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ACRONYMS

ABPRP	Administrative Burden Prevention and Reduction Programme
ABR	Administrative Burden Reduction
AGE	Agency for Gender Equality
AI	Administrative Instruction
BMZ	Federal Ministry of Economic Cooperation and Development
CSO	Civil society organisation
EIGE	European Institute for Gender Equality
EU	European Union
GAP	Gender Action Plan
GEIA	Gender Equality Impact Assessment (of AGE)
GEO	Gender equality officer
GIA	Gender Impact Assessment
GIZ	<i>Deutsche Gesellschaft für Internationale Zusammenarbeit</i>
GRB	Gender-responsive budgeting
KAS	Kosovo Agency for Statistics
KII	Key informant interviews
KIPA	Kosovo Institute for Public Administration
KWN	Kosovo Women's Network
LGE	Law on Gender Equality
OECD	Organisation for Economic Co-operation and Development
OPM	Office of the Prime Minister
PAR	Public administration reform
PARS	Public Administration Reform Strategy
PFM	Public finance management
SOP	Standard Operating Procedures
SPO	Strategic Planning Office
ToR	Terms of Reference

EXECUTIVE SUMMARY

Under the GIZ project “Support to EU-Integration Reform Processes in Kosovo”, implemented with the Office of the Prime Minister (OPM) Strategic Planning Office (SPO), KWN was tasked with conducting a gender impact assessment (GIA) related to administrative burden reduction (ABR). It aimed to build on lessons learned from previous ABR programmes to ensure that gender equality is systematically integrated in future action plans, programmes and activities under the Administrative Burden Prevention and Reduction Programme (ABPRP) 2025-2028, making them more inclusive and responsive to the needs of all citizens. It further seeks to set an example of best practice for institutions on how to conduct an ex-post gender analysis of government programmes that do not have gender equality as their primary overall objective, towards utilising gender-impact analysis to inform better programming across sectors. The GIA used mixed methods including content analysis, an online survey of 247 citizens, a survey of 203 officials and 33 key informant interviews (KIIs). The GIA involved a holistic approach to identifying barriers impacting diverse women and men. Addressing the remaining barriers identified through the GIA requires coordinated action across institutions, including the review and amendment of relevant laws, policies, and service delivery practices. Although the ABR process is coordinated by the OPM SPO, its effective implementation depends on the engagement of all institutions responsible for regulating and managing public services. Therefore, the findings and recommendations are addressed not only to the OPM SPO, but to all relevant institutions responsible for regulating and delivering public services in the respective areas.

The SPO has instigated progress towards furthering gender equality related to ABR. When they started ABR reforms in 2022, the ABPRP 2022-2027 was largely gender-neutral, only referencing the prioritisation of services used more by women; it did not provide any objectives, actions or gender-disaggregated indicators to track whether reforms benefit women and men. The improved ABPRP 2025-2028 acknowledges gaps (e.g., women’s low participation in training), commits to analysing user demographics and introduces gender-disaggregated indicators for simplified/digitalised services. Meanwhile, some of its objectives could have better integrated attention to furthering gender equality in ABR and indicators could have better captured burden reduction for diverse women and men.

A review of ABR-related concept documents and legal acts using the AGE Gender Equality Impact Analysis (GEIA) approach found that while some acknowledge inclusion or user diversity in general terms, few systematically analyse differentiated impacts on women and men, include gender-disaggregated data, define measurable gender equality outcomes or use gender-sensitive language. Institutions responsible for developing these need clearer guidance, support and quality assurance to fulfil their obligations under the Law for Gender Equality (LGE)

Simplification and digitalisation measures have clearly reduced burden for women and men and had positive impacts. Some pre-existing barriers remain for users who still need to submit physical documents, repeat steps or navigate hybrid online–in-person processes. Such remaining challenges contribute to time, travel, costs and discrimination, particularly for users with fewer resources, less time, care roles, poor digital literacy and/or mobility constraints, especially women, persons with disabilities, ethnic minorities, and the elderly.

User-centred design approaches have been increasingly applied in the development and reform of public services, including through direct engagement with end users during the design phase. Several services have been developed based on consultations with relevant user groups and stakeholders, such as law students and Bar Exam candidates, driving schools and instructors, licensed surveyors and surveying companies, as well as through broader user needs assessments conducted across services. In addition, life-event services such as childbirth services were developed through targeted research, consultation, design, and testing involving women as primary users, to better understand their needs and potential barriers in accessing services. These approaches represent an important shift towards more user-oriented service design and have contributed to making services more accessible and

responsive to user needs. Yet, intersectional gender analysis is not *always systematically* applied across *all* services in design, review and monitoring of reforms. This risks that some reforms may not identify and address barriers affecting diverse women and men sufficiently. The engagement of the Agency for Gender Equality (AGE), gender equality officers (GEOs) and gender experts has not been consistently institutionalised in design, review and monitoring of reforms.

Opportunities exist for improving the systematic collection, sharing, publishing and monitoring of intersectional gender-disaggregated data through interoperable systems to better measure ABR impacts on diverse women and men.

Capacity-building related to ABR and public administration reform (PAR) inconsistently integrated gender-responsive analysis. Not all training systematically integrated gender considerations or provided officials with practical tools to assess and address differentiated access barriers. Meanwhile, thanks to concerted efforts, women and men's equal participation in training has improved. Some challenges remain related to travel, scheduling and childcare. While both women and men tended to find training useful, men reported using knowledge more perhaps given their tendency to be in decision-making positions. Strengthening gender-responsive training content could support more consistent implementation of inclusive reforms.

METHODOLOGY

This section summarises the methodology used.¹ It was designed in line with European Institute for Gender Equality (EIGE) [guidelines](#), the [BMZ Feminist Development Policy for Sustainable Development](#), the Third Development Policy Action Plan on Gender Equality 2023-2027, the Law on Gender Equality, AGE's [Gender Impact Assessment Manual](#), and Terms of Reference (ToR). It utilised the Organisation for Economic Co-operation and Development (OECD) criteria for impact assessments, including relevance, coherence, effectiveness, efficiency, impact and sustainability. The methodology also was informed by the Johns Hopkins University "[Gender Analysis Framework](#)" and the KWN Gender-responsive Inclusive Digital Transformation Model.² Using these frameworks, it involved examining differences in rights, representation, access, resources, practices, norms and power among diverse women and men related to ABR. The GIA involved intersectional analysis, which involves examining how gender can interact with other sociodemographic circumstances to enable or hinder different women and men's access and use. Reflecting this, the term "**diverse**" is used in this report; it should be understood to refer to women and men of different ages, ethnicities, geographic locations (rural/urban), economic statuses, and (dis)abilities.³ Explicitly analysing such diverse user needs can help ensure that simplification and digitalisation measures are designed to meet their needs. Main research questions included:

1. **Coherence:** How well do PAR, specifically ABR-related laws, policies and programmes, align with EU gender equality and better regulation standards, LGE and the Law on General Administrative Procedure?⁴ How gender-responsive are they? Sub-questions related to relevance, effectiveness and impact: How could the ABPRP 2025-2028 be more gender-responsive, informing the ABR action plan for 2026?
2. **Relevance:** What are the roles of diverse women and men stakeholders in public administration and service access?
3. **Effectiveness:** To what extent have diverse women and men participated in ABR and ABR-related training? What has been the impact of training from a gender perspective?
4. **Effectiveness:** What are diverse women and men's experiences with administrative burden and ABR as regards participation, access, use, resources, norms and values, rights and power? This focused on changes in experiences following the introduction of ABR reforms, primarily from 2022 to the present.
5. **Impact:** What has been the impact of ABR reforms for diverse women and men?

Questions guided data collection and analysis. The methodology involved mixed methods, including desk review; gender content analysis of ABR programmes 2022-2027 and 2025-2028, ABR methodologies (Standard Cost Model, AS-IS/TO-BE, Digital Ready Checklist), five concept documents and 15 legal acts;⁵ an online survey of 203 officials (48% woman) from 1,004 officials trained in the ABR toolbox; an online survey of 247 citizens (75% women); and KILs with 34 officials, experts, development partners and civil society organisation (CSO) representatives (65% women), selected using variation sampling (e.g., CSOs serving rural

¹ See Annex 1 for the full methodology.

² This comprehensive model is explained in KWN, [Gender Equality: At the Centre of IT...and Beyond: A Gender Analysis of Digitalisation in Kosovo](#) (Pristina: KWN, 2024, pp. 23-33).

³ This terminology is in line with AGE's [Gender Impact Assessment Manual](#).

⁴ The original research question included the EU GAP III. However, it has been removed as it is a European Commission (EC) Staff Working Document that the Government of Kosovo is not obliged to implement. Nevertheless, it does affect EU financing of reforms, which encourage gender-responsive PAR and GRB.

⁵ These were proposed by OPM SPO as most useful for their purposes, selected from a population (list) of 85 legal acts and 218 policies that the SPO reviewed from 2023 to 2025.

women, persons with disabilities and ethnic minorities).⁶ Ethical standards for research with human subjects were applied.

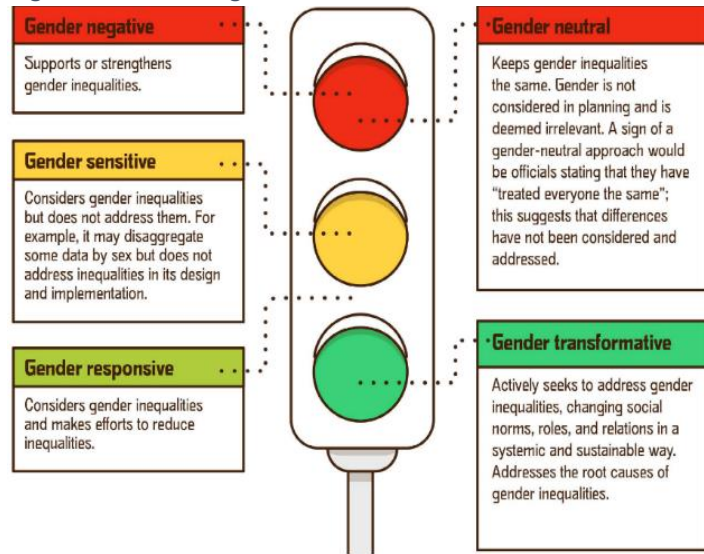
Gender (content) analysis of legal and policy documents, as well as checklists, was conducted using the “Traffic Lights” Scale of Gender-transformativeness (Figure 1). KIs were analysed qualitatively, using coding in reference to the research questions. Surveys were analysed quantitatively and qualitatively.

A key limitation was the use of convenience sampling for online surveys due to financial constraints. As a result, survey findings are not statistically representative. Therefore, all survey findings herein should be treated as indicative and not representative of the population. Notably, men are under-represented

despite extensive efforts to promote the survey to men. Sub-samples by ethnicity, age, rural/urban location, municipality and disability are too small for meaningful analysis. To address this limitation, the GIA sought to capture all possible variation related to research questions through variation sampling of KIs and drawing from other research. Notably, this GIA focused on individual users. ABR applies to both citizens and businesses and its effects may be experienced differently across these groups; this distinction, however, was not explored in this GIA.

Towards validity, triangulation of methods, sources, and researchers with diverse expertise was applied. Peer review of the draft GIA and a validation workshop with 41 stakeholders (36 women, 5 men) further sought to enhance validity.

Figure 1. “Traffic Lights” Scale of Gender-transformativeness



FINDINGS

Findings are presented in order of each research question and sub-question.

1. How well do PAR, specifically ABR-related laws, policies and programmes, align with EU gender equality and better regulation standards, LGE and the Law on General Administrative Procedure? How gender-responsive are they?

The EU Better Regulation Framework seeks to ensure that laws and policies are evidence-based, transparent, proportionate and effective, while minimising unnecessary administrative burden for citizens and businesses. It applies throughout the entire policy cycle starting from agenda-setting processes to evaluation.⁷ Further, the legal and institutional

⁶ Prior ABR-related studies reviewed by KWN relied heavily on secondary sources and KIs. Few involved quantitative data or sex-disaggregated administrative data. Such methods can skew data toward more digitally connected, urban and highly educated research participants; rural women, older users, persons with disabilities and minorities may be underrepresented. Evidence may flag problems but be insufficient to quantify burden, differential impacts and progress. This GIA used mixed methods and intersectional analysis to try to address these issues.

⁷ The EU Better Regulation Framework derives from: EU Treaty principles (proportionality, subsidiarity, equality); the EU Charter of Fundamental Rights; the 2016 Interinstitutional Agreement on Better Law-Making; EC Better Regulation Guidelines; and broader EU governance principles. These commitments are elaborated in the EC’s [Better Regulation Guidelines and Toolbox](#), particularly Section 3.3 (“Equity”), which identifies equity and social

consolidation of these principles is reflected in the Interinstitutional Agreement on Better Law-Making, which commits EU institutions to high-quality legislation grounded in impact assessment, proportionality, transparency and evaluation mechanisms.⁸

Applying these requirements to the Kosovo [Public Administration Reform Strategy 2022-2027](#) (PARS) reveals gaps in compliance with gender mainstreaming obligations. Although the Strategy aligns formally with EU integration objectives and includes regulatory impact assessment tools, its treatment of equity remains largely declarative rather than operational. It does not systematically assess how reforms may affect individuals starting from unequal gender and/or socio-economic positions. No structured GIA is embedded within the policy, and the document is gender neutral. The absence of gender-disaggregated baseline data and measurable gender equality indicators is not in line with the LGE. While performance monitoring mechanisms exist, they do not integrate gender-responsive budgeting (GRB) or redistributive impact evaluation consistent with the equity framework of the EU Better Regulation Toolbox. Strengthening compliance would require institutionalising GEIAs, incorporating measurable equality outcomes, integrating gender-disaggregated indicators and ensuring equity considerations are addressed while implementing PARS. Legal acts and concept documents analysed in annexes 2-4 show similar challenges.

1.1. How could the ABPRPs be more gender-responsive?

A review of the [ABPRP 2022-2027](#) and its Action Plan for 2022-2024 suggests a primarily **gender neutral** approach.⁹ “Priorities” contains a general statement that “priority will be given to those services which, based on the analysis, are concluded to be used more by women and vulnerable groups”. However, it does not include objectives, actions or indicators to measure progress towards achieving gender equality aims or track gender-disaggregated data. The Programme does not explicitly mention diverse women and men though this GIA suggests they may face added obstacles in using digitalised services, which require address. GRB is not applied; thus, resources are not clearly allocated towards furthering gender equality related to ABR, which also hampers tracking expenditures.

