



Gender Budget Watchdog Network
for a gender equal region



Gender Analysis of Land Transportation in Kosovo

**NATIONAL REPORT
Kosovo**

GENDER ANALYSIS OF LAND TRANSPORTATION IN KOSOVO

Pristina, Kosovo

2025

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ACRONYMS AND ABBREVIATIONS

App	Application (for mobile phones)
CAWI	Computer Assisted Web Interviewing
CLIP	Country-Level Implementation Plan
CO	Carbon monoxide
COP	Conference of the Parties
CRS	Child restraint systems
CSOs	Civil society organisations
EC	European Commission
EIA	Environmental Impact Assessment
ERTMS	European Rail Traffic Management System
EU	European Union
FES	Friedrich Ebert Stiftung
GAP	Gender Action Plan
GBWN	Gender Budget Watchdog Network
GDP	Gross Domestic Product
GEO	Gender Equality Officer
GIS	Geographic Information System
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (German Corporation for International Cooperation)
GRB	Gender-responsive budgeting
ILO	International Labour Organisation
INDEP	Institute for Development Policy
IPA	Instrument for Pre-Accession
IT	Internet Technology
K-	Kosovo
KAS	Kosovo Agency of Statistics
KDI	Kosovo Democratic Institute
KEPA	Kosovo Environmental Protection Agency
Km	Kilometres
KWN	Kosovo Women's Network
LAPGE	Local Action Plan for Gender Equality
LGBTQAI+	Lesbian, Gay, Bisexual, Trans*, Queer, Asexual, Intersex, and other identifying
MESPI	Ministry of Environment, Spatial Planning, and Infrastructure

MIA	Ministry of Internal Affairs
MFLT	Ministry of Finance, Labour, and Transfers
MTBF	Medium-term Budgetary Framework
MTEF	Medium-term Expenditure Framework
NDC	Nationally Determined Contributions
NOx	Nitrogen oxides
OSCE	Organisation for Security and Co-operation in Europe
PEFA	Public Expenditure and Financial Accountability
PM	Particulate matter
PPP	Polluter Pays Principle
PSC	Public Service Contract
RAMS	Risk Assessment Method Statements
Sida	Swedish International Development Cooperation Agency
SDGs	Sustainable Development Goals
SOx	Sulphur oxides
SOP	Standard Operating Procedures
SUMP	Sustainable Urban Mobility Plan
TEN-T	Trans-European Transport Network
UN	United Nations
UNDP	United Nations Development Programme
UNFCC	UN Framework Convention on Climate Change
WWF	World Wildlife Fund

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EXECUTIVE SUMMARY

Introduction

Sustainable transport involves mobility systems that seek to minimise emissions and environmental impacts, ensure safety and affordability, improve resource efficiency, and provide equitable access to mobility for all. Gender-responsive transportation recognises and addresses the distinct needs, experiences, and perspectives of diverse women, men, girls, and boys by designing and implementing mobility options that are safe, reliable, affordable, and accessible for all. This report aims to inform gender-responsive transportation policies based on gender analysis of needs. It focuses on land transportation (excluding railways) and includes intersectional gender analysis of the needs of persons with disabilities, ethnic minorities, LGBTQIA+ persons, and rural/urban inhabitants, among others. The report, and this summary, draw from existing literature, data, a Kosovo-wide non-representative survey, focus groups, interviews, and case studies of Pristina and Dragash municipalities.

The Relevant Legal and Policy Framework

Given its political status, Kosovo cannot become a party to United Nations (UN) conventions related to climate change and transport, but the Government has committed to several in Kosovo's legal framework and thus must implement them. Kosovo has taken some steps towards harmonising its legislation with the EU Acquis on climate-responsive mobility and transportation, but further efforts are needed. Older transportation laws and policies are not gender responsive. Newer ones show progress but have room for improvement. Kosovo has conducted few evaluations of laws and policies that contain gender impact analysis to inform new ones. Line-item budgeting creates challenges for analysing how budget allocations contribute to strategic objectives, including related to gender- and climate-responsive transportation. Relevant strategies and action plans seldom contain clear budget allocations at national or municipal levels, hindering implementation.

Gender-responsive budgeting (GRB) is not applied, despite legal obligations. The Ministry of Environment, Spatial Planning, and Infrastructure (MESPI) has prepared but not published a gender budget statement or a GRB Annex. The Medium-term Expenditure Framework (MTEF) lacks gender and climate objectives, activities, indicators, baselines, and targets, making it nearly impossible to assess impact. Procurement documents, project specifications, and audit reports do not show evidence of gender impact analyses, consultations with diverse women and men, or clear gender- and climate-responsive measures. The impacts of transport-related taxation and related public expenditures on gender equality are unclear.

Women and Men's Transport Access, Behaviours, and Perceptions

Women are less likely than men to own all modes of land transportation, and fewer women seem to have access to various transport modes, except buses. Fewer rural than urban dwellers have access to buses due to poor connections, particularly K-Serbs. Persons with limited mobility and caretakers (mostly women) physically struggle to access buses, taxis, and sidewalks. Minority ethnic groups and Lesbian, Gay, Bisexual, Trans*, Queer, Asexual, Intersex, and other identifying (LGBTQIA+) persons have faced transportation-related discrimination. Access to low-carbon modes of transportation like bicycles, e-bikes, and scooters remains low, particularly for rural women. Gendered power relations limit women's access to financial resources for alternative transport-

tation and, in some communities, discourage women from cycling due to social norms about its inappropriateness for women. Women also tend to have more security concerns related to transportation than men, due in part to gendered power imbalances that place women at greater risk of sexual harassment. Inclement weather related to climate change can be a factor in car accidents. However, human error, particularly aggressive masculine driving, is the main factor placing young men and others at risk. Transforming gender norms related to men's use of cars and motorcycles may help decrease death, injury, and pollution.

Insufficient investments in sidewalks, bike lanes, and public transport influence women and men's transport choices due to the unavailability of adequate infrastructure. Making public transport and other low- or no-emission transport modes like walking and cycling inexpensive, fast, safer (particularly for women), and more convenient could contribute to their uptake. Promoting the health, monetary, and time benefits of these modes may contribute further.

Addressing Climate Change by Shifting Transportation Modes

Most women and men seem concerned about climate change and interested in using alternative low- or no-carbon modes of transportation towards reducing their environmental impacts. Disinterest in climate change prevention and mitigation could be addressed through education paired with improvements to alternative transportation modes.

Transportation's Effects on Life

Transportation systems profoundly shape people's opportunities and wellbeing. Limited or unsafe transport options can restrict access to education, employment, healthcare, and political life, particularly for women, persons with disabilities, older adults, and ethnic minorities, thereby increasing the risk of social exclusion, economic insecurity, and mental distress, exacerbating existing inequalities. Gender-responsive transport planning and budgeting can facilitate access to essential services and opportunities, thereby reducing inequality and promoting wellbeing.

Poor transportation infrastructure can carry serious consequences for physical health. Air pollution contributes to a wide range of health issues including respiratory and cardiovascular diseases, cancer, and adverse reproductive outcomes, with disproportionate impacts on vulnerable populations, and considerable burdens on health systems, economies, and societies. Thus, environmental and public health considerations must be integrated into sustainable transport solutions. More sex- and age- disaggregated data are needed to help policymakers better understand how transport-related air pollution impacts men, women, girls, and boys, as well as pregnant individuals, marginalised populations, those living in poverty, and in rural versus urban areas. Such data can inform more effective, gender-responsive transport policies and investments.

Local Transportation Practices

Municipal gender- and climate-responsive mobility plans have lacked adequate budget allocations and GRB, including in procurement and in all phases of investment projects. Municipalities can combine multiple measures in developing sustainable transport systems: incentivising reduced car use and emissions while providing secure, efficient, affordable, and accessible public transport and active mobility options like bike lanes and sidewalks. Opportunities exist for increasing own-revenues by implementing nature protection and transportation-related taxes, fees, and fines, generating resources for improving gender- and climate-responsive transportation infrastructure. This Analysis concludes with these and other specific recommendations.

INTRODUCTION

Transport accounts for approximately a quarter of all energy-related greenhouse gas emissions and is a major contributor to global pollution.² The sector's dependence on fossil fuels (about 95% of transport energy) makes it a major driver of climate change; burning petrol and diesel for road vehicles, aviation, and shipping produces billions of tons of CO₂ annually.³ In Kosovo, transport emissions have increased rapidly, though the energy sector (dominated by coal power) remains the biggest emitter.⁴ Meanwhile, the transport sector is the fastest-growing source of greenhouse gases, accounting for roughly 15% of total emissions in 2019.⁵ Rapid growth in vehicle use and road traffic mean that transportation is an increasingly important factor contributing to climate change.

Gender is a significant determinant of mobility choices and constraints in both developing and developed countries.⁶ Women and men exhibit distinct transport and travel patterns, influenced by factors such as wage gaps, caregiving responsibilities, and employment status. Women tend to make shorter⁷, more complex journeys, often using a combination of public and private transit⁸, while men are more likely to make single-purpose trips on private or more expensive public modes. Women's mobility patterns generally involve more trips within a restricted geographical area, with walking being a common mode of transport in many contexts. Safety concerns, the need to make several stops in one trip (like dropping off children before going to work), and combining different errands in one journey remain important factors in how women travel. No comprehensive gender analysis of the transportation sector exists in Kosovo, despite its potential usefulness for informing programming and budgeting.

Considering these issues, this research aims to generate evidence-based insights that inform gender- and climate-responsive transportation policies in Kosovo. By examining how diverse groups of women and men experience and access transportation, this research seeks to identify barriers, inequalities, and best practices in the transport sector. It aims to propose actionable, inclusive solutions that contribute to sustainable mobility, social equity, and climate resilience. Ultimately, the goal of this research is to support policymakers in designing transport systems that are accessible, safe, and responsive to the needs of diverse women and men, especially those who are often marginalised. It responds to the recommendation of the final evaluation of the Kosovo Program for Gender Equality to conduct an analysis of transportation to inform the new, forthcoming Program.⁹ Further, as encouraged by the European Union (EU) Gender Action Plan (GAP) III, this sector-specific gender analysis can inform ongoing reforms related to the EU Accession process.

2 United Nations (UN), [Fact Sheet Climate Change](#), 2021.

3 David Carlin and Maheen Arshad, [Climate Risks in the Transportation Sector](#) (UN Environment Programme, May 2024), 2-3.

4 Government of the Republic of Kosovo, [National Energy and Climate Plan of the Republic of Kosovo 2025–2030: First Draft](#), (Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH, 2024).

5 United States Environmental Protection Agency, [“Global Greenhouse Gas Overview”](#), last modified March 31, 2025.

6 Muneeza Mehmood Alam et al., [Is a Mile for One a Mile for All? A Knowledge Synthesis Report on Gender and Mobility \(2000–20\), Mobility and Transport Connectivity \(MTC\) Series](#) (World Bank Group, 2022).

7 European Parliament, Policy Department for Citizens' Rights and Constitutional Affairs Directorate-General for Internal Policies, Women and Transport, p.54, December 2021.

8 Wei-Shiuen Ng and Ashley Acker, International Transport Forum, [Understanding Urban Travel Behaviour by Gender for Efficient and Equitable Transport Policies](#), February 2018.

9 Republic of Kosovo, Government, Office of the Prime Minister, Agency for Gender Equality, [“The Final Evaluation Report of the Kosovo Program for Gender Equality 2020-2024”](#) (2024), 95.

In line with the EU GAP III,¹⁰ throughout the report, the term “diverse” is used to refer to the intersectional differences that women and men of various ages, geographic locations, ethnicities, (dis)abilities, and sexual orientations and identities may face accessing transportation.

METHODOLOGY

This section describes the research methodology, including research questions, key concepts, analytical frameworks, research methods, data analysis, limitations, validity, and reliability. Quantitative research was conducted in July through December 2024, and qualitative research was conducted between March 2024 and August 2025.

Research Questions

This research sought to answer the following research questions and sub-questions:

1. To what extent do diverse women and men have access to and use various forms of transportation; what are their transport behaviours and commuting patterns; what are their opinions and impressions of use and accessibility of transport choices; and how does public transport affect their socioeconomic life?
2. How do power, institutions, practices, participation, ownership, and access to resources influence the transport choices of individuals (diverse women and men)? How do these factors influence the policies and budgets adopted and implemented?
3. How gender-responsive are current transportation sector laws, policies, and budgets?
4. What are policy options for improving the climate- and gender-responsiveness of transportation options; and who will they benefit?¹¹
5. What will be the potential impacts of gender-responsive transport policies and budgets on sustainability, inclusiveness, and climate change?

Research Methods

To respond to these questions, KWN used mixed research methods. The **desk review analysed** existing literature, institutional data, statistics, laws, policies, and budgets related to transportation from a climate change and gender perspective. **Content analysis** examined the international and national legal framework; EU treaties, and directives, considering Kosovo’s commitment to align its laws with EU standards as part of the EU Accession process; and strategies, action plans, and policies. This involved assessing the extent to which Kosovo’s legal framework pertaining to transportation addresses climate change and gender equality, using the traffic light approach (Figure 1). This approach uses the colour scheme of traffic lights to indicate visually the gender-responsiveness of a given law, policy, or program. KWN assessed the gender-responsiveness of indicators, baselines, and targets in government strategies and action plans. KWN also examined the gender-responsiveness of procurement processes and the allocation of funds related to transportation. Further, KWN

¹⁰ European External Action Service (EEAS), “[Gender Action Plan III & Its Key Areas of EU Engagement](#)”, n.d

¹¹ This question ambitiously sought to estimate the costs of policy options for improving the gender-responsiveness of transportation. However, the research team later removed this question as it was beyond the scope and resources available for this research.

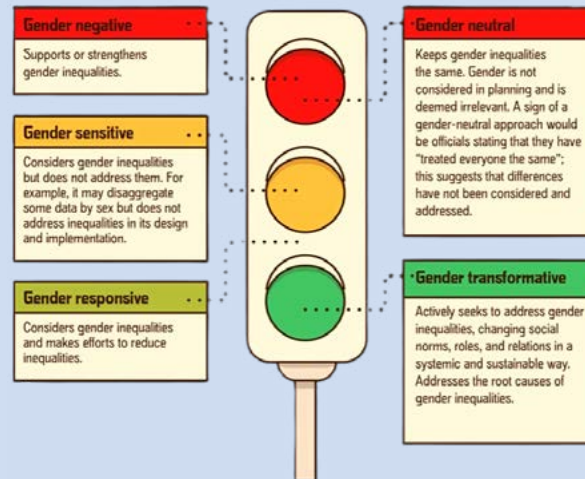


Figure 1. Traffic Light Approach Measuring Gender-responsiveness

analysed the meeting minutes of relevant Kosovo Parliamentary Committees' discussions about transportation and climate change from a gender perspective.

Semi-structured interviews were conducted with representatives of institutions responsible for drafting and implementing laws, policies, and programs relating to climate change and public transportation; municipal representatives from departments of urban planning, public services, and gender equality; international actors and contractors supporting reforms related to climate change and transportation; experts; and civil society organisations (CSOs) working with people with disabilities, minorities, rural populations, and on issues such as climate change, spatial planning, and gender equality. Structured interviews were conducted with people who walk, cycle, or use public buses, selected using variation sampling.

Case studies combined the aforementioned mixed methods, focusing on two municipalities: Pristina and Dragash. Pristina was selected because, as the most populous city in Kosovo, policy interventions for improving gender-responsive transportation would have the greatest impact and number of beneficiaries. Given recent efforts to improve transportation, it was also hypothesised to be a "best case" example of good practice. In contrast, Dragash was selected as a hypothesised location where challenges exist for diverse women and men in accessing transportation, given its rural location. Case studies involved further interviews with officials responsible for transportation, gender equality, environmental protection, and other relevant areas.

Observation of transport infrastructure in the two studied municipalities focused on road conditions and sidewalk accessibility for people with disabilities and those using strollers. This assessment considered factors such as sloped curbs, smooth surfaces, tactile paving for the blind, and audible traffic signals at busy intersections. Analysis of **public transport**¹² availability involved mapping bus routes and assessing their adherence to schedules, accuracy of digitalised timetables, and physical accessibility for people using strollers and those with disabilities requiring mobility aids. This included observing the demographics of persons using bus lines at various times of the day, including weekends. Observation of bike lanes entailed mapping their existence, identifying main routes where they would be beneficial, and assessing their safety and width. Locations were selected based on frequency of usage.

KWN organised seven **focus groups**: one in Pristina and six in Dragash. These included two with Albanian women, two with Albanian men, one with Gorani and Bosnian women, and one with Gorani and Bosnian men. KWN held three additional focus groups with CSOs and activists working with people with disabilities, Roma, Ashkali, and Egyptians, and LGBTQAI+ activists, respectively.

¹² Bus lines observed in Prishtina included *Trafiku Urban* lines 1, 1A, 3, 3B, 3C, 4, 7C, 15, and 19.

A Kosovo-wide **online survey** was conducted by a contracted company (MNForce) in June through August 2024. MNForce sent 11,000 survey invitations to people in Kosovo, using its Kosovo partners' existing panels of potential respondents. When panel sampling was insufficient to collect data, alternative methods, such as sampling through social media, were employed, accounting for approximately 5% of respondents. MNForce used Computer Assisted Web Interviewing (CAWI) method, where people from an existing online panel answered questions online. Towards the sample reflecting the general population, MNForce used quotas based on age, gender, and other key characteristics. Respondents registered in these panels received a reward after completing the survey. Of the 1,100 surveys completed, 545 adult women, 542 men, and 13 individuals who preferred not to disclose their gender participated.

Data Analysis

Data were analysed in response to the research questions. KWN analysed survey data using SPSS, including cross-tabulations by gender. Qualitative analysis involved coding data derived from interviews and observation, guided by the research questions. Analysis involved an intersectional approach, including consideration of age, disability, place of residence, ethnicity, and economic status. All numbers and percentages have been rounded to the nearest whole number, Euro, or percentage, respectively, for clearer presentation.

Limitations

The research focused on land transportation, excluding railroads. Due to resource constraints, a major limitation was the use of an online survey rather than a face-to-face household survey. The online survey largely excluded minority ethnic groups, elderly individuals, rural populations, and marginalised groups who were not on companies' existing panels or reached through social media advertisements. Their exclusion likely skewed survey results by underrepresenting the barriers they face and their needs, limiting the accuracy and generalisability of findings.¹³ Thus, the survey did not involve a representative, random sample, and findings cannot be generalised to the broader Kosovo population. MNForce also faced several challenges conducting the survey, including identifying reliable data providers, language differences across countries, and logistical complexities in coordinating survey distribution across diverse regions. While some participants preferred not to share their gender and one identified as non-binary, the sample size was too small to draw conclusions; therefore, their responses are not included in findings disaggregated by gender.¹⁴ KWN attempted to gather information about underrepresented groups via interviews and focus groups.

Validity

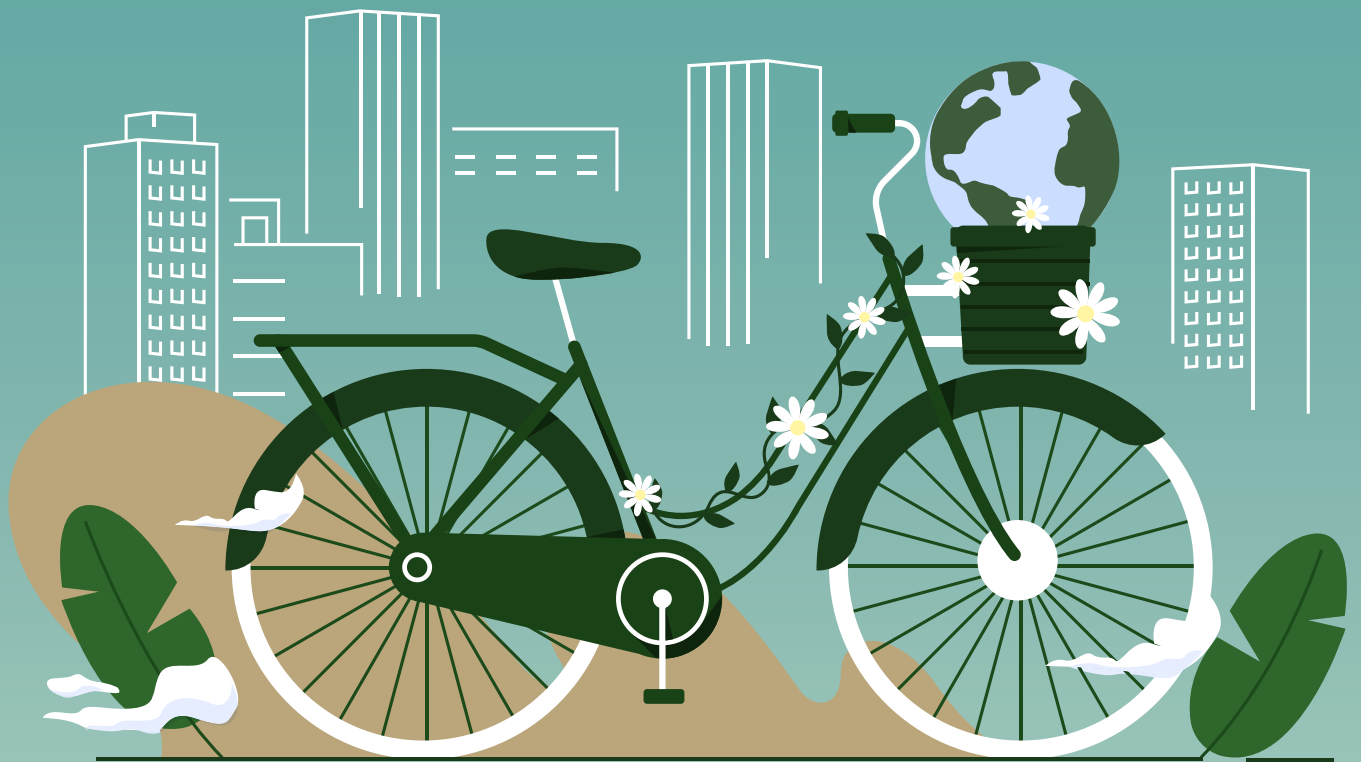
Error exists in any research, and the research team sought to reduce it through triangulation of methods, data sources, and researchers. Areas where the potential for error exist are transparently noted. For the survey, the margin of error was approximately 5 percentage points with a 95% confidence level. Participant checks also have been used towards reducing potential error.

¹³ See Annex 4.

¹⁴ Thus, the reporting of sample size ("n") in all footnotes does not equate to the sum of the sample sizes by gender; the difference is those who stated "other" or preferred not to share their gender.

About This Report

First, this report analyses the gender responsiveness of Kosovo's legal framework related to climate-responsive transportation, including budget documents. Then, it examines transport access, behaviours, and perceptions among women and men, followed by perceptions of climate change and willingness to address it by changing modes of transportation. It then discusses the effects of transportation on various aspects of life. Finally, it analyses lessons learned from local practices in two municipalities: Pristina and Dragash. KWN provides recommendations targeted to various stakeholders towards more gender and climate-responsive transportation.



CHAPTER I

The Gender- responsiveness of Kosovo's Legal Framework on Transport

This chapter responds to the third research question: how gender-responsive are current transportation sector laws, policies, and budgets? First, it examines Kosovo's commitments to international agreements and instruments pertaining to gender equality, climate change, and transportation. Then, it uses gender analysis to assess the gender-responsiveness of Kosovo's legal framework. Suggestions on how Kosovo's legal framework can be improved are offered and then summarised in the recommendations chapter.

International Agreements and Instruments

This section discusses international agreements and instruments relevant to addressing climate change from a gender perspective and the extent to which Kosovo has included these in its legal framework.

UN Framework Convention on Climate Change

Created in 1992, the UN Framework Convention on Climate Change (UNFCCC) acknowledges that addressing climate change requires cooperation from all countries, considering their varying responsibilities, capabilities, and socio-economic conditions. It emphasises the importance of scientifically rigorous and continually updated approaches to effectively understand and tackle climate change, ensuring environmental, social, and economic considerations.¹⁵ While it cannot become party to the UNFCCC due to its political status and non-recognition by the UN,¹⁶ Kosovo has committed to voluntarily drafting its own Nationally Determined Contributions (NDC).¹⁷ NDCs are country-specific climate action plans required under the Paris Agreement, submitted every five years, aiming to reduce emissions and adapt to climate change, with increasing ambition over time.¹⁸ All submitted NDCs are recorded in a public registry maintained by the UNFCCC secretariat.¹⁹

While the Convention is **gender neutral** in that it does not involve a gender perspective, Article 4 states the importance of understanding the socioeconomic effects of addressing climate change. It involves commitments to enhance cooperation in scientific, technological, and socio-economic research to better understand and address climate change. This includes promoting research about the causes, effects, and timing of climate change, as well as the socioeconomic consequences of different response strategies.²⁰ It could have mentioned the need for intersectional gender analysis to inform such research.

15 UN, *United Nations Framework Convention on Climate Change*, 1992, 2.

16 UN Development Programme (UNDP), "[Kosovo](#)", *UNDP Climate Promise*, January 25 2023.

17 NDC Partnership, "[COP28: Kosovo's First Inclusive and Voluntary NDC](#)", n.d. As of May 2025, it had not been published.

18 UNFCCC, "[Nationally Determined Contributions \(NDCs\)](#)", n.d.

19 UNFCCC, "[NDC Registry](#)", n.d.

20 Ibid.

The Paris Agreement

The Paris Agreement aims to reinforce the execution of the UNFCCC, strengthening the global response to climate change threats within the framework of sustainable development and poverty eradication. Specifically, it aims to limit the rise in global average temperature to below 2°C, enhance the capacity to adapt to climate change effects such as fostering low-emission development without compromising food production, and aligning financial flows with a trajectory toward low-emission and climate-resilient development.²¹

“

Parties should, when taking action to address climate change, respect, promote and consider their respective obligations on human rights, the right to health, the rights of Indigenous peoples, local communities, migrants, children, persons with disabilities and people in vulnerable situations and the right to development, as well as gender equality, empowerment of women and intergenerational equity.

The Agreement is **gender responsive**, as Article 7 states that Parties recognise the importance of adaptation measures being country-led, responsive to gender, inclusive, and transparent. Actions should consider vulnerable groups, communities, and ecosystems, be informed by the best scientific knowledge and, where applicable, traditional and indigenous knowledge. The aim is to incorporate adaptation measures into relevant socioeconomic and environmental policies and initiatives where suitable.²² Further, Article 11 emphasises that capacity-building efforts related to this Agreement aim to strengthen the abilities of developing country Parties, especially the least developed countries and those most vulnerable to climate change impacts. Efforts should be tailored to national needs, driven by the country itself, and encourage ownership by Parties, particularly developing countries, at various administrative levels. Learning from past experiences, including those under the UNFCCC, capacity-building should be an effective, ongoing process that involves active participation, addresses various issues, and is sensitive to gender considerations.²³ While it cannot be a party to the Paris Agreement,²⁴ Kosovo has voluntarily submitted its first NDC.²⁵

Nationally Determined Contributions

Kosovo submitted its first voluntary NDC²⁶, marking an important milestone in aligning national climate action with regional and global efforts. Although Kosovo is not a party to the UNFCCC, the NDC reflects its full commitment to mitigating and adapting to climate change. The document outlines key priorities, including greenhouse-gas (GHG) emission reduction, climate-resilient development, and gender-responsive implementation, while identifying substantial financial gaps that need to be filled to achieve these ambitions.

The core objectives of the NDC focus on three domains: mitigation, adaptation, and inclusivity approaches. On mitigation, Kosovo aims to decarbonize its economy and reduce GHG emissions

21 UN, [Paris Agreement](#), 2015, 3.

22 Ibid., 9.

23 Ibid., 15.

24 UNDP, “[Kosovo](#)”, *UNDP Climate Promise*, January 25 2023.

25 Republic of Kosovo, Government, [Kosovo's first and voluntary Nationally Determined Contributions \(NDC\)](#), March 2025.

26 Ibid.

in line with its National Energy and Climate Plan (NECP), integrating actions across sectors such as energy, waste, agriculture, and forestry. Adaptation efforts concentrate on strengthening resilience to floods, droughts, heatwaves, and wildfires by promoting green infrastructure, reforestation, and a dedicated Adaptation Strategy. Cross-cutting goals emphasise gender-responsive, human-rights-based, and peace-positive climate action, ensuring that climate policies are inclusive and equitable.

The NDC explicitly integrates gender equality. The document commits to ensuring that mitigation and adaptation policies are gender-responsive and grounded in human-rights principles. It acknowledges that past environmental policies lacked adequate gender consideration but highlights progress through the application of Gender Equality Impact Assessment (GEIA) in the NECP process. The NDC calls for the systematic use of GEIAs in future climate-related policies and improved gender-disaggregated data collection to better monitor outcomes. This approach aims to guarantee that climate-finance projects, particularly those targeting renewable energy and community resilience, benefit women and men equitably.

The Plan's implementation may be hampered by limited access to climate finance, a challenge that sets Kosovo apart from its regional neighbours. Since Kosovo is not a party to the UNFCCC, it cannot tap into the main UNFCCC-linked financing instruments, including the Global Environment Facility (GEF), the Green Climate Fund, the Special Climate Change Fund, and the Adaptation Fund. Consequently, Kosovo must seek alternative financing pathways such as bilateral donor support, private-sector co-financing, and other non-UNFCCC mechanisms to bridge the estimated €2.9 billion gap for mitigation (and the total €4.9 billion need through 2030) and realise the targets set out in its NDC.

Kyoto Protocol

The 1997 Kyoto Protocol became a guide to implementing the UNFCCC. Article 13 mandates the Conference of the Parties (COP) to continually review and evaluate implementation of the Protocol. The COP can take decisions to ensure the effective implementation of the Protocol and is tasked with assessing its implementation, including the overall impact of measures taken under the Protocol on the environment, economy, and society.²⁷ As it is not yet a UN member, Kosovo has neither signed nor ratified the Kyoto Protocol.²⁸ While it has not committed to any binding objectives,²⁹ Kosovo has voluntarily aligned its policy commitments with the Sustainable Development Goals (SDGs) and committed to drafting an NDC. Similarly, Kosovo can voluntarily work toward the objectives of the Kyoto Protocol, despite not being a UN member. The Protocol is **gender neutral**, but it observes Parties' social and economic obligations.

Sendai Framework for Disaster Risk Reduction 2015-2030

Adopted in Sendai, Japan in 2015 at the Third UN World Conference, following the Hyogo Framework for Action 2005-2015 for building resilience to disasters, this Framework attends to the inter-

27 UN, *Kyoto Protocol to the United Nations Framework Convention on Climate Change*, FCCC/CP/1997/L.7/Add.1, 1997, 15.

28 Mevlan Qafleshi, Driton R Kryeziu, and Driton Qafleshi, *"A Review on the Kosovo's Challenge on Green Energy Generation and Paris Climate Agreement"*, (paper presented at the UBT International Conference, Pristina, 2021).

29 Ergin Hajredini, *"Kosovo"* (Rome: Food and Agriculture Organization of the United Nations, n.d.).

relation of climate change and natural disasters. Often worsened by climate change, disasters are becoming more frequent and severe, hindering sustainable development. Exposure of people and assets has grown more rapidly than reductions in vulnerability.³⁰ This trend creates new risks and leads to a continual increase in disaster-related losses, impacting the economy, society, health, culture, and the environment in the short, medium, and long term, particularly at local levels.³¹ The Framework states that civil society, volunteers, and community-based organisations are crucial collaborators with public institutions in disaster risk reduction because they provide specific knowledge and practical guidance for developing and implementing frameworks. Specifically, it states that women should be key participants, and policies, plans, and programs should be gender sensitive. Moreover, children, people with disabilities, older persons, Indigenous peoples, and migrants should collaborate in designing disaster risk reduction strategies for them to be inclusive and appropriate for everyone.³² Thus, the Framework is **gender responsive** in that it calls for attention to diverse needs. While it cannot officially sign the Sendai Framework, Kosovo created its Disaster Risk Reduction Strategy and Plan of Action (2016-2020)³³ and subsequently the State Strategy for Reducing the Risk from Natural Disasters and Other Disasters (2023-2028) that followed in alignment with the Sendai Framework principles.³⁴

The 2030 Agenda for Sustainable Development

This UN Agenda aims to promote the wellbeing of people, protect the planet, and foster prosperity. The 17 Sustainable Development Goals (SDGs) and 169 targets build on the prior UN Millennium Development Goals, aiming to complete its unfinished work.³⁵ Goals include upholding human rights, achieving gender equality, and empowering all women and girls, integrating economic, social, and environmental dimensions of sustainable development. The Agenda commits to protecting the planet from degradation through sustainable consumption and production, effective management of natural resources, and urgent action on climate change. It states that achieving gender equality and empowering women and girls is essential for progress across all goals and targets.³⁶ Therefore, it is **gender responsive**.

Specifically, SDG 5 on Gender Equality aims to achieve gender equality and empower all women and girls. This includes eliminating all forms of violence, ensuring equal access to education, healthcare, and decent work, and promoting equal participation in political and public life.³⁷ SDG indicator 5.c.1. refers to gender-responsive budgeting (GRB), encouraging its implementation by states.³⁸ Further, SDG 3 on Good Health and Wellbeing aims to ensure healthy lives and promote wellbeing for all.³⁹ A target was to halve the number of global deaths and injuries from road traffic accidents by 2020. Road safety remains a critical component of public health, and improving trans-

30 International Plant Protection Convention, Determinants of Risk: Exposure and Vulnerability.

31 General Assembly of the UN, [Sendai Framework for Disaster Risk Reduction 2015 – 2030](#), A/RES/69/283, 3 June 2015, 3.

32 Ibid., 19.

33 Government of the Republic of Kosovo, [Disaster Risk Reduction Strategy and Plan of Action 2016 – 2020](#), 2015.

34 Government of the Republic of Kosovo, Ministry of Internal Affairs, [State Strategy for Reducing the Risk from Natural Disasters and Other Disasters 2023 – 2028](#), 2022.

35 UN, [The Millennium Development Goals Report](#) (New York: UN, 2015).

36 General Assembly of the UN, [Transforming our world: the 2030 Agenda for Sustainable Development](#), A/RES/70/1, 21 October 2015, 1-5.

37 “Goal 5: Gender Equality - the Global Goals”, [The Global Goals](#), 23 January 2024.

38 UN Statistics Division, [SDG Indicator Metadata for SDG 5](#) last updated 31 March 2023

39 “Goal 3: Good Health and Well-being - the Global Goals”, [The Global Goals](#), 23 January 2024; Target 3.6 Reduce Road Injuries and Deaths.

port systems directly contributes to reducing health risks, preventing injuries, and saving lives. SDG 11 on Sustainable Cities and Communities focuses on making cities inclusive, safe, resilient, and sustainable. This includes ensuring access to affordable, accessible, and sustainable transport systems for all, improving road safety, reducing air pollution, and enhancing urban resilience to climate change.⁴⁰

Since 2018, Kosovo has committed to SDGs and aligning its policies with the 2030 Agenda.⁴¹ The Government in cooperation with the UN established the Joint Accelerating Fund for SDGs in 2024 with an initial contribution of €200,000 and a mechanism to match 20% of any additional donor contributions.⁴² However, Kosovo's 2024⁴³ and 2025⁴⁴ annual budgets do not mention or allocate funding for the SDG Fund. The absence of a clear budget line related to SDGs hinders monitoring their implementation. Moreover, no reports on SDG implementation have been released by the Government or Assembly since 2018.⁴⁵

The European Green Deal

The European Green Deal seeks to address pressing issues of climate change and environmental deterioration by reshaping the EU into an economy that efficiently utilises resources and remains globally competitive.⁴⁶ Its objectives include achieving net-zero greenhouse gas emissions by 2050 and ensuring economic growth is no longer reliant on resource consumption, while prioritising inclusivity. This is based on the adoption of the “Fit for 55” law, towards delivering on the EU’s 2030 climate targets.⁴⁷ This initiative has been deemed crucial for post-pandemic recovery, with substantial funding allocated from the NextGenerationEU Recovery Plan and the EU Budget. The Green Deal encompasses legally binding climate targets across various sectors, such as emissions reduction and enhancing natural carbon absorption. Additionally, the initiative focuses on promoting greener mobility, setting targets for zero-emission vehicles and reducing emissions from new cars and vans, aiming for zero-emission transport by 2050. Social support measures include establishing the Social Climate Fund, which aims to assist vulnerable individuals and small enterprises in transitioning toward greener practices. Although the Green Deal is **gender neutral**, it does recognise the obligation to honour the diversity of people subject to it, especially the vulnerable. Kosovo has acknowledged and committed to the Green Deal through its endorsement of the Green Agenda for the Western Balkans.⁴⁸

40 “Goal 11: Sustainable Cities and Communities - the Global Goals”, *The Global Goals*, 23 January 2024; Targets under SDG 11 include: 11.2 on affordable and sustainable transport systems, 11.3 on inclusive and sustainable urbanisation, 11.5 on reducing the adverse effects of natural disasters, 11.6 on reducing the environmental impact of cities, 11.7 on providing access to safe and inclusive green and public spaces, and 11.9 on implementing policies for inclusion, resource efficiency, and disaster risk reduction.

41 Assembly of the Republic of Kosovo, *Resolution on the Approval of the Sustainable Development Goals*, 2018.

42 “The Joint Accelerating Fund of the Sustainable Development Goals for Kosovo Is Established”, *Telegrafi*, July 2024.

43 Assembly of the Republic of Kosovo, *Law No. 08/L-260 on Budget Appropriations for the Budget of the Republic of Kosovo for Year 2024*, 2023.

44 Assembly of the Republic of Kosovo, *Law No. 08/L-332 on Budget Appropriations for the Budget of the Republic of Kosovo for Year 2025*, 2024.

45 Assembly of the Republic of Kosovo. “Progresi i Kosovës për OZHQ-të në vitin 2018” [Kosovo’s Progress on the SDGs in 2018], n.d., in Albanian.

46 European Commission (EC), *Communication from the Commission: The European Green Deal*, COM(2019) 640 final Brussels, 11 December 2019.

47 EC, “Commission welcomes completion of key ‘Fit for 55’ legislation, putting EU on track to exceed 2030 targets”, press release, 9 October 2023.

48 Regional Cooperation Council, 2020.

EU Taxonomy is a classification system that defines which economic activities can be considered environmentally sustainable, guiding investments toward projects that support the EU's climate and environmental goals.⁴⁹ As part of the European Green Deal and the Action Plan on Financing Sustainable Growth, it provides a common language for businesses and investors, ensuring clarity, reducing greenwashing, and supporting the transition to a net-zero economy.

European Climate Pact

The European Climate Pact, established by the European Commission (EC) after the European Green Deal, in 2020, aims to ensure the success of the Deal's proposed solutions. The Pact emphasises the necessity to design solutions in a socially equitable manner and engage citizens, communities, businesses, and organisations in devising government policies and regulations. The Climate Pact includes several actors in the fight for a Greener Europe and acknowledges the profound impacts of these changes on the most vulnerable groups.⁵⁰ However, it does not directly consider gender impacts and thus is **gender neutral**. KWN could not find any official commitments to the European Climate Pact by Kosovo, yet, despite the country's general commitments to the EU's Green Agenda.

EU Climate Law

In June 2021, the EU adopted Regulation 2021/1119 of the European Parliament and of the Council, which established the framework for achieving climate neutrality and amending regulations. Drawing from the Paris Agreement and the European Green Deal, Article 9 tasks the EC with involving all segments of society to ensure a just transition to a climate-neutral and climate-resilient society. This should entail inclusive processes at different levels and engage various stakeholders, such as social partners, academia, businesses, citizens, and civil society. The EC plans public consultations and national dialogues on climate and energy, as well as initiatives like the European Climate Pact to encourage dialogue and share scientifically grounded information about climate change, including social and gender equality aspects.⁵¹ Thus, it is **gender sensitive** because it calls for a degree of gender analysis, though it does not clearly outline how resulting plans will respond to identified needs. Kosovo has acknowledged EU Climate Law through its endorsement of the Green Agenda for the Western Balkans. Kosovo's Law on Climate Change is partly in accordance with EU law and its directives.⁵²

EU Road Safety Policy Framework 2021-2030

This Framework aims to cut road deaths and serious injuries by 50% by 2030 and achieve "Vision Zero" (close to zero fatalities) by 2050. It addresses infrastructure, vehicle safety, speed, vulnerable road users, and post-crash care.⁵³ In line with the UN General Assembly Resolution of improv-

49 EC, "[EU taxonomy for sustainable activities](#)", n.d.

50 EC, [European Climate Pact](#), COM(2020) 788 final, Brussels, 9 December 2020, 3.

51 Official Journal of the European Union, [Regulation \(EU\) 2021/1119 of the European Parliament and of the Council](#), L 243/1, 9 July 2021, 13.

52 Assembly of the Republic of Kosovo, [Law No. 08/L-250 on Climate Change](#), 2024.

53 European Commission, [EU Road safety Policy Framework 2021-2030](#), 2019.

ing global road safety,⁵⁴ and the EU Road Safety Policy Framework,⁵⁵ the Transport Community's Next Generation Safety Action Plan (2025-2027) aims to cut road deaths and serious injuries in the Western Balkans by at least 50% by 2030.⁵⁶ It calls for: implementation of national road safety agencies; upgrading data systems to meet EU standards; improving road infrastructure; running public awareness campaigns; enforcing traffic regulations; and enhancing protections for vulnerable individuals such as children, cyclists, and pedestrians.⁵⁷ Both the OECD and the Transport Community recommend establishing a road crash database using the Common Accident Data Set (CADAS) protocol, a road accident data framework for road crash collection in Europe, and joining "EU CARE",⁵⁸ the EU's central database for disaggregated road accident data, to advance road safety standards in line with European benchmarks. As elaborated later in this report, Kosovo can still improve use of child restraints, including through "education and awareness, legislation and enforcement, and user-friendly technology."⁵⁹

EU Gender Action Plan III

Referring to the 2016 UNDP study on *Gender and Climate Change*,⁶⁰ the EU GAP III states that women and girls in developing countries are especially vulnerable to the adverse effects of climate change and environmental degradation, such as loss of ecosystems, diminished access to vital natural resources, malnutrition, diseases linked to water pollution, and climate displacement with women comprising 80% of those displaced.⁶¹ Poor women and children are up to 14 times more likely than men to die in climate-related disasters like hurricanes and floods.

GAP III recommends that the EU and its Member States: involve girls and women in creating gender-responsive strategies for climate mitigation, adaptation, disaster risk reduction, and sustainable natural resource management; support women's networks in green transition sectors such as sustainable forestry, agriculture, and energy; offer capacity-building, funding, and investment support for gender-responsive national strategies and action plans in climate, environment, and disaster risk reduction; and promote women's entrepreneurship and employment in the green, blue, and circular economies, including clean cooking and sustainable energy. This includes adopting a gender-transformative approach to agriculture, fishing, aquaculture, and food systems through capacity building for rural women; policy reforms for fairer land tenure and resource management, and economic empowerment with access to finance; and improving data collection on how climate change and environmental degradation impact diverse women and men differently, towards shaping gender-responsive policies and actions.⁶² GAP III also calls for EU action to enable "women's economic activities and access to productive resources and eco-system services, including women's access to land, seas and oceans activities, remittances, technology, finance, as well as to identification and control over mobility, including access to safe and affordable transport options". GAP III directly commits to **gender-transformative** outcomes and impacts. Kosovo

54 WHO, [Decade of Action for Road Safety 2021-2030](#), n.d.

55 European Commission, [EU Road safety Policy Framework 2021-2030](#), 2019.

56 Transport Community, [Next Generation Road Safety Action Plan](#), 2024.

57 Transport Community, [Next Generation Road Safety Action Plan](#), 2024.

58 [European Commission, Mobility & Transport – Road Safety : About CARE](#), n.d.

59 European Commission, [Road Safety Report- Children](#), 2023, p. 11.

60 UNDP, [Gender and Climate Change, Overview of Linkages Between Gender and Climate Change](#), (New York, 2016).

61 EC, [Joint Communication to the European Parliament and the Council: EU Gender Action Plan III](#), JOIN(2020) 17 final, Brussels, 25 November 2020, 19.

62 Ibid., 20.

is not an EU Member State and thus need not implement GAP III. However, GAP III is relevant to EU programs and investments in Kosovo because the EU in Kosovo should implement it, including as part of its Country-Level Implementation Plan (CLIP). Although the CLIP does not include a specific focus on transport, it emphasises climate-related gender gaps and calls for action under GAP III Thematic Area 6, aligned with the Green Agenda and Instrument for Pre-Accession (IPA) III priorities. The CLIP observes that limited in-depth gender analysis exists related to climate change and environment and that women are underrepresented in these sectors.⁶³ Key objectives include increasing women's participation in climate decision-making, ensuring gender-responsive climate strategies, and recognising all genders' roles in environmental protection, which relate to the transport sector.

Sofia Declaration on the Green Agenda for the Western Balkans

Kosovo has signed the Green Agenda for the Western Balkans, a regional commitment aimed at aligning with the EU Green Deal and achieving climate neutrality by 2050.⁶⁴ The Declaration outlines actions across five pillars, including climate, energy, mobility, circular economy, depollution, sustainable agriculture, and biodiversity. Specific commitments under the mobility pillar include investing in sustainable transport infrastructure, implementing rail reforms, shifting traffic from road to more environmentally friendly modes, promoting the use of alternative fuels, and enhancing road safety and resilience through smart and climate-resilient transport systems. While the Agenda reflects an ambitious environmental reform plan, it is **gender neutral**; gender equality is absent from the Declaration. Meanwhile, its Action Plan emphasises the importance of women's empowerment, observing that the circular economy and green entrepreneurship offer new opportunities for women; it stresses that women-led businesses should play a key role in achieving a green and just recovery.⁶⁵

EC Kosovo 2024 Report

In its 2024 Report, the EC stated that "Kosovo remains at an early stage of preparation in the environment and climate sectors with limited progress made most notably the adoption of the Law on Climate Change in December 2023."⁶⁶ However, it found that administrative and human resource capacities remain critically low, hindering effective implementation and development. The EC noted that its previous recommendations were only partially addressed and remain largely relevant. Key priorities for 2025 include strengthening administrative capacities, amending the Law and Strategy on waste management, protecting and managing protected areas, adopting the National Energy and Climate Plan, and implementing the climate law framework to enable carbon pricing and alignment with the EU Emissions Trading System. "Kosovo is at an early stage of preparation in transport policy but has made some progress," the EC noted, citing the adoption of an action plan for the multimodal transport strategy and approval of a strategy on intelligent transport systems. Further efforts are needed to align with the EU *acquis*, as last year's recommendations remain largely valid. Key priorities include adopting the new Law on Roads, improving road maintenance

63 European Union Office in Kosovo/European Union Special Representative, [Gender Action Plan III – 2021–2025: Country Level Implementation Plan for Kosovo](#), Ref. Ares(2021)5675782 16 September 2021.

64 Regional Cooperation Council, [Sofia Declaration on the Green Agenda for the Western Balkans](#), 2020.

65 Regional Cooperation Council, [Action Plan for the Implementation of the Sofia Declaration on the Green Agenda for the Western Balkans 2021-2030](#), 2021.

66 EC, [Kosovo* 2024 Report](#), Cluster 4: The Green Agenda and Sustainable Connectivity, Chapter 27 - Environment and climate change, SWD(2024) 692 final, Brussels, 30 October 302024).

and safety monitoring, aligning rail legislation with the EU's 4th railway package, implementing the intelligent transport system action plan with adequate resources, and harmonising legislation on passenger rights across all transport modes.⁶⁷

National Laws

This section analyses the gender-responsiveness of laws pertaining to climate change and transportation in Kosovo.

Constitution of the Republic of Kosovo

The Constitution does not include any provisions related to climate change or global warming.⁶⁸ The Constitution generally is **gender responsive**, committing to gender equality in all areas of life. However, it does not explicitly address gender-responsive efforts to address climate change, including related to transportation.

Criminal Code of Kosovo

The Criminal Code refers to and is relevant to transport in multiple contexts.⁶⁹ It criminalises the unauthorised transport of explosives, flammable substances, and weapons, especially when conducted via public transportation or in populated areas, with penalties reaching up to eight years of imprisonment. It also penalises failure to prevent transport-related hazards and unsafe vehicle operation that endangers public safety. Article 165 defines human trafficking to include not only the recruitment and harbouring of individuals, but also their transportation and transfer for the purpose of exploitation. For child victims, transportation by itself qualifies as trafficking.

Several crimes enshrined in the Criminal Code may occur while on public transport or using other modes of transportation. Of particular relevance, Article 182 defines harassment as repeated and unwanted attention or communication such as following, surveillance, or persistent messaging with the intent to harass, intimidate, or cause emotional or physical harm. Article 183 addresses sexual harassment, defining it as any unwanted verbal, non-verbal, or physical conduct of a sexual nature that violates a person's dignity or creates a hostile environment. Perpetrators may face fines and up to three years in prison, with enhanced sentences when the victim is vulnerable, or the offender holds a position of authority.

67 Ibid., Cluster 4: The Green Agenda and Sustainable Connectivity, Chapter 14 - Transport policy.

68 Assembly of the Republic of Kosovo, [The Constitution of the Republic of Kosovo](#), 2008.

69 Assembly of the Republic of Kosovo, [Code No. 06/L-074 Criminal Code of the Republic of Kosovo](#), 2019.

Law on Environmental Protection

The Law aims to safeguard the environment for present and future generations.⁷⁰ It outlines principles for sustainable development, mandates the integration of environmental considerations into all sectors (including transportation), and establishes responsibilities for public institutions and private entities to prevent and mitigate environmental harm. It calls for public participation, transparency, and access to environmental information. It does not explicitly forbid use of motorised vehicles in national parks and protected areas. As the Law does not contain any provisions related to gender equality, it is **gender neutral**.

Law on Hydrometeorological Activities

The Law governs hydrometeorological services.⁷¹ It defines the Hydrometeorology Institute of Kosovo's responsibilities to monitor weather, climate, air, water, and soil conditions; forecast and issue early warnings for natural disasters; and ensure data collection, analysis, archiving, and public distribution of information. The Law regulates cooperation with international organisations, scientific research, licensing of non-state actors, and penalties for violations. It emphasises transparency, data protection, and compliance with international standards. The Law is **gender neutral**, containing no reference to gender equality.

Law on Protection of Air from Pollution

The Law aims to safeguard air quality and public health.⁷² It defines responsibilities for public authorities and private entities in monitoring, controlling, and reducing air pollutants, per EU environmental standards. It outlines mechanisms for air quality assessment, emission control, and public access to information on air pollution. The Law calls for a Strategy and Action Plan for Air Quality with measures to reduce transport emissions towards protecting air quality and the ozone layer in Kosovo (discussed below).⁷³ It does not specify a direct reporting body for air pollution, though MESPI generally is responsible for the Law's implementation. The Law is **gender neutral** as it does not contain any provisions related to gender equality.

Law on Climate Change

This 2024 Law establishes the importance of public awareness and information regarding climate change.⁷⁴ It applies to all sectors, including transport, energy, construction, agriculture, and urban planning. It obliges responsible institutions to integrate climate change mitigation and adaptation into laws, strategies, and projects to support sustainable development and move toward a carbon-neutral economy. The Law requires the Government to establish programmes related to climate change and mitigation, including measures to reduce emissions and enhance greenhouse

70 Assembly of the Republic of Kosovo, [Law No. 03/L-025 on Environmental Protection](#), 2009.

71 Assembly of the Republic of Kosovo, [Law No. 06/L-035 on Hydrometeorological Activities](#), 2018.

72 Assembly of the Republic of Kosovo, [Law No. 08/L-025 on Protection of Air from Pollution](#), 2022.

73 Ibid., Art. 27.

74 Assembly of the Republic of Kosovo, [Law No. 08/L-250 on Climate Change](#), 2024.

gas capture across sectors. It assigns responsibility for preparing the national Adaptation Strategy to MESPI, in collaboration with stakeholders. Article 33 refers to gender sensitivity and including gender issues and marginalised groups in awareness campaigns. It recognises the crucial role of women in climate change adaptation and mitigation efforts, as well as the importance of addressing the needs of affected communities. Therefore, the Law is **gender responsive**.

Law on Road Transportation

This 2013 Law aims to regulate and develop road transport, including for passengers and goods. It seeks to provide “open and non-discriminatory access to the market” and regulate the “driving and rest regime”, such as how long a driver can operate a vehicle before taking a break⁷⁵. The Ministry oversees formulating overall transport-development policy and strategy, drafting and proposing legislation, and setting technical and safety standards for the sector. It approves procedures for issuing licences and permits to operators, terminals and stations; defines safety, ecological and technical norms; and manages the domestic electronic registry of licensed road-transport operators. The Ministry also drafts rules on professional competence, certifies vehicles with more than 17 + 1 seats, issues permit for international transport, and oversees bilateral and multilateral agreements, while its inspectors supervise compliance for higher-category services.

