

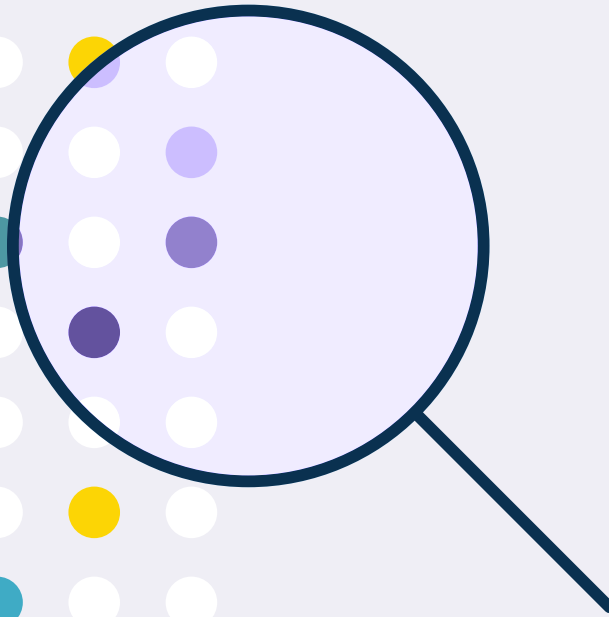
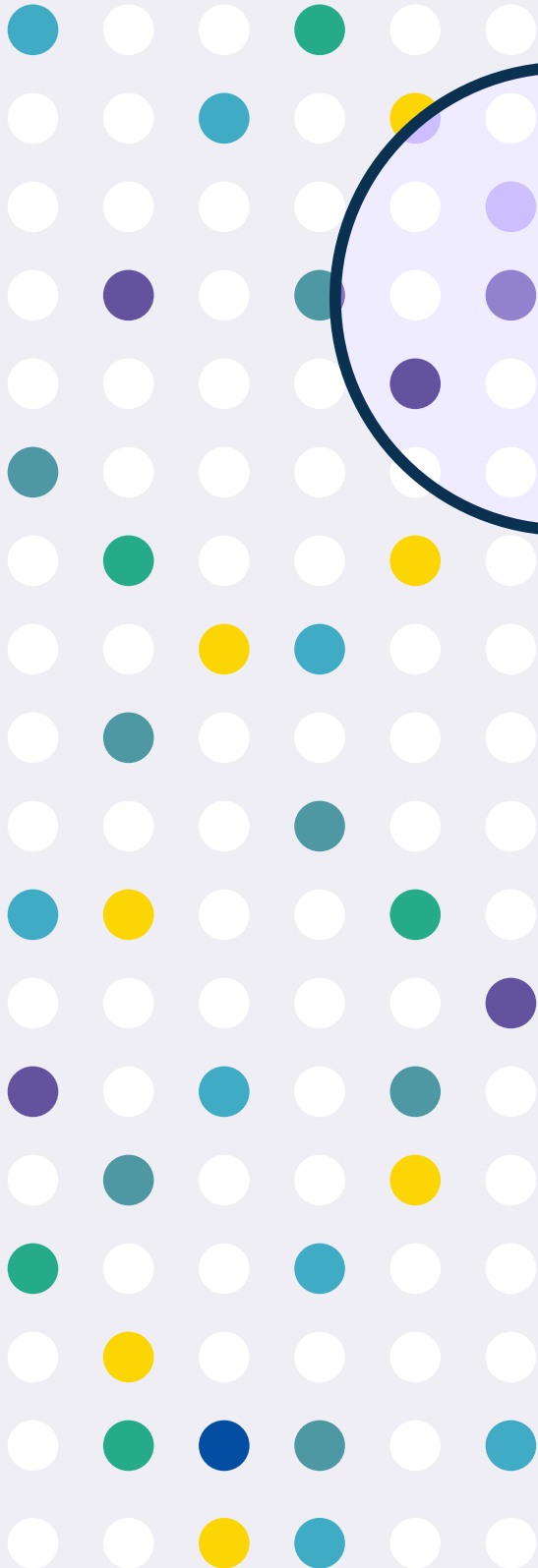


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GENDER MAINSTREAMING THE EU ACCESSION PROCESS

Country Assessment Report

Kosovo

2022

Partner Organisation



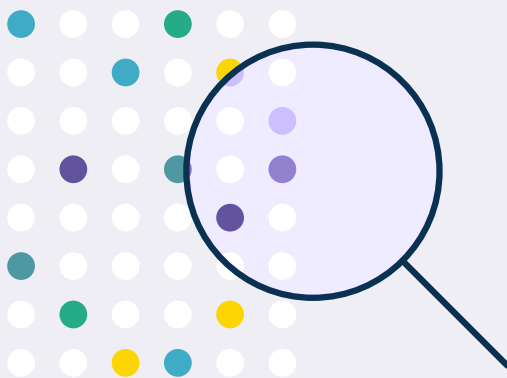


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Country Assessment Report

Kosovo*

2022

Prepared by Valmira Rashiti and Nicole Farnsworth
for the Kosovo Women's Network

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*This designation is without prejudice to positions on status, and is in line with UNSCR 1244/1999 and the ICJ Opinion on the Kosovo declaration of independence.

INTRODUCTION

Kosovo submitted its application for EU membership in December 2022, so no chapters have been opened yet for screening.² Meanwhile, the Government of Kosovo and European Union (EU) have made several commitments to furthering gender equality, including as part of the EU Accession process. Based on official policy indicators and a methodology shared across the Western Balkan (WB) region, this policy brief monitors and reports on progress made in furthering gender equality in relation to key EU Accession-related processes and political dialogues in 2022. The brief aims to provide government and EU officials with insight and recommendations on how to further improve a gender perspective within these processes, as well as to inform women's rights organisations' (WCSOs) advocacy for a more gender transformative EU Accession process. The Kosovo Women's Network (KWN) conducted monitoring and produced this brief using a methodology developed by partner organisations of the Regional Coalition for Gender Equality in the EU Accession Process (EQUAPRO) as part of our joint Action "Furthering Gender Equality through the EU Accession Process" co-funded by the European Commission and Sweden. The indicators used derive from the [Joint Communication on the new Gender Action Plan III – An Ambitious Agenda for Gender Equality and Women's Empowerment in External Action](#) accompanied by its [Objectives and Indicators](#), also known as the EU Gender Action Plan III (GAP III). Monitoring focuses on two key actors responsible for integrating a gender-perspective in the EU Accession process: the EU and government bodies. Notably, multiple EU bodies operate in Kosovo, and they are discussed as relevant: the European Union Office in Kosovo (EUOK), European Union Special Representative (EUSR) in Kosovo and the [European Rule of Law Mission in Kosovo](#) (EULEX). The methodology involved mixed methods including content analysis, participant observation, and data requests from key informants. For each indicator, tables compare findings from 2021 and 2022. The last column of each table assesses changes using a five-point scale where "-1" illustrates significant regression, "-0.5" signifies slight regression, "0" is no change, "0.5" illustrates some improvement, and "1" is significant improvement or complete implementation. This is used to assess the overall regress or progress in further integrating a gender perspective in the EU Accession process.

FINDINGS

This section presents findings, divided in sub-sections as per each indicator, including summary tables regarding each indicator, followed by a brief qualitative explanation.

A. COUNTRY REPORTS ARE GENDER-MAINSTREAMED

This section examines the extent to which the country report has been gender-mainstreamed with reference to the European Commission (EC) Kosovo Report 2022.³ Indicators derive from GAP III, particularly EU commitments to ensuring a gender-transformative approach and integrating a gender perspective in political, security, and sectoral dialogue.⁴ The Kosovo Report is a key document guiding the EU's political dialogue with the Government of Kosovo, and gender-mainstreaming the Report can contribute to ensuring that key gender equality issues are integrated in dialogues with the government across various sectors. Table A summarises findings.

Table A. Extent to which the Kosovo Report 2022 was Gender-mainstreamed	2021	2022	Change
1. Number of times gender was mentioned in the Kosovo Report	28	38	0.5

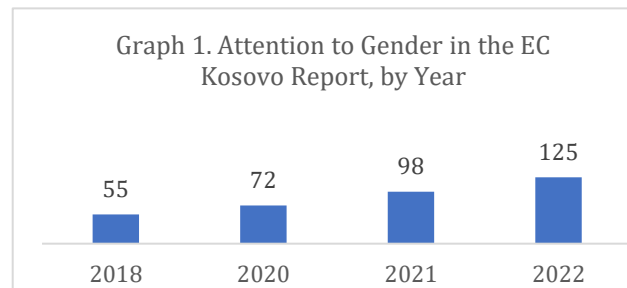
² European Parliament, [Fact Sheets on the European Union European Parliament](#).

³ EC, [Staff Working Document – Kosovo 2022 Report](#), Brussels, 12 October 2022.

⁴ GAP III, Objective 7.

Table A. Extent to which the Kosovo Report 2022 was Gender-mainstreamed	2021	2022	Change
2. Number of times women/girls/female were mentioned in the Kosovo Report	57	73	0.5
3. Number of times boys/men/male were mentioned in the Kosovo Report	13	11	- 0.5
4. Percentage of chapters gender-mainstreamed ⁵	50%	37%	- 0.5
5. Number of official recommendations on gender equality in the Kosovo Report ⁶	3	4	0.5
6. Number of other recommendations with a gender perspective in chapters	44	35	- 0.5
7. Extent to which Kosovo Report used sufficiently sex-disaggregated data	Moderately	Moderately	0
8. Extent to which issues recommended by WCSOs were included	Moderately: 50%	Significantly: 70 %	1

Each year, KWN together with its diverse WCSO member organisations, produces a commentary on the extent to which the EC’s Kosovo Report has attended to gender equality-related issues. Ideally, in accordance with EU commitments, all chapters of the Report should be gender mainstreamed. The 2022 Commentary on the EC Kosovo Report showed that compared to previous years, the Kosovo 2022 Report has continued to improve regarding the extent to which input provided by WCSOs during consultations has been integrated in the report, and the extent to which gender has been mainstreamed overall, as well as in its phrasing related to gender equality and women’s rights.⁷



Generally, the Report mentions women, men, equality, and gender more than in prior years, totalling 125 times (see Graph 1). The Report attends to gender equality issues in 13 different topics, including gender-based violence and human trafficking; women’s participation in the labour market and discrimination in the workplace; women’s participation in decision-making; and parental leave. Despite progress, the EC Kosovo Report still needs to improve attention to gender equality throughout all chapters, as currently, only 11 of the 30 chapters tend to gender equality. One of KWN’s main recommendations related to the 2021 Report was that language towards gender equality should be strengthened.⁸ There have been some improvements in this respect, as four official recommendations in the Report directly address gender equality:

- **On Fundamental Rights:** “Strengthen the implementation of the Law on Gender Equality; adopt the Law on Domestic Violence and Violence Against Women; continue efforts to ensure proper functioning of the system of protection, prevention and adjudication of all forms of gender-based violence by implementing the relevant strategy and action plan;”
- **On Justice, Freedom and Security:** “Implement the strategy and action plan against trafficking in human beings 2022-2026, adopting a victim-centered approach;”
- **On Economic Development and Competitiveness:** “Implement active labour market measures to support employment, resume publishing of the labour force survey data and continue to implement measures aiming to formalise informal employment.”

