

# OPEN GOVERNANCE ANALYSIS OF THE ASSEMBLY OF THE REPUBLIC OF KOSOVO (2024)

Proposals for improvements to the current situation

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## ABOUT THE PUBLICATION

This document was drafted within the framework of the "**Boost Good Governance 5.0 & 6.0**" project, supported by **the National Endowment for Democracy (NED)** and implemented by **Open Data Kosovo (ODK)**.

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## LANGUAGE VERSIONS

SHQ, ANG, SER

COMPLETED IN APRIL, 2026 © ODK

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## INTRODUCTION

The analyses conducted by Open Data Kosovo within the framework of the “Boost Good Governance 6.0” initiative have shown that transparency, accountability and institutional openness are important elements for strengthening democratic governance in Kosovo.

Through monitoring and evaluation of public institutions over the years, it has been observed that increasing transparency and access to information directly affects the improvement of the work of institutions and the increase of citizens’ trust in them. In this context, this analysis aims to present an assessment of the level of good governance and institutional transparency for the period 2024–2025.

This paper is prepared based on a research conducted by Open Data Kosovo during 2024 and 2025. The analysis is based on a structured methodology and measurable indicators used to assess the level of transparency, institutional openness and accountability of public institutions. The purpose of this research is to provide a clear overview of the current situation and contribute to the improvement of good governance practices in public institutions.

Based on previous analyses conducted within the framework of this initiative, this document also presents an assessment of the progress achieved over the years and identifies areas where further improvements are needed. The methodology and indicators used have been updated to adapt to institutional developments and the demands for increased transparency and accountability.

This policy document is addressed to public institutions and decision-makers who can benefit from the findings and recommendations presented in it. It may also be useful for international organizations and civil society organizations working in the field of transparency and good governance.

Open Data Kosovo remains committed to the principles of transparency and open research, sharing the results of this study with institutions and the public. The organization remains open to suggestions and discussions that can contribute to the further improvement of this document and good governance practices in Kosovo.

## RESEARCH METHODOLOGY

This research is based on data and assessments collected within the framework of the “**Boost Good Governance 6.0**” initiative, using the Regional Openness Index methodology to measure the level of transparency, access to information and institutional integrity in the **Ministry of Education, Science, Technology and Innovation (MASTI) during the period 2024–2025**. The analysis aims to assess the degree of institutional openness of MASTI towards citizens and civil society, as well as the progress achieved compared to previous reports carried out within the framework of the **NED projects 1.0, 2.0, 3.0, 4.0, 5.0 and 6.0**.

The methodology is based on four fundamental principles of the Regional Openness Index: transparency, accessibility, integrity and awareness. These principles are operationalized through specific quantitative and qualitative indicators, built on international standards, recommendations for good governance and best practices of public institutions.

The data for this research were collected through several main sources: analysis of documents and information published on the official website of MASHTI, other public sources of information, as well as through questionnaires officially addressed to the relevant structures within the ministry.

The assessment of the principle of transparency focuses on the publication and regular updating of organizational information, official documents, budget and public procurement procedures. Accessibility analyzes the implementation of procedures for access to public documents, the availability of information to citizens and the level of interaction of the institution with the public through consultations and communication channels. Institutional integrity assesses mechanisms for preventing corruption, the implementation of codes of ethics and transparency in decision-making processes. Awareness is related to MASHTI's efforts to monitor public policies and to inform and involve citizens in relevant processes.

Through comparative analysis with the findings of previous years, this research identifies the progress made in increasing transparency and institutional openness in MASHTI, as well as the challenges that continue to affect citizens' access to information. Based on the results, concrete recommendations have been developed for improving institutional practices and strengthening good governance within the ministry.

## ACCESS

Over the years, the level of access to the Assembly has changed by 75%. The principle of access assesses the level of openness of the Assembly of Kosovo towards citizens, civil society organizations (CSOs) and other stakeholders, as well as the opportunities that these participants have to obtain information and participate in parliamentary processes. This principle includes elements such as the transparency of public documents, mechanisms for citizen participation, as well as the legal framework that regulates access to information.

