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 and quality of consultation processes in the development of PAR planning documents - official strategies/strategic plans, plans/programmes, their action plans, or any other type of PAR planning document with a minimum two-year implementation period, formally approved/adopted by the government or parliament. It assesses whether transparency and inclusiveness in the development process are legally regulated, continuing with the practical aspects of administering consultations – whether non-state stakeholders were engaged early, invited openly and proactively, provided with complete information, and given publicly disclosed feedback on their contributions. Additionally, it examines whether the public had the opportunity to contribute on draft documents through public debates, and finally, assesses the perceived impact of consultations on transparency and inclusiveness from the view of consultees.

Monitoring of 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 PAR responsible institutions. For the assessment of the outcomes and impact, researchers conduct key informants' interviews with non-state actors who participated in consultative processes.

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

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

Indicator element - number and title	Type
E1.1 Regulations envisage transparency and inclusiveness of PAR planning documents development process	Legislation
E1.2 Consultations with non-state actors are conducted during the development of PAR planning documents	Practice in implementation
E1.3 Invitations to non-state actors to participate in the consultations are open	Practice in implementation
E1.4 Responsible institutions are proactive in ensuring that a wide range of external stakeholders become involved in the process	Practice in implementation
E1.5 Responsible institutions provide complete information in preparation for consultations	Practice in implementation
E1.6 Responsible institutions publish their feedback on the comments received in the consultation process	Practice in implementation
E1.7 Public debates are organised during the development of PAR planning documents	Practice in implementation
E1.8 Key informants consider that PAR planning documents development process is transparent and inclusive	Outcomes and impact

The assessment is done on a sample of PAR planning documents adopted in 2023 and 2024, along with those adopted in late 2022 after the completion of the last PAR Monitor's monitoring period. The analysis of this sub-indicator for Kosovo includes:

- Public Administration Reform Strategy (2022-2026)
- Public Finance Management (PMF) Strategy of the Republic of Kosovo (2022 - 2026)
- National Development Strategy (2022 - 2030)
- Administrative Burden Prevention and Reduction Programme (2022-2027)
- E-Government Strategy Kosovo (2023-2027)

The second sub-indicator monitors civil society participation in PAR coordination and monitoring structures at both the political and administrative levels. It focuses exclusively on bodies established for the most comprehensive PAR strategic document (e.g., PAR strategies). The assessment first examines

whether the strategic PAR agenda provides for civil society participation in these structures. It then analyses the institutionalisation of this participation — specifically, the format of CSO involvement in administrative and political PAR coordination bodies and whether selection processes are open and competitive. When it comes to practice, the sub-indicator assesses the regularity of meetings with CSO participation and the transparency of communication regarding the work of PAR coordination and monitoring bodies. Finally, it assesses whether CSOs can meaningfully contribute to these bodies’ work, as an indication of outcome of participatory approach to PAR agenda coordination and monitoring.

The assessment is based on the review of official documents and designated websites related to the organisation and functioning of PAR coordination and monitoring structures. To assess outcomes and impact, researchers conduct key informant interviews with civil society representatives who are members of these bodies or have attended their sessions as invitees.

Indicator elements that are assessed under the sub-indicator 2 are listed in the Table 3.

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

Indicator element - number and title	Type
E2.1 Participation of civil society in monitoring and coordination structures is envisaged in the PAR agenda	Strategy and policy
E2.2 Format of CSO involvement in administrative structures for PAR coordination and monitoring enables their regular and substantive participation	Institutional set up
E2.3 Format of CSO involvement in political structures for PAR coordination and monitoring enables their regular and substantive participation	Institutional set up
E2.4 Involvement of CSOs is achieved based on an open competitive process	Institutional set up
E2.5 Meetings of the PAR coordination and monitoring structures are held regularly with CSO involvement	Practice in implementation
E2.6 The work of PAR monitoring and coordination structures is communicated transparently	Practice in implementation
E2.7 Key informants consider that they can meaningfully contribute during the meetings of monitoring and coordination structures	Outcomes and impact

## II. Transparency And Inclusiveness Of The Development And Management Of The Par Agenda

Transparency and inclusiveness of the development and management of the PAR agenda (score 0-100)

19.8

80.2

■ Awarded    ■ Not achieved

### II.1 Transparency and inclusiveness in developing PAR planning documents

**Principle 1:** The government has developed and enacted an effective public administration reform agenda that addresses key challenges

**Sub-indicator 1:** Transparency and inclusiveness in developing PAR planning documents<sup>4</sup>

Indicator elements	Element type	Score
E 1.1 Regulations envisage transparency and inclusiveness of PAR planning documents development process	Legislation	4/5
E 1.2 Consultations with non-state actors are conducted during the development of PAR planning documents	Practice in implementation	3.6/9
E 1.3 Invitations to non-state actors to participate in the consultations are open	Practice in implementation	0.4/8
E 1.4 Responsible institutions are proactive in ensuring that a wide range of external stakeholders become involved in the process	Practice in implementation	1/6

<sup>4</sup> Through the first sub-indicator, the following SIGMA sub-principle is monitored: All relevant stakeholders are regularly consulted and involved in PAR planning and monitoring; PAR is effectively communicated, and values of good public administration are promoted.