⁵ Chapters were assessed as “gender-mainstreamed” if they included attention to issues pertaining to gender equality within that chapter.

⁶ “Official recommendations” were defined to include those in grey boxes, and “other recommendations” as those in other sections, phrased as: “Kosovo needs to...”.

⁷ KWN, Commentary: [A Gender Reading of the European Commission’s Country Report](#), 2022.

⁸ KWN, [A Gender Reading of the European Commission’s Kosovo 2021 Report](#).

- On Social Policy and Employment: “Adopt the new Law on Labour in line with relevant EU acquis, in particular in relation to non-discrimination in employment and parental leave.”

The 2022 Report used sex-disaggregated data to a moderate extent, leaving space for further improvement. Sex-disaggregated data was presented in relation to the labour market (e.g., the unemployment rate of the population aged 15-64, including “female” 29.7 and “male” 24.2).⁹ However, it was not presented related to other key sectors. For instance, the Report notes that “Tax administration data suggest that official employment in the private and public sector increased by 10% in 2021”.¹⁰ It does not differentiate the percentage of women and men employed, as per requirements in the Law for Gender Equality (LGE). Similarly, on education, it notes that “A recent skills mismatch measurement indicates that over 40% of young workers with a tertiary education are employed in jobs below their level of education”.¹¹ It does not state the percentage of women and men.

Overall, the Report addressed 70% of recommendations put forth by KWN members. Although more comments were integrated in 2022 than in 2021, they were distributed across fewer chapters than in 2021. Most KWN recommendations were addressed under gender equality, among the Fundamental Rights; meanwhile, fewer gender equality related recommendations existed in the Social Policy and Employment chapter in 2022. The recommendation for more sex-disaggregated data was not taken related to statistics either, though it was mentioned in the 2021 Kosovo Report. Even so, for 2022, the EC Kosovo Report showed progress in including a more thorough intersectional perspective and by accepting the contributions of KWN members representing the rights of persons with disabilities.

B. EXTENT TO WHICH STABILISATION AND ASSOCIATION STRUCTURES MEETINGS INCLUDE GENDER ISSUES

This criterion examines the extent to which a gender perspective has been included in the EU – Kosovo joint stabilisation and association institutional structures created through the Stabilisation and Association Agreement (SAA). These are referred to as SAA structures. The SAA structures monitored included the SAA Committee and Subcommittee (SC) meetings held in 2022. SAA structure meetings are among the main ways through which the EU conducts political and policy dialogue discussing EU accession reforms with governments and other public institutions (such as parliaments, justice institutions, regulators, etc) in the WB. Therefore, ensuring that SAA meeting agendas and conclusions integrate attention to gender equality issues, where relevant to the sectors, is important as part of GAP III commitments to raise gender equality issues in designing and implementing EU accession reforms in respective countries. As experts in these issues, WCSOs can provide important support to the EU and countries’ governments and other public institutions in identifying key gender equality issues and inequalities requiring discussion and attention.

Table B. Extent to which Meetings of SAA Structures Include Gender Issues	2021	2022	Change
9. Percentage of SAA Committee meetings with gender equality issues on the agenda	100%	100% ¹²	1
10. Percentage of SAA SC meetings with gender equality issues on the agenda	33%	33%	0
11. Extent to which WCSOs were consulted by the EU ahead of SC meetings	Moderately	Moderately	0

⁹ EC, [Staff Working Document – Kosovo 2022 Report](#), Brussels, 12 October 2022.

¹⁰ Ibid., p. 66.

¹¹ Ibid., p. 67.

¹² Through correspondences with the OPM, KWN learned that only one SAA Committee meeting was held in 2022. The percentage is based on the conclusions received.

Table B. Extent to which Meetings of SAA Structures Include Gender Issues	2021	2022	Change
12. Extent to which SAA Committee and SC meeting conclusions attend to gender equality issues	33% (SAA SCs) 50% (SAA CM)	40% (SAA SCs) 50% (SAA CM)	0.5

In 2022, as per the government’s annual calendar of consultations with CSOs and other actors in the context of SAA structures, all consultation meetings in the context of the sixth round of SAA structures meetings were held, including one SAA Committee meeting and seven SAA SC meetings, six of which KWN monitored from a gender perspective. KWN received invitations, agendas, and conclusions from the government related to all meetings. The EU also organised parallel consultations with civil society prior to SAA SC structures meetings. However, from the EUO KWN only received invitations in relation to three SAA SC Consultation meetings, including on 1) Justice, Freedom, and Security; 2) Innovation, Social Policy, and Employment; and 3) Economy, Financial Issues, and Statistics. Thus, KWN assessed the EU’s consultations with civil society ahead of these meetings as occurring to a moderate extent. During these consultations, civil society representatives could provide their views on the agenda content and discussion points. In most consultations, KWN prepared and presented input on how agenda points could better attend to gender equality. KWN member WCSOs including the Kosovar Gender Studies Centre, Committee of Blind Women of Kosovo, and EcoKos Women attended and provided input in some of these meetings from an intersectional perspective. The EU tended to provide immediate feedback to civil society during these consultations, or, as relevant, to revert to civil society representatives afterwards regarding their questions and recommendations made during consultations. While consultations are open, civil society participation continues to be low, and diverse CSOs, including WCSOs, have not always participated. Some medium-sized WCSOs, particularly those outside Pristina, said that they had not received invitations to participate in consultations from the EU or the Government. Language barriers (with most consultations held in English), the location of consultations in Pristina, and minimal knowledge of the EU Accession process and how to engage in it have been factors limiting smaller, grassroots organisations’ participation.

Additionally, the Kosovo Government has involved civil society in public consultations related to SAA meetings since 2017, following the approval of the Regulation for Minimum Standards of Public Consultation.¹³ However, according to the Office of the Prime Minister’s (OPM), the Government started holding consultation meetings since 2018 when the then Ministry of European Integration launched the guideline for such consultations. They’re not mandatory under the Regulation for Minimum Standards of Public Consultation, but a special mechanism voluntarily designed by the former Ministry of European Integration.¹⁴ Consultations organised by the Government are held in Albanian, with Serbian interpretation, when CSO participants from the Serbian community attend.¹⁵ KWN consistently has participated in these consultations which occurred prior to every SAA meeting or has sent written contributions to inform these processes. Since 2019, KWN has observed significant improvements in the Government’s inclusion of civil society in the EU Accession process, particularly larger Pristina-based CSOs. KWN has consistently received planned agenda points for meetings of SAA structures, invitations to participate in consultations or to send written input, and meeting conclusions afterwards. Compared to the findings of the Kosovo Country Assessment Report 2021, the Government continued to be similarly consistent in inviting and including CSOs to participate in public consultations. Even so, there have been no developments in terms of ensuring more inclusive participation of diverse CSOs in these consultations, or a mapping of CSOs that could contribute to each SAA SC Thematic Area, as KWN advised previously. Another challenge this consultation mechanism faces is active participation of CSOs, with several consultation meetings not held

¹³ Government of the Republic of Kosovo, [Regulation \(GRK\) No. 05/2016 on Minimum Standards for Public Consultation Process](#).

¹⁴ KWN correspondences with OPM, Departments for European Integration, November 2023

¹⁵ Ibid.

because only one or two CSO participants attended. Further, agendas and conclusions are not publicly available, although the OPM EU Integration Departments, provides them upon request. The Government has a functional website on European Integration structures, which, among others, offers updates on EU Integration processes and documents.¹⁶ Conclusions from consultations and SAA structures meetings could have been made public here; their publication would facilitate their review and analysis, as well as enable civil society to hold the Government accountable to implementing recommendations, as KWN noted last year.

An analysis of the final SAA SC meeting agendas and conclusions provided by the OPM suggested that two of six SAA SC meetings (33%) that KWN monitored contained attention to gender equality in agendas and conclusions. The SAA SC Consultation meeting on Economy, Financial issues, and Statistics conclusions reiterated one of KWN's advocacy points: "Refrain from adoption of any new pension and social initiative spending a review of all existing social schemes and new initiatives, in particular the category-based pensions, as agreed on the ERP policy guidance 3." However, KWN's specifically recommended a gender review of social schemes, which was not specified in the conclusions. Therefore, this recommendation was considered partly taken.

The Government also sent conclusions and invitations to Civil Society on the first consultation meeting in the context of the SAA Committee meeting, held in May 2022; the conclusions and agenda of which contained attention to gender equality. There was one Committee meeting of the sixth round scheduled to meet in October 2022 but postponed to February 2023 by European Commission's request. Nevertheless, through correspondences of KWN with the OPM, department for European Integration, KWN found that the consultation meeting was not held, because only two CSO representatives attended. The Stabilisation and Association Committee (the Committee) is a structure functioning at the highest level of management of the civil service (between the political-level SAA Council and sectorial-level subcommittees and special groups), which supports the SAA Council in carrying out its tasks and responsibilities in enforcing decisions and recommendations, towards ensuring and overseeing SAA implementation.¹⁷ The SAA Committee meetings discuss all chapters covered by all subcommittees and special groups, including the one on Social Policy and Employment and the one on Justice, Freedom and Security, where usually a more thorough gender perspective is included. Notably, when gender equality issues were included in the agendas, they tended to be reflected in the conclusions as well. Other SAA and SC meetings did not contain any gender perspective, though they could have. For example, the conclusions of the SAA SC Meeting on Economy, Statistics, and Financial Control suggested that there was no discussion related to the institutionalisation of gender statistics or gender responsive budgeting, as per the LGE. This is despite KWN's recommendations sent to inform this process, which requested improving the new concept note on gender responsive budgeting and progress towards its institutionalisation.¹⁸ Further, the NPISAA 2022-2026 foresaw institutionalisation of gender-responsive budgeting, noting that: "Responsible bodies of the Assembly will ensure a strong oversight over the spending of the parliament budget during the financial year, including the analysis, implementation and monitoring the gender responsive budgeting".¹⁹

In summary, EU and government consultations of CSOs, including WCSOs, have improved compared to previous years but the findings from this year's analysis of the SAA structures consultation process have remained approximately the same as in 2021.