Municipalities act as the local governing units responsible for coordinating and regulating transport within their territories. They develop local road-transport plans that must align with the Ministry’s inter-urban line network, issue administrative acts governing urban and urban- suburban transport, and set rules on bus routes, stops, passenger embarkation/disembarkation, and maximum bus speeds. Municipal authorities certify vehicles with more than 8 + 1 seats used for urban transport, grant permits for special intra-municipal passenger transport, and issue licences for terminals serving only urban services. Supervision and control are shared between municipal inspectors and the Ministry’s inspectors, with the Kosovo Police supporting enforcement

The Law does not include any provisions related to climate change mitigation. The Law only uses the male form of nouns.⁷⁶ Rather than addressing gender inequalities, the Law reinforces gender norms and stereotypes. Therefore, it is **gender negative**.

Law on Roads

The 2024 Law on Roads regulates public roads, construction, maintenance, planning, protective measures, financing, supervision, traffic operations, road safety, and the establishment of the Kosovo Roads Agency (KRA) as the central executive body that will implement the law and manage the Kosovo Roads Information System.⁷⁷ The law classifies roads into a hierarchy of highways, national, regional, connecting, local, and uncategorised roads, and assigns responsibilities accordingly. The Ministry supervises highways, national, regional, and connecting roads, while municipalities oversee local and uncategorised roads. Road construction must incorporate a defined set of physical elements: circulating layer (the constructed surface that carries traffic), road belt (the core carriageway), protection belt (the lateral safety zone), shoulders, sidewalks, bicycle paths, lighting bodies, Intelligent Transport System equipment and noise-guard installations.

⁷⁵ Assembly of the Republic of Kosovo, [Law no. 04/L-179 on Road Transport](#), 2013, 1.

⁷⁶ For example, in Albanian: *Ministri, studentët, invalidët, udhëtari, inspektori, pronarit, shoferët, drejtuesi i automjetit, ngasësi, punëdhënësit, zyrtari*.

⁷⁷ Assembly of the Republic of Kosovo, [Law No. 08/L-275 on Roads](#), 2024.

While the law mandates basic pedestrian facilities (sidewalks, pedestrian and bicycle-path infrastructure), it does not contain explicit accessibility provisions for persons with disabilities. The Law does not seek to mitigate climate change effects. . It is gender negative as it fails to address the specific needs and safety concerns of women.

Law on Road Traffic Provisions

The Law bans abandoning vehicles, materials, or waste on motorways, sidewalks, or verges (strips of green space between roads and sidewalks); it prohibits any damage or unauthorised use of road infrastructure.⁷⁸ Fines range from €300 for individuals to €3,000 for “legal persons” (entities like institutions or businesses). Special safeguards are introduced for blind pedestrians and people with disabilities. Drivers and adult passengers must ensure all passengers, including children, wear seatbelts. Non-compliance in using safety belts is punishable with a fine of €150 for adults or for drivers in the case of juveniles. Drivers also are responsible for non-compliance with child restraints, which carries a fine of €200, prohibition of driving a motor vehicle for three months, and two demerit points.⁷⁹ Drivers must exercise extra caution around public-transport buses, school-bus services, and vehicles carrying children, obeying mandatory stops and speed reductions; organisers and drivers face penalties if the required signage, lighting, or permits are missing. The Law also limits bus occupancy and only permits standing passengers on urban routes. Further, it requires helmets for riders of motorcycles and similar vehicles, as well as for cyclists and e-scooter drivers under age 16. It also establishes traffic rules for e-scooters and cyclists.

Based on Article 5, a public road includes the full road body, road structures (bridges, tunnels, overpasses, etc.), sidewalks and bicycle paths, traffic equipment, road land, and fixed control devices, as well as facilities for maintenance and services. It also includes environmental protection elements such as noise barriers and equipment for protection from environmental impacts.

It penalises unsafe passenger behaviour and obliges all road users to avoid actions that pollute, create excessive noise, or otherwise harm the environment, including engine idling in certain situations, excessive smoke or noise emissions, and littering from vehicles. Penalties range from €30 to €200 and are enforced by the Kosovo Police. Municipalities and the Ministry of Infrastructure (now MESPI) can issue sidewalk-use permits, set detailed rules and, where necessary, restrict traffic to protect the environment.

Kosovo's seat belt and child restraint requirements are aligned with EU directives. However, the Law stipulates that an adult sitting in the back seat can hold a child.⁸⁰ This is inconsistent with EU and international best practices, creating a loophole in road safety law and increasing the risk of injury or death to children. EU standards require children to have restraint systems with certified equipment and proper instalment.⁸¹

The Law is primarily **gender neutral** or **gender negative**, mentioning women only in the exemption of pregnant women from wearing safety belts, while the overall language remains masculine in Albanian and Serbian languages.

⁷⁸ Assembly of the Republic of Kosovo, [Law No. 08/L-186 on Road Traffic Provisions](#), 2024. It consolidated Kosovo's road safety framework, replacing the 2016 statute and its 2018 amendments.

⁷⁹ Ibid, Article 189, p. 72.

⁸⁰ Ibid.

⁸¹ EU, [Directive on compulsory use of safety belts and CRS](#), 2014; European Commission, [Road Safety Thematic Report – Seat belt and child restraint systems](#), 2022.

Law on Road and Ecological Tax for Vehicles

This 2012 Law establishes two annual taxes: a road tax and an ecological tax.⁸² The road tax applies to all vehicles registered in Kosovo, while the ecological tax is applied to locally registered vehicles and foreign vehicles entering the country. Tax collection occurs during vehicle registration for domestic vehicles, and at border entry points for foreign vehicles, with revenues directed to Kosovo's state budget. Proof of tax payment must be displayed on the vehicle, and failure to do so results in administrative fines ranging from €100 to €500. Certain vehicles are exempt from both taxes, such as agricultural and construction machinery, snow-clearing equipment, and motorcycles. The Law is **gender neutral**.

Law on Gender Equality

While calling for attention to furthering gender equality in all areas of life, this 2015 Law does not explicitly mention climate change.⁸³ It does call for women and men's equal representation (50%) in decision-making positions across the government and public administration, which would include MESPI, among others. It also requires regular reporting of sex-disaggregated data and implementation of GRB, including within this Ministry and municipalities. This can support analysing government programs and budgets towards gender- and climate-responsive transportation.

Law for Blind Persons

The Law establishes the legal status, rights, and benefits of blind individuals, ensuring their protection, social inclusion, employment, tax exemptions, financial support, healthcare, education, and accessibility in public spaces.⁸⁴ Article 13 grants blind persons and their companions free urban transportation and a 50% discount on intercity travel, requiring private and public transport operators to reserve designated spaces for them with appropriate signage. Article 15 mandates that all public infrastructure projects must incorporate necessary adjustments for blind persons before approval, ensuring accessibility in roads and public spaces. The Law is **gender neutral**.

Law on the Status and Rights of Persons with Paraplegia and Tetraplegia

The Law establishes the legal framework for the protection, rights, and benefits of individuals with paraplegia and tetraplegia.⁸⁵ Article 15 grants them and their personal assistants free urban transportation and a 50% discount on intercity travel; public and private transport operators must allocate designated spaces for them. Further, they are exempt from taxes, fees, and import customs when registering personal or custodian vehicles.

⁸² The tax rates are defined by vehicle weight: vehicles under 3.5 tons pay €40 for road tax and €10 for ecological tax annually, while those 3.5 tons or over pay €90 and €30 respectively; Assembly of the Republic of Kosovo, [Law No. 04/L-117 on Road and Ecological Tax for Vehicles](#), 2012.

⁸³ Assembly of the Republic of Kosovo, [Law No. 05/L-020 on Gender Equality](#), 2015.

⁸⁴ Assembly of the Republic of Kosovo, [Law No. 04/L-092 for Blind Persons in Kosovo](#), 2012.

⁸⁵ Assembly of the Republic of Kosovo, [Law No. 05/L-067 on the Status and Rights of Persons with Paraplegia and Tetraplegia](#), 2016.

However, the Law is not implemented; for example, tax and fee exemptions are not applied.⁸⁶ Nor does this Law require public infrastructure projects to incorporate necessary adjustments for paraplegic and tetraplegic individuals. The Law does not address gender-specific needs or mention gender considerations, even though women and men with disabilities may face different barriers and risks in mobility and access to services. Therefore, it is **gender neutral**.

Law on Local Self-Government

This Law establishes the legal framework for municipalities, defining their competencies, governance structures, and relations with central government authorities.⁸⁷ It defines the roles and responsibilities of the Municipal Assembly and the Mayor, requiring mechanisms for citizen participation, transparency, and accountability. It establishes municipal finances, regulating budgeting, financial oversight, and inter-municipal cooperation for service delivery. The Law guarantees municipal autonomy, outlining own, delegated, and enhanced competencies, which include local economic development, urban and rural planning, and environmental protection. Municipalities have the right to adopt regulations, manage property, and engage in partnerships with other municipalities. Municipalities also are responsible for maintaining public services and utilities, including water supply, sewage treatment, waste management, local roads, transport, and heating schemes. They oversee local emergency responses, name roads and public places, maintain public parks, support tourism, and facilitate cultural and leisure activities. Municipalities also hold authority over any matter not explicitly excluded from their jurisdiction or assigned to another authority, granting them broad autonomy in local governance.

The Law does not include specific provisions for gender- and climate-responsive public transport investments or accessibility improvements. The Law mentions “sex” as a protected category, ensuring non-discrimination in rights, freedoms, and municipal services. However, the Law does not include any gender-responsive measures. Thus, the Law is only **gender sensitive**. Disability inclusion is minimally addressed, as municipalities are responsible for social welfare services, elderly care, and other vulnerable groups, but the Law does not include strong financial commitments or accessibility regulations for persons with disabilities.

Law on Local Government Finance

The Law establishes the financial framework for municipalities, ensuring their financial autonomy while defining sources of revenue, grants, and borrowing regulations.⁸⁸ Municipal financial resources include own-source revenues from taxes, fees, co-payments, and rental income, as well as grants from the central government. Municipalities receive funding through general grants from the central level, which can be used for any competency, and specific grants, designated for education and health. The Law includes provisions for extraordinary grants in cases of natural disasters or emergencies. The Law establishes the Grants Commission that reviews and allocates financial resources fairly among municipalities based on transparent formulas. The Law restricts municipalities from imposing taxes beyond property taxes unless delegated by the Government. The Law requires compliance with the Law on Public Financial Management and Accountability and mandates monitoring of municipal spending by relevant ministries.

⁸⁶ KWN correspondence with OPDMK, August 2025.

⁸⁷ Assembly of the Republic of Kosovo, [Law No. 03/L-040 on Local Self-Government in Kosovo](#), 2008.

⁸⁸ Assembly of the Republic of Kosovo, [Law No. 03/L-049 on Local Government Finance](#), 2008.

The Law establishes fines for traffic violations, municipal motor vehicle fees and parking charges, which municipalities may use as own-source revenue.⁸⁹ It lacks specific provisions for public transport investments or accessibility improvements, though the General Grant can be used for this purpose. The Law allows municipalities to exempt or reduce motor vehicle fees for vehicles used for transporting disabled persons, but it does not include broader financial commitments to accessibility in public infrastructure or municipal services. The allocation formula for the Specific Grant for Health considers the age and gender of the population. Otherwise, the Law is **gender neutral** and does not provide for GRB.

Law on Administrative Municipal Boundaries

This Law defines municipal boundaries, establishes municipalities, and outlines procedures for altering administrative borders.⁹⁰ Towards European standards on self-governance and minority rights, it foresees the integration of non-majority communities, particularly K-Serbs, into governance structures. While the Law does not explicitly mention transport or climate, it defines municipal borders, which are essential for distinguishing between urban and intercity transport and for planning infrastructure and services. The Law is **gender neutral**.

Law on Public Financial Management and Accountability

The 2008 Law outlines the roles and responsibilities of financial institutions and sets guidelines for budget preparation, execution, and reporting, as well as rules for public investments and financial control.⁹¹ The Law is **gender neutral**. It does not address GRB, though this is required by the Law on Gender Equality. This omission hinders institutionalisation of GRB in public financial management systems, negatively affecting its implementation, including related to transportation.

Law on Public Procurement

This Law requires every purchase made with public money to attend to efficiency, value for money, transparency, and equal treatment.⁹² It details procurement procedures and responsible bodies. Article 4(5) states that “the pronoun he and the adjective his shall apply equally to either gender”, extending a masculine-as-default rule rather than adopting gender-neutral language. Thus, it is **gender negative**, reinforcing gender norms and stereotypes. The Law does not refer to GRB, so contracting authorities need not ensure that purchase orders consider diverse women and men’s needs in road construction, for example. However, the Law does foresee social procurement in public contracts:

Contracting authority may set, inter alia, specific conditions in the contract which allow taking into consideration social objectives, alternatively, as follows:

89 Municipalities may charge an annual vehicle fee based on engine size or type for vehicles owned. Exemptions may apply to emergency or disability transport vehicles. The fee does not apply to non-resident or out-of-town business vehicles; Assembly of the Republic of Kosovo, [Law No. 03/L-049 on Local Government Finance](#), 2008.

90 Assembly of the Republic of Kosovo, [Law No. 03/L-041 on Administrative Municipal Boundaries](#), 2008.

91 Assembly of the Republic of Kosovo, [Law No. 03/L-048 on Public Financial Management and Accountability](#), 2008.

92 Assembly of the Republic of Kosovo, [Law No. 04/L-042 on Public Procurement](#), 2016.

- 2.1. obligation to recruit unemployed persons, particularly those unemployed for a longer period;
- 2.2. obligation to recruit handicapped and disabled persons;
- 2.3. obligation to establish training programs for the unemployed or for young people during the performance of the contract;
- 2.4. obligation to implement, during the execution of the contract, measures that are designed to promote gender equality or diversity on other grounds;
- 2.5. obligation to comply with the substance of the provisions of the basic conventions of the [International Labour Organisation] ILO in the execution of the contract, if these provisions are not applied in the respective Law.

Thus, procurement can be utilised to promote gender equality.

KWN's monitoring has found that institutions seldom use these provisions during procurement processes. Tender dossiers on e-procurement, particularly those involving infrastructure and transport tenders, lack affirmative measures towards gender equality,⁹³ such as for businesses owned by women, with a gender balance, and with internal policies towards gender equality. The ongoing amendment of this Law provides an opportunity for more clearly encouraging affirmative measures, collection of sex-disaggregated data, and regular publication of such data.⁹⁴

Law on Budget for 2024

The 2024 Budget Law outlines financial distributions for the government, including related to transportation.⁹⁵ Kosovo uses line-item budgeting, which poses structural challenges to analysing how budget allocations will contribute to the Government's strategic and programmatic objectives, including related to transportation, climate change mitigation, gender equality, and their interrelations. Therefore, the Law is **gender responsive** only in relation to a few gender-specific expenditures like Gender Equality Offices in municipalities.⁹⁶ The Ministry of Finance, Labour and Transfers (MFLT) has not published a Gender Budget Statement, as foreseen by SDG indicator 5.c.1., or the similar GRB Annex,⁹⁷ which MFLT requires all budget organisations to submit according to the Budget Circular.⁹⁸ If published together with the annual budget, this could have clarified how particular budget lines seek to contribute to gender equality goals, including related to climate-responsive transportation. Budget allocations pertinent to this research are analysed in subsequent chapters.

93 KWN, *Gender Equality: At the Centre of IT... and Beyond - A Gender Analysis of Digitalisation in Kosovo*, 2024.

94 Ibid., 49.

95 Assembly of the Republic of Kosovo, [Law No. 08/L-260 on Budget Appropriations for the Budget of the Republic of Kosovo for Year 2024](#), 2023.

96 KWN, *Towards Citizens' Budgets: A Gender Review of the Kosovo 2024 Budget* (Pristina, 2024).

97 Ibid.; nor has the Ministry made the budget available for public consultation in accordance with this obligation ([Budgetary Circular 2024/01](#), May 2023).

98 MFLT of the Republic of Kosovo, M, "[Qarkorja Buxhetore 2024/01](#)" [Budget Circular 2024/01], May 2023), in Albanian.

National Strategies and Policies

Kosovo has had several strategies and policies relevant to addressing climate change related to the transportation sector. This section analyses their gender-responsiveness.

Climate Change Strategy 2014-2024

Adopted in 2014, this Strategy outlines measures for climate change mitigation and adaptation towards sustainable development. It identifies current and expected impacts of climate change related to greenhouse gas emissions, illegal and non-standard construction, outdated water and sewage infrastructure, unsustainable water and land management, inadequate municipal planning, unsustainable agriculture, deforestation, slope destruction from mining, uncontrolled urbanisation since 1999, and high socioeconomic vulnerability due to poverty. The Strategy presents 38 interventions, including their location, objective, responsible actors, anticipated impacts, approximate costs, and implementation timelines.⁹⁹

Generally, the Strategy is **gender neutral**. However, the second objective seeks to raise capacities of threatened ecosystems and communities, including poor farmers, marginalised groups, and women. The Strategy aims to increase their adaptability to climate change and related risks to their livelihoods.¹⁰⁰ The Strategy does not contain a gender impact analysis or sex-disaggregated data.

Climate Change Strategy 2019-2028 and Action Plan for Climate Change 2019-2021

Replacing the prior Climate Change Strategy, this Strategy focuses on mitigating greenhouse gas emissions and adapting to climate change by promoting renewable energy sources, improving energy efficiency, expanding forest coverage, and implementing policies to reduce emissions. It identifies transport as a growing source of CO₂ emissions in Kosovo, driven by an increasing number of old, fuel-inefficient vehicles.¹⁰¹ Public transport usage is low, and most vehicles rely on diesel and gasoline, contributing significantly to air, water, and soil pollution. Strategic priorities for the transport sector include revising environmental legislation in line with international standards, using higher quality fuels, promoting less polluting alternative transport methods (like rail and electric vehicles), restricting old vehicle usage, and improving road infrastructure to reduce traffic congestion. However, it does not mention any planned investments in transport infrastructure specifically. Nor does it encourage alternative forms of mobility towards climate change mitigation like cycling and investment in improving related infrastructure.

99 Government of the Republic Kosovo, [Strategji për Ndryshimet Klimatike 2014-2024](#) [Climate Change Strategy 2014-2024], 2014, 10, in Albanian.

100 Ibid., 9.

101 Ibid., 24.

The total estimated cost for implementing all activities outlined for 2019-2021 was €2,877,600.¹⁰² It did not include GRB. Further, based on expert assessments, it is unlikely that some of the more ambitious measures will be implemented soon.¹⁰³ This is primarily due to financial constraints, as funding for medium- and long-term actions under the Climate Change Strategy is conditional upon the creation of favourable fiscal conditions after 2019. Such expenditures were planned within the MTEF to be allocated through the regular national budgeting process.¹⁰⁴ While a substantial portion of the projected costs was expected to be covered by the Kosovo Budget, additional funding was anticipated from municipalities, the Kosovo Energy Corporation, and potentially external donors like the EC, World Bank, Sida, and Austrian Government.

Kosovo has been a member of the Global Environment Facility since 2010 and gained access to Green Climate Fund financing in 2015, enabling support for climate-related strategies.¹⁰⁵ However, despite these opportunities, Kosovo still does not have a national Green Fund, limiting its ability to mobilise and manage dedicated domestic resources for environmental and climate action. The Action Plan has expired and has not been replaced.

While attention to gender is not mainstreamed throughout the Strategy, it does mention women as a vulnerable group and in explaining the socioeconomic situation. There is no gender analysis related to anticipated impacts, objectives to address gender inequalities, or GRB. Therefore, it is **gender sensitive** but not gender responsive.

Energy Strategy of the Republic of Kosovo 2022-2031

The Strategy defines four goals and five objectives for developing the energy sector in the next decade.¹⁰⁶ Goals include securing supply, achieving sustainability and climate neutrality, improving competitiveness, and maintaining affordability. Objectives are to improve system reliability; promote decarbonisation and use of renewable energy sources; increase energy efficiency; strengthen regional cooperation and market functioning; and protect and empower consumers while developing the workforce.¹⁰⁷

The transport sector, ranking just behind households in energy consumption, saw an increase to 422 kilotonnes of oil equivalent (ktoe) in 2020. To meet the targets of the Green Agenda for the Western Balkans, transport must shift towards sustainability. The Energy Strategy reflects this by factoring in the transition to electric vehicles in its electricity demand projections and supporting use of cleaner, alternative fuels.¹⁰⁸ Key actions include implementing Directive 2014/94/EU,¹⁰⁹ establishing infrastructure for alternative fuels like electric vehicle charging stations, and encouraging the adoption of zero-emission vehicles.

102 Ibid., 60.

103 Ibid., 62.

104 Ibid.

105 Ibid., 86-87.

106 Government of the Republic of Kosovo, [Energy Strategy of the Republic of Kosovo 2022-2031](#), 2022, 10.

107 Ibid., 25.

108 Ibid., 19.

109 *Official Journal of the European Union*, [Directive 2014/94/EU of the European Parliament and of the Council of 22 October 2014 on the deployment of alternative fuels infrastructure](#), L 307/1, 28 October 2014; it aims to support the development of alternative fuels infrastructure such as electric charging and natural gas refuelling to reduce transport's dependence on oil and to lower environmental impact across the EU.

Transport and heating contribute significantly to emissions, which totalled 9.6 million tons CO₂ equivalent in 2019 with power and heating sectors accounting for 66%.¹¹⁰ Kosovo's decarbonisation efforts in transport remain limited, with electric vehicles making up only 0.05% of the fleet as of 2021.¹¹¹ However, plans include gradual electrification of railways and an increase to around 15,000 electric cars by 2031.¹¹² The Strategy encourages women's inclusion, specifically by investing in women and men's skills in line with needs energy sector needs.¹¹³ Thus, the Strategy is **gender responsive**. Based on this Strategy, the Kosovo Energy Strategy Implementation Program 2022-2025 includes an action for preparing gender-inclusive infrastructure and policy planning.¹¹⁴ It sets a deadline for 2024/2025 and a donor-funded budget of €300,000 per year. It aims for 25% of the energy sector workforce to be women by 2031.

Multimodal Transport Strategy 2023-2030

Adopted in 2024 by MESPI, this Strategy plans to modernise and integrate road, rail, and air transport systems to support economic development, improve regional connectivity, and align with EU standards and the Green Agenda.¹¹⁵ It aims to create a seamless, smart, safe, and sustainable transport network, addressing gaps like limited rail use, low digitalisation, fragmented public transport, and high emissions. It replaces the 2015-2025 Strategy, emphasising the shift toward green, resilient, and digitised mobility solutions. The Strategy has three objectives: (1) seamless transport connections, focusing on well-integrated infrastructure and multimodal services linked to the Trans-European Transport Network (TEN-T);¹¹⁶ (2) a safe transport system, aligning targets with Vision Zero¹¹⁷ to reduce traffic fatalities and improve safety management across all transport modes; and (3) smart and sustainable transport, emphasising digital solutions (e.g., Intelligent Transportation Systems, e-ticketing), alternative fuel adoption, and climate-resilient infrastructure. For road transport, priorities include completing TEN-T road networks, establishing Risk Assessment Method Statements (RAMS) reducing accidents, and promoting public transport reforms. Clear indicators and targets are defined for each objective, such as increasing the share of alternative-fuel vehicles to 10% and reducing transport-related CO₂ emissions by 20% by 2030. The total estimated cost of implementing the Strategy is more than €1.5 billion, funded through the central budget and loans, monitored by MESPI. GRB is not indicated in the Strategy.

The Strategy observes some social equity concerns, such as accessibility for people with disabilities and the elderly. However, it does not contain gender analysis or address gender-specific transportation considerations. Thus, it is **gender neutral**.

110 Government of the Republic of Kosovo, [Energy Strategy of the Republic of Kosovo 2022–2031](#), 2022, 21.

111 Ibid., 17.

112 Ibid., 10.

113 Ibid., 9.

114 Government of the Republic of Kosovo, - [Implementation Program of the Energy Strategy of Kosovo \(IPESK\) for the Period 2022-2025](#), 2023.

115 Government of the Republic of Kosovo, MESPI, [Multimodal Transport Strategy 2023-2030](#), 2024.

116 [TEN-T](#) is the EU's strategy for developing an integrated, efficient, and sustainable transport infrastructure across Europe. It covers rail, road, air, and water transport, aiming to connect regions, reduce emissions, enhance safety, and support economic cohesion, based on [Regulation \(EU\) 2024/1679](#).

117 Vision Zero is a strategy aiming to eliminate all traffic fatalities and serious injuries by designing safer transport systems and prioritising human life.

Draft National Energy and Climate Plan of the Republic of Kosovo 2025-2030

This draft Plan aims to ensure citizens' access to secure and reasonably priced energy while achieving a sustainable energy sector integrated into the pan-European market.¹¹⁸ It aims to progressively offer clean energy, energy efficiency, support for vulnerable groups, and increased citizen participation. Citizens are foreseen to participate actively in the sector, including in production and self-consumption, as well as via support schemes for the most vulnerable (e.g. for home insulation, solar panel installation, purchasing energy-efficient appliances, and efficient heating systems). Five strategic objectives are: (1) improving system resilience; (2) decarbonising and promoting renewable energy; (3) increasing energy efficiency; (4) strengthening regional cooperation and market functioning; and (5) protecting and empowering consumers.¹¹⁹ While it recognises vulnerable groups, it is **gender neutral**.

Disaster Risk Reduction Strategy and Plan of Action (2016–2020) and State Strategy for Reducing the Risk from Natural Disasters and Other Disasters (2023–2028)

Kosovo's Disaster Risk Reduction Strategy and Plan of Action (2016–2020)¹²⁰ was the country's first comprehensive framework for reducing disaster risk, developed in compliance with the Sendai Framework and the European Strategy for Supporting Disaster Risk Reduction. It aimed to coordinate efforts among local institutions, ministries, and donors to build resilience and promote sustainable development. This Strategy was **gender responsive** and inclusive, emphasising the protection and active involvement of "vulnerable communities" including women, children, the elderly, persons with disabilities, and those living in poverty or disaster-prone areas. It integrated risk reduction into development planning, strengthened institutional capacities, and prioritised awareness-raising and inclusive approaches.

The State Strategy on Risk Reduction from Natural Disasters and Other Disasters (2023–2028)¹²¹ is Kosovo's second national framework, focused on minimising disaster impacts and promoting sustainable development through risk reduction at central and local levels. While aligned with national and international standards and committed to human rights protection, it places less emphasis on inclusion than its predecessor. Although it acknowledges the importance of addressing the needs of women, children, the elderly, and marginalised groups, and encourages their involvement in planning and knowledge-sharing, the overall level of gender and social inclusion is less pronounced than in the 2016-2020 strategy. The Strategy is **gender sensitive**, as it does not include actions or objectives related to furthering gender equality.

118 Government of the Republic of Kosovo, [National Energy and Climate Plan of the Republic of Kosovo 2025-2030](#), 2023.

119 Ibid., 23.

120 Republic of Kosovo, Government, Ministry of Internal Affairs (MIA), Emergency Management Agency, [Disaster Risk Reduction Strategy and Plan of Action 2016 – 2020](#), December 2015.

121 Republic of Kosovo, Government, MIA, Emergency Management Agency, [State Strategy for Reducing the Risk from Natural Disasters and Other Disasters](#), 2022.

Strategy on Air Quality

This 2013 Strategy highlights transportation as one of the main contributors to air pollution in Kosovo, particularly in urban areas.¹²² Due to roads' proximity to residential zones, emissions from road transport significantly degrade air, water, and soil quality. The transport sector also contributes to climate change, noise pollution, and land degradation, including threats to biodiversity and cultural heritage. The widespread use of outdated vehicles, lacking catalytic converters, and running on low-quality fuels, exacerbates air pollution. Despite the crucial role of transport in economic development and mobility, Kosovo's road network remains in poor condition. Public transport use is minimal and the rise in private vehicles has increased traffic congestion and air pollution, posing risks to public health and the environment. Railway and air transport also contribute to emissions, though to a lesser extent than road vehicles.

To address these challenges, the Strategy outlines several specific objectives aimed at reducing emissions and promoting sustainable transport solutions. These include completing legal and economic frameworks, encouraging the replacement of old vehicles with newer, less polluting models, and promoting alternative transport modes such as public transport, cycling, and walking. The Strategy also recommends managing traffic demand through planning and economic instruments, improving road infrastructure, enforcing vehicle inspections, and enhancing fuel quality standards. Public awareness campaigns and road cleaning are proposed as supplementary measures. The Strategy aligns with broader climate protection goals by supporting actions in the energy and transport sectors to reduce greenhouse gas emissions. The Strategy mentions women, highlighting health risks for pregnant women due to air pollution. The budget is not clearly allocated for its implementation and GRB is not used. Therefore, it is **gender sensitive** but not gender responsive. The Strategy expired in 2022, and a new one does not exist.

Kosovo Program for Gender Equality 2020-2024

Required by the Law on Gender Equality, the Program aimed to place gender equality at the forefront of Kosovo's transformational processes across all government, agency, civil society, private sector, and donor structures, institutions, policies, procedures, practices, and programs. The Program had three pillars: (1) economic empowerment and social welfare; (2) human development, gender roles, and relations; and (3) women's rights, access to justice and security.¹²³ Specific, measurable targets and a detailed action plan with cost assessments demonstrated a commitment to effective and accountable climate action.¹²⁴ Generally, the Program was **gender transformative** because it sought to transform gender norms underpinning inequality. While the Program does not mention transportation explicitly, it is generally relevant to all sectors. The Program's final evaluation called for analysis and activities related to transportation in the new Program.¹²⁵ In 2025, the Government was in the process of developing a new Program for Gender Equality.

¹²² Republic of Kosovo, MESPI, [Strategy on Air Quality](#), 2013.

¹²³ Government of the Republic of Kosovo, Office of the Prime Minister, Agency for Gender Equality, [Kosovo Program for Gender Equality 2020-2024](#), 2020, 9.

¹²⁴ Ibid., 17.

¹²⁵ Republic of Kosovo, Government, Office of the Prime Minister, Agency for Gender Equality, ["The Final Evaluation Report of the Kosovo Program for Gender Equality 2020-2024"](#), 2024, 95.

Action Plan on the Rights of Persons with Disabilities in the Republic of Kosovo 2021-2023

The Plan aimed to foster an inclusive society where persons with disabilities could fully realise their rights and potential with five strategic objectives related to health, social welfare, education, legal protection, and access to communication.¹²⁶ One activity specifically addresses mobility: supporting blind children's mobility to attend regular schools.¹²⁷ The Plan did not address the diverse mobility challenges faced by persons with disabilities. In the Plan, women are mentioned only related to increasing health services for persons with disabilities. Therefore, its **gender sensitive** but not gender responsive. The Plan concluded in 2023, and no new action plan has been adopted.

Budget Circulars 2024-2026

As a policy document, MFLT issues budget circulars every year, providing instructions, timelines, and budget limits. In accordance with the Law on Gender Equality, all institutions are required to implement GRB.¹²⁸ Towards this aim, budget circulars have regularly requested that all budget organisations, including ministries and municipalities, to submit a GRB "Annex", illustrating how public expenditures will contribute to gender equality.¹²⁹ The budget circular provides guidance for planning budget allocations, requesting sex-disaggregated data related to staffing, wages, and public service beneficiaries. Further, budget organisations must publish these data, ensuring accountability in **gender-responsive** financial planning. KWN's monitoring suggests that only 64% of central budget organisations and 89% of municipal organisations submitted this annex in 2024. MESPI was among the budget organisations that submitted the GRB Annex but has not published it. If not published, it is difficult to analyse their quality and whether they clearly link expenditures with strategic objectives to further gender equality, including those related to the transportation sector.

Enforcement and Digital Platforms for Reporting Illegal Actions and Public Service Issues

Kosovo has several platforms for reporting violations of traffic regulations and environmental protection legislation. The **Kosovo Police** is responsible for enforcing most legislation related to transportation and environmental protection, such as illegal parking, idling, excessive smoke, and noise. The police can be informed regarding traffic-related offenses via its emergency number

¹²⁶ Government of the Republic of Kosovo, *The Action Plan on the Rights of Persons with Disabilities in the Republic of Kosovo 2021-2023*, 2020.

¹²⁷ Ibid., Activity 2.3.1.

¹²⁸ Article 5.1.5.

¹²⁹ MFLT of the Republic of Kosovo, *"Qarkorët Buxhetore"* [Budget Circulars], in Albanian.

(192), non-emergency line (038 550 999), and email (info@kosovopolice.com). While police used to have an application (app), *Lajmëro Policinë* [Inform Police], it was not functioning as of August 2025.

MESPI has a message box on their website called “Report Illegal Activities” where people can report river damage, illegal construction, or forest damage by writing a message (but not including photos).¹³⁰

The Office of Good Governance in the Office of the Prime Minister of Kosovo oversees the National Platform for Protection against Discrimination for Roma, Ashkali, and Egyptian Communities.¹³¹ This platform enables individuals to report instances of discrimination, including those related to transportation and mobility, via an online form or mobile phone app. The form requests obligatory information about the gender and age of the person reporting, whereas educational level and employment status are optional. Detailed information related to transportation or walking is not specifically addressed in the publicly available reports on discrimination.¹³²

Discrimination also can be reported to the Ombudsperson Institution. Its online discrimination reporting form collects data related to the gender and age of persons reporting. The form also asks for the name of the institution where the incident occurred and a brief description of the case.

CSOs have established several other ways of reporting. For example, the **Ambientalisti** [Environmental] platform, created by the Group for Legal and Political Studies, aims to inform citizens about environmental issues and encourage citizen participation.¹³³ It serves as a resource for those interested in engaging with environmental topics. The platform provides real-time information on upcoming public debates, consultations, and deadlines, along with downloadable documentation. It details the legislative framework, has infographics on environmental issues, and includes a report box for citizen feedback.

KDI Green is a digital platform developed by the Kosovo Democratic Institute (KDI) to empower citizens to report and address environmental issues at the local level.¹³⁴ The platform allows citizens to report environmental degradation, such as pollution and illegal construction. It also features a map to visualise report locations. Data collected through the platform indicate that more than 74% of reports were submitted anonymously, reflecting a strong preference for confidentiality among users. Of the 25% of reports in which the reporter’s gender was disclosed, 7.7% were submitted by women and 18.3% by men.¹³⁵

Ndreqe [Fix it] is an online platform created by CSO D+ that enables citizens to report complaints about municipal public services, displayed on an interactive map.¹³⁶ The platform covers issues

130 MESPI, [website](#), accessed 18 July 2025.

131 Platforma kombëtare për mbrojtje nga diskriminimi për komunitetet Rom, Ashkali dhe Egjiptian [National Platform for Protection from Discrimination for the Roma, Ashkali, and Egyptian Communities], [“Raporto Diskriminimin”](#) [Report Discrimination], n.d.

132 Republic of Kosovo, Office of the Prime Minister, Office on Good Governance, [“Protection from Discrimination: A Comprehensive Summary of the One-Year Efforts of the National Platform for Protection from Discrimination for Roma, Ashkali, and Egyptian Communities”](#), June 2023. Between its launch and 31 December 2024, the Platform had 21,896 visitors, with 872 active user accounts and 52 reported cases. Of these, 17 were submitted by women, 20 by men, and 15 by users who did not declare their gender. Of them, 18 cases were fully addressed by institutions, while seven remain under institutional procedures. No cases of discrimination were transport related (KWN correspondence with the Office of the Prime Minister, Office on Good Governance, July 2025).

133 Platforma Ambientalisti, [website](#), n.d.

134 Kosova Democratic Institute - Green (KDI-Green), [website](#), n.d.

135 KWN, correspondence with Kosovo Democratic Institute, July 2025.

136 Ndrëqë, [website](#), n.d.

such as waste, sewage, potholes, public lighting, damaged sidewalks, road signs, and barriers for people with disabilities. These complaints are sent to responsible municipal officials. Citizens can view, update, and subscribe to notifications about reported complaints, fostering active participation and direct engagement with local governance in their neighbourhoods and villages.

Ec Shlirë [Walk Freely] was an app developed by Girls Coding Kosova, Open Data Kosovo, and KWN to help individuals report sexual harassment. Users could report the type, location, and details of the harassment anonymously. The app also provided data analysis tools, including charts and maps. There were efforts to link the app with police, enabling anonymous reporting that could facilitate police investigations or encourage better city planning (e.g., by installing streetlights and increasing community policing in areas and times receiving more reports). However, this did not come into fruition. Amid staff turnover, the app has not really functioned or received new reports since 2020.¹³⁷

Generally, apps have been developed as part of projects and may not be maintained after projects end. Platforms have not been integrated into state-owned platforms. At present, people can only contact the inspectorate directly or use municipal and MESPI websites, which do not offer the same level of accessibility or user engagement as apps or websites developed by CSOs.

Conclusion

Given its political status, Kosovo cannot become an official party to UN commitments related to climate change. However, the Government has demonstrated its to these in Kosovo's legal framework and thus must take steps towards implementing them. Similarly, while Kosovo is not yet an EU Member State, it has committed to progressing towards EU Accession. Kosovo has taken some steps to harmonise its legislation with the EU *Acquis* related to climate-responsive mobility and transportation, but further efforts are needed.

The plethora of laws and policies relating to transportation and mobility potentially risk a fragmented approach to a gender- and climate-response transportation sector. While older laws, such as on roads, lacked gender-responsiveness, some newer laws and policies related to transportation and addressing climate change have included improved attention to gender equality. Nevertheless, opportunities exist for improving these, particularly in strategies and action plans currently being drafted. Kosovo has conducted few evaluations of laws and policies, so limited gender impact analysis is available to inform new laws and policies based on lessons learned. This could hamper the gender-responsiveness of current and future laws and strategies.

Kosovo uses line-item budgeting, which poses structural challenges to analysing how budget allocations align with the Government's strategic and programmatic objectives, including related to transportation, climate change mitigation, gender equality, and their interrelations. Strategies and action plans seldom contain clear budget allocations with institutions responsible for budgeting identified. GRB is not applied, despite legal obligations in the Law on Gender Equality. This coupled with line-item budgeting makes assessing expenditures' contributions to gender- and climate-responsive transportation-related objectives nearly impossible.

¹³⁷ KWN correspondence with Open Data Kosovo, December 2024.



CHAPTER II

The Gender Responsiveness of Budget Documents Related to Transportation

This chapter responds to the third research question: how gender-responsive are current transportation sector laws, policies, and budgets. It examines the gender-responsiveness of budget documents, as laws. First, it analyses the MTEF related to transportation and mobility from a climate and gender perspective. Second, it examines MESPI annual budgets for transportation from 2019 to 2024. Third, it analyses procurement processes, and fourth the gender-responsiveness of audits related to transportation. Finally, it discusses environmental tax collection and public spending.

Medium-term Expenditure Framework

Given that Kosovo uses line-item budgeting, where the annual budget law lacks information about government objectives, the MTEF is important as a midterm planning document for stating how budget allocations aim to contribute to the Government's strategic objectives. The MTEF contains narrative text, enabling explanation of how expenditures will contribute to gender- and climate-responsive objectives in the transport sector, including by stating indicators, baselines, and targets for measuring progress. The MTEF has four strategic pillars: (I) Sustainable Economic Development, (II) Equal Human Development, (III) Security and Rule of Law, and (IV) Good Governance. This section examines the gender- and climate-responsiveness of MTEF sections pertaining to transportation and mobility.

Transport and Environment fall under Pillar I on Sustainable Economic Development. Policy areas include support for developing industry, businesses, agriculture, energy, transport, communication, environment, and spatial planning. Transport and communication sector objectives include integrating Kosovo into regional road networks, improving infrastructure and transport services, ensuring barrier-free international multimodal transport, and increasing transport safety. Potential exists for integrating attention to furthering gender equality in these policy areas. However, the MTEF does not include any objectives or references to gender equality related to this sector.¹³⁸

Table 1 illustrates how the MTEF could have made transportation activities more gender responsive with suggested text from KWN in the third column.

Table 1. MTEF Activities Related to Transport		
Objective	Original MTEF Activity	Gender-responsive Activity (KWN Proposal)
4. Improving transport infrastructure and services	4.1 Transport infrastructure that works well and is integrated into international networks	4.1 Gender- and climate-responsive transport infrastructure that works well and is integrated into international networks
	4.2 Development of socio-economic infrastructure and increased intermunicipal cooperation, including the expansion of community-oriented infrastructure	4.2 Development of gender- and climate-responsive socio-economic infrastructure and increased intermunicipal cooperation, including the expansion of community-oriented infrastructure to meet diverse women and men's mobility needs
	4.3 High-quality and efficient transport of goods and passengers	4.3 High-quality and efficient transport of goods and passengers, meeting diverse women and men's needs

¹³⁸ MFLT of the Republic of Kosovo, *KASH* [Central Fiscal Table], in Albanian.

Table 1. MTEF Activities Related to Transport

5. Creating obstacles-free connections in inter-national multimodal transport	5.1 Transport connection without troubles through safe and efficient infrastructure	5.1 Transport connection without troubles through safe, efficient, gender-, and climate-responsive infrastructure
	5.2 Harmonisation of the legal framework in the field of Civil Aviation and normalization of high airspace	5.2 Harmonisation of the legal framework in the field of Civil Aviation and normalization of high airspace
6. Promoting digital and sustainable mobility	6.1 Establishment of smart and digital transport	6.1 Establishment of gender-responsive , smart, and digital transport
	6.2 Establishment of a transport system – towards vision zero	6.2 Establishment of a gender-responsive transport system – towards vision zero

The suggested revisions would demonstrate Government commitments to responding to diverse women and men's differing mobility needs, including related to security and digital services.¹³⁹ For accountability, transparency, and assessing the impact of expenditures, objectives should be accompanied by clear indicators, baselines, and targets.

MESPI Annual Budgets

This section examines the gender- and climate-responsiveness of official annual budget allocations for transportation-related expenditures by each MESPI department, respectively, as presented in annual budget laws from 2019 to 2024. Again, the fact that Kosovo uses line-item budgeting rather than programmatic or results-based budgeting makes it difficult to assess how budgets contribute to governmental objectives, including furthering gender equality.

The budget allocation for the Department of Land Transportation has involved a significant increase over time, particularly in Goods and Services (rising from €50,000 in 2021 to €2.7 million in 2024) and Capital Expenditures (from €600,000 in 2021 to €2.1 million in 2024), indicating major investments in transportation infrastructure and services (see Table 2). There is no publicly available information in the budget document or its annexes regarding GRB, climate change mitigation measures, or gender-disaggregated data. Although MESPI submitted GRB annexes for 2023 and 2024 to MFLT,¹⁴⁰ these were not included in the published Budget Law.¹⁴¹ Neither MFLT nor MESPI has published GRB annexes on their websites. As a result, it is not possible to assess whether the allocated funds address gender-responsive transport planning or how budgetary decisions align with sustainable mobility and social equity goals.

¹³⁹ For information on how women and men's needs related to digitalisation and digital services may differ, see: KWN, *Gender Equality: At the Centre of IT...and Beyond*, 2024.

¹⁴⁰ KWN correspondence with MFLT, May 2024.

¹⁴¹ Assembly of Republic of Kosovo, [Law No. 08/L-193 on Budget Appropriations for the Budget of The Republic of Kosovo for Year 2023](#), 2022, and [Law No. 08/L-260 on Budget Appropriations for the Budget of The Republic of Kosovo for Year 2024](#), 2023.

Table 2. Department of Land Transportation Budget Allocations by Category and Year

Category	2019	2020	2021	2022	2023	2024
Employees per year	13	11	11	11	11	11
Salaries and Allowances	€78,944	€78,446	€78,446	€78,446	€78,838	€93,343
Goods and Services	€33,380	€33,380	€50,000	€1,561,432	€2,200,000	€2,700,000
Utilities Expenditure	€4,000	€4,000	€4,000	€10,000	€10,000	€4,500
Capital Expenditures	€1,250,000	€1,170,000	€600,000	€610,000	€1,160,000	€2,100,000
Total	€1,366,324	€1,285,826	€732,446	€2,259,878	€3,448,838	€4,897,843

Railways Humanitarian Transport only has a budget allocated for Subsidies and Transfers, with rather consistent funding of €1.3 million from 2020 to 2024 (Table 3). No information pertains to GRB or climate-related considerations. It is unclear whether these funds contribute to equitable access to railways or align with sustainable mobility goals.

Table 3. Railways Humanitarian Transport Budget Allocations by Category and Year

Category	2019	2020	2021	2022	2023	2024
Subsidies and Transfers	€1,031,959	€1,300,000	€1,350,000	€1,300,000	€1,300,000	€1,300,000

Similarly, Road Humanitarian Transport only has budget allocations for Subsidies and Transfers, which decreased from €411,855 in 2019 to €143,814 in 2022 onwards (Table 4). It contains no indication of GRB or climate-related considerations.

Table 4. Road Humanitarian Transport Budget Allocations by Category and Year

Category	2019	2020	2021	2022	2023	2024
Subsidies and Transfers	€411,855	€243,814	€243,814	€143,814	€143,814	€143,814

The budget for the Department of Road Infrastructure has increased significantly from nearly €0.7 million in 2019 to €8.2 million in 2024 (Table 5). The primary driver of this growth is Goods and Services, which escalated from €560,000 in 2019 to €8.1 million in 2024, indicating large-scale investments in road maintenance, construction, or operational contracts. Capital Expenditures remained minimal, peaking at €350,000 in 2022 and 2021 and dropping to zero in 2024. The budget lacks GRB and climate change considerations.

Table 5. Department of Road Infrastructure Budget Allocations by Category and Year

Category	2019	2020	2021	2022	2023	2024
Employees for year	11	11	11	11	11	11
Salaries and Allowances	€81,380	€80,867	€80,867	€80,867	€81,271	€97,369
Goods and Services	€560,000	€3,900	€4,474,500	€4,474,500	€7,450,000	€8,112,766
Utilities Expenditure	€8,900.00	€1,652,000	€10,000	€10,000	€10,000	€3,900
Capital Expenditures			€350,000	€350,000	€11,000	
Total	€650,280	€1,736,767	€4,915,367	€4,915,367	€7,552,271	€8,214,035

The budget for Road Maintenance has fluctuated significantly with total allocations peaking at €18.4 million in 2020 but dropping to nearly €6.3 million in 2024 (Table 6). Most funding is directed towards Capital Expenditures and Goods and Services, indicating investments in road repairs, resurfacing, and maintenance contracts. There is no mention of GRB or climate adaptation measures, leaving it unclear whether funds are being used for maintenance towards sustainable, climate-resilient infrastructure for diverse users, including pedestrians, cyclists, and public transport.

Table 6. Road Maintenance Budget Allocations by Category and Year

Category	2019	2020	2021	2022	2023	2024
Goods and Services	€5,300,000	€11,170,000	€9,365,647	€9,365,647		
Capital Expenditures	€12,650,000	€ 7,200,000	€4,600,000	€4,600,000	€6,250,000	
Total	€17,950,000	€18,370,000	€13,965,647	€13,965,647	€6,250,000	€ 0

The budget for Bridge Construction is exclusively allocated to Capital Expenditures with funding fluctuating between nearly €1.4 million in 2023 and €3.6 million in 2019, peaking at €3.2 million in 2024 (Table 7). No information is provided related to GRB or climate-conscious planning, so it is unclear whether bridge construction projects have incorporated inclusive designs (e.g., pedestrian and cyclist accessibility, safety for women and vulnerable groups) or climate adaptation measures (e.g., resilience against flooding, sustainable materials).

Table 7. Bridge Construction Budget Allocations by Category and Year

Category	2019	2020	2021	2022	2023	2024
Capital Expenditures	€3,605,573	€2,181,424	€2,299,660	€2,299,66	€1,355,615	€3,200,000

The budget for road rehabilitation primarily has included Capital Expenditures with allocations reaching €62 million in 2024, more than doubling since 2022 (Table 8). This significant investment suggests an expansion in road repair and modernisation. No information exists related to GRB or climate-conscious planning, such as preparation for extreme weather.

Table 8. Rehabilitation of Roads Budget Allocations by Category and Year

Category	2019	2020	2021	2022	2023	2024
Goods and Services			€300,000	€300,000		
Capital Expenditures	€51,081,287	€37,547,858	€28,330,573	€28,330,573	€55,995,700	€62,007,255
Total	€51,081,287	€37,547,858	€28,630,573	€28,630,573	€55,995,700	€62,007,255

The budget for New Roads Construction, has only included Capital Expenditures, which have risen from €27.9 million in 2019 to €34.0 million in 2024. No information is provided regarding GRB or climate-conscious measures, so it is unclear from the budget whether new roads have been designed to mitigate environmental impacts, accommodate public transport, or facilitate mobility for diverse women and men (e.g., cycling, walking).

Table 9. New Roads Construction Budget Allocations by Category and Year

Category	2019	2020	2021	2022	2023	2024
Capital Expenditures	€27,942,529	€21,546,684	€16,479,520	€16,479,520	€20,391,324	€34,041,077

The Project Implementation Unit has only had allocations related to Goods and Services. For several years its budget remained €300,000, decreasing to €35,000 in 2023 and zero in 2024. No information relates to GRB or climate-related measures, so it is unclear whether project implementation aligns with sustainable development principles or social equity goals.

Table 10. The Project Implementation Unit Budget Allocations by Category and Year

Category	2019	2020	2021	2022	2023	2024
Goods and Services	€300,000	€300,000	€300,000	€300,000	€35,000	

The Signalization Program has involved Capital Expenditures exclusively with allocations fluctuating between €2.57 million in 2019 and €3.5 million in 2023 but dropping to zero in 2024 (Table 11). No information exists pertaining to GRB or climate considerations, so it is unclear how signage may contribute to safe mobility for diverse pedestrians, cyclists, and vulnerable groups or incorporate energy-efficient technologies like solar-powered traffic lights.

Table 11. Signalization Program Budget Allocations by Category and Year

Category	2019	2020	2021	2022	2023	2024
Capital Expenditures	€2,570,000	€2,800,000	€2,500,000	€2,500,000	€ 3,500,000	

The Co-financing Municipal Assembly Projects budget line only has involved Capital Expenditures with allocations fluctuating between €21.5 million in 2020 and €30.8 million in 2024. The budget does not contain details regarding the types of projects funded, their gender-responsiveness, or climate-conscious considerations.

Table 12. Co-financing Municipal Assembly Projects Budget Allocations by Category and Year

Category	2019	2020	2021	2022	2023	2024
Capital Expenditures	€26,573,058	€21,546,684	€21,614,455	€21,614,455	€22,069,748	€30,774,986

Municipalities budgeted for expenditures related to transportation in addition to those portrayed here, under MESPI's budget. However, examining them was beyond the scope of this research, except the two municipalities discussed in later sections.

The Gender-responsiveness of Procurement

Given that the MTEF and annual budgets lack information regarding the gender- and climate-responsiveness of public investments, analysis of procurement processes can shed light on whether investment projects have included specifications related to gender- and climate-responsiveness. This section analyses procurement data publicly available for 2019 through 2023 from this perspective.¹⁴² KWN analysed procurement dossiers and open tenders published on the e-procurement platform for Trafiku Urban, the Assembly of the Municipality of Pristina, the Assembly of the Municipality of Dragash, and the Ministry of Infrastructure.¹⁴³ The analysis focused on open tenders related to transport vehicles as well as road construction, rehabilitation, and maintenance.

Publicly available procurement data suggest a strong focus on large-scale infrastructure projects, primarily road construction, rehabilitation, and maintenance. Prior to its merge with MESPI in 2021,¹⁴⁴ the Ministry of Infrastructure was the main contracting authority. The highest-value contracts were allocated for major national roads such as N9.1 (Dollc-Gjakova) and N25 (Pristina-Besi-Podujeva).¹⁴⁵ The increase in contract values, especially in 2023, suggests a rising demand for urban mobility improvements and expanded transport networks. Municipalities also have made significant investments in local infrastructure, including road expansion, city squares, and underpasses.