E 1.5 Responsible institutions provide complete information in preparation for consultations	Practice in implementation	5.4/9
E 1.6 Responsible institutions publish their feedback on the comments received in the consultation process	Practice in implementation	5.4/9
E 1.7 Public debates are organised during the development of PAR planning documents	Practice in implementation	1.6/10
E 1.8 Key informants consider that PAR planning documents development process is transparent and inclusive	Outcomes and impact	0/4
<b>Total score for sub-indicator 1</b>		<b>21.4/60</b>

Since the previous WeBER monitoring cycle, five new planning documents have been adopted as part of the Public Administration Reform (PAR) agenda. The Public Administration Reform Strategy (2022-2026) is under the jurisdiction of the Ministry of Internal Affairs, while the Public Finance Management (PFM) Strategy of the Republic of Kosovo (2022-2026) falls under the jurisdiction of the Ministry of Finance, Labour, and Transfers. The National Development Strategy (2022-2030), the Administrative Burden Prevention and Reduction Programme (2022-2027), and the E-Government Strategy Kosovo (2023-2027) are all under the jurisdiction of the Office of the Prime Minister. These documents form the sample used to analyze the elements within this sub-indicator. However, as stated in the European Commission report on Kosovo for 2024, the strategic framework for public administration is in place, but not efficiently implemented.<sup>5</sup>

Kosovo's efforts to enhance transparency and inclusiveness in the development of Public Administration Reform (PAR) planning documents have shown mixed results, with some improvements in regulatory frameworks but persistent gaps in implementation. The Regulation (QRK) No. 17/2024 on the Rules of Procedure of the Government of Kosovo<sup>6</sup> establishes a framework for government decision-making, transparency, and public consultations. While formal criteria exist to ensure inclusiveness, their practical enforcement varies across institutions, leading to limited participation from non-state actors. The regulation establishes clear principles for transparency and inclusiveness in public consultations. It ensures equal participation opportunities, mandates clear communication in official languages, and requires accessible information for stakeholders.<sup>7</sup> The final public meeting process is institutionalized to discuss

5 European Commission, *Kosovo Report 2024*, page 23. Available at: [https://enlargement.ec.europa.eu/document/download/c790738e-4cf6-4a43-a8a9-43c1b6f01e10\\_en?filename=Kosovo%20Report%202024.pdf](https://enlargement.ec.europa.eu/document/download/c790738e-4cf6-4a43-a8a9-43c1b6f01e10_en?filename=Kosovo%20Report%202024.pdf)

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

7 Article 45, Regulation on Public Consultations.

written consultation feedback, promoting inclusivity. Additionally, transparency is reinforced through the publication of the annual work plan and any revisions, as well as through public meetings to discuss proposals.<sup>8</sup>

However, the regulation does not explicitly mandate the public disclosure of working group compositions. Instead, it outlines general principles that require proposing bodies to inform the public about policy and legislative initiatives while ensuring that information is presented in an understandable format.<sup>9</sup> Furthermore, inclusiveness is emphasized in forming working groups, allowing the participation of local and foreign experts, institutional representatives, and civil society organizations through structured and transparent engagement processes.<sup>10</sup>

Consultations with non-state actors during the development of PAR planning documents in Kosovo have been inconsistent, with some strategies demonstrating openness while others lacked transparency. The assessment examined five key strategies—Public Administration Reform Strategy (2022-2026)<sup>11</sup>, Public Finance Management Strategy (2022-2026)<sup>12</sup>, National Development Strategy (2022-2030)<sup>13</sup>, Administrative Burden Prevention and Reduction Programme (2022-2027)<sup>14</sup>, and E-Government Strategy Kosovo (2023-2027).<sup>15</sup>

The Public Administration Reform Strategy (2022-2026) was subjected only to public consultations, with no preliminary consultations conducted. Attempts to verify this through a Freedom of Information (FOI) request<sup>16</sup> went unanswered, resulting in a negative assessment.

The Public Finance Management Strategy (2022-2026), the consultation report explicitly states that preliminary consultations were conducted.<sup>17</sup> The strategy was sent for preliminary consultation to relevant stakeholders for a 15-working-day period (September 9 - September 30, 2022). The draft strategy and action plan were made available via email and uploaded to the electronic consultation platform.<sup>18</sup> However, the report lacks information regarding meetings with

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8 Article 49, paragraph 3.3, Regulation on Public Consultations.

9 Article 45, Regulation on Public Consultations.

10 Article 18, paragraphs 4 and 5, Regulation on Public Consultations.

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

12 Available at: <https://kryeministri.rks-gov.net/wp-content/uploads/2023/03/Strategjia-e-Menaxhimit-te-Financave-Publike.pdf>

13 Available at: <https://kryeministri.rks-gov.net/wp-content/uploads/2023/03/06032023-Strategjia-dhe-Plani-Kombetare-per-Zhvillim-2030.pdf>

14 Available at: <https://kryeministri.rks-gov.net/wp-content/uploads/2022/09/ZPS-shtator2022-PPZBA-2022-2027-dhe-PV-2022-2027-Shtojca-1-6-FINAL-ALB.pdf>

15 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>

16 FOI request were sent to the MIA on 27.01.2025.

17 The consultation report from PFM, available on: <https://konsultimet.rks-gov.net/Storage/Consultations/41564-FinalAl.pdf>, page 2.

18 Ibid.

stakeholders. FOI requests seeking clarification on this aspect received no response, leading to an incomplete assessment of stakeholder engagement.<sup>19</sup>

For the National Development Strategy (2022-2030), does not have a publicly available consultation report. Due to this, an FOI request was submitted to relevant authorities.<sup>20</sup> The response confirmed only the existence of public consultations, while no information was provided regarding preliminary consultations, including their duration, document publication, or stakeholder meetings. As a result, this element was assessed negatively.