¹⁶ OPM, "[European Integration](#)".

¹⁷ OPM, "European Integration", "[Stabilisation and Association Committee](#)".

¹⁸ OPM, Agency for Gender Equality, [Concept Note on Gender Responsive Budgeting](#), 2022.

¹⁹ OPM, [National Program for the Stabilisation Association Agreement 2022-2026](#), "Responsible bodies of the Assembly will ensure a strong oversight over the spending of the parliament budget during the financial year, including the analysis, implementation and monitoring the gender responsive budgeting", p. 20.

Further strategizing and efforts are needed to ensure participation of more, diverse CSOs in consultations, as well as to ensure that attention to gender equality is integrated in all SAA and SAA SC meeting agendas and conclusions.

Additionally, during 2022, KWN provided oral and written input related to the following SAA meetings:

- Input for the SAA SC on Transport, Environment, Energy and Regional Development – Civil Society consultation meeting;
- Input for the VI SAA Committee Meeting;
- Input for the SAA SC on Innovation, Social Policy and Employment Civil Society consultation meeting;
- Input for the SAA SC on Justice, Freedom and Security Civil Society Consultation Meeting; and
- Input for the Consultations with Civil Society prior to the Public Finance Management Policy Dialogue and SAA Subcommittee Meeting on Economy, Finance and Statistics.

C. EU STRATEGIC ENGAGEMENT AT COUNTRY-LEVEL ON GENDER EQUALITY IN PLACE

This criterion examines the EU’s strategic engagement at a country level related to gender equality. The indicators used are commitments and indicators taken directly from EU GAP III (see Table C), including EU commitments to United Nations Security Council Resolution (UNSCR) 1325 on Women, Peace, and Security,²⁰ within GAP III. UNSCR 1325 and its sister resolutions are of particular importance to Kosovo, considering that it is a post-conflict country and that peace processes, including the official Dialogue between Kosovo and Serbia, remain ongoing under EU leadership. As per EU commitments, the EU has a responsibility to ensure women’s engagement in these processes.²¹

Table C. Extent to which EU Strategic Engagement at Country Level on Gender Equality is in Place	2021	2022	Change
13. Country-level Implementation Plan (CLIP) for GAP III agreed and transmitted to Headquarters (HQ) in Brussels (GAP III indicator 5.1)	Yes	Yes	1
14. Gender Country Profile conducted or updated	Yes	Yes	1
15. Fully-fledged gender analysis conducted or updated	Yes	Yes	1
16. Number of sector-specific gender analyses for the priority areas under the programming cycle 2021-2027 developed and transmitted to HQ (Brussels) (GAP III indicator 5.2)	0	2	1
17. Extent ²² to which EUO engages in dialogue on gender equality with governments, national gender equality mechanisms, parliaments, and other institutional actors (GAP III indicator 7.1)	Moderately	Moderately	0
18. Extent to which EUO consulted civil society including WCSOs for developing the CLIP	Fully	Fully	1
19. Extent to which EUO engages in dialogue on gender equality with civil society including WCSOs (GAP III, indicator 7.2) ²³	Moderately	Moderately	0

²⁰ United Nations, Security Council, [Resolution 1325 \(2000\)](#), adopted by the Security Council at its 4213th meeting, on 31 October 2000.

²¹ Council of the European Union, [Women, Peace and Security - Council conclusions](#), 10 December 2018.

²² Extent was defined as the number of times per year the EU met WCSOs to discuss gender equality issues. Dialogue was defined to include discussions on various political issues (not only “women’s issues”).

²³ Extent was defined as the number of times per year the EU met WCSOs to discuss gender equality issues. Dialogue was defined to include discussions on various political issues (not only “women’s issues”).

Table C. Extent to which EU Strategic Engagement at Country Level on Gender Equality is in Place	2021	2022	Change
20. Extent to which EUO engages in dialogue with civil society on women, peace, and security issues in partner countries (GAP III, indicator 7.2)	Minimally	Minimally	0

As noted in the previous Monitoring Report 2021, the EUOK completed the [Country-Level Implementation Plan \(CLIP\) for Kosovo](#) via a very consultative process in 2021. Kosovo's process was rather unique compared to other countries because the EUOK engaged KWN, as a leading WCSO network with expertise, to develop the CLIP as part of its existing service contract with the EUOK. Supported by KWN, the EU organised several consultations with various stakeholder groups (e.g., civil society, government, UN agencies, EU Member States, and EU staff members) to gather their input for the CLIP. The civil society consultations were organised together with EU Technical Assistance to Civil Society Organisations (EU TACSO), broadly advertised through CSO networks, and open to all members of civil society interested in attending. This very consultative process ensured that the CLIP was based on gender analysis, needs, and input from diverse WCSOs, among other stakeholders.²⁴ The CLIP was adopted by the EUOK, transmitted to Brussels, and published. No known revisions have been made to the CLIP. Nor does it seem that consultations on its implementation have been held.

Kosovo already has a country gender profile, the [Kosovo Gender Analysis](#), which was researched and written by KWN for the EUOK, published in 2018. Given the requirement that it be less than five years old, the EUOK and KWN determined that it was sufficient for informing the CLIP, though a new analysis will be due in 2024. To ensure timely data pertaining to GAP III indicators relevant to Kosovo, KWN also conducted a [rapid update](#) to the analysis in 2021, which informed the CLIP drafting process. The *Kosovo Gender Analysis* and rapid update contain sector-specific gender analyses for nearly all the priority areas identified for the EU's programming cycle for 2021-2027. Therefore, some sector-specific gender analysis exists for eight sectors, updated in 2021 to inform the CLIP. Regarding comprehensive gender analyses for specific sectors, the EU supported the following in 2022: 1) a gender analysis related to public finance reform, using the Public Expenditure and Financial Accountability (PEFA) Supplementary Framework for Assessing Gender Responsive Public Financial Management;²⁵ 2) KWN's second edition of *Gender-based Discrimination and Labour in Kosovo*, co-funded by the EU and Swedish International Development Cooperation Agency (Sida);²⁶ and 3) KWN's gender analysis on digitalisation, also co-funded by the EU and Sida, which has yet to be published and thus is not reported here.

The EUOK/EUSR engaged in dialogue on gender equality with governments, national gender equality mechanisms (NGEMs), parliaments, and other institutional actors to a moderate extent. During 2022, this related to gender equality and women's empowerment with the government and other institutions. Aside from the aforementioned SAA meetings, this dialogue has not been structured, but rather occurred through various events where the EUOK/EUSR mentioned gender equality as a fundamental value of the EU, among other issues.²⁷

Regarding engagement with NGEMs, the EUOK/EUSR and EULEX, particularly the gender advisors, engaged periodically with the Agency for Gender Equality (AGE) in the OPM. However, as in 2021, in 2022 the EU did not engage with AGE in official political dialogues,²⁸ such as related

²⁴ In various fora and meetings, the EUOK, EC, and diverse WCSOs expressed their satisfaction with the inclusive and consultative process.

²⁵ [Kosovo: Public Expenditure and Financial Accountability \(PEFA\) Performance Assessment Report](#), 17 February 2022.

²⁶ KWN, [Gender-based Discrimination and Labour in Kosovo](#), 2022. KWN also led the regional research on the same topic, but it is not mentioned here as it was in reference to all six WB countries. Notably, a Gender Analysis on agriculture also was carried out by KWN, supported by the UN Food and Agriculture Organization (FAO) and will be published in 2023; the EU was consulted in this process and can use this analysis.

²⁷ KWN, data request responses from EUOK, 2022.

²⁸ Ibid.

to various sectors where AGE could have provided insight towards improved attention to gender equality.

EULEX reported discussing gender equality in every meeting that EULEX has with the Presidency and government institutions.²⁹ These meetings occur regular and monthly. EULEX is also part of the Inter-Ministerial Working Group against Domestic Violence and was part of the drafting process on the recently adopted Law on Protection from Domestic Violence, Violence against Women and Gender Based Violence. The EULEX Mission also supported the Working Group that drafted the State Protocol on the Treatment of Sexual Violence Offences.³⁰ The EU's main counterparts related to gender equality remain the Women's Caucus and the Parliamentary Committee on Human Rights, Gender Equality, Missing Persons, and Petitions. Similarly, EULEX's dialogue with the parliament seemingly continued to relate to the compliance of draft national legislation with gender equality principles, particularly related to gender-based violence.

The EUOK/EUSR engaged moderately in dialogue on gender equality with civil society including WCSOs. No structured or regular meetings were organised in 2022³¹ However, WCSOs met with the EUO Gender Advisor and often shared input related to political or legislative developments. Further, EU Ambassador Tomáš Szunyog met WCSOs, including KWN once, on International Women's Day, and met civil society activists, including KWN on the International Day against Homophobia, Transphobia, and Biphobia. The only structured, albeit irregular, meeting between the EU Ambassador and the EUO Gender Advisor with WCSOs was held in November 2022 with WCSOs representing grassroots and vulnerable groups, KWN member organisations, including: the Center for Education and Community Development – Friends, the Network of Roma, Ashkali, and Egyptian Women Organizations of Kosovo, the Organisation of Persons with Muscular Dystrophy of Kosova, Kosovar Gender Studies Centre, and Ruka Ruci. Some of the issues discussed during this meeting included:

- Difficulties faced by WCSOs in accessing and ensuring sustainable funding;
- Women's participation in politics and decision-making, including in parliament, municipal assemblies, at local and national levels, and in the public administration;
- The prevalence of gender-based violence, the need for better funding of service providers and training of social service providers;
- The extent of discrimination against Roma, Ashkali, and Egyptian women; and
- The security of Kosovar and Serb WCSOs working on peacebuilding in South and North Mitrovica.