In tender specifications, climate change is addressed by distinguishing between normal and exceptional weather conditions. Only exceptional climatic events such as severe storms or flooding that impact the delivery or installation of goods may justify an extension of the execution period. In contrast, delays or costs arising from normal weather conditions are not grounds for compensation or time extensions. Specifications did not tend to include any other references to climate change, such as related to the climate-responsive design of infrastructure projects. Gender was mentioned only when MESPI had construction projects (0.09%) that included specifications for women.¹⁴⁶

Annual reports for 2018-2023 published by the Public Procurement Regulatory Commission do not include information on whether tenders address specific social policy objectives, such as climate-

¹⁴² Public Procurement and Regulatory Commission of the Republic of Kosovo, [Annual Report 2019](#), 2020; [Annual Report 2020](#), 2021; [Annual Report 2021](#), 2022; [Annual Report 2022](#), 2023; [Annual Report 2023](#), 2024.

¹⁴³ On the e-procurement platform, tenders are still listed under the Ministry of Infrastructure, as procurement processes occurred prior to its merger with MESP. There are no entries under MESPI in the system yet.

¹⁴⁴ Group for Legal and Political Studies, [Policy Brief on Reorganization of the Government](#), 2024.

¹⁴⁵ The table in Annex 5 summarises publicly available procurement information.

¹⁴⁶ KWN analysed 106 open dossiers for 2024, including re-tendered and newly tendered cases. Annulled procedures, those in the process of being contracted, and those still under evaluation were not reviewed. Women were mentioned in the mandatory technical specifications under the requirement to build separate toilets for men, women, and persons with disabilities, as part of the concept and design for the Kosovo Traffic Management Centre.

or gender-responsive infrastructure. It is beyond the scope of these reports to provide detailed tender specifications that might facilitate gender analysis. To view such specifications, one must register for an account on the e-procurement platform, which currently only allows public access to tenders published in 2024 and 2025.

Audit

The 2023 audit of MESPI highlighted major weaknesses in financial management, including poor classification of assets, mismanagement of expenditures, and delays in capital investment projects.¹⁴⁷ The Ministry had issues including overstated assets, unregistered equipment, and wrongly categorised spending. Internal control failures, limited staff capacity, and poor coordination contributed to these problems. The audit also revealed low budget execution, planning delays, and long-standing unpaid debts.

The Audit revealed multiple procurement related non-compliance issues, reflecting systemic weaknesses in contract management, planning, and adherence to legal procedures. It identified excessive payments due to the incorrect application of thresholds in unit price contracts, unauthorised modifications to bills of quantities without prior approvals, and improper changes to contractual terms like contract increases without following legal procurement steps. Additionally, MESPI awarded contracts without verifying key eligibility requirements and failed to address abnormally low bids, increasing the risk of underperformance and poor-quality implementation. The auditors issued several recommendations, including strengthening internal controls, enforcing legal procurement procedures, ensuring prior approvals for changes, and enhancing oversight by procurement officers to ensure compliance and value for money.

Audit findings suggest that MESPI's procurement processes lacked adequate internal control and legal compliance, risking financial inefficiencies, compromised service quality, and reduced public trust. Strengthening institutional capacities and ensuring consistent adherence to procurement regulations remain critical for improving transparency, accountability, and effective use of public resources. The audit did not include any gender analysis or reference to gender equality related impacts.

¹⁴⁷ National Audit Office of the Republic of Kosovo, [*Audit Report on the Annual Financial Statements of the Ministry of Environment, Spatial Planning and Infrastructure for the Year 2023*](#), June 2024.

Environmental Tax Collection and Public Spending

This section presents data on environmental tax revenues and related public expenditures, highlighting trends in collection and allocation from 2019 to 2023.

From 2019 to 2023, Kosovo collected consistently high revenues from environmental taxes, ranging from nearly €273 to €340 million annually (see Table 13).¹⁴⁸ Most revenues (86% to 87%) came from energy taxes, while transport taxes contributed 12–13%. Pollution tax collection remained low, never exceeding 0.6% of total environmental tax revenue.

Table 13. Environmental Taxes 2019-2023

Year	Energy Taxes (Excise)		Transport Taxes		Pollution Taxes		Total
2019	€251,141,783	87%	€35,572,192	12%	€1,158,160	0.4%	€287,872,135
2020	€236,828,087	87%	€34,906,825	13%	€1,111,687	0.4%	€272,846,599
2021	€289,318,140	87%	€39,828,802	12%	€1,827,754	0.6%	€330,974,696
2022	€271,988,917	87%	€40,921,820	13%	€1,212,194	0.4%	€314,122,931
2023	€298,557,860	88%	€40,479,562	12%	€1,299,866	0.4%	€340,337,288

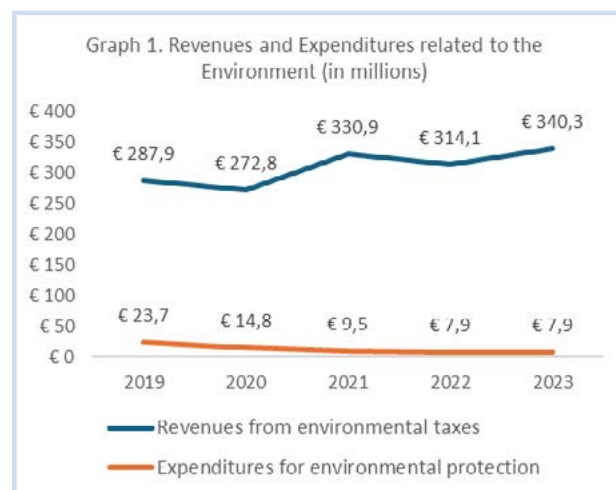
This evidences heavy reliance on energy consumption for environmental taxation with minimal fiscal targeting of direct environmental harm such as emissions or pollution. Despite annual fluctuations, overall distribution remained largely unchanged, reflecting a narrow and unbalanced tax base that offers little incentive for polluters to change behaviour. Gender-disaggregated data on taxes paid was unavailable.

Table 14. Revenues and Expenditures related to the Environment

	2019	2020	2021	2022	2023
Revenues from environmental taxes	€287,872,135	€272,846,599	€330,974,696	€314,122,931	€340,337,288
Expenditures for environmental protection	€23,700,000	€14,800,000	€9,500,000	€7,900,000	€7,900,000
Expenditures as percentage of revenues	8%	5%	3%	3%	2%

¹⁴⁸ Kosova Chamber of Commerce, [Raport Përmbledhës: Taksa\(t\) Mjedisore në Kosovë 2022–2023](#) [Summary Report on Environmental Taxes in Kosovo, 2022–2023], July 2024, in Albanian.

Despite the upward trend in revenues from environmental taxes from 2019 to 2023, expenditures for environmental protection steadily declined, dropping from €23.7 million in 2019 to just €7.9 million in 2022 and 2023, a reduction of 67%.¹⁴⁹ This highlights a serious disconnect between revenue collection and environmental investment (illustrated by Graph 1), raising concerns as to whether these funds are being used as intended. Moreover, the lack of transparency on how these expenditures are allocated further limits accountability and undermines efforts to address environmental challenges effectively.



Toll systems are a vital instrument for funding infrastructure and promoting sustainable transport policy, especially within the framework of economic development. Tolls create a reliable and direct revenue stream that can be reinvested into maintaining and expanding road infrastructure, reducing dependency on public debt and taxation. They also serve as a congestion management tool, incentivizing drivers to travel at off-peak times or use alternative modes of transport, thereby increasing efficiency and reducing travel delays.¹⁵⁰ In Europe, the “user pays” and “polluter pays” principles have been central to EU transport policy, supported through directives such as the Eurovignette Directive,¹⁵¹ which encourages distance-based and emissions-based tolls.¹⁵² This aligns with the EU Green Deal’s objectives of reducing carbon emissions and promoting environmentally responsible transportation systems.

As of August 2025, Kosovo had not introduced a toll payment system for its highways, despite growing infrastructure needs and potential benefits. The Government has not presented publicly a detailed plan for highway tolls, though MESPI stated that a feasibility study was completed and a final decision awaited Government approval.¹⁵³ Kosovo’s highways still do not meet technical standards for highway classification, such as having basic amenities like rest areas; thus, Kosovo cannot justify introducing tolls, such as €3 per trip.¹⁵⁴

The national budget for road maintenance has had drastic fluctuations, allocated at €6.25 million in 2023,¹⁵⁵ reduced to zero in 2024,¹⁵⁶ and €300,000 in 2025.¹⁵⁷ This raises concerns about sustain-

149 KAS, *Taksat Mjedisore, 2022-2023* [Environmental Taxes, 2022-2023], 2024, in Albanian.

150 Gabriel Roth, “Tolls Can Fund Infrastructure and Reduce Congestion”, *Manhattan Institute*, February 2018.

151 Directive 1999/62/EC of the European Parliament and of the Council of 17 June 1999 on the charging of heavy goods vehicles for the use of certain infrastructures sets EU rules for charging heavy goods vehicles (over 12 tonnes) for using certain road infrastructure. It harmonises vehicle taxes, tolls, and user charges, ensuring fair competition, transparency, and non-discrimination across Member States. The Directive defines tax minimums, allows tolling on major roads, sets maximum user charge rates, and permits environmental and congestion-related pricing variations.

152 Transport and Environment, *The Economic Impacts of Road Tolls*, 2017.

153 Luljeta Krasniqi-Veseli, “Pse autostradat e Kosovës janë pa pagesë?”, [Why are Kosovo’s highways toll-free?], *Radio Free Europe*, 2021.

154 Traffic expert Nol Dedaj, cited in Luljeta Krasniqi-Veseli, “Pse autostradat e Kosovës janë pa pagesë?”, [Why are Kosovo’s highways toll-free?], *Radio Free Europe*, 2021.

155 Assembly of Republic of Kosovo, *Law No. 08/L-193 On Budget Appropriations for the Budget of the Republic of Kosovo for Year 2023*, 2022.

156 Assembly of Republic of Kosovo, *Law No. 08/L-260 On Budget Appropriations for the Budget of the Republic of Kosovo for Year 2024*, 2023.

157 Assembly of Republic of Kosovo, *Law No. 08/L-332 On Budget Appropriations for the Budget of the Republic of Kosovo for Year 2025*, 2024.

ably maintaining the existing highway network without alternative funding sources. Introducing a toll system would not only align with EU transport and environmental policy but also offer an effective mechanism for funding long-term infrastructure development. Literature on regional and EU practices indicates that a transparent toll system can serve as a sustainable financing mechanism. Tolls could support the upkeep and improvement of road infrastructure, ensuring that revenues are reinvested into projects that enhance safety, accessibility, and long-term public benefit. Experiences from other countries show that toll revenues can be successfully reinvested into public services, including public transit, which benefits a broader segment of society.¹⁵⁸ Moreover, tolling can be socially equitable through flexible payment schemes and reinvestment strategies that alleviate negative effects on low-income populations.¹⁵⁹ Kosovo could adopt similar practices by offering various options: daily, 10-day, monthly, or annual passes. This could facilitate affordability, flexibility, and fairness for different road users. Such a model has proven effective in EU member states and candidate countries, supporting economic growth and environmental protection goals. Existing models could be tailored to Kosovo's specific needs.

Vignette System

The vignette system is a road tax method where drivers purchase a sticker or electronic pass to use certain highways. It is considered more efficient than toll booths, as it reduces congestion and enables smoother travel.

For instance, Albania's A1 "*Rruga e Kombit*" ["Road of the Nation"] applies simple per-passage tolls of €5 for cars and €2.50 for motorcycles over a 128 km stretch, with revenues helping to maintain this major national corridor.¹⁶⁰ This model is relevant for Kosovo's high-traffic routes and would be easy to implement initially. Meanwhile, the Czech Republic employs a sophisticated vignette system for vehicles under 3.5 tons, with prices based on duration (e.g., 1-day, 10-day, monthly, or annual) and vehicle type (e.g., standard, plug-in hybrid, or natural gas), promoting both affordability and environmental goals. These flexible durations also can serve occasional users or foreign visitors, while encouraging cleaner vehicle use through differentiated pricing. France and Ireland have tolls for tunnels and bridges and employ free-flow systems where payments are made online or via onboard units, eliminating congestion at toll booths and enhancing enforcement efficiency. For heavy vehicles, many EU countries including Estonia, Lithuania, and Belgium have mandatory e-vignettes or distance-based tolling for vehicles over 3.5 tons, with prices that vary based on weight, number of axles, emissions category, and time of use. These systems, such as ViaPass in Belgium, align with the EU's "polluter pays" principle and help reduce road degradation caused by freight transport.

Drawing from such examples, Kosovo could adopt a mixed model: flat per-use tolls for light vehicles (as in Albania), time-based vignettes for private cars (as in the Czech Republic), and a distance/emissions-based system for heavy goods vehicles (as in Belgium or Estonia). In the future, Kosovo could introduce free flow tolling without barriers, such as in France, the Unit-

158 Joshua Schank, Nick Donohue, and Lilly Shoup, *Using Toll Revenues for Transit: It Can and Should Be Done* (San José, CA: Mineta Transportation Institute, April 2025).

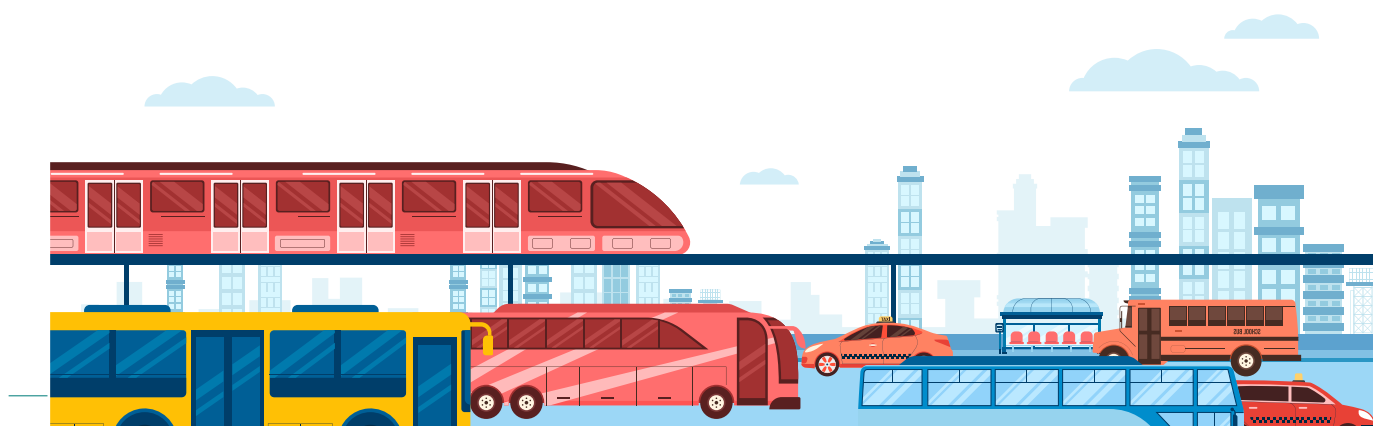
159 Robert D. Plotnick et al., *Analyzing the Impact of Highway Tolls on Low-Income Persons: An Application to the Puget Sound Region of Washington State*, Discussion Paper no. 1378-10 (Institute for Research on Poverty, University of Wisconsin-Madison, May 2010). For example, Albania, the Czech Republic, France, Ireland, Belgium, and Estonia apply tolls through various mechanisms including per-use fees, time-based e-vignettes, free-flow tolling, and differentiated pricing based on vehicle weight, emissions class, or purpose of use.

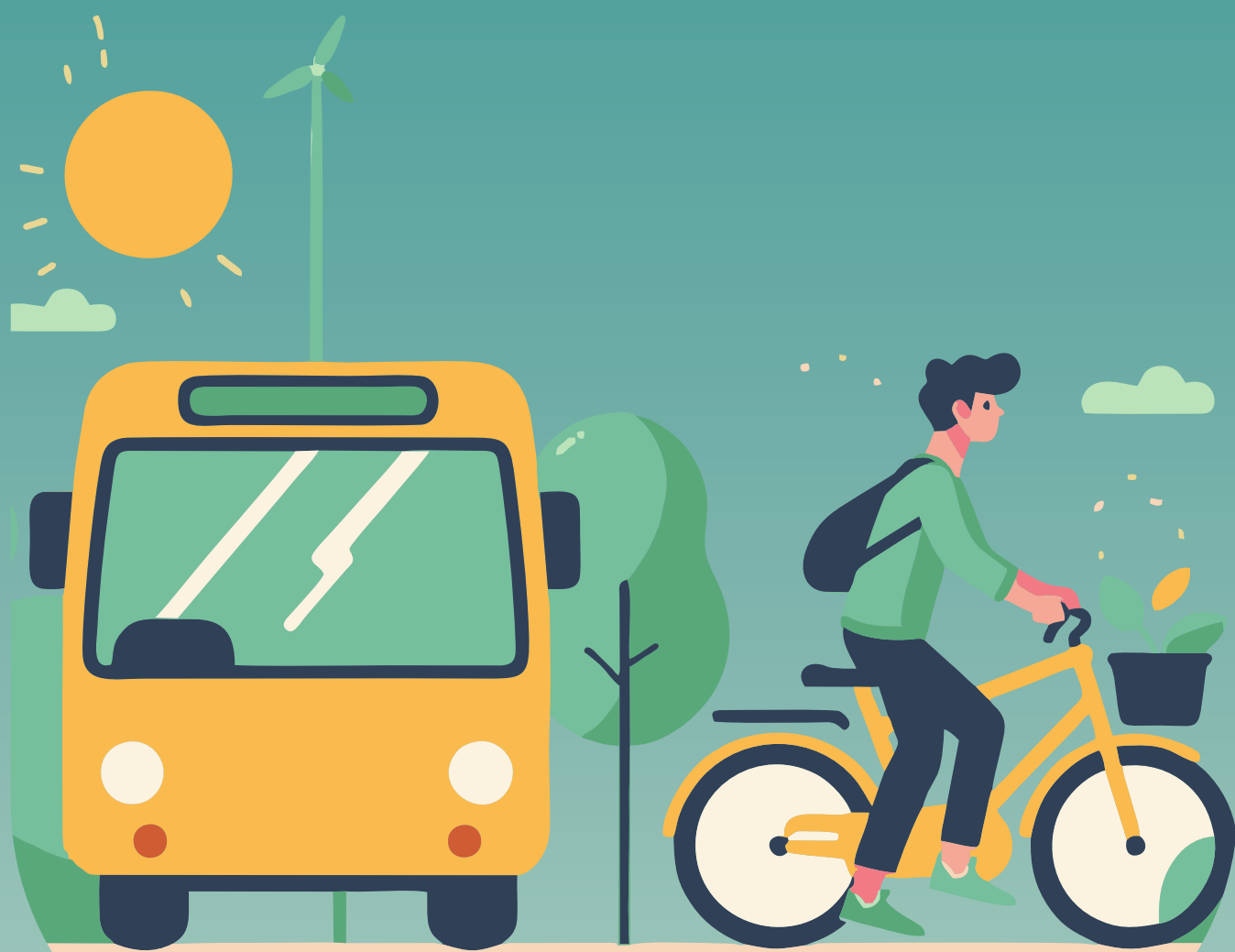
160 Tolls.eu, "[Motorway tolls and vignettes in Europe](#)", n.d. This entire paragraph is drawn from this source.

ed Kingdom, and Ireland.¹⁶¹ This would ensure smoother traffic flow, better enforcement via automatic number plate recognition, and digital payment flexibility. Kosovo's system could be designed to collect additional revenue for public transportation or green mobility investments, as recommended in the aforementioned toll revenue models. Kosovo's introduction of tolling requires a clear policy roadmap developed via an inclusive, consultative process to address diverse needs, awareness-raising to prepare the public, and better accountability mechanisms for how toll revenues are used, so the public sees the benefits of tolls.

Conclusion

As budget laws use line item rather than programmatic or results-based budgeting, and MESPI has not published a gender budget statement or a GRB Annex, budgets do not contain adequate information for analysing anticipated impacts of allocations, including towards gender- and climate-responsive transportation and mobility. The narrative format of the MTEF allows for clarifying how planned expenditures aim to contribute to governmental strategic priorities. However, the MTEF has not included clear objectives, activities, indicators, baselines, or targets related to gender- and climate-responsive transportation expenditures. Procurement documents and reports do not contain information as to whether any gender impact analyses were conducted to inform transport-related investments or whether the institutions that issued tenders held public consultations with diverse women and men to prioritise and design investments. Nor are gender- and climate-responsive measures clearly included in specifications. Audit reports related to transportation do not contain gender impact analysis, and the gender-responsiveness of transport-related taxation and public expenditures from such taxes is unclear. Kosovo does not collect tolls on highways but introducing them is necessary to charge users for road upkeep, fund road maintenance, and finance new infrastructure.





CHAPTER III

Women and Men's Transport Access, Behaviours, and Perceptions

Increasing use of certain transportation modes can contribute to decreasing CO₂ emissions, mitigate climate change, and improve the health of diverse women and men.¹⁶² Walking, cycling, and skateboarding do not produce any pollution and are the most efficient in terms of cost and environmental impact. Electric scooters and e-bicycles produce the least CO₂ emissions, followed by buses, if not outdated. Personal vehicles and cars are among the worst contributors to pollution per person transported, though electric and hybrid vehicles are slightly better. Preventing climate change and reducing CO₂ emissions can be facilitated by encouraging increased use of transportation modes that pollute less or not at all. Yet, several gender-related factors may hinder diverse women and men's ability to use various forms of transportation; these must be considered in planning gender- and climate-responsive transportation.

This chapter examines the extent to which diverse women and men have access to and use various forms of transportation; their transport behaviours; and their opinions of various transport choices. It also analyses how gender relations, power, institutions, practices, participation, ownership, and access to resources may influence diverse women and men's transport choices. The chapter draws from official statistics, institutional data, the GBWN survey, focus groups, and interviews. As stated, survey data reflect only the views of participants and are not representative of the general population.¹⁶³

Ownership of Transportation Modes

According to the Kosovo Agency of Statistics (KAS), 51% of people who own cars live in urban areas and 49% in rural areas.¹⁶⁴ More van owners are in rural areas (60%) than urban areas (40%), possibly reflecting the need for larger vehicles to transport goods, agricultural products, or family members. No data is available as to whether vehicles are individually owned or shared within households, or on access to vehicles in the absence of ownership. KAS does not publish gender-disaggregated data on ownership.

Table 15. Percentage of Persons Owning Vehicles by Gender

Year	Women	Men
2019	31%	69%
2020	30%	70%
2021	33%	67%
2022	32%	68%
2023	32%	68%
2024	34%	66%

162 International Transport Forum, [Gender Equality and the Role of Women in Decarbonising Transport](#), 2022.

163 For information about the survey, see the [Methodology](#). Regarding participants' demographics, see [Annex 4](#).

164 KAS, Reji, 2024. The percentage of women and men in rural and urban areas who own vehicles was unavailable.

Table 16. Percentage of Vehicles by Gender

Year	Women	Men
2019	13%	87%
2020	13%	87%
2021	14%	86%
2022	13%	87%
2023	14%	86%
2024	14%	86%

Official data from 2019 to 2024 provide insight on vehicle ownership by gender. In total, 142,374 women (32%) and 306,355 men (68%) owned vehicles during this period.¹⁶⁵ Overall, women owned 23,396 vehicles (17%), while men owned 116,733 (83%).¹⁶⁶ Men consistently have owned more vehicles than women. While data was unavailable regarding motorcycle ownership, KWN observation suggests men tend to own motorcycles apart from a few vespas. Among women, vehicle ownership declines steadily with age.¹⁶⁷

Table 17. Ownership of Transport Modes by Gender

Do you own...	Women	Men
A car	41%	65%
A regular bicycle	14%	30%
An e-bicycle	1%	3%
E-scooter	1%	4%
None of above	51%	26%

Among GBWN survey participants, 65% of men and 41% of women reported personally owning a car.¹⁶⁸ Given that the survey was not representative of the population, a lower percentage of people may own cars. Even so, survey data remain indicative of the trend that more men own cars than women. More urban men participants (53%) owned cars than rural men (45%). Meanwhile, 30% of men and 14% of women surveyed owned regular bicycles. Slightly more rural women (15%) and men (25%) than urban women (12%) and men (23%) owned bicycles. Very few men (3%) and women (1%) owned e-bicycles. Similarly, few men (4%) and women (1%) had e-scooters, and they tended to reside in cities. Notably, 51% of women, compared to 26% of men, did not own any mode of transportation.

¹⁶⁵ KWN correspondence with MIA, July 2025.

¹⁶⁶ KWN correspondence with MIA, May 2025.

¹⁶⁷ KWN correspondence with MIA, July 2025.

¹⁶⁸ GBWN, MN Force, Kosovo, n=1,100 (545 women, 542 men), 2024. Since individuals could select multiple transport types, totals exceed 100%.

Access to Transportation

Official data on licensed drivers can provide insight into potential access to cars. Between 2019 and 2024, 142,374 women (32%) and 306,355 men (68%) held licenses in Kosovo.¹⁶⁹ Substantially more young women than older women had licenses suggesting an increasing trend of licensure among young women. Yet, having a license does not guarantee vehicle access; survey data can provide a more accurate picture.

Table 18. Access to Modes of Transport by Gender

Transport Mode	All		Rural		Urban	
	Women	Men	Women	Men	Women	Men
Car	72%	80%	76%	81%	71%	80%
Bicycle	25%	39%	25%	45%	25%	37%
E-bicycle	8%	11%	4%	11%	9%	11%
E-scooter	7%	11%	2%	9%	8%	12%
Buses	49%	48%	40%	40%	52%	51%
None	5%	4%	8%	3%	5%	4%

Women and men survey participants reported different levels of access to various transportation options: 72% of women and 80% of men said they had access to a car if they wanted to use it; while 39% of men and 25% of women could access a regular bicycle.¹⁷⁰ Fewer men (11%) and women (7-8%) had access to an e-bicycle or e-scooter. Approximately half of the participants said they had access to public buses. Only 5% of women and 4% of men said they did not have access to any of these transport options. While the sample was not representative of the population, rural and urban women and men survey participants appeared to have similar access to most modes of transportation. However, fewer rural women had access to e-bicycles (4%) and e-scooters (2%) than urban women and all men. Fewer rural inhabitants (40%) reported having access to buses than urban inhabitants (51%). This trend was echoed in interviews and focus groups as participants expressed concern about poor bus connectivity in rural areas. According to participants, one issue preventing expansion of the bus network, such as from Pristina to Podujeva or throughout Dragash, has been pressure from taxi drivers concerned with losing business.¹⁷¹

169 KWN, correspondence with Civil Registration Agency, MIA, July 2025. They could not provide data on license holders disaggregated by ethnicity or disability.

170 GBWN, MNForce, Kosovo, n=1,100, multiple choices allowed. Rural n=277 (133 women, 140 men); urban n=823 (412 women, 402 men). Notably, rural people were underrepresented in the survey.

171 KWN focus groups in Dragash and with women from Prishtina and surrounding areas, July 2025.

Bus Access in Serbian Areas

Limitations in the sampling methodology used by the contracted company resulted in a dearth of quantitative data from K-Serbs. Qualitative findings revealed significant challenges for K-Serbs, particularly women, to access public transportation. K-Serbs living in North Mitrovica often travel to Raška, Serbia to collect pensions, social benefits, or medications, and this transport is free of charge. However, most other transportation is difficult to access. While some private bus lines go to K-Serb majority communities, they are infrequent. Public transport in K-Serb majority areas in northern and southern Kosovo is largely inaccessible. Public transport to villages like Zubin Potok and Banjska, among others, is irregular, with minibuses often waiting to fill to capacity before departing; this can turn a short trip into a multi-hour journey. As one K-Serb woman explained, "The bus waits to fill completely, so if you need to go from point A to B quickly, you might get stuck waiting."¹⁷² Overcrowding is common, especially when school is in session, leaving older passengers without seats. Fluctuations in taxi and minibus prices also make it difficult for people to manage daily obligations.¹⁷³ Some municipalities like Novobërdë / Novo Brdo do not have any public transport between villages and the Municipality's capital. "Women don't have a place to gather. [...] The main problem here is transportation. [T]here's enough money in the government, but they need to subsidise us as a municipality," an activist observed.

As a result, older K-Serbs, rural residents, and people with disabilities face isolation, relying heavily on family support, as the lack of adapted vehicles and the distance to essential services make independent mobility nearly impossible. As one participant with a disability explained, "In our area, there isn't a single car, van, or transport adapted for people with disabilities... I am forced to use my electric wheelchair or my own car."

Commuting long distances for work, errands, or healthcare creates both physical and financial burdens: "Health suffers... so does my wallet... but still, for me health comes first."¹⁷⁴ Poor access to transportation hinders K-Serb women's ability to access healthcare, education, employment, social gatherings, and political processes. Women's rights activists expressed concern that K-Serb women in particular faced isolation because they could not travel around the municipality or to Pristina. When encouraging women to go outside their municipality, an activist recalled that women said, "How can we travel by bus? There's no security. Who knows what someone will say to me. I don't know where the buses go. I don't know which bus to get on or where to get off." The activist observed that fear prevents women from traveling: "Even if a woman wanted to... [fear] stops her from starting to explore," she said. "From many experiences, I can tell you that I, for example, travelled by bus from Laplje Selo to Labjan, and from Labjan, I had to get a ride with whoever would take me, hitchhiking. Not all women can do that... [...] this transportation of mine depended on the goodwill of kind people." Poor access to bus transport also obstructs interactions among K-Serbs and other ethnic groups, which can negatively impact peace and security. K-Serb activists said that improving access to regular transportation linking cities and villages could facilitate women's engagement.

¹⁷² KWN, focus group with K-Serb women, September 2025.

¹⁷³ Ibid.

¹⁷⁴ Ibid.

Table 19. Perceived Accessibility of Buses and Taxis for Infants, Elderly, and Persons with Disabilities

Accessibility Level	Buses		Taxis	
	Women	Men	Women	Men
Very accessible	35%	34%	43%	37%
Somewhat accessible	46%	50%	43%	42%
Not at all accessible	17%	12%	10%	14%
Don't know	3%	4%	5%	7%

Women and men had similar perceptions as to how accessible buses are for travellers with infants, the elderly, and persons with disabilities: approximately one-third considered them very accessible and roughly half somewhat accessible (Table 19).¹⁷⁵ Meanwhile, 17% of women said buses are not at all accessible, compared to 12% of men. During focus groups, women observed difficulties for individuals using strollers or wheelchairs and for persons with limited mobility.¹⁷⁶ Entering and exiting buses posed challenges for women caretakers travelling alone, as conductors selling tickets and other passengers seldom helped them lift strollers or wheelchairs into buses. Curbs unaligned with bus heights also created challenges for the elderly who struggled to step down and climb up.



¹⁷⁵ GBWN, MNForce, Kosovo, n=1,100 (645 women, 642 men).

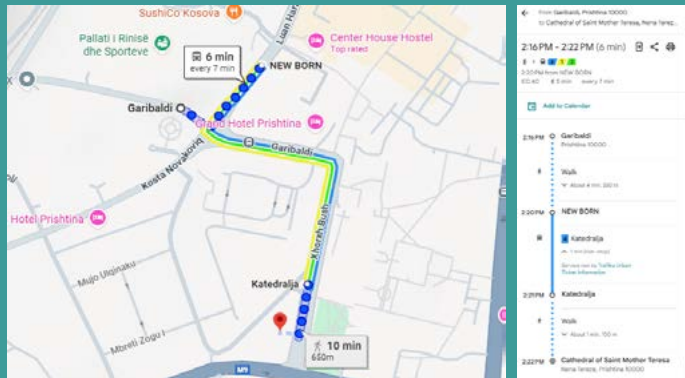
¹⁷⁶ KWN, focus group with women from Prishtina and surrounding areas, July 2025. A later [section](#) presents further details specific to Prishtina.

Digitalising Public Transport

Kosovo has adopted a Digital Agenda which foresees reforms across public services.¹⁷⁷ Digitalising public transportation can improve access to information, essential services, economic opportunities, and safety, particularly for women who tend to use public transport more with complex, off-peak trips due to care responsibilities.¹⁷⁸ Digital tools, such as mobile apps for real-time bus tracking, digital ticketing, and safety alert systems can make public transport more reliable, safe, and user-friendly. This can help women better plan their days, as they often juggle multiple responsibilities from caregiving to work trips.¹⁷⁹

Additionally, digital platforms can help collect sex-disaggregated data to inform inclusive transport planning and policies. When designed with a gender lens, smart public transportation systems can reduce barriers, save time, and enhance safety, especially for women in rural or underserved areas.

In Kosovo, bus stops lack physical infrastructure displaying bus schedules. The private Gjirafa Travel website provides information for bus travel within Kosovo and the Western Balkans.¹⁸⁰ However, the site does not always provide accurate or up-to-date schedules. For example, the schedule for weekends is the same as weekdays from Mitrovica to Pristina, but no regular bus service exists on Sundays; this is not reflected accurately on the website.¹⁸¹ The Pristina bus station only provides information for buses traveling directly to Pristina. The Trafiku Urban app only includes bus lines operating within Pristina Municipality. Further, this app only functions with internet service, which can create access issues for people who do not have mobile phone data. Pristina is the only municipality in Kosovo where Google Maps provides bus timetables and station locations. However, these are not very accurate; some old bus stops like Garibaldi and the Square are still shown,¹⁸² though the road has been closed to traffic, and the bus station no longer exists. This feature is unavailable in other municipalities, making it challenging for people to plan travel. No bicycle routes are available yet via Google Maps for Kosovo.



177 Republic of Kosovo, *Digital Agenda of Kosovo 2030*, 2023.

178 Official Journal of the European Union, *European Parliament Resolution of 3 October 2023 on Ensuring European Transportation Works for Women*, C/2024/1179, 23 February 2024.

179 Shared-Use Mobility Center, *Living Cities & Communities, A Conceptual Design Framework for Women-Centered Mobility Hubs Project Report*, 2025.

180 Gjirafa Travel, "Bus Companies", n.d.

181 Gjirafa Travel, "Mitrovica-Prishtina", n.d.

182 Google Maps, *Route Garibaldi to Cathedral Saint Mother Teresa*, accessed 8 July 2025.

Access to Transportation amid COVID-19

During the COVID-19 pandemic, public transport experienced significant disruptions and long-term impacts.¹⁸³ Initially, the Government banned public transport entirely, and later imposed strict limitations, such as allowing only 20 passengers per bus.¹⁸⁴ These restrictions led to severe financial losses for both public and private transport operators, ranging from 50% to 70%, which affected their ability to pay staff, maintain vehicles, and invest in improvements.¹⁸⁵ Public trust in safety also declined with many users reporting overcrowding and poor adherence to health measures.¹⁸⁶ Consequently, there was a dramatic shift in mobility patterns: public transport use dropped significantly, from 57% of clients being frequent users before the pandemic to only 32% during it; meanwhile car use increased, and more people turned to walking and cycling.¹⁸⁷ Despite increased reliance on alternative modes of transport like walking and cycling, infrastructure remained inadequate, especially for vulnerable groups. No specific safety measures were introduced to protect them.

Prior research observed that the suspension of all inter-city public transport as part of the Government's measures to address COVID-19 was a **gender-negative** intervention, disproportionately impacting women, who owned only about 10% of cars and made up 30% of drivers at the time.¹⁸⁸ Women, particularly those traveling from rural to urban areas, with different abilities, caregivers, and those from ethnic minority communities, such as Roma, Ashkali, and Egyptians, faced heightened barriers to accessing work and healthcare due to reduced mobility and reliance on inaccessible public transport.¹⁸⁹

The pandemic also impacted rural livelihoods and agricultural activity. Farmers faced significant difficulties both in production and sales, as travel restrictions disrupted supply chains and hampered the distribution of their products. "It was only when the authorities granted registered farmers special permission that they were able to return to work," a farmer recalled.¹⁹⁰ Transport limitations thus had broader economic consequences, particularly for those dependent on regional trade and access to local markets. Amid gender roles, women farmers tend to face greater challenges accessing transportation, which further limits their access to markets.¹⁹¹

The pandemic revealed systemic weaknesses in Kosovo's transport system and underscored the urgent need for more resilient, inclusive, and health-conscious urban and rural mobility planning.¹⁹²

183 ENOVA Consultants and Engineers Sarajevo, *Impact on the Use of Public Transport Due to Covid-19 Pandemic in the Western Balkans*, prepared for the European Bank for Reconstruction and Development, 2021.

184 Former Mayor of Pristina Shpend Ahmeti, *Facebook post*, May 2020.

185 ENOVA Consultants and Engineers, *Impact on the Use of Public Transport*, 2021.

186 Ibid.

187 Ibid. KWN was unable to find studies as to how patterns had shifted after the pandemic, if at all.

188 KWN, *"The Pandemic Knows No Gender?" A Gender Fiscal Budget Analysis: The Government of Kosovo's Response to the COVID-19 Pandemic from a Gender Perspective*, 2020.

189 Ibid.

190 FAO, *Kosovo Gender Profile for Agriculture and Rural Livelihoods*, 2025.

191 Ibid., 15.

192 ENOVA Consultants and Engineers, *Impact on the Use of Public Transport*, 2021.

Women and men held similar views on the accessibility of taxis for people with infants, the elderly, and persons with disabilities. Most survey participants considered taxis either very accessible (43% of women, 37% of men) or somewhat accessible (43%, 42%) (Table 19).¹⁹³ Meanwhile, focus group participants observed that taxi companies lack suitable conditions for persons with limited mobility.¹⁹⁴ London Taxi company used to have more space in their taxis, allowing better access. After the company was bought out, the company switched to standard taxi designs, similar to other providers. The lack of accessible taxis poses problems for women in particular who tend to care for people with disabilities, the elderly, and ill. When undertaking care roles alone, they reported struggling physically to help persons with limited mobility to and from, and in and out of taxis.

Table 20. Perceived Accessibility of Sidewalks for People with Disabilities and Strollers

Accessibility Level	Women	Men
Very accessible	7%	7%
Somewhat accessible	41%	37%
Not accessible at all	47%	49%
I don't know	6%	7%

Women and men survey participants shared similar views on the accessibility of sidewalks for people with disabilities or strollers.¹⁹⁵ Only 7% of both women and men thought sidewalks are very accessible. Meanwhile, 41% of women and 37% of men considered sidewalks somewhat accessible, and nearly half (47%, 49%) said they are inaccessible. This illustrates widespread perceptions that sidewalks are insufficiently accessible, which was confirmed during focus group discussions. “After I had a child and started using a stroller I realised and became more aware how difficult it is for people with different abilities”, a focus group participant said.¹⁹⁶ Other participants agreed, noting that sidewalks are too narrow, discontinuous, and have multiple obstacles, ranging from light posts to potholes.¹⁹⁷

“

In Fushe Kosovo, there is no place to walk. It’s just apartments on top of apartments. Every space has been used for apartments. Cars do not stop at red lights. They drive like maniacs without control. It’s very dangerous.

- Woman, 31

“

I use the bike lane when it’s available, as it’s safer than the road, and the sidewalks are inaccessible for my wheelchair.

- Activist for people with disabilities

193 GBWN, MNForce, Kosovo, n=1,100 (645 women, 642 men).

194 KWN, focus group with women from Prishtina and surrounding areas, July 2025.

195 GBWN, MNForce, Kosovo, n=1,100 (645 women, 642 men).

196 Woman, KWN focus group with women in Prishtina and surrounding areas, July 2025.

197 For specific examples, see the [section](#) on Prishtina Municipality. The section on [Safety Walking](#) also includes further details.

People with disabilities emphasised they face significant challenges using sidewalks, as these are rarely designed with accessibility considerations in mind.¹⁹⁸ For wheelchair users, sidewalks are frequently too narrow or blocked by parked cars, hindering safe passage. This forces many people with disabilities to travel on the road, exposing them to traffic dangers. For blind or visually impaired individuals, the lack of tactile paving, or its poor maintenance, presents further difficulties. A participant, describing the challenges of walking with her elderly mother who needs frequent breaks, remarked, “On that main road you don’t have any benches, not one.” More broadly, she observed the “total lack of infrastructure for walking, [...] older people, [...] or people in need.”¹⁹⁹

Affordability

The cost of various transport modes may hinder diverse women and men from using them. Approximately a third of women (29%) and men (33%) considered car transportation unaffordable; most (56%, 54%) found it affordable but somewhat expensive (Table 21). Most found taxis expensive, with 59% of women and 57% of men stating that they are unaffordable.²⁰⁰ Qualitative research also found that taxis are often unaffordable for LGBTQAI+ persons.²⁰¹

Table 21. Affordability of Different Transportation Modes by Gender

Extent Affordable	Bus		Cycling or Skateboarding		E-Scooter		Car		Taxi	
	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men
Unaffordable: too expensive	10%	12%	13%	12%	26%	22%	29%	33%	59%	57%
Affordable but somewhat expensive	36%	34%	23%	20%	17%	22%	56%	54%	30%	31%
Very affordable	47%	45%	24%	35%	6%	12%	9%	9%	4%	4%
Don't know	4%	7%	29%	23%	35%	30%	4%	3%	4%	5%

Women (47%) and men (45%) survey participants tended to consider buses very affordable.²⁰² However, 36% of women and 34% of men said it was affordable but somewhat expensive, and 10% of women and 12% of men found buses unaffordable. For the many people coming and going from Pristina, the capital and centre of governance, the need to purchase multiple bus tickets from various private companies to make line transfers has presented an extra financial burden. “I had to purchase two or three tickets each way”, a woman focus group participant said.²⁰³ Historically, bus users had to pay for multiple bus tickets to reach a single destination when route changes were needed. In 2023, Trafiku Urban introduced an all-day bus ticket for €0.80, which supports free

198 KWN, focus group with CSOs working with people with disabilities, December 2024.

199 KWN, interview, Prishtina, 2025.

200 GBWN, MN Force, Kosovo, n=1,100 (545 women, 542 men).

201 KWN focus group with LGBTQAI+ CSOs and activists, December 2024.

202 GBWN, MN Force, Kosovo, n=1,100 (545 women, 542 men).

203 KWN focus group with women in Prishtina and surrounding areas, July 2025.

transfers during the same day, while still providing the €0.50 single-trip ticket.²⁰⁴ The Municipality of Pristina has created a unified system that enforces the same pricing across all 26 contracted private bus operators.²⁰⁵ Focus group participants observed that this has lightened the burden of transport costs.²⁰⁶

Several groups are exempt from purchasing tickets, including children up to age seven, persons with disabilities, Kosovo Liberation Army veterans, families of martyrs and persons missing from the war, pensioners in the Municipality of Pristina, members of the Kosovo Security Force, Kosovo Police, firefighters, and primary school students in the Municipality of Pristina.²⁰⁷ Social assistance recipients do not seem to qualify for free bus tickets, though this could facilitate their training and search for employment. While persons who have suffered gender-based violence should receive transportation to police and Centres for Social Work, exemption from bus tickets is not mentioned explicitly.²⁰⁸ Focus group participants observed that single women with children who have limited income and Roma, Ashkali, and Egyptians struggle to afford bus tickets.

People with disabilities also cited affordability as a challenge. While they and their personal assistants should be able to travel for free on urban transport and receive a 50% discount on intercity travel,²⁰⁹ this is seldom implemented, they said.²¹⁰ In practice, some privately owned buses reportedly have charged personal assistants.²¹¹ This can affect women in particular as women tend to serve in this role. They receive exceptionally modest income for their work,²¹² placing them in potentially precarious economic situations where free bus tickets are needed. The Committee of Blind Women of Kosovo submitted a formal request to MESPI, urging them to address this, but MESPI has not responded to the request, they said.²¹³

More people found cycling and skateboarding affordable than they did other modes of transport. Overall, 24% of women and 35% of men considered cycling or skateboarding very affordable, suggesting more men found these forms of transportation affordable than women²¹⁴. An additional 23% of women and 20% of men said these were affordable but somewhat expensive. Still, 13% of women and 12% of men found bicycles and skateboards unaffordable.

204 Municipality of Prishtina, [Facebook page](#), accessed 7 July 2024. Seemingly, this is until midnight on the day the ticket was purchased and not 24 hours. From January 2023 to January 2025, the bus ticket allowed unlimited travel within a 24-hour period. Since January 2025, this has changed to a "same-day" ticket, valid only until the end of the calendar day of purchase, leading to confusion among users accustomed to the previous 24-hour validity. See also: Telegrafi, "[Paqartësi rreth biletës ditore, deklarohen nga Trafiku Urban](#)" [Confusion about the daily ticket, declaration by Trafiku Urban], February 2025.

205 Municipality of Prishtina, Mayor of Prishtina Perparim Rama, [General Public Consultation](#), 26 June 2025.

206 KWN focus group with women in Pristina and surrounding areas, July 2025.

207 Trafiku Urban, [Cilat kategori janë të liruara nga pagesa në autobusët e Trafikut Urban?](#), [Which categories are exempt from paying on Trafiku Urban buses?], accessed 8 July 2025.

208 Kosovo Police and Centres for Social Work should offer logistical support to enable victim transport to emergency, medical, court, and other support services; Government of the Republic of Kosovo, [National Strategy for protection from domestic violence and gender based violence](#), 2022.

209 Assembly of the Republic of Kosovo, [Law No. 04/L-092 for Blind Persons](#), 2012.

210 KWN, focus group with people with disabilities, CSOs, and activists, December 2024.

211 Ibid.

212 KWN, [Policy Brief: Gender-responsive Financing of Personal Assistants for Persons with Disabilities in Kosovo](#), 2022.

213 KWN, focus group with people with disabilities, CSOs, and activists, December 2024. [The Committee of Blind Women of Kosovo](#) (est. 2006) is the only licensed NGO advocating for blind and visually impaired women and girls' rights in Kosovo, working to improve legislation, awareness, access, and inclusion.

214 GBWN, MNForce, Kosovo, n=1,100 (545 women, 542 men).

Most women (57%) and men (53%) participants reported that they have access to household income for transportation when needed.²¹⁵ About one-third of women (32%) and men (33%) said they do not need it because they already have their own resources. Meanwhile, 5% of men and 2% of women stated that they are not provided with money for transportation. Men reported higher ownership and greater freedom to use household income for transportation, while women rely more on household support.

Use of Various Transportation Modes

This section presents how survey participants have used different transportation modes, including their primary purposes for using each mode, reasons for choosing or avoiding them, and factors that could influence increased use of specific modes.

Use of Different Transportation Modes

Walking is among the most used modes of transportation with 62% of women and men survey participants stating that they walk every day (Table 22).²¹⁶ The second most used form of transportation was a car, though more men (41%) than women (32%) used cars daily. Meanwhile, 25% of women and 23% of men reported using the bus every day. A similar percentage of women (26%) and men (22%) used it several times per week or weekly. More women seemed to use buses regularly than men. While men tended to use cycling (or skateboarding) more often than women, few used it regularly.²¹⁷ Nor did many women or men use taxis or e-scooters regularly.

Table 22. Frequency Using Different Transportation Modes by Gender

Frequency	Bus		Walking		Cycling		E-Scooter		Car		Taxi	
	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men
Every day	25%	23%	62%	62%	2%	7%	2%	2%	32%	41%	2%	2%
Several times a week/weekly	26%	22%	18%	18%	3%	10%	1%	4%	29%	29%	8%	7%
Several times a month	14%	16%	9%	10%	8%	13%	2%	5%	14%	13%	20%	19%
Rarely	28%	33%	9%	8%	27%	28%	15%	22%	17%	11%	51%	54%
Never	7%	8%	2%	2%	59%	42%	81%	67%	8%	5%	19%	18%
Regular users²¹⁸	51%	45%	80%	80%	5%	17%	3%	6%	61%	70%	10%	9%

215 GBWN, MNForce, Kosovo, n=1,100 (545 women, 542 men).

216 GBWN, MNForce, Kosovo, n=1,100 (545 women, 542 men), 2024.

217 While skateboarding was included in the survey, it seldom is used; responses likely refer to bicycles in all questions.

218 KWN calculation, summing daily and weekly users.

brought people closer together so goodbyes may not be as sad or lasting. Nevertheless, the tradition of picking up the bride has continued with vehicles adorned with ribbons, flowers, and flags. Music blares, people dance with limbs extending through windows and sunroofs, horns honk, and traffic sometimes stops to allow the convoy uninterrupted passage.

One sunny Sunday afternoon in August 2025, 19 such wedding processions were observed by KWN researchers during a two hour drive from Gjakova to Pristina. Averaging approximately 10 cars per procession, this neared 200 vehicles. One involved a horse-drawn carriage travelling down the main freeway from Pristina to Albania, blocking hundreds of cars behind it, as they putted along slowly behind the carriage. On the previous Friday 16 such convoys were observed on the same road. The number of weddings and thus convoys undoubtedly increase in summer, engaging the visiting diaspora as evidenced by license plates from across Europe. Yet, similar albeit fewer convoys can be seen throughout the year.

Interlinked with gender roles and relations among newlyweds and their families, this very gendered tradition contributes substantially to air pollution with vehicles arriving from across Europe, driving extra distances, idling in long lines for hours, and slowing traffic, contributing to increased emissions among travellers outside the wedding party. Risks also may be affiliated with potentila drinking and driving when alcohol is served.

Purpose and Reasons for Using Transportation

Table 23. Purposes for Using Various Transportation Modes

Purpose	Bus		Car		Taxi	
	Women	Men	Women	Men	Women	Men
Going to work/education	56%	58%	34%	36%	37%	37%
Taking children (e.g., to school)	6%	6%	19%	20%	9%	14%
Leisure	20%	18%	21%	18%	21%	23%
Sports and/or health	2%	3%	3%	4%	4%	1%
Accessing health/social services	14%	14%	22%	21%	24%	19%
Other	2%	1%	1%	4%	4%	5%

Both women (56%) and men (58%) reported using buses primarily for commuting to work or education.²¹⁹ Several, albeit fewer, men (36%) and women (34%) used cars and taxis (37% of both) for commuting. Approximately one-fifth used cars for caretaking, such as taking children to school, for leisure, and/or for accessing healthcare or social services.²²⁰ Findings suggest rather widespread reliance on carbon-heavy transportation modes for daily tasks by both women and men.

Table 24. Purpose of Using Transport Modes with Little or No Emissions

Purpose	Walking		Cycling		E-scooters	
	Women	Men	Women	Men	Women	Men
Going to work/education	21%	23%	21%	22%	46%	29%
Taking children (e.g., to school)	9%	10%	4%	8%	17%	14%
Leisure	30%	30%	32%	31%	21%	34%
Sports and/or health	30%	28%	34%	32%	8%	11%
Accessing health/social services	10%	8%	7%	5%	0%	11%
Other	0%	0%	1%	1%	8%	2%

Of those who walked, more than a fifth of women (21%) and men (23%) walked to work or education.²²¹ Nearly half walked for leisure, sports, and/or health. Of those who cycled (or skateboarded), only approximately one-fifth of women (21%) and men (22%) used these modes for commuting purposes.²²² Regardless of gender, approximately one-third used these for leisure, sports, and health. Of the 91 people who used e-scooters, 46% of women and 29% of men used them for commuting.²²³

Mobility of care refers to all trips that people make to perform unpaid caregiving and household-support tasks, such as escorting children, accompanying elders, running errands, and managing daily family responsibilities.²²⁴ In social research, such trips, usually carried out by women, often are hidden in standard transport categories like “shopping” or “other errands” (see Figure 3). As a result, mobility related to care work often is statistically invisible and therefore poorly addressed in the design of transport systems.²²⁵ By regrouping these journeys into a single, clear category when conducting research, planners can better understand, value, and design for caregiving mobility needs.²²⁶ Better recognising the mobility of care can help create more equitable, inclusive, and efficient public transportation systems that serve all users.

219 GBWN, MNForce, Kosovo, n=936 (496 women, 427 men), 2024.

220 GBWN, MNForce, Kosovo, n=1,100 (545 women, 542 men), 2024.

221 GBWN, MNForcs, Kosovo, n=1,100 (545 women, 542 men), 2024.

222 GBWN, MNForce, Kosovo, n=336 (94 women, 237 men), 2024.

223 GBWN, MNForce, Kosovo, n=91 (24 women, 65 men), 2024.

224 Stanford University, “[Public Transportation: Rethinking Concepts and Theories](#)”, *Gendered Innovations in Science, Health & Medicine, Engineering, and Environment*, n.d.