In the 2024 and 2025 assessment period, the Assembly of Kosovo continues to rely on several strategic and regulatory documents that aim to increase institutional transparency. Among the main documents that regulate this area are the Rules of Procedure of the Assembly of the Republic of Kosovo, the Strategic Plan of the Assembly 2022–2026 and the Action Plan for an Open Assembly 2023–2026. In addition, the Parliamentary Transparency Forum, which includes members of parliament, representatives of the administration and civil society organizations, operates within the Assembly, with the aim of advancing standards of transparency and institutional cooperation.

Regarding public access to information, the Assembly offers audio and video broadcasts of plenary sessions, as well as recordings of its activities, enabling citizens to follow parliamentary processes more directly. In addition, important institutional documents are published on the official website, including signed contracts, procurement planning and other information related to the financial and administrative management of the institution.

Another element that contributes to increasing public participation is the opportunity for civil society organizations to participate in meetings of parliamentary committees or to contribute comments and recommendations to legislative processes. Furthermore, there are legal mechanisms that allow for the involvement of citizens in decision-making processes, including the citizens' initiative for proposing laws, as provided for by the Constitution of the Republic of Kosovo.

In terms of communication with the public, the Assembly has also created direct communication channels for citizens through the official website, where they can submit questions or concerns to the deputies. Citizens also have the opportunity to visit the Assembly through programs organized for the public, which contributes to increasing transparency and institutional interaction.

However, despite these existing mechanisms, some important elements of access and transparency still remain unaddressed. According to the latest institutional data, the Assembly has not yet adopted a specific Code of Ethics for deputies, although its adoption is foreseen in the Rules of Procedure of the Assembly. Currently, issues related to conflict of interest and the conduct of deputies are partially addressed through the Law on the Rights and Responsibilities of the Deputy, while the specific Code is expected to be adopted in the future.

Another challenge is related to the mechanisms of citizen petitions. Although the Rules of Procedure of the Assembly provide for the procedure for handling petitions, a separate act that would regulate in more detail their receipt and consideration has not yet been adopted. As a result, the full operationalization of this mechanism remains limited.

## ACCOUNTABILITY

The principle of accountability assesses the capacity of the Assembly of Kosovo to oversee public institutions, analyze the impact of policies and ensure institutional accountability. This principle is closely related to the oversight role of the parliament, including the review of financial reports, reporting of independent institutions and the transparency of the legislative process. In the Constitutionality category, the Assembly of Kosovo has achieved a score of 91%, reflecting a high level of compliance with constitutional principles and the functioning of democratic mechanisms. This result shows a steady progress over the years and reflects the importance of institutional oversight, parliamentary control and evaluation of policies implemented in the Assembly. The importance of this assessment lies in the ability to identify shortcomings in public policies and the legislative process, contributing to improving the effectiveness, transparency and quality of decision-making.

In the period 2024–2025, the activity of the Assembly has developed in a challenging institutional context. Following the 2025 parliamentary elections, the Assembly has not been fully functional for a certain period of time, due to the lack of formation of new executive institutions. As a result, some parliamentary processes, including the review of the Draft Budget Law for 2026, have not been conducted according to usual parliamentary practice. However, the Assembly continues to rely on strategic documents and institutional mechanisms aimed at increasing transparency and accountability. The Assembly Strategic Plan 2022–2026 and the Open Assembly Action Plan 2023–2026 remain the main documents guiding efforts to improve institutional transparency and public involvement in parliamentary processes.

In terms of financial and institutional oversight, the Assembly exercises an important role through the review of reports of independent institutions. According to the Constitution and relevant legislation, the Auditor General of the Republic of Kosovo reports directly to the Assembly and presents to it reports on the implementation of the state budget, opinions on the government's financial reports and the annual report on the activities of the National Audit Office. This mechanism constitutes an important instrument of parliamentary control over the management of public finances. In the legislative process, data show that during 2024 a total of 68 draft laws were proposed, of which 63 by the Government and 4 by members of parliament, while one legal initiative was proposed by citizens. This distribution of legislative initiatives reflects the traditional dominance of the executive in initiating laws, while citizen participation in this process remains relatively limited.

Another element that affects the quality of the legislative process is the use of the accelerated procedure for the adoption of laws. According to institutional data, 24 laws were approved through this procedure in 2025, which, according to the Rules of Procedure of the Assembly, can be applied by a decision of two-thirds of the deputies present to deviate from procedural deadlines. Although this procedure can be used to accelerate the adoption of laws in urgent cases, its frequent use can limit parliamentary debates and in-depth consideration of draft laws.