The [ABPRP 2025-2028](#) is more **gender sensitive** but not sufficiently gender-responsive. It includes some gender analysis related to the disparity in women’s participation in ABR-related trainings. It notes the general importance of a user-centric approach, which involves analysis of demographics, including gender, during policy development. However, objectives and actions do not clearly aim to further gender equality. The absence of clear objectives towards gender equality can hinder monitoring of progress. Two indicators that mention gender: (1) “Number of services simplified in central level, gender and vulnerable groups disaggregated”; and (2) “Number of services digitalized using ABR methodology, gender and vulnerable groups disaggregated”. However, baseline and interim goals do not require gender-disaggregated data and clear targets are not set, which can hamper monitoring. Nor does the document contain intersectional gender analysis regarding disabled, elderly or minority women. These are grouped as “vulnerable”. This framing is problematic, as women as an entire category do not constitute a vulnerable (or marginalised) group *per se*; they represent half of the population and differences exist among women, which are not clearly considered or measured.

Research participants similarly tended to describe PAR and ABR reforms as largely gender-neutral in design and implementation. Participants noted that gender considerations are rarely integrated at law-drafting or programme design stages and that reforms tend to be approached as technical simplification processes affecting all citizens equally. Some indicated that earlier ABR analyses and administrative datasets were developed without gender considerations and that sex-disaggregated indicators and monitoring mechanisms remain limited in practice, despite existing legal requirements. As a result, potentially different impacts

objectives as legitimate grounds for policy intervention (also, European Parliament, Council of the European Union, & EC, [Interinstitutional Agreement on Better Law-Making](#), OJ L 123, 2016).

⁸ Official Journal L 123, 12 May 2016.

⁹ Please see the full analysis of these documents in Annex 2, given space limitations.

related to time constraints, care responsibilities, sectoral exposure to public services and digital access have been inconsistently considered in reform design. Respondents noted that a gender perspective has received more attention in recent years, particularly in externally supported digitalisation initiatives, user-centred design approaches, and research exercises. Still, opportunities exist for better institutionalising gender mainstreaming in ABR as per LGE requirements. Stakeholders also noted that GEOs are not systematically involved in policy design. While AGE regularly submits contributions regarding gender analysis and GIAs, they are often minimally included or disregarded. This can limit the integration of gender considerations at earlier stages of reform processes.

Thus, ABR reforms can be more gender-responsive by ensuring that future renditions of the ABPRP are based on intersectional gender analysis, that such analysis is required to inform each reform, that clear objectives towards gender equality as part of ABR are set within the ABPRP, that gender disaggregated indicators, baselines and targets are established to monitor progress; and that GRB is implemented. Increased involvement of AGE, GEOs and gender experts can support these processes. Findings suggest that improving the gender-responsiveness of current and future ABR programmes would require continued user-centred design approaches that more *systematically* involve intersectional gender analysis. This report contains additional, specific recommendations for the next ABPRP in further sections, including recommendations.

1.2. Impact: Which ABR reforms been most successful in addressing gender inequalities to date?

As foreseen in the ABPRPs, the Government has sought to prioritise digitalising administrative procedures that benefit diverse women and men, and, in some instances, specifically women.¹⁰ Digitalising administrative procedures has had positive impacts for women and men. Research participants noted that online services reduce the need for repeated physical visits to institutions, which can be particularly beneficial for women who face greater time constraints due to care responsibilities or limited flexibility in travel. Simplified procedures also reduced exposure to discretionary face-to-face interactions, which some stakeholders associated with social bias, unequal treatment and/or discrimination.

Several targeted initiatives have addressed gender inequalities, contributing to positive impacts. Life-event services, particularly those related to childbirth registration and linked benefits, have streamlined administrative steps for new parents and reduced the need for multiple submissions of personal data during periods when women interact frequently with public institutions (see box). Women were specifically targeted in the design of these services. As a pilot in two hospitals in Gjilan and Ferizaj, now births can be registered directly by healthcare professionals in the hospital room, and applications for child and mother allowances are processed automatically, eliminating the need for mothers to travel or submit applications themselves.¹¹ Plans exist to scale up this best practice. The information page on eKosova dedicated to the life event of childbirth is designed to target women, ensuring that they have early access to essential information on pregnancy, childbirth and childcare. These measures actively facilitate women's access to services and support during critical life stages. In the future, the Government plans to link services to government benefits for maternity leave, among other services that will support mothers.

“ Women have less time, so by digitalising processes, we are saving that little time that they have.

“ Gender norms and power relations in face-to-face services (including harassment or inappropriate comments by male officials) discourage women from using public services.

¹⁰ KWN discussions with the OPM SPO. For a list of several but not all services digitalised and how they have been used by women and men, see Annex 13.

¹¹ GIZ comment on draft report.

Good Practice: Life Event Services

A life-event approach to public service delivery organises government services around real-life situations that citizens experience, such as the birth of a child, moving to a new address or starting a business, rather than around the internal structure of public institutions. Instead of navigating multiple agencies separately, citizens access a single entry point where related procedures are bundled into one coordinated user journey. This model is widely promoted in international digital government frameworks as a way to reduce administrative burden, simplify procedures and improve user experience.

In Kosovo, this approach is being introduced through the eKosova platform as part of broader PAR and digital governance initiatives. The e-Government Strategy 2023–2027 and the ABPRP 2022–2027 both emphasise a shift toward citizen-centric services where public administration responds to “real-life events” rather than institutional mandates. Within this framework, eKosova functions as a “single window” portal through which citizens can access services from multiple institutions in one place. A practical example already implemented is the “Birth of a Child” life event, which integrates several administrative procedures into a single process. Through this service, parents can register a newborn in the civil registry and initiate related procedures, such as health registration and applications for certain benefits, through a coordinated workflow rather than submitting separate requests to multiple institutions. This initiative has served as an initial pilot for testing how cross-institutional services can be simplified through digital integration.

Building on this experience, the Government currently is expanding the life-event model. New integrated life events under development include “Death of a Relative,” “Moving / Change of Address” and “Starting a Business”. These life events are inherently cross-institutional and require coordination across multiple registers and agencies. For example, a “change of address” life event may involve updates across civil status registers, tax administration, municipal records and other public services. The development of life-event services also requires **reengineering administrative processes across institutions**, mapping citizen journeys, analysing relevant legislation and ensuring interoperability between government databases. In practice, this includes analysing existing (“AS-IS”) administrative procedures, designing simplified future processes (“TO-BE”) and defining the technical architecture required for data exchange and automated service delivery. From a gender and inclusion perspective, life-event services also create opportunities to design public services that better reflect citizens’ lived experiences. For example, events such as childbirth, caregiving responsibilities or access to social benefits often involve multiple administrative interactions that disproportionately affect women. Designing services around these life events can therefore contribute to reducing administrative barriers and improving access to rights and services, provided that diverse women and men users are consulted during service design and implementation.

Additionally, research participants noted that digitalisation of professional procedures, such as the bar exam application process, has reduced administrative steps and documentation requirements with positive effects for applicants (a rather balanced 48% women, 52% men).¹² Municipalities are duplicating and scaling up Suhareka’s good practice of offering incentives for women to register property, potentially bringing broader impacts for women’s more equal access to property. As a result of planned [ABPRP 2025-2028](#) measures, women’s participation in ABR training has increased (see [below](#)). The ongoing digitalisation of AGE’s grants and subsidies system will have positive impacts on women’s access to Government financing. Another emerging good practice is the development of a digital grant management system within the Ministry of Culture, designed to improve transparency and

¹² Information Society Agency data provided to KWN, 2021-2026 (February).

standardisation in the allocation of public funds.¹³ The system, currently under development and expected to be launched in 2026, enables the collection of gender-disaggregated data on applicants and beneficiaries and allows the integration of specific criteria and indicators to support gender-responsive and potentially affirmative funding decisions.¹⁴ Once operational and linked with eKosova, it can improve monitoring of who benefits from public funding and help ensure that gender equality objectives are actively reflected in funding allocations.

1.3. Impact: Where have they fallen short in addressing gender disparities in administrative burden?

Despite progress, interview findings point to remaining challenges, particularly in the application of the once-only principle and interoperability, which may limit progress in addressing gender disparities. Users frequently must still submit hard-copy documents or provide information already available in administrative systems. Persons with disabilities described having to make multiple visits to confirm information already registered electronically, increasing time, travel and accessibility burdens. Some women with disabilities reported experiencing discriminatory treatment during these interactions due to their gender, disability and assumed age (see [Annex 12](#)). Stakeholders recurrently noted that many procedures are only partially digitalised, requiring both online submission and subsequent physical verification, which reduces the intended efficiency gains. Notably, certain services must remain in person due to security considerations, and digitalisation is a gradual, resource-intensive process that takes time to implement. While considering these caveats, partial digitalisation can contribute to persisting barriers and inequalities in accessing services. While challenges affiliated with the partial digitalisation of services affect all users, this GIA suggests that related barriers can interact with existing gender inequalities, including differences in women and men's time availability, access to transport, financial resources, caregiving responsibilities and/or gender norms hindering movement, creating added barriers for women, particularly women with disabilities.

Reforms have not consistently addressed inequalities identified during implementation or user analysis.¹⁵ Research participants recurrently emphasised that the needs of women with disabilities, in rural areas and from minority communities remain insufficiently addressed. They emphasised the need for more regular consultation with women's organisations, service users and gender equality experts, as well as systematic monitoring of service use by gender equality mechanisms to identify, report and address gender-related access barriers. In addition, interviewed experts engaged in service design noted that administrative systems do not systematically track user pathways, completion times, assistance requests or failure points in service use. Complaint mechanisms, helpdesk interactions and in-person support requests are often not digitally logged or analysed, which limits institutional capacity to detect recurring access barriers affecting specific user groups. Without routine monitoring of how procedures function in practice, including gender-differentiated user experiences, implementation problems may persist even where simplification measures have been introduced.



Even when certain documents and data exist online, officials continue to request them physically due to a lack of trust in the system.

1.4. Which gender-disaggregated indicators can be included in future ABPRPs to better track burden perception and impact over time?

Future ABPRPs should include some mandatory gender-disaggregated indicators that capture who uses digitalised/simplified services or not (why not), who completes them or abandons processes (and why), how much time and travel is required, user satisfaction,

¹⁵ KWN interviews, January and February 2026.

¹⁵ KWN interviews, January and February 2026.

¹⁵ KWN interviews, January and February 2026.

whether procedures remain hybrid costs (including transport and paid assistance), reliance on support, complaints and application of the once-only principle. In line with EU service-quality thinking, the following indicators could be included: user satisfaction score after completion, gender disaggregated; complaint per 1,000 applications, gender disaggregated; share of complaints resolved within target time and top complaint categories, gender disaggregated, including delay, unclear instructions, system error, discriminatory treatment and repeated document requests analysis.¹⁶ All indicators involving users should be disaggregated at minimum by gender and age and, where feasible, by municipality, rural/urban residence, disability status and ethnicity. Without these indicators, reforms risk reporting aggregate outputs while leaving unequal administrative burdens unmeasured. Specific proposed indicators are in [Annex 5](#).

1.5. How can OPM improve the gender-responsiveness of ABR-related concept documents and legal acts?

All Concept Documents must apply ABR in conjunction with various regulatory impact assessment instruments, including social and gender impact assessments, among others. This GIA's review of Concept Documents and draft legal acts across various sectors demonstrated that gender equality considerations remain insufficiently *institutionalised* within ABR policymaking and regulatory reform processes.¹⁷ The LGE establishes clear obligations for *all* institutions to undertake gender mainstreaming (based on gender analysis), ensure gender-sensitive language, collect and report gender-disaggregated data to the Kosovo Agency of Statistics (KAS) and use of affirmative measures. However, these standards were not *consistently* applied in the reviewed documents. Despite legal requirements, working groups responsible for drafting Concept Documents tended not to include adequate consultation with GEOs, which can affect the gender responsiveness of laws and policies, including aspects related to ABR.

GEIAs were not systematically conducted for the Concept Documents reviewed in this GIA, despite guidelines in the Manual on Developing Concept Documents. Intersectional analysis of gender and age, ethnicity, rural/urban residence, disability, caregiving responsibilities and socioeconomic status were rarely conducted. Not identifying intersectional gender differences at an early stage can undermine the design of gender responsive measures.

Ensuring implementation of these gender equality requirements within ABR-related legislation goes beyond the mandate of the OPM SPO. Meanwhile, the OPM can encourage responsible institutions to fulfil their legal obligations for GEIAs and to ensure AGE reviews these for quality assurance, such as through supporting the amendment of checklists and SOPs (annexes 9-11) to provide clearer guidance.

Eligibility and licensing provisions across sectors contain criteria that, while formally gender-neutral, may create indirect barriers. Requirements for uninterrupted professional experience, strict annual systems for license renewal and suspension rules that do not explicitly recognise maternity leave can disproportionately affect women due to existing gender inequalities affected by their caregiving roles, impacting their equal labour force participation. Further, limited recognition of women's part-time engagement in the labour market may disadvantage women professionals who, due to caregiving responsibilities, cannot fully engage in their career paths. Rigid reapplication bans in cases of incomplete documentation or technical errors may exacerbate these barriers. These structural features indicate insufficient assessment of how various regulatory requirements interact with gendered patterns of employment and care responsibilities to potentially create added barriers for women.

¹⁶ Support dependency is in line with EU service-quality thinking. See for example, EC Implementing Regulation 2020/1121, 29 July 2020 on the collection and sharing of user statistics and feedback on the services of the single digital gateway in line with EU Reg 2018/1724 of the EU Parliament and of the Council.

¹⁷ For further details, see [Annex 4](#).

Digitalisation, while central to simplification efforts, also raises concerns regarding inclusivity. The shift toward online applications and digital processes is inconsistently accompanied by adequate assisted in-person alternatives, offering guided support, extended service hours or clear advice on procedures for incomplete electronic submissions. For example, online notarisation and interoperability mechanisms are not uniformly foreseen in legislation, though these could facilitate access. Digital transformation without inclusion safeguards may deepen exclusion rather than reduce administrative burdens, particularly in situations of digital illiteracy, immobility, time poverty, ethnic exclusion and geographic distance which can affect women more than men. Legal amendment to enable online notarization would significantly reduce burden

Without requiring gender-disaggregated data, digital access safeguards (e.g., in-person), as well as integrating gender considerations into core manuals (Simplification Handbook, Digital Impact Assessment Manual, Strategic Planning Manual), gender equality may be insufficiently operationalised. The collection and publication of gender-disaggregated data are not systematically done via interoperable systems, such as enabling automatic, real-time reporting to KAS. Without real-time data, institutions lack evidence for monitoring gender-differentiated impacts, which undermines adequate policy evaluations towards accountability. In parallel, gender-sensitive language is inconsistently used in legal drafting, reinforcing gender norms and failing to align with inclusivity standards foreseen in the LGE.