The Administrative Burden Prevention and Reduction Programme (2022-2027) consultation report does not contain details on preliminary consultations. An FOI request confirmed that preliminary consultations took place in April and May 2022, with drafts sent via email to external stakeholders, including business chambers and NGOs.<sup>21</sup> Both small and large stakeholder meetings were reportedly held. However, the response also confirmed that no documents were published during the preliminary consultations—only during public consultations. While stakeholders were closely involved in working group meetings, the absence of publicly available documentation led to a partially negative assessment

The E-Government Strategy Kosovo (2023-2027) consultation report includes references to preliminary consultations,<sup>22</sup> but additional verification was required. An FOI request confirmed that preliminary and public consultations were conducted simultaneously, as all relevant stakeholders were involved in the working group and had received documents for comments before public consultation.<sup>23</sup> However, the documents shared during preliminary consultations were not published online but were only sent via email to relevant institutions. No open call was issued, which was assessed negatively. The response also confirmed that meetings with relevant stakeholders were held.

Regarding whether preliminary consultations can be held at the same time as public consultations, the Government Regulation<sup>24</sup> does not have a specific rule that explicitly addresses this issue. However, in an email response<sup>25</sup> regarding the E-Government Strategy, the responsible institution stated that since all relevant actors were included in the working group and the documents were shared for comments before being posted on the public consultation platform,

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19 FOI request were sent to the MF on 26.11.2024.

20 FOI request were sent to the the *Office of the Prime Minister* for NDS on 05.11.2024. The *Office of the Prime Minister* for NDS responded on 18.11.2024.

21 FOI request were sent to the *Office of Prime Minister* for ABPRP on 27.01.2025. The *Office of the Prime Minister* for ABPRP responded on 28.01.2025.

22 The consultation report from e-Government Strategy, available on: <https://konsultimet.rks-gov.net/viewConsult.php?ConsultationID=41798> , page 3.

23 FOI request were sent to the *Office of Prime Minister* for e-Government Strategy on 27.01.2025. The *Office of the Prime Minister* for e-Government Strategy responded 28.01.2025.

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

25 FOI request were sent to the *Office of Prime Minister* for e-Government Strategy on 27.01.2025. The *Office of the Prime Minister* for e-Government Strateg responded on 28.01.2025.

it was considered, in agreement with the Office of the Prime Minister, that preliminary and public consultations could take place at the same time.

It is also important to note that this situation does not apply to the ABRP and PFM strategies, as they did not conduct preliminary consultations at the same time as public ones. Therefore, only the E-Government Strategy faced this situation.

The regulation also does not explicitly regulate preliminary consultations, but Article 45, paragraph 3, clarifies that “Proposing bodies enable the public and interested parties to provide comments in the early stages of the decision-making process,” which means that the early stages refer to preliminary consultations.<sup>26</sup>

Regarding public consultation reports, since the E-Government Strategy had both types of consultations in the same period, the evaluation was done in a single consultation report. For the PFM Strategy, even though preliminary consultations were not conducted at the same time as public ones, the consultation report included details about both types of consultations. However, there were still unanswered questions sent through FOI requests, and for those parts, a negative assessment was given. For the ABRP Strategy, the consultation report did not include details on preliminary consultations, but information was requested through FOI, and some responses were received. Nonetheless, what can be observed in the PFM<sup>27</sup> and ABRP<sup>28</sup> consultation reports are the contributions made, where it is clear that some contributors are willing to provide their input in the early stages of consultations.

Overall, the assessment found that while some strategies demonstrated structured consultation efforts, there were inconsistencies in documentation, stakeholder meetings, and public access to preliminary consultation information. Improving transparency by ensuring that consultation documents and meeting records are publicly accessible, responding to FOI requests in a timely manner, and institutionalizing preliminary consultations would enhance Kosovo’s consultative processes.

The assessment of invitations to non-state actors for consultation showed limited proactive outreach. While draft strategies were published on the Public Consultation Platform, additional efforts to directly inform stakeholders were inconsistent. The Public Administration Reform Strategy (2022-2026) and the Public Finance Management Strategy (2022-2026) were both published online in the portal for public consultations, allowing interested parties to participate through the platform for public consultations. However, there is no evidence that invitations were sent via email or through relevant partner institutions, reducing the likelihood of broader stakeholder engagement. Even though

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

27 Consultation report for PFM, page 3-82, available at: <https://konsultimet.rks-gov.net/Storage/Consultations/41564-FinalAI.pdf>

28 Consultation report for ABPRP, page 1-12, available at: <https://konsultimet.rks-gov.net/Storage/Consultations/41401-FinalAI.pdf>

preliminary consultations were held for the ABRP and PFM, the evaluation for element 1.3 is negative because the invitations to contribute to these documents were only sent via email.

Since the preliminary and public consultations for the E-Government Strategy were held in the same period and a consultation report for these processes was published, the report includes a table<sup>29</sup> that shows the consultation methods, the duration of the consultations, and the number of contributors. From this table, it can be seen in column 2 that one of the consultation methods was through the public consultation platform, electronically, where 4 contributors participated. As a result, the second criterion was positively evaluated for this element, while the other criteria are evaluated negatively because the consultation report does not contain any other evidence, and the responses through FOI do not provide any proof that we can evaluate positively.

The National Development Strategy (2022-2030) has been confirmed to have sent invitations via email on October 22, 2021, to 43 recipients for public consultations.<sup>30</sup> Additionally, the draft strategy was published on the Public Consultation Platform, which provides a feature allowing interested parties to participate by accessing the platform regularly.

Registered users of the platform also received invitations via email. These efforts indicate that while a degree of outreach was conducted, the lack of an open call may have limited broader engagement. Similarly, the Administrative Burden Prevention and Reduction Programme (2022-2027) based on the response to the FOI request, it has been confirmed that invitations to the working group were sent via email. A working group meeting took place on February 10, 2022, with a total of 76 participants.<sup>31</sup> The draft strategy was also published on the Public Consultation Platform, enabling interested parties to access and participate in the consultation process. Additionally, registered users of the platform received invitations via email.