In order to increase institutional capacities and administrative awareness, the Assembly has organized or participated in training activities for civil servants in areas such as access to public documents, transparency and the use of open data. These initiatives aim to improve the ability of the parliamentary administration to manage public information and to communicate more effectively with citizens.

In addition, the Assembly has also contributed to the advancement of the use of digital technologies in public administration. In this regard, the institution has participated in the process of adopting the Law on Electronic Identification and Trusted Services in Electronic Transactions, which enables electronic communication between institutions and citizens through legally valid digital documents.

## INTEGRITY

Institutional integrity in the Assembly of Kosovo is related to mechanisms that ensure ethical behavior of deputies, prevent conflicts of interest, and build institutional capacities for transparency and accountability. This dimension assesses whether there are clear rules for standards of behavior of elected representatives and whether institutions have mechanisms to monitor their compliance.

Institutional integrity in the Assembly of Kosovo during the period 2024 and 2025 has maintained a very high level of 95%, remaining the same as the previous year, without increasing or decreasing. This result reflects institutional stability and continuity in strengthening standards of ethics, parliamentary transparency, asset declaration and regulation of lobbying activities.

These developments are the result of a combination of internal efforts of the Assembly and the continuous engagement of civil society and international partners to strengthen standards of good governance, accountability and public trust in the highest representative institution in the country.

According to institutional data, the Assembly of Kosovo has a legal framework that partially addresses issues of ethics and conflict of interest for members of parliament. Elements related to the conduct of members of parliament and conflict of interest are included in the Law on the Rights and Responsibilities of Members of Parliament, which contains provisions regulating basic standards of integrity during the exercise of the parliamentary mandate. However, a separate Code of Ethics for members of parliament has not yet been adopted as an independent institutional act.

The new Regulation of the Assembly of the Republic of Kosovo foresees the adoption of a Code of Conduct for members of parliament as a separate act that will establish clearer standards for parliamentary ethics. According to institutional documentation, after the adoption of this code, it is expected that it will be published on the official website of the Assembly and will serve as an instrument for more detailed regulation of the conduct of members of parliament during the exercise of their duties.

As part of this process, the draft code also provides for the establishment of an institutional mechanism for monitoring compliance with ethical rules. According to existing proposals, the Parliamentary Ethics Committee is expected to be the authority responsible for overseeing the implementation of the Code of Conduct and for addressing possible violations of ethical standards by MPs. However, this mechanism will become fully functional only after the formal adoption of the Code.

In addition to the normative framework, institutional integrity is also related to the development of the capacities of the parliamentary administration. According to data reported by the institution, during the period 2024–2025, training activities and workshops were held for civil servants of the Assembly in areas related to transparency, access to public documents and the use of open data. These activities aim to strengthen the professional knowledge of administrative staff and contribute to the creation of an institutional culture that promotes integrity and transparency.

## TRANSPARENCY

The transparency assessment of the Assembly of Kosovo for the period 2024 and 2025 was conducted by analyzing three main areas: organizational information, public procurement and state budget management. These components measure the level of institutional openness, public access to information and the way the Assembly ensures accountability to citizens.

Based on the data of the assessment document, the overall transparency of the Assembly was assessed at 92%, marking a very high result and reflecting further progress compared to the previous period. This level shows that the Assembly has established functional and sustainable mechanisms for the publication of information, access to official documents and financial transparency.

In terms of institutional transparency, the Assembly of Kosovo has adopted and implemented a number of strategic documents aimed at increasing the openness of the institution. During this year 2024-2025 OPM Among the main documents regulating transparency are the Rules of Procedure of the Assembly, the Strategic Plan of the Assembly 2022–2026, and the Action Plan for an Open Assembly 2023–2026. In addition, the Parliamentary Transparency Forum operates within the Assembly, which includes representatives of MPs, parliamentary administration and civil society organizations, with the aim of advancing standards of parliamentary transparency.

In terms of informing the public about parliamentary activities, the Assembly offers audio and video broadcasts of plenary sessions, as well as recordings of its activities. This mechanism contributes to increasing citizens' access to decision-making processes and enables direct monitoring of parliamentary work.