Overall, the analysis suggests that gender equality considerations within ABR policymaking are fragmented and applied ad hoc rather than embedded structurally within regulatory design, governance frameworks, digital transformation processes and monitoring systems. By integrating gender criteria systematically in guidelines, checklists and across all processes, ABR policymaking and regulatory reform processes can align with the LGE and be more gender responsive. This includes establishing guidelines and checklists that require GEIAs, ensuring these have been done properly and inform laws/policies, mandating intersectional gender data collection and gender sensitive language, encouraging engagement of GEOs in drafting processes and checking how reforms could affect women and men differently, such as foreseeing availability of both physical and online options. While these are not solely under the purview of the OPM SPO, they are obligatory for all institutions per the LGE. Therefore, the OPM SPO can propose including such considerations in checklists, guidelines and training for other institutions, as well as review draft laws and policies to ensure these issues have been considered, in consultation with AGE.

1.6. How gender-responsive are ABR methodologies and how can they be more gender-responsive?

This section contains a rapid review of ABR methodologies to assess their gender responsiveness, including Standard Operating Procedures (SOPs) used for eKosova, the Standard Cost Model, AS-IS/TO-BE, the Digital Ready Checklist and other checklists.

Standard Operating Procedures for Integration into the eKosova Platform

The SOP governing the integration of services into the eKosova platform focus on the technical, procedural and institutional steps required for integrating digital services. The SOP establishes roles and responsibilities for institutions, outlines the phases of service integration (request, analysis and evaluation, decision-making, technical development, testing and publication), and defines standards for interoperability, security and service availability. The SOP includes general references to accessibility and use of services for different categories of users; it foresees the possibility to analyse service usage by gender and other characteristics. However, gender considerations are not systematically operationalised within the procedure. The SOP does not require structured gender analysis during service design. Nor does it establish clear guidance for assessing how administrative procedures or digital services may affect diverse women and men differently. To strengthen the gender responsiveness of the SOP, several improvements are proposed. These include systematically collecting and analysing user data disaggregated by gender and other relevant

characteristics when proposing services for digitalisation, explicitly involving GEO during the service analysis phase to identify potential access barriers and ensuring that service design and testing consider the experiences of diverse women and men. In addition, monitoring mechanisms could be used more systematically to analyse service usage patterns by gender and identify potential inequalities in access or use. Such adjustments would support more consistent consideration of gender equality in the design, integration and monitoring of digital public services within the eKosova platform.

Standard Cost Model

This Model aims to measure the administrative burden created by laws and regulations, focusing on time, costs and resources businesses spend to comply with mandatory information requirements. It is mainly a diagnostic and monitoring tool to identify where simplification or digitalisation can reduce burdens.¹⁸ The methodology is entirely **gender-neutral** in design. It does not mention women, men or different social groups. Nor does it recognise that administrative burdens may have unequal effects, for example, on women-led businesses, small family firms, or caregivers with less time for compliance. No sex-disaggregated data is proposed or requested. Consultations (e.g., focus groups, interviews) are not designed to ensure participation of diverse women and men, which could contribute to identifying potential gender differences.

To strengthen the gender-responsiveness of the Standard Cost Model, future applications of the methodology could incorporate elements of GRB. This could involve adapting existing cost calculations to better capture gender-differentiated costs faced by diverse users such as related to care responsibilities, reliance on intermediaries or transport.¹⁹ GRB-informed application of the model would also support the collection and analysis of gender-disaggregated data, targeted consultations with women-led businesses and other diverse women and men to assess whether simplification measures reduce administrative burden across different users.

AS-IS / TO-BE

The AS-IS / TO-BE methodology is primarily a process and efficiency tool. Its original purpose is to analyse the current state of service delivery, define the desired future state and implement changes to simplify, digitalise and align services with legal requirements.²⁰ In this sense, the methodology was not designed to address structural inequalities or to be inherently gender-responsive; rather, its focus is on efficiency, process improvement and compliance with service delivery standards. However, because administrative burdens are not experienced equally across the population, the AS-IS / TO-BE model provides important opportunities for integrating gender considerations. The methodology already requires indicators disaggregated by gender and vulnerable groups, for example reporting the number of services simplified and digitalised for women, men and disadvantaged categories. This enables monitoring whether reforms are reaching different population groups. Yet, the AS-IS analysis does not explicitly require intersectional gender impact analysis, though such analysis is necessary for identifying potential inequalities and impacts in line with LGE requirements. For example, such an analysis could identify differences in how administrative procedures are experienced by diverse women and men users, including gender-related constraints related to gender norms and power imbalances, time availability, mobility, access to digital tools and/or digital literacy.. While user consultations have sought to include diverse categories, they have not always *systematically* ensured participation of diverse women and men users, so problems defined at the outset may reflect only partial user experiences. This can hinder the identification of needed steps to improve access to diverse women and men.

¹⁸ Republic of Kosovo, Government, [Modeli Standard I Kostos: Doracak për Matjen e Barrës Administrative](#) [Standard Cost Model: A Guide to Measuring Administrative Burden], 2023.

¹⁹ These are meant to serve as examples. Further gender analysis would be needed related to specific services.

²⁰ [ABPRP 2025-2028](#), p. 15.

The TO-BE stage continues this pattern. While the vision of simplification, alignment with legislation and digitalisation is central, the incorporation of gender is restricted to outcome monitoring. This ensures data on who benefits but does not necessarily shape the design of the new services in ways that address existing inequalities. . Without such targeted decisions, structural inequalities risk persisting beneath the surface of efficiency gains.

In practice, the implementation phase, including service development and testing, has involved consultations with diverse women and men, which have informed service design.²¹ However, the methodology does not *explicitly* require consultations and testing with an established list of diverse women and men service users (e.g., by age, ethnicity, disability, location). As a result, some groups may be missed. Establishing a set checklist for consultations and testing could help ensure diverse, relevant women and men users are *always* consulted as part of an institutionalised practice. Staff responsible for implementation may lack training to identify and mitigate gender bias in service delivery.²² As a result, reforms may meet efficiency goals while leaving underlying inequities intact.

Overall, the AS-IS / TO-BE methodology can be described as **gender sensitive** because it allows for some sex-disaggregated monitoring. However, its not gender-responsive because it does not clearly integrate gender considerations into problem analysis, user consultations or service design. Yet, its user-centric logic creates a strong potential for purposeful integration of gender. By expanding the AS-IS analysis to collect sex-disaggregated evidence and involve women’s organisations, embedding gender-responsive objectives in the TO-BE vision and ensuring inclusive participation in testing and monitoring, the methodology could evolve into a tool that not only improves efficiency but also reduces inequalities in how women and men experience administrative procedures. In this way, a model designed for process efficiency can simultaneously serve as a lever for equity when gender is mainstreamed into its application.

Digital Ready Checklist

The Digital Ready Checklist outlines key considerations for drafting and evaluating legislation related to the design and digitalisation of public services.²³ It guides officials to ensure laws enable electronic communication, automation, interoperability and innovation, while avoiding legal barriers such as mandatory physical documents or in-person procedures. The checklist promotes user-centric service design by encouraging simplification, elimination of unnecessary steps and broader use of digital solutions. From a **gender perspective**, the tool is completely **gender neutral**. It emphasises “users” in general terms but does not differentiate how digitalisation may affect women and men differently. Nor does it require assessing specific barriers faced by women, rural populations or marginalised groups in accessing digital services. Key issues such as unequal access to technology, lower levels of digital literacy among women and the gendered burden of administrative requirements are not considered.

Checklist on Addressing Administrative Burden in Concept Documents and Strategic Documents and Checklist for Legislation on Service Design and Digitalisation

These two existing checklists used in Kosovo’s ABR and service digitalisation processes were reviewed from a gender perspective.²⁴ The review aimed to encourage institutions to consider how administrative burdens and digital services affect diverse women and men differently, towards ensuring that ABR and digitalisation reforms attend to different needs. The review found that both checklists, which serve as guidance tools, are largely gender-neutral. Institutions are not asked to examine how administrative procedures and public services affect women and men differently. Nor do they call for gender analysis and

²¹ KWN discussion with OPM SPO.

²² KWN interviews, 2026.

²³ ABPRP 2025-2028, Annex 2.

²⁴ Notably, these also serve as the “blueprint” to support ministries and agencies to integrate gender systematically into ABR (see annexes 9 and 10).

sex-disaggregated data related to service users or consideration of barriers faced by women, especially those in rural areas, with disabilities or from minority ethnic groups. Introducing such elements could align checklists with gender equality obligations under the LGE and EU expectations that gender equality be considered across PAR and digitalisation processes.

KWN proposed revisions with track changes towards integrating gender analysis and gender-disaggregated data into the two checklists. The checklists now better reflect gender equality obligations and provide practical prompts for institutions to consider how ABR reforms and digitalisation may affect diverse women and men.

Proposed revisions also call for improved data collection in line with LGE requirements. The LGE requires that all data be gender-disaggregated and reported to the Kosovo Agency of Statistics (KAS). In practice, however, data are more often collected by biological sex, and inconsistent terminology contributes to gaps and inconsistencies. For consistency with the LGE, the term gender is used here. Interviews indicate that the systematic collection and use of gender-disaggregated data in ABR-related systems remains limited. Collecting user data by sex, age, residence or other characteristics is not standard practice, and administrative systems generally do not track who uses services, completion rates, failure points or user pathways. This constrains gender analysis and the identification of access barriers. Even where platforms such as eKosova include basic gender fields, data are often insufficient for meaningful analysis, lacking information on time use, support needs, regional differences or whether users complete applications independently. Institutional data are also not regularly reported to KAS, as required, and available open data are not consistently gender-disaggregated. Complaint mechanisms and assistance requests are rarely digitised or analysed, further limiting insight into gender-related barriers. While some donor-supported initiatives and institutions produce gender-disaggregated data, these remain isolated practices rather than systematically embedded across ABR systems.

Overall, evidence suggests that while technical capacity to generate gender-disaggregated data exists in some areas, routine collection, interoperability across institutions and regular analysis of such data remain underdeveloped. Strengthening automated data capture within digital platforms, improving interoperability such as real-time data sharing with KAS, ensuring consistent variables across ministries, digitising complaint and assistance records, and systematically analysing service use patterns by gender and other characteristics would be necessary steps to align ABR data systems more closely with LGE requirements.

2. What are the roles of diverse women and men stakeholders in public administration and service access?

This section examines the roles of diverse women and men in public administration, including officials engaged in ABR and persons accessing services, respectively. Annex 6 summarises these roles.

2.1. Gender Roles in the Public Administration

Available administrative data indicate that women remain underrepresented in senior decision-making positions across the entire government and public administration.²⁵ Consequently, men are more likely to serve on working groups and commissions within various ministries and institutions involved in drafting legislation, policies and programmes, including those related to PAR and ABR. This imbalance may influence whose experiences and priorities are reflected in reform design. GEOs are mandated to support the integration of gender equality in institutional policies and could contribute to GEIAs during drafting processes. However, interview findings suggest that GEOs are not systematically involved in the early design stages of ABR-related reforms, and their participation depends largely on institutional practice rather than a formal requirement. Further, some lack adequate capacities understanding digitalisation so that they can provide meaningful advice.²⁶ AGE has an

²⁵ UN Women, [Kosovo Gender Country Profile](#), 2024

²⁶ Ibid.

advisory and quality-assurance role in reviewing legislation and policy proposals. In practice, stakeholders noted that AGE is often consulted late in the process, which limits its influence on programme design. Nor are its recommendations always implemented.

Taken together, findings suggest that without systematic involvement of gender analysis, gender equality mechanisms and consistent implementation practices, administrative reforms risk reproducing existing inequalities rather than reducing them.

Gender Roles in Service Access

Gender roles shape how women and men interact with public institutions, influencing who manages administrative tasks, who has time to engage with procedures and who accesses public services. As these dynamics are examined in later sections, they are summarised here. Interviews indicate that women and men interact with public services differently due to unequal care responsibilities, time constraints, digital access and patterns of administrative interaction. Women were described as more frequently engaging with services related to family administration, health, education and social protection, increasing their exposure to administrative procedures. Procedures requiring travel, waiting time or repeated visits may involve greater barriers for women, particularly those in rural areas, with disabilities, minorities or with caregiving responsibilities. Digital access and confidence also affect service use. Some research participants noted that women may rely more on family members or intermediaries to complete online procedures; in some households, men are more likely to handle official documentation. These differences suggest that administrative burden is experienced unevenly in practice and should be considered in service design and simplification measures.



Gender roles and care responsibilities limit women's time and ability to access services, especially when physical visits are required.

3. To what extent have diverse women and men participated in ABR and ABR-related training?

Involvement in ABR training is typically based on individuals' institutional role and function. Units most involved in PAR, ABR or digitalisation have tended to have more men employees, which can influence the gender balance of training participants. Some survey participants suggested that additional and/or different participants should be engaged, including decision-makers and potentially all staff. Thus, in 2023, 39% of ABR training participants were women. However, this increased to 45% in 2024 thanks to conscious actions undertaken as part of the ABPRP 2025-2028.²⁷

3.1. What gender disparities have affected unequal participation of officials in ABR?

Of the 203 women (98) and men (102) ABR training participants who participated in the online survey, most (80%) found it easy or very easy to participate; only 1% found it difficult. No significant differences existed by gender. For those who did not attend the entire training, a higher percentage of women (14%) than men (5%) faced difficulties securing care for their children. Meanwhile, more men stated that distance from home (20%) and training length (35%) were reasons for discontinuing training. This could relate to the fact that more men survey participants (29%) than women (17%) were from rural areas. Meanwhile, for the fewer than one-third of women and men who faced challenges attending training, the main challenges included missing work and the cost of travel. Thus, women and men did not seem to face substantially different



When training is held away from the workplace, then travel becomes a challenge!

²⁷ OPM SPO, "Lista e zyrtarëve të trajnuar për ABR (të dhënat)", 2025.

challenges in attending training. Both said that organising trainings closer to work/home, subsidising travel costs, offering courses online and providing training in their native language would facilitate future attendance. While some participants preferred finishing all the training consecutively, others requested that training to be spread over several shorter, not consecutive all-day trainings.

3.2. What has been the impact of these trainings from a gender perspective?

Most women (89%) and men (95%) found the training useful; slightly more women (8%) than men (5%) did not find it useful. While participants generally were pleased with the training content, a few said it could be improved with more practical examples and interactive exercises (especially relevant to Kosovo, existing legislation, their work and sectors). One requested more info on financial burden relief (e.g., payment confirmation and enforcement notice; debt relief) and another asked to share materials after training.

Meanwhile, in terms of impact, more men reported using what they learned more frequently in their work than did women (Table 1). This may be due in part to the fact that men are more likely to work in decision-making positions where they would have more opportunities for applying their knowledge.