The E-Government Strategy Kosovo (2023-2027) exhibited the most proactive outreach among the reviewed documents. The working group involved local NGOs such as FLOSSK, STIKK, and Open Data Kosovo, alongside international organizations like GIZ, UNDP, USAID, and the EU. Invitations were sent during the drafting phase, and a final draft was published online for feedback. Additionally, a dedicated workshop was organized in April 2023, providing stakeholders with a platform to contribute directly.<sup>32</sup>

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29 Consultation report for e-Government , page 3, available at: <https://konsultimet.rks-gov.net/viewConsult.php?ConsultationID=41798>

30 FOI request were sent to the the *Office of the Prime Minister* for NDS on 05.11.2024. The *Office of the Prime Minister* for NDS responded on 18.11.2024.

31 FOI request were sent to the *Office of Prime Minister* for ABPRP on 15.11.2024. The *Office of Prime Minister* for ABPRP responded on 22.11.2024.

32 FOI request were sent to the Office of Prime Minister for e-Government on 15.11.2024. The Office of Prime Minister for e-Government responded on 03.12.2024.

Despite these efforts, the findings indicate that a systematic approach to inviting non-state actors remains lacking. While some strategies involved outreach via email, others relied solely on online publication without proactive engagement. To improve participation, Kosovo should institutionalize direct invitations, ensure strategic outreach to diverse stakeholders, and strengthen collaboration with civil society organizations to foster a more inclusive consultation process.

The extent to which responsible institutions proactively involved a diverse range of external stakeholders in consultations varied significantly. The assessment reviewed whether institutions actively engaged business associations, expert organizations, academia, trade unions, and organizations focusing on gender equality and disability rights.

The findings indicate that engagement was largely limited to business associations, trade unions, organisations dealing with the rights of persons with disabilities and organisations focusing on gender equality and/or women right. No responses were received from FOI requests<sup>33</sup> regarding stakeholder involvement in the Public Administration Reform Strategy (2022-2026) and the Public Finance Management Strategy (2022-2026).<sup>34</sup> The Administrative Burden Prevention and Reduction Programme (2022-2027) also included, business associations and expert associations. The E-Government Strategy Kosovo (2023-2027) was one of the few strategies that involved organizations focusing on gender equality and women's rights, although trade unions and disability rights organizations remained underrepresented. While some efforts have been made to ensure external participation, the overall approach remains inconsistent.

Each of these strategies was made available on the Public Consultation Platform,<sup>35</sup> with a clearly defined consultation period to ensure transparency and stakeholder engagement. Alongside the drafts, detailed information on how to submit comments was provided, including the formats and channels available for submission. Additionally, the inclusion of working or supporting documents further enabled informed contributions from stakeholders.

A review of the Public Consultation Platform confirms that the Public Administration Reform Strategy (2022-2026) was published for public consultation, with a consultation period from May 20 to June 10, 2022.<sup>36</sup> Stakeholders were provided with clear guidelines on how to participate and submit their comments.

Similarly, the Public Finance Management Strategy (2022-2026) was made available for public feedback between October 4 and October 24, 2022, ensuring that the consultation process was accessible and well-structured.<sup>37</sup>

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33 FOI request were sent to the MIA on 15.11.2024.

34 FOI request were sent to the MF on 26.11.2024.

35 Available at: <https://konsultimet.rks-gov.net/>

36 Available at: <https://konsultimet.rks-gov.net/viewConsult.php?ConsultationID=41405>

37 Available at: <https://konsultimet.rks-gov.net/Storage/Consultations/41564-FinalAI.pdf>

The National Development Strategy (2022-2030) was open for consultation from May 30 to June 21, 2022, allowing stakeholders to review the draft and contribute their input through the designated channels.<sup>38</sup> Likewise, the Administrative Burden Prevention and Reduction Programme (2022-2027) underwent public consultation from May 17 to June 13, 2022, with stakeholders given clear instructions on how to engage in the process.<sup>39</sup> The E-Government Strategy Kosovo (2023-2027) was published for consultation between March 22 and April 14, 2023, ensuring that relevant stakeholders had the opportunity to provide feedback through the structured mechanisms available on the platform.<sup>40</sup>

While this demonstrates a structured approach to transparency, the effectiveness of these measures depends on stakeholder awareness and engagement. Although institutions provided information, the extent to which the public and civil society actively used these opportunities remains uncertain. Strengthening efforts to actively inform and engage relevant stakeholders would further enhance the impact of these consultation processes. The assessment of institutional feedback on public consultations in Kosovo reveals a mixed performance. While some strategies provided feedback on received comments, others lacked transparency in how stakeholder input influenced final decisions. The Public Administration Reform Strategy (2022-2026) met all the criteria for feedback publication, confirming that submitted comments were reviewed and addressed. Similarly, the Public Finance Management Strategy (PFM) of Kosovo (2022-2026) fulfilled all monitoring criteria, ensuring that feedback mechanisms were in place.

Additionally, the National Development Strategy (NDS) did not fully meet the standard for transparency, as the feedback document was not publicly available online but was instead obtained through a Freedom of Information (FOI) request.<sup>41</sup> This stands in contrast to other strategies, such as the Public Finance Management Strategy (2022-2026), which adhered to transparency standards by making responses and justifications publicly accessible on official platforms.<sup>42</sup>

While the NDS partially complies with consultation feedback requirements, its failure to publish the full response data online limits transparency and restricts public access to institutional decisions. Through the FOI request, an Excel document was provided, which included the submitted comments, the names of the senders, and indications of how the comments were addressed. However, the document did not contain detailed explanations for each response, nor was the feedback made publicly available online. It is important to note that

38 Available at: <https://konsultimet.rks-gov.net/viewConsult.php?ConsultationID=41413>

39 Available at: <https://konsultimet.rks-gov.net/viewConsult.php?ConsultationID=41401>

40 Available at: <https://konsultimet.rks-gov.net/viewConsult.php?ConsultationID=41798>

41 FOI request were sent to the the *Office of the Prime Minister* for NDS on 25.11.2024. The *Office of the Prime Minister* for NDS responded on 09.12.2024.