225 Ibid.

226 Ibid.

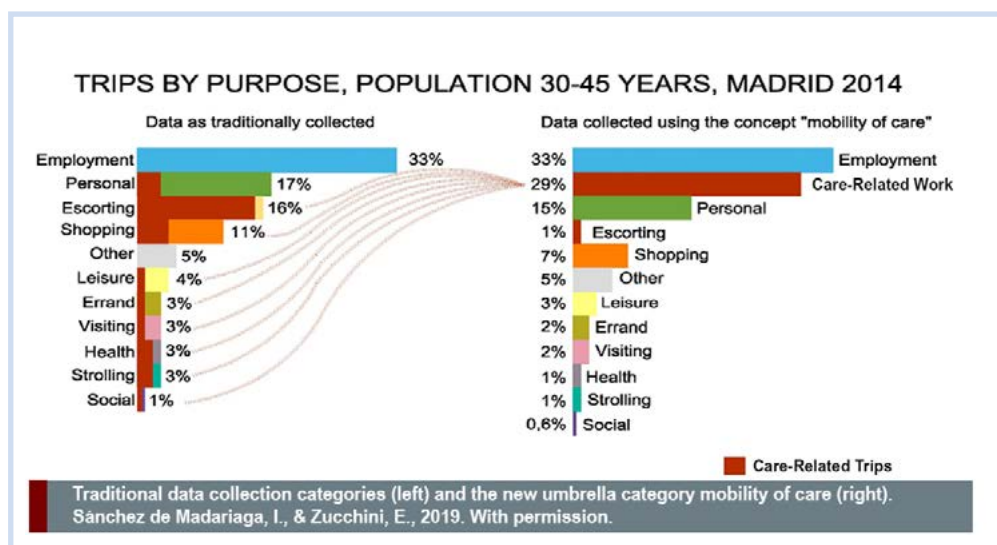


Figure 3. Mobility of Care: Trips by Purpose, Population 30-45 Years, Madrid 2014

In Kosovo, survey data suggested that both women and men have tended to use carbon-heavy transportation modes for care work like taking children to school or accessing health or social services. Only 9% of women and 10% of men walked with children to school. While survey data did not reveal gendered patterns in care-related transportation (see Table 23), women engaged in focus groups said they tended to shuttle children around town. Observation of time periods when children leave school confirm the widespread use of vehicles for picking up children. Notably, the Municipality of Pristina recognised this, closing several streets around schools to increase security for children as of 2023.²²⁷ This has contributed to congestion in narrow streets as some parents have retained cars and taxis as their mode of transportation.

“

I have three stops, so I go to kindergarten. I go to school. I go to work, and for that reason the car allows me to get there a little faster. Sometimes it takes up to half an hour to complete this process. [...] Before, I used buses, but now I use a car because it's faster. [...] There are no sidewalks to school, so the kids can't go on their own.

- Woman, 38, Pristina

In juggling caring for children, elderly parents, work, and errands, a participant stated that due to vehicle congestion, she often loses up to 90 minutes a day commuting by car around Pristina. “[What] commonly would be a five-minute ride takes me minimum [...] 30 minutes every day. When it's very busy it goes up to 45 minutes sometimes.” This directly impacts the quality of care that she can provide for her mother, leaving her feeling rushed, stressed, and guilty: “It does definitely affect also the care provided because I have to think about [...] the transportation. [...] I want to give her not just quantity but quality time.” While she would prefer to use the bus, she cannot rely on buses due to their infrequent schedules and poor connectivity to Dragodan neighbourhood, where her parents live.

²²⁷ Municipality of Prishtina, “[The closure of several streets around schools to increase safety was part of the 2023 project 'Streets for Children'](#)”, 2023. KWN could not find published information about any plans for continuing this project.

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I try to give quality care, [...] and then I have to reduce that time because I'm looking at the watch. And one day she said to me, "It's always [a] rush with you." I said, "I know, but you don't understand that I'm traveling 35-40 minutes just to get here", and then I have to go back [...], and plus the kids and then ugh, you know [...].

- Woman, Pristina

Few women and men survey participants seemed to use buses, e-scooters, and bicycles for care-related travel. Focus group participants shared that time efficiency and security risks were among their main considerations when selecting vehicles instead of walking or bicycles for care-related transport. Bus lanes seldom ran close to state-funded childcare centres, they said. While some had children old enough to travel to school independently by bike or walking, the absence of sidewalks, cars running red lights, and drivers zooming through crosswalks all contributed to fear for their children's safety. Inadequate infrastructure and poor enforcement of traffic regulations thus meant parents (primarily women) had to spend more time and use cars more often to move children around.

Due to poor infrastructure and a lack of social programs, persons with disabilities and elderly persons often rely on caretakers, usually women, if they want to leave their homes. Research participants observed that emergency vehicles sometimes were unavailable to transport their ill or elderly loved ones for medical treatment; they had to organise transport and struggled as taxis are largely physically inaccessible.²²⁸

Main Reasons for Choosing Transportation Modes

Table 25. Reasons for Using Transport Modes Involving Emissions

Reasons	Bus		Car		Taxi	
	Women	Men	Women	Men	Women	Men
Speed (fast)	10%	12%	42%	40%	40%	39%
Convenience	15%	14%	39%	38%	31%	30%
Lower cost	57%	52%	4%	3%	5%	7%
Safety and security	9%	10%	9%	12%	3%	7%
Environmental/social responsibility	6%	9%	2%	2%	2%	4%
Health	1%	1%	2%	2%	2%	2%
No specific reason	2%	1%	2%	2%	14%	10%
Other	1%	2%	0%	1%	2%	2%

Survey participants shared their reasons for choosing particular modes of transportation. This can inform policy interventions towards encouraging different, more climate-friendly behaviours. Both women (57%) and men (52%) tended to take buses because they cost less (Table 25).²²⁹ Speed

228 KWN focus group with women from Pristina and surrounding areas, July 2025.

229 GBWN, MNForce, Kosovo, n=971 (514 women, 457 men), 2024.

and convenience were main reasons for many women and men to use cars²³⁰ and taxis.²³¹ This suggests that making public transport and other low- or no-emission transport modes inexpensive, fast, and more convenient could contribute to their uptake. Among the few people using e-scooters,²³² speed, convenience, and lower cost (presumably compared to cars) were their main reasons. Research elsewhere has suggested that making private vehicle transport time-consuming and inconvenient while simultaneously expediting buses, expanding their availability, and installing multipurpose bus, cycle, and scooter lanes has contributed to increasing the use of these modes of transport.²³³

Table 26. Reasons for Using Transport Modes with Low or No Emissions

Reason	Walking		Cycling		E-scooters	
	Women	Men	Women	Men	Women	Men
Speed (fast)	6%	6%	19%	17%	37%	26%
Convenience	13%	12%	6%	8%	20%	14%
Lower cost	21%	24%	23%	26%	20%	42%
Safety and security	9%	6%	8%	6%	7%	3%
Environmental/social responsibility	16%	17%	15%	16%	10%	8%
Health	34%	32%	23%	24%	3%	6%
No specific reason	2%	2%	5%	3%	0%	2%
Other	0%	0%	0%	1%	3%	0%

Meanwhile, health and low cost were among the reasons women and men survey participants chose walking²³⁴ or cycling.²³⁵ Few people used low- or no-carbon emission modes of transport for reasons of environmental or social responsibility. Thus, promoting the health, monetary, and time benefits of using these modes of transport may contribute to their increased use.

Reasons for Not Using Transportation Modes

Table 27. Reasons for Not Using Transport Modes with Emissions

Reason	Bus		Car	
	Women	Men	Women	Men
Speed (slow); no time	21%	20%	3%	2%
Inconvenient (carrying things, children)	12%	12%	2%	7%
Inaccessible	21%	18%	10%	7%
No service available	8%	11%	-	-
Unsafe	3%	3%	9%	8%

230 GBWN, MNForce, Kosovo, n=1,087 (545 women, 542 men), 2024.

231 GBWN, MNForce, Kosovo, n=407 (210 women, 197 men), 2024.

232 GBWN, MNForce, Kosovo, n=96 (30 women, 66 men), 2024.

233 For further information, see the Policy Options [section](#).

234 GBWN, MNForce, Kosovo, n=1,087 (545 women, 542 men), 2024.

235 GBWN, MNForce, Kosovo, n=342 (108 women, 234 men), 2024.

Reason	Bus		Car	
	Women	Men	Women	Men
Dislike it	13%	17%	3%	7%
Don't have one	-	-	8%	12%
Don't know how	1%	1%	26%	13%
Unable (physical reasons)	3%	1%	4%	9%
Too much work	4%	2%	8%	5%
Other	7%	6%	27%	30%

Understanding reasons people hesitate to use various transportation modes can shed light on what may convince them to consider changing modes. For women and men who do not use buses, the most commonly expressed reasons were slowness and inaccessibility (e.g., a lack of nearby stops).²³⁶ Focus group participants noted that poor connections between buses where they had to wait up to 30 minutes for a connecting bus, traffic, and overcrowding to the extent that they could not board buses, all contributed to long trips, sometimes lasting up to two hours one way.²³⁷ Disliking buses was another reason, among more men (17%) than women (13%). Focus group participants said that people would hesitate to take buses for issues related to status and image: "It's really about people's complexes, especially here in Pristina; more women use buses than men, particularly in the 20-35 age group, as many men avoid taking the bus once they start feeling more self-important."²³⁸ In contrast, a participant observed that her husband liked using buses, illustrating that social norms perhaps can be swayed through education and establishing better conditions for bus use. "My husband takes the bus all the time", she said. "He says, 'I get things done, and I don't get annoyed or stressed from driving.' Now I take the car, because one of us has to drive the kids to kindergarten and school."

While very few survey participants cited reasons for not using a car, not knowing how to drive was a factor for 26% of women compared to 13% of men.²³⁹ Several participants said they did not use a car mainly for economic reasons, including the high costs of purchase, maintenance, and fuel. "Financially, I cannot afford to buy a car", a man said. Traffic congestion and parking shortages further discouraged survey participants' car use. Focus group participants similarly stated that they would prefer not to use cars, which contribute to stress; they would rather take buses if these were more time efficient and had better connections near schools and kindergartens.²⁴⁰

Table 28. Reasons for Not Using Transport Modes with Little or No Emissions

Reason	Walking		Cycling		E-scooters	
	Women	Men	Women	Men	Women	Men
Speed (slow); no time	13%	18%	6%	9%	4%	4%
Inconvenient	19%	6%	18%	15%	14%	13%
Inaccessible	5%	7%	6%	4%	5%	5%
Unsafe	4%	7%	7%	10%	8%	9%

236 GBWN, MNForce, Kosovo, n=650 (307 women, 343 men), 2024.

237 KWN focus group with women in Prishtina and surrounding areas, July 2025.

238 Ibid.

239 GBWN, MNForce, Kosovo, n=267 (146 women, 121 men), 2024.

240 KWN focus group with women in Prishtina and surrounding areas, July 2025.

Reason	Walking		Cycling		E-scooters	
	Women	Men	Women	Men	Women	Men
Dislike it	10%	9%	20%	16%	21%	21%
Don't have one	-	-	19%	18%	25%	22%
Don't know how	1%	1%	7%	4%	12%	7%
Unable (physical reasons)	15%	8%	4%	3%	2%	2%
Too much work	14%	13%	2%	4%	1%	2%
Bad weather	10%	13%	6%	10%	5%	8%
Other	4%	8%	4%	7%	4%	6%

Validating prior responses, the most expressed reasons for survey participants not using low- or no-emission modes of transportation were inconvenience, slowness, and disliking them. A higher percentage of women (19%) than men (6%) stated that walking was inconvenient while more men felt it was too slow (18%).²⁴¹ More women (15%) than men (8%) said they were unable to walk, such as due to physical reasons. Walking being “too much work”, concern over bad weather, and simply disliking it were other recurrent reasons expressed by women and men.

The most common reasons for not cycling, skateboarding, or using e-scooters were disliking these modes of transportation or not owning one.²⁴² Other reasons survey participants provided for not using bicycles included unsuitable infrastructure, safety concerns, and practical barriers. The “lack of dedicated bike lanes” in many areas was a recurring theme. Dangerous driving behaviour also was mentioned. “Cars drive in a very dangerous way, making it impossible to use a bicycle in Pristina”, a woman said. Difficult terrain and long distances also made cycling impractical for some survey participants. Amid Kosovo's hills, research participants observed that cycling is a lot of work, though e-bikes could be an option if infrastructure improved.²⁴³ Others stated: “They are a bit expensive, and there is nowhere to park them at work”. Some scepticism existed that women, particularly from “older generations”, could not use bicycles as this could be considered “shameful”, especially outside Pristina.²⁴⁴ Gender norms regarding the cultural acceptability of women riding bicycles could dissuade some women from selecting this mode of transportation, research participants observed. Meanwhile, some participants believed such views were changing or could be changed through education.

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Contrary to traditional perceptions, more women are now observed cycling in central Pristina than men. Men are perceived to prefer cars, while the use of bicycles by women is growing, especially in urban areas. However, the difference in mindset and culture between urban and rural areas remains a factor.

- Woman, 23, Pristina

Also relevant to gender norms, a male survey participant stated about e-scooters: “I would never ride such a gay thing.” Albeit from a single person, this comment illustrates how gender norms regarding socially acceptable behaviour may affect transport choices for some men.

241 GBWN, MNForce, Kosovo, n=182 (94 women, 88 men), 2024.

242 GBWN, MNForce, Kosovo, n=1,100 (545 women, 542 men), 2024.

243 KWN focus groups with women and men in Dragash, Prishtina, and surrounding areas, 2024 and 2025.

244 Ibid.

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If I had money to buy it, why not?
- Man, 28, Pristina, on willingness to use e-scooters

Inconvenience was also a recurrent theme, slightly more so among women. This could point to caring roles that could make multipurpose trips with children difficult by bicycle or scooter. Meanwhile, a higher percentage of women than men did not know how to cycle, skateboard, or ride e-scooters.

When asked directly what would make them more likely to use these forms of transportation, 34% of women and 42% of men surveyed said that more convenient connections would motivate them to use buses (Table 29).²⁴⁵ Lower cost would encourage 29% of women and 37% of men to use buses more often. Safety improvements to buses were important for 11% of women and 16% of men.

Table 29. Factors that May Increase Use of Low/No Carbon Transportation

Reason	Bus		Walking		Cycling		E-scooter	
	Women	Men	Women	Men	Women	Men	Women	Men
Nothing: I'd never use it	6%	11%	8%	9%	23%	14%	45%	30%
Lower cost	29%	37%	9%	25%	23%	18%	16%	24%
More convenient (better connections)	34%	42%	7%	9%	15%	14%	11%	13%
Safer (better paths/roads)	11%	16%	29%	24%	25%	27%	18%	23%
If my friends did it	3%	4%	13%	15%	9%	6%	7%	5%
Other (please write)	8%	5%	13%	4%	2%	3%	2%	2%
Don't know	9%	10%	20%	13%	13%	11%	17%	17%

Safer sidewalks and roads would encourage 29% of women and 24% of men to walk more.²⁴⁶ Similarly, safer paths and roads would motivate 25% of women and 27% of men to cycle more.²⁴⁷ Unblocking bike paths, decreasing pollution, and dealing with wild dogs also were mentioned as actions that could increase bike use. Health benefits also were recurrently mentioned by women and men. Lower cost would encourage 23% of women and 18% of men to cycle more. Yet, 23% of women and 14% of men said they would never cycle, indicating resistance among more women. Nor would 45% of women and 30% of men use an e-scooter. Yet, safer paths and roads would encourage 18% of women and 23% of men to use e-scooters more often. Lower cost is also a factor for 16% of men and 24% of women. Social influence did not seem to influence transportation choices among many participants.

245 GBWN, MNForce, Kosovo, n=559 (249 women, 310 men), 2024. Participants could select multiple responses.

246 GBWN, MNForce, Kosovo, n=142 (75 women, 67 men), 2024. Security issues are further discussed in the [section](#) below.

247 GBWN, MNForce, Kosovo, n=1,087 (545 women, 542 men), 2024.

Commuting Distances by Gender

Commuting distances can affect the modes of transportation used, including access to various types of transportation in the area, affordability, and time required to commute. Data on commuting distances can reveal opportunities for reducing private vehicle use towards more climate-responsive and accessible transportation modes, facilitating planning.

Table 30. Distance Commuting One-way per Day

Distance	Women	Men
No commute (0 km)	12%	7%
1-5 km	39%	41%
6-10 km	20%	19%
11-15 km	8%	12%
16-20 km	6%	5%
21+ km	11%	13%
Do not know	4%	3%

Among participants, 12% of women and 7% of men said they did not travel to work or school at all (0 km).²⁴⁸ Short distances one-way of 1-5 km were the most common, with 39% of women and 41% of men traveling within this range. Such short commutes could easily be made using low or no carbon transport modes. Meanwhile, 20% of women and 19% of men reported commuting mid-range distances of 6-10 km. Longer distances of 11-15 km were more common among men (12%) than women (8%). Travel of 16-20 km was reported by 6% of women and 5% of men, while 21 or more km was stated by 11% of women and 13% of men. These patterns suggest that women are more likely to stay within short distances or not travel at all, while men are slightly more likely to travel longer distances.

Time Spent Traveling

Table 31. Time Spent Travelling

Time Category	Women	Men
Less than 30 minutes	43%	47%
31-60 minutes	43%	40%
More than an hour, but less than two	10%	8%
2 hours or more	5%	6%

248 GBWN, MNForce, Kosovo, n=1,100 (545 women, 442 men).

Gender norms, including caregiving responsibilities, can influence how, when, and why people travel, contributing to distinct travel patterns for women and men.²⁴⁹ Women's complex daily trips, often linked to unpaid care work, tend to be more fragmented and localised than men's travel, diverting women's time from other productive or leisure activities and increasing their travel costs.

Survey participants were asked: "approximately how much time does it take you to travel on an average, normal day?"²⁵⁰ Most women (43%) and men (47%) travelled less than 30 minutes per day, while a similar share of women (43%) and men (40%) travelled between 31 and 60 minutes per day. The fact that the sample was not representative and under-represented rural populations may mean that travel times are longer. Prior research has found that traveling to and from healthcare institutions takes 40 minutes on average.²⁵¹ Somewhat incongruent with survey findings, focus group discussions suggested that women run multiple errands, including dropping off and picking up children, which may take more time for them than their husbands.

Safety while Using Transportation

Diverse women and men's experiences with and perceptions of safety may shape their transportation choices. Safety concerns can impact women's transport choices, as they face higher risks of violence and harassment.²⁵² This section examines the perceived safety of different transportation modes in Kosovo, drawing from the survey, focus groups, and institutional data.

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So many times, after going out at night, I remember debating whether it would be better to take a [shared] van or walk ... both are dangerous...

- Woman, 38, Pristina

While illegal,²⁵³ sexual harassment can take various forms in transport, ranging from verbal harassment to physical assault, including staring, offensive gestures, winking, unwanted touching, indecent exposure, and assault.²⁵⁴ Prior research has found that sexual harassment is pervasive in Kosovo.²⁵⁵ However, of the most serious non-partner violence incidents that occurred, only 1% of those reported occurred in public transport or a car.²⁵⁶ KWN's research suggests that this may be due in part to underreporting, as women rarely ever report harassment; even when they do,

249 Stanford University, "[Public Transportation: Rethinking Concepts and Theories](#)", *Gendered Innovations in Science, Health & Medicine, Engineering, and Environment*, n.d.

250 GBWN, MNForce, Kosovo, n=1,100 (545 women, 442 men). The question did not clarify whether this was one-way or roundtrip, but roundtrip perhaps can be inferred from the question phrasing.

251 Nicole Farnsworth, Katja Goebels, and Rina Ajeti, [Access to Healthcare in Kosovo](#), Pristina: KWN, 2016.

252 International Transport Forum, [Women's Safety and Security a Public Transport Priority](#), 2018.

253 Assembly of the Republic of Kosovo, [Code No. 06/L-074 Criminal Code of the Republic of Kosovo](#), 2019, Article 182.

254 World Bank, [Violence Against Women and Girls Resource Guide: Transport Brief](#), 2015, 3.

255 OSCE, [Survey on Well-being and Safety of Women in Kosovo](#), 2019. See also: KWN, [Sexual Harassment in Kosovo](#), 2016.

256 Ibid.

sometimes police do not record it as harassment, contributing to underrepresentation of such cases in official statistics.²⁵⁷ Violence against women and girls in transport and public spaces can undermine the aims of mobility development programs, restrict access to jobs, education, and healthcare, and limit women's mobility and economic opportunities.²⁵⁸

Safety on Buses

Table 32. Perceived Safety on Buses

Perceived Safety	Women	Men
Very safe	49%	60%
Somewhat safe	47%	33%
Not safe at all	3%	5%
Don't know	1%	1%

Among survey participants, 49% of women and 60% of men reported feeling very safe when using the bus.²⁵⁹ Meanwhile, 47% of women and 33% of men felt somewhat safe; and 3% of women and 5% of men felt unsafe. Among all survey participants, 44% of women and 59% of men said they felt safe using public transport by themselves, at any time. However, 28% of women and 25% of men said they felt unsafe during the day, and 32% of women and 20% of men felt unsafe travelling alone at night.²⁶⁰ Focus group participants mentioned several security concerns, including drivers rapidly accelerating overcrowded buses, causing pregnant and elderly persons to stumble or fall; fast closing doors that injured passengers; overcrowded spaces where people pressed against pregnant women; and drivers departing when people were still trying to enter the bus.²⁶¹ The spaces reserved for mothers with strollers (as men reportedly seldom travelled with children), pregnant women, elderly persons, and persons with disabilities rarely were vacated by other riders. Nor did people needing extra help to enter or exit the bus receive adequate support from bus personnel or other riders. In an exceptional case, a young male passenger was observed assisting a woman boarding the bus with a stroller.²⁶² KWN participant observation in 2025 suggested that conductors have started requesting that people move to make space for strollers and persons with disabilities.

Illegal, unregistered buses like "Taxi 1" in Pristina, may pose security risks, as drivers may not be certified, vehicles poorly kept, and not inspected.²⁶³ Women admitted to taking these illegal modes of transport regularly mainly because they were efficient, arriving more often than official bus lines. Meanwhile, they observed the risk. "You enter a car with a person you don't know and that is not controlled. This is dangerous. You don't know the person or the qualifications", a woman said. "Yes, I once heard about a person pulling a knife", another said in agreement.

Gender-based and/or ethnic discrimination contributed to feelings of insecurity, such as when other bus users, or in some instances conductors, made comments about women or Roma, Ashkali, and Egyptian riders, such as loudly declaring with derogatory language: "I'm not sitting by

257 KWN, *Sexual Harassment in Kosovo*, 2016.

258 World Bank, *Violence Against Women and Girls Resource Guide: Transport Brief*, 2015.

259 GBWN, MNForce, Kosovo, n=689 (356 women, 323 men), 2024.

260 GBWN, MNForce, Kosovo, n=1,087 (545 women, 542 men), 2024. They could select multiple choices.

261 KWN focus group with women in Prishtina and surrounding areas, July 2025; KWN bus observation, 2024.

262 KWN observation, bus line 3B, 2024.

263 KWN focus group with women from Prishtina and surrounding areas, July 2025.

this gypsy". LGBTQAI+ persons said that it is especially hard for them to use public transport.²⁶⁴ Even waiting at bus stations is challenging because these spaces are unsafe, they said. An activist explained:

This is particularly true for people who are more expressive—those who wear noticeable clothing, use makeup, or present in a more “hyper-feminine” way. They often become targets of stares, whispers, and harassment. It’s common for a queer person to find oneself surrounded by people who are not queer. One person makes a comment, another joins in, and soon a group is formed that bullies the person.

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Rural areas are more difficult than cities because trans people and those who visibly stand out have a very hard time due to bullying from pupils... the moment you get on the bus, you’ll hear pupils saying things like ‘Look at these faggots’, [...] forming groups just to laugh at them.

- LGBTQAI+ activist

Left in the middle of this hostility, the individual often feels that he or she has no choice but to leave, no longer feeling safe in that space. This undermines equal access to transportation for LGBTQAI+ persons who fear for their safety.

Globally, on public transportation, such as buses, female users tend to voice security concerns, especially during nighttime travel or in poorly lit areas.²⁶⁵ These concerns stem from fears of harassment, assault, and other forms of gender-based violence. In testimonies collected by independent media and CSOs in Kosovo, including KWN, women and girls have described uncomfortable and frightening encounters during everyday commutes, often involving older men, poorly lit buses, and a lack of staff intervention.²⁶⁶ For example, a university student recounted being harassed by a man in his 50s who touched her without consent during a late-night ride.²⁶⁷ She felt paralysed in the moment, unable to speak up—not because she didn’t recognise the abuse but because she did not want her family to know. This sentiment was echoed by others, including a teenage girl who avoided public transport for seven months after a similar experience, and another woman who said passengers witnessed the harassment she faced but chose not to intervene. A Facebook user reported that his 21-year-old sister was sexually harassed on a bus by an older man, approximately 65 years old.²⁶⁸ The man made inappropriate comments, touching her arm and suggesting sex for money. Although she spoke up and changed seats, he continued to harass her with persistent staring.

264 KWN, focus group with LGBTQAI+ CSOs and activists.

265 Vania Ceccato and Anastasia Loukaitou-Sideris, “[Fear of Sexual Harassment and Its Impact on Safety Perceptions in Transit Environments: A Global Perspective](#)”, *Violence Against Women* 28, no. 1 (March 3, 2021): 26–48.

266 Verona Krasniqi, “[Ngacmimet e vajzave dhe grave në transport publik shpesh nuk raportohen](#)” [Harassment of girls and women on public transport often goes unreported], *KosovaLive*, February 2022.

267 Ibid.

268 [Facebook story](#), 19 April 2025.

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On the 7pm bus ride home from work, I took Urban 1 [bus route] and sat in a seat next to the aisle. A man in his 30s was standing and got extremely close to me. I asked him to step back, but he claimed there were too many passengers. However, he kept getting closer and closer to the point where his genital area touched my body. I told him again to step away, but he refused. When a seat became available, I told him, “Either sit down and move away, or I will call the police.” He then sat in the empty seat. When I got off the bus, I noticed he was following me. I felt extremely scared and entered a market. I started shaking from fear. I asked an employee to check if the man, who was wearing a blue jacket, was waiting outside. The employee confirmed that he was. I explained the situation and that he was following me. The store owner let me stay inside for a few minutes, and we decided that I should go outside and speak to the police officers who were patrolling near the roundabout. As soon as I stepped out of the store alone, the man started following me again. When I realised that the police had left and were no longer patrolling the area, I got scared and ran back inside the store where I broke down in tears. The store owner went outside, and the man crossed the street but continued watching me from the other side. I discussed with the store owner what to do, and he advised me to call a taxi and go home since there was no police presence. I then called a taxi and went home. On the bus, everyone—passengers, including the conductor and driver—could clearly see that I was in distress and being harassed by this man, but no one stepped in to help me.

- Women, age 30, Trafiku Urban passenger, Line 1

Like sexual harassment occurring in other locales across Kosovo,²⁶⁹ harassment on buses rarely has been reported. While the Kosovo Police has received some reports of sexual harassment, it does not seem to have disaggregated these reports by the location or type of transportation mode where harassment occurred. The company responsible for administering Pristina's bus system, Trafiku Urban, has not received any formal complaints of such incidents.²⁷⁰

Safety Walking

Among survey participants, 43% of women and 47% of men felt very safe while walking.²⁷¹ Meanwhile, 42% felt somewhat safe. A higher percentage of women (14%) than men (9%) felt unsafe. Overall, more men (42%) felt safe walking alone than did women (24%). More people felt safe walking alone during the day than at night. At night, 51% of women and 37% of men felt unsafe walking alone.²⁷² Prior research has found that the absence of streetlights, particularly in rural areas and where children and youth walk to and from school, contributes to feelings of insecurity.²⁷³ The lack of accessible public transportation affected young K-Serb women in particular, as they faced sexual harassment while walking several hours to and from school.²⁷⁴ Generally, young women expressed concerns over sexual harassment in the absence of adequate lighting. Meanwhile, overflowing wastewater and wild dogs around unenclosed garbage bins created security concerns for people when walking, particularly women and children going to school.²⁷⁵

269 KWN, *Sexual Harassment in Kosovo*, 2016.

270 KWN correspondence with Trafiku Urban, 2025.

271 GBWN, MNForce, Kosovo, n=984 (484 women, 487 men), 2024.

272 GBWN, MNForce, Kosovo, n=1,087 (545 women, 542 men), 2024.

273 KWN, *A Seat at the Table*, 2021.

274 Ibid.

275 KWN observations, August 2024 - June 2025.

Has Walking Gone to the Dogs?

An estimated 3,000 wild dogs resided in Pristina alone in 2024.²⁷⁶ In 2024, 188 citizens sought help at the Emergency Centre near the University Clinical Centre of Kosovo after being bitten by stray dogs, and 43 such cases were recorded in the first six months of 2025. The Centre does not maintain gender-disaggregated data.²⁷⁷ Citizens have provided detailed accounts of being attacked and bitten by packs of wild dogs,²⁷⁸ including a child bitten on the face in Mother Teresa Square.²⁷⁹ Meanwhile, cyclists have reported being chased with dogs nipping at their heels. Kosovo's poor municipal management of garbage coupled with insufficient government action have contributed to rather uncontrolled growth of wild dog populations, contributing to security risks for some cyclists and walkers, particularly children. This poses a threat to the uptake of low-carbon modes of transportation. While Mayor Rama proposed a plan to pay households €50 per month to adopt stray dogs, it has faced criticism (e.g., for providing more funds for dogs than children). In 2024, the Municipality announced that it would open a shelter for up to 350 dogs, aiming for their adoption.²⁸⁰



Safety Cycling, Skateboarding, and on E-scooters

Table 33. Perceived Safety Cycling, Skateboarding, and on E-scooters

Perceived Safety	Cycling or Skateboarding		E-scooters	
	Women	Men	Women	Men
Very safe	24%	18%	18%	16%
Somewhat safe	48%	53%	55%	33%
Not safe at all	25%	28%	18%	46%
Don't know	3%	2%	9%	5%

Among survey participants, 24% of women and 18% of men felt very safe cycling or skateboarding, while 48% of women and 53% of men felt somewhat safe.²⁸¹ However, 25% of women and 28% of men did not feel safe. Meanwhile, 51% of women and 39% of men felt unsafe cycling alone at night.²⁸² During the day, 39% of women and 31% of men felt unsafe cycling alone.

276 Kylie Henry, "[Prishtina Mayor's Controversial Plan to Address Stray Dog Crisis Poses Risks for Citizens and Dogs Alike](#)", *Prishtina Insight*, July 12, 2023.

277 KWN, correspondence with University Clinical Centre of Kosovo, August 2025.

278 KOHA, "About 130 Bites from Stray Dogs until October in Kosovo", 7 November 2024.

279 Kylie Henry, "[Prishtina Mayor's Controversial Plan to Address Stray Dog Crisis Poses Risks for Citizens and Dogs Alike](#)", *Prishtina Insight*, July 12, 2023.

280 Ardita Zeqiri, "[Prishtina Opens Shelter to Combat Stray Dog Crisis Amid Rising Attacks](#)", *Prishtina Insight*, September 11, 2024.

281 GBWN, MNForce, Kosovo, n=240 (75 women, 165 men), 2024.

282 GBWN, MNForce, Kosovo, n=1,087 (545 women, 542 men), 2024.

Only 18% of women and 16% of men felt very safe using an e-scooter while 55% of women and 33% of men felt somewhat safe.²⁸³ However, 46% of men and 18% of women felt unsafe, which could undermine e-scooter use. Focus group participants observed that e-scooters can be very dangerous as their drivers seldom have undergone appropriate education and certification regarding traffic rules; e-scooter drivers should be tested and receive licenses to be used on city streets, they said.²⁸⁴ E-scooters also would not be ideal for transporting children, they observed. Police do not have data on accidents involving e-scooters disaggregated by gender.

Safety in Cars and Taxis

Table 34. Perceived Safety in Cars and Taxis

Perceived Safety	Cars		Taxis	
	Women	Men	Women	Men
Very safe	48%	47%	30%	38%
Somewhat safe	47%	45%	51%	43%
Not safe at all	3%	6%	13%	15%

Among survey participants, 48% of women and 47% of men said they felt very safe using cars, and 47% of women and 45% of men felt somewhat safe.²⁸⁵ Only 3% of women and 6% of men felt unsafe. However, 25% of women and 18% of men felt unsafe traveling alone by car at night, while 20% of women and 19% of men felt unsafe if alone during the day.²⁸⁶

//

I’ve had taxi drivers ask me for a coffee or to meet when I get off work.
- Woman, 52

When using taxis, 30% of women and 38% of men felt very safe, and 51% of women and 43% of men felt somewhat safe.²⁸⁷ However, 13% of women and 15% of men felt unsafe. During the day, 25% of women and 23% of men felt unsafe traveling alone by taxi.²⁸⁸ At night, substantial gender differences existed, where 51% of women and 32% of men felt unsafe traveling alone by taxi. Meanwhile, K-Serb women residing in northern Kosovo expressed concerns over their security in taxis; they said they felt more comfortable when they knew that the driver is of the same ethnicity.²⁸⁹

LGBTQAI+ individuals said they felt safer using taxis than buses because taxis can be tracked, complaints can be filed with companies, and they rely on trusted taxi services.²⁹⁰ Yet, not every-

283 GBWN, MNForce, Kosovo, n=79 (22 women, 57 men), 2024.

284 KWN focus group with women from Prishtina and surrounding areas, July 2025.

285 GBWN, MNForce, Kosovo, n=861 (409 women, 452 men), 2024.

286 GBWN, MNForce, Kosovo, n=1,087 (545 women, 542 men), 2024.

287 GBWN, MNForce, Kosovo, n=318 (167 women, 151 men), 2024.

288 GBWN, MNForce, Kosovo, n=1,087 (545 women, 542 men), 2024.

289 KWN focus group with K-Serb women, September 2025.

290 KWN focus group with LGBTQAI+ CSOs and activists.

one has the economic means to afford using taxis regularly, they said. “Some taxi companies are more informed”, an activist said. “They know who we are and which organisation we represent.” This seemed to provide a layer of protection for LGBTQAI+ individuals. “With them, we haven’t had major issues, except for the occasional individual driver”, an activist said. Meanwhile, LGBTQAI+ activists’ experiences differed by gender. “For women, for example, harassment in taxis is more common”, an activist observed. “Drivers have made inappropriate comments, asked them to sit in the front, or used sexist language.” LGBTQAI+ activists and Roma, Ashkali, and Egyptians reported facing challenges using taxis, such as when drivers refused to pick them up in “clear acts of discrimination”.²⁹¹

“

I used to take the same taxi company to go to work, and one time the driver verbally harassed me. I didn’t report it to the company. I just stopped using their service and told people I work with, as well as friends, about what happened to me and recommended that they avoid using that company.

- Woman, 23, Pristina

Traffic Accidents

Road transport accounts for the majority of casualties across the transport sector.²⁹² According to police statistics, 22,586 traffic accidents occurred in Kosovo in 2024.²⁹³ Most (74%) involved vehicle-on-vehicle collisions, while 9% were single vehicle accidents and 2% involved buses and other vehicles. Meanwhile, 204 cases (1%) involved vehicles and bicycles. Most accidents (59%) occurred in urban areas. Accidents on main roads accounted for 22% of cases while fewer occurred on rural roads (10%), regional roads (7%), and highways (2%). Most accidents occurred between 14:00 and 18:00 (31%), followed by 10:00 to 14:00 (25%). Few accidents were recorded between 2:00 and 6:00 (3%). Most accidents occurred under clear weather conditions (88%). However, rainy weather contributed to 874 accidents (4%), fog to 63 (0.2%), and snow to 244 (1%). Inclement weather related to climate change thus can be a factor in car accidents, though human error seems a broader contributing factor.

The use of seat belts and child restraint systems, such as car and booster seats, in motorised vehicles helps save lives, and is one of the most effective measures to protect occupants from road injuries.²⁹⁴ Seat belt use reduces serious and fatal injuries by around 60% for front seat occupants and 44% for rear seat occupants, and up to 55-60% for children correctly restrained. In EU countries, studies revealed that 25-50% of car occupants fatally injured in crashes were not wearing seatbelts, with an estimated 900 deaths annually preventable if 99% of occupants consistently wore seatbelts.²⁹⁵ Seat belt use in the Western Balkans, including in Kosovo, remains significantly lower than in the EU, contributing to a disproportionately higher rate of road fatalities across the region. Human factors, including speeding, drunk driving, cell phone use and failure to use

291 KWN focus groups with LGBTQAI+, Roma, Ashkali, and Egyptian CSOs and activists. KWN wrote several taxi companies to request information as to whether they have anti-discrimination policies in place, whether they have had any reports of sexual harassment or discrimination, and, if so, what steps they have taken to address these. However, KWN did not receive any response.

292 Republic of Kosovo, [Multimodal Transport Strategy 2023-2030](#), 2024.

293 Kosovo Police response to KWN data request.

294 European Commission, [Road Safety Thematic Report – Seat belt and child restraint systems](#), 2022.

295 Ibid.

seat belts, remain leading causes of these deaths.²⁹⁶ In 2023, the Western Balkans saw 1,261 road deaths, 106 of which occurred in Kosovo, with a rate of 73.4 deaths per million inhabitants significantly higher compared to the EU's average of 46 deaths per million inhabitants.²⁹⁷ A study in 2023 revealed varying seat belt use by drivers within passenger vehicles in the Western Balkans, with Kosovo the second lowest in seatbelt use at 54%. This is in stark contrast to the EU, where all countries providing data, aside from Greece (71%), ranged from 83% in Cyprus to 99% in Portugal.²⁹⁸ In the same study, only 46% of adult passengers and 29% of children in Kosovo wore seat belts, though the use of child restraint systems was high on urban (88%) and rural (90%) roads. Overall numbers in Kosovo were highest on motorways, but higher on rural roads compared to urban roads, and lowest in the rear seats, including less than 10% of children restrained.²⁹⁹ Gender differences were also significant, with Kosovar women more likely than men to wear seat belts, both as drivers and passengers. For example, 93% of female drivers wore seat belts on motorways and 69% on urban roads compared to 74% and 40% for men, respectively.³⁰⁰

The 15,308 people injured in 8,141 different accidents included drivers in 48% of cases and passengers in 45%. Meanwhile, pedestrians were injured in 1,035 cases (7%). Police did not provide sex-disaggregated data regarding individuals involved in accidents. However, considering that more men own and drive cars than women, it may be inferred that men may face greater risks of vehicle accidents than women. Indeed, in the 89 fatal accidents that resulted in 97 deaths in 2024, 77% were men and 23% were women. In these fatal accidents, 88% of drivers at fault were men, 10% were women, and, in 2% of the cases, the gender was unknown.³⁰¹

Extensive research has shown relationships between gender, age, and speeding behaviour with young men being prone to reckless driving.³⁰² Research has identified links between expressions of masculinity, dominance, and performative gender identity and use of vehicles; people tend to perceive larger and louder vehicles as more dominant and masculine, compared to smaller ones.³⁰³ This can contribute to noise pollution, as well as a heightened risk of severe accidents due to speeding, which is closely linked to increased crash likelihood and impact severity.³⁰⁴ Studies on aggressive driving suggest that the power of men's cars, as well as how macho they perceive themselves, are two main factors influencing the likelihood of them driving aggressively. Krahé and Fenske found that "Younger motorists, those driving powerful cars, and those showing macho personality were significantly more likely to report driving aggression".³⁰⁵ When prompted by masculine messaging on car radios, young men's driving speeds have been found to increase significantly.³⁰⁶ Scholars argue that effective road safety education must address how risk-taking car culture appeals to working-class boys by linking vehicle ownership to masculine identity and

296 Transport Community, [Preliminary Road Safety Statistics](#), 2024.

297 Transport Community, [Road Safety Statistics](#), 2023.

298 Transport Community, [Seatbelt Use in the Western Balkans](#), 2024.

299 Transport Research Centre, [WESTBELT](#), 2024.

300 Transport Community, [Seatbelt Use in the Western Balkans](#), 2024.

301 KWN correspondence with Kosovo Police, August 2025.

302 Niki Harré, Theo Brandt, and Martin Dawe, "[The Development of Risky Driving in Adolescence](#)," *Journal of Safety Research* 31, no. 4 (Winter 2000): 186.

303 Barbara Krahé and Ilka Fenske, "[Predicting Aggressive Driving Behavior: The Role of Macho Personality, Age, and Power of Car](#)," *Aggressive Behavior* 28, no. 1 (2002): 21–29.

304 Letty Aarts and Ingrid van Schagen, "[Driving Speed and the Risk of Road Crashes: A Review](#)," *Accident Analysis & Prevention* 38, no. 2 (March 2006): 221.

305 Krahé and Fenske, "[Predicting Aggressive Driving Behavior](#)," 2002.

306 Marianne Schmid Mast et al., "[Masculinity Causes Speeding in Young Men](#)," *Accident Analysis & Prevention* 40, no. 2 (March 2008): 840–42.

dominance.³⁰⁷ As Walker et al. explain, “dangerous forms of road use... are means for producing hegemonic masculinity and establishing its dominance.”³⁰⁸ This cultural narrative is reinforced in digital spaces, where “car guy” memes often frame vehicles as superior to women, encapsulated by the phrase, “Men love women, but even more than that, men love cars”.³⁰⁹ Developmental research shows that risky driving behaviour rises during adolescence and early adulthood, often driven by thrill-seeking and peer influence.³¹⁰ As Begg and Langley note, “risky driving was mainly a male activity”, and even when it declined by age 26, “the desire for thrill-seeking among males had increased.”³¹¹ Traditional masculine traits such as overconfidence and competitiveness also have been linked to poorer risk assessment and inflated self-perception of driving skill.³¹² These patterns suggest that risky driving is not merely an individual behaviour but a gendered cultural performance.

Table 35. Average Police Response Time by Region (January – June 2024)

Region	Minutes
National average	18
Prizren	17
Pristina	26
Peja	17
North Mitrovica	21
South Mitrovica	19
Gjilan	15
Gjakova	24
Ferizaj	14

Timely police response can affect the survival and wellbeing of persons involved in accidents. According to the Standard Operating Procedures (SOP) of the Kosovo Police, the maximum response time should be 15 minutes in urban areas and 30 minutes in rural areas, with exceptions for remote mountainous areas or poor weather conditions.³¹³ The Police Inspectorate of Kosovo analysed police response times across different regional units.³¹⁴ The average police response time from the moment a call was received until arrival at the scene was 18 minutes. The fastest unit was the Regional Traffic Unit in Ferizaj (14 minutes), while the slowest was in Pristina (26 minutes), exceeding the SOP standards for urban response. Heavy traffic and caseloads seemingly contributed to slower response times.

307 Linley Walker, Dianne Butland, and Robert W. Connell, “Boys on the Road: Masculinities, Car Culture, and Road Safety Education”, *The Journal of Men’s Studies* 8, no. 2 (2000): 155.

308 Ibid., 164.

309 Lauren Dundes, “‘Even More Than That, Men Love Cars’: ‘Car Guy’ Memes and Hegemonic Masculinity”, *Frontiers in Sociology* 7, 2022.

310 Ibid.

311 Dorothy J. Begg and John Langley, “Changes in Risky Driving Behavior from Age 21 to 26 Years”, *Journal of Safety Research* 32, no. 4 (December 2001): 493.

312 Tulay Ozkan and Timo Lajunen, “What Causes the Differences in Driving Between Young Men and Women? The Effects of Gender Roles and Sex on Young Drivers’ Driving Behaviour and Self-Assessment of Skills”, *Transportation Research Part F: Traffic Psychology and Behaviour* 9, no. 4 (2006): 270-271.

313 Government of the Republic of Kosovo, MIA, Police Inspectorate of Kosovo, Inspection Department, *Inspection Report 2024*, 2025.

314 Ibid. The Inspectorate reviewed 658 incident cases from the operational log during the first week of each month between January and June 2024. This excluded the Highway Control Unit.

Awareness-raising can increase seatbelt use, and Kosovo Police, NGOs and relevant ministries have launched campaigns related to speed limits, seat belts, and cell phone use.³¹⁵ For example, in March 2024, the Kosovo Police launched “operation seatbelt”, a “European Roads Policing Network” strategy to enhance road safety through stricter seat belt enforcement, resulting in 1,245 fines issued in one week.³¹⁶ A similar initiative took place in January 2025 to prevent mobile phone use while driving and to strengthen seatbelt compliance.³¹⁷

Conclusion

Women are less likely than men to own all modes of transportation, and slightly fewer women than men have access to various transport modes, except buses. Fewer rural than urban dwellers have access to buses due to poor connections, particularly K-Serbs. Persons with limited mobility and caretakers (mostly women) physically struggle to access buses, taxis, and sidewalks. Minority ethnic groups and LGBTQAI+ persons report facing discrimination when using various types of transportation. Access to low-carbon modes of transportation like bicycles, e-bikes, and scooters remains low, particularly for rural women. Gendered power relations affect women's equal access to financial resources for using alternative modes of transportation and, in some communities, hinder women's use of bicycles due to socialised and gendered assumptions. Women also tend to have more security concerns when using transportation than do men, due in part to gendered power imbalances that place women at greater risk of sexual harassment.

Inclement weather related to climate change can be a factor in car accidents, but human error is the main factor. Substantial evidence points to masculine aggressive behaviour as a key cause of traffic accidents, placing young men, but also others at risk. Transforming gender norms related to men's use of cars may contribute to decreasing death, injury, and pollution.

Institutions' insufficient investments in sidewalks, bike lanes, and public transport influence women and men's transport choices due to the unavailability of adequate infrastructure. Given the relative affordability and acceptability of walking, buses, and bicycles, the Government should prioritise investing in these. Approximately half the participants reported commuting rather short distances, and more than half the population seems to walk or use buses regularly already, as common practice, indicating opportunities for investing in these. Making public transport and other low- or no-emission transport modes like walking and cycling more inexpensive, efficient, safe (particularly for women), and convenient could contribute to their increased uptake. Promoting the health, monetary, and time benefits of these modes also may contribute to their increased use. While potential also exists to invest in e-scooters for commuting, this would be more expensive, contribute more to pollution, and would need to be coupled with investments in infrastructure, certification, and security.

315 Transport Community, [Action Plans and EU Acquis Progress Report](#), 2023, 90.

316 Telegrafi, [ROADPOL 2024 plan](#), 2024.

317 Telegrafi, [Phone Use and Seat Belt](#), 2025.



CHAPTER IV

Perceptions of Climate Change and Addressing It by Changing Transportation Modes

This chapter examines survey participants' views on climate change, the extent to which various modes of transportation may contribute to pollution, and their interest in changing transportation modes towards preventing further climate change. Such information can shed light on levels of awareness, informing the design of educational and outreach campaigns towards more gender- and climate-responsive modes of transport.

Concern about Climate Change

More female (66%) than male (59%) survey participants were very worried about climate change.³¹⁸ Fewer were "a little worried" (29%, 31%). Only 2% of women and 5% of men were not worried, while 4% of both genders did not know. Survey participants tended to think that cars contribute substantially to air pollution in their municipality (82% of women, 71% of men). Fewer believed cars contributed little pollution (15%, 23%). Very few participants said cars did not contribute to pollution at all (1%, 2%) or did not know (2%, 4%).

Interest in Reducing Climate Change

Interest in using electric cars to help reduce climate change was generally high with 62% of women and 66% of men survey participants "very interested".³¹⁹ For persons who would not use electric cars to reduce climate change, though the sample size was small (n=121), 60% of women and 57% of men said electric cars are too expensive, while 38% of women and 29% of men cited unavailability, and 2% of women and 14% of men gave other reasons.³²⁰ Several survey participants observed that electric cars are not a suitable solution, expressing a range of concerns. Although often promoted as environmentally friendly, a participant stated: "Electric cars only solve one problem. [T]he car industry [...] still uses lithium batteries, and electricity generation is not eco-friendly." Others agreed that electric vehicles are "not as efficient as claimed". Another participant stated: "According to some writings, even their batteries have the same impact on environmental pollution. Also, [there is a] lack of charging stations." These concerns contributed to the recurrent perception that electric vehicles are more of a "trend" than a sustainable transportation solution.

318 GBWN, MNForce, Kosovo, n=1,100 (545 women, 542 men), 2024.

319 Ibid.

320 GBWN, MNForce, Kosovo, n=121 (63 women, 58 men), 2024.

Table 36. Interest in Reducing Climate Change through Alternative Transportation

Level of Interest	Electric Car		Car-pooling		Bus		Bicycles		E-bicycles		Walking		E-scooters		Tram	
	W	M	W	M	W	M	W	M	W	M	W	M	W	M	W	M
Not at all	11%	10%	24%	28%	9%	9%	20%	15%	25%	15%	6%	4%	42%	25%	13%	12%
Somewhat	19%	17%	28%	30%	33%	29%	27%	23%	24%	23%	15%	17%	21%	24%	21%	16%
Very	62%	66%	33%	28%	54%	56%	44%	56%	40%	53%	76%	76%	19%	38%	56%	59%
Don't know	8%	7%	15%	14%	5%	6%	9%	6%	11%	9%	4%	3%	19%	13%	11%	13%

Fewer women (33%) and men (28%) were very interested or somewhat interested (28%, 30%) in using shared cars or carpooling. Among those who were disinterested, 40% of men and 34% of women said it is difficult to coordinate, preferred their independence, and/or felt it was insecure, particularly women (26%) compared to men (17%).³²¹

Interest in using buses towards reducing climate change was generally high among women (87%) and men (85%). Of those who did not want to, 43% of women and 36% of men said buses are too slow; 36% of women and men cited poor connections; and 21% of women and 27% of men noted unavailability.³²²

Fewer women (71%) than men (79%) were interested in using regular bicycles or e-bikes (64%, 76%). Survey participants disinterested in using regular³²³ and electric bicycles³²⁴ expressed concerns regarding both types of bikes. Several simply do not like them: 38% of women and 20% of men would not ride regular bikes. Similarly, 36% of women and 31% of men dislike e-bikes. The lack of bike paths was cited by approximately one-third of people who would not ride them. Safety was another concern: 15% of women and 30% of men found regular bicycles too dangerous, and 11% of women and 14% of men said the same of e-bikes. Cost, especially for e-bikes, dissuaded 23% of women and 28% of men. A few said that regular bikes are too slow (9% of women and 10% of men). Physical limitations such as disabilities or fatigue also meant that some survey participants could not use bikes. Other reasons included not knowing how to ride, difficult terrain, and caregiving responsibilities.

Most women (91%) and men (93%) were interested in walking. The few people not interested in walking said it is too slow (68% of women, 73% of men) or too dangerous (21%, 18%).³²⁵ Some survey participants also cited physical limitations, including disabilities.

Fewer men (62%) and even fewer women (40%) were interested in using e-scooters. Reasons included not liking them (35% of women, 36% of men), considering them dangerous (34%, 28%), the lack of dedicated paths (18%, 23%), and cost (11%, 12%).³²⁶ Others cited disabilities, no skills for riding, trauma, and caregiving responsibilities.

Although Kosovo does not currently have a tram system, both women (77%) and men (75%) were interested in trams. Albeit a costly investment, this suggests that trams could be a welcomed and

321 GBWN, MNForce, Kosovo, n=398 (172 women, 226 men), 2024.

322 GBWN, MNForce, Kosovo, n=128 (61 women, 67 men), 2024.

323 GBWN, MNForce, Kosovo, n=274 (152 women, 122 men), 2024.

324 GBWN, MNForce, Kosovo, n=317 (198 women, 119 men), 2024.

325 GBWN, MNForce, Kosovo, n=56 (34 women, 22 men), 2024.

326 GBWN, MNForce, Kosovo, n=556 (342 women, 214 men), 2024.

sustainable transportation alternative. Trams can reduce traffic pollutant emissions and provide a reliable mode of public transport.³²⁷

Participants generally disinterested in changing transport choices tended to think that addressing climate change is the Government's responsibility (35% of women, 31% of men) and that alternative transport is too expensive (25%, 16%).³²⁸ Some did not believe in climate change (9%, 10%), while others said it was not a priority (13%, 22%) or felt discouraged by others' inaction (e.g., corporations as "big polluters"). A few participants cited laziness to walk or bike.

Priorities for Government Investments

When asked to prioritise what the Government should invest in towards better public transportation options, most survey participants' top priority, for women (16%) and men (15%), was more frequent buses.³²⁹ Decreasing the cost of public transport was also important (14%). Establishing a tram system was supported by 13% of women and 11% of men. Using electric or hybrid buses was selected by 11% of women and 12% of men. When examining people's three top priorities combined, similar trends emerged in terms of wanting more frequent buses, lower cost public transport, and more bus stops (Table 37). Better bike lanes were of particular interest to men.