Frequency	Women	Men
Never	3%	0%
Rarely	15%	12%
Sometimes, monthly	25%	22%
Often, weekly	32%	25%
Very often, daily	25%	41%

3.3. Gender Analysis of Capacity-building Materials

This section reviews the capacity-building materials used in the ABR reform process, including training presentations, legal drafting modules, Design Thinking materials, and Regulatory Impact Assessment guidance, some of which are delivered through the Kosovo Institute for Public Administration (KIPA). The purpose of this review was to assess the extent to which these materials integrated a gender perspective and equipped public officials to identify and address differentiated access barriers in administrative procedures, digital services and regulatory reforms. The analysis focused on whether gender equality is referenced in materials and whether methodologies and practical exercises provide tools for operationalising gender-responsive decision-making in practice.

Gender Analysis of KIPA ABR Training and Exercises

The presentation introduces core procedural principles designed to improve access to administration and reduce unnecessary burden, including transparency, non-formality, efficiency, administrative assistance, oral submission of requests, language rights, electronic communication and the once-only principle. Many provisions are highly relevant for ensuring equitable access to public services. For example, provisions allowing oral submission of requests, fee waivers for those lacking financial resources, or communication in one's own language can be particularly important for individuals facing structural access barriers. Yet, the presentation treats these principles strictly as technical administrative standards and does not link them to equality or accessibility considerations. There is no discussion of whether diverse women and men may face different obstacles when navigating administrative procedures.

Practical exercises are designed to train participants to identify administrative burden and propose simplification measures. The first scenario concerns the process of registering as unemployed and obtaining a certificate, highlighting issues such as incorrect referral between institutions, repeated in-person visits, physical submission of documents, delayed communication and procedural inefficiencies. The second scenario focuses on the process of applying for a taxi permit, including multiple documentary requirements, mandatory physical submission of documents, a lengthy processing timeline and administrative fees. Both exercises are effective for teaching participants to detect procedural inefficiencies and align administrative processes with administrative simplification principles. However, scenarios are

framed in neutral terms and do not prompt participants to consider whether administrative burdens may be experienced differently by diverse women and men. The exercises focus on identifying and reducing procedural inefficiencies, which is their primary objective. They do not explicitly encourage reflection on how repeated visits, long timelines, documentation requirements, or administrative fees may disproportionately affect individuals with care responsibilities, limited mobility, restricted financial resources, or limited access to digital tools. Nor do they prompt consideration of whether certain sectors or procedures may reflect existing gender inequalities. While the ABR tools themselves are applied uniformly, integrating such reflections into training would be consistent with gender mainstreaming approaches and could strengthen the identification of differentiated access barriers.

Gender Analysis of the Legal Drafting Training Module for ABR

The legal drafting training module developed within the Prevention and ABR Capacity-building Programme focuses on strengthening officials' ability to draft primary and secondary legislation in ways that minimise administrative burden, simplify procedures and support digitalisation of services. The materials emphasise proportionality testing, elimination of unnecessary documents, avoidance of duplicate regulation, institutional readiness for digital data exchange and clear procedural rules. The training also stresses consultation with stakeholders and analysis of user needs during legislative development, which conceptually supports inclusive, user-oriented service design.

This module includes explicit references to gender equality and inclusion. It instructs drafters to use gender-responsive language, reflect on the broader gender context in Kosovo when preparing legislation, consult women and marginalised groups during digitalisation processes and apply GRB principles. It also recognises that digital services should not be treated as gender-neutral and notes that women may have different needs due to social roles and structural inequalities. These elements show an awareness that legislative design and digitalisation reforms may affect diverse women and men differently and that inclusive consultation and analysis should inform the drafting process. While gender considerations are explicitly mentioned, they are not operationalised within the analytical tools used in the training. Proportionality tests, document-reduction exercises, tariff-setting guidance and procedural redesign methods do not include gender-impact questions or indicators, though these could be considered. Practical exercises focus on rewriting legal provisions for ABR but do not require participants to assess whether burdens affect women and men differently or whether proposed simplifications improve equitable access.

Gender Analysis of the Design Thinking Training Manual for Service Improvement

This Manual introduces a structured methodology for improving public services through user-centred approaches, including empathy interviews, stakeholder mapping, persona development, user journey analysis, ideation, prototyping and testing. The methodology emphasises understanding user experiences and identifying procedural barriers before designing solutions. Conceptually, this approach is compatible with gender-responsive policymaking, as it requires analysing how services function in practice for different users and encourages direct engagement with service beneficiaries. However, the Manual does not provide guidance on incorporating gender or social inclusion considerations when applying them. For example, the empathy phase does not prompt participants to consider gender roles, care responsibilities or unequal access to resources. Stakeholder mapping and persona development exercises do not require analysis of diverse women and men, and user journey mapping does not include identifying different access barriers. Likewise, the testing phase does not require collecting feedback from diverse women and men users or analysing results by gender or other demographic characteristics (though this has periodically been done in practice). Overall, while the training strengthens capacities for participatory, user-centred service reform, it does not systematically operationalise attention to furthering gender equality in its methodology. The manual does not include gender-sensitive analytical prompts, inclusive user profiles or guidance for ensuring that redesigned services address structural

access barriers. As a result, participants are trained to design more efficient services, but not necessarily more equitable or gender-responsive ones.

Gender Analysis of the Regulatory Impact Assessment Training Presentation

This presentation introduces officials to the methodology for assessing economic, social, environmental gender and cross-sectoral impacts of proposed legislation and administrative procedures. It explains how to define the policy problem, identify stakeholders, compare regulatory options, estimate administrative costs using the Standard Cost Model and assess digitalisation as a tool for ABR. The training includes exercises on licensing procedures and administrative requirements, encouraging participants to analyse how procedures affect citizens and businesses and to evaluate policy solutions.

The presentation lists gender among the categories of impact that must be assessed during regulatory analysis. The digitalisation section prompts participants to consider users' demographic characteristics and how proposed digital solutions may affect different groups, including women. The training involves discussion questions on which digital services may particularly benefit women or marginalised groups. It acknowledges risks related to the digital divide, inconsistent access and varying digital skills. These elements show that administrative reforms and digitalisation may not affect all users equally.

While gender considerations are included in the analytical framework, the training does not provide tools or methodological guidance for conducting gender impact analysis. The AGE GEIA is not included as part of the training, The cost modelling exercises, procedural mapping tasks and regulatory option comparisons focus primarily on administrative time, fees, documentation and institutional processes which is consistent with the purpose of ABR training and its focus on procedural simplification. As a result, officials are prompted to acknowledge gender impacts but are not equipped with concrete methods to measure or address them within the regulatory assessment process. While this may lie beyond the intended scope of the training, including such methods and examples could support identifying opportunities for improved user experiences.

4. What are diverse women and men's experiences with administrative burden and ABR?²⁸

4.1. To what extent have diverse women and men participated in designing better public services related to decreasing administrative burden?

Women have been under-represented in co-design processes, raising questions about the inclusivity of digital governance.²⁹ Historically, women were involved primarily as end-users providing feedback after services were launched, rather than participating in service co-design, user testing or decision-making processes. Women citizens, officials, GEOs, and gender experts were not *systematically* engaged in designing eKosova services.³⁰ A 2024 study found that although formal consultation mechanisms exist, they remain largely procedural, with little evidence of user feedback shaping reforms.³¹ The needs assessments reviewed were inconsistent, relying mainly on internal surveys; satisfaction tracking was weak; co-design approaches absent; and services rarely structured around life events as recommended by international standards. The study concluded that Kosovo has a legal and

²⁸ This section also responds to the questions: what has been the effectiveness and impact of ABR reforms on women's ability to access services? To what extent do reported cost savings reflect tangible reductions in time and economic burdens for women and marginalised groups? To what extent have simplification measures like the eKosova platform and "once-only" principle reduced ABR-related barriers for diverse women and men?

²⁹ Blerta Thaqi, [Women Accessibility to e-Kosova](#), 2024.

³⁰ Ibid. and KWN interviews, 2026.

³¹ Sylë Sefaj, *User Involvement in Public Service Delivery*, 2024. Sefaj applied a structured monitoring framework across four high-impact services: civil status, vehicle registration, social welfare/pensions and employment. The methodology combined desk review of the legal and regulatory framework with institutional surveys and consultations, evaluating six dimensions: consultation and inclusion, needs assessment, feedback mechanisms, satisfaction tracking, co-design, and life-event structuring.

regulatory basis for participatory service design, but meaningful and inclusive implementation is still lacking, particularly for vulnerable groups.

Research participants noted that women's organisations, rural users, persons with disabilities and other groups are sometimes, albeit inconsistently, involved in service design or testing phases. Nor are GEOs or gender experts systematically included in working groups or consultation processes. Limited direct input from end-users on differentiated access barriers reduces the ability of reforms to anticipate and address unequal administrative burdens in practice.

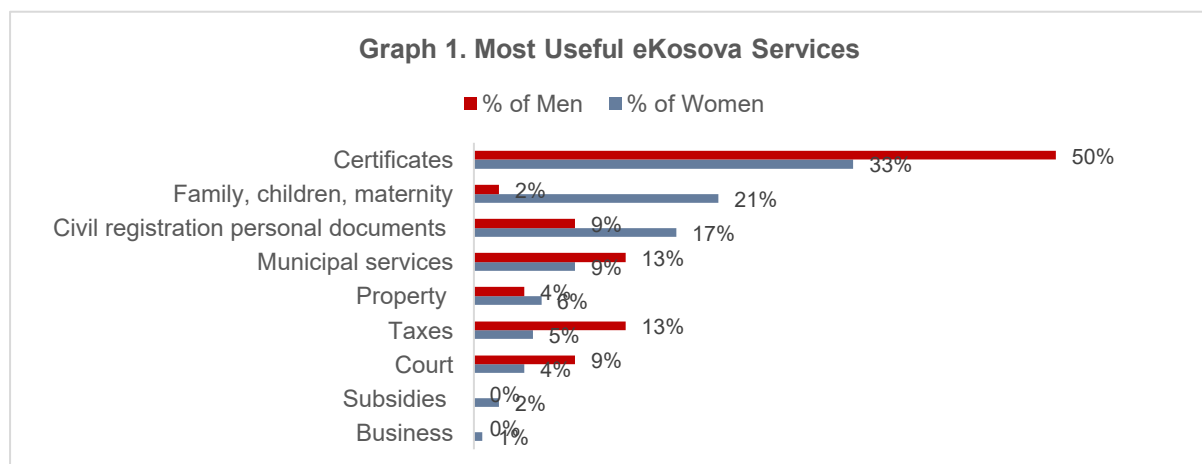


You need to speak with people who use the service. The design phase is the most important.

4.2. **Relevance:** To what extent have the approximately 20 digital services and simplified procedures adequately addressed specific needs of women?

This considered access to and use of the eKosova platform, focusing on services digitalised within the ABR process; and availability and accessibility of services relevant to women, such as childbirth life-event, bar exam and free legal professions, among others. Notably, simplification efforts are constrained by the legal framework and institutional requirements. Thus, ensuring services are relevant to women's needs may require legal reforms outside the mandate of the OPM SPO. Further, accurate assessment of the extent to which reforms have met women's needs would require a representative household survey to ask women and men regarding the extent to which services have met their needs. This section uses qualitative data and thus has limitations in responding to this question.

Participants noted that simplified procedures and particularly the eKosova platform are relevant for many women (and men). Simplification has improved access to administrative procedures for users able to navigate digital systems independently, particularly by reducing administrative steps, repeated institutional visits, travel requirements, waiting times and document submissions. Services linked to life events, including childbirth registration and related procedures, were highlighted as particularly useful in simplifying administrative processes during periods of high interaction with public institutions. Similarly, digitalisation of professional procedures, such as applications for the bar exam or free legal professions, has reduced documentation requirements and procedural steps. Among the services digitalised to date, a larger percentage of men surveyed through this GIA said that certificates are the *most* useful service. A large percentage of women agreed, also mentioning services relating to family, children and maternity benefits, as well as civil registration as particularly useful (Graph 1). This hints at which services may have been most relevant to women and men.



Meanwhile, stakeholders emphasised that access and effective use of digital services varies considerably depending on gender, digital literacy, age, education level, ethnicity,

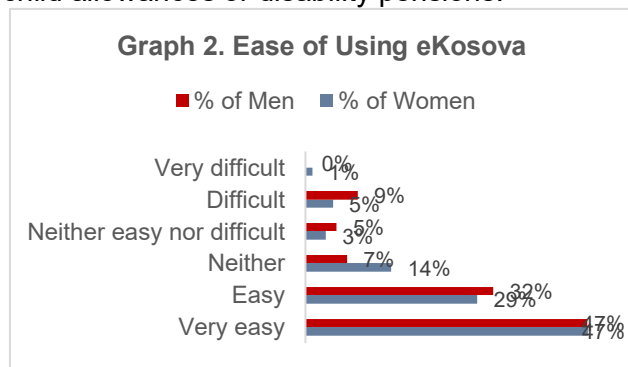
disability and availability of technical support. Some users complete procedures independently online, while others rely on family members or institutional assistance. Some individuals, including the elderly and persons with disabilities live alone and have limited or no family assistance. Without systematic monitoring of service use by gender, region or user profile, assessing whether services adequately reflect women’s needs remains challenging.

Overall, evidence suggests that while digitalisation initiatives have contributed to improving procedural efficiency, they have not systematically incorporated intersectional gender analysis of women’s administrative pathways, time constraints, care responsibilities or sectoral exposure to public services. Thus, digital services may not always be relevant to women’s specific needs.

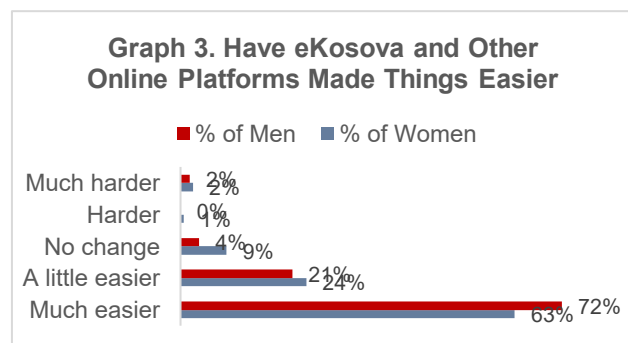
4.3. How do diverse women and men access and use ABR tools, such as eKosova, permits, licenses and documentation?