42 Available at: <https://konsultimet.rks-gov.net/Storage/Consultations/41564-FinalAI.pdf>

these comments were not related to the preliminary consultations, because we have not received any response confirming that they were held. As a result, all elements related to the preliminary consultations in this document were assessed negatively.

In contrast, the Administrative Burden Prevention and Reduction Programme (2022-2027) fully met the criteria for publishing consultation feedback, confirming that comments were addressed systematically.<sup>43</sup> The E-Government Strategy Kosovo (2023-2027) also complied with all feedback publication standards, demonstrating an institutional commitment to transparency in public consultations.<sup>44</sup>

The overall findings suggest that while some institutions ensure transparency in stakeholder engagement by providing clear responses to public input, others fail to systematically justify or make these responses easily accessible. The assessment underscores the need for Kosovo to improve its practices by ensuring that all submitted comments receive appropriate feedback, explanations are provided for decisions made, and responses are published in accessible formats to enhance public trust in decision-making processes. Regarding organization of public debates during the development of PAR planning documents, the monitoring found that no public debates were organized. This means that citizens and other stakeholders did not have a chance to openly discuss and give feedback on these important strategies before they were finalized.

Requests for information from institutions did not provide any proof that public debates were held. For the Public Finance Management Strategy (PFM), there was no response,<sup>45</sup> making it impossible to confirm whether a debate took place, which led to a zero-point score. None of the reviewed documents included public calls for debates, no discussions were officially recorded, and no structured feedback was shared. However, the public was informed about the way or place where they should submit their contributions and for this reason, criterion 3 has been evaluated positively in element 1.7 (except NDS).

This lack of public discussion weakens transparency and participation in policymaking. Without debates, people and organizations outside the government don't get a real chance to influence decisions. To improve this, institutions should actively organize public debates, share draft policies more openly, and document how feedback is considered. Making these changes would help build trust and ensure that policies reflect the needs and concerns of a wider range of people.

The assessment of the development process of PAR planning documents reveals concerns about transparency and inclusiveness based on interviews

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43 Available at: <https://konsultimet.rks-gov.net/Storage/Consultations/41401-FinalAl.pdf>

44 Available at: <https://konsultimet.rks-gov.net/viewConsult.php?ConsultationID=41798>

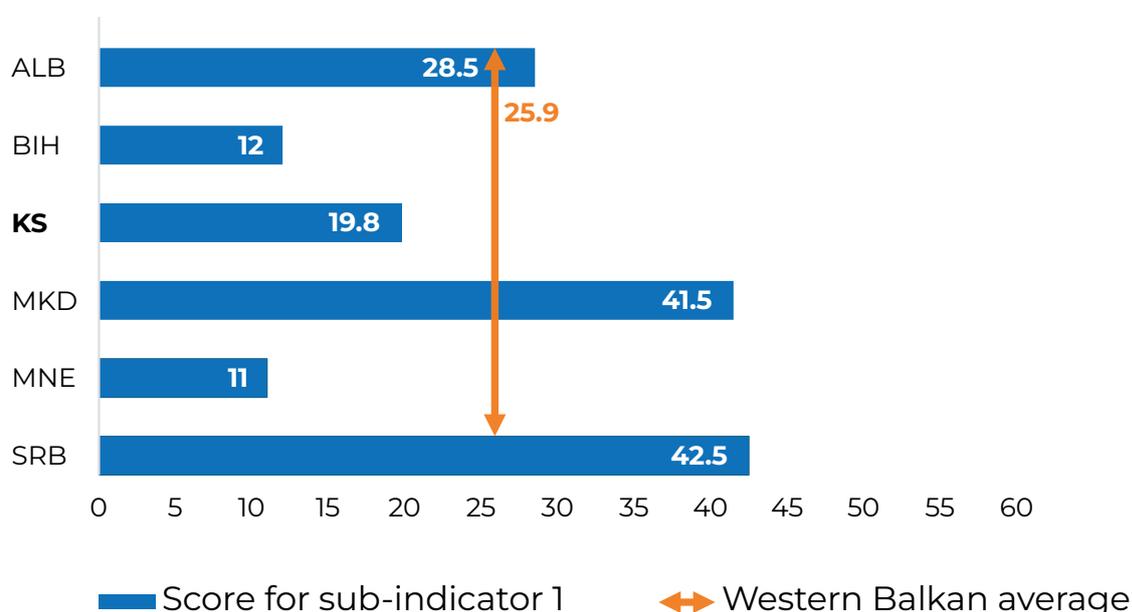
45 FOI request were sent to the MF on 26.11.2024.

with key informants. Among those interviewed, opinions were divided, with only one fully agreeing that the process was transparent, while others tended to disagree or fully disagreed. Similarly, when asked about inclusiveness, most informants did not perceive the process as open to diverse stakeholders.<sup>46</sup>

Regarding the e-Governance Strategy, one informant mentioned that they were not notified about the drafting process. While written comments were submitted, they were not incorporated, and no explanation was provided for their exclusion. This lack of engagement and responsiveness further reinforces concerns about limited stakeholder participation. Due to these findings, no points were awarded for transparency or inclusiveness in the development process.

### How does Kosovo do in regional terms?

**Sub-indicator 1:** Transparency and inclusiveness in developing PAR planning documents



## II.2 Transparency and inclusiveness of PAR monitoring and coordination structures

**Principle 1:** A comprehensive, credible and sustainable public administration reform agenda is established and successfully implemented, fostering innovation and continuous improvement.