Table 37. Top Three Priorities for Government Investments

Government Investment Priority	Priority 1		Priority 2		Priority 3		Total	
	Women	Men	Women	Men	Women	Men	Women	Men
More frequent buses	16%	15%	15%	12%	10%	14%	41%	42%
Establishing or improving a tram system	12%	11%	8%	9%	12%	9%	32%	30%
Using electric or hybrid buses	10%	12%	11%	10%	11%	12%	33%	33%
Improving safety inside public transport	8%	9%	11%	11%	11%	11%	31%	32%
More bus stops in different areas	10%	9%	15%	12%	11%	11%	35%	32%
Better lighting at public transport stations	11%	10%	12%	9%	10%	9%	33%	28%
Better bike lanes and cycling infrastructure	11%	11%	7%	13%	14%	13%	31%	37%
Free or inexpensive bike rental stops	8%	10%	8%	11%	11%	9%	27%	30%
Decreasing the cost of public transport	14%	14%	13%	11%	10%	11%	37%	36%

327 Journal of Cleaner Production, [Can tram construction improve traffic pollution? A microscale examination in Songjiang](#), 2024.

328 GBWN, MNForce, Kosovo, n=225 (99 women, 126 women), 2024.

329 GBWN, MNForce, Kosovo, n=1,087 (545 women, 442 men). Participants were asked: "what should the government prioritize towards investing in better public transportation options? Please rank your top 5 priorities with 1 being the most important for you, and 5 being the least important for you."

Conclusion

Most women and men seem concerned about climate change and interested in using alternative low- or no-carbon modes of transportation towards reducing their environmental impacts, particularly walking, buses, bicycles, and e-bicycles, though fewer women expressed interest in bicycles. Disinterest in addressing climate change through transportation choices could be addressed through education and by making alternative transportation choices more affordable. Investments in public transport connectivity, safer sidewalks, and bike lanes hold potential for encouraging different transportation behaviours towards reducing climate impacts.



TRANSPORTATION'S EFFECTS ON LIFE

Limited transportation options can restrict access to employment, healthcare, and social participation, increasing the risk of exclusion and mental distress.³³⁰ This chapter explores how transportation influences people's everyday lives and prospects. Drawing from existing literature, survey data, focus groups, and interviews, it examines how transport systems impact access to education, employment, and public participation, as well as physical and mental health. Intersectional gender differences are considered. Findings aim to inform the research question: what will be the potential impacts of gender-responsive transport policies and budgets?

Effects of Transportation Barriers on Everyday Life

This section analyses how transportation barriers can affect various aspects of life, including access to education, job opportunities, and participation in policymaking processes.

Table 38. Transportation-related Barriers to Education, Employment, and Political Participation

Reason	Barriers to Education		Barriers to Work		Political Participation	
	Women	Men	Women	Men	Women	Men
Lack of nearby public transportation	39%	32%	27%	26%	58%	55%
Using more than one means to get to work	33%	18%	24%	17%	51%	36%
Type of service and routes	21%	24%	14%	17%	32%	35%
High transport cost compared to salary	31%	21%	19%	16%	39%	35%
Lack of security in public transport	20%	15%	14%	9%	30%	19%
Not wanting to use public transport daily	7%	14%	5%	8%	11%	17%
Time spent in transport	27%	17%	21%	16%	45%	39%
Inaccessibility for persons with disabilities	17%	18%	10%	17%	20%	35%

330 Judith M. Cohen, Sadie Boniface, and Stephen Watkins, "Health Implications of Transport Planning, Development and Operations", *Journal of Transport & Health* 1, no. 1 (2014): 63-72.

"

Access to public transport was another issue, particularly mentioned in the villages above Peja [...] It was just too difficult for people to be able to get to the university if they didn't have a car, and the men tended to have the cars in the family, if there was one at all...

- Official

Effects on Accessing Education

Overall, 13% of women and 12% of men survey participants said that transportation barriers influenced their decision to discontinue education in the last five years.³³¹ The most cited reason among women (39%) and men (32%) was the lack of nearby public transportation (Table 38).³³² Using more than one means of transport to get to work was mentioned by 33% of women and 18% of men. Qualitative evidence further suggested the lack of secure public transport affected K-Serb, Roma, and Ashkali women's access to internships, education, economic activities, and public services.³³³

"

I had to leave thirty minutes early from my course in economics or stay the night in Pristina because I had to change two or three buses to get home at night. [...] This was also stressful, which affected my schoolwork.

- Woman, 32, Podujevo

Effects on Accessing Employment

In the past five years, transportation challenges led 50% of women and 37% of men survey participants to turn down job opportunities due to issues with transportation.³³⁴ Again, the most common reasons were the lack of nearby public transportation and the need for multiple modes of transportation to get to work (Table 38).³³⁵

"

Many women in rural areas want to work, but transportation isn't available.

- Activist, Glogoc

Women also reported shortening their working hours to pick up their children. For some, inflexible employers threatened that leaving early could result in job loss. Shorter hours also contributed to deductions in women's salaries, resulting in financial losses.

331 GBWN, MNForce, Kosovo, n=1,087 (Yes: 70 women, 66 men; No: 475 women, 476 men), 2024.

332 GBWN, MNForce, Kosovo, n=139 (70 women, 66 men), 2024.

333 KWN focus groups and interviews, 2024-2025.

334 GBWN, MNForce, Kosovo, n=1,087 (Yes: 272 women, 202 men; No: 273 women, 340 men), 2024.

335 GBWN, MNForce, Kosovo, n=483 (272 women, 202 men), 2024.

In one case, a woman was seriously injured when bus doors closed on her leg. Given her requirement for a cast and inability to work, her employer fired her.³³⁶

“

Afternoons, particularly Fridays, are the worst [for commuting]. I must leave work 20 minutes early to pick up the kids, so I won't be late.

- Woman, 38, Pristina

Effects on Political Participation

Transportation barriers also hinder political participation. A previous Kosovo-wide survey found that only 3% of women and 12% of men engaged in municipal meetings during the entire year prior; lack of transport coupled with gender roles were among the factors contributing to women's non-participation.³³⁷ In the GBWN survey, 26% of women and 23% of men reported not participating in policy development, such as attending government public consultations, over the past five years due to transportation barriers.³³⁸ Common reasons included the lack of nearby public transportation, using more than one means to travel (particularly for women), time spent travelling (especially among women), and high transport costs (Table 38).³³⁹ Substantially more women (30%) than men (19%) cited the lack of public transport safety as a barrier to their participation.

“

First, [women] are not properly informed about where to go, what meeting to attend. Then, there are irregular bus lines, and they don't have enough money to pay for a taxi. They're poor. Often women are from multi-generational families where they live together with their father-in-law and mother-in-law [...] If we talk about their health, they need to travel from Novo Bordo to Gračanica, Laplje Selo to see a gynaecologist or for a bigger intervention. Because of transportation, the level of poverty is higher because even if they wanted to work somewhere [...], if there's no transportation, they can't work.

- Serb women's rights activist

Poor access to public transport was repeatedly mentioned as hindering minority women's political engagement, particularly for K-Serb, Roma, and Ashkali women.³⁴⁰ In conservative areas, where women may be judged for appearing alone in public due to prevailing social norms and stigma, inaccessible public transport can deepen their isolation. In some cases, young women must be accompanied by a parent or child when leaving the house,³⁴¹ limiting their privacy, autonomy, and ability to participate in public life.

Women interested in engaging in politics have shared that political meetings, often held in the

336 KWN focus group with women from Prishtina and surrounding areas, July 2025.

337 FAO, *Kosovo Gender Profile of Agriculture and Rural Livelihoods* (Budapest: 2024), <https://doi.org/10.4060/cd1154en>.

338 GBWN, MNForce, Kosovo, n=1,087 (Yes: 142 women, 124 men; No: 403 women, 418 men), 2024.

339 GBWN, MNForce, Kosovo, n=271 (142 women, 124 men), 2024.

340 KWN focus groups and interviews, 2024-2025.

341 KWN, Focus Group with Women in Dragash, 2024.

evening among male political party leaders, are inaccessible to them, as buses are unavailable to return to their homes outside Pristina after these meetings end.³⁴² This limits their engagement in politics and decision-making processes. Additionally, government contractors have organised public consultations in village cafés near construction sites, contributing to women's very low participation in public consultations on investments.³⁴³ In response, MESPI reportedly has taken steps to improve accessibility by organising some discussions in more inclusive public spaces such as the municipality and schools, facilitating women's access and participation.

Transportation and Health

Transportation is increasingly recognised as a social determinant of health. It can cause or prevent physical illness; contribute to or alleviate mental illness and stress; reinforce or address social inequities that shape health outcomes; and create or hinder safe transportation environments.³⁴⁴ The health impacts of transport are not experienced equally across society. Transport poverty, defined as affordability, accessibility, and mobility limitations, and exposure to transport-related harms, most adversely affects women, children, older adults, persons with disabilities, and individuals living in poverty, rural areas, or belonging to marginalised ethnic minority groups who often live in areas with limited transit options.³⁴⁵ This section examines the impacts that transportation access may have on physical and mental health, drawing from the existing literature, survey, focus groups, and interviews.

Effects on Physical Health

As detailed in prior sections, transport-related accidents can contribute to injury and death, particularly affecting young men.³⁴⁶

Automobile emissions, widespread household use of coal, wood, and biomass for heating, and coal-fired power plants are the main sources of ambient air pollution in Kosovo.³⁴⁷ Traffic-related air pollution contributes to ambient (outdoor) air pollution through fossil fuel combustion releasing numerous, harmful gaseous pollutants such as nitrogen oxides (NO_x), sulphur oxides (SO_x), carbon monoxide (CO), non-methane volatile organic compounds, and particulate matter (PM).³⁴⁸ The health impacts of outdoor pollution are compounded by those of indoor pollution, also a major concern in Kosovo, exacerbated in the winter months by space-heating emissions and meteor-

³⁴² Issue raised at the Kosovo Lobby for Gender Equality meeting.

³⁴³ Assembly of Republic of the Kosovo, Committee on Environment, Food, Agriculture, Planning and Development, [Committee Meeting Minutes](#), 2022, in Albanian.

³⁴⁴ Cohen, Boniface, and Watkins, "[Health Implications of Transport Planning, Development and Operations](#)", 2014.

³⁴⁵ Ibid.; Karen Lucas et al., "[Transport Poverty and Its Adverse Social Consequences](#)", *Proceedings of the Institution of Civil Engineers - Transport* 169, no. 6 (2016): 353-365.

³⁴⁶ For further information, see the prior section on [safety and traffic accidents](#).

³⁴⁷ UNICEF, [Analysis of the Situation of Women and Children in Kosovo](#), 2019.

³⁴⁸ European Environment Agency, [Emissions of Air Pollutants From Transport in Europe](#), 2024.

ologic changes.³⁴⁹ Generally, the impacts of transport emissions are not assessed separately from other causes of ambient air pollution because they all contribute to the same or similar harmful emissions, compounding with one another.

Air pollution is the leading environmental threat to human health, significantly contributing to cardiovascular disease such as heart attacks and stroke, and respiratory diseases such as asthma, lower respiratory tract infections, and other acute and chronic lung diseases.³⁵⁰ Children are particularly vulnerable to respiratory conditions as they are more sensitive to air pollution than adults.³⁵¹ Other vulnerable groups include the elderly, those already suffering from chronic illness, neonates, and pregnant women with adverse birth effects such as premature birth, low birth weight, and stillbirths, as well as pregnancy complications such as increased risk of miscarriages, gestational diabetes, and pre-eclampsia.³⁵² Further, several studies have linked air pollution to infertility;³⁵³ evidence suggests its contribution to increasing infertility and sterility rates among women and men in the Western Balkans, particularly affecting women living in highly polluted areas.³⁵⁴ Groups in socially and economically deprived situations are more likely to be exposed to higher levels of air pollution through use of cheap polluting fuels for domestic purposes, driving older high-emission vehicles, and living close to polluting industries.³⁵⁵

PM_{2.5} and PM₁₀ result from both exhaust and non-exhaust emissions through break and tire wear or road abrasion.³⁵⁶ Tiny particles can penetrate deep into the lungs and enter the bloodstream, impacting vital organs and increasing the risk of non-communicable diseases such as heart disease, stroke, diabetes, lung cancer, chronic obstructive pulmonary disease, asthma, and other respiratory disorders.³⁵⁷ Long-term exposure to traffic-related air pollution also has been associated with development of certain cancers with diesel exhaust, PM, and overall outdoor air pollution considered carcinogenic to humans.³⁵⁸ The strongest evidence links air pollution with lung cancer, while emerging data suggest associations between air pollution exposure and breast, gastrointestinal, and other cancers.³⁵⁹

349 UNICEF, *Impact of Air Pollution on health and measures to reduce exposures in Kosovo*, 2017.

350 Zana Shabani Isenaj et al., "Air Pollution in Kosovo: Short Term Effects on Hospital Visits of Children Due to Respiratory Health Diagnoses", *International Journal of Environmental Research and Public Health* 19, no. 16 (16 August 2022): 10141.

351 UNICEF, *A Climate Landscape for Children*, 2024.

352 Ibid; UNICEF, "Air Pollution Accounted for 8.1 Million Deaths Globally in 2021, Becoming the Second Leading Risk Factor for Death, Including for Children under Five Years", press release, Boston/New York, 19 June 2024; Juan Aguilera et al., "Air Pollution and Pregnancy", *Seminars in Perinatology* 47, no. 8 (December 2023): 151838.

353 Balkan Green Foundation, *More Air Pollution, Fewer Children in Western Balkans*, 2021.

354 PM_{2.5} was found to reduce fertility by 2% for each 10 µg/m³ in the air; Balkan Green Foundation, *More Air Pollution, Fewer Children in Western Balkans*, 2021.

355 World Bank, *AQM in Kosovo*, 2019.

356 European Environment Agency, *Emissions of Air Pollutants From Transport in Europe*, 2024; PM_{2.5} is the most extensively studied air pollutant and is commonly used as a proxy indicator for overall air pollution exposure. It is also the most consistent and accurate predictor of adverse health outcomes globally (WHO, *Ambient Air Pollution*, 2016).

357 UNICEF, "Air Pollution Accounted for 8.1 Million Deaths Globally in 2021, Becoming the Second Leading Risk Factor for Death, Including for Children under Five Years", press release, Boston/New York, 19 June 2024.

358 Delphine Praud et al., "Traffic-Related Air Pollution and Breast Cancer Risk: A Systematic Review and Meta-Analysis of Observational Studies", *Cancers (Basel)* 15, no. 3 (February 1, 2023): 927.

359 Roselle De Guzman and Joan Schiller, "Air Pollution and Its Impact on Cancer Incidence, Cancer Care and Cancer Outcomes", *BMJ Oncology* 4, no. 1, 2025. While more research is needed, studies suggest breast cancer is likely to be increased by NO₂, with a 1.5% increased risk for each 10 µg/m³ increase in NO₂ exposure and a moderate association (Praud et al., "Traffic-Related Air Pollution and Breast Cancer Risk", 2023, 203). The WHO annual concentration for NO₂ is 10µg/m³, recently adjusted from a previous recommendation of 40µg/m³ (WHO, *2021 Air Quality Guidelines*, 2023). The peak and average annual NO₂ concentrations in Pristina in 2024 were 120.4 µg/m³ and 28.5 µg/m³, respectively (Hydrometeorological Institute of Kosovo, *Data from monitoring stations*, n.d.).

These conditions contribute to widespread debilitating morbidity, placing heavy burdens on health systems, economies, and societies.³⁶⁰ Children under five are the most affected, with each 10 µg/m³ increment in PM_{2.5} increasing mortality by nearly 10%.³⁶¹ According to the fifth State of Global Air report, air pollution caused 8.1 million deaths globally in 2021, making it the second leading risk factor for death, surpassing tobacco, poor diet, and malnutrition.³⁶² In 2021, 17% of infant deaths in five Western Balkan countries were related to air pollution, more than twice the European average.³⁶³ In Kosovo, ambient PM_{2.5} levels significantly exceed both national and EU standards, as well as the WHO's stringent global air quality limits, with ambient pollution levels highest in Pristina, Obiliq, Mitrovica, and Hani i Elezit.³⁶⁴ Accordingly, 99% of children in Kosovo are regularly exposed to high levels of air pollution, making it the country's leading environmental health risk for children.³⁶⁵ Air pollution also can impair cognitive function in children, negatively impacting their memory, attention and academic performance, with long term disadvantages.³⁶⁶

According to the World Bank, Kosovo ranked second in 2020 among European countries with the most CO₂ emissions per unit of Gross Domestic Product (GDP), nearly 3.5 times higher than the average; Kosovo is the 10th most polluted country in the world.³⁶⁷ An estimated 760 people die prematurely every year in Kosovo because of exposure to ambient air pollution.³⁶⁸ Pristina is particularly affected due to its location in a valley, especially in the winter when pollution is trapped by fog due to temperature inversions.³⁶⁹

Apart from the direct impacts of air pollution on maternal health described above, evidence suggests that air pollution is gendered with disproportionate impacts on women's health, including increased susceptibility to inflammatory lung disease and worse pulmonary outcomes than men.³⁷⁰ However, research is lacking, particularly inclusive of gender-disaggregated data on exposure, disease burden, and transport usage, including in the Western Balkans.³⁷¹ In many countries, women are more likely to be exposed to higher levels of air pollution through their traditional gender roles of household responsibilities and their increased likelihood of working informal jobs that put them near pollution sources.³⁷² In Kosovo, women's use of bus transport similarly could expose them to more air pollution. Further, women have different commute patterns than men; commuting during rush hour can expose women to higher levels of pollutants.³⁷³

360 UNICEF, *A Climate Landscape for Children*, 2024.

361 Ibid.

362 UNICEF, "Air Pollution Accounted for 8.1 Million Deaths Globally in 2021, Becoming the Second Leading Risk Factor for Death, Including for Children under Five Years", press release, Boston/New York, 19 June 2024.

363 UNICEF, *A Climate Landscape for Children*, 2024.

364 Isenaj et al., *Air Pollution in Kosovo*, 2022; WHO, *2021 Air Quality Guidelines*, 2023; UNICEF, *A Climate Landscape for Children*, 2024.

365 Ibid., Isenaj et al. recently assessed the impacts of PM_{2.5} levels in Kosovo on the respiratory health of children and adolescents. They monitored PM_{2.5} levels in Pristina from May 2018 to March 2020, reporting a daily average concentration of 24.24 µg/m³, with values ranging from 2.41 and 161.03 µg/m³ within a single day. The study linked elevated PM_{2.5} levels to increased paediatric clinic visits and hospital admissions. An increase in PM_{2.5} led to an immediate increase in visit numbers that lasted over several days, with a roughly 1% rise per 10 µg/m³ increase, showing consistent short-term effects of particulate air pollution on children's respiratory health in Pristina (*Air Pollution in Kosovo*, 2022).

366 UNICEF, *A Climate Landscape for Children*, 2024.

367 World Bank, *Kosovo Country Climate and Development Report*, 2024.

368 Ibid.

369 UNICEF, *Analysis of the Situation of Women and Children in Kosovo*, 2019.

370 USAID, *Gender Analysis of Air Pollution and Vehicle Transport, India*, 2021.

371 UN Environment Programme, *Air pollution in the Western Balkans*, 2021.

372 USAID, *Gender Analysis of Air Pollution and Vehicle Transport, India*, 2021.

373 Danielle Hawkins, "Women Commuting During Rush Hour Are Exposed to Higher Levels of Pollutants", George Mason University, College of Public Health, June 17, 2020.

Effects on Mental Health

Transportation can affect mental health and wellbeing. Commuting delays, traffic congestion, and uncertainty are known to contribute to stress among drivers, while transit users may experience anxiety due to overcrowding, safety concerns, discrimination, limited comfort, and service unreliability.³⁷⁴

Gendered Transportation Patterns and Mental Health

Although gender differences in mobility are well-documented, their relationship to mental health has received less attention. Women tend to have different employment patterns, time use, and caregiving responsibilities than men. They are more likely to travel with children, carry groceries, and rely on public transportation due to having less access to vehicles and fewer financial resources.³⁷⁵ Their mobility is often shaped by time constraints and the need to “trip-chain”: combining school drop-offs, shopping, and healthcare visits into a single journey, for example. Thus, women are more likely to use poorly served or infrequent bus routes, such as those to schools or local shops, which can increase stress and limit their access to social support, employment opportunities, and health services.³⁷⁶

“

If we had more buses like #4 [...], I would have used the bus and I think less stress for me: more time to spend on whatever I’m doing or on the phone or... doing my emails... Definitely, [transport] cuts off a lot of your quality time and also your time spent [...] for work and reading.

- Woman caregiver, Pristina

Daily commuting can serve as a chronic psychological stressor, particularly for women who face more travel constraints and responsibilities. While women’s involvement in the labour market has grown, a gender gap remains in commuting.³⁷⁷ Studies from the UK,³⁷⁸ Canada,³⁷⁹ China,³⁸⁰ and South Africa³⁸¹ all indicate that commuting has a more detrimental effect on women’s mental health than men’s. This is attributed not only to the mode of transport used (with women more dependent on public transport) but also to the additional cognitive and emotional load associated with multitasking and caregiving, as well as anxiety, fatigue, and frustration associated with long commutes and concerns with punctuality and safety.

374 Jenni Gobind, “Transport Anxiety and Work Performance”, *SA Journal of Human Resource Management/SA Tydskrif vir Menslikehulpbronbestuur* 16, no. 0 (2018); Xize Wang et al., “[Commute Patterns and Depression: Evidence from Eleven Latin American Cities](#)”, *Journal of Transport & Health* 14 (September 2019).

375 Cohen, Boniface, and Watkins, “[Health Implications of Transport Planning, Development and Operations](#)”, 2014.

376 Ibid.

377 DanYang Li et al., “[The Relationship Between Commuting Stress and Nurses’ Well-Being: Considering Gender Differences](#)”, *Journal of Nursing Management*, 2025.

378 Roberts et al., [Gender differences in the effects of commuting on psychological health](#), 2011.

379 Jennifer Roberts, Robert Hodgson, and Paul Dolan, “[It’s Driving Her Mad’: Gender Differences in the Effects of Commuting on Psychological Health](#)”, *Journal of Health Economics* 30, no. 5 (September 2011): 1064-76.

380 Li et al., “[Commute Stress and Nurses’ Wellbeing: Considering Gender Differences](#)”, 2025.

381 Gobind, “[Transport anxiety and work performance](#)”, 2018.

Studies have shown that public transport use can have direct negative effects on women's mental health, presumably due to safety concerns, crowding, and long wait times.³⁸² In the United Kingdom, the Mental Health Foundation found that public transport often causes significant anxiety, especially among people with mental health conditions, dementia, physical disabilities, and mothers with young children.³⁸³ Key stressors included navigating crowded, congested spaces, concerns over the availability of space or priority seating, experiences of discriminatory treatment, or even refusal of entry. Wheelchair and stroller users reported needing to undertake extensive planning for trips, researching accessible routes, avoiding peak times, and preparing backups. Anxiety was heightened when traveling to health or social care appointments added uncertainty and stress with unreliable transport services. Focus group and interview participants in Kosovo echoed similar concerns.

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A woman started having a panic attack and began experiencing difficulty breathing. The bus was not full, and she asked the driver to open the door because she couldn't breathe. The bus stopped, and when she got out, seven or eight people gathered around her, trying to help. They didn't know the emergency number. Eventually, one passenger found the number and called, but they had trouble explaining the exact location of the bus. Luckily, a man nearby ran to the local medical family centre. As the doctor and emergency team got into their ambulance and started driving toward the bus [...], the woman said she felt better and no longer needed emergency assistance. So, we all got back on the bus and continued heading toward Mitrovica. No one knew how to handle someone experiencing anxiety on a bus.

- Woman, 27

Fear, Safety, and the Mental Load of Transit

Globally, one of the most persistent issues for women in transit is fear of sexual harassment or gender-based violence, which significantly impacts their freedom of movement and mental health.³⁸⁴ Women often feel vulnerable when walking or waiting for transport at night, particularly in poorly lit areas. They experience higher levels of harassment while walking along streets, during transit, and at stations or terminals. Specific conditions to transportation like over-crowding during peak hours, insufficient surveillance, lack of security personnel, poorly lit bus stops, and long wait times at nighttime, can create environs that facilitate criminal activity.³⁸⁵ Feelings of insecurity often lead women to restructure their routines, take longer routes, or avoid traveling at certain times to mitigate risk, a mental labour known as "safety work".³⁸⁶ These fears are especially pronounced in low-income settings where safe, reliable, and affordable transportation is lacking and may even keep women from seeking employment.³⁸⁷ These global findings were supported by KWN's survey, interviews, and focus groups.

382 Donggen Wang and Min Yang, "[Gendered Mobility and Activity Pattern: Implications for Gendered Mental Health](#)", *Journal of Transport Geography* 110 (2023): 103639.

383 Mental Health Foundation, [Public Mental Health and Transport: the challenges and possibilities](#), 2023.

384 Karla Dominguez Gonzalez et al., [Closing Gender Gaps in Transport](#) (World Bank, 2023).

385 Antonio Iudici, Laura Bertoli, and Elena Faccio, "[The 'Invisible' Needs of Women with Disabilities in Transportation Systems](#)", *Crime Prevention and Community Safety* 19 (2017): 264-75.

386 Julie A. King et al., "[The Personal Safety Burden for Women Taking Public Transport in Australia and Implications for Provision of Equitable Public Transport](#)", *Journal of Public Transportation* 27 (2025).

387 Karla Dominguez Gonzalez et al., [Closing Gender Gaps in Transport](#) (World Bank, 2023), 4.

The inappropriate design of transport systems and perception of insecurity lead to increased dependence on private transportation and the emergence of the “pink transport tax”, disproportionately burdening women, persons with disabilities, and seniors.³⁸⁸ In Colombia, for example, this results in six times greater reliance on taxis among disabled women, adding significant financial strain.³⁸⁹ Focus groups in Kosovo revealed similar sentiments of stress among persons with disabilities and LGBTQAI+ individuals. They reported needing additional financing to feel safe, travelling in trusted taxis.³⁹⁰ A luxury few LGBTQAI+ persons could afford, this contributed to fear of travel and isolation for some. Transportation barriers also can increase women’s dependence on their spouses and can increase the risk of intimate partner violence.³⁹¹

The compounded barriers that people with mobility difficulties face, including persons with disabilities, chronic illness, or the frail elderly, including “getting to and from transport hubs, getting on or off vehicles, changing modes of transport, travelling by [...] taxi, booking tickets, ensuring assistance is available, difficulties in crossing roads, using pavements, using pedestrian areas or any other difficulties when travelling”, further increase their risk of isolation, anxiety, and exclusion.³⁹² Focus groups and interviews in Kosovo illustrated similar trends.

Transportation, Social Isolation, and Loneliness

Social connection is a protective factor for mental health, and transportation systems play a central role in facilitating or hindering those connections. Social support has been linked to as much as a four-fold difference in all-causes of mortality.³⁹³ Lack of transport options, especially in rural or under-resourced communities, can result in social isolation and loneliness, which are linked to anxiety, depression, and even increased mortality.³⁹⁴ People who do not have a dependable way to travel may become isolated, forgoing social activities or essential appointments. Lacking transport can make it “easier just not to go”,³⁹⁵ leading to social isolation that increases the likelihood of mental health issues. Transportation barriers also impede access to healthcare, with people skipping medical visits or medication pickups when travel is too difficult.³⁹⁶ Over time, these factors contribute to worse mental health, particularly among those who are already vulnerable or lack alternative options.

For individuals with disabilities, these barriers are particularly harmful. A U.S. study of social isolation and loneliness among people with and without disabilities, exploring associations with sociodemographic and environmental factors, found that factors significantly associated with social isolation and loneliness included unemployment, pre-existing mental illness or psychiatric disability.

388 Ibid., 14; Iudici et al., “[The ‘invisible’ needs of women with disabilities in transportation systems](#)”, 2017.

389 Karla Dominguez Gonzalez et al., [Closing Gender Gaps in Transport](#) (World Bank, 2023), 10.

390 KWN focus group with LGBTQAI+ persons, 2024.

391 World Bank, [Closing Gender Gaps in Transport](#), 2023, p. 5

392 Cohen, Boniface, and Watkins, “[Health Implications of Transport Planning, Development and Operations](#)”, 2014.

393 Ibid., 65.

394 Catherine Ipsen and Gilbert Gimm, [Research Report: Social Isolation and Loneliness Among Rural and Urban People with Disabilities](#) (Missoula, MT: The University of Montana Rural Institute for Inclusive Communities, November 2021); Giorgio Cosenzo et al., “[The Relationship among Transportation-Related Geographic Isolation, Social Connectedness, and Depressive Symptoms among Adults Living in Rural Alabama](#)”, *Journal of Rural Mental Health*, advance online publication (2025). The latter study examined the link between geographic isolation and depression in rural Alabama, among the most underserved U.S. communities. Among 117 mostly Black/African American women, those facing transportation isolation were significantly more likely to report depressive symptoms, especially when social connectedness, both in person and online, was limited.

395 Health Care Access Now (HCAN), “[The Link between Mental Health and Transportation Barriers](#)”, 10 May 2022.

396 Samina T. Syed, Ben S. Gerber, and Lisa K. Sharp, “[Traveling Towards Disease: Transportation Barriers to Health Care Access](#)”, *Journal of Community Health* 38, no. 5 (October 2013): 976-993.

ity, poverty, and transportation barriers to social participation.³⁹⁷ Adults with disabilities aged 50-64 were more than twice as likely to report feelings of social isolation compared to non-disabled peers, presumably due to structural and environmental barriers such as transportation challenges and stigma which often restrict the autonomy, social roles, and relationship-building capacity of persons with disabilities. In Kosovo, people with limited mobility, including people with disabilities and the elderly, also reported remaining isolated at home because they could not go out alone.³⁹⁸ “We know our own struggles”, a focus group participant said. “We don’t go out when it rains or snows”.³⁹⁹ Unmaintained, inaccessible roads contribute to their isolation, as they must wait for a family member with a car.⁴⁰⁰ This restricts their autonomy and reinforces social exclusion, particularly during cold and rainy months.

Accessible transport supports independence and participation, which are linked to better mental health for people of all ages and abilities.⁴⁰¹ Well-designed and inclusive transport systems can foster social connection and strengthen mental resilience. The ability to move freely and access community life can improve quality of life and reduce the risk of loneliness or depression.⁴⁰² For example, a Japanese study found that older adults without convenient public transport were significantly more likely to develop depression, whereas those with good access had better mental health outcomes.⁴⁰³ Increased daily travel time and participation in nighttime activities have been associated with improved mental health among women, suggesting that mobility and autonomy are protective factors.⁴⁰⁴

While a lack of transportation can lead to social isolation, poorly planned or overly congested transportation infrastructure also can undermine social connection and wellbeing by creating physical and psychological barriers within communities. Transportation systems, comprising highways, streets, sidewalks, bike paths, and public transit, are meant to connect people. However, infrastructure that prioritises motorised vehicles over people often excludes vulnerable populations from planning processes and reduces access to public space.⁴⁰⁵ For instance, car dependency further exacerbates social inequities by shaping access to essential services such as healthcare, around the assumption of car ownership, even though many people living in poverty do not own a vehicle.⁴⁰⁶

Moreover, community design matters. Residents living on streets with light traffic report having twice as many acquaintances and friends on their street compared to those living on streets with heavy traffic.⁴⁰⁷ This disparity in social connections is especially pronounced among the youngest and oldest residents. Additionally, community severance, caused by highways or urban infrastructure that cuts through neighbourhoods, also isolates pedestrians and cyclists, increasing perceived distance to essential services and reducing opportunities for physical and social activity.

397 Ipsen and Gimm, *Research Report: Social Isolation and Loneliness Among Rural and Urban People with Disabilities*, 2021.

398 KWN focus groups, 2024 and 2025.

399 KWN focus group with people with disabilities, December 2024.

400 KWN focus group with women from Prishtina and surrounding areas, July 2025.

401 Kazuki Matsumoto et al., “[Proximity to Public Transportation and Incidence of Depression Risk among Older Adults: A Three-Year Longitudinal Analysis from the Japan Gerontological Evaluation Study](#)”, *Preventive Medicine* 191 (February 2025): 108204.

402 Office of the U.S. Surgeon General, *Our Epidemic of Loneliness and Isolation: The U.S. Surgeon General's Advisory on the Healing Effects of Social Connection and Community*, 2023.

403 Matsumoto et al., “[Proximity to Public Transportation](#)”, 2025.

404 Wang and Yang, “[Gendered Mobility and Activity Pattern: Implications for Gendered Mental Health](#)”.

405 Resource Systems Group, *Strategies for Integrating Health Outcomes into the Transportation Planning Process*, 2023.

406 Cohen, Boniface, and Watkins, “[Health Implications of Transport Planning, Development and Operations](#)”, 2014.

407 Ibid.

Policy and Planning Implications

Short-sighted transport planning that prioritises cars over people exacerbates both environmental and health problems, including mental health. In contrast, sustainable transport involves integrating environmental, economic, and social considerations into development planning.⁴⁰⁸ Initiatives such as investments in active transport, walkable infrastructure, and inclusive transit design not only reduce emissions but also promote mental wellbeing by encouraging physical activity, fostering social engagement, and creating more supportive living environs. Urban design that promotes slower traffic speeds, pedestrian-friendly neighbourhoods, and aesthetically pleasing public spaces can further reduce stress and improve mental health by strengthening community connections and encouraging routine physical activity.⁴⁰⁹ Investments in public transport, walking, and cycling infrastructure provide opportunities for routine social interactions and physical activity that benefit mental health.⁴¹⁰ Improving public transit availability can decrease social isolation and remove barriers to participating in community life, which in turn protects mental wellbeing. For example, when cities make stations and vehicles accessible (with features like step-free access, clear signage, good lighting, and trained staff), people with disabilities feel more confident and less anxious about traveling.⁴¹¹

Transport systems that are gender-responsive are essential for gender equality and to counteract the psychological effects of fears related to sexual harassment while using transport, to improve their mobility and productivity. Urban spaces that apply principles of situational crime prevention such as enhanced lighting, clear sightlines, and visible emergency infrastructure can alleviate safety concerns.⁴¹² This is especially important for women, transgender and gender-nonconforming individuals, and the elderly, who are disproportionately affected by insecurity in public spaces, as KWN's research in Kosovo confirmed.

Increasing the visibility of women in transportation roles also can improve the perceived and actual security of female passengers, signalling a broader commitment to safety and inclusivity.⁴¹³ Transport systems that are inclusive of disabled persons, and designed with mental health in mind can help reduce stress, alleviate isolation, and support healthier, more equitable cities. Investments in accessible public transport featuring step-free access, clear signage, good lighting, and trained staff can improve confidence and reduce anxiety.⁴¹⁴

Improving access and safety in rural areas also is essential, as residents particularly women, older adults, and persons with disabilities often face limited public transport options, longer travel distances, and poorly maintained infrastructure. Addressing these structural and environmental challenges is a critical step toward reducing the disproportionately high rates of isolation and exclusion experienced by these populations.

408 Ibid.

409 Ibid.

410 Yvonne Laird et al., *Cycling and Walking for Individual and Population Health Benefits* (Public Health England, November 2018).

411 Ezra Johnson et al., *Are We There Yet? Barriers to Transport for Disabled People in 2023* (Transport for All, October 2023).

412 Vania Ceccato, "Urban Safety as a Prerequisite for Reduced Stress and Recovery Opportunities in the City of Tomorrow: Reflections beyond Gender-Neutral Planning Practices", in *Creating Urban and Workplace Environments to Promote Recovery and Well-being*, ed. Stephan Pauleit, Michael Kellmann, and Jürgen Beckmann (Routledge, 2024), 199-211.

413 Ibid.

414 Karla Dominguez Gonzalez et al., *Closing Gender Gaps in Transport* (World Bank, 2023).

Conclusion

Transportation systems profoundly shape people's opportunities and wellbeing. Limited or unsafe transport options can restrict access to education, employment, healthcare, and political life, particularly for women, persons with disabilities, older adults, and ethnic minorities. These barriers increase the risk of social exclusion, economic insecurity, and mental distress, thereby exacerbating existing gender and social inequalities. For many individuals, especially those in marginalised or low-income communities, public transport serves as the bridge between opportunity and exclusion.

Findings underscore the need for transportation policies and budgets to be devised according to the lived experiences of diverse populations. Gender-responsive transport planning and budgeting involve assessing how well infrastructure addresses the needs of all users, especially those historically overlooked in male-dominated, car-centric designs, and investing in accessible, safe, and affordable mobility options. Such efforts can facilitate access to education, employment, income, healthcare, political participation, and social connections, thereby reducing inequality, enhancing care, and promoting health, towards SDGs and other development goals.

Poor transportation infrastructure can carry serious consequences for physical health. Air pollution contributes to a wide range of health issues including respiratory and cardiovascular diseases, cancer, and adverse reproductive outcomes with disproportionate impacts on vulnerable populations, and considerable burdens on health systems, economies, and societies. Thus, environmental and public health considerations must be integrated into sustainable transport solutions. More sex- and age- disaggregated data are needed to help policymakers better understand how transport-related air pollution impacts men, women, girls, and boys, as well as pregnant individuals, marginalised populations, those living in poverty, and in rural versus urban areas. Such data can inform more effective, gender-responsive and inclusive transport policies and investments. Transforming Kosovo's transport system is not only a matter of infrastructure but a necessary step toward fostering inclusive, resilient, and equitable communities.



CHAPTER V

Local Transportation Practices

This research sought to identify positive examples of local practices that could inform evidence-based policy solutions to transportation challenges. This chapter seeks to contribute to answering the research question: what are policy options for improving the climate- and gender-responsiveness of transportation? It draws from case studies of Pristina and Dragash municipalities. The chapter then discusses examples of other local practices and policy options.

Case Study of the Municipality of Pristina

This section examines the Municipality of Pristina. Using variation sampling, it was selected as the capital and most populated city. Thus, improving transportation in Pristina can benefit most of Kosovo's population. While not without challenges, it was hypothesised as having among the most developed public transportation systems in Kosovo, offering potential lessons learned

About the Municipality of Pristina

Pristina is home to 227,466 residents, primarily ethnic Albanians (98%).⁴¹⁵ Beyond its residents, Pristina has significant movement of people, both temporary and long-term, due to its central role in politics, education, and the economy. As the political and administrative capital, Pristina hosts Kosovo's key institutions, including the Office of the President, the Parliament, the Prime Minister, ministries, agencies, and international diplomatic missions. The city also serves as the main seat of the judicial system with the Palace of Justice housing the Constitutional Court, Supreme Court, and the Special Prosecutor's Office. The city is a centre for education and research, with the University of Prishtina, Kosovo's largest and oldest public university, drawing students and academics from locally and abroad. The highest concentration of businesses in the country is in Pristina.⁴¹⁶ Its economic vitality attracts people from across Kosovo in search of employment opportunities, career growth, and entrepreneurial ventures.

⁴¹⁵ It is also home to 2,138 Turks (0.9%), 770 Serbs (0.3%), 356 Bosnians (0.2%), 427 Ashkali (0.2%), 57 Roma (0.03%), 17 Egyptians (0.007%), 188 Gorani (0.08%), and 515 people of other ethnicities (0.2%); KAS, [Popullsia sipas përkatësisë etnike dhe gjinisë në nivel vendi dhe komune për vitet 2011 dhe 2024](#) [Population by ethnic affiliation and gender at the national and municipal level for the years 2011 and 2024], 2024, in Albanian.

⁴¹⁶ The city has 43,288 registered businesses, with 27,047 individual businesses, 13,977 limited liability companies, and 1,398 general partnerships; Ministry of Regional Development, [Regional Profiles: Development Region Centre](#), 2019, 25.

The Policy Framework

This section examines the Municipality of Pristina's policy commitments related to gender- and climate-responsive transportation.

Law No. 06/L-012 on the Capital City of the Republic of Kosovo, Pristina

This 2018 Law defines the special legal status, organisation, and functioning of Pristina as the capital.⁴¹⁷ Pristina holds more competences than a typical municipality, including in public safety (establishing its own Police Directorate), secondary healthcare (managing a general hospital), and public services (creating and managing public enterprises without government approval). As per this Law, Pristina should have its own Capital City Police Directorate, a specialised unit operating under the Kosovo Police, dedicated exclusively to its territory and needs, including enforcing transportation-related regulations. The Mayor of Pristina should propose candidates for its director, while the City Assembly should oversee local security policies and can request reports on the security situation. This unit has not been formed.

Financially, the Capital City receives an annual additional grant from the central budget equal to at least 6% of the general municipal grant to support its added competences. It is also eligible for national-level capital investment support and must submit annual grant planning to MFLT. Pristina has the legal right to introduce additional taxes specific to its needs, referred to as capital taxes, ensuring fiscal autonomy and the ability to meet its obligations as the capital.

The Law lacks any reference to gender and consistently uses male-gendered language, such as assuming the mayor is male ("*Kryetari*"). The Law is **gender negative**.

Green City Action Plan

The Pristina Green City Action Plan (2021) has a 10-year implementation period. It focuses on transportation, energy efficiency, waste management, and green spaces.⁴¹⁸ The Plan is **gender responsive**, acknowledging that women and men have different needs.⁴¹⁹ It seeks to address women's specific needs related to public transport, bus stops, pedestrians, and walking routes because women are less likely to have access to private cars and more likely to get attacked and/or sexually assaulted at bus stops or while walking or cycling, the Plan states.⁴²⁰

Related to climate adaptation, the Plan acknowledges that little understanding exists of "vulnerabilities that the transport network could face, and not enough evidence is available on which to base an adaptation strategy".⁴²¹ Meanwhile, the Plan observes that the outdated bus network coupled with old and diesel vehicles contribute to heavy pollution. Moreover, vehicle use leads to heavy congestion, slow average speeds (buses average 13km/h in the city), and high pollution levels; these issues impact the efficiency of the bus system since priority bus lane infrastructure, parking controls, and traffic management are yet to be introduced.⁴²² Given Pristina's increasing dependence on car travel, with the share of private transport (cars and motorcycles) at 51% in the city and expected to increase, the Plan observes an urgent need to develop a more sustainable vision. It identifies a range of policy initiatives including developing a better bus network with pri-

417 Assembly of the Republic of Kosovo, [Law No. 06/L-012 on the Capital City of the Republic of Kosovo, Prishtina](#), 2018.

418 Municipality of Prishtina, [City of Pristina Green City Action Plan](#), 2021.

419 Ibid., 4.

420 Ibid., 132.

421 Ibid., 14.

422 The Sustainable Urban Mobility Plan in the next section commits to addressing these issues.

ority lanes, more cycle lanes and walking routes, more parking, green spaces, and a regulation to prohibit the use of high emission and polluting vehicles. It further plans to measure air quality and traffic speed at key intersections at different times, stating that these can impact minority groups, women, and children disproportionately since they are more likely to be affected by road traffic accidents as pedestrians and from conditions related to poor air quality. Plans include designing transport and pedestrian infrastructure with improved accessibility for caregivers and children, enhancing safety through better lighting and surveillance at bus stops and walking routes to protect women, and providing amenities like benches for older women. The Plan's economic inclusion measures are relevant for female-headed households who often face greater financial challenges and rely on walking and public transport.

While the Plan contains objectives, indicators, and targets for measuring progress on strategic goals, it does not include any objectives or indicators to measure progress towards gender equality commitments. Nor does the proposed budget involve GRB. The Plan foresees a total investment of €368 million with an additional operational expenditure of €8 million. The Plan does not specify funding commitments but presents a financing assessment identifying potential sources: city funding, national or regional funds, international financial institutions, donors, the private sector, public-private partnerships, the public, and other sources. Each action is colour-coded to reflect possible funding mechanisms. Thus, funds have not been clearly allocated for its implementation, posing a risk. The Plan's implementation has yet to be monitored.

Pristina Sustainable Urban Mobility Plan

The Pristina Sustainable Urban Mobility Plan (SUMP) 2019 aims to enhance mobility and transportation systems in Pristina over a 12-year period.⁴²³ The Plan focuses on public transportation infrastructure, expanding bus routes, creating dedicated lanes and paths for pedestrians and cyclists, and improving sidewalks and crosswalks to be more accessible for people with disabilities. The chapter on "Improved Sustainable Urban Mobility Planning" includes a section dedicated to gender issues in transport, towards reducing gender mobility inequality and supporting more environmentally friendly development.⁴²⁴ The SUMP draws on 2017 transport survey data, stakeholder and focus group discussions to identify mobility challenges to be addressed.⁴²⁵ While the Gender Equality Officer (GEO) should contribute to all public policies,⁴²⁶ she was not invited to participate in the working group developing the Plan or asked to review it from a gender perspective.⁴²⁷

The Plan emphasises that urban transport systems must respond to the needs and demands of women and men.⁴²⁸ Integrating gender issues into the overall planning and delivery of transport services helps create an inclusive travel environment, it states. It calls for eliminating barriers to using the city's transport system, ensuring that all individuals have diverse choices of travel modes

423 Pristina Municipality, [Pristina Sustainable Urban Mobility Plan \(SUMP\)](#), 2019.

424 Ibid., 117.

425 Ibid., 118. SUMP was developed via stakeholder workshops and public opinion data collection. A series of focus groups conducted in May 2017 involved municipal officials, police, universities, CSOs, transport operators, taxi associations, and organisations of persons with disabilities to gather input on mobility barriers and priorities. In parallel, an online travel survey conducted between May and July 2017, gathered nearly 1,600 responses (mainly from people under 45), exploring transport preferences, barriers to cycling, and mode choice reasoning. In the same period, a household travel survey (3,064 residents across 1,274 households) captured trip patterns, reasons for using public transport, and commuting behaviours. The SUMP does not present sex-disaggregated data from these surveys.

426 Government of the Republic of Kosovo, [Regulation \(GRK\) No. 12/2016 on Duties and Responsibilities of Relevant Officials for Gender Equality in Ministries and Municipalities](#), 2016. GEOs at the local level are mandated to "participate and contribute to the drafting of public policies at the institutional level, within working groups" (article 10, point 2.2).

427 KWN interview with Municipality of Prishtina official, 2024.

428 Municipality of Prishtina, [Pristina Sustainable Urban Mobility Plan \(SUMP\)](#), 30 January 2019, 117.

for their daily needs. This entails creating a safe and convenient system that offers a full range of travel options for women.⁴²⁹ Thus, the SUMP is **gender responsive**. However, it lacks baselines and targets for measuring progress towards furthering gender equality.

The SUMP has concepts and strategic options for sustainable travel, traffic management, and road safety. While the SUMP is rather general, the Municipality has detailed urban plans for specific neighbourhoods specifying the condition of roads, sidewalks, and infrastructure.⁴³⁰ According to officials, it has been easier to make changes like widening sidewalks in new areas than in already developed ones.⁴³¹

From 2019 to 2030, the City of Pristina plans to invest €89 million to implement its SUMP, focusing on Active Modes & Public Space, Car Transport & Parking, Public Transport, and City Quality of Life. Activities and investments are divided into short-, medium-, and long-term phases with funding expected from municipal own-source revenues, government grants (the General Grant), Infrakos, public-private partnerships, the private sector, and the Ministry of Infrastructure (now MESPI). The budget does not ensure funds have been secured or involve GRB, posing a risk to its implementation.

The SUMP plans for monitoring and evaluation, as well as internal and public reporting, but KWN could not find any official monitoring reports online. This report by KWN and other civil society monitoring suggests that the Plan is “being implemented at a slow pace”.⁴³²

Pristina Local Action Plan for Gender Equality 2024-2026

Adopted in June 2025, this LAPGE outlines a vision for inclusive and gender-just governance where all citizens, regardless of age, gender, ethnicity, ability, socioeconomic status, or identity enjoy equal rights and opportunities and actively contribute to gender equality in all aspects of life.⁴³³ The Plan is guided by the principles of the European Charter for Equality of Women and Men in Local Life, including institutionalising gender mainstreaming and GRB. Its strategic objectives include promoting gender equality and empowering women and girls in all their diversity; enhancing economic and social rights and access to decent work; reducing gender inequalities in education, culture, and sports; and promoting sexual and reproductive health and rights. It does not include objectives related to mobility and climate change. Each objective has outcomes, indicators, and activities in an action matrix. The total estimated cost for implementation is €11.3 million. Of this, €11,276,896 is foreseen to be covered by municipal resources, €55,104 by donors, and €4,054 remains unfunded.

The Regulation on Internal Order in Germia Park

Adopted by the Municipal Assembly of Pristina, this Regulation defines the rules for protection, use, and development of this regional park.⁴³⁴ It prohibits activities that may damage biodiversity, landscapes, or water systems, including illegal construction, pollution, deforestation, mining,

429 Ibid., 112.

430 KWN interview with Municipality of Pristina official, 2024.

431 Ibid.

432 Arliinda Rushaj Sadiku, Institute for Development Policy (INDEP), *Qytete të Qëndrueshme të Rimenduarit e Urbanizimit në Kosovë* [Sustainable Cities Re-considering Urbanisation in Kosovo], March 2021, in Albanian, 23.

433 Municipality of Prishtina, *Plani Lokal i Veprimit për Barazinë Gjinore 2025-2026* [Local Action Plan for Gender Equality 2025-2026], 2025, in Albanian. LAPGE was developed by the Municipality of Pristina with support from UN Women Kosovo through the EU-funded “Gender Equality Facility” project.

434 Municipality of Prishtina, *Rregullore (K.PR) 110-230121 për rendin e brendshëm në Parkun e Gërmisë* [The Regulation on Internal Order in Germia Park], 2014, in Albanian.

hunting, and the introduction of invasive species. The park is a protected area intended for recreation, education, and environmental conservation. Visitors must follow designated trails, dispose of waste properly, and refrain from disruptive behaviour. Fire use is strictly regulated, and camping is allowed only in marked zones with permission. Livestock grazing and agricultural activities are banned. Recreational activities must align with guidelines set by the Directorate of Parks.

The Directorate organises visitor transportation in the park and can authorise third parties to manage this. Motor vehicle speed limits should be strictly regulated to ensure safety and environmental protection. Tractors, work machinery, and cultivators are allowed to travel at a maximum speed of 20 km/h, while vehicles transporting goods or passengers may not exceed 30 km/h except emergency services. Parking is allowed only in designated areas, and vehicle entry may be subject to a fee. Monitoring should be carried out by authorised supervisors and environmental inspectors with fines issued for violations. The Regulation calls for environmental education and responsible public behaviour to preserve the park. The regulation does not have any gender perspective and is **gender neutral**.

Medium-term Budgetary Framework

The Municipality has several objectives aimed at enhancing quality of life and sustainable development in its Medium-term Budgetary Framework (MTBF).⁴³⁵ Objectives include protecting and improving the urban environment and infrastructure, managing waste collection, and drafting the municipal development plan along with regulatory plans for urban areas. The Municipality prioritises developing healthcare, social welfare, and education. Further goals include fostering mountain tourism. The MTBF does not contain any gender-related indicators, baselines, or targets related to transportation and mobility.

Budget projections for the Municipality indicate a steady increase from 2023 to 2026 (Table 39). The General Grant is expected to grow from €26.2 million in 2023 to €34.3 million in 2026, and the Capital City Grant to nearly reach €19.6 million by 2026. Self-generated revenues also are projected to increase from nearly €34.2 million in 2023 to €42.6 million in 2026. Total revenues are forecasted to increase from approximately €105.7 million in 2023 to €136.1 million in 2026.

Table 39. Municipality of Prishtina Anticipated Sources of Revenue

Sources of Funding	Actual Budget		Planned Budget		Projections			
	2023	%	2024	%	2025	%	2026	%
General Grant	26,200,156	25%	29,968,230	24%	32,270,558	25%	34,339,876	25%
Grant for Education	22,483,776	21%	26,506,354	22%	27,301,544	21%	28,120,590	21%
Grant for Healthcare	7,512,586	7%	10,456,520	9%	10,979,346	8%	11,528,802	8%
Grant for the Capital	15,312,600	14%	17,080,800	14%	18,358,380	14%	19,558,800	14%
Self-generated Revenues	34,166,863	32%	38,778,968	32%	40,438,325	31%	42,589,314	31%
Total	105,675,981	100%	122,790,872	100%	129,348,153	100%	136,137,382	100%

While central level government grants provide little flexibility, municipalities have rather extensive freedom to generate and spend their own revenues. Thus, municipalities can increase revenues for development projects, including transportation. Pristina's self-generated revenues have been and are forecast to remain approximately one-third of its budget, decreasing slightly as a percentage of revenues in 2025-2026.

Table 40. Projected Self-Generated Revenues

⁴³⁵ Municipality of Prishtina, Directorate of Finance, *Korniza Afatmesme Buxhetore 2024-2026* [Medium-term Budgetary Framework], 2023, in Albanian.