Generally, internet use in Kosovo is nearly universal with 99.3% of women, 98.6% of men and 99% of the population connected.³² Access is overwhelmingly mobile-based: 95% of women and 96% of men rely on smartphones to connect to the internet at home.³³ These figures suggest that Kosovo has largely bridged the digital access gap at the level of connectivity. Yet, research suggests that high connectivity has not translated into equitable access to e-services. A 2024 study found that although respondents tended to report high confidence in digital skills and access to smartphones, eKosova services were not equally accessible: women encountered technical instability,³⁴ unclear instructions and non-intuitive categorization of essential services such as child allowances or disability pensions.³⁵

While not representative of the general population, the women and men surveyed through this GIA tended to find eKosova easy to use (Graph 2). Meanwhile, interviews suggested that certain categories still face challenges (see below). Survey participants also tended to agree that eKosova and other online platforms have made their lives easier (Graph 3).



Meanwhile, both women and men lack knowledge that several services are available electronically. While the data is not statistically significant or representative of the population, it suggests that women were more knowledgeable than men about the availability of most online services, except business services and civil documents (Graph 4). Women and men reported facing several challenges in accessing services, particularly high costs, and inconvenient working hours amid their inability to miss work to access services (Graph 5).



A higher percentage of men than women said long distances to travel for services (31%) and long waiting times (46%) post challenges, perhaps as men have historically been more likely than women to use in-person services (see

³² KWN, [Gender Equality: At the Centre of IT...and Beyond: A Gender Analysis of Digitalisation in Kosovo](#), 2024.

³³ Ibid.

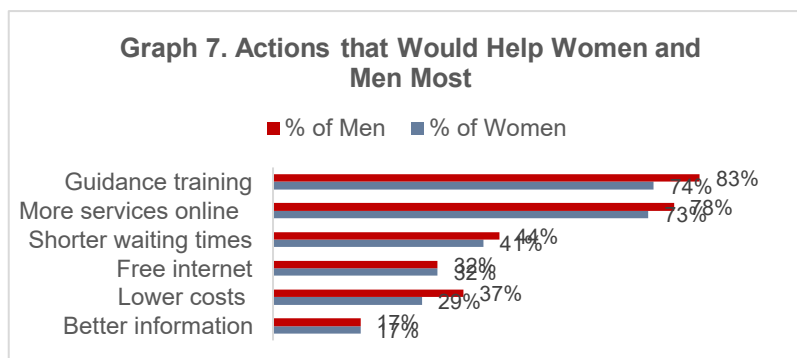
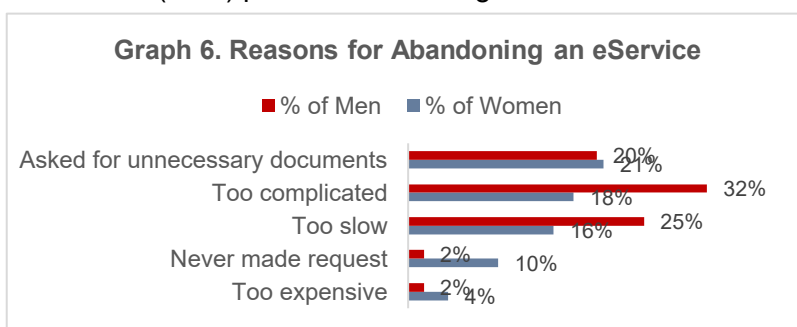
³⁴ These included system dysfunction, platform crashes, slow loading times, failed submissions and errors during log-in or document upload.

³⁵ Blerta Thaqi, [Women Accessibility to e-Kosova](#), 2024. The study applied mixed methods, combining an online survey of 76 women from diverse backgrounds with interviews and secondary literature.

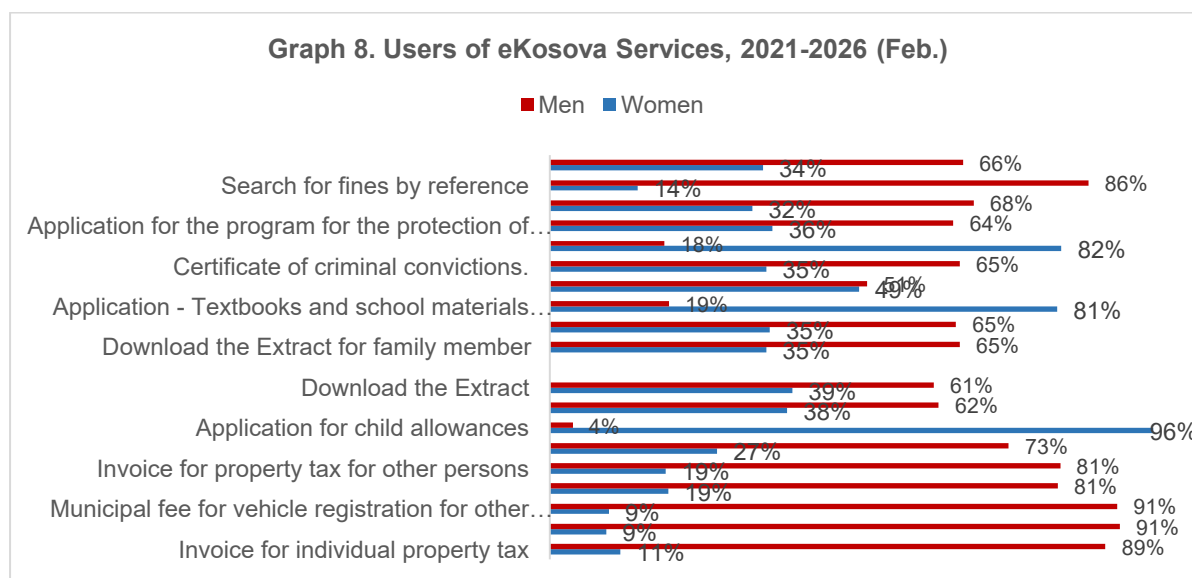
below). Meanwhile, a higher percentage of women than men said confusing procedures (29%), discrimination (23%) and childcare (15%) presented challenges.

In some instances, survey participants stopped using an online service before completing the service. Main reasons included that the service was too complicated, too slow or asked for unnecessary documents (Graph 6).

When asked which actions would help them most, women and men mentioned guidance training in using eKosova (which could be provided through online tutorials and chat boxes) and improved availability of online services, followed by shorter waiting times, lower costs and better information (Graph 7).



Overall, Information Society Agency data suggest that between 2021 and February 2026, services were used by substantially more men (74% of services used) than women.³⁶ A review of the 20 most used services is illustrative (Graph 8). Services that women used more than men related to school materials and child allowances, illustrating the importance of the Government initiative that encourage women to open bank accounts for these benefits.



COVID-19 appointment scheduling had a gender balance of users. Notably, verification of vehicle insurance/registration and filing complaints against police officers did not have any gender-disaggregated data available, indicating the need to make gender an obligatory field within these systems. As vehicle registration, among other services, may involve third parties, the system could collect gender-disaggregated data on both the third party and the final beneficiary of the service, shedding light also on who is using third parties for such services.

³⁶ Data provided to KWN in February 2026. See Annex 14 for further data, disaggregated by gender.

To some extent use is predetermined by broader gender norms and stereotypes related to specific professions. For example, in surveying, the gender composition of applicants is largely defined by the existing group of licensed professionals and candidates entering the profession; surveyors tend to be men. A 2024 study found that women use licensing in health professions more than men and have increased their presence in law but remain almost absent in fields like insolvency and surveying.³⁷ Young women have been concentrated in traditional sectors such as health and education. Digital services cannot necessarily influence the gender balance of users when most candidates are men.³⁸ In such cases, digitalisation aims to ensure equal access and simplified procedures for all eligible applicants but cannot necessarily change the demographic composition of the profession itself. Therefore, while services such as the bar exam application or professional licensing processes reduce administrative steps, their gender-related impacts depend on the users.

Overall, interview findings suggest that while administrative simplification and digitalisation have reduced some procedural steps, access to services continues to vary depending on users' time availability, digital skills, language, geographic location, disability status, ethnicity and care responsibilities. These factors influence not only whether services can be accessed digitally, but also the total time required to complete procedures, including travel, waiting, document verification, and the need for assistance.

Time Restrictions and Waiting Times

The research sought to examine differences that diverse women and men may face in waiting times, considering travel, arranging childcare and other costs. Among survey participants, a higher percentage of women than men felt that waiting times were long or excessive (Graph 9). In the last services they visited in 2025, slightly more women than men reported visiting more than one institution (Table 2).³⁹ Research participants noted that waiting times should be understood to include travel to institutions, repeated visits and affiliated wait times due to incomplete digitalisation and time needed to arrange childcare or work absence. Women repeatedly described facing tighter time constraints due to household and caregiving responsibilities, which can make repeated institutional visits or hybrid procedures particularly burdensome.

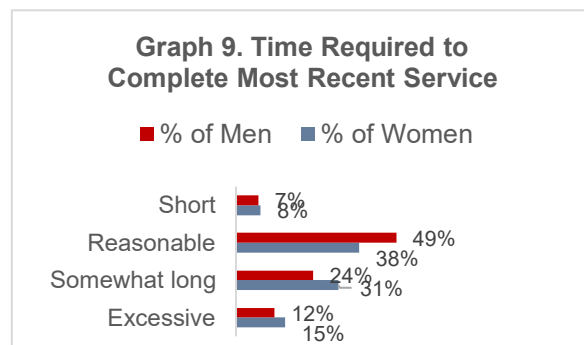


Table 2. Number of Institutions Visited for Last Service by Percentage of Surveyed Women and Men

Visited	Women	Men
1	50%	56%
2	30%	25%
3+	20%	19%

³⁷ Author unclear, "Inclusiveness of the Licensing System in Kosovo for Women and Youth", 2024. The study used public institutions' data (2012-2022) to assess how women and youth navigate licensing processes.

³⁸ GIZ comment on draft report.

³⁹ Given the small sample size, trends related to gender and urban/rural residence and the type of service could not be identified.

Age, Language, Geographic Location, Disability

This research examined ABR tools' accessibility for specific groups of women and men (rural, low-income, disabled, minority, and/or older users). Stakeholders reported that access to digital administrative tools varies significantly across population groups. Older users and those with lower digital literacy may struggle to complete procedures independently online. Rural residents may face connectivity limitations or longer travel times where physical presence is still required. Minority language users may encounter barriers where digital interfaces or guidance materials are inaccessible in their language. Persons with disabilities faced both physical accessibility barriers and procedural challenges when systems require repeated in-person confirmation or submission of documentation. Individuals with permanent disabilities have been subjected to repeated reassessments despite lifelong conditions; and parents of children with disabilities were required to resubmit documents and report in person frequently.⁴⁰ Participants emphasised the need for digitalising fully these processes, providing clearer guidelines, ensuring automatic recognition of permanent conditions and more effective outreach to ensure accessibility.

Care-related responsibilities

Interview participants emphasised that caregiving responsibilities influence how users interact with administrative systems. Women in particular were described as more likely to balance administrative procedures alongside childcare, eldercare or household duties, which can limit flexibility in scheduling institutional visits or waiting for service completion. Where services require multiple steps or follow-up visits, constraints may increase administrative burden even if formal procedures have been simplified.

4.4. To what extent do diverse women and men have the resources they need to use public services, and specifically ABR tools?

The research examined the extent to which resource constraints may hamper diverse women and men's access, including financial costs, limited access to digital tools and human resource limitations, such as related to digital literacy.

“ There are many older people living alone, as younger family members have left the communities, and they often lack the knowledge needed to access services.

“ People around age 50 also find it difficult to log in, even if they are educated. Many do not have phones or laptops at home. [I]t seems difficult to them, and they do not want to try. [...] We are not talking about students because we know they can do it. We are talking about homemakers who have difficulties and are completely excluded from eKosova.

“ My mother is 78 years old; she is not used to using platforms. She is lucky to have me to help her [...] Many elderly people and

“ ~~Persons with disabilities have additional who helps them? But what if she didn't have one? Even for children on the road, how do you go to the Department from Pension Institute to get a signature and stamp and proving that she is alive to her pension. How can eKosova be developed for these issues so that she doesn't have to go there? She has to use the bus. For these groups of people, or for persons with visual impairments, with physical disabilities [...] who helps them?”~~

⁴⁰ A 2024 study captured direct user perspectives, drawing from three focus groups with 28 participants across five municipalities. Participants emphasised the need for digitalisation, clearer guidelines, automatic recognition of permanent conditions and more effective outreach to ensure accessibility (UBO Consulting, Focus Group Report – User Engagement in Service Design and Delivery, 2024). The report did not contain gender analysis.

A 2022 International Finance Corporation report on administrative procedures in the Municipality of Peja found that 10% of procedures accounted for 85% of administrative costs with significant indirect burdens such as time, documentation and access barriers. ⁴¹ While the study lacked gender analysis, such costs likely disproportionately affect women, particularly those with limited time, income or digital access.

Interviews indicated that access to public services depends on users' financial, technical and practical resources. Respondents noted that while digitalisation reduces some administrative costs, ⁴² indirect costs remain, including transport, time away from work, childcare arrangements and the need to seek assistance from others to complete procedures. Stakeholders reported that some users rely on family members, intermediaries or paid assistance to navigate digital systems, particularly where digital literacy is limited. Access to suitable devices, stable internet connections and basic digital skills was described as uneven across population groups, with older users, rural residents and some low-income households more likely to face constraints in independently using online platforms like eKosova. These can be exacerbated for women in these groups who generally tend to have fewer resources. A recurring concern is the excessive requirement to print and scan documents. This practice creates unnecessary financial costs and practical difficulties for users, particularly persons with disabilities and the elderly who may not own printers. While such expenses may appear minor for some users, they can represent a significant burden for low-income families and persons with disabilities, particularly women who can face added financial barriers.

Interview participants also emphasised that differences in digital knowledge and confidence influence ease of use. While some users complete procedures quickly online, others experience difficulties understanding application steps, uploading/downloading documents or tracking submissions. EKosova offers a "Watch instructional videos" section, and research participants indicated that videos can help people learn to navigate the platform. However, many videos do not function reliably and not all services have them. Videos include voice narration and translation, but lack features like audio descriptions, making them difficult to use for the blind, deaf and hard of hearing. Videos are in a separate section and not integrated with specific services, requiring users to navigate back to the main page. This can create challenges for ease of use, time and users with limited digital skills.

“ If you have a smart phone, you need to understand how to open eKosova with it. [...] Maybe only 5% of persons with disabilities

can do this, it's especially harder for older persons. In I helped maybe 20 people last month to apply for subventions for electricity [and] social assistance. Many do not have an interest even to remember their passwords. "You keep it in mind", they say. "I can't keep in mind all of your passwords," I tell them. "I forget my own."

“ Women are afraid to make mistakes and have lower confidence, while men are more self-confident when using digital services.

⁴¹ International Finance Corporation, *Inventory and Analysis of Administrative Procedures in the Municipality of Peja*, 2022.