This meeting was co-organised by the EUO and KWN, through the project "Empowering Women's Participation in Politics" supported by the EU, with the purpose of fostering better relationships and dialogue among WCSOs and the EUO in Kosovo.

The EULEX Mission regularly takes part in events organised by civil society related to gender equality.³² Mission representatives meet regularly with CSOs, including WCSOs, as well as those representing LGBTQI+ and disabled persons and children.³³ The Mission also engages civil society as implementing partners. The Mission, particularly the Gender Advisor, meets regularly with WCSOs for networking, joint activities, and discussing issues of shared interest.³⁴

Aside from participating jointly in the President of Kosovo's International Forum on Women, Peace, and Security in 2022, the EU's dialogue with civil society on women, peace and security issues, remained weak, considering that Kosovo is a post-conflict country where the EU must undertake regular consultations with WCSOs as per UNSCR 1325 on Women, Peace and

²⁹ KWN, data request responses from EULEX, 2022.

³⁰ Ibid.

³¹ KWN, data request responses from EUOK, 2022.

³² KWN, data request responses from EULEX, 2022.

³³ Ibid.

³⁴ Ibid.

Security, the [EU Strategic Approach to Women, Peace and Security](#),³⁵ and GAP III's harmonised commitments. The Prishtina – Belgrade Dialogue continued throughout 2022 towards reaching a sustainable and peaceful solution to the ongoing conflict. Several political tensions took place in Northern Mitrovica in September-October 2022. However, the input of WCSOs working in that area both from north and south Mitrovica was practically invisible.³⁶ Further, WCSOs' decades of work towards reconciliation and peace is at stake, due to continuous political interference that limits their activism. The EU Special Representative for the Belgrade-Pristina Dialogue Miroslav Lajčák made several visits to Kosovo related to this process. He and his team never met WCSOs to involve them in these processes, to discuss women's priorities, or to ensure attention to gender equality as part of this process. KWN raised this issue with the EU during advocacy visits in Brussels and asked for improved consultations and women's enhanced engagement in the Dialogue process. Diverse women and their priorities generally have been left out of this peace process, hindering the establishment of an inclusive, gender-responsive, and lasting peace.³⁷

D. EU MAINSTREAMS GENDER IN ALL ACTIONS AND TARGETED ACTIONS

The Organisation for Economic Co-operation and Development, Development Assistance Committee (OECD DAC) has established specific criteria for gender markers for programs. This criterion examines the extent to which the EU has mainstreamed gender in all its actions, based on set criteria, as well as whether the EU has planned targeted actions towards furthering gender equality as set out in GAP III. The timeframe refers to actions developed in 2022.

Table D. Extent to which EU Mainstreams Gender in All Actions and Targeted Actions	2021	2022	Change
21. Number and % of new actions ³⁸ that are gender responsive or targeted (GM1 + GM2) at country level (GAP III, indicator 1.1)	7 ³⁹ (100%)	4 (100%)	1
22. Number and % of new gender targeted actions (GM2) implemented from national allocation (GAP III, indicator 1.2)	0 (0%)	0 (0%)	0
23. Total funding in support of gender equality at country level (GM1 + GM2) (GAP III, indicator 1.3)	€71.21 million ⁴⁰	€62.25 million	- 0.5
24. Amount of funding directed towards women's organisations and movements at country level (GAP III, indicator 1.4)	€488,300	€0	-1
25. % of new actions supporting public finance management reforms that include a gender budgeting component (GAP III, indicator 3.1)	100%	N/A	0

All four of the EU's new actions approved in 2022 were marked with a Gender Marker (GM) 1. The EU does not yet have a system for tracking total funding in support of gender equality specifically. As noted, the EU uses the standardised OECD gender marker, and this can contribute to a misrepresentation of actual resources allocated given the nature of this OECD methodology. Notably, in a GM1 action, only a percentage of the funds contribute to gender equality; other funds may be used for other purposes. Yet, there is no way of tracking the precise amount of funds spent on gender equality in GM1 actions. Therefore, as per GAP III indicator 1.3, the EU can only arrive at a rough estimate of the total amount of funding that will contribute to gender equality. In Kosovo, this was an estimated €62.25 million in 2022, which is also the total anticipated

³⁵ EEAS, [EU Strategic Approach to Women, Peace and Security](#), Annex, November 2018, p. 6.

³⁶ KWN correspondences with WCSOs working in South and North Mitrovica.

³⁷ See: KWN, [A Seat at the Table: Women's contributions to and expectations from peacebuilding processes in Kosovo](#), 2021.

³⁸ This refers to Action Documents and not to contracts. "New" refers to those approved in 2022.

³⁹ This has been adapted since the 2021 monitoring report because the EU published the Action Document on the [EU Civil Society Facility and Media Programme for Kosovo* 2021-2023](#) after the 2021 monitoring report had been finalized. This has been updated to reflect this Action Document, approved in 2021.

⁴⁰ This was also adapted.

allocation, as all four action documents were marked GM1.⁴¹ However, KWN assessed that the gender marker assigned to ADs was not always accurate (see Table 1), as they did not fulfil all OECD DAC criteria to be marked as GM1. Although ADs contain some gender analysis, not all targets and baselines measure changes in gender equality as per the OECD criteria. Thus, the amount of funding dedicated to gender equality is presumably lower. Additionally, obviously 100% of EU funding will not go to furthering gender equality in GM1 actions, but this is an issue with the OECD methodology and thus the GAP III indicator itself.

The EU does not have any way of measuring funding for WCSOs and movements through its existing systems. While the EUOK had ongoing contracts signed in prior years with WCSOs that supported WCSOs in 2022, these are not included here based on the methodology, which only reflects contracts signed in 2022. No new contracts were signed with WCSOs in 2022.

Nor did the EU sign any new contracts related to public finance reform this year. However, the EUOK continues providing Technical Assistance to support Public Finance Management (PFM) reforms in Kosovo, implemented by Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ). This included the aforementioned assessment under the PEFA Supplementary Framework for Assessing Gender Responsive Public Financial Management, conducted in 2021 and published in 2022.⁴² This gender analysis, based on a respected methodology, established a baseline, identifying the next steps required to support furthering gender responsive budgeting in Kosovo based on best international practice.

E. THE EU LEADS BY EXAMPLE

This criterion examines the extent to which the EU is leading by example, by establishing gender-responsive and gender-balanced leadership at top EU political and management levels, as per GAP III, pillar 4. It discusses the leadership of both EUOK/EUD and EULEX, as a Common Security and Defence Policy (CSDP) mission.

Table E. The Extent to which the EU Leads by Example	2021	2022	Change
26. Number and % of women in senior and middle management positions in the EU Office, EUSR, and EULEX, as a CSDP mission (GAP III, indicator 10.1) ⁴³	0% ⁴⁴	0%	0
27. % of management trained on gender equality and GAP III in EU Office and CSDP mission (indicator 10.2)	92%	0%	- 0.5
28. % of management trained on women, peace and security in EU Office and CSDP mission (indicator 10.2)	14%	0%	- 0.5
29. Number of Gender Adviser / Gender Focal Points in the EU Office and CSDP mission	14	13	- 0.5

According to the EC definition of management, senior management positions are considered the Heads of Delegations, whereas middle management positions are considered Heads of Cooperation.⁴⁵ As of February 2022, in the EUOK, the Head of Mission was a man. Meanwhile, two of six heads of sections were women (29%). In the EUSR, the EUSR/Ambassador

⁴¹ EC, Brussels, [Final Commission Implementing Decision](#) of 30.11.2022 on the financing of the annual action plan in favour of Kosovo for 2022, Article 2, Union Contribution.

⁴² [Kosovo: Public Expenditure and Financial Accountability \(PEFA\) Performance Assessment Report](#), 17 February 2022.

⁴³ Senior Management is defined to include: Secretary Generals, Deputy Secretary Generals, Managing Directors, Directors, and some Ambassadors (at the Directors level). Middle management is defined as Heads of Division and most Ambassadors. In practice, within a given mission like Kosovo, additional positions may participate in management meetings, but this indicator refers only to this definition.

⁴⁴ This has been revised compared to the 2021 report following clarification of the definition of senior management.

⁴⁵ EC, [Managers at the European Commission](#), "Job descriptions, key qualifications and vacancies for management positions in the European Commission".

is a man, and one of four heads of section is a woman (20%). At EULEX, both the Head of Mission and Deputy Head of Mission are men.

KWN provided four trainings to 43 EU staff including two basic trainings on gender equality, one on gender responsive budgeting, and one on gender in justice and rule of law sector. While one was attended by the EUOK Deputy Head of Mission, none were attended by senior or middle management in 2022. Nevertheless, they received such training in prior years. KWN also provided ongoing mentoring to EUOK staff on gender mainstreaming action documents, contracts, and terms of reference, through the contract agreement KWN had with the EUOK until the end of 2022. This contributed to implementing CLIP and GAP III.⁴⁶ Similarly, at EULEX, in 2022, all new managers were trained on gender equality, GAP III, and women, peace, and security. Meanwhile, others received trainings previously, in 2021.

In Kosovo, the EU has a full-time Gender Advisor and a gender focal point in the EUOK/EUSR, a full-time Gender Advisor in the CSDP EULEX mission, and 10 gender focal points in EULEX, totalling 13 persons. Aside from the Gender Advisor who reports to the EULEX Head of Mission, none of the gender focal points sit at a management level or report directly to the Heads of Mission. This limits the influence of gender focal points at the EUOK. Meanwhile, the EUOK Gender Focal Point did not have these responsibilities clearly included in her job description, as an IPA Programming Horizontal Officer. This was because gender focal point responsibilities were not included in the position when it was advertised, and, due to EU procedures, the position would need to be readvertised to add these responsibilities to her job description. This is an administrative challenge that has prevented inclusion of these responsibilities in gender focal points' work. Given her other responsibilities, the time that she could spend as a gender focal point has been limited. A new job opening has sought to address this issue in part, but the position has not yet been filled. EULEX has a full-time Gender Adviser with a clear job description, and the EULEX gender focal points have a clear Terms of Reference.

F. GOVERNMENT ADOPTS LEGISLATION IN LINE WITH THE EU ACQUIS COMMUNAUTAIRE ON GENDER EQUALITY AND CONSULTS WCSOS

This criterion examines the extent to which the government has adopted legislation in line with the EU Acquis Communautaire on Gender Equality and has consulted WCSOs.