<sup>46</sup> Interviews with the KIs were conducted on 09.12.2024, 10.12.2024 and 20.012025.

**Sub-indicator 2:** Transparency and inclusiveness of PAR monitoring and coordination structures<sup>47</sup>

Indicator elements	Element type	Score
E 2.1 Participation of civil society in monitoring and coordination structures is envisaged in the PAR agenda	Strategy and policy	0/2
E 2.2 Format of CSO involvement in administrative structures for PAR coordination and monitoring enables their regular and substantive participation	Institutional setup	0/3
E 2.3 Format of CSO involvement in political structures for PAR coordination and monitoring enables their regular and substantive participation	Institutional setup	0/3
E 2.4 Involvement of CSOs is achieved based on an open competitive process	Institutional setup	0/4
E 2.5 Meetings of the PAR coordination and monitoring structures are held regularly with CSO involvement	Practice in implementation	0/10
E 2.6 Work of PAR monitoring and coordination structures is communicated transparently	Practice in implementation	0/10
E 2.7 Key informants consider that they can meaningfully contribute during the meetings of monitoring and coordination structures	Outcomes and impact	0/8
<b>Total score for sub-indicator 2</b>		<b>0/40</b>

*Government decision on PAR structures in Kosovo does not explicitly outline the involvement of CSOs within the administrative or political structures for PAR coordination and monitoring. Kosovo's Public Administration Reform (PAR) is coordinated through political and administrative levels. Nonetheless, it is worth highlighting that the government decision on MCPAR allows the head of the Ministerial Council to invite representatives from other institutions and organizations, if the issues to be discussed fall within their respective scope of work. At the political level, the Ministerial Council for Public Administration Reform (MCPAR) serves as the primary coordination body, chaired by the Minister of Internal Affairs. Its role includes overseeing, guiding, and ensuring the implementation of PAR initiatives. At the administrative level, the Department for Public Administration Reform within the Ministry of Internal Affairs acts as the Secretariat for MCPAR, providing essential administrative and technical support.<sup>48</sup>*

47 Through the second sub-indicator, the following SIGMA sub-principle is monitored: PAR is co-ordinated at political and administrative levels; sufficient resources are allocated, and the planned reforms are effectively implemented and monitored.

48 Government Decision on PAR structures, available at: <https://gzk.rks-gov.net/ActDetail.aspx?ActID=71900>

The assessment of civil society involvement in monitoring and coordination structures for Public Administration Reform (PAR) in Kosovo reveals a lack of institutionalized inclusion. The Public Administration Reform Strategy 2022-2026 and the Government Decision on PAR structures do not explicitly mention civil society organizations (CSOs) as participants at either the administrative or political level. The Ministerial Council for Public Administration Reform (MCPAR), chaired by the Minister of Internal Affairs, oversees PAR implementation, supported by the Department for Public Administration Reform within the Ministry of Internal Affairs. However, there is no reference to CSO participation as full members or as invited stakeholders.

The assessment found no evidence of CSO involvement in formal monitoring and coordination mechanisms. There is no established format for CSO participation in administrative or political structures, nor is there a transparent, open, and competitive selection process for their involvement. Meetings of PAR coordination bodies are not held regularly with CSO participation, and no formal mechanisms exist to ensure their contributions are considered. Transparency is also lacking, as there is no publicly available documentation of meetings, reports, or minutes that include CSO input. Additionally, key informants did not indicate that they have opportunities for meaningful engagement in these structures.

The Government Decision on PAR structures does not explicitly outline the involvement of CSOs within the administrative or political structures for PAR coordination and monitoring. The most recent meeting of this council took place on June 21, 2024, while the previous meeting took place on July 13, 2023. Over the last two years, the council has met on a periodic basis, approximately once a year.<sup>49</sup>

There are no up-to-date sections with PAR planning documents or monitoring reports for four of the documents, nor are there any available decisions, rules of procedure, or meeting minutes related to PAR monitoring and coordination structures for any of the documents. However, it should be noted that only the Administrative Burden Prevention and Reduction Programme 2022-2027 has an implementation report published.

The Government Decision on PAR structures establishes key coordination bodies but does not mandate CSO inclusion, nor does it outline procedures for engagement. The lack of structured and transparent participation limits external oversight and accountability in the implementation of PAR initiatives.

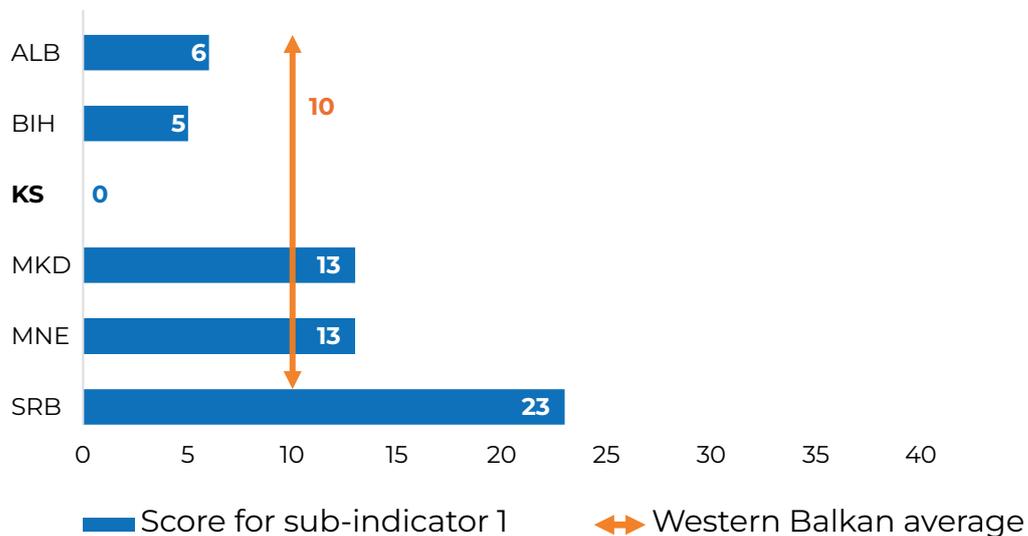
Data sources for this assessment include the Public Administration Reform Strategy, the Government Decision on PAR structures, and other publicly available government documents.

