

Independent Reporting Mechanism

Kosovo Co-Creation Brief
2025

Open
Government
Partnership



Independent
Reporting
Mechanism

Overview

This brief from the OGP's Independent Reporting Mechanism (IRM) supports the co-creation process and design of Kosovo's second action plan. It provides an overview of OGP processes in Kosovo and presents recommendations based on collective and country-specific IRM findings. The co-creation brief draws from [prior IRM reports for Kosovo](#), the [OGP National Handbook](#), [OGP Participation and Co-Creation Standards](#), and IRM guidance on [the minimum requirements](#). Section 1 offers guidance for OGP processes and co-creation and Section 2 for commitment design. Government and civil society can determine the extent to which this brief is used to shape the next action plan's trajectory and content.

Kosovo's first action plan (2023-2025) was co-created with active involvement of the multi-stakeholder forum, the National Coordination Committee (NCC). The umbrella network of CSOs in Kosovo, Civikos, facilitated the selection of civil society members in the NCC and invited organizations to participate in the co-creation process which were not under this umbrella. The NCC held several public discussions and thematic workshops in municipalities of Kosovo.

To improve on the first action plan and ensure full compliance with OGP's Participation and Co-Creation Standards, the IRM recommends the Ministry of Local Governance and Administration (MLGA) consider the following steps for the next action plan:

- Ensure that the National Coordination Council meets regularly during the co-creation and implementation of the action plan.
- Publish on the OGP website a co-creation timeline at least two weeks before the start of the co-creation process.
- Maintain an up-to-date OGP repository during action plan co-creation and implementation. Conduct targeted outreach to new and/or underrepresented groups.
- Incorporate reasoned response into all stages of the co-creation process and publish the feedback to commitment proposals.

Section I: Action Plan Co-Creation

The following recommendations present opportunities for national reformers to strengthen OGP institutions and processes in Kosovo.

Recommendation 1. Ensure that the National Coordination Council meets regularly during the co-creation and implementation of the action plan.

The National Coordination Council (NCC) met regularly during the co-creation process for the first action plan. However, the meetings during the implementation of the action plan (December 2023-December 2025) are unclear. For the second action plan, the MLGA should ensure that the NCC meets regularly (at least every six months) throughout the entire action plan cycle (co-creation and implementation), as required by Standard 1 of

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OGP's Co-creation and Participation Standards. If political deadlock in Kosovo prevents the NCC from meeting, the MLGA could hold informal meetings with civil society to ensure they are actively informed about and involved in the OGP process. In addition, the MLGA should publish information about the NCC on Kosovo's OGP repository (recommendation 2), including its mandate, membership, rules of procedure, and minutes of meetings.

Recommendation 2. Publish on the OGP website a co-creation timeline at least two weeks before the start of the co-creation process.

For the first action plan, the point of contact sent invitations, agendas, and materials for each NCC meeting to participants three weeks in advance. However, there was no publicly available timeline of the co-creation process with an overview of opportunities for stakeholders to participate. In line with Standard 3 of OGP's Co-creation and Participation Standards, the MLGA should publish on Kosovo's OGP website a timeline of the co-creation process at least two weeks before the start of the next co-creation process.

Recommendation 3. Maintain an up-to-date OGP repository during action plan co-creation and implementation.

Standard 2 of OGP's Co-creation and Participation Standards requires OGP members to maintain and regularly update (at least twice a year) a publicly available repository. The repository must provide access to documents related to the OGP process, including information and evidence of the co-creation process and of the implementation of commitments. During Kosovo's previous co-creation process, by the time the 2023-2025 action plan was adopted, the last update to the repository was from 26 July 2022.

For the next action plan, the MLGA should ensure that stakeholders have access to documents related to the OGP process, including information and evidence of the co-creation process and of the implementation of commitments. During the co-creation process, information might include: the composition and basic rules of the NCC, the minutes of the NCC's meetings, the timeline for the co-creation process (recommendation 2), and the response to stakeholders on how their feedback was considered for the action plan (recommendation 5). The MLGA should make this information publicly available and easily accessible and updated regularly (at least twice a year) in the repository. [North Macedonia](#) and [Italy](#) maintain user-friendly OGP websites and repositories.

Recommendation 4. Conduct targeted outreach to new and/or underrepresented groups.

For the first action plan's co-creation process, public outreach was carried out in the seven regional public discussions, as well as four workshops with experts on the thematic areas of the action plan. For the next action plan, the MLGA and the NCC could take a

more proactive approach to increasing stakeholder engagement. This could involve targeted outreach to stakeholder groups that have not participated in the previous action plan, with an aim of having more diverse perspectives represented in the process. The IRM recommends inviting new stakeholder groups to participate in NCC meetings around topics that may be of interest to these groups. The Office of the Government could engage civil society organizations at the municipal levels, as well as underrepresented groups such as women, youth, ethnic minorities, and persons with disabilities.

