

**Open Governance Analysis of the
Office of the Prime Minister Office in Kosovo**
Proposals for improvements to the current situation

OPEN GOVERNANCE ANALYSIS OF THE OFFICE OF THE PRIME MINISTER OFFICE IN KOSOVO (2024)

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

Analysis conducted by Open Data Kosovo in the framework of monitoring public institutions shows that transparency, accountability and institutional openness remain key factors for a democratic and effective governance in Kosovo.

The Office of the Prime Minister (OPM) constitutes one of the most central institutions in the governance system in Kosovo, with a key role in coordinating public policies, strategic planning and overseeing the implementation of government priorities. In this context, the level of transparency, accountability and citizen involvement in its work is decisive for the quality of governance and public trust in institutions.

This analysis aims to examine the level of transparency and good governance in the Office of the Prime Minister for the period 2024–2025, based on data collected through a structured methodology and measurable indicators, including the OPM’s annual reports, strategic documents and public consultation materials. Through this assessment, the document does not only focus on achievements, but also on identifying challenges and gaps that affect the effective implementation of transparency and accountability.

Based on the research findings, the analysis provides a clear overview of the current situation and compares the progress achieved over the years. It examines the functioning of existing mechanisms, the level of public involvement and the consistency in the implementation of transparency practices within the OPM.

The main purpose of this document is to provide concrete and actionable recommendations for further improving transparency and accountability, helping institutions strengthen good governance practices and increasing citizens’ trust in public institutions.

This research is addressed to public institutions, decision-makers and other relevant stakeholders, providing findings and suggestions that can contribute to the advancement of a more open, accountable and efficient administration 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.

Analysis of findings for the period 2024

During the period 2024, the Office of the Prime Minister (OPM) presents a sustainable level of transparency and good governance, with a strong legal basis and consolidated institutional mechanisms with an increase in institutional openness by 75%.

The OPM operates on key strategic documents such as the National Development Plan and the European Integration Plan, accompanied by a series of sectoral strategies in public administration, finance, human rights and social inclusion. Planning and monitoring are well structured, with regular reporting and the use of performance indicators. Decision-making is also systematically supported by Regulatory Impact Assessment.

In terms of transparency, the OPM has established formal mechanisms and digital platforms: key documents are regularly published, budget processes respect deadlines, and procurement contracts are made public. The framework for public consultations is clear and mandatory, but practical implementation remains limited.

Although 91% of documents have been published for consultation, only about 57% have final reports and citizen participation remains low (only about 20% of documents have comments). This indicates that transparency is more formal than substantive.

The OPM has also made progress in cooperation with civil society, financial transparency and digitalization (e.g. through the e-Kosova platform), and has mechanisms for integrity and accountability.

In conclusion, while a solid framework for transparency and open governance exists, the main challenge remains practical implementation, increasing real participation, improving reporting and strengthening public influence in decision-making.

ACCESS

The Access Principle refers to the extent to which citizens, civil society organizations (CSOs) and other stakeholders have the opportunity to be informed and engaged in the decision-making processes of public institutions. This principle assesses not only the availability of information, but also the effectiveness of mechanisms that enable active public participation.

During 2024, the Office of the Prime Minister (OPM) has consolidated its legal and institutional framework governing access to information and public participation, achieving a score of 75% on this principle and marking an increase compared to the previous year.

This framework includes Regulation No. 17/2024 on the Work of the Government, as well as minimum standards for the public consultation process, which oblige institutions to publish documents, manage comments and report on the results of consultations.

In practice, the OPM has put in place a large number of mechanisms and digital platforms that facilitate public access to information. Strategic documents, institutional agendas, procurement contracts and financial reports are published regularly, while platforms for public consultations and e-services enable direct interaction of citizens with institutions. These instruments create a functional basis for transparency and inclusion.

However, the data show that there is a gap between formal mechanisms and their use in practice. Although 91% of documents are published for consultation, only 57% are accompanied by final reports, while only around 20% have generated comments from stakeholders. This suggests that, despite the formal approach, active public participation remains limited.

Furthermore, the lack of consistency in the publication of reports and uneven participation in consultations point to challenges in the effective implementation of existing mechanisms. These limitations affect the level of real influence that citizens and CSOs can have in decision-making processes.