Description	2024	2025	2026
Construction permit tax	10,735,140	11,003,796	11,532,137
Legalisation of unauthorised construction	350,000	400,000	450,000
Municipal environmental permits	600,000	700,000	800,000
Tax on immovable property and land	14,905,828	15,371,529	16,269,665
Waste management	4,338,000	4,338,000	4,338,000
Business licensing	250,000	300,000	350,000
Tax for the use of public spaces	100,000	100,000	100,000
Vehicle confiscation with tow truck	100,000	100,000	100,000
Road infrastructure	3,000,000	3,500,000	4,000,000
Tax from cadastre and geodesy	1,000,000	1,200,000	1,200,000
Revenues from inspections	150,000	150,000	150,000
Tax for certificates and official documents	250,000	250,000	250,000
Motor vehicle tax	750,000	775,000	800,000
Tax for educational services	800,000	800,000	800,000
Library and “Dodona” Theatre	20,000	20,000	20,000
Tax for healthcare services	400,000	400,000	400,000
Other unspecified revenues	15,000	15,000	15,000
Sale of property	15,000	15,000	15,000
Expropriations	1,000,000	1,000,000	1,000,000
Total	38,778,968	40,438,325	42,589,802

Revenues are projected to be collected from construction permits, road infrastructure fees, property and land taxes, legalisation of unauthorised construction, and waste management fees (Table 40). Additional revenue is planned to derive from secondary sources such as expropriations of municipal land and taxes for the use of public spaces. Revenues do not seem to be based on any gender impact analysis considering how they may impact women and men differently or contribute to equality.

In 2024, the Municipality of Pristina reported revenue of approximately €32.3 million, nearly 7% less than planned.⁴³⁶ This shortfall was due to a decline in several revenue categories, including property tax, legalisation fees, and administrative taxes. Own-source revenues carried over from previous years into 2024 amounted to nearly €44.8 million, of which €30.4 million were spent. The remaining €14.4 million were carried over to 2025.

Table 41. Planned Municipal Expenditures for 2023-2026

Category of Expenses	Budget	Planned Budget	Early Projections	
	2023	2024	2025	2026
Salaries and allowances	32,470,000	38,000,000	38,500,000	39,000,000
Goods and services	25,000,000	29,000,000	20,000,000	31,000,000

436 Municipality of Prishtina, *Raporti Financiar Buxhetor i Komunës së Prishtinës për Periudhën 1 Janar – 31 Dhjetor 2024* [Financial Budget Report of the Municipality of Pristina for the Period January 1 – December 31, 2024], 2025, in Albanian.

Expenditures utilities	2,700,000	3,000,000	3,500,000	4,000,000
Subsidies and transfers	5,150,000	7,000,000	8,000,000	9,000,000
Capital investments	40,355,981	45,790,872	49,348,153	53,137,382
Total	105,675,981	122,790,872	129,348,153	136,137,382

The municipal expenditure plan for 2023-2026 foresees a steady increase across budget categories, reflecting a commitment to public services and infrastructure development. The largest portion of the budget is allocated to capital investments, increasing from €40.3 million in 2023 to €53.1 million in 2026.

Two directorates hold most responsibilities related to transportation and mobility. First, the Directorate of Public Services, Protection, and Rescue is responsible for safeguarding people, animals, property, cultural heritage, and the environment from natural and other disasters.⁴³⁷ Its responsibilities include identifying and monitoring disaster risks, mitigating disaster impacts, enforcing safety regulations, and implementing preventive measures against natural disasters. Table 42 enlists its foreseen projects for 2024-2026, several of which relate to transportation and safety. From the MTBF, it is unclear whether gender impact assessments have informed the design of these projects.

Table 42. Projects Planned for 2024-2026

List of Projects	2024	2025	2026
Expansion and modernisation of the public lighting network	800,000	2,500,000	1,000,000
Signal lighting for pedestrian crossings for safety	300,000	1,000,000	300,000
Construction and modernisation of traffic lights	3,000,000	5,000,000	2,500,000
Anti-parking poles and retractable bollards	400,000	400,000	200,000
Construction and operationalisation of underground and semi-underground waste containers	400,000	1,300,000	200,000
Maintenance and repair of elevators in the city	300,000	500,000	200,000
City surveillance camera installation project	300,000	400,000	200,000
Redesign and construction of city fountains	1,250,000	750,000	-
Horizontal and vertical traffic signage	800,000	800,000	200,000
Facade renovation of old buildings in the capital	200,000	300,000	100,000
Urban furniture and construction of safety barriers for mobility	300,000	500,000	200,000

437 Ibid., 38.

Second, the Directorate of Capital Investments and Contract Management is responsible for planning and implementing infrastructure development.⁴³⁸ The MTBF states that its mission includes drafting infrastructure programs in collaboration with local communities, ensuring alignment with urban and rural development plans. It sets construction criteria for road infrastructure, issues permits for road construction, and supervises construction, reconstruction, and maintenance of road infrastructure, including sewage systems, water supply, asphalt paving, public lighting, and traffic signals. It should ensure quality control of construction materials through a licensed laboratory in compliance with international and EU standards.

Although MFLT has set the objective of “Integrating gender budgeting in all sectors, as a necessary step to ensure the principle of gender equality”, including in all municipalities’ MTBFs,⁴³⁹ the Municipality of Pristina has not included GRB in its MTBF.

Budgets

Of the total annual budget of €171.7 million in 2024, the Municipality realised €138.2 million. It allocated €4.4 million to Trafiku Urban to compensate for public transport losses, based on kilometres covered. Additionally, it signed a co-financing agreement with NPL “Prishtina Parking” amounting to €1 million to support the digitalisation of public parking spaces. Of the €89.2 million allocated for capital expenditures, only 63% (€56.4 million) was realised. This budget line covers investments in roads, sidewalks, bike lanes, and other infrastructure projects. For 2025, total planned expenditures amounted to €122.7 million and planned revenues were €123.6 million.⁴⁴⁰ The budget for transportation and mobility related expenditures could not be determined from the budget document.

Some municipalities have a line for “Gender Issues” in their annual budgets.⁴⁴¹ However, Pristina did not allocate any funds for this budget line in 2024⁴⁴² or 2025.⁴⁴³ The Municipality’s budget does not include GRB. Nor has the Municipality published a GRB Annex as requested by MFLT in 2024 or 2025.

Thus, although Pristina’s policies reflect attention to gender equality, its budgets do not. Interviews with officials suggest that knowledge and capacities for implementing GRB can be improved. For example, an official remarked that both women and men face obstacles like poor sidewalks and road safety; the only minor difference is that women might experience discomfort when wearing certain footwear on damaged sidewalks. This suggests insufficient knowledge on the different mobility challenges that women face due to their care roles and how infrastructure investments that prioritise cars over pedestrians may have gender implications that negatively affect women, disproportionately, among other gender issues previously discussed in this report.

“

Whether it’s a man or a woman, a pothole in the street is a problem for both.
- Official, Pristina

438 Ibid., 40.

439 Ibid., 5.

440 Assembly of Republic of Kosovo, [Law No. 08/L-332 On Budget Appropriations for The Budget of the Republic of Kosovo for Year 2025](#), 2024.

441 Assembly of Republic of Kosovo, [Law No. 08/L-260 On Budget Appropriations for The Budget of the Republic of Kosovo for Year 2024](#), 2023.

442 Ibid, 221-225.

443 Assembly of Republic of Kosovo, [Law No. 08/L-332 On Budget Appropriations for The Budget of the Republic of Kosovo for Year 2025](#), 2024.

Modes of Transportation in Pristina

Pristina has both public and private transport options, including buses, taxis, and vans. While the Municipality “inherited” several challenges related to transportation, ranging from narrow roads to poor city planning, it has implemented actions to make public transport more accessible to women, persons with disabilities, and older adults.⁴⁴⁴ This section discusses good practices and remaining challenges related to different modes of transportation.

“

Pristina inherited an old transport system, and there is still a lot to improve.
- *Official, Pristina*

Buses

Public transportation was established in 1976 with the creation of “Trafiku Urban” as a Municipal Public Enterprise. In 2000, it was registered as a business entity. Following changes in legislation, Trafiku Urban was restructured as a Joint Stock Company by the Municipality of Pristina in 2012.⁴⁴⁵ Trafiku Urban operates most bus transport in the Municipality. In addition, the Municipality has signed 26 contracts with private bus operators to provide a joint ticketing system. These companies are required to upgrade their buses within one year to meet standards set by the Municipality to continue their contracts.

The Urban Traffic Business Plan 2024-2025 envisioned several improvements, including free Wi-Fi on buses, full digitalisation of payments through electronic and bank cards, and the installation of kiosks at bus stops.⁴⁴⁶ It also aimed to improve accessibility for persons with disabilities by installing audio and visual signalling devices in buses and at bus stops by the end of 2024. These plans have not yet been implemented.

In 2024, Trafiku Urban generated €8.9 million in revenue.⁴⁴⁷ The main source was ticket sales, totalling €4.2 million, while the Public Service Contract (PSC) with the Municipality provided nearly €4.6 million. It received a performance-based bonus of €0.15 million under the PSC and €0.06 million from other revenues. Revenues from ticket sales were 0.49% lower than in 2023, partly due to the new €0.80 unified ticket, valid for all Trafiku Urban bus lines for use within 24 hours. In 2024, Trafiku Urban’s total expenditures amounted to nearly €8.3 million.⁴⁴⁸ Trafiku Urban conducted 33 procurement procedures, resulting in 25 signed contracts worth €410,309.⁴⁴⁹ Procurement dossiers did not include any gender-related criteria.⁴⁵⁰

444 KWN interviews with municipal officials and observations, 2024-2025.

445 Assembly of the Republic of Kosovo, [Law No. 04/L-111 amended Law No. 03/L-087 on Public Enterprises](#), 2008. This granted more management autonomy and opened opportunities for investments in public transport. As a Joint Stock Company, its stock is owned by its shareholders.

446 Trafiku Urban, [N.P.K. “Trafiku Urban” SH.A. Prishtin Plani i Biznesit per vitin 2024-2026](#) [N.P.K. “Urban Traffic” J.S.C. Pristina Business Plan for the years 2024–2026], 2023.

447 Trafiku Urban, [Raporti Vjetor 2024](#) [Annual Report 2024], 2025.

448 Ibid.

449 Ibid.

450 KWN, analysis of procurement dossiers on e-Procurement, 2024.

Trafiku Urban operates 11 bus lines with 52 buses holding 35 seats each (Table 43).⁴⁵¹ Standing is allowed in urban routes.⁴⁵²

Table 43. Trafiku Urban Bus Lines, Drivers, and Conductors in 2025

Bus Line	Route	# of Buses	Bus Drivers		Conductors	
			Women	Men	Women	Men
Line 1	Sunny Hill - Fushe Kosovo	9	1	17	-	18
Line 1A	Bus Station - Pristina - Airport	1	2		2	
Line 3B	Lower Bernica - Circle of Matiqan	1	-	22	-	2
Line 3C	Sinidoll - Sunny Hill	6	-	12	2	10
Line 4	Mat Neighborhood - Germia Park	18	-	36	2	34
Line 7C	Kalabri - Centre - Kalabri	4	-	8	3	9
Line 15	Pristina - Kecekolle - Prapashtice	1	-	2	-	2
Line 19	Kishnice - Gracanica - Pristina	1	-	2	-	2
Line 3	Mat - Bardhosh	11	-	22	-	23
Total		52	2%	98%	8%	92%

Trafiku Urban has 125 bus drivers of which 98% are men and 2% are women.⁴⁵³ It employs 114 conductors who sell tickets (92% men, 8% women). Trafiku Urban reported organising regular training for its staff. Trainings are held before and during employment in accordance with Law No. 04/L-161 on Safety and Health at Work and the needs of the company. In 2024, drivers and conductors had training on a variety of topics, including accidents and traffic safety, first aid, the importance of mental health, stress management, interpersonal relations, and regulations on disciplinary and material responsibilities. Trafiku Urban has not yet trained staff on identifying, preventing, and addressing sexual harassment among staff and/or bus passengers.⁴⁵⁴

The Code of Conduct of Trafiku Urban defines sexual harassment as:

unwelcome sexual advances, requests for sexual favours, and other verbal or physical conduct of a sexual nature when:

- An employee is required to submit to such conduct as a condition for employment, promotion, or performance evaluation;
- Employment decisions are based on whether the employee submits to or rejects such conduct, or when such conduct unreasonably interferes with the employee's performance or creates an intimidating, hostile, or offensive work environment.⁴⁵⁵

If an employee experiences or witnesses harassment, she or he should report it to the direct supervisor. If the supervisor is unavailable, involved, or the employee feels uncomfortable doing so, the incident should be reported to the Department Director or the Director of Human Resources. Supervisors who receive complaints are required to report them to the Director of Human Re-

451 KWN correspondence with Trafiku Urban, March 2025. As of July 2025, Traffku Urban's website stated it had 51 buses and nine lines.

452 Assembly of the Republic of Kosovo, [Law No. 08/L-186 on Road Traffic Provisions](#), 2024.

453 KWN correspondence with Trafiku Urban, March 2025.

454 KWN correspondence with Trafiku Urban, August 2025.

455 Trafiku Urban, [Kodi i Sjelljës](#) [Code of Conduct], 2025, in Albanian.

sources. The Code states that all reports made in good faith will be treated confidentially, and no employee will face retaliation. Trafiku Urban also has adopted a zero-tolerance policy on workplace violence.⁴⁵⁶ Any act or threat of physical violence, including intimidation, harassment, pressure, or force, is strictly prohibited. This includes threats or violent acts on or off company premises, property damage, stalking, use of threatening language or weapons, and any behaviour that harms colleagues' dignity or the company's reputation.

Regulation 01/2025 on Disciplinary and Material Responsibility outlines the disciplinary measures and procedures applicable to individual employees and work groups.⁴⁵⁷ It defines responsibilities, types of violations, and steps for initiating disciplinary action, including warnings, suspension, and termination of employment. The regulation also specifies procedures for suspension with or without pay and outlines the employer's right to seek material compensation in cases of damage or misconduct. The Code of Conduct and Regulation seem to apply primarily to employees and do not provide clear guidance on dealing with sexual harassment or violence perpetrated by bus clients. Per Kosovo law, police should be notified immediately when such cases occur.⁴⁵⁸ If the case involves Trafiku Urban staff, the company also takes disciplinary action in line with its internal regulations.⁴⁵⁹

On average, Trafiku Urban receives approximately 35 complaints per month related to various issues involving passengers, drivers, and conductors.⁴⁶⁰ These are reviewed initially by the Officer for Complaints Review. Depending on the nature of each case, some are escalated to the Complaints Commission of Trafiku Urban for in-depth assessment. Trafiku Urban did not provide sex-disaggregated data regarding the complainant, driver, passenger, or conductor. Trafiku Urban has not received any reports of sexual harassment. However, passengers reported experiencing harassment.⁴⁶¹

Extreme weather conditions such as rain, snow, or storms can negatively affect bus services. Both passengers and staff face challenges, including longer waiting times due to traffic congestion across the city.⁴⁶² These conditions lead to difficulties in maintaining punctual arrivals and departures. When there is a change in the direction or operation of any bus line, Trafiku Urban seeks to ensure timely public notification.⁴⁶³ These updates are communicated to passengers through social media platforms and Trafiku Urban's website. However, such information is not always provided.⁴⁶⁴

456 Ibid.

457 Trafiku Urban, [Rregullore 01/2025 mbi Përgjegjësinë Disiplinore dhe Materiale në NPK "Trafiku Urban" SHA](#), [Regulation 01/2025 on Disciplinary and Material Responsibility at NPK "Trafiku Urban" JSC], 2025, in Albanian.

458 Assembly of the Republic of Kosovo, [Code No. 06/L-074 Criminal Code of the Republic of Kosovo](#), 2019.

459 KWN correspondence with Trafiku Urban, March 2025.

460 Ibid.

461 Passenger on Line 1A, KWN observations, and participants in GBWN survey.

462 KWN observation.

463 Ibid.

464 KWN monitoring of information amid interruptions in services, 2024-2025.

To streamline travel, the Municipality took two decisions in 2025. First, it introduced a unified ticketing system that allows the same ticket to be used on both public and private bus operators. In the previous system, separate tickets were required. Second, it extended this to intercity travel. For example, passengers arriving from other municipalities can now use their intercity bus ticket to continue their journey on Trafiku Urban buses within Pristina without paying again. These measures facilitate access and affordability of transportation in Pristina.⁴⁶⁵ While progress has been made in digital ticketing systems for buses (e.g., online, daily, or multi-trip tickets), the transformation is still in early stages.⁴⁶⁶ Tickets can be purchased via SMS, but this system does not support monthly passes.

From April to December 2024, KWN observed all nine existing bus lines on a weekday and a weekend at three different times: around 8:00 to observe morning commuters, 12:00 for mid-day users, and 16:00 for afternoon/evening commuters. This involved observing passenger flow, gender, bus conditions, and overall service quality.⁴⁶⁷

Weekday trips consistently took longer on average than those on weekends (Table 44). Generally, the Trafiku Urban application accurately reflected the arrival time of each bus. However, the timetable on the website was outdated and did not match the stop locations shown on the Trafiku Urban app.⁴⁶⁸

Table 44. Trafiku Urban Bus Times and Passengers Observed

Bus Line ⁴⁶⁹	1	1A	3	4	15	3B	3C	7C	19
Average frequency of bus stops	21	4	27	26	23	25	20	16	7
Average total time weekday (minutes)	74	37	57	63	61	59	35	45	31
Average total time weekend (minutes)	47	35	36	41	53	41	35	30	22
Total weekday passengers	413	31	438	315	107	255	192	145	27
Total weekend passengers	229	26	218	165	44	192	131	118	18
Weekday passengers standing	176	4	333	210	2	150	87	16	0
Weekend passengers standing	124	0	113	60	0	87	26	13	0
Women weekday passengers	32%	35%	58%	55%	34%	60%	40%	70%	74%
Men weekday passengers	68%	65%	42%	45%	66%	40%	60%	30%	26%
Women weekend passengers	51%	42%	36%	36%	61%	48%	60%	61%	33%
Men weekend passengers	49%	58%	64%	64%	39%	52%	40%	39%	67%
Women weekday passengers standing	40%	25%	59%	38%	0%	51%	49%	63%	0%
Men weekday passengers standing	60%	75%	41%	62%	0%	49%	51%	38%	0%
Women weekend passengers standing	52%	0%	70%	62%	0%	66%	47%	50%	0%
Men weekend passengers standing	48%	0%	30%	38%	0%	34%	53%	50%	0%

Overall, 51% of weekday passengers observed across all bus lines were women and 49% were men. On weekends, 48% of passengers were women and 52% were men. Substantially more women than men seemed to use certain bus lines on weekdays (3B, 7C, 19). Meanwhile, more men used lines 1, 1A, 15, and 3C. On weekends, fewer women than men used lines 3, 4, and 19, whereas fewer men used 15, 3B, and 7C. On weekdays, 51% of the people observed had to stand, compared to 37% on weekends. On weekdays, 53% of people standing were women, while women comprised 58% of people standing on weekends.

⁴⁶⁵ Trafiku Urban, [Website](#), accessed 10 July 2025.

⁴⁶⁶ Trafiku Urban, [Website](#), accessed 10 July 2025.

⁴⁶⁷ In total, a random sample of 1,923 passengers were observed on weekdays and 1,141 on weekends. For further findings related to bus monitoring, see Annex 6.

⁴⁶⁸ Trafiku Urban, [Website](#), accessed 10 July 2025.

⁴⁶⁹ The routes are visible in Table 43.

Bus line 3 from Mat to Bardhosh was very crowded. At one point, a boy's bag was stuck in the closing door. Due to the lack of space, the conductor advised passengers at the station to wait for the next bus. Running from Fushe Kosovo to Pristina, Line 1 was another busy route, shuttling people from this satellite municipality to work and education in Pristina. The line has had excessive overcrowding, making it difficult for passengers to move, especially near doors.⁴⁷⁰ Designated spaces for strollers and people with disabilities were occupied by standing passengers, preventing women with strollers from boarding. Poor ventilation inside the bus contributed to an unpleasant odour. According to a conductor, many elderly passengers take advantage of their free fare eligibility, riding the bus without a specific purpose, which has contributed to overcrowding. The conductor also observed that women consistently pay for their tickets, whereas men often attempt to cheat by using expired tickets. Despite the high number of passengers, the bus line is unprofitable, as most passengers belong to fare-exempt categories.

Bus line 1A runs from Pristina's main bus station to the airport. Generally, this bus had few passengers. Tickets cost more (€3), and it has fewer stops, which may be why Fushe Kosovo residents do not use it even though it passes through their municipality. Meanwhile, passengers regularly placed luggage in the area designated for people with disabilities and parents with strollers, blocking access. While no passengers with disabilities or strollers boarded during KWN observations, this could present an issue when they do. Perhaps such airport transfer buses could be equipped with space for luggage, a practice used in other European cities.

Women survey participants expressed concern regarding the poor connectivity between neighbourhoods, such as Germia Park and university faculties, and limited or irregular access to transport in peripheral areas like Kolovice and Arberia.⁴⁷¹ Women and men emphasised the need to increase the number and frequency of buses, noting that current services are overcrowded, infrequent, and unreliable. They requested newer, shorter, more punctual, and efficient bus lines, with dedicated lanes only for buses to avoid traffic delays, and for these lines to cover all areas of the city and not just the main roads. They also asked for buses to operate later in the evening. They called for more shaded and equipped bus stations. Women also asked for better municipal inspections of buses to ensure that they meet established minimal standards.

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Bus stops are being levelled with sidewalks, so there might not be a need for special buses anymore.

- *Official, Pristina*

470 KWN observation, 2024; KWN focus group in Prishtina, 2025.

471 GBWN, MNForce, survey, 2024.

On its website, Trafiku Urban mentions that people with disabilities receive services free of charge, but it does not mention their personal assistants.⁴⁷² People with disabilities in Pristina face numerous challenges accessing bus transportation. Although newer Trafiku Urban buses have manual ramps that can adjust bus height, they are seldom used.⁴⁷³ Thus, wheelchair users must rely on other passengers for assistance. The bus does not have Braille signage or auditory notifications announcing the stations, and sometimes it does not stop near designated stops. This makes it difficult for blind people to know where they are unless travelling with a personal assistant. “We might stop at the wrong station, think we are at a different one, and need to ask pedestrians where we are,” a blind person told KWN. Also, buses sometimes fail to stop close to sidewalks, either due to driver negligence or cars blocking the stop. This can make it difficult for people with disabilities and strollers (often women) to enter buses. Fast-closing doors also can create safety risks particularly for people with disabilities.⁴⁷⁴

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Once, the doors closed too fast while I was between them, and people in the bus were yelling, ‘You are killing her!’ ‘You are killing her!’, as I am blind and couldn’t see when the door closed.

- Blind woman, Pristina

Road and Sidewalk Infrastructure

The SUMP identified several challenges including congestion from rapid population growth, insufficient parking, vehicles parking on sidewalks, engine idling, noise pollution particularly from motorcycles, and long-standing infrastructure problems.⁴⁷⁵ The city’s sidewalks remain largely inaccessible, with traffic signs and electricity poles in narrow spaces, high and poorly angled curbs, steep or obstructed ramps, a lack of benches for rest, and rough, uneven pavement.⁴⁷⁶ Public buildings often lack ramps that meet accessibility standards; pedestrian crossings are blocked by obstacles; and islands between traffic lanes are too narrow for safe passage. Very few parking spaces are reserved for persons with disabilities and other cars often take them without facing any consequences.

Overpasses and underpasses are poorly maintained, presenting security and accessibility issues. Underpasses often flood following rain. Specifically, the underpass in Kalabria lacks lighting.⁴⁷⁷ The M2 underpass on the northern edge of Pristina is incomplete and lacks an opening to cross to the other side, forcing citizens to cross the very dangerous, busy roundabout that lacks pedes-

472 Trafiku Urban, “[Fare Exemptions on Buses](#)”, 2022. As noted, Laws require that both the person with a disability and her/his personal assistant receive free urban transport (Assembly of the Republic of Kosovo, [Law No. 04/L-092 for Blind Persons](#) and [Law No. 05/L-067 on the Status and Rights of Persons with Paraplegia and Tetraplegia](#), 2016).

473 KWN observation, 2024. An identified potential cause was that since January 2025, private bus operators are paid €2.49 per kilometre travelled (Katror, “[From 2025 all buses must be the same](#)”, 13 July 2024). Perhaps this has incentivised drivers to cover more kilometres faster, rather than to care for passengers on board, research participants said (KWN focus group in Prishtina, 2025).

474 KWN observed this occurring, such as on bus line 3C.

475 Municipality of Prishtina, [Pristina Sustainable Urban Mobility Plan \(SUMP\)](#), 2019.

476 KWN observation, interviews, and focus groups, 2024-2025. During August through November 2024 and June through July 2025, roads observed by KWN in Pristina included Ilaz Kodra, Agim Ramadani, Ahmet Krasniqi, Kosta Novaković, Enver Maloku, Muharrem Fejza, Rober Doll, UÇK, Bajram Kelmendi, Ilir Konushevci, Luan Haradinaj, Migjeni, Rruga B, and the Flag Roundabout. These were selected as among the main thoroughfares in Prishtina, affecting the largest percentage of the population.

477 Facebook, [Vrojtuesit e Lagjes - Prishtinë](#) [Pristina Neighbourhood Watchdog], 9 June 2024.

trian crossings.⁴⁷⁸ The overpass on Fehmi Lladrovci Street is poorly maintained and has a strong, unpleasant odour; it is scorching hot in summer with hot air trapped inside. It is also inaccessible to strollers and wheelchairs. Since there are crosswalks and traffic lights nearby, observation of citizen behaviour suggests that most citizens prefer to use these rather than climbing over this unpleasant overpass.

“

A consultative committee for persons with disabilities was once active but is currently not functioning due to lack of financial support and expired mandates.

- Official, Pristina

Poor infrastructure presents added access challenges for individuals with strollers, elderly inhabitants, and persons with disabilities.⁴⁷⁹ Children are endangered as parents (usually mothers) must push strollers through busy streets due to cars parked on, missing, or impassible sidewalks. Wheelchairs seldom can access sidewalks at all. An action plan for people with disabilities was developed in consultation with local CSOs including Handikos, but challenges persist, especially related to non-standardised slopes and the lack of elevator access to public buildings.⁴⁸⁰



478 [Google Maps](#), accessed 17 July 2025 (KWN observation, 2024). This is under the jurisdiction of the national level.

479 KWN survey, observation, interviews, and focus groups 2024-2025.

480 KWN interview with municipal official, 2024. KWN could not find this plan online.



Figure 4. Tactile Paving in Prishtina



Figure 5. Buttons at Traffic Lights Are Inaccessible or Dysfunctional

For blind citizens, tactile paving has been installed in a few areas, primarily in the city centre. However, it is often missing or poorly maintained, as illustrated by Figure 4. There is a lack of tactile warning strips at bus stations, pedestrian crossings, and stairs. Further, there are no sound, Braille buttons, or colour contrast on stairs and vertical elements, restricting mobility for visually impaired individuals. Pedestrian push buttons for activating traffic lights are generally placed too high, making them difficult to reach for children, people in wheelchairs, and others with limited mobility (Figure 5). Moreover, many of these buttons are dysfunctional and lack audio signals, creating serious accessibility challenges for blind and visually impaired individuals.⁴⁸¹

⁴⁸¹ KWN observation, 2024-2025.



Pristina Bikes

In 2024, the Municipality of Pristina officially launched its bike rental program, "Prishtina Bikes". To rent a bicycle, users are required to register through the "Nextbike" mobile app, where they can find bikes, unlock them by scanning a QR code, and easily manage their rides and payments. The first 30 minutes of use are free of charge, while each additional hour costs €0.50. There are 10 bike stations located throughout the city with more than 100 bicycles available for public use. No publicly available sex-disaggregated data on users exists. Focus group participants observed that bicycles are of poor quality and uncomfortable to ride.

The Municipality plans to increase the number of bike lanes based on priority.⁴⁸² Only a few have been established so far.⁴⁸³ Notably, the main road to Germia Park and the old highway to Gjilan, two of the roads most frequented by cyclists, lack bike lanes. These, like most of the city's narrow roads have missing grates on drainage holes and deep holes along their edges, presenting risks to cyclists. No signs encourage motorised vehicles to "share the road", attending to cyclists' safety. The bike lanes that do exist are not always maintained or interconnected. For example, the lane exiting Pristina to the south towards Albi Mall often has gravel from winter year-round, as well as weeds and broken glass, posing risks to cyclists. Sections have dangerous holes, twisted asphalt, and wastewater (see Figure 6). The bike lane to Fushe Kosovo ends abruptly near the World Bank office, without safe passage through the busy roundabout. Generally, narrow lanes and the absence of paved shoulders on almost all roads create security risks for cyclists. This lack of secure infrastructure limits bicycle use as an alternative, climate-friendly transportation mode.

482 Mayor of Prishtina Përparim Rama, [statement during public consultation](#), June 2025.

483 KWN, participant observation, 2024-2025.



Figure 6. Risks for Cyclists

Legislation forbidding pollution, parking on sidewalks, and noise are insufficiently enforced. Kosovo Police are responsible for enforcement, including traffic-related offences like illegal parking or idling. During the first six months of 2021, 42,000 fines were issued to drivers who had parked in areas reserved for pedestrians.⁴⁸⁴ In 2024, 118,999 fines were issued for illegal parking; 322,474 for speeding; 2,500 for drivers not respecting pedestrians crossing the road; 86 for pedestrians using mobile phones while crossing the road; 274 for not using a child safety seat; and 40,816 for not using seat belts.⁴⁸⁵ Gender-disaggregated data was unavailable regarding fines. The Municipal Inspection Directorate is responsible for enforcing local violations related to air, soil, and water pollution (038-200-400-07). In February 2024, the Municipality announced that the Pristina Inspectorate would fine drivers €100 for parking in green spaces.⁴⁸⁶ Despite the clear legal framework

484 Koha.net, "[Dhjetëra mijëra gjopa për 'parkim të parregullt' nuk i lirojnë trotuaret](#)" [Tens of Thousands of Fines for 'Irregular Parking' Do Not Free the Sidewalks], August 2021, in Albanian.

485 KWN correspondence with Kosovo Police, August 2025.

486 Municipality of Prishtina, "[€100 fine for parking a vehicle in green spaces!](#)", 2024, in Albanian.

and public declarations, there has been inconsistent enforcement due to limited Kosovo Police resources and other police priorities.⁴⁸⁷ Police efforts often are concentrated in the city centre with less attention to suburbs.⁴⁸⁸ This has allowed traffic violations to persist, contributing to insecurity for pedestrians. Establishing the legally foreseen Capital City Police unit could help address traffic violations.⁴⁸⁹ However, this process has been stalled for years. While former Pristina Mayor Shpend Ahmeti stated that the Municipality was prepared to allocate a budget for this unit, they required an Administrative Instruction from the Ministry of Internal Affairs.⁴⁹⁰ Recently, the Ministry of Internal Affairs has shown a willingness to move forward, which could enable formation of this unit and improve enforcement of traffic and environmental legislation in the capital, enhancing security.⁴⁹¹

487 Radio Evropa e Lirë, "[Policët e rinj të Kosovës trajnohen tre muaj - më së paku në rajon](#)", [Kosovo's new police officers receive only three months of training - the shortest in the region], November 2024, in Albanian.

488 Koha.net, "[Dhjetëra mijëra gjoba për 'parkim të parregullt' nuk i lirojnë trotualet](#)" [Tens of Thousands of Fines for 'Irregular Parking' Do Not Free the Sidewalks], August 2021, in Albanian.

489 Assembly of the Republic of Kosovo, [Law No. 06/L-012 on the Capital City of the Republic of Kosovo, Prishtina](#), 2018.

490 Cited in Koha.net, "[Dhjetëra mijëra gjoba për 'parkim të parregullt' nuk i lirojnë trotualet](#)" [Tens of Thousands of Fines for 'Irregular Parking' Do Not Free the Sidewalks], August 2021, in Albanian. KWN could not find this Administration Instruction online. The 2025 budget has a budget line for an Agreement with the Kosovo Police for secondary engagement in the amount of €250,000 under the Inspection Directorate. Paying such services rather than a dedicated, regular police unit reportedly costs the Municipality more and is inefficient.

491 KWN interview with municipal official, 2024.

Germia Park

Since 1987, Germia has been protected as a Regional Park.⁴⁹² Presently, it is managed by the public enterprise “Hortikultura” supervised by the governmental Kosovo Institute for Nature Protection.⁴⁹³ According to the World Wildlife Fund (WWF), Germia has “trees older than 150 years, over 600 species of vascular plants, around 83 fungi species and 10 species of mosses and lichens”, more than “52 medical plants”, and exceeds one million visitors annually.⁴⁹⁴ It also supplies the Municipality with much of its oxygen. Yet, it has faced a drastic decline and potential extinction of species because of human destruction of habitat, consciously and unconsciously.⁴⁹⁵ The expansion of Pristina city and surrounding villages, coupled with increased road traffic and vehicle entrance from all sides of the park, are contributing to pollution and degradation.

Research has indicated that the modes of transportation used to enter a park can have an adverse impact on protected areas.⁴⁹⁶ Particularly in summer months, overcrowding results from day-visitors traveling by car, causing heavy traffic in and around the park, particularly on Shpetim Robaj Road, as well as parking issues inside the park. Uncontrolled visits contribute to garbage, air, water, and noise pollution, as well as environmental accidents. That Germia is open to vehicles also presents risks to cyclists, pedestrians, and wildlife, including air and noise pollution. Motorcyclists rev their engines, causing echoes throughout the park, which disturb wildlife and people seeking peaceful exercise and outings. Such behaviour is gendered, primarily undertaken by young men, who cruise through parks like Germia and its neighbouring gateway park Taukbashe with motorcycles and four-wheelers. Further, uncontrolled offroad use of motorised vehicles has contributed to significant erosion inside the park, placing native plants, animals (e.g., hedgehogs and tortoises) and birds at risk. Vehicles careening around narrow roads and sharp corners on the higher end of Germia, avoiding tolls at the lower gate, sometimes nearly hit pedestrians and cyclists.⁴⁹⁷



Motorised vehicles present a serious threat to Germia's wild tortoises, among other flora and fauna.

Kosovo's environmental laws, including on national parks, do not restrict motorised vehicle use, which presents a problem. They do, however, forbid noise and air pollution which result from motorised vehicles; according to the Law on Environmental Protection, noise is explicitly defined as a form of pollution, as it can harm human health, living organisms, and the environment.⁴⁹⁸ Yet, this is not being enforced. The Municipality of Pristina is responsible for managing the park and enforcement of legislation there. The Directorate of Parks can authorise legal or physical persons to provide visitor trans

492 In 1987, the Municipal Assembly of Pristina decided to protect the “Gërmia” complex as a Regional Nature Park (Official Gazette no. 43/87; Germia Park, [website](#), n.d.).

493 Ibid.

494 WWF, [Making Gërmia a Modern Park: Gërmia, the Green Oasis of Prishtina and Environmental School for Everyone](#), Fact Sheet, 2016.

495 Mustafa, Behxhet, et al., “Germia-from a regional park to the protected landscape”, *Natura Croatica* 25.1 (2016): 173.

496 Ibid.; Merita Dauti Begolli, “[Tourism, the Living Environment and the National Heritages are the Priorities for an Economical Kosovar Development](#)”, *SIPARUNTON-International Journal of Interdisciplinary Research* 1.3 (2013): 82-86.

497 KWN, participant observation, 2025.

498 Assembly of Republic of Kosovo, [Law No. 03/L-025 on Environmental Protection](#), 2009.

port under specific conditions and with a formal permit.⁴⁹⁹ Kosovo Police is responsible for issuing fines at Germia Park. While the Municipality is considering closing the park to traffic, officials stated that parking first had to be expanded at the entrance.⁵⁰⁰ Already, the Municipality has launched a pilot project involving installation of solar panels, and solar energy is being used to power the pool and public lighting.⁵⁰¹ The Municipality plans to expand the number of panels, introduce small electric buses to transport visitors, and to promote cycling access while limiting private car use, allowing vehicles only for deliveries during certain hours. Charging stations are planned to support electric mobility.

Without a proper management structure or plan, Germia is at risk of degradation and deterioration.⁵⁰² WWF identified several ways for Germia to generate income. This could be used to support its protection and development. Research suggests that most people, regardless of gender, are willing to contribute financially to improve sustainable tourism in national parks.⁵⁰³ Most visitors have tended to be dissatisfied with the services, bike paths, and pedestrian paths, and it has been stated that “stronger legislation is needed which mandates the current investor to keep the sustainability characteristics of the park rather than only maximizing his profits.”⁵⁰⁴



Motorised offroad vehicles, primarily driven by men, contribute to erosion as well as noise and air pollution.



An unchaperoned boy rides a noisy, high polluting motorbike through Taukbashe city park in Pristina in July 2025.

499 Municipality of Prishtina, [Rregullore \(K.PR\) 110-230121 për rendin e brendshëm në Parkun e Gërmisë](#) [The Regulation on Internal Order in Germia Park], 2014, In Albanian.

500 KWN interview with municipal official, Pristina, 2024. The Environmental Strategic Assessment of the Urban Development Plan of Pristina 2013-2023 recommended several actions, including a project-competition to ban motorised traffic in Germia, encouraging the use of non-motorised alternatives or hybrid and low-emission public transport vehicles such as buses and electric trains to reduce environmental pollution (*Vlersimi Strategjik Mjedisor i Planit Zhvillimor Urban te Prishtines 2013-2023* [[The Environmental Strategic Assessment](#)], 2013). KWN could not find information as to whether this action had been taken yet.

501 The project, implemented in cooperation with GIZ, is called “Germia Parking vs. Street Version 2”. It may include cross-border funding with North Macedonia (KWN interview with municipal official, 2024).

502 WWF, “Making Gërmia a Modern Park: Gërmia, the Green Oasis of Prishtina and Environmental School for Everyone”, *Fact Sheet*, 2016. WWF helped the Municipality establish a management body. It was also planned to support Pristina to develop a spatial plan for the protected area and a ten-year development/management plan as required by law; KWN could not find this plan online. Nor could the planned study on visitor profile preferences and expectations be found online.

503 Doli, Azdren, et al., “Environmental protection and sustainable tourism of cross-border national parks in Kosovo, Montenegro and Albania: contingent valuation method”, Public recreation and landscape protection-with environment hand in hand!, Proceedings of the 15th conference, Mendelova univerzita v Brně, 2024. Azdren Doli, Dastan Bamwesigye, Petra Hlaváčková, Jitka Fialová, Petr Kupec, and Obed Asamoah, “[Forest Park Visitors' Opinions and Willingness to Pay for Sustainable Development of the Germia Forest and Recreational Park](#)”, *Sustainability* 13, no. 6 (2021). The survey sample was small (n=208, 57% male and 43% female) and thus not generalisable to the population. It examined willingness to pay from salaries, with approximately half willing to pay 1-2% of their incomes for sustainable management of Germia; those who were unwilling to pay (38%) preferred the €1 entrance fee for cars. While findings suggest that young, male visitors visit the park more than elderly, female visitors, insufficient information is provided regarding the sampling approach to determine if the season, times of day, or selection procedures may have affected gender representation in the sample.

504 Ibid.

Conclusion

The policy framework related to transportation, particularly the Pristina Green City Action Plan and SUMP, is generally gender responsive, addressing several issues identified in this research. However, it lacks objectives, indicators, targets, and GRB. Substantial efforts and investments are needed for their implementation. Ensuring the MTBF and annual budget GRB Annex contain clear objectives, indicators, targets, and budgets towards gender-responsive transportation and mobility can contribute to more transparent progress. Capital investment projects have not stated gender- and climate-responsive requirements. Several planned improvements to the bus system, roads, signage, bicycle lanes, and sidewalks require implementation to improve security and encourage increased use of climate-friendly modes of transportation. Lessons learned suggest that overpasses are an impractical investment as they are poorly maintained and under-used. Improved policing is needed to address traffic and environmental violations, enhancing security. Opportunities exist for increasing own-revenues through transportation-related taxes, fees, and fines, generating resources for improving transportation infrastructure so that it is more accessible for diverse women and men. Germia requires more climate-responsive regulation to enhance citizens' security and wellbeing, as well as the park's preservation. Opportunities exist for enforcing nature protection and transport legislation to generate revenues for protecting the park and enhancing security.

Case Study of the Municipality of Dragash

This section involves a case study of the Municipality of Dragash, selected using variation sampling based on the hypothesis that its remote, mountainous location may affect access to gender- and climate-responsive transportation. Additionally, the fact that it is among the smallest municipalities in population size means that it has fewer state funds available through government grants and thus limited financing for investments to improve transportation options. Further, the case study sought to glean information about this Municipality given its multiethnic nature and the fact that it was not represented in the survey.

About the Municipality of Dragash

Located in Kosovo's southern-most tip, separated from Albania and North Macedonia by steep mountains, the Municipality of Dragash is among Kosovo's most rural and mountainous municipalities. It is divided in two regions. Opoja has 19 villages inhabited by ethnic Albanians (approximately 57% of the municipal population) and Gora has 16 villages inhabited by ethnic Gorani and Bosnians (43% of the population). The multiethnic capital town of Dragash is centred between the two regions. It is the only municipality in Kosovo where Gorani, Bosnians, and Albanians share institutions.⁵⁰⁵

505 UNDP, [Dragash Municipal Guidelines](#), n.d.

The Municipality has 835 registered businesses.⁵⁰⁶ Two-thirds (66%) are engaged in commercial activities. Manufacturing represents the second largest sector, accounting for about 20% of businesses. The service sector has a relatively small presence, comprising only 5% of the total. The remaining 9% of businesses operate in the transport sector.

The Municipality faces distinct challenges due to its rural mountainous terrain, large territory, and limited municipal revenues.⁵⁰⁷ The geographic dispersion of villages and the classification of more than 47% of the territory as a national park restricts vehicle movement and infrastructure development. Key issues include the need for improved water supply and sewage systems, integrated waste management, and cost-effective waste collection.⁵⁰⁸ Investments have focused on road construction to connect isolated villages and enable more cost-effective transport options.⁵⁰⁹ Investments have enhanced connectivity, but the Municipality needs further improvements towards economic and tourism growth.

Traditional social roles, such as men being expected to provide for the family and women to conduct household duties, play a significant role in shaping social interactions and daily life.⁵¹⁰ Family ties are strong, and community cohesion is highly valued.⁵¹¹ Social norms can conflict with development goals, particularly related to gender equality and youth empowerment. The Municipality is working to balance respect for culture with the need for social progress and economic development.⁵¹² The Municipality faces significant gender disparities. Despite progress, women participate minimally in decision-making processes and are underrepresented in local governance structures. Social norms restricting women's roles to household responsibilities limit their opportunities for education and employment. The Municipality has recognised these challenges and is working to implement gender equality policies, aiming to increase women's involvement in various sectors.⁵¹³

The Policy Framework

This subsection examines the municipal strategies and action plans related to transportation from a gender perspective.

Local Action Plan for Gender Equality 2024-2026

This Action Plan outlines four strategic goals: advancing gender equality and empowering women, young women, and girls in all their diversity; promoting economic, social, and decent employment rights while empowering girls, young women, and women; reducing gender inequalities in quality education, culture, and sports for women, men, young women, young people, girls, and boys in all their diversity; and promoting health and sexual and reproductive rights. The Plan calls for GRB. It

506 Municipal Assembly Dragash, [Korniza Afatmesme Buxhetore Komunale 2024-2026](#) [Municipal Medium-Term Budget Framework 2024–2026], 2023.

507 KWN interview with municipal official, 2024.

508 Municipal Assembly Dragash, [Korniza Afatmesme Buxhetore Komunale 2024-2026](#) [Municipal Medium-Term Budget Framework 2024–2026], 2023.

509 KWN interview with municipal official, 2024.

510 Municipality of Dragash, [Plani Zhvillimor Komunal për komunën e Dragashit 2013 - 2023](#) [Municipal Development Plan for the Municipality of Dragash 2013–2023], 2013.

511 Ibid.

512 UNDP, [Dragash Municipal Guidelines](#), n.d.

513 KWN interview with official, Dragash, 2024.

does not address climate change or transportation issues.⁵¹⁴ The three-year budget for the Action Plan amounts to €1.8 million. While it is not possible to determine how much will support women and girls, the Plan states that this will be identified at the end of each year.

Municipal Development Plan 2013-2023

Improving public transport to support residents, facilitate tourist access, and reduce the need for private vehicles is considered a medium priority in the Municipal Development Plan 2013-2023. The Plan aims to improve local road access, strengthen connections to Prizren and neighbouring countries, and enhance public transport between Dragash and surrounding areas. It emphasises sustainable road maintenance and requires all projects to include environmental impact assessments and comply with National Park regulations.

A key component is the protection of natural assets, such as water, forests, green spaces, and rock formations, recognised for their ecological value and biodiversity. This includes safeguarding nature reserves, special conservation zones, natural monuments, and protected landscapes. The Plan promotes cooperation with the Directorate of the Sharr Mountains National Park and the Kosovo Forestry Agency to support effective park management and maintain vital ecosystem services, such as water regulation, erosion, avalanche control, and landslide prevention. Additionally, it calls for the prevention of air, water, soil, and nature pollution through integrated measures supported by continuous monitoring, enforcement, and regulation.

The Plan reportedly integrated attention to gender across 13 strategic areas, including renewable energy and energy efficiency.⁵¹⁵ However, the final Plan only explicitly references gender equality related to education. Based on this Plan, the Municipality installed solar panels, converted public lighting to LED, and supported the development of small hydropower plants. Public consultations were conducted to inform these projects with the participation of women and the GEO. Although the Plan has expired, it remains in use. The Municipality plans to develop a new, more comprehensive plan that embeds climate resilience, mobility, and gender equity. However, it is seeking financial support for this. Dragash lacks a municipal mobility plan, but developing this new plan offers opportunities to include attention to gender- and climate-responsive mobility issues within the general development plan. The Municipality does not have sex-disaggregated data on transport use, which could inform planning. An official acknowledged that integrating gender, climate, and mobility in planning requires better data, especially on transport use by men and women, and emphasised that inclusive planning is essential for long-term development and resilience.⁵¹⁶ There is no publicly available information about the cost of implementing the Development Plan for Dragash. However, the Plan mentions that funding will come from the municipal budget, ministries, donors, public-private partnerships, and the private sector. In general, the plan must be evaluated every five years.

Medium-term Budget Framework

The Municipality has outlined several priorities in its MTBF for 2024-2026, focusing on strengthening the economy, improving health and wellbeing, enhancing the environment and sustainability, and creating an efficient municipal government. Objectives include protecting and improving the city's environment, infrastructure, and mountain tourism. The third priority mentions improving road infrastructure, transport, and sewage. However, the budget allocation for infrastructure and transport is not specified.

⁵¹⁴ Komuna e Dragashit, *Plani Lokal i Veprimit për Barazinë Gjinore 2024 – 2026*, [Municipality of Dragash, Local Action Plan for Gender Equality 2024 – 2026], December 2023.

⁵¹⁵ KWN interview with official, Dragash, 2024.

⁵¹⁶ KWN interview with official, Dragash, 2024.

Budget projections indicate a steady increase in total revenues from approximately €10.9 million in 2023 to €13.7 million in 2026 (Table 45). Amounting to 4% or less of all revenues, self-generated revenues are projected to decrease slightly, from €500,037 in 2023 to €498,219 in 2026. The Municipality's heavy reliance on government grants from the national level, comprising 96% of its revenues, leaves it with little flexibility regarding the resources available for local investments.

Table 45. Municipality of Dragash Anticipated Sources of Revenue

Revenue Source	2023	%	2024	%	2025	%	2026	%
General Administration	5,925,948	54%	6,607,712	54%	7,100,308	55%	7,563,154	55%
Grant for Education	3,032,404	27%	3,638,070	30%	3,747,212	29%	3,859,628	28%
Grant for Healthcare	1,413,572	13%	1,400,735	11%	1,470,771	11%	1,544,310	11%
Grant for Residential Services							250,000	2%
Grants Total	10,371,924	95%	11,646,517	96%	12,318,291	96%	13,217,092	96%
Self-generated Revenues	500,037	4%	464,450	3%	477,939	3%	498,219	3%
Total	10,871,961	100%	12,110,967	100%	12,796,230	100%	13,715,311	100%

Its own-source revenues, primarily derived from property taxes (Table 46), are dedicated to capital investments in road infrastructure, water supply, sewage, and other municipal infrastructure projects. This indicates a commitment to improving infrastructure, though the exact budget allocation is not stated in the MTBF.

Table 46. Projected Self-Generated Revenues

Description	2024	2025	2026
Total Municipal Revenues	12,110,967	12,872,213	13,512,220
Self-generated Revenues	464,450	551,054	597,128
Property Tax	277,233	248,132	272,299
Land Tax	56,707	56,540	66,129
Municipal Taxes	52,857	131,382	139,175
Licenses and Permits (Business Taxes)	5,000	10,000	10,000
Certificates and Official Documents	19,000	50,000	50,000
Motor Vehicle Taxes	17,713	51,382	51,382
Building Permits	6,144	10,000	14,793
Other Municipal Taxes	5,000	10,000	13,000
Municipal Charges	77,653	115,000	119,525
Regulatory Charges			
Rental Income	5,000	20,000	30,000
Co-payments for Education			
Co-payments for Healthcare	25,000	25,000	25,000
Other Municipal Charges	47,653	70,000	64,525
Sale of Assets			
Local			
Foreign			

Description	2024	2025	2026
Government Transfers	11,646,517	12,321,159	12,915,092
General Grant	6,607,712	7,135,380	7,547,678
Specific Grant for Education	3,638,070	3,705,014	3,816,165
Specific Grant for Healthcare	1,400,735	1,480,765	1,551,249
Other Grants and Transfers			

In 2024, own-source revenues were 11% lower than in 2023.⁵¹⁷ Even so, €523,312 were collected, exceeding the planned amount. Based on tax records, the Municipality has uncollected property, land, and other taxes, as well as rents totalling €1.7 million. The unspent own-source revenues to be carried over to 2025 amount to €87,239.

Table 47. Planned Municipal Expenditures for 2023-2026

Category of Expenses	Budget	Planned Budget	Early Projections	
	2023	2024	2025	2026
Salaries and allowances	5,224,837	6,318,000	6,556,000	6,682,000
Goods and services	1,258,961	1,292,967	1,398,000	1,587,000
Expenditures utilities	150,000	200,000	200,000	200,000
Subsidies and transfers	300,000	300,000	340,000	460,000
Capital investments	3,938,163	4,000,000	4,302,230	4,786,311
Total	10,871,961	12,110,967	12,796,230	13,715,311

The total budget is expected to increase from nearly €10.9 million in 2023 to €13.7 million in 2026. The largest portion of the budget is allocated to Salaries (Table 47). Subsidies and transfers, supporting social programs and public initiatives, are planned to grow from €300,000 in 2023 to €460,000 in 2026. Capital investments are planned to increase from €3.9 million in 2023 to nearly €4.8 million in 2026. Regarding gender equality, the Municipality has allocated a specific budget under the “Gender Affairs” budget line, totalling €44,800 over four years from 2024 to 2027 (€11,200 per year). An objective is to increase the number of women employed in the Municipality's Education Directorate by 15% in 2025-2027. This demonstrates some commitment to addressing gender inequalities and promoting women's participation in the workforce. No gender equality aims are stated related to transportation and infrastructure.

In 2024, the total expenditures were €12.4 million, and capital investment expenditures amounted to €4.8 million, surpassing the amount budgeted.⁵¹⁸ Total expenditures planned for 2025 are €13 million. There was no information about transportation or mobility.⁵¹⁹

⁵¹⁷ Municipality of Dragash, [Raporti Vjetor 1 Janar 2024 – 31 Dhjetor 2024](#) [Annual Report 1 January-31 December 2024], 2025.

⁵¹⁸ Ibid.

⁵¹⁹ Assembly of Republic of Kosovo, [Law No. 08/L-332 on Budget Appropriations for The Budget of the Republic of Kosovo for Year 2025](#), 2024.

Budgets

Good Practice: Engaging Rural Women in Budget Consultations

Historically, few women engaged in politics or decision-making processes in Dragash. Socially, this was considered men's responsibility. Thus, it was unsurprising when few women attended public consultations on the annual Municipal budget. The GEO and local CSO, Women's Initiative Association were concerned by women's lack of engagement, so they reached out to women, discussing what prevented them from participating. Aside from the fact that they had never participated before amid socialised gender roles, women said that a major obstacle was the lack of public transportation available for them to participate. The GEO and activist Xhejrane Lokaj from the Association met with the Mayor, seeking support. This was an easy issue to resolve, he said. The Municipality assigned a bus to visit each village to pick up women and transport them to the next budget consultation, free of charge, thereby supporting women's engagement in the budget process.