Table F. Extent to which the Government Adopts Legislation in Line with the EU Acquis Communautaire on Gender Equality and Consults WCSOs	2021	2022	Change
30. Extent to which gender equality is addressed in the National Programme for the Adoption of the Acquis	Extensively	Extensively	1
31. Extent to which key laws on gender equality and EU Accession are open for public consultation	Fully	Fully	1
32. Extent to which inputs on laws, amendments, and policies by WCSOs in line with the EU Acquis on gender equality are taken on board	Minimally	Minimally	0
33. Extent to which new sectoral strategies are publicly available	Fully	Fully	1
34. Extent to which new sectoral strategies mainstream gender equality	Moderately	Moderately	0
35. % of sector working groups (or the like) with WCSOs included or represented	Not applicable	Not applicable	Not applicable

The National Program for the Implementation of the Stabilisation and Association Agreement (NPISAA) [2022-2026](#) is Kosovo's main national strategic document for the implementation of the European Reform Agenda. It sets forth the reforms needed for the

⁴⁶ EUOK, Gender Action Plan III – 2021-2025 [Country Level Implementation Plan for Kosovo](#), p. 6 CSO Involvement.

implementation of the SAA and the transposition of the EU Acquis into national legislation. Updated annually, Kosovo adopted the NPISAA 2021-2025 in October 2021. The Government annually holds public consultations during the process of modifying the NPISAA to align it with the Government Programme 2021-2025, the Strategic Operational Plans (SOPs) of the OPM and ministries, and the European Reform Agenda (ERA) II Action Plan. The NPISAA 2022-2026 contains approximately 75% of KWN’s recommendations. As the seventh NPISAA on which KWN has commented since 2016, KWN evaluates it as the most gender-mainstreamed, as attention to gender was included in different chapters, including chapters in which it was previously unlikely to be gender mainstreamed, such as Democracy and Elections, Energy, Finance / Company Law, Public Administration Reform, Industry, Economy, Local Governance, and European Standards, Fundamental Rights, and Judiciary. The improved gender perspective in the NPISAA largely resulted from KWN’s input, as several sections where gender was mainstreamed were based on KWN’s recommendations for the past year, as well as previous years. Due to KWN and its members’ advocacy, the NPISAA 2022-2026 also stated that security forces must be fully in line with UNSCR 1325 on Women, Peace and Security and that building a long-lasting peace between Kosovo and Serbia, as well as establishing diplomatic relations and good neighbourly relations in the European spirit, requires the inclusion and participation of women and men in dialogue processes. In summary, the NPISAA extensively mainstreams gender. These were some of the mid-term priorities that the 2022-2026 NPISAA included:

- Political Criteria, Parliament: “Responsible bodies of the Assembly will ensure a strong oversight over the spending of the parliament budget during the financial year, including the analysis, implementation and monitoring the gender responsive budgeting”⁴⁷;
- Company Law: “Improvement of the human and technical capacities of one-stop shops and of business services, improving business services and undertaking affirmative action to encourage underrepresented gender, in line with the Law on Gender Equality”⁴⁸;
- Financial services: “Pensions sector: The [Central Bank of Kosovo] CBK regulatory framework in the area of pensions will be amended in line with the requirements of the Law on Pension Funds and the EU acquis in the area of pensions. At the request of civil society organisations dealing with gender equality, gender mainstreaming should be ensured in this process, in accordance with the Law on Gender Equality”⁴⁹;
- Capacity to Cope with Competitive Pressure and Market Forces within the Union: “Increasing access of youth and women to the labour market by providing quality employment services, active employment measures and entrepreneurship”⁵⁰;
- Energy efficiency and renewable energy sources: “Allocation of grants for efficiency measures for women-owned businesses within the “Reliable Energy Landscape”⁵¹;
- Economic Policy: “Support to small and medium-size enterprises by increasing the credit guarantee fund and other administrative ease, including, inter alia, undertaking affirmative action measures for women-led enterprises”⁵²;
- Social Policy and Employment: “The new Law on Social and Family Services that will enable the advancement of social services, strengthen the Centres for Social Work at the local level, define the licensing procedures and the operating framework of social service providers from the non-governmental and private sector.”⁵³;
- Fundamental Rights: “Strengthening the role of gender equality officers in ministries and municipalities; Strengthening the role of women and girls in decision-making process, their economic empowerment and elimination of gender-based violence and domestic violence;

⁴⁷ NPISAA 2022-2026, p. 19.

⁴⁸ Ibid., p. 95.

⁴⁹ Ibid., p. 118.

⁵⁰ Ibid., p. 68.

⁵¹ Ibid., p. 145.

⁵² Ibid., p. 158.

⁵³ Ibid., p. 169.

Align the electoral reform legislation with the Law on Gender Equality; Implement the Kosovo Programme for Gender Equality and establish a monitoring system for the implementation of the Law on Gender Equality; Adoption of the new Strategy against domestic violence; Implement the Gender Impact Assessment for the regulatory framework; Fully investigate attacks on journalists, cases of sexual and domestic violence, hate crimes, hate speech and discrimination, and attacks on LGBTI people, ensuring timely and complete investigations and trials of tilla; Take concrete action to ensure the functioning of shelters for victims of gender-based violence.”⁵⁴;

- **Judiciary:** “The process of selecting the remaining members of the [Kosovo Judicial Council] KJC and [Kosovo Prosecutorial Council] KPC should be [...] transparent, merit based, respecting the balance based on minorities and gender.”⁵⁵

Amid reporting on the state of play or listing challenges or mid-term priorities related to different chapters of the Acquis, the Government often used the phrasing: “According to findings of CSOs” or “At the request of civil society organizations”. While the recognition of WCSOs’ requests for gender mainstreaming are welcomed, KWN notes that the Government needs to replace the phrasing “At the request of CSOs” with legal requirements. For example, regarding the right to register property through the cadastral system, the 2022-2026 NPISAA notes that “At the request of civil society organisations dealing with gender equality, this regulation should ensure that all cadastral system data are gender-disaggregated.”⁵⁶ However, gender-disaggregated data is a direct request of LGE, Article 5.

Laws and public policies are always made available for public consultations. Since 2016, this is an obligation of the Government as per the [Regulation \(GRK\) No. 05/2016 on minimum standards for public consultation process](#). Further, Kosovo has a [public consultation platform](#), through which both CSOs and individual women and men can upload their input on draft policies or send input directly to responsible officials in line ministries. KWN together with its member WCSOs regularly uses the public consultation platform to propose specific ways for improving attention to gender equality within draft laws, regulations, and documents. The Government also publishes on the same platform documents relevant to the EU Accession process and new sectoral strategies. Therefore, these documents are publicly available to a full extent. However, sometimes more time could be provided for public consultations, particularly for longer documents like the NPISAA.

AGE also monitors public policies and is often consulted to include a gender perspective in a few, albeit not all. Insufficient human resources made it difficult for AGE to monitor the extent to which its input and recommendations were incorporated in all adopted laws and strategies.⁵⁷

Meanwhile, WCSOs’ input in line with the EU Acquis on gender equality is incorporated in these draft laws, amendments, and policies to a moderate extent. As mentioned, WCSOs’ input has been incorporated in EU Accession documents and relevant strategies, such as the NPISAA, ERA, and Economic Reform Program (ERP). However, fewer recommendations made by WCSOs were incorporated in laws, regulations, and administrative instructions. The Government has not yet identified a way to include more, diverse WCSOs in public consultations, particularly those from the local level. Their input could inform the drafting of laws and policies so that they better respond to the needs of diverse women and men. Further, line ministries only minimally consult gender equality officers (GEO) in ministries during the drafting of public policies. The LGE foresees the inclusion of GEOs in policymaking working groups, though they seldom have been adequately included. GEOs tend to be in closer contact with WCSOs, so they could support improved engagement and incorporation of WCSOs’ recommendations in policymaking.

⁵⁴ Ibid., p. 194.

⁵⁵ Ibid., p. 182.

⁵⁶ Ibid., p. 51.

⁵⁷ KWN interview with AGE in March 2022.

However, most GEOs also need to further their capacities in policymaking to be able to contribute meaningfully to new policies from a gender perspective.⁵⁸

To assess the extent to which new sectoral strategies mainstream gender equality, KWN used the Kosovo Strategic Documents Plan 2021-2023, analysing sectoral strategies opened for public consultation. This Plan was prepared based on the ministries' proposals for drafting strategic documents for this period. Of the 36 strategies enlisted in this Plan, KWN's analysis found that 17 strategies remained as drafts as of the end of 2022 (47%), whereas 19 were published and opened for public consultations (53%). Strategies are usually opened for consultation on the official public consultation platform.⁵⁹ Of the 19 published strategies, 15 have no attention to gender at all; data within them has not been disaggregated by gender where needed. Four strategies very moderately included a gender perspective: the Strategy on Migration 2021-2025; National Strategy Against Trafficking in Human Beings in Kosovo 2022-2026; the Rule of Law Strategy 2021-2026; and the National Human Rights Program.

In summary, most strategies that are relevant to gender equality have been opened for public consultations and remain as drafts, whereas the ones that are published do not include sufficient attention to gender equality. In most cases, they do mention challenges and identify barriers related to the inclusion of a gender perspective in policy areas. However, these strategies' corresponding action plans do not include any objectives, measures, indicators, baselines, or targets related to gender equality.

As Kosovo is still in an early phase of the EU Accession process, the Government has not yet created sector working groups for the different chapters of the Acquis.⁶⁰ KWN has advocated that it will be important to ensure that WCSOs are included in these working groups.

G. GOVERNMENT IMPLEMENTS RECOMMENDATIONS ON GENDER EQUALITY INCLUDED IN THE COUNTRY REPORT

This criterion examines the extent to which the government and responsible institutions have implemented recommendations on gender equality, which were in the 2020 and 2021 EC Kosovo Report. Recommendations refers to both the official recommendation in the grey boxes and the recommendations included in the narrative of the chapters. This rapid analysis is based on KWN's assessment of implementation as per publicly available documents and data requests submitted through its research.

Table G. The Extent to which the Government Implements Recommendations on Gender Equality Included in the Country Report	2021	2022	Change
36. Extent to which recommendations on gender equality included in the Kosovo Report have been implemented by the government or institutions	Minimally	Minimally	0

Both the 2021 and the 2022 Kosovo Report recommended in a grey box "to strengthen the implementation of the LGE and ensure proper functioning of the system of protection, prevention and adjudication of all forms of gender based violence". KWN's monitoring and data requests sent to institutions suggests that several aspects of the LGE have remained poorly implemented, such as ensuring availability of sex-disaggregated data, gender equality at all levels of government and public administration, and gender responsive budgeting, for example.