Regarding financial and administrative transparency, the Assembly publishes information related to public procurement through the electronic public procurement platform. Signed contracts, procurement planning and other relevant information related to procurement procedures are published on the institutional website. This practice contributes to increasing transparency in the management of public funds and public access to information on the contracting activities of the institution.

In the field of financial oversight, the Assembly exercises an important role through the review of reports of independent institutions. In accordance with the Constitution of the Republic of Kosovo and relevant legislation, the Auditor General of the Republic of Kosovo presents to the Assembly reports on the implementation of the state budget, as well as the annual report on the activities of the National Audit Office. This mechanism constitutes an important instrument of parliamentary control over the management of public finances.

However, some elements of institutional transparency still remain limited. For example, the semi-annual budget report of the parliament has not yet been published, as according to institutional information it is expected to be published only after approval by the relevant instances of the Assembly. Moreover, the full functionalization of parliamentary processes during the analyzed period was affected by the institutional developments of 2025, which have limited some common parliamentary processes.

Overall, the Assembly of Kosovo has created a considerable basis for institutional transparency through the publication of strategic documents, the broadcasting of parliamentary activities and the publication of data on public procurement. However, in order to achieve higher standards of transparency and public accountability, further efforts are needed for more regular and complete publication of institutional documents and financial reports.

## Citizen engagement in the work of MASHTI in Kosovo

A survey conducted on citizens' perceptions of the work of the Assembly of Kosovo revealed findings that reflect a low level of satisfaction and public trust in this institution. Specifically, only 6.8% of respondents expressed themselves as very satisfied with the work of the Assembly, while a significantly higher percentage, 30.6%, stated that they were very dissatisfied. These results indicate a critical perception of citizens towards the performance of the legislative institution.

Regarding the possibility of involvement in decision-making processes, 35.3% of respondents assessed that citizens can contribute to the initiatives of the Assembly, while the majority of 58.6% consider that such a thing is not possible. This perception suggests the existence of barriers in the mechanisms of citizen participation and emphasizes the need to increase transparency and create more inclusive spaces for public engagement.

Overall, these findings underscore the importance of strengthening public trust through improved transparency, communication, and citizen involvement in parliamentary processes.

# Recommendations

## ACTION STEPS

To further advance the transparency, integrity and institutional accountability of the Assembly of Kosovo, it is recommended to undertake concrete measures in several priority areas:

### Strengthening Parliamentary Ethics

The Assembly should finalize and adopt the Code of Conduct for Members of Parliament as a separate regulatory act that clearly sets out the standards of conduct, responsibility and integrity of elected representatives. The effective implementation of this code should be supported by the full functioning of oversight mechanisms, including the Parliamentary Ethics Committee, with a clear mandate to monitor and address potential violations.

### Improving Civic Participation

Mechanisms for civic participation in parliamentary processes should be improved. The Assembly should complete the adoption of the act regulating the procedures for receiving and reviewing citizen petitions, ensuring transparency and efficiency in their handling. In parallel, cooperation with civil society organizations and independent experts during the legislative process should be strengthened through regular and structured consultations.

### Deepening Institutional Transparency

Transparency should be deepened through regular and complete publication of relevant documents and data. This includes financial reports, strategic documents and information on the management of the budget and public resources. Timely publication in accessible forms will contribute to increasing fiscal transparency and strengthening public oversight.

# Recommendations

## ACTION STEPS

### Strengthening Parliamentary Oversight

The oversight role of the Assembly over public institutions should be strengthened. The Assembly should ensure the regular functioning of existing parliamentary control mechanisms, including the review of reports of independent institutions and audit bodies. The systematic implementation of these mechanisms will increase institutional accountability and democratic control over the management of public finances.

### Developing Administrative Capacities

Developing the capacities of the parliamentary administration remains essential for improving governance standards. The Assembly should continue to invest in professional training in areas such as institutional transparency, access to public documents, open data management and public ethics. Strengthening administrative capacities will contribute to increasing institutional efficiency and improving the quality of parliamentary services.

### Consolidating Democratic Governance

Overall, the Assembly of Kosovo has built a good foundation of transparency and institutional integrity. The next step should be to more effectively operationalize existing mechanisms and strengthen the connection between citizens and the representative institution, so that democratic governance is more open, accountable and inclusive.

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