The Municipality of Dragash has published GRB annexes for 2024⁵²⁰ and 2025.⁵²¹ Neither annex contains information related to transport and mobility. For 2024, the GRB Annex includes the sectors of education, culture and sports, and agriculture. For 2025, it addresses agriculture and education. Thus, while some departments have engaged in gender analysis, such analysis should be conducted systematically across all sectors. Awareness about mandatory GRB budget annexes seemed to be lacking among some officials. Despite training by UN Women, the Municipality still has limited internal expertise and ownership in implementing GRB.⁵²² Participation in public consultations remains minimal, especially among women, and gender impact assessments are not always conducted.⁵²³

For 2024, €5 million were planned for procurement in Dragash.⁵²⁴ The procurement dossiers available in the e-procurement system did not include a gender impact analysis.⁵²⁵ For 2025, €5.6 million were planned for procurement.⁵²⁶ GRB-related information was unavailable. Meanwhile, the Municipality has undertaken some efforts to include a gender perspective in planning investments, such as organising consultations with women and men and incorporating gender components in project designs. However, implementation has been constrained by a lack of funding.⁵²⁷ No sex-disaggregated data exist. Nor are there evaluations of the impact of transport investments on women and men.

520 Municipality of Dragash, *Buxhetimi i Përgjegjshëm Gjinator (BPGJ) - Niveli lokal 2024 Komuna e Dragashit* [Gender Responsive Budgeting (GRB) - Local Level 2024, Municipality of Dragash], 2024.

521 Municipality of Dragash, *Buxhetimi i Përgjegjshëm Gjinator (BPGJ) - Niveli lokal 2025 Komuna e Dragashit* [Gender Responsive Budgeting (GRB) - Local Level 2025, Municipality of Dragash], 2025.

522 KWN interviews with municipal officials, Dragash, 2024.

523 KWN interview with municipal official, Dragash, 2024. Another official said that they are done, but KWN did not find written evidence of these.

524 Municipality of Dragash, *Planifikimi Përfundimtar i Prokurimit 2024* [Final Procurement Planning 2024], 2024.

525 The KWN analysis focused on the dossiers opened for infrastructure construction, such as roads, parks, and maintenance of street lighting (KWN, analysis of e-procurement dossiers, 2024).

526 Municipality of Dragash, *Planifikimi Përfundimtar i Prokurimit 2025* [Final Procurement Planning 2025], 2025.

527 KWN interviews with municipal officials, Dragash, 2024.

Modes of Transportation in Dragash

This section examines the modes of transportation used by diverse women and men in Dragash, including opportunities for expanding use of low carbon modes.

Buses

Due to lack of profitability, private operators have been unwilling to provide public transport services, and legal limitations prevent the use of certain revenues (i.e., government grants) for transport expenses.⁵²⁸ The Municipality cannot afford to offer much in terms of transport subsidies, but it has organised transport primarily for students through tenders with private companies. The Municipality is planning a dedicated public bus line for 30 to 50 students commuting between Dragash and Prizren.⁵²⁹ It also covers health-related transport costs for patients with chronic conditions.

Seven private bus companies operate bus lines in the area. Three buses offer daily trips to Belgrade, Serbia. Within Kosovo, bus connections are more frequent between Prizren and the villages of Zaplluxhe and Bresanë than directly between Prizren and Dragash (only one bus line). Other buses provide service from villages to the town of Dragash. Bus transportation is more challenging in mountainous rural villages, where people tend to travel primarily by private cars. There are no buses from Prizren to the Gora region or from Opoja to Gora. The last bus stop for Gora is the town of Dragash, from where travel continues by private car or taxi. Transportation to some Gora villages is only provided for students during the academic year. Research participants from a few villages reported not having private bus transportation services available. In Opoja, the situation is a bit better than in Gora thanks to the flatter terrain and higher population density that can finance private bus lines, giving women and men more consistent options. Even there, buses run by private operators have capacity and scheduling issues and do not reach every village.

For Gorani inhabitants, there are occasional buses on the Dragash-Prizren line, but these run only once in the morning and once in the afternoon, with long gaps that do not suit day-to-day needs. Public bus services were described as poorly scheduled and unreliable. For example, departures around 8:00 a.m. do not match most work shifts. Research participants called for better scheduling and municipally subsidised minibuses to reach remote villages. Meanwhile, past efforts to organise bus routes, including a donation of two buses from KFOR, were short-lived due to administrative challenges and protests by local taxi drivers, who feared losing their livelihoods.⁵³⁰ As a result, the lack of transportation continues to limit access to education, healthcare, and employment, particularly for those living in remote villages like Restelica. Women face greater challenges and restrictions using buses than men.⁵³¹ Due to cultural norms, some women must be accompanied by family members when travelling. Some women hesitated to use public transportation alone in the evenings and to wait at bus stops, fearing gossip and being judged by others in the community. “Women cannot just wait on the roadside for a ride” participants noted, explaining that social gossip and men’s jealousy often restrict their freedom of movement. Husbands and male relatives reportedly discourage women from using public transport, worried that solo travel might harm the family’s reputation or trigger gossip. The women who do use buses tend to do so out of economic necessity because daily driving is too expensive, particularly for travel to Prizren. However,

⁵²⁸ KWN interview with municipal official, Dragash, 2024.

⁵²⁹ Ibid.

⁵³⁰ KWN interview with official, Dragash, 2024.

⁵³¹ KWN interview and focus groups, 2024-2025.

the poorly ventilated minibuses are often overcrowded, irregular in their timing, and uncomfortable. Moreover, there are no proper bus shelters, so they must wait in rain, snow, or harsh sunlight, which women described as stressful and humiliating. Transport costs remain an issue, especially when fuel prices fluctuate but bus fares do not adapt. These issues have led some people, especially Albanian families, to migrate closer to Prizren where services are superior, and women can be more independent.

Regarding sexual harassment on public transport, women generally considered it to be rare. A woman noted an atmosphere of local protection, stating that “men don’t harass us in Dragash as everyone knows everyone; they will harass women or girls if they go in other cities.” Close-knit communities where everyone knows each other may offer some level of protection from harassment for women locally. However, this no longer exists once they leave their community, such as to go in Prizren, they said.

The lack of reliable transportation affects access to education and employment opportunities, particularly for women and those living in remote villages. Research participants mentioned difficulties commuting to work or school, having to walk long distances, and/or to rely on others for rides. In areas without regular bus transport, many women cannot attend vocational training, participate in income-generating activities, or access employment outside their villages.⁵³² This has resulted in significant disparities; women from central Dragash are more likely to be employed in public institutions, while those in the Gora region remain largely excluded from the labour market and decision-making processes. Even when employment opportunities have been available, such as sewing factories or donor-supported programs, women from Gora did not benefit due to transport barriers.

Research participants suggested that introducing three to four minibuses with 15 to 20 seats could improve mobility significantly in underserved areas. These vehicles could run on fixed routes and schedules, connecting remote villages to the municipal centre and ensuring access to services and opportunities. While such a system may not be immediately profitable, it could initially be subsidised by the government and operated through public-private partnerships or municipal management like in Pristina. Establishing reliable transportation would improve the daily lives of residents while strengthening women’s economic participation and inclusion in decision-making processes, paving the way for more equitable and sustainable local development.

Road and Sidewalk Infrastructure

Dragash is connected to the rest of Kosovo through two main roads. One is an asphalt road that directly connects to the new highway between Albania and Pristina, starting in Zhur and entering near the village of Brezne/Brezna. The other is an unpaved road that enters near the village of Zaplluxhe. There is also an unpaved road from Restelica leading to the southern border, connecting Dragash with the Gorna Reka region of North Macedonia, though this border crossing has been closed since 2001.

Within the Municipality, there are approximately 570 km of roads and paths, with about half (278 km) accessible to regular cars. The quality of these roads varies significantly. In recent years, the Municipality has made efforts to improve local road conditions. Currently, only two remote villages, Orçushë and Pllajnik, lack access to paved roads. Most settlements now have access to regional roads via paved routes. However, many inter-village roads remain unpaved. Local authorities have identified the need for road rehabilitation and expansion as a priority in development plans. Efforts are being made to better connect remote villages with urban centres. However, the Muni-

⁵³² KWN interview with official, Dragash, 2024.

pality is largely reliant on national level support, particularly for inter-municipal roads. The central government has not allocated funds for addressing municipal requests, such related to flood response or new infrastructure.⁵³³ Further the central level often fails to maintain regional roads.⁵³⁴

The Municipality of Dragash implements an ad hoc traffic management plan during summer months, when road congestion increases due to the visiting diaspora and higher vehicle circulation.⁵³⁵ As part of this temporary measure, the usual two-way traffic main road is transformed into a one-way street to ease traffic flow and reduce bottlenecks. Although some local business owners have expressed concern that potential customers may not return after passing their stores, overall feedback has been reportedly positive.⁵³⁶

Climate-related disasters, such as floods in villages like Kuk, can compound transportation challenges due to poor infrastructure. Unregulated construction near rivers and illegal dumping of solid waste (e.g., furniture) has clogged waterways, exacerbating risks of flooding. These factors increase disaster risks, especially for women in rural households.

In the past, poor road conditions played a significant role in isolating Dragash's village communities, affecting various aspects of daily life, from access to education during winter to market access for selling products and goods. Investments in street lighting and road surfacing have improved conditions somewhat, but there are still narrow roads, no bike lanes, nearly no sidewalks, poorly marked pedestrian crossings, and insufficient lighting.⁵³⁷ Walking thus is difficult and sometimes dangerous for pedestrians, especially in winter months. Social pressures make things worse, as women fear being judged if they walk alone or use a bicycle, considered improper for women.

Due to the lack of public transport, there is heavy reliance on private vehicles, especially cars, increasing both financial burdens and CO₂ emissions.⁵³⁸ This creates issues for those who do not own cars or cannot drive, particularly affecting women's mobility and independence. Albanian men tend to use private cars, informal minibuses, or carpools with colleagues. Given the unpredictability or inconvenient schedules of buses, men tended to view owning a private car as essential to accessing work and social status. Private vehicles offer flexibility, prestige, and freedom to leave directly from home without waiting. Gorani men similarly rely on private cars, considering public transport unreliable or impractical. In Gora, highly dispersed settlements and mountainous terrain make running standard bus lines difficult. Gorani residents often use private taxis or informal ridesharing, but these are expensive, especially for regular activities like medical visits, shopping, or errands. Snow and fog in winter months make village roads even more dangerous, limiting mobility. Residents usually must clear their own roads and paths. Still, men generally have more freedom to move around and can find alternative transportation options more easily. For example, while men can hitchhike if needed, this was considered dangerous for women. Motorcycle use among young men is also reportedly widespread.⁵³⁹

Albanian women experience more restricted mobility, shaped by patriarchal gender norms, community pressures, and jealousy. While some women have driving licenses and access to a family car, women generally still hesitate to travel alone. As a man explained, "for women, it's not about

533 KWN interview with officials, Dragash, 2024.

534 Ibid.

535 KWN interview with official, Dragash, 2024.

536 Ibid.

537 KWN focus group with women in Dragash, 2025. Observation revealed a lack of sidewalks throughout the Municipality.

538 KWN interview with official, Dragash, 2024.

539 KWN interview with municipal official, Dragash, 2024.

safety, it's about those feelings and gossip." Insecurity and isolation can hamper economic development and limit residents' access to essential services. Women may be disproportionately affected given that they tend to have less access to resources.

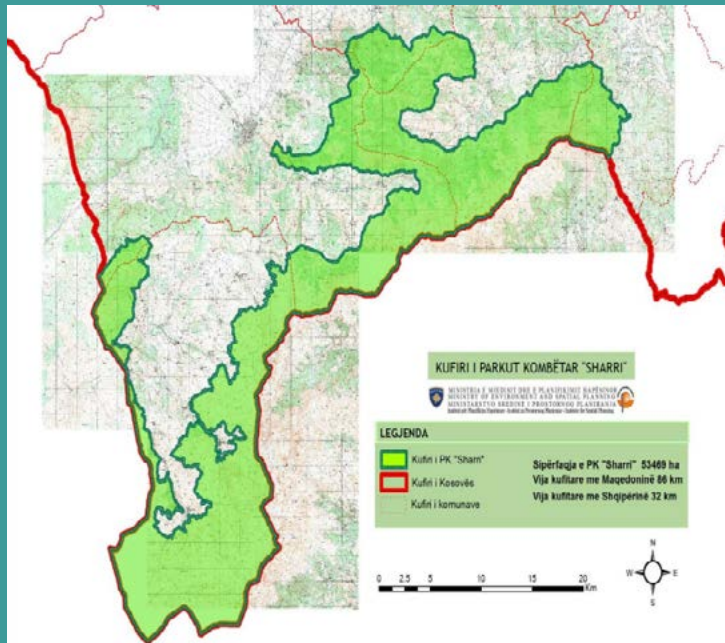
Childcare responsibilities add another challenge for Albanian women. With no nurseries or affordable daycare, their freedom to attend training, work, or community events depends on husbands, in-laws, or relatives providing childcare. This causes conflicts over who uses the family car, particularly since most families cannot afford multiple vehicles. Social spaces in Dragash are also male dominated; cafes are seen as places for men, so women travel to Prizren if they want to meet friends or socialise. This discourages their movement, contributing to isolation.

Unlike Albanians, Gorani residents tended to feel that women and men should have freedom of movement; community members largely support women going out and being active, they said. However, practical obstacles remain similar: women without a car or a driving license still depend on husbands or male relatives to get to work, the doctor, or the market. If male relatives are away or working abroad, women must use costly taxis, which restricts their opportunities to participate in the labour market or community life. A growing number of Gorani women drive, but the lack of reliable, affordable, and scheduled public transport still traps many in a cycle of dependence on male relatives.

The absence of dedicated cycling lanes or safe walking paths further reinforces dependence on cars. Research participants expressed a desire for better bicycle and pedestrian infrastructure but also highlighted significant barriers. The mountainous terrain and harsh climate make bicycles, e-bikes, and scooters impractical during most of the year. As one man explained, "This is a hilly place. It's cold. There is snow. A bicycle is not a solution except maybe during two months of the year." The social acceptability of cycling also may be limited, particularly for women.⁵⁴⁰ "Our women are around 100 kilos each. They don't ride bikes," a man commented. Such dismissive and body-shaming attitudes may discourage women from exploring alternative transport options.

540 KWN interviews with municipal officials, Dragash, 2024; focus groups, 2025.

Sharr National Park



Established officially in 1986, Sharr National Park spans five municipalities, including Dragash (45%), Shtërpçë (23.9%), Prizren (22.2%), Suharekë (4.7%), and Kaçanik (4.1%).⁵⁴¹ It is Kosovo's oldest and largest national park.⁵⁴² Comprising approximately 94% of Kosovo's national network of protected areas, it is considered among the most important biodiverse areas in the Balkan region, referred to as a "biodiversity centre".⁵⁴³ For generations, people have lived in the area, often in harmony with the rugged, high

mountain terrain. However, the Municipality's development over the last 25 years has been accompanied by an abandonment of traditional practices for the use of land and natural resources.⁵⁴⁴

The Park's weak transportation connections limits tourist access. Meanwhile, the road infrastructure is underdeveloped, particularly in the highlands.⁵⁴⁵ Most settlements located within the Sharr Mountains are part of a network of roads, connecting cities and remote villages. These are used for transporting wood, accessing high mountain sheepfolds, and tourism. Dirt roads tend to be unmanaged, and many were created without authorisation.⁵⁴⁶ While these could be used for touristic purposes, they need erosion control and maintenance.⁵⁴⁷ Already, uncontrolled use of roads by motorised vehicles is expected to have a negative impact on wildlife, particularly in summer and winter.⁵⁴⁸ A public enterprise responsible for the national road network carries out road maintenance with its own funds and revenues.⁵⁴⁹

⁵⁴¹ The Assembly of Kosovo declared it a national park in 1986 and operations began in 1995, albeit discontinued from 1999-2002 (KEPA, "*Themelimi dhe veprimtaria*" [Establishment and activity] National Park Directorate 'Sharr' - Duties responsibilities", [website](#), accessed 3 July 2025, [Albanian version cited, as English version contains incorrect and incomplete information]).

⁵⁴² Ibid.

⁵⁴³ Maxhuni, Qenan, et al., "Biodiversity and protected areas in Kosovo", *International Journal of Ecosystems and Ecology Sciences (IJEES)* 4.1, 2014: 173-178.

⁵⁴⁴ Hertzman, Tomas and Lennart Gladh, "Development of a Management Plan for Sharr National Park", Kosovo. Prishtina: Scandiaconsult Natura AB and SIDA, 2001.

⁵⁴⁵ Suada A. Džogović, Hajrija Škrijelj, and Zećir Ramčilović, "[Cultural Policy and Sustainable Development: Challenges and Opportunities of Shar Mountains National Park](#)", *Lingua Montenegrina* 35, no. 1 (2025).

⁵⁴⁶ Hertzman and Gladh, 2001.

⁵⁴⁷ Ibid.

⁵⁴⁸ Ibid.

⁵⁴⁹ Ibid.

Unplanned, unregulated, and uncontrolled infrastructure development and construction, particularly the opening of new roads and quarries, have contributed to habitat fragmentation and losses. This poses risks to endangered flora and fauna, facilitates the private capture of natural resources like water, and contributes to pollution from construction, waste, wastewater, and other forms of water, air, and noise pollution.⁵⁵⁰ Poor regulation of tourism development including roads, weekend houses, catering facilities, tourism infrastructure, and unregulated use of motorised vehicles, has negatively impacted the Park's sensitive ecosystems.⁵⁵¹ While adventure tourism such as snowmobiling, off-road driving with motorised vehicles, and snowcat skiing pose opportunities for economic development, their estimated negative impacts on the environment are high; they would require regulation and constant monitoring.⁵⁵²

Dissimilar to Pristina, the Park is managed by the central government through MESPI's KEPA and specifically the Directorate of the National Park, based in Prizren.⁵⁵³ The Directorate is responsible for the "sustainable management of natural resources related to planning, organization, management and control", including "legal, organizational and financial infrastructure". In addition to management, professional, and administrative staff working in the Directorate and its two Forestry and Biology sectors, performing office and fieldwork, the Directorate also has guards "who are constantly on the ground carrying out activities in the protection and surveillance of natural resources (forests, flora and fauna)".⁵⁵⁴ A Regulation still needs to further specify the internal order of the National Park and define its professional management. Meanwhile, municipal governments, police, prosecution, courts, inspections, emergency services (e.g., fire brigades), and CSOs all play direct or indirect roles in its functioning, according to KEPA. All investments are planned and financed by MESPI. Moreover, MESPI receives any income generated by the Park.

The Sharr Mountains National Park Management Plan, developed in 2013 with UNDP support, provides a strategic framework for long-term park management but lacks any gender perspective. The document does not mention women, men, girls, or boys, contains no gender-disaggregated data, and does not include any gender impact analysis, such as related to different transportation modes like walking, biking, or vehicles. Further, it fails to outline any measures to promote gender equality, set gender-responsive indicators or targets, or allocate a budget for gender-related activities.

In 2014, the Assembly approved the Spatial Plan for the "Sharri" National Park. The Plan emphasised that one of the key components of physical infrastructure is transportation infrastructure, which includes constructing pedestrian pathways.

550 Ibid.; Maxhuni, Qenan, et al., 2014.

551 Džogović, Škrijelj, and Ramčilović, "Cultural Policy and Sustainable Development", 2025; Hertzman and Gladh, 2001. Villages and settlements in Sharr Mountains National Park are not connected to sewage infrastructure and mainly use septic tanks. Of 27 villages in the park, only seven have organised solid waste collection, and garbage is rarely collected from the main picnic and tourist areas.

552 Hertzman and Gladh, 2001.

553 This paragraph is drawn from KEPA, "National Park Directorate 'Sharri' - Duties responsibilities", [website](#), accessed 3 July 2025. [Law No. 04/L-087 on the "Sharri" National Park](#) states that MESP must establish the Directorate for the Administration of Sharri National Park. The Directorate is responsible for the park's management and protection, coordinating with local and central institutions, including municipalities, police, courts, inspection services, emergency units, and CSOs (Article 4).

554 While KWN requested data on their gender and ethnicity, as well as the number of fines given by gender, it was not provided.

According to municipal officials, approximately 37 km of walking trails exist, and two new trails are currently being built.⁵⁵⁵ In 2024, this plan was replaced by a Spatial Plan of “Sharri” National Park.⁵⁵⁶ Goal 1 seeks to establish good governance through a robust management plan, restored authority to the Park Administration Directorate, and strengthened human and technical capacities. It emphasises collaboration with local and international stakeholders and promoting the park to attract visitors and boost sustainable tourism. Goal 2 focuses on protecting natural ecosystems and cultural heritage through pollution control, biodiversity education, prevention of illegal activities like logging and poaching, and strict management of resources. It includes preserving nature reserves, monitoring endangered species, and mitigating disaster risks. Goal 3 promotes sustainable socio-economic development by expanding tourism infrastructure, supporting organic farming and traditional livelihoods, and creating employment opportunities for residents. It encourages environmentally responsible construction, improved access to healthcare, and partnerships for financial and technical support. Goal 4 aims to improve physical and digital connectivity and public services by developing road and transport networks, electricity and water systems, telecommunications, and waste management as essential investments for improving residents’ quality of life and enhancing the park’s accessibility and economic potential. The Plan does not have any specific budget allocated for activities but categorises financial implications as low (up to €500,000), medium (€500,000-€5,000,000), or high (over €5,000,000). Funding is expected from ministries, donors, public-private partnerships, the private sector, and municipalities. The Plan does not contain any gender perspective.

Sustainable development of Kosovo’s national parks requires developing ecologically friendly and socially responsible tourism infrastructure.⁵⁵⁷ This includes the need for signage and information centres to educate visitors about conservation and their role in it, as well as developing clearer hiking trails and cycling routes to prevent erosion and disturbance of natural habitats. Maintenance of these trails could encourage visitors to remain on the path, rather than wandering off to areas where they could disturb wildlife and plants.⁵⁵⁸ Education, training, developing local infrastructure, and promoting traditional conservation practices used by local inhabitants for future generations can contribute to preservation.

555 KWN interview with official, Dragash, 2024.

556 Republic of Kosovo, MESPI, *Plani Hapësinor i Parkut Kombëtar “Sharri,”* [Spatial Plan of “Sharri” National Park], 2024.

557 Džogović, Škrijelj, and Ramčilo, “Cultural Policy and Sustainable Development,” 2025.

558 Hertzman and Gladh, 2001. They observe that the park currently has 24 official hiking trails and no mountain biking trails.

Conclusion

The mountainous terrain of Dragash significantly impacts transportation. Residents of all ethnicities face transportation challenges rooted in difficult geography, harsh seasonal conditions, economic barriers, and underdeveloped public infrastructure. Most transportation is by car, contributing to emissions. Gorani women's mobility is mostly constrained by infrastructure shortcomings and financial restraints, while Albanian women's mobility is additionally restricted by patriarchal social norms that limit their freedom to travel. Dragash lacks a gender- and climate- responsive mobility plan. Insufficient resources has hampered the Municipality's ability to invest sufficiently in improving public transportation, particularly buses. Increasing income from tourism and other fees may provide an opportunity for the Municipality to expand access to public transportation. Given the impracticalities associated with cycling and walking, research participants considered expanding public transportation a priority, particularly establishing more bus lines connecting villages to the town centre and other cities.

The Case of Kamenica

To address accessibility and affordability challenges, the Municipality of Kamenica and Friedrich Ebert Stiftung (FES) provided subsidised bus transportation, aiming to support the elderly, youth, and women in September 2024. On average, FES found that people were willing to pay €0.56 for a bus ride.⁵⁵⁹ This amounted to more than the one-way ticket price of Trafiku Urban in Pristina (€0.50).⁵⁶⁰ According to FES, this one-month initiative revealed how accessible public transport can enhance equity, mobility, and social inclusion.⁵⁶¹ However, the initiative did not offer a long-term solution to systemic issues of unaffordability and inaccessibility because it did not continue. Structural reforms in public transport would be needed to sustain equitable access to such transport.

559 FES, Kosovo Office, *Vlerësimi i iniciativës të autobusëve falas në Komunën e Kamenicës* [Assessment of the Free Bus Initiative in the Municipality of Kamenica], 2024.

560 Trafiku Urban is a Joint Stock Company under the Municipality of Prishtina.

561 Survey conducted with 170 bus users at various bus stations across Kamenica over a seven-day period in September 2024.

Other Local Practices and Policy Options

Towards responding to the research question, “what are policy options for improving the climate- and gender-responsiveness of transportation options”, this section discusses other policy options based on international experience.

The Polluter Pays Principle

The Polluter Pays Principle (PPP) is an environmental policy concept stating that those who produce pollution should bear the cost of measures taken to prevent, control, and remedy it, avoiding damage to human health and the environment.⁵⁶² Where market prices fail to reflect the true costs of pollution, polluters lack sufficient incentives to reduce it. PPP addresses this by introducing the right price signals, encouraging polluters to minimise emissions and invest in cleaner technologies. This shifts the financial burden from the entire society to those responsible for the pollution.

Several policy options exist to reduce private car use and limit pollution. These include fuel and vehicle taxes, low-emission requirements for high-use fleets like taxis, pollution-based vehicle taxation, parking controls, low-emission zones, and restricting car access in central areas. These types of measures are emphasised in international policy guidance, including in strategies tailored to the context of Western Balkan cities.⁵⁶³ In line with the Polluter Pays Principle (PPP), persons polluting should pay to address the adverse effects of their pollution.

At the same time, for these measures to be effective, public transport as well as active modes of transport must be made more attractive.⁵⁶⁴ While the effectiveness of policies aimed at decreasing private car usage is debated, with some studies indicating that such policies lack sustainable long-term effects or, in some cases, could even exacerbate traffic conditions,⁵⁶⁵ other research emphasises that the success of these measures largely depends on the implementation of complementary policies, including investments in public transport services⁵⁶⁶ and active mobility infrastructure like bike lanes. The need to combine multiple measures for developing sustainable transport systems is widely recognised. For example, studies suggest that revenues generated from pricing mechanisms targeting private car use, such as fuel taxes or road charges, should be reinvested in improving public transportation services, infrastructure for pedestrians and cyclists, and public spaces, as such reinvestment helps increase public acceptance and political support for these policies.⁵⁶⁷ Some evidence suggests that introducing a new public transportation mode can

562 EC, “[Ensuring that polluters pay – toolkit](#)”, n.d.

563 The World Bank, *Transport Inputs to the Western Balkans Green Growth Narrative: Strategic Actions for a Greener and More Efficient Transport Sector*, 2024, 70; The World Bank, *Policies to Improve the Environmental Performance of Road Vehicles in the Western Balkans: Managing road vehicle emissions and embracing e-mobility*, 2024.

564 The World Bank, *Transport Inputs to the Western Balkans Green Growth Narrative: Strategic Actions for a Greener and More Efficient Transport Sector*, 2024, xiv.

565 Francisco Gallego, Juan-Pablo Montero, and Christian Salas, “[The Effect of Transport Policies on Car Use: Evidence from Latin American Cities](#)”, *Journal of Public Economics* 107 (November 2013): 47–62; Víctor Cantillo and Juan de Dios Ortúzar, “[Restricting the Use of Cars by License Plate Numbers: A Misguided Urban Transport Policy](#)”, *DYNA* 81, no. 188 (December 2014): 75–82.

566 Mahendra, Anjali, “[Vehicle Restrictions in Four Latin American Cities: Is Congestion Pricing Possible?](#)” *Transport Reviews* 28, no. 1 (2008): 105–33.

567 Pojani, Dorina and Dominic Stead, “[Opo99](#)”, *Sustainability*, 2015, 7: 7784–7805, p. 7798.

increase use of existing modes as well. For example, the introduction of shared e-scooters in intermediate areas of Santiago, Chile was associated with increased use of buses and the metro, likely because e-scooters served as first- and last-mile connectors improving accessibility.⁵⁶⁸

The city centre of Albania's capital Tirana has been undergoing a transformation in line with these findings. In 2017, the "Tirana 2030" Local Plan was approved by the City Council, aiming to transform the city into a more sustainable, green, and inclusive urban environment with higher population density alongside improved living standards.⁵⁶⁹ Transportation-related changes included closing some roads to vehicles, while investing in pedestrian spaces, and bus and bike lanes. Reportedly, making private vehicle use inconvenient was coupled purposefully with expanding the availability and efficiency of public transport, walking, and bikes. Studies conducted in Tirana since initial transformations have shown that urban green spaces contributed to increased life satisfaction by enhancing both physical and mental health.⁵⁷⁰ Tirana is preparing for implementing further measures to reduce private motor transport, including regulating vehicle movement based on license plate numbers, investments in bike lanes, and the introduction of car-free days, while simultaneously investing in improved and sustainable public transport, including an electric Bus Rapid Transit system and the rehabilitation and electrification of rail.⁵⁷¹

Conclusion

While gender- and climate-responsive mobility plans are important for guiding development, they must be accompanied by adequate budget allocations and GRB in MTBFs and annual budget (annexes), as well as by GRB in procurement and in all phases of infrastructure projects. Municipalities must combine multiple measures for developing sustainable transport systems, using PPP to reduce car use and emissions while providing secure, efficient, affordable, and accessible public transport and active mobility options like bike lanes and sidewalks designed to meet the needs of diverse women and men, including caretakers. Opportunities exist for increasing own-revenues by implementing nature protection and transportation-related taxes, fees, and fines, generating resources for improving gender- and climate-responsive transportation infrastructure.

568 Daniela Opitz et al., "[Impact of Shared E-scooter Introduction on Public Transport Demand: A Case Study in Santiago, Chile](#)", preprint submitted to *Travel Behaviour and Society*, June 2025.

569 Niall Patrick Walsh, "[Tirana 2030: Watch How Nature and Urbanism Will Co-Exist in the Albanian Capital](#)", *ArchDaily*, 16 February 2017; Nour Fakharany, "[Tirana Reimagined: Architectural Projects Transforming Albania's Capital through Public Engagement](#)", *ArchDaily*, 9 January 2025.

570 Samel Kruja et al., "[The Role of Urban Green Spaces on Life Satisfaction and Migration Willingness in Tirana, Albania](#)", *Human Ecology* 52 (2024): 667–79.

571 "[Minister unveils details of new traffic management plan to reduce congestion](#)", *Gazeta Tema*, 8 January 2025; "[Tirana: Promoting sustainable alternative mobility in the city](#)", *The Bay Awards*, n.d; "[The European Union and Germany support green transport in Tirana with €81.2 million investment](#)", *Western Balkans Investment Framework*, 10 April 2024; Genta Hodo, "[Albania plans concession for Tirane-Durres railway operation](#)", *SeeNews*, 23 May 2025.

RECOMMENDATIONS

Drawing from findings and participants' input, these recommendations respond to the research question: what are policy options for improving the climate- and gender-responsiveness of transportation? As detailed in prior chapters, implementing these recommendations can benefit diverse women and men by improving affordability, accessibility, security, and public health related to transportation.

Office of the Prime Minister

- **Legal Office:** Ensure a harmonised approach to the legal framework, removing redundancy across laws and policies and avoiding legal fragmentation related to the transportation sector. Ensure that all legislation has undergone a Gender Impact Assessment, reviewed for quality by AGE, following AGE guidelines,⁵⁷² as well as a gender-responsive Environmental Impact Assessment. Establish processes and engage capable human resources for quality assurance of these before laws are proceeded to parliament for voting.
- **AGE:** Include in the next Kosovo Program for Gender Equality attention to gender- and climate-responsive mobility, harmonising actions with existing strategies related to climate-responsive transportation and mobility.
- **Office of Good Governance:** Ensure that any future Action Plan on the Rights of Persons with Disabilities attends to different mobility challenges faced by diverse women and men with disabilities. Ensure adequate allocation of resources for implementing such measures.
- **KAS:** Incorporate the concept of mobility of care into transportation data collection and research to better inform infrastructure design, public policies, and budgeting processes that reflect the travel patterns and needs of diverse women and men.

MFLT

- Amend the Law on Public Financial Management and Accountability to institutionalise GRB as part of budget processes and systems, contributing to GRB related to climate-responsive public transportation. Consider as part of ongoing public finance reforms, shifting Kosovo's current public financial management system from line-item budgeting to programmatic or results-based budgeting, enabling better tracking of how expenditures contribute to the Government's strategies and intended impacts, including related to mobility.

⁵⁷² Government of the Republic of Kosovo, Office of the Prime Minister, AGE, [Gender Equality Impact Assessment Manual](#), 2019

- Amend the Law on Local Government Finance to include requirements for GRB related to both municipal revenues and expenditures.
- Amend the Law on Public Procurement to include responsibilities for GRB, ensuring that infrastructure projects and purchases related to transportation consider the needs of diverse women, men, girls, and boys as part of their design, implementation, monitoring, and evaluation of use.⁵⁷³ Better define and explain the application of affirmative measures towards gender equality in procurement processes, facilitating their use.
- Publish together with the annual budget a Gender Budget Statement, as foreseen by SDG indicator 5.c.1. and the budget circular's requirement to publish a GRB Annex in line with the Law on Gender Equality. Amid line-item budgeting, it can clarify how expenditures are expected to contribute to strategic objectives and impacts.
- Introduce fiscal measures, such as increased taxes on private vehicles and fuel, to disincentivise car use. These measures should be paired with investments in low- and no-carbon transportation alternatives like buses. Use revenues generated using the PPP to invest in climate-friendly transportation and mobility, including earmarking financing for the Green Fund and renewable energy infrastructure. Promote investments to the public to showcase transparently positive impacts of taxes.
- Revise regulations to provide social assistance recipients and survivors of gender-based violence, particularly those enrolled in furthering their skills or seeking employment, with free public bus transport to facilitate access.
- In coordination with MESPI, via Vocational Training Centres, provide free or low-cost retraining programs for taxi drivers to support their transition into other forms of employment, including as bus drivers in areas where bus networks are expanding. This can help reduce resistance to bus routes and contribute to lower transport emissions.
- Create a legal basis for establishing a Green Fund that can support gender-responsive climate adaptation and mitigation projects at local and national levels, including financing sustainable transport, renewable energy, and green infrastructure. The legal framework should include safeguards to ensure full transparency in managing the Fund, including GRB, clear reporting, and public oversight of budget allocations and expenditures. Part of the revenues generated from taxes, tolls, and fees per PPP should be earmarked for the Green Fund and boosting renewable energy infrastructure for mobility such as electric public transportation modes across Kosovo, including to underserved rural areas.
- Introduce ecological taxes on all vehicles with carbon emissions, including motorcycles and four-wheelers. In line with PPP, increase ecological taxes on foreign vehicles using Kosovo's highway system.
- Use subsidies, including the Green Fund, to incentivise private investments in innovative renewable energy infrastructure and green tech initiatives related to inclusive mobility. Include affirmative measures to finance women-led startups and enterprises with a gender-balance.

⁵⁷³ For a relevant guideline on GRB related to capital expenditures, see the AGE and Kosovo Institute for Public Administration adopted handbook: KWN, "[A Practical User's Guide: Gender Responsive Budgeting at the Central Level](#)".

MESPI

- Amend the Law on Roads to attend to climate- and gender-responsive road infrastructure:
 - Consider accessibility for persons with different disabilities, particularly wheelchairs.
 - Ensure attention to mitigating climate change by addressing noise and air pollution related to the construction and use of roads.
 - Require all scopes of work and contracts for construction and rehabilitation of roads to include adequate shoulders, accessible sidewalks, benches, angled curbs, streetlights, greenery, and visible pedestrian crossings.
 - Require bike lanes and clear signage for shared road spaces on all main and connecting roads.
 - Ensure tactile paving for the visually impaired and audible signals.
 - Require attention to mobility of care in road prioritisation and design, utilising related data to inform infrastructure design.
- Amend the road safety law to remove the provision allowing an adult to hold a child in the back seat, in line with the EU Directive on the compulsory use of safety belts and child restraint systems and the EC Road Safety Thematic Report (2022). Require that all children be secured in certified, properly installed child restraint systems.
- Amend the law on nature protection to restrict motorised vehicle use.
- Include in annual revisions to the MTEF narrative text with gender analysis of prior expenditures and an explanation as to how expenditures will contribute to gender- and climate-responsive objectives in the transport sector; include indicators, baselines, and targets for measuring progress. Reflect how expenditures will respond to diverse women and men's mobility and security needs for transportation.
- Create and publish an annual Budget Statement and/or GRB Annex that indicates how budget allocations seek to contribute to transportation-related objectives, including gender- and climate-responsiveness.
- Invest in transport infrastructure and policies that reduce the efficiency and convenience of private car travel while simultaneously enhancing the attractiveness and efficiency of sustainable transport modes. Improve pedestrian and cycling infrastructure. Reallocate car lanes to create dedicated shared lanes for buses, bicycles, and scooters.
- Increase PPP-related revenues with the above and other policy measures, decreasing donor dependency. Develop and implement a comprehensive plan for introducing tolls on all main highways and for entry into national parks via an inclusive, consultative process. In line with EU Directive 1999/62/EC, this can increase revenues for climate- and gender-responsive transportation while deterring excess travel and affiliated pollution. Revenues should be transparently invested in climate- and gender-responsive mobility options, including via the Green Fund, showcasing results to the public.
- Ensure that diverse women and men, gender equality experts, and GEOs are consulted and actively engaged in designing laws, policies, strategies, and budgets.

- Establish a bus only lane from Pristina to Fushe Kosovo to expedite bus transport, which can benefit women in particular given that they tend to use buses more than men. Findings suggest that faster, regular buses would contribute to changing behaviours and encourage bus use rather than private vehicle use, decreasing congestion and thus carbon emissions. Consider installing a digital fee for cars on this road, particularly during rush hour, in line with PPP.
- Ensure regular, on time buses to reduce overcrowding, improve accessibility, and shorten waiting times, contributing faster, safer, and less stressful public transport options. This can encourage the uptake of bus use.
- Establish policies and protocols for digital reporting, as well as procedures and mechanisms to act on reports, in cases when public transport passengers were unable to realise their rights and do not feel that companies have addressed their concerns adequately.
- Expand bus connectivity to rural areas and K-Serb majority areas. Undertake campaigns to raise awareness about the availability of such transport and to address security concerns.
- Establish digital reporting, as well as procedures and mechanisms to act on reports, in cases when public transport passengers were unable to realise their rights and do not feel that companies have addressed their concerns adequately.
- Improve the Geographic Information System (GIS) for cyclists and part of regional and international collaboration. Collaborate with online platforms like Google Maps and Gjirafa to improve access to information about bus connectivity and timeframes. Also, ensure maintenance of roads constructed by the Ministry, including sidewalks and bike lanes.
- Increase environmental inspections, including emissions and pollution, thereby incentivising polluters to change behaviour.
- Monitor, enforce, and ensure implementation of the right for persons with disabilities' personal assistants (primarily women) to have free access to transportation, including through regular bus inspections and addressing complaints.
- Consider supporting through subsidies the development of a socially responsible transport service that provides vehicles with trained drivers to improve accessibility for people with disabilities and those with health conditions, which will also benefit women caretakers.
- Amend the Law on Road Traffic Provisions to require certification for e-scooter drivers, towards increased safety and responsible use.
- Undertake gender-transformative awareness campaigns in collaboration with municipalities and CSOs to address public disinterest in climate change, educating diverse women and men about the negative health impacts of fossil fuel emissions from vehicles, and empowering individuals to reduce emissions. Towards decreasing harmful carbon emissions, collaborate with the Ministry of Health to promote the health, financial, and time-saving benefits of walking and cycling, towards their increased use. Raise awareness about opportunities for parents to use bicycles for transporting children to school and running errands, balancing care-taking roles among women and men.
- Design and implement together with Kosovo Police and CSOs gender-responsive awareness campaigns about seat belts, car seats, and helmets.
- Improve taxi safety and reliability through proper licensing and regulation, reducing dependence on unregulated services.

MESTI

- Integrate into school curricula gender- and climate-responsive traffic safety education that addresses the intersections of masculinity, class, and culture, to better respond to and prevent injury and death among young men.⁵⁷⁴ Include education on the importance of seat belts and helmets.
- Educate children about negative health impacts of emissions and pollution, showcasing physical and mental health benefits of walking and cycling.
- Through the Directorate of Education, initiate programs to educate youth on bicycle use and safety, including helmets, incorporating practical bicycle-riding lessons into public physical education curricula.

National Institute for Health

- Improve health information systems regarding air pollution by geographic areas to better identify localities of high emissions so that measures can be taken to address transport-related pollution.
- Collect and publish more sex- and age- disaggregated data to better understand how air pollution impacts men, women, girls, and boys, including pregnant individuals, marginalised populations, those living in poverty, and in rural versus urban areas.

All Municipalities

- Include in MTBFs clear objectives, indicators, targets, and budgets to support gender- and climate-responsive investments.
- Publish together with the annual budget a Gender Budget Statement, as foreseen by SDG indicator 5.c.1., and the budget circular's requirement to publish a GRB Annex in line with the Law on Gender Equality. Amid line-item budgeting, it can clarify how expenditures are expected to contribute to strategies and impacts.
- Increase own revenues through transportation-related taxes, fees, and fines in line with PPP, related to parking, roads, vehicles, generating income for improving gender-responsive transportation infrastructure. Base revenues on gender impact analysis that considers climate impacts.
- Apply GRB in each phase of prioritisation, planning, implementation, monitoring, and evaluation of all infrastructure projects, including related to transportation, ensuring that construction is informed by the needs of diverse women and men.⁵⁷⁵
- Make gender equality and GRB training obligatory for all finance officers and municipal directors. Budget for them to attend the existing Kosovo Institute for Public Administration GRB training, furthering knowledge and capacities for implementing GRB, including related to transportation and mobility.

⁵⁷⁴ Linley Walker, Dianne Butland, and Robert W. Connell, "[Boys on the Road: Masculinities, Car Culture, and Road Safety Education](#)", *The Journal of Men's Studies* 8, no. 2 (2000): 153-69.

⁵⁷⁵ For guidance, see: KWN, [A Practical User's Guide, Gender Responsive Budgeting at the Local Level](#), 2017.

- Organise public consultations on investment projects in locations that are accessible to women, ensuring their meaningful participation. Use the AGE and Kosovo Institute for Public Administration adopted handbook to guide this process.⁵⁷⁶
- Through municipal contracts with public transportation providers, require affirmative measures to promote gender-balanced workforces in accordance with the Law on Gender Equality (e.g., ensure selection criteria allocate additional points for providers with gender-balanced workforces). Increasing women's representation in transportation roles can enhance both the perceived and actual safety of female passengers, reflecting municipalities' commitment to inclusivity and security. This can increase use of public transport and reduce emissions.
- Require buses to include step-free access, clear signage, adequate lighting, and staff training to improve passenger confidence, address sexual harassment, and reduce anxiety, particularly for persons with disabilities and other vulnerable users, which often are women.
- Expand bus lines to better connect urban centres with surrounding villages, with particular attention to the needs of elderly residents, students, and people requiring access to medical services. Expand bus connectivity to K-Serb majority areas and undertake campaigns to raise awareness about the availability of such transport and to address security concerns, particularly among women.
- Conduct household surveys in villages to identify peak travel times and adjust bus and minibus schedules accordingly.
- Ensure regular and sufficient bus service to prevent overcrowding, enhance passenger security, and improve travel time efficiency, which can contribute to increased bus usage. Ensure conductors enforce reserved spaces for strollers and people with disabilities and address passenger safety concerns, particularly harassment.
- Provide accessible transport, including adapted minibuses or vehicles, to ensure mobility for people with disabilities.
- Invest in safer, cleaner, and more accessible pedestrian and cycling infrastructure to encourage these modes of transport. Instigate road widening projects to facilitate inclusive mobility planning, such as bike lanes, sidewalks accessible for persons with different disabilities (particularly wheelchairs), stroller-friendly infrastructure for parents, streetlights, and "share the road" signs for cyclists. Ensure these are required as part of the design when procuring all future road investment projects. Transform car lanes on bus routes to create shared lanes for buses, bicycles, and scooters.
- Establish more dedicated bus lines for bus and bike multipurpose use, enabling their faster passage and enhancing efficiency.
- Undertake urban design that promotes slower traffic speeds, pedestrian-friendly neighbourhoods, and aesthetically pleasing public spaces, which can reduce stress and improve mental health and wellbeing by strengthening community connections and encouraging routine physical activity. Urban spaces that apply principles of situational crime prevention such as enhanced lighting, clear sightlines, and visible emergency infrastructure can alleviate safety concerns.
- Monitor and ensure regular maintenance and clearance of sidewalks and bike lanes to keep them safe, accessible, and usable for all pedestrians and cyclists throughout the year.

576 KWN, [A Practical User's Guide, Gender Responsive Budgeting at the Local Level](#), 2017.

- Enforce fines and penalties for misuse of sidewalks and bus lanes, particularly in sensitive areas such as near schools, to ensure safe and efficient use for pedestrians and public transport users.
- Require parents to register their children in schools near their residence or encourage the use of public transportation for longer commutes to reduce congestion around schools, enhancing safety for girls, boys, and their caregivers.
- Include in educational institutions' security personnel's job descriptions responsibilities for escorting children across busy intersections during school start and end times, facilitating safe passage and enabling parents (particularly women) to have greater flexibility and time.
- Ensure adequate parking availability in areas surrounding schools to reduce congestion, improve security, and decrease pollution from vehicle idling, thereby protecting the health of children and their caregivers.
- Invest in dog control, including by enclosing garbage structures, so more people feel safe walking.
- Install signage that encourages "sharing the road" and attention to bikes at least on main streets frequented by cyclists.

Municipality of Pristina

Municipal Assembly

- Continue allocating resources to implement the Pristina Green City Action Plan and SUMP using GRB.
- Draft a regulation that closes Germia Park to motorised vehicles, particularly forbidding entrance of vehicles contributing to noise and air pollution, including motorcycles and four-wheelers. Forbid use of motorised vehicles offroad and require bikers and hikers to use established trails.

Mayor and Directors

- Ensure the GEO is consulted in all public policies, including related to transportation, mobility, and spatial planning.
- Enhance cooperation with women's rights, disability rights, and other CSOs to inform spatial and mobility planning, as well as infrastructure projects, towards engaging more diverse women and men in planning investments that will meet their needs.
- Expedite steps to establish the planned police unit for Pristina towards increasing enforcement of existing legislation and thus revenues, using PPP, providing funds for additional investments in mobility improvements.

Directorate of Capital Investments and Contract Management

- Ensure construction criteria for road infrastructure are gender-responsive including specifications for sidewalks, bike lanes, lighting, and curbs.

Directorate for Public Services, Protection, and Rescue

- Expand the network of bike lanes, ensure that they are safe and clear, and establish shared bus and bike lanes, based on best practices in other urban centres. Prioritise establishing bike lanes to Germia and along the old road to Gjilan.
- Establish a system for reporting and enforcing penalties when accessibility-related rules on public transport, such as assisting passengers or vacating priority spaces, are not followed.
- Install digital platforms at bus stops that display bus timetables, enabling citizens to make more informed decisions.
- Consider installing free, secure Wi-Fi connections at public transport hubs and stops to facilitate access to real-time information about upcoming buses. Promote the availability of this service through information boards at stops and online platforms.
- In the feasibility study being conducted to assess urban infrastructure, population density, cost-effectiveness, and long-term maintenance capacity, including whether a tram network may be realistic and beneficial for Pristina, ensure that gender analysis is included and GRB used to inform costs.
- Reduce traffic congestion by discouraging irresponsible parking on streets, sidewalks, and bike lanes (e.g., through fines), limiting car access in the city centre potentially by introducing electronic tolling, constructing ring roads, and restricting market supply deliveries to early morning hours rather than during the day.
- Consider equipping 1A buses with a luggage storage area.
- Increase the number of buses and thus bus frequency, reducing overcrowding, particularly on lines 1 and 3. Improve availability of evening buses.

Directorate of Parks

- Ensure regular inspections and fines throughout Germia Park, including in offroad areas, collecting revenues while protecting the environment. Provide information and ways for park users to report violations. Budget for and implement plans for electric bus services in the park.

Municipality of Dragash

- Establish a new, climate-responsive municipal transportation and mobility plan, drawing from a comprehensive gender analysis and inclusive public consultation process. Ensure it includes objectives, indicators, and targets towards gender- and climate-responsive transport, as well as implements GRB.
- Establish additional bus services subsidised by the Municipality, including predictable, frequent minibus routes linking Dragash with outlying villages. Establish regular schedules based on citizens' travel times for work and education. Provide taxi drivers with opportunities to secure licenses for driving buses or other jobs towards addressing their potential concerns and resistance to bus routes.
- Consider establishing additional taxes and implementing fines to generate own revenues for expanding public transportation and other mobility investments as outlined in recommendations to all municipalities. This could include: a tourism tax on hotels and parking; parking fees; road entrance fees near the Park; fines for violations of the legal framework; and higher property taxes for non-residents.
- Improve snow removal on side roads during winter.

Kosovo Police

- Collect, submit to KAS, and publish regularly updated data on persons affected by traffic accidents by type of transport mode, as well as genders and ages of persons affected.
- Enforce traffic violations with fines, including ignoring crosswalks, running red lights, engine-revving as noise pollution, speeding, and other dangerous driving behaviours. Enforce use of helmets for cyclists, e-scooters, and motorcycles; and appropriate seatbelt and car seat use in vehicles, including for children.
- Fine those parking illegally on sidewalks and in streets, especially around schools, including taxi drivers. This will help reduce congestion and decrease pollution from idling, towards children's health and safety.
- Support awareness campaigns related to transportation, including existing laws and safety.

CSOs

- Organise campaigns to inform diverse women and men about their rights on public transport and how to report failures. Encourage recording of violations to secure evidence.
- Inform diverse women and men how to report harassment, problems with sidewalks and other infrastructure, and other transportation-related issues.
- Continue raising awareness among persons with disabilities of the right for personal assistants to have free access to transportation, and how to report violations of this, supporting advocacy

for implementation of this right.

- Increase public awareness about the harms of air pollution, as well as health and cost benefits of using alternative low emission transport. Inform people about legislation on air, noise, and other transport-related forms of pollution, providing information on how they can report violations.
- Continue to advocate for the Government to engage diverse CSOs in designing transport and mobility policies and actions, towards a gender-responsive and inclusive perspective.



Bus Companies

- Use affirmative measures to hire more women drivers and conductors, which contributes to gender equality in employment and can enhance feelings of safety, particularly among women clients.
- Ensure that all bus personnel are trained to assist passengers who need help boarding and exiting the bus, including using vehicle features such as adjustable bus height. Staff should also be trained to enforce the vacating of priority seating and designated spaces for passengers with disabilities.
- Ensure regulations include clear guidance on addressing sexual harassment by clients.
- Ensure all staff undergo obligatory training on sexual harassment, how to identify it, and what to do to address it, equipping them to identify and handle such situations on buses.
- Require obligatory training for all staff on identifying stress and anxiety among clients and how to handle emergency situations, health issues, and anxiety attacks.
- Display information on transport rights and how passengers can report poor service.
- Introduce additional lines to improve interconnectivity (see Annex 6).

ANNEXES

Annex 1. Ethics Review Checklist

In line with best practices in research with human subjects, KWN undertook a full ethical review of the planned research methodology prior to beginning the research, which was reviewed by an external stakeholder for completeness. The summary of the review is in this Annex. KWN implemented the planned procedures outlined herein, towards an ethical approach throughout the research process.

Clear, defined public benefits

Identifying user need

The research aims to meet a clearly defined, legitimate, and unmet need for gender analysis related to climate change-responsive transportation. The need has been clearly stated in the introduction to the methodology. KWN engaged with relevant stakeholders to fully establish the user need, consulting with responsible government officials at local and central levels and diverse civil society representatives and international organisations. KWN drew from existing research, worked alongside other research groups, and collaborated closely with the municipalities examined to prevent over-researching small populations insofar as possible.

Public benefit

KWN explained in the methodology how findings from this research will benefit the public, by providing evidence-based recommendations to inform improved policies and expenditures related to gender- and climate-responsive transportation. KWN does not anticipate any risks that public benefits will not be realised. Meanwhile, any potential risks affiliated with participating in the research were described in materials distributed to the research subjects (e.g., consent forms). In planning and implementation, KWN considered and discussed how the research could disproportionately benefit and/or disadvantage particular groups, and this has been addressed in the methodology and research findings. KWN sought to identify benefits for diverse groups by utilising an intersectional approach to the research, which involved focus groups and interviews with very diverse groups, including of different genders, locations, ethnicities, ages, abilities, economic statuses, and sexual orientations.