⁴² The online survey did not reveal significant differences in direct service costs for women and men regarding their last service used. Given the non-representative sample and the fact that services can involve different costs, the data was not included as potentially misleading.

4.5. To what extent do norms and values affect diverse women and men's access to ABR tools?

Traditionally men have been more likely than women to access public services on behalf of all family members as “heads of households”. Given socialised gender norms, roles and power relations within families, women may have less access to simplified and digitalised services unless such roles are actively countered. For example, the requirement for women to register for child benefits is a concrete example where the government actively countered gender roles in accessing public services, positively impacting women's opening of bank accounts. Perhaps an unintended result was that this initiative dually reinforced gender norms that women (not men) have the primary role of caring for children. Reinforcing gender roles can undermine gender-balanced caretaking, contributing to women's continued low participation in the labour force and public life.

“ Men say, “No you aren't going ... What will you, a woman, request there?”

A higher percentage of surveyed men (80%) accessed in-person services than women (68%), who were slightly more likely to depend on their partners (22% of women compared to 10% of men). Interviews indicated that social norms, household power relations and gendered care roles can influence how women and men access administrative services and digital tools. Gender roles related to household responsibilities and caregiving may reduce women's available time to engage with administrative procedures, particularly where services still require physical visits or repeated steps. Household dynamics and social expectations may shape access, including situations where women rely on spouses or family members to obtain documents or interact with institutions on their behalf. These patterns may be particularly pronounced among marginalised communities and among women with disabilities, where intersecting barriers related to gender, disability, access to information and communication can further restrict independent access to services. More broadly, institutional mistrust, prior negative experiences in face-to-face administrative settings and perceived power imbalances may also affect willingness to engage with public services. Thus, access is shaped not only by system availability but also by social norms and family dynamics.

Due to power relations within families and society, women are substantially more likely than men to suffer gender-based violence. Domestic violence can contribute to women lacking access to digital tools for using services. In domestic abuse situations, women can be isolated at home, preventing physical access to services. In some cases, women experiencing violence can use digital tools to access services and help.⁴³ In other situations, men may control women's access to digital tools, and they may not have any access. Gjocaj has noted that gender-based violence can limit participation in digital spaces, particularly through online harassment, cyberstalking and disinformation campaigns targeting women in public life, which undermine digital trust and discourage active online engagement.⁴⁴

“ Women with disabilities are often not taken seriously. They don't treat me according to my age, but like a young girl. [W]hen it's a man, he is treated as a man. Why treat me like a child just because I'm in a wheelchair? A wheelchair does not define my character or age.

4.6. Power

Findings across the previous subsections indicate that access to administrative procedures and digital services is shaped by formal rules but also by institutional practices, household decision-making patterns and unequal access to information and resources. While ABR

⁴³ Special procedures are needed to ensure the security of women. KWN and the Autonomous Women's Centre developed a Protocol [*Protokoll për ofrimin e shërbimeve të këshillimit individual psikosocial përmes aplikacioneve online*, 2021] based on best international practices that the Government could use in establishing new, secure services.

⁴⁴ Shqipe Gjocaj, “Analysis on Gender ICT and Digitalization Policies”, 2024 (unpublished).

reforms aim to simplify procedures for all citizens, the ability to benefit from these reforms depends on who controls documentation, digital tools, time and knowledge. Public officials retain significant discretionary power in implementation, including requests for physical documentation, uneven acceptance of digital records and differences in how procedures are applied across municipalities. Power relations can differ based on gender given socialised gender roles; the intersection of gender and disability may compound access barriers. Power thus can influence whether simplification measures translate into real burden reduction for men *and* women users. At the household level, some users rely on family members or intermediaries to complete procedures, particularly where digital literacy, confidence or mobility is limited. Gender roles may influence who manages official documentation and institutional contact, which can affect women's direct access to services, information and benefits, though further research is needed.

CONCLUSION

The OPM SPO has undertaken conscientious efforts to further gender equality within ABR, particularly since the adoption of the ABPRP 2025-2028. These have had some clear results and impacts towards gender equality. The initiative to undertake this *ex ante* GIA signals the SPO's commitment to furthering gender equality as part of future reforms and can serve as a best practice for other institutions. Opportunities still exist for improvements. Attention to furthering gender equality is not yet consistently institutionalised in ABR by ensuring GEIAs, evidence-based gender-responsive objectives related to ABR, indicators for tracking gender-responsive burden reduction and GRB in ABR efforts. Despite some attention to gender, ABR methodologies do not provide sufficiently clear guidance requiring the analysis of potential impacts on diverse women and men users. Limited integration of gender-responsive analysis in training, guidance materials and operational procedures reduces institutional capacity to identify differentiated administrative barriers and to implement reforms in a consistently gender-responsive and inclusive manner.

Simplification and digitalisation measures have reduced procedural steps in several areas, positively impacting many women and men. Still, inconsistent institutional practices, hybrid procedures and incomplete interoperability continue to generate repeated submissions, additional visits and procedural duplication that limit burden reduction. These administrative procedures are not experienced uniformly among citizens. Differences in care responsibilities, frequency of interaction with public services, digital access, knowledge and available support structures shape how women and men navigate administrative requirements in practice. Insufficiently systematic collection, publishing and analysis of intersectional gender-disaggregated data on users hinders impact monitoring and data-informed planning of service improvement. While these issues are largely outside the mandate of OPM SPO, through guidance, blueprints and the forthcoming ABPRP it can encourage responsible institutions to better address these issues.

As per OECD evaluation criteria, findings indicate that ABR reforms are broadly relevant, as procedural simplification and digitalisation address real administrative barriers faced by citizens. Still, opportunities exist for using intersectional GEIA to better reflect the needs and constraints of diverse women and men. Coherence with EU frameworks and the LGE remain limited, as gender equality obligations are not consistently translated into programme design, methodologies, monitoring systems and implementation practices in ABR reforms. Therefore, the effectiveness of ABR measures is partial: while some services have been simplified or digitalised, hybrid procedures, repeated documentation requirements, uneven institutional application, access issues and gender norms can undermine burden reduction for some women and men. Administrative reforms have improved procedural efficiency in principle, but incomplete interoperability, continued manual verification practices and duplicated administrative steps mean that potential time and cost savings are not fully realised, particularly affecting women who tend to have less access to resources. While ABR reforms have clearly had some positive impacts towards furthering gender equality,

challenges remain. Structural differences in service exposure, care responsibilities, digital access, knowledge and institutional practices mean benefits are not experienced equally across diverse women and men. The sustainability of gender-responsive ABR will depend on strengthening disaggregated data systems, embedding gender analysis into methodologies and programme design, institutionalising the involvement of gender equality mechanisms and ensuring intersectional, gender-disaggregated monitoring of impact on users.

RECOMMENDATIONS

Recommendations derive from findings and international best practices, including in applying the OECD Gender Marker in programme design and the AGE GEIA.⁴⁵

For the Next ABPRP and Action Plan

- Reference explicitly Kosovo's gender equality legal and policy framework, including LGE obligations, enhancing the rights-based approach to gender mainstreaming as mandatory.
- Ensure intersectional gender analysis (GEIA) is conducted for and included in future Programmes, informing objectives and indicators to address identified gender inequalities.
- Engage AGE, GEOs, gender experts and diverse women's organisations in design, implementation, monitoring and evaluation towards better integrating attention to gender equality.
- Ensure objectives and outcomes seek to further gender equality, coupled with indicators to measure progress (see Annex 5 for examples). Ensure the monitoring framework includes gender-disaggregated indicators, baselines and targets. Avoid homogenic terminology like "vulnerable" and "marginalised" as not all women are vulnerable and marginalised. Rather, include more specific indicators for gender *and* age, rural/urban location, ethnicity, (dis)ability and economic status.
- Ensure clarity in responsibilities and implementation mechanisms for furthering gender equality with clear roles assigned, guidelines and resources.
- Apply GRB in the action plan in accordance with legal obligations.
- Integrate gender-responsiveness in ABR in capacity development for officials.
- Realise plans to ensure the availability of hybrid service delivery (e.g., via "one-stop-shops" with integrated services and mobile service providers), so diverse women and men with lower digital access and knowledge can overcome administrative barriers. Monitor use of these services using intersectional gender analysis to identify impacts and remaining barriers.
- Plan and budget for multifaceted outreach tailored to diverse women and men users via television, social media and in person. Integrate short, tailored videos and chat box features on eKosova, as planned, to provide real-time support.
- Allocate a budget to support financially women's organisations, among others, serving marginalised groups to provide alternative education and tailored support in using tools, reaching particularly marginalised and difficult to reach groups (e.g., Roma, Ashkali, Egyptians, disabled).
- With the Ministry of Education, Science, Technology and Innovation plan to integrate use of online tools into educational curricula in secondary schools.
- Engage municipalities in making certain services available with longer working hours at least weekly and on Saturdays to better accommodate diverse citizens' work schedules.
- Continue prioritising the digitalisation and simplification of services with the highest frequency of citizen interaction and administrative burden, including, based on women and men's requests: (1) scaling up and expanding life-event procedures including related to birth, death (via ongoing World Bank-supported reforms), inheritance and related benefits;

⁴⁵ Several recommendations also were made by Gjocaj ("Analysis on Gender ICT and Digitalization Policies", 2024).

(2) social assistance and social services, particularly online (re)qualification for retirement pensions, disability certification and related services (e.g., through use of live video); (3) health-related services;⁴⁶ and (4) employment.

- Consider linking death certificates, inheritance and the cadastral agency through an interoperable system, enabling automatic notification of all heirs of rights and responsibilities following a family member's death. This can contribute to women's more equal access to inheritance, including property, addressing a major gender inequality. Ensure design involves gender analysis, including of potential risks.
- Work with police and courts to make protection order applications available online towards protecting persons suffering gender-based violence, particularly women, who may be isolated and face security challenges in applying.
- Collaborate with the Legal Aid Agency, using examples and lessons learned from [Kosovo Legal Institute](#) and [Group for Legal and Political Studies free legal services](#), to establish secure systems to apply for legal aid.
- Plan to improve accessibility by ensuring accessible formats (text, audio, video, sign language).
- Budget for periodic needs assessments and user surveys to measure impacts. Institutionalise regular Kosovo-wide household surveys to collect data specific to digitalisation and ABR use, including intersectional, gender-disaggregated data on use, access and power, particularly related to the proposed indicators (Annex 5).
- Consider including specific actions from the following sections in the ABPRP as relevant.

For the Blueprint and Checklists

The following recommendations can inform the blueprint and checklists for other institutions, particularly as not all are under the mandate of the OPM SPO. Annexes 9-11 contain specific recommendations.

- Require that the obligatory GEIA is carried out for all Concept Documents; conduct intersectional gender analysis for digital inclusion at the beginning of any ABR initiative.
- Ensure working groups developing Concept Documents and policies include AGE, GEOs and gender experts.
- Ensure AGE consultation and quality assurance review, particularly of GEIAs, including address of AGE's input.
- Ensure legislation recognises career breaks and part-time work for women with caregiving responsibilities and maternity leave, including licensing regimes.
- Ensure gender-sensitive language is systematically applied in all laws and policies as gender biased language can reinforce gender norms in ABR-related services, affecting use.
- Guarantee gender balance (50% women and 50% men) in all boards, bodies, commissions and governance structures in accordance with LGE requirements, which can affect women and men's participation related to ABR and other legal and policy reforms.
- Mandate collection, maintenance and reporting of data on services, applicants and beneficiaries via interoperable systems, disaggregating data by gender *and* age, ethnicity, disability and rural/urban location. Such data should be collected using the "once only" principle, such as by mandating use of eKosova accounts in the process of registering, providing such data without asking applicants to resubmit it.
- Ensure interoperability with KAS and real-time publishing of data, including linkage with Open Data platforms, in line with LGE obligations.
- Ensure implementation of the "once only" principle and ensure interoperability among services.
- Ensure hybrid and in-person application options remain available, including assisted completion of online forms with password protection and data security safeguards.

⁴⁶ Among survey participants, most requested better online health services, particularly women.

- Amend the Law on Notaries to introduce online notarisation mechanisms to reduce time, travel costs and barriers that particularly affect women, rural inhabitants, persons with disabilities and minorities.
- Encourage consideration of related fees from a gender perspective. Consider affirmative actions to waive fees towards furthering gender equality in sectors where one gender is under-represented in accordance with the LGE.

For Capacity-building Materials

- Ensure training materials systematically integrate gender analysis of administrative burden by addressing the additional barriers that diverse women and men may face, including transport requirements, service fees, procedural timeframes, digital literacy, language barriers, disability-related accessibility needs and care responsibilities. Materials should explain how these factors affect access to services and provide practical examples how apparently neutral procedures may generate unequal impacts in practice.
- Integrate additional real-life barriers into practical exercises, requiring participants to analyse how factors such as transport distance, childcare responsibilities, limited digital skills, language barriers, disability-related access needs, service fees and repeated documentation requests affect different users' ability to complete administrative procedures. Exercises should ask participants to identify where these barriers create unequal administrative burden and to propose procedural or digital solutions to reduce them.
- Strengthen the integration of GEIA principles within training modules by guiding officials to assess who uses a service, who completes it independently, where users drop out and which groups require additional visits, assistance or documentation. Exercises should explicitly require participants to identify differentiated user pathways and potential unequal burdens before proposing simplification measures.
- Expand practical exercises to include simulated user journeys for diverse profiles (for example: rural woman, elderly user, a person with disability, minority language speaker, small business owner or caregiver with limited time). Participants should calculate administrative burden in terms of time, travel, number of steps, indirect costs and reliance on intermediaries, proposing adjustments to reduce unequal impacts.
- Include guidance on collecting and interpreting gender-disaggregated data and user feedback as part of ABR monitoring. Training should demonstrate how complaint records, helpdesk requests, service completion rates and user surveys can be analysed to detect gender-related access barriers and inform service redesign.
- Ensure materials clarify the institutional roles of GEOs and AGE in reviewing draft laws and procedures, participating in working groups and supporting identification of gender-related risks during reform design and implementation.
- Provide specialised mentoring and support for GEOs to further their capacities for advising on reforms. Budget for experts to support gender-responsive reforms.

For the OPM SPO

- Ensure through quality assurance that responsible government bodies consult diverse women and men, women's organisations, GEOs and AGE when designing laws, policies and programs by institutionalising consultations as obligatory as part of design processes.
- Improve monitoring systems to better translate gender analysis into informing reforms.
-

For the Office of the Auditor

- Include in the forthcoming audit of PAR, and future audits, indicators related to gender equality impacts in close coordination with the OPM SPO and AGE.

ANNEXES

Annex 1. Methodology

The full methodology is available upon request from the OPM SPO. Given its length, it has been provided as a separate, external annex.