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49 Ibid.

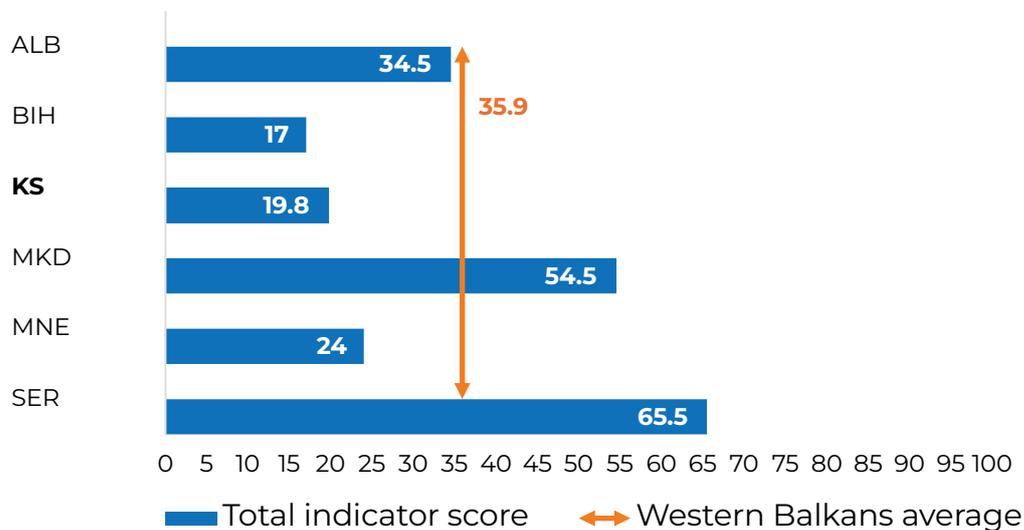
## How does Kosovo do in regional terms?

**Sub-indicator 2:** Transparency and inclusiveness of PAR monitoring and coordination structures



## Overall scores comparison in the Strategy for PAR

**Indicator:** Transparency and inclusiveness of the development and management of the PAR agenda



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

## II.3 Recommendations for the Strategy for PAR

### II.3.1 Tracking recommendations from PAR Monitor 2021/2022

<i>Recommendations</i>	<i>Type (short term/long term)<sup>50</sup></i>	<i>Status</i>	<i>Explanation</i>
1. Institutions should prioritize organizing consultations with CSOs early in the document development process. Various methods can be employed for early involvement, such as consultation meetings, participation in working groups, or online forums. These consultations should aim to gather substantial inputs before final drafts and policy directions are determined.	Short term	Partially Implemented	Not all institutions have prioritized early consultations, so consultations in the early stages have not been regular. However, some relevant institutions have held preliminary meetings and have conducted these consultations with CSOs and interest groups.
2. Consultations must be widely advertised, and all interested CSOs should have the opportunity to participate. Standard practices should include informing through official websites and available social media channels of the responsible body. Restrictions on participation, if any, should be limited to basic criteria, and efforts should be made to include CSOs from local communities as much as possible.	Short term	Partially implemented	Consultations have been promoted through the websites and available channels of the relevant institutions, but we cannot say that enough efforts have been made to include CSOs from local communities. Usually, in the consultations with CSOs, we have noticed that the same CSOs participate more often and give their contributions.

<sup>50</sup> 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.

<p>3. Reporting on consultation results should be made public and all received inputs should be explicitly addressed. To enhance the usefulness and trust in the consultation process, it is recommended to address each comment individually, providing explanations for accepting or rejecting them. While groupings of comments may be justified in certain cases, vague statements that fail to clearly explain the contribution or rejection of specific inputs should be avoided.</p>	<p>Short term</p>	<p>Partially implemented</p>	<p>Most institutions have managed to share the consultation results with the public through consultation reports published on the public consultation platform. The comments were clear, and the reasoning for accepting or rejecting them was also clear.<sup>51</sup> Out of all the monitored institutions, only two did not share these results with the public.<sup>52</sup></p>
<p>4. Proactive efforts to engage a diverse group of stakeholders should be a regular practice, irrespective of the specific nature of the strategic document. Invitations to organizations focusing on horizontal niches or groups relevant to PAR success, such as those dealing with disabilities or gender issues, should be included in all consultations.</p>	<p>Short term</p>	<p>Not implemented</p>	<p>In strategic documents, we mostly have the same variety of participating actors. Only the E-Government strategy includes a wider range, also involving actors focused on women's rights.<sup>53</sup> Institutions still need to consider including as many actors from different fields as possible</p>
<p>5. The administrative structures should be fully functional and include CSOs in both PAR coordination and monitoring structures. All members of the Ministerial Council for Public Administration Reform (CMPAR) should have the opportunity to propose and select a representative, fostering trust, transparency, and reducing discretion.</p>	<p>Long term</p>	<p>Not implemented</p>	

51 The consultation reports of PFM, ABPRP, and E-Government, available on the official public consultation platform: <https://konsultimet.rks-gov.net/>

52 NDS and PAR have not shared the results of the contributions with the public.

53 FOI request were sent to the Office of Prime Minister for e-Government on 15.11.2024. The Office of Prime Minister for e-Government responded on 03.12.2024.