When reaching out to new organizations the MLGA could first define the policy areas they are prioritizing and then clearly communicate how the OGP process could benefit these policy areas. For example, they could ask youth groups to define challenges that youth face in participating in national policy-making processes and what the solutions could be. This way, the commitment proposals are specific and relevant to the group, giving an incentive in terms of concrete outcomes.

Recommendation 5. Incorporate reasoned response into all stages of the co-creation process and publish the feedback to commitment proposals.

OGP's Participation and Co-Creation Standards require that reasoned response be provided during the development of the action plan (Standard 4). During Kosovo's next co-creation process, the MLGA should inform stakeholders of the reasoning behind which suggestions are taken forward for further deliberation, and which suggestions are not. As well as through formal public consultations, the MLGA could share this feedback earlier or on a rolling basis, for example, in NCC meetings, as the commitments are being drafted. Such discussions could be published in minutes of NCC meetings. As examples, [Estonia](#) and [Finland](#) give comment-by-comment feedback on proposals and suggestions from public and interdepartmental consultations.

Section II: Action Plan Design

The following recommendations offer policy areas for national actors to consider in the next action plan. They may represent opportunities for new commitments to address issues of national importance or to advance existing reforms.

Area 1. Public procurement transparency

The European Commission has [assessed](#) Kosovo as having made limited progress in public procurement. Kosovo has an [e-procurement system](#) where open data and documents across the whole procurement cycle are published. However, public procurement remains one of the most corrupt sectors in Kosovo. Kosovo has also yet to bring its public procurement in line with the European Union (EU) acquis, despite a commitment to do so in the first OGP action plan.

If Kosovo pursues public procurement in its next action plan, the IRM recommends the following measures:

- Adopt a new Law on Public Procurement and a new Law on Concessions in line with the EU acquis and prepare the corresponding implementing legislation.
- The Procurement Review Board (PRB) could ensure transparent handling of complaints. For example, Albania has a [system](#) where suppliers submit complaints online and the procurement agency manages the process digitally and openly.
- The Public Procurement Regulatory Commission (PPRC) could make data on the e-procurement system interoperable with other databases, such as the Kosovo Finance Information System (KFMIS), the national open data portal, as well as data on political finance.
- The PPRC could disclose the beneficial ownership for companies who receive public procurement contracts.
- The PPRC could ensure that data published to the e-procurement system adheres to the Open Contracting Data Standard. Kosovo could also work with the Infrastructure Transparency Initiative (CoST) and the Open Contracting Partnership to adopt the [Open Contracting for Infrastructure Data Standard](#), which establishes best practices in open data and data disclosure in infrastructure-related public procurement.

Area 2. Political finance transparency

Transparency International (TI) [reports](#) that auditors in Kosovo consistently highlight issues in political party finances, including inadequate accounting practices, insufficient tendering procedures, non-compliance with tax obligations, lack of internal control measures, and a lack of accounting knowledge among financial officers. In 2022, Kosovo adopted amendments to the Law on the Financing of Political Parties (LFPP), in line with the Venice Commission Opinion. The [European Commission's 2025 Progress Report for Kosovo](#) notes that, while the legal framework is broadly aligned with international standards and assigns oversight responsibilities to a dedicated office, there are concerns

about the absence of interim financial reporting and the lack of regulation of third-party financing.

Kosovo's first OGP action plan included a commitment to publish political party revenue and expenditure in open data format in a new online platform. The IRM recommends continuing this initiative in the next action plan. In addition, Kosovo could address existing transparency loopholes in the legislation, such as establishing reporting regulations for self-financing of candidates, third party campaigning, and [digital campaigning](#) (i.e., via social networks).

The IRM recommends the following steps to the Office for Registration, Certification and Financial Control of Political Entities and the Central Election Council (CEC):

- Make political finance data interoperable with different databases, such as the e-procurement system, for better anti-corruption monitoring.
- Consult users (i.e., researchers and journalists) to ensure data on the platform is useful.
- Create a complaint mechanism for NGOs, journalists, and the public to flag suspicious cases of political financing for investigation.
- Publish information on how the Office for Registration, Certification and Financial Control of Political Entities tracks enforcement actions taken against political parties, candidates, or third-party campaigners for violations of the LFPP and other political finance regulations.
- Include the political finance information into trainings for political entities regarding financial reporting, calculation, and auditing.
- Train members of the public, NGOs, and journalists on how to use political finance data.

Area 3. Public participation in decision-making

Regulation (GRK) No. 17/2024 on the Rules of Procedure of the Government of the Republic of Kosovo sets forth standards for public consultation in the process of drafting policies and legislation. The regulation applies to all public bodies, obliging them to submit to public consultation the adoption of important documents. However, the European Commission [reports](#) that consultations with civil society fall short of correctly applying the regulatory framework, and that the government needs to comply with the consultation period, provide full information to enable participation, provide feedback, and publish all updated draft proposals and final reports.