Annex 2. Gender Analysis of Kosovo's Administrative Burden Reduction Programmes

This annex provides a more thorough analyses Kosovo's ABPRPs for 2022-2027 and 2025-2028, respectively from a gender perspective, towards identifying opportunities for improving the next ABPRP and future action plans. The gender analysis involved assessing the extent to which each programme recognised and addressed the different needs of and potential impacts on diverse women and men in accessing administrative services.

ABPRP 2022-2027

The ABPRP 2022-2027 contains only minimal direct references to gender.⁴⁷ In the section on priorities, the Programme states that, during the simplification and digitalisation of services, "priority will be given to those services which, based on the analysis, are concluded to be used more by women and vulnerable groups." The Strategy refers to inclusiveness and equal opportunities in general terms. However, it does not analyse service use by gender or prioritise reforms based on women's specific administrative needs. Gender equality is mentioned only at a principle level and not systematically integrated. The Programme does not systematically integrate gender into its objectives or principles. No overarching objective or principle addresses gender equality or inclusive access. Gender is not mentioned in the main goals. "Gender" or "women" are largely absent from the narrative (apart from the one instance above). The Programme's guiding principles (e-government principles like "user-centricity", "digital-first", etc.) are framed in gender-neutral terms, without explicit reference to gender or diversity. Thus, gender equality is treated as a side consideration rather than a core design feature of the Programme. The inclusion of women in one priority area, "Inclusiveness", is a brief nod rather than gender mainstreaming attention to gender differences in the Programme's design.

Since explicit mention of gender equality is sparse, the depth of gender integration in this Programme is limited. For example, the Programme's monitoring and evaluation framework does not include sex-disaggregated indicators or gender-responsive metrics. The indicators focus on aggregate outcomes like number of services simplified, time/cost savings, and overall user satisfaction, with no requirement to track differences among women and men, or women and men from specific groups (e.g., by age, disability, ethnicity, or rural/urban location). Citizen awareness and satisfaction targets do not involve gender breakdowns. Likewise, there is no indication of GRB or allocation of resources to address gender-specific needs. Capacity-building efforts under the Programme (training public officials on burden reduction) are described in general terms, with no reference to building capacities related to gender equality in ABR or ensuring a gender balance among trainees. The gender perspective, where it exists, is treated more as an implementation detail (picking certain services to digitize) rather than a transformative approach.

In one instance a gender-specific burden is addressed: the Action Plan includes a measure to eliminate the requirement for a marriage certificate (for married women) not older than six months in certain procedures. This is an important step, as it removes an unnecessary burden that affected only women (married women had to repeatedly prove their marital status). Aside from that measure, other potentially gendered issues (requirements around property

⁴⁷ Republic of Kosovo, Government, OPM, [Administrative Burden Prevention and Reduction Programme 2022-2027](#), 2022.

ownership documents that often disadvantage women or childcare documentation that affects single mothers) are not explicitly discussed. The Programme lumped women into “vulnerable groups” without nuance, which could obscure the specific needs of women versus vulnerable populations, particularly as not all women are vulnerable.

The 2022-2027 Programme is intended to benefit “citizens and businesses” broadly, but without targeted measures, certain groups could be left behind. By prioritising digital public services (“digital-first” principle) and efficiency, the Programme assumes users can readily access e-services. This may inadvertently favour men and urban populations if, for instance, men are more likely to own digital devices or have free time to navigate new systems, whereas women, especially elderly women or rural women, may face barriers with technology. The Programme does not explicitly mention rural women, single parents, persons with disabilities, or minority communities. For example, a rural woman or an elderly pensioner with limited mobility might struggle with traveling to government offices, meaning that burdensome in-person procedures disproportionately cost them time. The Programme’s general improvements (like reducing the number of documents or visits required) would certainly benefit these groups, but the lack of specific outreach means they may not have access to such services.

The Programme itself does not articulate how administrative burdens impact women and men differently in its analysis. Nevertheless, such differences are well-documented in gender analyses of governance. Women often experience time poverty due to unpaid care responsibilities, so lengthy paperwork processes or waiting in lines impose a heavier cost on them.⁴⁸ Similarly, mobility constraints (lack of access to a vehicle or safe public transport) mean that requirements to submit forms in-person can be more challenging for women (especially in rural areas) and the elderly.⁴⁹ Digitalisation could help mitigate these issues by enabling remote access; indeed the Programme highlights multi-channel service access, noting that telephone support is “very useful for the elderly and marginalized groups” while social media is used more by youth. This shows some awareness of the digital divide. However, women are not explicitly considered, but only implied under “marginalized”. In Kosovo, as elsewhere, women (particularly older women or those in traditional communities) might have lower digital literacy, making the “digital-first” approach a potential barrier. The Programme does not mention documentation barriers such as property or business registrations usually being in men’s names, an issue that can make it harder for women to gather required documents. By not explicitly discussing these gendered dimensions, the Programme risks overlooking how reforms might need to be adjusted to ensure women benefit equally.

Conclusion: Main Issues with the 2022-2027 Programme

- There is no indication that a gender analysis informed the Programme’s development or priority-setting. This creates a risk that reforms are gender neutral and fail to address specific barriers faced by women, such as time poverty or lower access to information.
- While the Programme refers broadly to “vulnerable groups”, it does not identify or address the specific needs of groups such as women with disabilities, minority women, or single parents. Without targeted measures, compounded administrative barriers for these groups will likely persist.
- Attention to furthering gender equality through ABR is not clearly mainstreamed within ABR outcomes. This sidelines gender considerations and increases the risk that they are overlooked during implementation and monitoring.
- The monitoring framework does not include sex-disaggregated indicators, baselines, or targets, treating citizens and businesses as a single, gender-neutral group. As a result, the Programme cannot measure whether ABR benefits women and men equally or reduces existing gender inequalities.

⁴⁸ KWN, [Gender Equality: At the Centre of IT...and Beyond](#), 2024.

⁴⁹ Ibid.

- The Programme does not assign any role to gender equality institutions, women’s organisations, or gender experts in governance, consultation, or oversight. This limits structured input towards furthering gender equality during policy design, implementation, monitoring and evaluation processes.
- The Programme does not use gender-responsive budgeting, allocate resources for gender-inclusive measures or require gender-responsive capacity building for public officials. This weakens implementation, as officials lack guidance and skills to identify and address gendered differences in service use and access.

ABRPRP 2025-2028

The more recent ABRPRP 2025-2028 shows a noticeable improvement in integrating a gender perspective. Early in the document, it acknowledges a “gender disparity” challenge in the previous Programme, citing low participation of women in ABR training programs, particularly at the local level. This recognises that women were not equally benefiting from capacity-building of public officials. The 2025-2028 Programme also builds on the idea of inclusive service design. In the section on user involvement, it explicitly states that policy development will include detailed analysis of user demographics “like gender, ethnicity, age, and digital literacy levels” so that target groups affected by reforms are identified and consulted. This means that when designing new services or simplifying procedures, the government commits to consider differences between women and men users, minority/majority communities, various age groups, etc. Further, the Programme introduces targets disaggregated by gender and “vulnerable” groups in its results framework related to simplified and digitalised services. For instance, if 150 services are simplified by 2028, the Programme intends to measure how those simplifications are impacting women and vulnerable groups (implying tracking of use or benefit by demographic group). Further, the Programme introduces references to gender- and vulnerable-group-disaggregated indicators in its results framework. This is a significant step toward mainstreaming gender: it embeds the idea that success is not just the number of services simplified, but also ensuring those reforms reach diverse groups. Thus, compared to its predecessor, the 2025-2028 Programme more directly and frequently includes gender considerations, from problem diagnosis (gender gap in training) to planning (inclusive consultation) to monitoring (disaggregated indicators).

Gender is mentioned in substantive contexts like capacity building, user-centric design, and performance metrics. The Programme treats inclusion as part of its core user-centric approach. For example, the user involvement strategy calls for ongoing commitment to involve users and even “advanced involvement strategies”, ensuring that voices of women and other groups are heard throughout service design. This indicates that gender is considered during the design phase of administrative services (not just in evaluating results). The presence of gender-disaggregated indicators is particularly noteworthy: it imposes a level of accountability for reaching women and vulnerable groups. By promising to measure outcomes by gender, the Programme creates pressure to implement reforms in an equitable way.

While these steps are progressive, gender is still primarily discussed under the umbrella of “vulnerable groups” or “demographics” rather than as a standalone priority. This framing is problematic, as women do not constitute a vulnerable group *per se* but represent half of the population. Differences exist among women. Gender inequalities stem from structural factors affecting access, participation, and outcomes across all administrative services. Yet, the main goal of the Programme is framed in general terms (efficient, user-centric services for all); and no dedicated section exists on gender equality. Thus, while improved, gender equality can be described as *embedded but not fully targeted*.

Drafters seem to have aimed for an inclusive approach. For instance, they plan to tailor training and consultation to be more inclusive. However, the document does not detail exactly how women’s participation in training will be increased. Gender integration is treated as an important implementation consideration and part of quality service design, but not as a **central objective** on its own. The absence of clear objectives towards gender equality can hinder monitoring of progress.

The Programme aims to broaden ABR beneficiaries to ensure no one is left behind. Its emphasis on decentralisation and stakeholder empowerment suggests benefits for local levels and potentially for citizens outside the capital. Women, specifically, stand to gain from the continued simplification and digitalisation of services: time and cost savings are projected (a target of >50% time savings by 2026) which would help those with care duties or limited resources, many of whom are women. The Programme's focus on *user-centric* delivery means services should be designed around actual user needs; since it explicitly includes gender in user research, women's needs are more likely to be addressed than in the past. For example, if women entrepreneurs or rural women are consulted, the resulting service might be simpler (fewer trips, less paperwork) and more accessible (mobile-friendly, local language) for them. That said, some groups might still risk exclusion if implementation falls short. The document does not explicitly name persons with disabilities or single parents or elderly women as distinct categories, but groups them under "vulnerable" or by age. If not carefully targeted, this could mean certain needs (like disability-accessible digital services or childcare support during trainings or public meetings) might be overlooked. The acknowledgement of digital literacy levels is important, it implies the Programme will account for people who are not tech-savvy (often older individuals, a group that includes many older women and men). By planning for "omnichannel" strategies in user support (as the previous programme's lessons likely carry over), they are more likely to benefit a broader base of users.⁵⁰ However, if "digital-first" remains the *de facto* approach, those without internet access or skills (disproportionately older women, rural women and low-income groups) need continued alternatives.

In conclusion, the intended beneficiaries of the 2025-2028 reforms are all citizens and businesses, with a clearer intent to ensure women, minorities and others benefit. The Programme's measures (if executed) such as targeted consultations and disaggregated monitoring should reduce the risk of exclusion. Still, success will depend on follow-through, for example conducting targeted meetings with women's groups or adjusting services when gender gaps are found. The women who may benefit most include working mothers (through time saved), women entrepreneurs (through easier business procedures) and rural women (via digital access removing the need to travel). Those who might still be left out could be women with very low digital access or those not reached by standard communication channels, unless special outreach is done (e.g., Roma, Ashkali, Egyptian, elderly and disabled women).

The Programme begins to address some gendered aspects of administrative burden, though often indirectly. By recognising the previous low participation of women officials in trainings it touches on a classic gender issue in public administration: women tend to be under-represented in certain professional roles or trainings, possibly due to factors like fewer women in leadership or constraints like family duties making travel for training difficult. The Programme flags this problem, which implicitly calls for solutions (such as more accessible training modalities, which they plan via online modules). Regarding how burdens affect women and men differently: the text itself still does not enumerate examples like "women have less time" or "property documents are in men's names," but it does embed the remedy by insisting on user research and co-design with diverse users. This means issues like time poverty or mobility constraints should surface organically when engaging real users. For instance, through focus group research, the government might learn that women find it hard to come in person to finalise documents due to care responsibilities – and then adjust by enabling online submission or by extending service hours. The Programme's continued push for digitalisation paired with user-centric design could alleviate gendered burdens like time spent (automation reduces waiting), mobility (online services save trips), and opportunity cost (simpler processes mean less work missed – crucial for women who might be in lower-paying jobs with less flexibility). However, regarding the digital divide, the Programme acknowledges different digital literacy levels but does not explicitly mention gender gaps in digital access. In Kosovo, if

⁵⁰ Omnichannel refers to providing public services and user support through multiple integrated access channels, such as online portals, mobile applications, call centres, in-person counters, and email, allowing users to choose the most accessible option.

women (especially older or in certain rural communities) have lower internet usage rates, the success of e-services for them will depend on training or alternatives. There is

Also, there is no specific mention of adjusting legal requirements that have gender bias (aside from continuing the general simplification). The marriage certificate requirement removal in the previous action plan presumably will carry on, but new gender-specific hurdles could exist in other domains. The document does not list them. One new element is applying advanced user involvement techniques like mystery shopping and journey mapping. These can reveal subtle barriers, including those particularly affecting women. For example, a “mystery shopper” exercise might show that a single mother finds it complex to get a social benefit due to many steps, guiding simplification. In summary, while the Programme 2025-2028 does not explicitly spell out “women face X burden and we will fix it by Y,” it establishes frameworks (disaggregated data, user research by gender, etc.) that can uncover and address gendered burdens during implementation. This is a more proactive stance than the prior Programme, moving closer to treating gender as a core part of user-centric reform rather than as an afterthought.

From a monitoring perspective, the Programme includes output indicators related to the number of services simplified and digitalised, referencing gender- and vulnerable-group disaggregation. However, it does not introduce gender-specific outcome indicators that would allow assessment of whether reforms reduce administrative barriers differently for women and men. The Programme does not specify which data will be disaggregated, how data will be collected, or whether this refers to service usage, beneficiaries, or impacts. Nor does the Programme apply GRB principles; financial allocations are not analysed in terms of their potential differentiated impact on women and men. Nor are resources earmarked to address gender-specific access barriers. As a result, both the indicator framework and the budgeting approach remain largely gender neutral.

Conclusion: Main Issues with the ABPRP 2025-2028

- The Programme acknowledges low participation of women in trainings but does not define concrete measures, targets, or incentives to increase women’s enrolment. Without specific actions or benchmarks, capacity-building activities risk remaining male-dominated, particularly at the local level.
- Although gender, age, and ethnicity are mentioned, the Programme continues to use broad references to “vulnerable groups” without clearly identifying them. Groups such as persons with disabilities, single parents, or people with low literacy are not explicitly addressed, increasing the risk that their specific access needs are overlooked in service design.
- Gender equality is not reflected in the Programme’s core objectives or overall vision, which remain framed in gender-neutral terms, focused on efficiency and satisfaction. As a result, gender equality is not positioned as an explicit outcome, reducing its weight in prioritization and decision-making. Without clear aims, progress in furthering gender equality is difficult to measure.
- The Programme does not explicitly reference Kosovo’s gender equality legal and policy framework, including obligations under the LGE. This weakens the rights-based grounding of gender mainstreaming and risks treating gender inclusion as optional rather than mandatory.
- Inclusive measures such as consultation of diverse users and data disaggregation are stated at a general level, without clarity on responsibilities or implementation mechanisms. The absence of clear roles, guidelines, and resources creates a risk that these commitments are not systematically applied in practice.
- While digitalisation is strongly promoted, the Programme does not explicitly guarantee continued non-digital or assisted access to services. Without a clear commitment to hybrid service delivery, women with lower digital access and other marginalised groups may face new administrative barriers.