GEOs continue to lack adequate capacities for carrying out their responsibilities and are still side-lined from decision-making processes, which undermines the extent to which gender equality can be incorporated in policy and decision-making processes at all levels as per the

⁵⁸ KWN observations while conducting interviews with GEOs related to its forthcoming report on "Gender and Digitalisation".

⁵⁹ Republic of Kosovo, Government, OPM, Office for Good Governance, [Public Consultation Platform](#).

⁶⁰ KWN correspondences with the National IPA Coordinator, April 2022.

LGE.⁶¹ Despite improvements, such as the Ministry of Justice and Forensic Medical Institute collaborating with KWN and other actors to draft the State Protocol on the Treatment of Sexual Violence cases, attention to gender-based violence remains insufficient. Further funding must be allocated for all policies and strategies in place; and rehabilitation measures for victims and perpetrators of violence are still lacking. Several laws related to the wellbeing of women and girls, including their physical and economic wellbeing, remained drafts in 2022, such as the Draft Law on Social Housing, Draft Law on Social and Family Services, Draft Law on Labour, and Law on Protection from Domestic Violence, Violence against Women and Gender Based Violence.⁶² Moreover, appropriate training of the entire justice system on gender-based violence has yet to be fully institutionalised, including within the Faculty of Law. Thus, despite progress, KWN assesses that the implementation of the LGE and proper functioning of “the system of protection, prevention and adjudication of all forms of gender based violence” have remained weak.

Second, both the 2021 and the 2022 Kosovo Report recommended in a grey box “to adopt and enforce the Law on Labour in line with relevant EU acquis, in particular in relation to non-discrimination in employment and parental leave”. The needed amendments to the Law on Labour as per the relevant EU acquis, particularly the EU Work-Life Balance Directive, have not been completed, and the law has not been adopted. Therefore, it could not be enforced. KWN’s research suggests that the current Labour Law continues to contribute to gender-based discrimination in labour.⁶³ Secondary legislation continued to be drafted, in line with the current Labour Law, lacking a gender perspective.

Third, related to the recommendation on Justice, Freedom and Security: “Implement the strategy and action plan against trafficking in human beings 2022-2026, adopting a victim-centered approach”, KWN continues to witness victim blaming among police officers, judges and prosecutors. Generally, research suggests that Centres for Social Work still lack capacities for handling gender-based violence cases using a gender sensitive approach.⁶⁴

Fourth, regarding the grey box recommendation on Economic Development and Competitiveness: “Implement active labour market measures to support employment, resume publishing of the labour force survey data and continue to implement measures aiming to formalise informal employment.” The Kosovo Agency of Statistics (KAS) has not updated its Labour Force Survey since 2021. As of 2022, the Government did not have any strategy to address informality, particularly from a gender perspective. KWN is conducting a gender analysis to inform the government’s new, planned strategy to address informality.

Thus, overall, despite commitments and some improvements, the Kosovar government has minimally fulfilled the 2022 Kosovo Report recommendations in relation to gender equality.

H. PROGRAMMING OF IPA III AT NATIONAL LEVEL PRIORITISES GENDER EQUALITY

This criterion examines the extent to which Instrument for Pre-Accession (IPA) III Programming prioritises gender equality.

Table H. The Extent to which Programming of IPA III Prioritises Gender Equality	2021	2022	Change
37. Extent to which responsible government bodies consulted women’s organisations for the development of the Multi-annual Indicative Programmes IPA III Strategic Response	Not at all	Not at all	0

⁶¹ KWN observations while conducting interviews with GEOs related to its forthcoming report on “Gender and Digitalisation”.

⁶² This was adopted in October 2023.

⁶³ KWN, *Gender-based Discrimination and Labour in Kosovo*, second edition, Pristina: 2022.

⁶⁴ Adelina Berisha and Nicole Farnsworth for KWN, *Assessment of Service Provision by Centres for Social Work for Survivors of Domestic Violence*, KWN: 2022.

38. Extent to which Multi-annual indicative Programme [IPA III Strategic Response] includes gender equality objectives	Not publicly available	Not publicly available	0
39. Extent to which annual Indicative Programs or Action Documents contain a gender perspective	Moderately	Moderately	0.5

Historically, the Multi-annual Indicative Programme for a given country has sought to ensure consistency between the key EU areas of intervention and the priorities expressed by the beneficiary country. With IPA III, in the WB, given the unique pre-accession context, rather than preparing these documents, governments have been asked to prepare a Strategic Response to IPA III. The government did not consult WCSOs at all in developing this document. KWN had the opportunity to briefly review it only because the EUOK/EUSR shared the draft document. The IPA III Strategic Response has not been made publicly available, and therefore the extent to which it includes gender equality objectives could not be analysed.

On 15 December 2021, the EC published the final [Commission Implementing Decision on the financing of the annual action plan in favour of Kosovo for 2022](#). Paragraph 5 of this decision specifies that the objectives pursued by the annual action plan in favour of Kosovo for 2021 are to improve the protection of human rights, gender equality, and public safety and security, among other objectives. Article 1 sets forth four actions: 1) EU for Fundamental Rights; 2) EU Approximation; 3) EU for Environment and Green Energy; and 4) EU for Inclusive Socio-economic development.

KWN utilised the [OECD DAC](#) minimum criteria for gender marking to analyse each action document from a gender perspective, using the following indicators:

- Was a gender marker assigned?
- Was gender analysis sufficiently included in the problem or situation analysis that informed the action?
- Was at least one objective towards gender equality included at a specific objective (GM1) or overall objective (GM2) level, towards addressing gender inequalities and needs identified through the gender analysis?
- Do indicators measure implementation of objectives towards gender equality?
- Are all indicators, baselines, and targets disaggregated by sex?

Additionally, based on GAP II and alluded to in GAP III, KWN assessed: to what extent were WCSOs engaged in the process of drafting the action documents. Table 1 summarises findings, using the “Boolean” system where “0” means no, “0.5” means partially, and “1” means fully. Using this scoring methodology, the percentage of all six action documents fulfilling the criteria is calculated in the last row, enabling comparisons over time. Each action document is briefly assessed.

Table 1. Extent to Which Action Documents Fulfilled OECD DAC Criteria for Gender Mainstreaming

OECD DAC Criteria	(a) Fundamental Rights	(b) EU Approximation	(c) EU for Environment and Green Energy	(d) EU for inclusive socio-economic development
Gender marker assigned?	1	1	1	1
Gender analysis sufficiently included in problem / situation analysis?	1	0.5	1	1
At least one objective towards gender equality?	1	0	0	1
Indicators measure implementation of objectives towards gender equality?	0.5	0	0.5	0.5
All indicators, baselines, and targets disaggregated by sex?	1	0	0.5	0.5
WCSOs consulted in design?	1	1	1	1
Percentage of criteria met per action document	92%	42%	67%	83%

The **Action Document on EU Fundamental Rights** includes gender equality and women's empowerment as a significant objective. This makes the document GM1. The AD includes two outcomes related to gender equality (Outcome 1: "To support public and non-governmental actors in Kosovo in implementing a sustainable, gender sensitive return and reintegration of up to 260 displaced families to Kosovo"; and Outcome 2: To facilitate the judges, prosecutors and lawyers to obtain knowledge on European Human Rights standards and the EU acquis, including gender equality acquis".)⁶⁵ These outcomes have corresponding gender disaggregated indicators. However, these seem unclear. For Outcome 1, the indicator is: "Number of community-based development projects involving both men and women from returning and receiving communities." The target is 60 projects, but this will not measure the involvement of both women and men. Further a project is an activity, whereas measuring the successful reintegration of people would be a result. Similarly, Outcome 2 has foreseen the indicators: "Number of a) Judges, b) prosecutors, c) lawyers and d) court staff trained with EU support on European Standards and EU Acquis, disaggregated by sex" and "Number of students and law professors trained and certified after training on Council of Europe standards, disaggregated by sex". However, the target is not gender-disaggregated, and it is unclear how much of the training curriculum will be dedicated to the EU Gender Equality Acquis, as stated in the outcome.

The **Action Document for EU Approximation** includes gender equality and women's empowerment as a significant objective, so GM1. The Document includes a very brief gender analysis, noting that "Gender Mainstreaming is especially relevant for the approximation with the EU acquis, as EU gender equality is a crucial element of the acquis and thus area of support 1 also contributes to gender equality."⁶⁶ The brief gender analysis notes that the NIPAC Office, Agency for Gender Equality and line ministries will continue to develop capacity building towards gender mainstreaming in all IPA programming and that "the action is fully aligned with the EU Gender Equality Strategy 2020-2024, by supporting gender mainstreaming and systematically including a gender perspective in all stages of policy design across all EU policy areas." However, there is no reference made to Gender Impact Assessments (GIAs), as per Kosovo's LGE which precisely asks for GIAs to be conducted to inform policymaking.⁶⁷ Further, there are no outcomes, outputs, indicators, baselines, or targets related to gender mainstreaming, specifically to capacity-building of institutions in gender mainstreaming. Only one indicator requires gender-disaggregated data; the Indicative Logical Framework Matrix does not contain any other outcomes, outputs, indicators, baseline, or targets related to gender equality.⁶⁸ As such, the Action Document on EU Approximation does not fulfil all the OECD DAC Criteria to be marked GM1. Thus, the AD was not correctly marked.

The **Action Document for EU for Environment and Green Energy** includes gender equality and women's empowerment as a significant objective, so GM1. Of nine total indicators, only five are gender-disaggregated. However, there are no corresponding gender-disaggregated baselines or targets to measure implementation and results. The Document has a gender analysis discussing the employment of women in the environment sector, as well as the need for more affirmative measures in this aspect.⁶⁹ However, this analysis does not reflect the corresponding outcomes, outputs, or indicators in the Indicative Logical Framework Matrix. The need for

⁶⁵ EC, Directorate General for European Neighbourhood Policy and Enlargement Negotiations (DG NEAR), ANNEX 1 to the Commission Implementing Decision on the financing of the annual action plan in favour of Kosovo for 2022, [Action Document for EU for Fundamental Rights](#).