<p>6. The Ministry of Internal Affairs (MIA) should ensure that CSO contributions collected through existing means, such as the Platform for Public Consultations (PPC) and public debates, are genuinely considered in the decision-making process of the monitoring and coordination structure</p>	<p>Long term</p>	<p>Not implemented</p>	<p>The contributions of CSOs are still not included in the MBP. Even though we have a consultation report with certain comments and contributions, there is no evidence that the comments from CSOs have been incorporated.<sup>54</sup></p>
<p>7. The MIA should place greater emphasis on concrete issues and challenges arising from the current implementation of PAR. Rather than solely presenting the entire PAR monitoring report, priority should be given to addressing pressing issues and problematic areas, particularly those related to citizen-facing aspects of administration, such as openness, transparency, responsiveness, and inclusiveness.</p>	<p>Long term</p>	<p>Not implemented</p>	
<p>8. Ensuring consistency in the CMPAR calendar, as legally stipulated, is crucial. In the event of a meeting cancellation, a mandatory written notice detailing the reasons and measures to manage any backlog should be provided to all members.</p>		<p>N/A</p>	

<sup>54</sup> The Consultation Report from PAR was received via email on 07.11.2024, following our request sent on 05.11.2024.

### II.3.2 Recommendations from the 2024/2025 Monitor report

- The government must improve the enforcement of existing transparency regulations by ensuring that all consultation processes are conducted systematically and that the results are made publicly available.
- The inclusiveness of consultation processes must be enhanced by ensuring that diverse stakeholders, including marginalized groups and smaller civil society organizations, are actively involved.
- A centralized coordination body should be established to oversee and harmonize PAR efforts across different ministries and agencies, preventing policy fragmentation.
- Feedback mechanisms must be institutionalized to ensure that public contributions to consultation processes are acknowledged and addressed through a publicly accessible tracking system.
- Public debates should be held regularly before adopting major reforms to allow broader participation and a more transparent exchange of ideas.
- Civil society organizations should be provided with more resources and technical support to strengthen their capacity to engage in public administration reform processes effectively.
- Kosovo should align its governance reforms more closely with regional and EU best practices by adopting structured dialogue models and stakeholder engagement mechanisms from countries with more advanced consultation frameworks.

## 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.

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 4.** FOI requests sent in Kosovo

Institution	Date of request	Date of reply to the request
Ministry of Internal Affairs for PAR	5/11/2024	7/11/2024
Office for Strategic Planning- Office of the Prime Minister for NDS	5/11/2024	18/11/2024
Ministry of Finance for PFM	15/11/2024	No response
Office for Strategic Planning Office of the Prime Minister for ABPRP	15/11/2024	22/11/2024
Office for Strategic Planning Office of the Prime Minister for e-Government	15/11/2024	03/12/2024
Office for Strategic Planning- Office of the Prime Minister for NDS	25/11/2024	09/12/2024
Office for Strategic Planning Office of the Prime Minister for ABRP	26/11/2024	04/12/2024
Ministry of Internal Affairs for PAR	27/01/2025	No response
Office for Strategic Planning Office of the Prime Minister for ABPRP	27/01/2025	28/01/2025
Office for Strategic Planning Office of Prime Minister for e-Government	27/01/2025	28/01/2025
Office for Strategic Planning Office of Prime Minister for NDS	27/01/2025	No response

Interviews with key informants were conducted and used as a base for point allocation for elements 1.8 and 2.7. 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 1.8 and 2.7 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 5.** Interviews conducted in Kosovo

Date	Interviewees
09.12.2024	Institute for Development Policy-INDEP
10.12.2024	Democracy Plus- D+
10.12.2024	Group for Legal and Political Studies- GLPS
10.12.2024	Free Libre Open Source Software Kosova -FLOSSK
20.01.2025	Institute for Development Policy -INDEP

## List of interview questions

### • Element 1.8

1. To what extent do you agree with the following statement: **The development process of the PAR planning document was transparent.**
  - 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 development process of the PAR planning document was inclusive.**
  - 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 civil society organisations involved in the initial stages of developing PAR planning documents?
2. How transparent are the timelines, agendas, and outcomes of consultations during the development of the PAR planning documents?
3. How are feedback and contributions from different stakeholders documented and integrated?
4. How are key decisions made throughout the development of PAR documents, and are these decisions communicated clearly to all involved parties? (for example, decisions on adopting changes proposed by the non-state actors – specific measures, activities, and such)
5. Is there an opportunity for continuous feedback throughout the process?
6. Have there been instances where stakeholder input significantly impacted the development process of the planning process? Could you provide an example?
7. During the development of the PAR planning documents, did the responsible authorities implement different forms of consultations during the process (such as focus groups, surveys, interviews, submission of written contributions, etc.). If the answer is yes, please elaborate.

• **Element 2.7**

1. To what extent do you agree with the following statement:  
**Materials for preparation for meetings of administrative structures are provided timely.**
  - 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:  
**Materials for preparation for meetings of political structures are provided timely.**
  - 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:  
**Meetings of administrative structures allow meaningful contribution.**
  - 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:  
**Meetings of political structures allow meaningful contribution.**
  - 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 you feel that your organisation has a meaningful voice in the decision-making processes within the administrative and political structures? Please elaborate
2. Have there been instances where your organisation's input has led to changes or influenced outcomes? Please provide an example
3. How do you receive updates or feedback on how your organisation's contributions are utilised?
4. How would you assess communication within the structures and from heads of the structures in terms of effectiveness and timeliness?
5. How would you assess the transparency of the decision-making processes within the structures?
6. Do you believe that the coordination and monitoring structures could better support engagement and utilise civil society contributions? In which way
7. How would you assess the availability of information on PAR implementation and monitoring, i.e., how would you assess the online availability of relevant information?

## List Of Referenced Sources In This Report

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