AWARNESS

The principle of institutional awareness is related to the institution's ability to plan, monitor and evaluate public policies systematically, as well as to use data and performance indicators to improve decision-making. This principle reflects the level to which internal processes are based on evidence and on clear reporting and evaluation mechanisms.

In terms of the assessment of the Office of the Prime Minister of Kosovo, in terms of institutional awareness, a result of 91% was achieved during 2024, reflecting a very high level of institutional capacities in planning, monitoring and evaluation. This result remains the same as the previous year, demonstrating stability and continuity in the functioning of internal governance mechanisms. The awareness component focuses on the internal mechanisms used to oversee and evaluate the policies implemented by the Office of the Prime Minister.

In summary, MESTI has created an initial basis for institutional awareness through the publication of information and response to public requests. However, the lack of more structured internal mechanisms, such as training and standardization of processes, indicates that there is still room for further improvement in this component.

During the period 2024, the Office of the Prime Minister (OPM) presents a developed structure of strategic planning and monitoring, supported by key documents such as the National Development Plan and the National Plan for European Integration, as well as a number of sectoral strategies. These documents guide institutional priorities and provide a coordinated framework for policy implementation at the government level.

In terms of monitoring and evaluation, the OPM uses structured mechanisms at several levels. Operational monitoring is carried out on a regular basis through monitoring the implementation of strategic plans, while at the level of policies and programs, annual reporting is required from the relevant institutions. There are also procedures for the final evaluation of strategies, which aim to serve as a basis for future phases of policy-making.

An important element is the use of performance indicators, which are integrated into both planning and annual reporting. These indicators enable the measurement of progress and create a more stable basis for evaluating results. In addition, Regulatory Impact Assessment is applied in a standardized manner to legal acts, contributing to the analysis of the effects of policies before and after their adoption.

The public consultation process constitutes an additional important component of institutional awareness, enabling the involvement of stakeholders and increasing the quality of decision-making. However, the data show that, although most documents are published for consultation, a significant proportion are not accompanied by final reports or active contributions from the public, indicating room for improvement in this regard.

Despite the progress noted, challenges remain in strengthening the link between monitoring and policy review, as well as in increasing the effective use of data and comments from public consultations. Greater commitment is also needed to ensure consistency in reporting and broader stakeholder involvement.

INTEGRITY

The principle of integrity is related to the existence and implementation of mechanisms that ensure ethical behavior, prevent corruption and increase accountability within the institution. This principle assesses whether there are regulatory frameworks, practical tools and institutional capacities to guarantee high standards of integrity in the exercise of public functions.

During the period 2024, the Office of the Prime Minister (OPM) demonstrates a consolidated legal and procedural basis that supports institutional integrity, in particular through the regulation of transparency processes, public procurement and access to public documents. All public procurement contracts and relevant procedures are published on the official e-procurement platform, increasing transparency and limiting the scope for abuse. There are also guidance manuals for economic operators and contracting authorities, which help standardize processes and reduce the risks of irregularities.

In terms of access to public documents and capacity building, there is a legal obligation for training in this area, and the OPM has participated in such activities during the reporting period. This contributes to increasing institutional awareness and better implementation of transparency legislation.

However, in terms of the ethical framework, the data show a less clear situation. While the existence of a Code of Ethics is confirmed, there is no evidence that it is published on the official website of the institution. Furthermore, the lack of clear mechanisms for the implementation of the Code of Ethics indicates that, even if a formal framework exists, its practical implementation remains limited.

Another important element of institutional integrity is the development of capacities for the prevention of corruption and the management of conflict of interest. In this regard, there is no evidence of the organization or participation in specific training on these topics during the period 2024–2025, which represents a gap in strengthening integrity at a practical level.

Overall, the OPM has put in place several important mechanisms that contribute to institutional integrity, particularly in the area of procedural transparency and access to information. However, the main challenge remains in operationalizing ethical standards through their publication, establishing enforcement mechanisms, and investing in ongoing integrity and anti-corruption training.

TRANSPARENCY

Institutional transparency relates to the level at which the Office of the Prime Minister (OPM) provides public access to information, documents and decision-making processes. This principle assesses the publication of key documents, openness to citizens and the functioning of mechanisms that enable accountability and participation.