⁶⁶ EC, DG NEAR, ANNEX 2 to the Commission Implementing Decision on the financing of the annual action plan in favour of Kosovo for 2022, [Action Document for EU Approximation](#).

⁶⁷ Law No. 05/L-020 on Gender Equality, Article 5, General measures to prevent gender discrimination and ensure gender equality.

⁶⁸ Ibid. Output 2.1 related to Outcome 2: Support provided in the implementation of existing or future agreements reached within the Belgrade-Pristina Dialogue.; Indicator: "Number of projects (during the implementation of which beneficiaries will be disaggregated by gender) for socioeconomic development."

⁶⁹ EC, DG NEAR, ANNEX 3 to the Commission Implementing Decision on the financing of the annual action plan in favour of Kosovo for 2022, [Action Document for EU for Environment and Green Energy](#).

affirmative measures is included in the Risk Assessment Framework, as a mitigating measure,⁷⁰ but not in the Matrix. The gender analysis section mentions that “The capacity building measures [in relation to waste management] will be identified and designed based on an institutional gap analysis and training needs assessments”; and that “These will be based on gender-sensitive and inclusive approaches to promote equal opportunities.” However, a GIA is not foreseen in the Matrix either, although Environmental Impact Assessments and Social Impact Assessments are specifically foreseen and mentioned. The Matrix includes no outcomes, outputs, or activities targeting gender equality. It includes only three indicators mentioning women, yet, not targeting them directly, as the Document states that it aims to “enhance gender equality”.⁷¹ The indicators are mostly in terms of gender-disaggregated data of participants and/or beneficiaries. While most criteria for a GM1 are fulfilled, targets could have been gender disaggregated.

The **Action Document for EU for inclusive socio-economic development** includes gender equality and women’s empowerment as a significant objective, so GM1. The Action notes that it “is designed and will be implemented according to national and international gender equality standards including the Kosovo Law on Gender Equality, the Kosovo Programme on Gender Equality, and EU Gender Action Plan III.” It has a brief gender analysis in the three areas of support: 1. “Community Stabilisation”; 2. “Inclusion in education of Roma, Ashkali and Egyptian communities”; and 3. “Support to youth volunteering”.⁷² The analysis discusses issues faced by women and girls in these communities. Three of the outcomes aim to target women and men, girls and boys equally.⁷³ All three outcomes have corresponding indicators related to gender equality. However, they do not necessarily contribute to the gender equality aims of the outcomes. For instance, towards Outcome 1: “Create income-generating opportunities and improve social inclusion for women and men from non-majority communities in Kosovo”; through Output 1: “Non-majority and inter-ethnic business associations/cooperatives/community initiatives, and/or social enterprises are supported to address community needs and to create employment opportunities”, the following indicators are proposed: “# of business associations (BA) created in targeted areas to establish new value-added production higher in value chain assistance”; “# start-up and operational businesses in the target areas established through the disbursement of assistance by the end-of-the action”; “# of sustainable longer-term jobs created, disaggregated by gender and ethnicity”. None of these include affirmative measures to contribute to equal income generating opportunities for women and men. Providing gender-disaggregated data solely, on the number of sustainable long-term jobs created is not necessarily sufficient for improving the situation; affirmative measures and targets for supporting equal recruitment and employment opportunities likely would be needed. Similarly, towards Outcome 2,⁷⁴ through Output 2: “Inclusion of children from Roma, Ashkali and Egyptian communities from targeted communities in pre-primary, primary and lower secondary education and improvement of their learning outcomes”, the indicator is: “% of school attendance (in each community) in pre-primary and compulsory education, disaggregated by gender.” No specific measures or activities are included that would contribute to a gender responsive, tailored approach, to increasing the enrolment of girls and boys from Roma, Ashkali, and Egyptian communities equally. The pattern is similar with

⁷⁰ Ibid., p. 10. “Continuous dialogue and capacity building on gender sensitive recruitment and equal opportunities in line with relevant legislation towards increasing women’s representation.”

⁷¹ Ibid., p. 5.

⁷² EC, DG NEAR, ANNEX 4 to the Commission Implementing Decision on the financing of the annual action plan in favour of Kosovo for 2022, [Action Document for EU for inclusive socio-economic development](#).

⁷³ Ibid. “Outcome 1: create income-generating opportunities and improve social inclusion for women and men from non-majority communities in Kosovo; Outcome 2: ensure equitable access of Roma, Ashkali and Egyptian girls and boys to pre-primary, primary and secondary education by improving enrolment, retention and attainment of children through community-based and financial support; Outcome 3: adequate support services and funding for the development of the volunteering programmes for young men and women.”

⁷⁴ Ibid. “To ensure equitable access of Roma, Ashkali and Egyptian girls and boys to pre-primary, primary and secondary education by improving enrolment, retention and attainment of children through community-based and financial support.”

Outcome 3 as well. No affirmative measures are foreseen for its corresponding indicators (e.g., the number of volunteers supported and information and awareness-raising services).⁷⁵ Further, although indicators are gender-disaggregated, none of the baselines and targets are. This makes it difficult to measure results and contributions to gender equality. As such, although the Document is marked GM1, and does fulfil some criteria (e.g., gender analysis, some gender-disaggregated data, and a few gender-disaggregated outcomes and outputs), it is not unclear how the Action will contribute directly to gender equality and women, girls’ empowerment. Thus, the marking of this Action is inaccurate.

Overall, all four Action Documents for 2022 are marked as GM1. They all have gender analysis included. However, inequalities and issues identified in the gender analysis do not always inform outcomes and outputs sufficiently. In relation to the Logical Framework Matrices, the Documents sometimes included gender-disaggregated indicators, but these were not accompanied by corresponding baseline, targets, and activities that contribute to gender equality, directly or indirectly. Indicators are gender-mainstreamed mostly in terms of the number of beneficiaries of projects or participants, which does not necessarily mean that gender equality will be a significant objective or outcome of the implementation of these Action Documents without setting clear targets of change.

Gender equality mechanisms like AGE and GEOs were not consulted in the design of Action Documents. In contrast, WCSOs were consulted because the EUOK contracted KWN to review every Action Document and to support the EU in ensuring implementation of the OECD DAC criteria. Despite the aforementioned shortcomings, this good practice clearly contributed to improving attention to gender equality in the Action Documents, while simultaneously institutionalising consultation with WCSOs in the process of planning IPA programming.⁷⁶ However, the Government has yet to institutionalise such consultations with civil society as part of IPA programming, and KWN’s contract with the EU ended in 2022, so how consultations with WCSOs during programming will be maintained in the future awaits to be seen.

I. SEX DISAGGREGATED DATA IS COLLECTED BY NATIONAL STATISTICAL OFFICES

This criterion examines the extent to which sex-disaggregated data is collected by national statistical offices. Such data is essential for evidence-based policymaking.

Table I. The Extent to which Sex Disaggregated Data is Collected by National Statistical Offices	2021	2022	Change
40. The Country has an updated Gender Equality Index (GEI) at national level	No	No	0
41. Whether National Statistical Offices publish a report with easily accessible sex-disaggregated data that is sufficient for the public’s use	Moderately	Moderately	0

AGE and the KAS have continued to work on establishing three domains of the GEI for Kosovo: Knowledge, Power, and Money. However, these have not yet been published. The fact that Kosovo is not part of many EUROSTAT research initiatives, including the European Working Conditions Survey, combined with a lack of political will, has slowed collection of data necessary for establishing the GEI.⁷⁷

⁷⁵ Outcome 3. “Support to Volunteering”, “Adequate support services and funding for the development of the volunteering programmes for young men and women”; Output 3: “Increased state support, funding and visibility of volunteering programmes”; Indicators: “# of programmes funded as part of volunteering programmes” and “# of volunteer support and information and awareness raising service”.

⁷⁶ This was observed by EC officials, as well as by WCSOs.

⁷⁷ KWN interview, 2022.

KAS, in collaboration with AGE, periodically publishes *Women and Men in Kosovo*, and the last such publication was in 2020 with data from 2019-2020.⁷⁸ The sex-disaggregated data is not fully sufficient for the public's use, as some data is unavailable. For example, several key indicators are not disaggregated by both gender and urban/rural location and/or ethnicity.

J. NATIONAL BODIES RESPONSIBLE FOR EU INTEGRATION INCLUDE STAFF WITH GENDER EXPERTISE

This criterion examines the extent to which national bodies responsible for EU Integration include staff with gender expertise.

Following government reforms in 2021, the Ministry of European Integration was abolished. The Office of the National IPA Coordinator (NIPAC), previously called the Department for Development Assistance, was integrated into the OPM. It was renamed the Office for Cooperation and Development but retained the same responsibilities and positions as in its previous role. Meanwhile, in 2021, some staff left the Office for Cooperation and Development and started working in the private sector or international organisations; their positions have remained unfilled including in 2022.

Table J. Extent to which National Bodies Responsible for EU Integration Include Staff with Gender Expertise	2021	2022	Change
42. Extent to which gender expertise exists in the government body responsible for EU integration	Moderately	Moderately	0
43. % of staff trained in 2022 on gender equality in the national body responsible for EU integration	0%	0%	0
44. Extent to which Gender Focal Points are consulted in IPA programming	Minimally	Minimally	0
45. Extent to which gender equality expertise exists in national statistical offices	Minimally	Minimally	0

The NIPAC had a person who took the responsibility to act as a gender focal point. However, she has since left the position, and it was unclear whether anyone had assumed her duties. Other NIPAC staff received training on gender equality from KWN in prior years, as part of assistance provided with support from the EUOK. However, current NIPAC staff seem not to have received training on gender equality in 2022. Such training is necessary so staff can ensure attention to gender quality as part of the EU Accession process.

KWN's correspondence with gender focal points, AGE, and the NIPAC suggest that NGEMs were not consulted during the process of IPA programming. AGE was consulted related to gender equality specific actions. However, they and gender equality officers in the relevant ministries were not consulted in the design of other actions. Reportedly, the NIPAC Office continues facing staff turnover, similar to the public administration,⁷⁹ as well as minimal gender equality expertise to inform IPA III documents from a gender perspective.

Meanwhile, KAS has a person who serves as a gender focal point, but it is unclear whether this is officially part of her job description. Moreover, the fact that she sits within one section may hinder the extent to which she can support the gathering and reporting of gender statistics across various sectors.