In the next OGP action plan, Kosovo could continue to mainstream public participation practices across government institutions. The IRM recommends pursuing the following activities:

- Ensure full compliance by public institutions with legal minimum requirements for organizing public consultations processes with civil society and the public and for providing regular feedback during consultations.

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- Develop and promote practical guidance for government agencies on how to conduct consultations, as [Italy](#) and [New Zealand](#) have done.
- Strengthen the representation of sectoral partners in decision-making by requiring ministries to identify and maintain regular dialogue with civil society, social partners, experts, industry representatives, and others in the ministry's areas of activity, as [Latvia](#) has committed to do.
- Introduce a unified system of public consultations at the local level and improve e-consultations for all municipalities, as [North Macedonia](#) has committed to do.

Area 4. Open justice

The European Commission [assesses](#) Kosovo is at an early stage of preparation on the functioning of the judiciary and has made limited progress. The European Commission has recommended that Kosovo ensure effective criminal procedures, including cases of gender-based violence, and strengthening the cooperation between prosecutors and police as well as the prosecutors' leading role in investigations.

The Kosovo Law Institute [reports](#) that the Kosovo Judicial Council (KJC) has made significant progress in transparency in recent years, but the KJC and the courts often fail to respond adequately to requests for access to public documents. [According to Transparency International Kosova](#), the website of the Kosovo Prosecutorial Council (KPC) often lacks comprehensive reports and statistics. Moreover, the policy of requiring prosecution spokespersons to seek KPC approval before sharing information often leads to lengthy or unanswered requests.

In the next action plan, Kosovo could pursue commitments to strengthen judicial and prosecutorial transparency and integrity in line with European standards. The IRM recommends the KJC and the KPC pursue the following activities:

- Improve transparency in the selection, vetting, and disciplinary procedures of judges and prosecutors to ensure their integrity and independence. As an example, the Slovak Republic [established](#) a committee to oversee the selection of heads of courts, judges, and judicial staff and published detailed information on candidates and the selection processes.
- Provide quantitative and qualitative information on court performance and monitoring the transparency of court presidents and court websites, [as pursued by North Macedonia's Judicial Council](#).
- Improve data collection and publication on domestic violence cases, [as done by North Macedonia's Ministry of the Interior](#) during the 2021-2023 OGP action plan.

Area 5. Open Parliament

The Assembly of the Republic of Kosovo is one of the more open public institutions in Kosovo and is implementing the [second Open Assembly Action Plan \(2023–2026\)](#). The

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Assembly launched an [e-participation platform](#), allowing citizens to provide comments and suggestions on draft laws under consideration. The Assembly also publishes parliamentary documents in open formats and has improved procedures for access to public documents. In addition, [the "Assembly Days" program](#), supported by the National Democratic Institute (NDI), has increased the interaction between MPs and citizens across Kosovo through townhall-style meetings. The Assembly has the [Forum for Parliamentary Transparency](#), consisting of MPs, officials of the administration of the Assembly, and representatives of CSOs.

Despite these advancements, there are still transparency gaps. Transparency International Kosova [noted](#) that outdated equipment and the failure of the tender to upgrade this equipment have resulted in the Assembly not using electronic voting for two years, rendering access to voting data impossible. In addition, Open Data Kosovo (ODK) [found](#) that the Assembly had not established a regular calendar for public debates with citizens, and there is a lack of appropriate access for persons with disabilities.

For the next OGP action plan, the Assembly and the Forum for Parliamentary Transparency could pursue commitments drawn from the Open Assembly Action Plan 2023-2026. The IRM recommends prioritizing:

Transparency:

- Provide the information on the Assembly website in open formats, for easy reuse by interested parties (activity 1.3).
- Finalize the digitalization process for the Assembly's archives (2.6).
- Publish the votes of MPs in plenary meetings and committees on its website and other online platforms and reintroduce electronic voting for MPs.

Accountability:

- Develop and approve a Code of Ethics for MPs and monitor its implementation (activity 3.1).
- Initiate legal regulation of lobbying to promote transparency of lobbying activities in the context of parliamentary processes (activity 3.2).

Public participation

- Develop a regular calendar for public debates to support active involvement of citizens in legislative processes.
- Continue to operationalize the e-participation platform and promote its use among citizens (activity 4.3).
- Develop regular meetings between MPs and citizens to share information, promote transparency, and increase credibility in the legislative institution (2.1). As an example, the Assembly could initiate a similar initiative to [North Macedonia's Parliamentary Caravan](#) (mobile parliament), which aims to teach citizens living outside the capital about the role and work of the parliament and MPs.

The brief was reviewed by IRM senior staff for consistency, accuracy, and with a view to maximize the context-relevance and actionability of the recommendations. Where appropriate, external reviewers or members of the IRM International Experts Panel (IEP) review briefs.