Appropriate care has been taken to ensure that this research is necessary for realising public benefits. Discussion of the purpose of the research, and who it is for/commissioned by is clearly outlined in the introduction of the methodology and research tools. Further, the research has been judged to be of more public benefit than risk.

Transparency and distribution

The full methodology discussed the distribution strategy and participants were informed via consent forms about where, when, and how findings will be distributed and can be later accessed. KWN outlined its responsibility in forms and orally to different stakeholders and research participants regarding distribution. KWN has sought to minimize accessibility and equality issues related to accessing findings, as they will be made available in three main languages and publicised. They will not be available in Braille due to resource limitations but will be available in PDF, which allows for listening to the publication. All relevant stakeholders and research participants have been informed how to access the findings in the information materials and consent forms provided.

KWN has sought to ensure that the research process is fully transparent by outlining the processes used for qualitative and quantitative research in the methodology and findings. Research instruments are available upon request, and statistical techniques have been described.

Sound research methods and protection against bias in interpretation

KWN sought to ensure that the research design was appropriate to the groups participating, including by consulting with local stakeholders on the methodology and approach prior to initiating the research. KWN assesses that the level of burden (e.g., time) for research participants is appropriate for the people involved. Care was taken to ensure that survey materials and interview guides were not overly wordy and restricted only to areas of relevance. The diverse perspectives of people according to their gender, disability, ethnicity, religion, sexual orientation, socioeconomic, and age has been considered and discussed in the findings. A short explanation of why the proposed methodology is the best and most cost-effective way of answering research questions has been given in the methodology. Consideration of potential biases in the data, methods, and analysis techniques has been included in the methodology and findings.

Data protection regulations and the secure handling of personal data

KWN has followed procedures outlined in its Policy Manual, based on Kosovo law, related to data protection. Data has been kept secure in KWN's password-protected archives, stored using identifiers. The fact that data will remain confidential has been presented in consent forms. All researchers have signed confidentiality statements. Procedures involved informing and assuring participants that their data would be treated in accordance with relevant data protection legislation and full anonymity of research participants has been guaranteed. Care has been taken to ensure that subjects' responses have been fully anonymised. All consent forms were read to interview participants prior to interviews and oral consent secured prior to proceeding with the research. All participants received copies of consent forms for their records.

Participation in research is based on specific and informed consent

KWN has ensured that all participants were informed and understand the project, purpose, funder, topics, and that their participation is voluntary, as this was part of the Consent Form, read orally and provided to them. All participants provided fully informed consent prior to participating in the research. No follow-up research has been undertaken, so further consent to share personal information or to contact further was not needed.

Vulnerable adults and children

KWN did not interview participants who lacked the mental capacity to provide informed consent for themselves. Nor did KWN interview children or young people under age 18.

Research findings

The data collected during the research will not be used for any purpose other than its originally defined purpose (to improve transport infrastructure in Kosovo and the Western Balkan region). To safeguard this commitment, it will be copyrighted and clearly state how to contact the authors in the event of potential other use. Identifying details that could breach participant confidentiality have been changed or removed if KWN assessed any danger that research participants could be identified individually from the research findings. All findings have been read before publication with this in mind to ensure that no one can be identified. All identifying names and details have been changed and research participants' names and data have been destroyed following data analysis.

External ethical scrutiny

The project was subject to independent ethical review by an external reviewer.

Secondary research

All quoted desk research has been attributed with working hyperlinks in the footnotes/bibliography to ensure access. Where the legal basis for processing data was not consent (e.g., observation of transport infrastructure) observed individuals who objected to being counted were given the choice of their data being excluded. Permission was granted by Trafiku Urban to conduct observation on the buses. Bus drivers and conductors were informed by Trafiku Urban about the observation activity. No material was visually recorded, except photographs of infrastructure in which people are not present. Photographs of people in public spaces do not have identifiers. Researchers conducting observational research in public spaces carried identification and the information sheet describing the purpose of the research, which was made available on request.

Participant selection processes

KWN outlined the steps taken towards representativeness in the methodology. Depending on the method and source, this included random, purposive, and variation sampling. KWN sought to ensure that participants were not "hand-picked" by gatekeepers and to collect diverse views. The methodology explains the selection process for recruiting research participants.

Incentives

Survey participants received standard incentives provided by the MNFORCE platform (e.g., points redeemable for cash or prize draws). Focus group and interview participants did not receive direct incentives, aside from the opportunity to participate in informing public policies and budgets to better meet their needs. However, travel expenses to the KWN office were reimbursed to avoid any personal financial burden.

Research enables participation of the groups it seeks to represent

Identifying and reducing barriers to participation

The methodology involved identifying potential barriers to participation and encouraging wide participation. This included providing for travel costs, offering opportunities to provide input online, varying times and locations of interviews, ensuring accessibility of venues, and conducting research in different languages.

Ensuring hard to reach groups are included

The methodology presents how the research might have excluded some people. Steps have been taken to address these shortcomings wherever possible, including interviews with organisations representing potentially excluded groups and collection of existing data. KWN has consulted stakeholders to identify barriers to participation for certain groups and sought to reduce barriers prior to data collection.

Research is conducted in a manner that minimises personal and social harm

Consideration was given to questions that covered potentially stressful or sensitive subjects, such as ethnicity or economic status, which were only asked towards the end of the online anonymous survey. Researchers were trained to minimise stress by keeping their tone and manner neutral and ensuring that research participants were aware of their right to terminate the interview at any stage of the process without the need for any explanation. This was stated clearly in the consent form. Further, prior to commencement of interviews, research participants were informed of their right to withhold their interview material and have it excluded from the findings until the point of publication. Research tools were kept concise and only questions that were relevant to the research were included. Care was taken that interview length was kept to a minimum and that participants were not pressed for further information unless it was freely volunteered. In cases when potential research participants declined to participate in the research, researchers took care to ensure that their wishes were respected.

Researchers

All researchers were trained in the research methods and confidentiality.

Annex 2. Responsibilities related to Transportation

This Annex presents institutions and summarises their responsibilities related to budget, mobility, and transportation, towards identifying actors responsible for implementing recommendations.

Ministry of Finance, Labour, and Transfers

Under MFLT, various departments and divisions manage policy, budget, economic, and labour functions, reporting to the Secretary General.⁵⁷⁷ The **Budget Department** plans, coordinates, and implements budget policies to enhance resource allocation, fiscal discipline, and transparency in state budgets. It prepares the MTEF, the Draft Law on Budget Appropriations, and budget circulars. It is responsible for assessing budgetary impacts. The Department manages budget processes, collaborates on Internet Technology (IT) system development, records multi-year commitments, and advises budget organisations. It has four divisions, which report to the Director of the Budget Department. First, the **Budget Policy, Coordination, and Reporting Division** oversees the budget process, policy coordination, and MTEF preparation. It develops budget circulars, analyses financing options for government priorities, and advances budget systems and procedures. The Division also conducts gender budgeting analysis, evaluates performance indicators, and collaborates with the Legal Department on budgetary implications. Second, the **Central Budget Division** prepares the Budget of the Republic of Kosovo and the central level MTEF. It should support budget planning, assesses the financial impact of initiatives, evaluates budget reallocation requests, and enhances performance budgeting reporting. It assists budget organisations in budget preparation and monitoring, providing recommendations to the Minister on budget transfers and allocations. Third, the **Municipal Budget Division** prepares the municipal draft budget and MTEF, supports municipalities in budget planning, and evaluates requests for budget reallocations. It furthers capacities of local budget organisations, analyses budget execution, and prepares recommendations for transfers and grants. The Division supports the Grants Commission and ensures compliance with local finance legislation. Fourth, the **Budget Processing Division** manages budget processing at central and municipal levels, ensuring compliance with legislation and government priorities. It oversees multi-year commitments, maintains the budget system, records budget changes, and advises budget organisations in planning, drafting, and monitoring financial plans and capital projects.

The **Immovable Property Appraisal Department** assesses property values for taxation, expropriation, and exchange. It develops appraisal models, monitors private appraisers, processes expropriation and exchange requests, and collaborates with relevant entities to gather market data. The Department also works with the IT Division to enhance the property appraisal system and prepares valuation reports. It has two divisions: Property Tax Immovable Property Appraisal and Expropriation and Exchange Immovable Property Appraisal.

⁵⁷⁷ Assembly of Republic of Kosovo, [Law No. 06/L-113 on Organization and Functioning of State Administration and Independent Agencies](#), 2019; Assembly of Republic of Kosovo, [Law No. 08/L-197 on Public Officials](#), 2023; Assembly of Republic of Kosovo, [Regulation \(GRK\) No. 04/2021 on Amendment and Supplementation of Regulation \(GRK\) No. 02/2021 on Areas of Administrative Responsibility of the Office of the Prime Minister and Ministries](#), 2021. In this section, information on each department is from the MFLT [website](#), accessed 3 July 2025.

The **Financial Reporting Department** analyses financial reports and provides technical support to the Kosovo Council for Financial Reporting and the Public Oversight Board. It monitors and updates accounting standards, oversees licensing and supervision of accounting and auditing associations, and manages financial statement processing. The Department also handles investigative and disciplinary procedures related to financial reporting. It consists of the Support Division for Financial Reporting Structures and the Financial Report Processing Division.

The **Legal Department** ensures that the Ministry's policies are transformed into normative acts in compliance with Kosovo's legal framework, the EU Acquis, and international standards. It drafts and reviews legislation, ensures legal compliance, provides legal opinions, supports international agreements, and handles complaints. It also coordinates the Ministry's legislative program and legal representation. It consists of four divisions: Legislation Drafting, Acquis Legislation Approximation, Legal Support, and Complaints and Submission Review.

The **Internal Audit Department** provides independent assessments to improve the Ministry's risk management, control, and governance processes. It ensures compliance with laws, evaluates internal controls, conducts audits, and reports findings to senior management and the Audit Committee. It also monitors fraud risks, implements quality assurance programs, and submits regular audit reports. It has two divisions: Internal Audit within the institution and Internal Audit outside the institution.

The **Economic Policy Department** develops economic forecasts, evaluates initiatives, and monitors fiscal risks towards macro-fiscal stability and economic growth. It prepares macroeconomic projections, supports budgetary and economic reform planning, and advances fiscal modelling. The Department assesses alternative scenarios in response to government proposals and economic shocks, evaluates tax policy changes when drafting the MTEF and budget, and analyses the cost-benefit impact of taxes. It also supports executive agencies in implementing tax legislation. It has three divisions: Macroeconomic Modelling, Fiscal Risk Analytics and Analysis, and Tax Policy and Analysis.

The **Public-Private Partnership Department** facilitates cooperation between the public and private sectors for public services and infrastructure. It supports the Public-Private Partnership Committee, advises on regulations and policies, evaluates project sustainability, and coordinates with public authorities. It also provides capacity-building and monitors partnership contracts. It includes three divisions: Coordination and Capacity Building, Project Evaluation, and Monitoring of Public-Private Partnership Contracts.

The **European Integration and Policy Coordination Department** ensures that the Ministry's policies, plans, and strategies align with government priorities and EU standards. It coordinates drafting and monitoring of European integration plans, government work programs, and policy documents while supporting compliance with EU obligations. It also oversees IPA assistance coordination, facilitates capacity building, and leads meetings related to the European agenda. It has three divisions: European Integration, Policy Coordination, and IPA Coordination.

The **Information Technology Systems Management Department** plans, develops, administers, and maintains IT services in the Ministry. It oversees IT policies, infrastructure, security, software, and system advancements, coordinating with internal departments, agencies, and external institutions. The Department manages official electronic communication and collaborates with the Information Society Agency. It includes three divisions: IT Infrastructure and Security, IT Operations, and Applications Management.

The **Department of Financing** coordinates international financial cooperation, manages state debt, and oversees agreements on financial and social security matters. It collaborates with international financial institutions, facilitates bilateral financial agreements, and supports donor-funded projects. It also works on eliminating double taxation agreements, developing financial markets, and preventing donor fund misuse. It includes four divisions: Interstate Financial and Social Security Cooperation, Cooperation with International Financial Institutions, Central Support for Development Projects, and Debt Management.

The **Central Harmonisation Department** develops and coordinates policies for financial management, control, and internal audit in the public sector. It aligns practices with international standards, oversees auditor training and certification, monitors financial management systems, and ensures audit quality through evaluations. The Department also compiles annual reports on internal financial controls. It consists of two divisions: Internal Audit Harmonisation and Financial Management and Control Harmonisation.

The **General Services Department** provides administrative support to the Ministry by managing logistics, document administration, translation services, and asset management. It oversees the archival system, office affairs, and service coordination across the Ministry. It has three divisions: Logistics, Document Administration, and Language Support.

The **Property Tax Department** develops and administers property tax policies, oversees tax collection, and ensures compliance with legislation. It conducts audits, maintains property tax records, assists municipalities in tax administration, and enforces unpaid tax collection. It collaborates with public authorities and the IT Systems Management Department to enhance the property tax system. It consists of three divisions: Inspection, Property Tax Legal Affairs, and Information, Education, and Support Services.

The **State Aid Department** oversees state aid control by supporting the State Aid Control Commission in ensuring compliance with legal and international obligations. It evaluates aid proposals, monitors state aid implementation, maintains the State Aid Register, and cooperates with institutions on policy development and capacity building. It raises awareness of state aid rules to prevent unauthorised assistance that could distort competition. It has three divisions: State Aid Assessment, State Aid Control Oversight, and State Aid Control Advocacy.

The **Pension Department** develops and implements policies for pension and disability social security. It administers state-funded pension schemes, manages pension payments, maintains records, and oversees compliance with relevant legislation. It coordinates international pension rights, monitors policy implementation, and prepares financial projections. It has four divisions: Pension and Disability Policy, External Social Security and Pension, Pension Scheme Administration, and Administration of Pension Schemes for War Categories.

The **Budget and Finance Department** oversees budget planning, execution, and financial management in compliance with public financial regulations. It prepares budget proposals, the MTEF, and financial reports, ensuring proper fund allocation and expenditure monitoring. It manages cash flow, financial transactions, and internal financial controls, providing regular budget execution reports. It consists of two divisions: Budget Planning and Monitoring, and Budget Execution and Reporting. The Director is the Chief Financial Officer.

MFLT also has several agencies, including the Kosovo Tax Administration, Kosovo Customs, Treasury, Financial Intelligence Unit, Central Procurement Agency, Labour Inspectorate, Employment Agency, and the Supervisory Council for the Licensing of Immovable Property Appraisers. These agencies oversee taxation, customs, financial management, procurement, labour regulations, employment services, and property appraisal licensing.

Ministry of Environment, Spatial Planning, and Infrastructure

MESPI “prepares public policies, drafts legal acts, drafts and adopts bylaws, implements them, and determines mandatory standards in the fields of environmental protection, water, spatial planning, construction, housing, cadastre, road transport, railway, air transport, sea transport and road safety.”⁵⁷⁸ It is responsible for coordinating activities related to environmental and spatial planning. Its duties include overseeing the implementation of established standards, monitoring environmental conditions and spatial planning, and managing infrastructure development and utilisation. The Ministry has several departments, described in this section.

The **Department of Civil Aviation** oversees Kosovo’s civil aviation sector under Law No. 03/L-051. It drafts legislation, develops national air transport policies, regulates the economic aspects of air transport, issues licenses, and ensures compliance with international agreements. It promotes a competitive, sustainable, and transparent aviation market while supporting industry growth and regional economic development.

The **Department for European Integration and Policy Coordination**, established under Regulation No. 01/2011, supports Kosovo’s European integration process. It coordinates EU-related activities, manages financial support from IPA and other funds, monitors EC recommendations, aligns legislation with the EU Acquis, and advises on transportation planning. It has two divisions: the Division for European Integration and the Division for Policy Coordination and Transport Planning.

The **Vehicle Department** develops policies and strategies for vehicle regulation, road safety, and EU alignment. It drafts legislation, harmonises technical procedures, manages homologation and technical controls, and oversees licensing and training for driving schools and instructors. It has two divisions: the Division for Technical Control of Vehicles and Homologation and the Driving School Division.

The **Department of Finance and General Services** provides logistical, personnel, legal, financial, and communication support to the Ministry. It oversees human resources, training, gender equality, and civil service compliance. The Logistics Sector manages transport, IT, translation, and inventory. The Procurement Division handles public procurement planning and contract execution, while the Budget and Finance Division oversees budget proposals, expenditures, and audits. The Public Communication Division manages media relations, public access to information, and the Ministry’s website.

The **Driver’s License Department** implements policies for driver candidate testing and manages licensing for professional drivers. It coordinates with relevant divisions, oversees exam logistics, issues documentation, and processes exam results. It includes the Driver’s License Division and the Division for Inquiries, with licensing centres in Gjilan, Ferizaj, Prizren, Pristina, Peja, Mitrovica, and Gjakova.

The **Legal Department** provides legal support for drafting strategic and legislative documents, ensuring compliance with drafting standards, EU requirements, and Kosovo laws. It offers legal advice, assists in drafting legislation, and collaborates with the Ministry of Justice in court disputes. It includes the Division for Drafting and Harmonisation of Legislation and the Division for Supervision of Law Enforcement, Legal Support, and Inter-Institutional Cooperation.

⁵⁷⁸ Republic of Kosovo, Government, Regulation No. 02/2021 on the areas of administrative responsibility of the Office of the Prime Minister and Ministries, 2021, p. 61. Information for each department was taken from MESPI [website](#), accessed 3 July 2025.

The **Department of Land Transport** oversees road transport services. It has three divisions: the Division for Policy Development and International Relations in Land Transport, the Division of Goods Transport, and the Passenger Transport Division.

The **Department of Road Infrastructure** oversees road development and maintenance. It includes the Directorate of Roads of Kosovo and various divisions and sectors related to project management, road safety, environmental oversight, policy and programs, training and communications, bridges, planning, road strip management, and Geographic Information System (GIS).

The **Department of Road Management** oversees the maintenance, construction, and safety of highways, national, and regional roads. It conducts research, supervises roads and bridges, implements seasonal maintenance plans, and advises municipalities on local roads. It also manages financial planning, monitors traffic data, enforces axle load controls, and oversees permits for construction near major roads. It includes the Division of Maintenance, Construction, and Road Safety Management, and the Technical Support and Properties Division.

The **Inspectorate Department** oversees compliance with road safety and transport regulations, initiates legal amendments, coordinates with central and local institutions, and proposes solutions for road safety challenges. It has four divisions: Road Transport Inspection, Technical Controls Inspection, Driving Schools Inspection, and Road Infrastructure Inspection.

The **Coordinating Department of the Council for Road Communication Safety** works to improve road traffic safety by developing policies and programs, coordinating with stakeholders, including CSOs, and conducting awareness and educational campaigns to prevent accidents.

MESPI also has two agencies: the Kosovo Environmental Protection Agency (KEPA) and Kosovo Cadastral Agency. **KEPA** was established under the Law on Environmental Protection to enhance institutional infrastructure and effectiveness in environmental management. It is responsible for administrative, professional, scientific, and research support in environmental protection, nature conservation, and biodiversity management. The Agency officially operationalised in 2006 but faced administrative and financial challenges that delayed its full functionality until June 2007. KEPA's mission is to maintain environmental quality through integrated monitoring, an efficient environmental information system, and continuous reporting with a vision of ensuring effective environmental oversight for sustainable economic growth. KEPA's responsibilities are outlined in Law No. 03/L-025, which mandates the Agency to monitor environmental quality, develop a national environmental information system, and establish reference centres for environmental data. It collects, processes, and evaluates environmental data, compiling reports on air, water, soil, biodiversity, and climate change. KEPA also advises on environmental protection programs, collaborates with the European Environment Agency and other international institutions, and ensures public access to environmental information per European standards. KEPA also supports defining policies, maintains environmental databases, and assesses the impact of various environmental factors.

Parliamentary Committees

Parliamentary committees in the Assembly of Kosovo play a key role in legislative and oversight functions, as outlined in Article 77 of the Constitution. They include standing, functional, and ad hoc committees, established at the start of each electoral mandate to reflect the Assembly's political composition. Ad hoc committees can be created for specific issues, holding the same authority as functional committees. All committees are governed by Chapter XIV of the Assembly's Rules of

Procedure. At the time of writing, Kosovo did not have functional committees following the February 2025 elections. In the VIII Legislature, the Assembly formed four standing and ten functional committees.

Committee on Budget, Labour, and Transfer

The Committee is responsible for reviewing and providing recommendations on the annual draft law on budget appropriations, public finance legislation, and financial liabilities. It reviews the budgetary impact of proposed laws, monitors implementation of public financial policies, and ensures compliance with accounting standards, public debt management, and public procurement. The Committee also supervises social welfare policies, including social security, pension schemes, and employment strategies, towards protecting vulnerable groups. It conducts public hearings and reports to the Assembly on matters within its scope. With ten members, including eight men (80%) and two women (20%), and a male chairperson, women were underrepresented in the Committee. During the 151 meetings that this Committee held in 2021-2024,⁵⁷⁹ no discussions examined citizens' needs and gender in relation with transport, and infrastructure.

Committee for Oversight of Public Finances

The Committee has the responsibility of monitoring the legality and performance of public expenditures, including reports from the National Audit Office, budget organisations, and public enterprises. It reviews draft laws, monitors law implementation, and examines reports from oversight institutions. It handles the selection of external auditors for the National Audit Office, assesses its annual performance, and recommends actions to the Committee on Budget, Labor, and Transfer. It initiates auditor elections and arranges public hearings. It had a gender-balance of six men and five women. During its 103 meetings in 2021-2024,⁵⁸⁰ no discussions examined citizens needs and gender in relation with, transport, and infrastructure.

Committee on Agriculture, Forestry, Rural Development, Environment, Spatial Planning, and Infrastructure

The Committee is responsible for monitoring Government efforts related to agriculture, including digitalisation. It has a gender balance of five women and five men. In its 79 meetings in 2021-2024,⁵⁸¹ no discussions examined citizens needs and gender in relation with, transport, and infrastructure. During a Committee meeting, it was mentioned that Environmental Impact Assessment (EIA) debates are sometimes held in village cafés. The Chair explained that such debates focus on the EIA: "For example, regarding the project in Dollc, Gremnik of Klina, the debate was held in Zllakuqan. In such debates that take place in village cafés, women generally do not participate, which was one of the reasons for changing this practice. Regarding the organisation of public hearings, the Chair said that Article 16, reformulated by the working group in cooperation with civil society and the ministry, provides the answer to this question, while the detailed procedure for planning and organising public consultations will be defined by a sub-legal act of the ministry".⁵⁸²

579 Assembly of Republic of Kosovo, Committee on Budget, Labor and Transfer, [Meeting Minutes \(14 April 2021 – 21 November 2024\)](#).

580 Assembly of the Republic of Kosovo, Committee for Oversight of Public Finances, [Meeting Minutes \(8 April 2021 – 31 October 2024\)](#).

581 Assembly of the Republic of Kosovo, Committee on Agriculture, Forestry, Rural Development, Environment, Spatial Planning and Infrastructure, [Meeting Minutes \(13 April 2021 – 14 November 2024\)](#).

582 Committee on Agriculture, Forestry, Rural Development, Environment, Spatial Planning, and Infrastructure, [Meeting](#), 6 December 2022.

Committee on Health and Social Welfare

The Committee's responsibilities include developing policies, reviewing legislation and budgets, and overseeing the implementation of laws, ensuring wellbeing and social protection of vulnerable groups. It had four women (40%) and six men (60%) members. During its 89 meetings in 2021-2024,⁵⁸³ no discussions examined citizens needs and gender in relation with, transport, and infrastructure.

⁵⁸³ Assembly of the Republic of Kosovo, Committee for Health and Social Welfare (13 April 2021 – 10 June 2024).

Annex 3. Survey Tool

Introduction and consent

Thank you for participating in this important survey about transportation and how you'd like to see it improved. Based on your input, we, the Gender Budget Watchdog Network, will write a report with recommendations for the government on how to better meet **your** and others' transportation needs. All the information that you share will be anonymous. No one will know it was you. The survey takes approximately 20 minutes, and we hope you will answer all questions until the end so we can represent you well! This study is being supported by the Austrian Development Agency (ADA) and the Swedish International Development Cooperation Agency (Sida).

About you

First, I'd like to know more about you.

1. In which year were you born? _____

1.1. Prefer not to say

2. With which gender do you identify?

2.1. Woman

2.2. Man

2.3. Other

2.4. Prefer not to say

Ownership & Access

3. Do you personally own... [Please mark all that you have].

3.1. A car

3.1. A regular bicycle

3.1. An e-bicycle

3.1. An e-scooter

3.1. None of the above

4. In case you want to use it, do you have access to... [Please select all].

- 4.1. A car
- 4.2. A regular bicycle
- 4.3. An e-bicycle
- 4.4. An e-scooter
- 4.5. Buses
- 4.6. None of the above

Transportation

Now we have some questions about transportation and how you use it.

5. Approximately how far do you travel to work or school each day, one way, in kilometres?

- 5.1. I don't travel (0)
- 5.2. 1-5 km
- 5.3. 6-10 km
- 5.4. 11-15 km
- 5.5. 16-20 km
- 5.6. 21+ km
- 5.7. Don't know

6. Approximately how much time does it take you to travel on an average, normal day?

- 6.1. Less than 30 minutes
- 6.2. 31-60 min
- 6.3. More than an hour, but less than two
- 6.4. 2 hours or more

Now we have some questions about the types of transportation that you use.

Question	Responses	Bus	Walking	Cycling/ skateboard	Car	Taxi	E-scooter
1. How affordable is [type of transportation] for you?	<ul style="list-style-type: none"> – Unaffordable: too expensive – Affordable but somewhat expensive – Very affordable – Don't know – Refuse 						
2. How often do you use [means of transportation]?	<ul style="list-style-type: none"> – Every day – Several times a week / weekly – Several times a month – Rarely – Never 						
3. [If rarely/never] For what reasons are you not using it? Please mark all that apply.	<ul style="list-style-type: none"> – Speed (slow); no time – Inconvenient (like for carrying things, children) – Inaccessible (no stops near me or where I go) – [Buses only] No service available – Unsafe – I don't like it – [not for walking] I don't have one – I don't know how – I am unable (e.g., physical reasons) – Too much work – Bad weather [for walking, cycling, scooter] – Other (please write) 						
4. [If rarely/never] What would make you more likely to use it more often? Please mark all that apply.	<ul style="list-style-type: none"> – Nothing: I'd never use it – Lower cost – More convenient (better connections) – Safer (better paths/roads) – If my friends did it – Other [please write] – Don't know <p>[àNext question]</p>						
5. [If not rarely/never] What are your main reasons for using this type of transportation? Mark all that apply.	<ul style="list-style-type: none"> – Speed (fast) – Convenience – Lower cost – Safety and security – Environmental/social responsibility – Health – No specific reason – Other [please write] 						

6. For what purpose do you use this form of transportation? Mark all that apply.	<ul style="list-style-type: none"> – Going to work/education – Taking children (to school, etc.) – Leisure (going out, to theater, dinner) – Sports and/or health – For accessing health or social services – Other [please write] _____ 						
7. How accessible would you say this transportation is for different people like people with infants, the elderly, and persons with disabilities?	<ul style="list-style-type: none"> – Very accessible – Somewhat accessible – Not at all accessible – Don't know 						
8. How safe do you feel when using this type of transportation? (for example with lighting and sidewalks)	<ul style="list-style-type: none"> – Very safe – Somewhat safe – Not safe at all – I don't know 						
9. In total, approximately how much do you spend on this form of transportation per week?	<ul style="list-style-type: none"> – [continuous, numerical] 						

10. Are there any type of transportation that you would not feel safe to use by yourself? [Probe: that someone should go with you]. Mark all that apply.

Transport mode	During the day	At night	I feel safe at any time to travel alone
Bus			
Walking			
Cycling			
Car			
Taxi			

11. How safe do you feel the sidewalks are in your municipality?

Transport mode	Day	Night
Very safe		
Somewhat safe		
Not safe		
I don't know		

12. How accessible are they for people with disabilities or strollers?

12.1. Very accessible

12.2. Somewhat accessible

12.3. Not accessible at all

12.4. I don't know

Impact

Now I have some questions about how transportation affects your life.

13. In the last five years, have you decided not to continue your education because you did not have adequate transportation?

13.1. Yes

13.2. No

14. In the last five years, have you refused a job because of poor or unavailable public transportation?

14.1. Yes

14.2. No

15. In the last five years, have you not participated in policy development (attend a government public consultation or other participation process) because you did not have transportation?

15.1. Yes

15.2. No

16. [If yes to any] Why? Please select all that apply.

16.1. Lack of nearby public transportation

- 16.2. Having to use more than one means of transportation to get to work
- 16.3. Type of service and routes
- 16.4. High public transportation cost compared to salary
- 16.5. Lack of security in public transportation
- 16.6. Not wanting to use public transport every day
- 16.7. Time spent in transport
- 16.8. Inaccessibility of public transport for people with disabilities
- 16.9. Other, please write _____

Environment and climate change

- 17. To what extent do you think that cars contribute to air pollution in your municipality?
 - 17.1. Not at all
 - 17.2. A little
 - 17.3. A lot
 - 17.4. Don't know

- 18. To what extent are you worried about climate change?
 - 18.1. Not at all
 - 18.2. A little
 - 18.3. A lot
 - 18.4. Don't know

- 19. Related to your transportation choices, do you feel that you personally can do anything to address climate change?
 - 19.1. No, nothing
 - 19.2. Not much but maybe something small
 - 19.3. Something
 - 19.4. Yes, a lot
 - 19.5. I don't know

- 20. [If no/don't know] For what reasons? Mark all that apply.
 - 20.1. I don't believe in climate change

20.2.I don't care about climate change

20.3.The government should address this, not people

20.4.Many people have to change and others aren't, so why should I?

20.5.Its not a priority for me

20.6.I feel lazy to walk or bike, for example

20.7.Its too expensive to choose another form of transport

20.8.Other, please write _____

Towards reducing climate change, how interested are you in using any of the following forms of transportation **if they were available to you?**

	Not at all	Somewhat	Very	Don't know	If not, what's the main reason?
21. Electric car					<input type="checkbox"/> Too expensive <input type="checkbox"/> Unavailable <input type="checkbox"/> Other, please write:
22. Shared cars / carpooling					<input type="checkbox"/> Difficult to coordinate <input type="checkbox"/> I like my independence <input type="checkbox"/> Insecure <input type="checkbox"/> Other, please write:
23. Buses					<input type="checkbox"/> Unavailable <input type="checkbox"/> Poor connections <input type="checkbox"/> Too slow <input type="checkbox"/> Other, please write:
24. Regular bicycles					<input type="checkbox"/> Too expensive <input type="checkbox"/> Too dangerous <input type="checkbox"/> Not enough paths <input type="checkbox"/> Too slow <input type="checkbox"/> I don't like it <input type="checkbox"/> Other, please write:
25. Electric bicycles					<input type="checkbox"/> Too expensive <input type="checkbox"/> Too dangerous <input type="checkbox"/> Not enough paths <input type="checkbox"/> I don't like it <input type="checkbox"/> Other, please write:
26. Walking					<input type="checkbox"/> Too slow <input type="checkbox"/> Too dangerous <input type="checkbox"/> Other, please write:
27. E-scooters					<input type="checkbox"/> Too expensive <input type="checkbox"/> Too dangerous <input type="checkbox"/> Not enough paths <input type="checkbox"/> I don't like it <input type="checkbox"/> Other, please write:
28. Trams or trolleybuses					<input type="checkbox"/> Unavailable <input type="checkbox"/> Poor connections <input type="checkbox"/> Too slow <input type="checkbox"/> Other, please write:

29. In your opinion, what should the government prioritize towards investing in better public transportation options? Please rank your **TOP 5 priorities** with 1 being the most important for you, and 5 being the least important for you. Do not rank the others that are not important to you. Leave them blank.

	1	2	3	4	5
29.1. More frequent buses					
29.2. Establishing or improving a tram system					
29.3. Using electric or hybrid buses that pollute less					
29.4. Improving the safety inside public transport					
29.5. More bus stops in different areas					
29.6. Better lighting at the public transport stations (bus, train, metro, tram stations at night)					
29.7. Better bike lanes and cycling infrastructure					
29.8. Free or inexpensive rental bike stops around the town					
29.9. Decreasing the cost of public transport					
29.10. Other suggestion? Please write:					

30. How important do you believe it is to build or improve the tram system in your city,

30.1. Not Important

30.2. Somewhat Important

30.3. Moderately Important

30.4. Important

30.5. Extremely Important

31. Do you have any other suggestions for how the government can improve transportation for you?

About You

Please can you tell us a little more about yourself? It will help us to better understand your needs...

32. In which municipality do you live? **[Company: create drop down for each country]**

33. In which village/town/city do you live? **[Company: consider creating drop down for each country to decrease error]**

34. Would you say where you live is:

34.1. Rural

34.2. Urban

35. With which ethnicity or ethnicities do you identify? Select all that apply.

35.1. Albanian

35.2. Ashkali

35.3. Bosnian

35.4. Bulgarian

35.5. Croatian

35.6. Egyptian

35.7. Gagauz

35.8. Gorani

35.9. Hungarian

35.10. Jewish

35.11. Macedonian

35.12. Moldovan

35.13. Montenegrin

35.14. Roma

35.15. Romanian

35.16. Russian

35.17. Serbian

35.18. Turkish

35.19. Ukrainian

35.20. Vlach

35.21. Other (please write)

36. How many people live in your household, including yourself? _____

37. What is your relationship status?

37.1. Single

37.2. In a relationship

37.3. Living with a partner but not married

37.4. Married

37.5. Separated/divorced

37.6. Widowed

37.7. Refuse to answer

38. Do you have children?

38.1. No

38.2. Yes: How many? _____

39. [If yes,] Are any of your children... [mark all that apply]

39.1. Kindergarten age or younger,

39.2. Primary school age, and/or

39.3. Secondary school age?

40. Are you limited because of a health problem in activities people usually do? Would you say you are...

40.1. Severely limited

40.2. Limited but not severely, or

40.3. Not limited at all?

40.4. Refuse to answer

41. Do you have access to your household's income to use it for transportation when you need to go somewhere?

41.1. No, I don't need it as I have my own

41.2. No, they will not provide me with money

41.3. Yes

41.4. Refuse to answer

42. Did you perform any work for pay or profit during the last week?
- 42.1. Yes
 - 42.2. No
43. If yes, are you:
- 43.1. Self-employed with employees (own business)
 - 43.2. Self-employed without employees
 - 43.3. Employee
 - 43.4. Family worker
 - 43.5. No answer
44. Are you employed:
- 44.1. Full time
 - 44.2. Part time
45. [If not working for pay] For what reasons are you not officially employed? Please mark all that apply.
- 45.1. Retired
 - 45.2. Student
 - 45.3. Unpaid worker in family business
 - 45.4. Too much work to do at home, including caring for others
 - 45.5. Receiving social assistance
 - 45.6. Unable to work due to long-standing health issues (disability)
 - 45.7. Receiving money from other family members in the country
 - 45.8. Receiving money from other family members outside the country
 - 45.9. Other, please write:
46. [If not working for pay] Are you currently looking for employment?
- 46.1. Yes
 - 46.2. No

47. How much income do you personally have each month in total from all sources (including assistance or other people)?
- 47.1. Nothing
 - 47.2. 1 – 170 EUR
 - 47.3. 171 – 300 EUR
 - 47.4. 301 – 500 EUR
 - 47.5. 501 – 800 EUR
 - 47.6. 801 – 1000 EUR
 - 47.7. Above 1000 EUR
 - 47.8. Refuse
48. How much total income does your household have from all sources?
- 48.1. Nothing
 - 48.2. 1 – 170 EUR
 - 48.3. 171 – 300 EUR
 - 48.4. 301 – 1000 EUR
 - 48.5. 1001 – 2000 EUR
 - 48.6. 2001 – 3000 EUR
 - 48.7. 3001 – 4000 EUR
 - 48.8. More than 4000 EUR
49. So sorry you cannot complete the survey. Please can you let us know why? [Please mark all that apply]
- 49.1. No time
 - 49.2. It's boring
 - 49.3. I have been surveyed too often lately
 - 49.4. Not interested in the topic
 - 49.5. I doubt it will do any good
 - 49.6. Other [please write]

Annex 4. Demographic Information regarding Survey Participants

Table 48. With which gender do you identify?

Gender	Frequency	Percent
Woman	545	49.5%
Man	542	49.3%
Other	1	0.1%
Prefer not to say	12	1.1%
Total	1100	100%

Table 49. In which age group do you belong?

Age Group	Frequency	Percent
18 - 29	498	45.3%
30 - 39	358	32.5%
40 - 49	177	16.1%
50 - 59	57	5.2%
60 and more	10	0.9%
Total	1100	100%

Table 50. In which municipality do you live?

Municipality	Frequency	Percent
Deçan/Dečani	11	1%
Dragash/Dragaš	2	0.2%
Ferizaj/Uroševac	66	6%
FushëKosovë/KosovoPolje	91	8.3%
Gjakovë/Đakovica	41	3.7%
Gjilan/Gnjilane	40	3.6%
Glogovac/Glogovac	18	1.6%
Gračanicë/Gračanica	1	0.1%
HaniElezit/ElezHan	3	0.3%
Istog/Istok	25	2.3%
Junik	2	0.2%
Kaçanik/Kaçanik	8	0.7%
Kamenicë/KosovskaKamenica	7	0.6%
Klinë/Klina	9	0.8%
Klllokot/Klokot	2	0.2%
Lipjan/Lipljan	23	2.1%
Malishevë/Mališevo	13	1.2%
MitrovicaVeriore/SevernaMitrovica	3	0.3%
Mitrovicë/Mitrovica	45	4.1%

Municipality	Frequency	Percent
Obiliq/Obilić	10	0.9%
Pejë/Peć	38	3.5%
Podujevë/Podujevo	40	3.6%
Prishtinë/Priština	460	41.8%
Prizren	65	5.9%
Rahovec/Orahovac	6	0.5%
Shtime/Štimlje	10	0.9%
Skenderaj/Srbica	4	0.4%
Suharekë/SuvaReka	8	0.7%
Viti/Vitina	13	1.2%
Vushtrri/Vučitrn	34	3.1%
Zvečan/Zvečan	2	0.2%
Total	1100	100%

Table 51. Would you say where you live is...

	Frequency	Percent
Rural	277	25.2%
Urban	823	74.8%
Total	1100	100%

Table 52. With which ethnicity or ethnicities do you identify?

Ethnicity	Frequency	Percent
Albanian	1076	97.8%
Bosnian	5	0.5%
Gorani	1	0.1%
Jewish	1	0.1%
Roma	2	0.2%
Russian	1	0.1%
Turkish	7	0.6%
Other	7	0.6%
Total	1100	100%

Table 53. How many people live in your household, including yourself?

Number of people in household	Frequency	Percent
1	11	1%
10	11	1%
11	5	0.5%
12	2	0.2%
2	79	7.2%
20	1	0.1%
3	129	11.7%
30	2	0.2%

Number of people in household	Frequency	Percent
4	268	24.4%
5	247	22.5%
6	196	17.8%
7	89	8.1%
8	41	3.7%
9	19	1.7%
Total	1100	100%

Table 54. What is your relationship status?

Relationship status	Frequency	Percent
Single	327	29.7%
In a relationship	121	11%
Living with a partner but not married	40	3.6%
Married	564	51.3%
Separated/divorced	12	1.1%
Widowed	6	0.5%
Refuse to answer	30	2.7%
Total	1100	100%

Table 55. Do you have children?

	Frequency	Percent
No	565	51.4%
Yes: How many?	535	48.6%
Total	1100	100%

Table 56. How many children do you have?

Number of Children	Frequency	Percent
0	565	51.4%
1	156	14.2%
2	229	20.8%
3	109	9.9%
4	30	2.7%
5	8	0.7%
6	1	0.1%
8	1	0.1%
9	1	0.1%
Total	1100	100%

Table 57. Are any of your children...

	Frequency	Percent
Kindergarten age or younger	266	24.2%
Primary school age	253	23.0%
Secondary school age	87	7.9%
None of above	68	6.2%
Refuse to answer	426	38.7%
Total	1100	100%

Table 58. Are you limited because of a health problem in activities people usually do? Would you say you are...

	Women	Men	Women Percent	Men Percent
Severely limited	22	22	4%	4%
Limited but not severely	58	53	11%	10%
Not limited at all	425	420	78%	77%
Refuse to answer	40	47	7%	9%
Total	545	542	100%	100%

Table 59. Do you have access to your household's income to use it for transportation when you need to go somewhere?

	Women	Men	Women Percent	Men Percent
No, I don't need it as I have my own	172	178	32%	33%
No, they will not provide me with money	13	28	2%	5%
Yes	313	287	57%	53%
Refuse to answer	47	49	9%	9%
Total	545	542	100%	100%

Table 60. Did you perform any work for pay or profit during the last week?

	Women	Men	Women Percent	Men Percent
Yes	293	396	54%	73%
No	252	146	46%	27%
Total	545	542	100%	100%

Table 61. Are you currently looking for employment?

	Women	Men	Women Percent	Men Percent
Yes	180	78	71%	53%
No	72	68	21%	47%
Total	252	146	100%	100%

Table 62. Are you:

	Women	Men	Women Percent	Men Percent
Self-employed with employees (own business)	24	33	8%	8%
Self-employed without employees	20	41	7%	10%
Employee	221	295	75%	74%
Family worker	7	16	2%	4%
No answer	21	11	7%	3%
Total	293	396	100%	100%

Table 63. Are you employed...

	Women	Men	Women Percent	Men Percent
Full time	225	348	77%	88%
Part time	68	48	23%	12%
Total	293	396	100%	100%

Table 64. How much income do you personally have each month in total from all sources (including assistance or other people)?

	Women	Men	Women Percent	Men Percent
Nothing	49	18	9%	3%
1 – 170 EUR	78	32	14%	6%
171 – 300 EUR	60	40	11%	7%
301 – 500 EUR	121	116	22%	21%
501 – 800 EUR	105	142	19%	26%
801 – 1000 EUR	44	55	8%	10%
Above 1000 EUR	26	78	5%	14%
Refuse	62	61	11%	11%
Total	545	542	100%	100%

Table 65. How much total income does your household have from all sources?

	Women	Men	Women Percent	Men Percent
Nothing	23	33	4%	6%
1 – 170 EUR	40	25	7%	5%
171 – 300 EUR	112	63	21%	12%
301 – 1000 EUR	153	159	28%	29%
1001 – 2000 EUR	129	180	24%	33%
2001 – 3000 EUR	56	50	10%	9%
3001 – 4000 EUR	19	12	3%	2%
More than 4000 EUR	13	20	2%	4%
Total	545	542	100%	100%

Annex 5. Procurement related to Transportation

This Table summarises major investments procured related to transportation in 2019-2023.

Year	Contracting Authority	Contract Description	Value
2019	Ministry of Infrastructure	Expansion of the national road N 9.1, segment Dollc-Gjakova, L=31	€8,590,950
2019	Ministry of Infrastructure	Expansion of the national road N 9.1, segment Dollc-Gjakova, L=31	€6,997,494
2019	Ministry of Infrastructure	Expansion of the national road N 9.1, segment Dollc-Gjakova, L=31 Lot2	€5,434,111
2019	Ministry of Infrastructure	Expansion of the national road N 9.1, segment Dollc-Gjakova, Lot1	€4,616,602
2019	Ministry of Infrastructure	Routine and winter maintenance of the A7 motorway (Ibrahim Rugova)	€4,276,745
2019	Ministry of Infrastructure	Expansion of the national road N 9.1, segment Dollc-Gjakova, Lot1, Lot2, and Lot3	€4,257,737
2019	Ministry of Infrastructure	Expansion of the national road N 9.1, segment Dollc-Gjakova, Lot1, Lot2, and Lot3	€3,998,889
2019	Ministry of Infrastructure	Structures in the expansion of the national road N9.1, segment Dollc-Gjakova L=31 km	€3,981,729
2019	Ministry of Infrastructure	Rehabilitation of the regional road Zhur-Dragash-Brod	€3,824,180
2019	Ministry of Infrastructure	Rehabilitation of the regional road R108, segment II, L=12,580 m	€3,789,533
2019	Ministry of Infrastructure	Routine and winter maintenance of the A7 motorway (Ibrahim Rugova)	€3,500,655
2019	Ministry of Infrastructure	Rehabilitation of the regional road Zhur-Dragash-Brod	€3,212,922
2019	Ministry of Infrastructure	Construction of the Lubozhë-Lugu i Butë road, L=18,000m	€3,133,834
2019	Ministry of Infrastructure	Widening of the national road N2, entrance to Prishtina	€2,504,151
2019	Ministry of Infrastructure	Routine and winter maintenance of the A6 motorway (Arbër Xhaferi)	€2,441,388
2019	Ministry of Infrastructure	Routine and winter maintenance of the A6 motorway (Arbër Xhaferi)	€2,250,000
2019	Ministry of Infrastructure	Construction of the central road R107 in Dezan (Ura e Demës-Carrabreg)	€5,884,040
2019	Municipality of Dezan	Construction of the ring road, continuation of the Bujar Roka road	€3,580,435
2019	Municipality of Gjakova	Construction of the four-lane road from Rahovec to Xhërlë	€2,947,480
2019	Municipality of Rahovec	Road construction in Bjeshkë e Strellcit-Dezan	€2,644,112
2019	Municipality of Gjilan	Road construction in Kumanovo - Phase Two	€2,388,853
2020	Ministry of Infrastructure	Lot 1 - Reconstruction of the regional road R115, segment Prizren-Prevall L=16,000 km	€7,849,716
2020	Ministry of Infrastructure	Lot 2 - Reconstruction of the regional road R115, segment Prizren-Prevall L=10,000 km	€6,643,868
2020	Municipality of Junik	Construction of the road Junik-Gjeravica	€4,416,860
2020	Municipality of Ferizaj	Reconstruction of the road Varosh-Gjiricë	€2,654,329
2021	Municipality of Gjakova	Re-announcement of construction of the Ring Road - new transit	€3,016,565

Year	Contracting Authority	Contract Description	Value
2022	Municipal Assembly - Rahovec	Construction of the central square of the city re-tendering	€3,817,348
2022	Municipal Assembly - Dezan	Construction of the central road in Dezan (from the Dema Bridge to Enver Haradinaj Street)	€3,343,334
2022	Municipal Assembly - Malisheva	Construction of the square and Ibrahim Mazreku Street in Malisheva	€2,659,844
2023	Ministry of Infrastructure	Widening of the national road N25, Prishtina-Besi-Podujeva, Lot 0, 1, 2, 3, and structures Lot 5	€9,254,811
2023	Ministry of Infrastructure	Widening of the national road N25, Prishtina-Besi-Podujeva, Lot 0, 1, 2, 3, and structures Lot 5	€8,644,260
2023	Ministry of Infrastructure	Widening of the national road N25, Prishtina-Besi-Podujeva, Lot 0, 1, 2, 3, and structures Lot 5	€8,447,478
2023	Municipal Assembly - Malisheva	Construction of the square together with the underpasses and the underground parking lot in Malisheva	€8,277,888
2023	Municipality of Ferizaj	Construction of the underpass for cars and pedestrians near the police station in Ferizaj	€7,477,778
2023	Ministry of Infrastructure	Widening of the national road N25, Prishtina-Besi-Podujeva, Lot 0, 1, 2, 3, and structures Lot 5	€6,484,855
2023	Kuvendi Komunal - Lipjan	Construction of the underpass, continued construction of the square, construction of the central park of the city, and the underground parking lot in Lipjan	€6,127,778
2023	Municipality of Ferizaj	Asphalting roads in the village of Jezerc	€5,132,802
2023	Municipality of Glogovac	Widening and construction of the Fehmi and Xheve Lladrovci square in Drenas	€4,388,178
2023	Municipal Assembly - Dezan	Asphalting roads and alleys in villages of the Municipality of Dezan - Lot III	€3,548,221
2023	Municipal Assembly of Prizren	Rehabilitation and construction of asphalt roads and rehabilitation and construction of roads and sidewalks with cubes	€3,470,000
2023	Municipality of Gjakova	Construction of the exit road to Peja - Part of the city ring road	€2,985,383
2023	Municipality of Vushtrri	Reconstruction of Adem Jashari Boulevard and connection to the city park according to lots I and II	€2,713,170
2023	Ministry of Infrastructure	Construction of the junction on the R-6 Arbër Xhaferi Highway in Viti	€2,683,201
2023	Municipality of Ferizaj	Widening of the road in the village of Bibaj - junction on the Arbër Xhaferi Highway	€2,599,354
2023	Ministry of Infrastructure	Construction of the bridge in the expansion of the national road N9.1, segment from the intersection with the national road N9 to Gjakova	€2,468,683
2023	Ministry of Infrastructure	Construction of the cross-border roads Kosovo-Albania Kerstec-Pakishte-Zapod with a length of L=6,348.87m	€2,387,481
2023	Municipal Assembly - Gjilan	Widening of the Hamdi Kurteshi - Gjilan road new tender	€2,365,835

Annex 6. Specific Recommendations for Bus Transport in Pristina

This section includes additional specific recommendations for improving bus transportation, provided by survey participants, enlisted in alphabetical order by location. This information has not been verified by KWN but is provided for further examination by the Municipality of Pristina towards improving services based on citizens' requests.

- In **Bardhosh**, participants recommended creating dedicated bus lanes, increasing bus frequency, and introducing a real-time passenger information system to show arrival and destination times.
- In **Besi**, a woman requested the extension of public bus lines to reach her settlement, which currently lacks access to regular transport.
- In **Bregu i Diellit (Sunny Hill) to Mati 1**, a woman emphasised the need to increase the number of buses due to insufficient service.
- In **Hajvali**, participants suggested posting bus timetables at stations for better public awareness.
- For **Kodra e Trimave** neighbourhood, participants suggested placing all city buses under Trafiku Urban and replacing old private buses with electric or hybrid vehicles to reduce air pollution.
- A resident from **Llukar**, speaking on behalf of the surrounding **Gollak** villages, said that their area has very low traffic and limited bus frequency, with buses passing only three to four times per day. She requested more frequent public transport to better serve these quieter and more isolated zones.
- In **Mati 1**, line 3 goes through the street but does not return. Meanwhile, 3A is a private bus that only runs until 21:00 and does not operate on Sundays.
- In **Matiqan**, men suggested creating dedicated bus lanes.
- In **Prugoc**, it was suggested that public transport operate at least until 22:00, including in villages in Pristina Municipality.
- In **Siqevë** village, it was suggested that public transport be introduced, as around 80 residents currently rely on a private service operating only three times per day.

//

Line 4 should be expanded into two routes: 4A and 4B. One of them should go from Matiqan passing through the student dormitories below. Right now, if you travel from the city to Matiqan, it takes about an hour because Line 4 is very long and takes a complicated route. This also makes the bus overcrowded.

- Woman survey participant

Annex 7. Ownership of Vehicles

Table 66. Ownership of Vehicles by Municipality and Gender

Municipality	Women	Women %	Men	Men %
Deçan	2590	30%	6034	70%
Gjakova	7241	30%	17169	70%
Glllogoc	4535	33%	9269	67%
Gjilan	8931	33%	18500	67%
Dragash	1160	23%	3817	77%
Istog	3133	30%	7259	70%
Kaçanik	2473	31%	5380	69%
Klinë	3046	32%	6522	68%
Fushë Kosovë	3859	33%	7722	67%
Kamenicë	2182	26%	6280	74%
South Mitrovica	5888	31%	13103	69%
Leposaviq	667	27%	1809	73%
Lipjan	4638	31%	10135	69%
Novobërdë	167	27%	451	73%
Obiliq	1706	28%	4348	72%
Rahovec	4072	30%	9357	70%
Peja	7476	31%	16566	69%
Podujeva	6383	30%	15229	70%
Pristina	19723	35%	35928	65%
Prizren	12493	31%	28082	69%
Skenderaj	3929	33%	7843	67%
Shtime	2221	32%	4817	68%
Shtërpçë	719	27%	1957	73%
Suharekë	5510	34%	10731	66%
Ferizaj	10032	33%	20608	67%
Viti	4034	31%	8907	69%
Vushtrri	5262	32%	11128	68%
Zubin Potok	412	30%	974	70%
Zveçan	470	32%	998	68%
Malishevë	4841	35%	9074	65%
Junik	134	37%	225	63%
Mamushë	221	22%	798	78%
Hani i Elezit	492	29%	1202	71%
Graçanica	848	28%	2148	72%
Ranillug				
Partesh				
Klllokoti				
North Mitrovica	886	31%	1985	69%

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