CONCLUSION

Overall, the gender-mainstreaming of the EU Accession process has improved by approximately 19% from 2021 to 2022. Although the European Commission improved its

⁷⁸ KAS and AGE, *Women and Men in Kosovo*, 2020.

⁷⁹ European Commission, *Kosovo Report 2022*, 12.10.2022 :“The finalization of job classifications and the systematization of positions have been slow, and this has created significant discrepancies in administrative capacity”, p. 12.

gender-mainstreaming of the Kosovo Report in 2022, opportunities exist for further gender mainstreaming, including in different chapters, by presenting key sex-disaggregated data and including more gender equality-related recommendations. While EU and government consultations of CSOs, including WCSOs, have improved, further strategizing is needed to include more, diverse CSOs, as well as to ensure that attention to gender equality is integrated in all SAA structures' agendas and conclusions. The EUOK's contracting of KWN, as a WCSO with expertise in gender mainstreaming, clearly contributed to EU consultations with civil society, particularly related to the CLIP and programming. However, the EU's engagement with civil society, particularly WCSOs, related to political dialogues, women, peace, and security, and as part of the Pristina-Belgrade Dialogue, respectively, has been insufficient. The EU has engaged moderately with government counterparts on gender equality issues, but insufficiently with the parliament, AGE, and gender equality officers. The EU has mainstreamed gender to some extent in all action documents, albeit insufficiently. However, the OECD and thus EU methodology for the Gender Marker neither enables tracking of the precise amount of funding allocated to gender equality, nor does it track adequately funding allocated to WCSOs (or other actors), as per the GAP III indicator. Further, gender marking was not always correct, and it did not fulfil all OECD DAC criteria. The EU leadership is relatively gender-balanced and most have undergone training on gender equality, including on women, peace, and security. Gender advisers and focal points exist but are not in decision-making positions where they could better influence attention to gender equality throughout the EU's work.

The Government of Kosovo has substantially improved its gender mainstreaming of the NPISAA 2021-2025 compared to prior years thanks to its qualitative yearly consultations with civil society and the integration of input provided by WCSOs throughout these consultations. Most strategies relevant to gender equality have been opened for public consultations, though not all have sufficient attention to gender equality and only some of WCSOs' recommendations have been addressed. The government has progressed minimally in implementing recommendations in the European Commission's 2021 Kosovo Report.

The IPA III Strategic Response was neither made publicly available nor reviewed via public consultations during its preparation. For the most part, IPA III action documents have included attention to gender equality in their situation analyses and have objectives and indicators towards gender equality. Some contain sex-disaggregated indicators where relevant, though this could be improved. Gender equality mechanisms like AGE and GEOs were not consulted in the design of most action documents, while WCSOs were consistently consulted because the EUOK engaged KWN. This good practice contributed to improving attention to gender equality in action documents, while simultaneously institutionalising consultations with WCSOs in IPA programming. The Government can institutionalize such consultations with civil society.

Kosovo does not have a Gender Equality Index yet, and although data on women and men is periodically published, data disaggregated by sex and ethnicity, or rural/urban location remains unavailable.

The NIPAC has minimal expertise on gender equality. Kosovo has an institutional framework, including AGE and gender equality officers, that could inform IPA programming from a gender perspective. However, the Government has not involved AGE and gender equality officers adequately in designing IPA programs. Minimal gender expertise exists at KAS, and it is primarily located in one sector.

RECOMMENDATIONS

FOR THE EU

- Continue furthering knowledge and ownership of all EU staff members on how to integrate a gender perspective in all sections of the Kosovo Report, including using an intersectional and transformative approach as per GAP III.
- Continue organising meaningful consultations with diverse WCSOs and seeking to integrate their input in the Kosovo Report and related to SAA structures. Collaborate and strategize

with CSO networks to increase consultations with diverse women and men, including at local levels, with disabilities, and of different ethnicities. Ensure diverse CSOs receive invitations to consultations and that consultations are accessible in terms of language, ability, and timing. Continue providing feedback regarding which civil society recommendations have been included in reports and consultations, and reasons why other input has not been included.

- Continue supporting and financing the planned sector specific gender analyses and budget for a new, comprehensive, updated Gender Analysis for Kosovo to be conducted in 2024.
- Further improve attention to gender equality in political dialogue with the Government of Kosovo, including AGE and gender equality mechanisms in these dialogues related to different sectors.
- Ensure regular, quarterly dialogues are undertaken between the Head of Mission and diverse WCSOs on issues relating to gender equality and women's rights, as well as related to the political context in general, as per EU commitments in UNSCR 1325 and GAP III.
- Immediately take action to ensure improved, regular inclusion of diverse WCSOs in the Pristina-Belgrade Dialogue, including regular consultations, as per UNSCR 1325.
- Continue the good practice of engaging WCSOs as experts to support the gender mainstreaming of programming, while institutionalising such strategic consultations with civil society gender equality experts to inform programming.
- Ensure a process of quality assurance to check whether all Action documents meet the OECD DAC criteria for GM1, utilising the checklists developed to support this.
- Strongly encourage the Government to better engage diverse CSOs, AGE, and gender equality officers in the process of IPA programming.
- Collaborate with the EC to improve the functionality of OPSYS to better track expenditures towards gender equality and on WCSOs and movements, respectively. This should include indicators for tracking expenditures through sub-granting.
- Ensure continuous training on gender equality as well as women, peace, and security for management. Continue the best practice of engaging gender experts, such as KWN, to provide context-specific training and mentoring.

FOR THE GOVERNMENT OF KOSOVO

- Ensure regular collection and publishing of sex-disaggregated data in accordance with the LGE, ensuring the availability of data for informing the EU Accession process.
- Continue organising meaningful consultations with CSOs, including diverse WCSOs. Seek to integrate their input related to SAA structures meetings. Ensure diverse, relevant CSOs with expertise and knowledge on these issues receive invitations to consultations and that consultations are accessible in terms of language, ability, and timing. Provide feedback or organise further consultations to explain to civil society why certain recommendations are included in reports and conclusions whereas others are not.
- Consider publishing all agendas and conclusions from SAA structures meetings.
- Continue consulting civil society, including diverse WCSOs, in reviewing the NPISAA from a gender perspective and addressing their recommendations for gender mainstreaming it.
- Institutionalise consultations with diverse, qualified WCSOs during the process of drafting legislation and policies related to the EU Accession process, improving attention to gender equality in these documents. Relevant institutions should ensure engagement of CSO experts in consultations and working groups at the early stages of drafting policy and sector documents (e.g., before official public consultations) to ensure attention to gender equality is integrated within them from the beginning and to avoid any structural or systematic barriers to ensuring sufficient attention to gender equality in public policies.
- Continue making draft laws and policies available for public consultation through the platform, ensuring sufficient time for their review, particularly on longer documents.

Continue ensuring inclusion of input from WCSOs, towards enhancing attention to gender equality as well as the needs of diverse women and men within public policies.

- Further the capacities of gender equality officers to engage in policymaking processes and ensure they are part of all working groups, towards integrating a gender perspective in new policies and laws. Consider earmarking scholarships from the Young Cell Scheme for gender studies, providing scholarships to educate new public servants in conducting gender analysis and using it to inform public policies.
- Ensure implementation of the EC's recommendations in the present and future Kosovo Report, including those related to gender equality.
- Institutionalise consultations with civil society, particularly WCSO experts, in the process of designing action documents, towards ensuring improved attention to gender equality in the initial design of these documents.
- Ensure that all NIPAC staff have received basic training related to furthering gender equality as part of the EU Accession process. Improve collaboration between the NIPAC and AGE within the PMO, ensuring AGE's engagement in all processes related to EU Accession.
- Ensure that AGE and gender equality officers are sufficiently consulted during the initial design of IPA action documents.
- Ensure that KAS has sufficient gender expertise in all sectors, who can ensure the timely collection and publishing of gender statistics.
- Finalise the Gender Equality Index for Kosovo.

FOR CIVIL SOCIETY

While this methodology focused on the EU and Government, as the duty-bearers responsible for ensuring a gender perspective during the EU Accession process, it revealed observations for ways that civil society can support these processes:

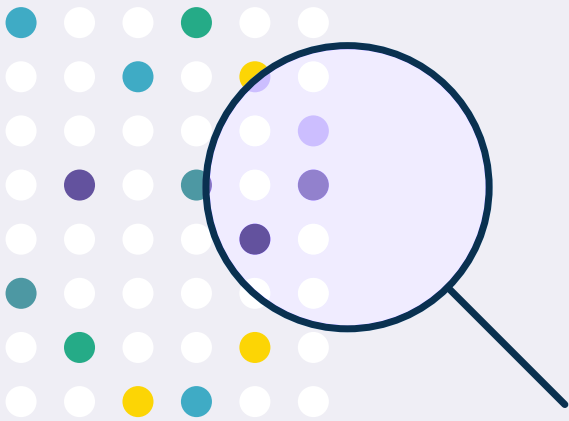
- Experienced CSOs can support and empower diverse other CSOs to participate in the EU Accession process. This includes "translating" the EU Accession process in a way that diverse CSOs understand how it relates to their work, as well supporting diverse CSOs in formulating their priorities and vocalising them during government and EU consultations.
- Collaborate to establish a qualified, democratically elected, and representative consultative mechanism that would ensure representation of diverse civil society interests in official sector working groups when they are established in the future. Representatives should be elected, qualified with adequate sectoral expertise, and required to consult as well as report back to other CSOs, ensuring adequate representation of diverse interests.
- Continue reviewing draft laws and policies, integrating attention to gender equality.
- Continue monitoring the EU Accession process, ensuring it attends to furthering gender equality.
- Advocate for institutionalising inclusion of WCSOs in the process of designing and implementing Action Documents, particularly by the Government.

ANNEXES

ANNEX 1. DATA SOURCES

In addition to the policies and other documents mentioned herein, consultations with the following institutions and organisations either through exchange of data requests or via email correspondence informed this paper, enlisted in alphabetical order:

- Agency for Gender Equality in the Office of the Prime Minister
- Office for European Integration in the Office of the Prime Minister
- European Union Office in Kosovo
- European Union Rule of Law Mission in Kosovo (EULEX)
- European Union Special Representative to Kosovo
- Kosovar Gender Studies Centre
- Mitrovica Women's Association for Human Rights (MWAHR)
- National IPA Coordinator (NIPAC)



GENDER MAINSTREAMING THE EU ACCESSION PROCESS

Country Assessment Report

Kosovo

2022

Partner Organisation