During the 2023 period, the OPM had achieved a score of 65% in this principle. The analysis for 2024 shows a significant improvement, where the level of transparency has increased to 75%, marking an advance from the previous year. This progress is reflected in particular through the strengthening of the regulatory base, the development of digital platforms and the expansion of public consultation mechanisms.

In this regard, Regulation No. 17/2024 on the Work of the Government and the minimum standards for public consultations constitute the main framework regulating transparency in the policy-making process. This framework is also supported by the functionalization of digital platforms for public consultations and for the financing of non-governmental organizations, which increase public access to institutional processes and enable more structured participation.

In terms of public information, the OPM regularly publishes the agenda of the Prime Minister's activities on the official website, enabling citizens to follow institutional activities. Likewise, the draft budget law is sent to the Assembly on time, creating space for institutional review and debate, which contributes to the transparency of the budget process.

Transparency in the policy-making process is strengthened through the obligation for public consultations, which are regulated by legal act and include clear procedures for reporting and handling citizens' comments. Furthermore, there are mechanisms that allow interested parties to challenge decisions in case the processes are not conducted according to the established standards. These elements show a clear effort to institutionalize participation and transparency in decision-making.

In the area of financial and administrative transparency, all public procurement contracts and procedures are published on the electronic procurement platform, ensuring open access to information on the expenditure of public funds. Also, the existence of relevant manuals for the implementation of procurement procedures contributes to the standardization and clarity of processes.

In terms of digitalization and access to services, the state platform e-Kosovo offers a wide range of electronic services to citizens and businesses, increasing transparency and efficiency in the provision of public services. These services are also available at the local level, further expanding citizens' access to the administration. Furthermore, the legal framework that enables electronic communication with legal value between institutions and citizens has been adopted.

However, some elements of transparency remain limited. There is no evidence of regular publication of semi-annual budget reports on the OPM website, which limits public access to updated information on budget implementation. Also, the lack of a clear and direct channel for addressing complaints and concerns from citizens indicates that there is still room for improvement in institutional communication.

In conclusion, during the 2024 period, the Office of the Prime Minister has made significant progress in strengthening transparency, particularly through the regulation of public consultations, the publication of procurement data and the development of digital services.

The 14% increase demonstrates significant institutional progress, however, it remains necessary to ensure more complete publication of financial reports and strengthen direct communication mechanisms with citizens.

Citizen engagement in the work of MASHTI in Kosovo

In a survey conducted on citizens' perceptions regarding the work of the Prime Minister's Office, several findings were identified that reflect the level of public information and involvement. The results show that only 12.8% of citizens stated that they follow the work of the Prime Minister's Office a lot, while 17.9% stated that they do not follow it at all. These data suggest a relatively low level of active follow-up of institutional activities by citizens.

Regarding the possibility of contributing to Government initiatives, 38% of respondents assessed that there is room for involvement, while 46.8% expressed the opinion that they cannot contribute. This perception indicates limitations in citizen participation mechanisms and the need to strengthen them.

The survey includes citizens aged 18 to 65, thus providing a broad overview of the perceptions of the active population. Overall, the findings highlight the importance of increasing transparency and improving institutional communication, with the aim of fostering greater citizen involvement in decision-making processes.

Recommendations

ACTION STEPS

To further strengthen transparency, citizen participation and open governance, the Office of the Prime Minister (OPM) could take the following steps:

Strengthening Public Consultation

The OPM should ensure that each public consultation process is accompanied by clear final reports, explaining which comments were taken into account and which were not. In addition to online publication, organizing meetings, debates and direct discussions with citizens and interest groups would increase the quality and impact of public participation.

Increasing Civic Participation

Low participation indicates the need for more information and public engagement. The OPM could intensify communication through social media, information campaigns and educational materials, so that citizens better understand how they can get involved and why their participation is important.

Improving Financial Transparency

Regular publication of reports on budget implementation, in simple and publicly understandable forms, would increase accountability and enable citizens to understand more clearly how public funds are spent.

Establishment of Direct Communication Mechanisms

It is necessary to create a dedicated platform for complaints, requests and suggestions from citizens, accompanied by clear deadlines for responses. Such a mechanism would improve institutional communication and increase public trust in the OPM.

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