- Gender-disaggregated indicators focus mainly on outputs, such as the number of simplified or digitalised services. There are no clear outcome indicators capturing changes in gender equality, women's service use, time savings, or satisfaction, limiting the Programme's ability to assess its real impact on gender equality.
- The Programme does not apply GRB principles. Financial allocations are not analysed in terms of their differentiated impact on women and men, and no resources are earmarked to address gender-specific barriers in access to administrative services.

Annex 3. Summary of Relevant Legal and Policy Frameworks on Gender Equality and Public Administration Reform in Kosovo

As per the ToR, this section contains an initial, rapid mapping of relevant legal and policy frameworks on gender equality and PAR in Kosovo. Due to time restraints, the initial mapping draws heavily from a gender analysis of related laws and policies already completed by KWN in 2024, in [Gender Equality: At the Centre of IT...and Beyond: A Gender Analysis of Digitalisation in Kosovo](#), particularly “Chapter 1. Gender Analysis of Digitalisation”.⁵¹ Given requirements for a short page length and so as not to duplicate existing research, the relevant laws and policies analysed for their gender-responsiveness are summarised here.

Law or Policy	Gender-responsiveness
Constitution of the Republic of Kosovo (with Convention on the Elimination of Discrimination against Women - CEDAW)	Gender responsive
Criminal Code of the Republic of Kosovo	Gender neutral
Criminal Procedure Code	Gender neutral
Law on Prevention and Fight of Cybercrime	Gender neutral
Law on Protection of Personal Data	Gender neutral
Law on Electronic Communications	Gender neutral
Law on Information Society Government Bodies	Gender neutral
Law on Child Protection	Gender neutral
Law on General Administrative Procedure	Gender neutral
Law on Gender Equality	Gender responsive
Law on Official Statistics	Gender neutral
Law on Public Financial Management and Accountability	Gender neutral
Law on Local Government Finance	Gender neutral
Law on Procurement	Gender neutral
Regulation on Rules of Procedure of the Assembly of the Republic of Kosovo	Gender neutral
Regulation on Disciplinary Procedures in the Civil Service	Gender neutral
AI on the Use and Management of Internet in Institutions of the Republic of Kosovo	Gender neutral
Better Regulation Strategy 2.0 for Kosovo 2017-2021	Gender responsive
National Development Strategy 2016-2021	Gender sensitive, but neutral on digitalisation
Government Program 2021-2025	Gender sensitive
Kosovo Program on Gender Equality 2020-2024	Gender transformative
European Reform Agenda II	Gender neutral
Kosovo IT Strategy	Gender neutral
Communication and Information Strategy 2018-2021	Gender neutral
Electronic Communication Sector Policy – Digital Agenda for Kosova 2013-2020	Gender neutral
Digital Agenda of Kosovo 2030	Gender neutral
E-Government Strategy Kosovo 2023-2027	Gender neutral
Public Finance Management Reform Strategy of Kosovo	Gender neutral – negative
Strategy for Improving Policy Planning and Coordination in Kosovo (Integrated Planning System) 2017-2021	Gender neutral
Strategy for Modernisation of Public Administration	Gender neutral
Public Administration Reform Strategy 2022-2027	Gender neutral
Programme of Official Statistics 2018-2022	Gender neutral (some responsive)
National Programme on the Implementation of the Stabilisation and Association Agreement 2022-2026	Gender neutral
Economic Reform Programme 2023-2025	Gender sensitive
Local Self-Government Strategy 2016-2026	Gender neutral

⁵¹ For the analysis, please see this report, particularly pp. 40-69. Other chapters contain a similar analysis of digitalised services in other sectors (e.g., health, education, social services, etc.).

Law or Policy	Gender-responsiveness
Strategy for Youth 2019-2023	Gender neutral
Action Plan for Open Assembly 2023-2026	Gender neutral
Kosovo Sector Reform Contract for Public Administration Reform	Gender neutral
Administrative Instruction (GRK) No. 10/2023 for the Licensing of Foreign Health Professionals	Gender neutral
Administrative Instruction (MIA) No. 12/2024 on Amending and Supplementing Administrative Instruction (MIA) No. 04/2023 on Vehicle Registration	Gender neutral
Administrative Instruction (in Healthcare) No. 02/2025 on Conditions and Procedures for Exercise of Healthcare Activities in Private Institutions	Gender neutral
Administrative Instruction (MCYS) No. 02/2025 on the Criteria, Requirements, Rules and Procedures Related to the Issuance, Administration and Revocation of Professional Licences for Natural and Legal Persons in the Field of Cultural Heritage	Gender neutral
Administrative Instruction (GRK) No. 04/2024 on Fee Schedule for Cadastral and Surveying Products and Property Registration Products Services	Gender sensitive
Administrative Instruction (MESPI) No.06/2024 on the Issuance of Permits to Surveying Companies and the Licensing of Surveyors	Gender neutral
Administrative Instruction No. 03/2024 on Co-payments for Health Services	Gender neutral
Administrative Instruction (MESPI) no.03/2025 on Procedures and Criteria for Licensing Natural and Legal Persons for Drafting the EIA Report	Gender neutral
Regulation (GRK) No.20/2024 for Education, Training and Recognition of Services and Experts	Gender neutral (some sensitive)

EU GAP III

In addition to the aforementioned laws and policies, a rapid analysis was conducted on the relevance of EU GAP III. As Kosovo is not an EU Member State, it has no obligation to implement EU GAP III. Nevertheless, the EU GAP III and its indicators are relevant to all EU-funded programming, including direct budget support, which is financing Kosovo's public administration and reforms related to EU Accession. EU GAP III indicators do not directly address the public administration, though potential exists for changes under the forthcoming GAP IV. Meanwhile, generally the need for gender analysis and gender mainstreaming is mentioned throughout GAP III. Actions related to PAR supported by the EU would need to be informed by GEIAs and involve gender-related objectives, indicators and sex-disaggregated data in line with GAP III commitments. Several indicators relate to gender mainstreaming laws and policies and making health, education, employment and other services more accessible, including through digitalisation. Additionally, EU GAP III contains a few indicators that are directly relevant:

Objective	Action	Indicator	Target	Relevance
Objective 3: Gender Responsive Budgeting is promoted.	3.1. Increase the number of actions (Budget Support operations or projects) supporting public finance management (PFM) reforms that include a gender budgeting component.	% of new actions supporting PFM reforms that include a gender budgeting component, by year	At least 20% of new actions supporting PFM reforms include a gender budgeting component (from 2021)	EU has supported PEFA analysis as part of PFM support. EU direct budget support can better oblige GRB. Government of Kosovo has approved Concept Document for

				GRB towards institutionalising.
Objective 4. Gender specific and/or sex-disaggregated indicators are systematically used	4.1. Ensure gender-specific or sex-disaggregated indicators are part of the monitoring and evaluation system of EU-funded actions	% of EU-funded actions that have gender-specific or sex-disaggregated data at least in the more recent progress update	85% of new actions by 2025 have at least the latest progress data entry sex-disaggregated or gender-specific, as mandated by the indicator formulation	Data needed for reporting to EU. KLGE requires tracking and reporting sex-disaggregated, but several institutions do not implement responsibilities regularly; systems for tracking and reporting data lacking.

Source: Adapted from European Commission (EC), High Representative of the Union for Foreign Affairs and Security Policy. "Joint Staff Working Document: Objectives and Indicators to frame the implementation of the Gender Action Plan III (2021-25)". SWD(2020) 284 final. Brussels: 2020, p.4. First columns original; last column includes KWN's analysis.

Annex 4. Summary of Analysis of Concept Documents and Legal Acts

This Annex summarises the gender analysis of concept documents and legal acts. The GIA involved a review of five concept documents and 15 legal acts. Based on the steps in AGE's [Gender Impact Assessment Manual](#),⁵² the analysis examined: (1) the policy purpose; (2) the policy's gender relevance, which involves analysing whether or not it may impact gender equality; (3) gender-sensitive analysis to understand the current situation of groups affected by the policy, how the policy may affect their situation and how the planned intervention may change their situation; (4) gender impact, which involves establishing how the policy will contribute to gender equality and its foreseen impact on gender relations; and (5) identified findings and recommendations for policy/legislative options, including how to eliminate negative impacts and enhance the positive ones.⁵³ Notably this involved a rapid analysis for illustrative purposes, drawing from existing desk research and did not involve a full-fledged GEIA which would require further research and consultation with diverse women and men. Additionally, based on the OECD DAC criteria for gender marking, relevant to all EU-funded programming, each document was analysed to assess if it: (1) included gender analysis; (2) used gender analysis to inform objectives towards gender quality; (3) identified indicators to measure progress towards gender equality; and (4) included sex-disaggregated data for targets.⁵⁴ The following subsections summarise findings for each document based on this analysis.

Notably, this was based on a gender review of the concept documents and acts related to public services; it did not focus only on aspects related directly to ABR. Therefore, some of the findings and recommendations are relevant to persons engaged in drafting these laws and policies but may not be relevant to the OPM SPO as per its specific mandate. Nevertheless, as these laws and policies regulate public service delivery, a holistic, user-friendly and gender-responsive approach to their design should consider gender analysis in line with requirements in the LGE and as per the GEIA guidance. Therefore, although the findings and recommendations are outside the mandate and scope of the work of the OPM SPO, these may be useful for those engaged in ABR reforms in the future.

Administrative Instruction (GRK) No. 10/2023 for the Licensing of Foreign Health Professionals

The purpose of this Administrative Instruction (AI) is to regulate the procedures, conditions for licensing, relicensing and engagement of foreign health professionals in Kosovo. It affects all foreign health professionals, health institutions, licensing boards and relevant committees. It contains provisions towards diaspora professionals and engagement of health professionals for humanitarian purposes or emergencies.

Women tend to be over-represented in the health sector, particularly in lower-paid positions (e.g., nurses), for which Kosovo may have a greater demand for foreign professionals due to out-migration of such professionals from Kosovo.⁵⁵ Further, administrative requirements for licensing, the affiliated time and costs, migration-related conditions, and work permits may affect women and men differently, as formally neutral rules often create unequal practical barriers for women due to their inequalities in income, sector of employment and caregiving responsibilities.

Overall the Instruction is **gender neutral** as it does not support or strengthen gender equality. It does not consider how the long, administrative procedures may impact women and men differently. Some provisions may impact women and men differently due to administrative

⁵² This requires that every new or revised policy, law or programme undergo a structured process to test its relevance for gender equality, identify potential unequal impacts, and propose corrective measures.

⁵³ Findings are summarised in the table below.

⁵⁴ OECD "[DAC gender equality policy marker](#)", accessed 25 February 2026.

⁵⁵ See for example, Lumi Qehaja, Fatime & Maljichi, Driton & Serafimovska, Eleonora. (2025). Migration and Healthcare Professionals in the Public Sector in Kosovo. *Problemy Polityki Społecznej Studia i Dyskusje*. 68. 1-26. 10.31971/pops/196564. See also, Open Data Kosovo, (2019, September 13). [Women in the workplace – Working hard for the money](#).

hurdles, migration, socio-economic status and career paths. The documentation required for licensing is extensive and requires all documentation to be notarised and officially translated. Further, there is a substantial cost to apply for licensing and re-licensing, which is not refunded if the application is refused. This, translation and notarisation present considerable costs and a lengthy process. No fee exemptions are provisioned for any category. Women health professionals with family responsibilities such as child-care and from lower-income countries are likely more affected more by these fees and procedures. This can undermine women health professionals accessing this sector. Also the license is only issued for the same duration as the work permit or residence permit which means that the procedure for re-licensing is frequent and costly. Women who have family obligations (e.g., child-care, breastfeeding) likely face added difficulties applying frequently due to time restraints. The Administrative Instruction does not use gender sensitive language; all medical professionals are referred to male.⁵⁶ Also, the AI does not require clearly the systemic collection, monitoring and publication of gender-disaggregated data on applications submitted, licences granted, renewals and refusals or of the board composition. This omission risks non-compliance with the LGE, and its requirement to regularly report and submit gender-disaggregated data to KAS, and ensure proper monitoring of application procedures. Also, provisions do not require gender balanced representation in licensing boards or committees. Given gender inequalities in participation, this risks women's underrepresentation in boards and committees, and can diminish the gender equality considerations in reviewing applications. Recommendations:

-
- Require equal gender representation on the Board and committees in accordance with the LGE.
- Ensure flexibility in assessing professional experience in cases of interruptions for women, particularly due to maternity leave.
- Include gender sensitive language by using terminology that refers to both women and men.
- Consider reducing or exempting vulnerable categories from fees, including women from low-income countries.
- Require collection of gender-disaggregated data on applications and licenses provided and publication of data disaggregated by gender and other categories, as per the LGE. Towards interoperability link data to KAS for automatic publishing.
- Simplify reapplication processes by allowing online re-application, minimising the time needed to reapply. Consider accepting electronic notarization of originals to decrease time and travel costs.

AI (MIA) No. 12/2024 on Amending and Supplementing AI (MIA) No. 04/2023 on Vehicle Registration

The purpose of the AI is to amend and supplement the AI on vehicle registration. This AI is **gender neutral** as it applies equally to women and men. However, a situation analysis suggests that certain elements may impact women differently from men. Vehicle registration requires a driving license corresponding to the category of the vehicle. This provision can be a barrier particularly for women seeking to register a vehicle under their name as women are less likely to hold driving licenses, particularly rural, older, poorer, and some ethnic minority women.⁵⁷ AI No. 04/2023 on Vehicle Registration, already regulates vehicle registration in the name of someone without a driving license, requiring that the owner assign a vehicle user with

⁵⁶ Although some legislative and policy efforts have sought to insert a clause stating that any denomination also references the opposite gender, this approach is not gender sensitive.

⁵⁷ KWN, [Gender Analysis of Land Transportation in Kosovo](#), 2025.⁵⁸ The UN Women Country Gender Profile (2024) discusses the licensing system in Kosovo and how it creates administrative barriers that disproportionately impact women, as well as *gender differences in participation across licensed professions*.

a notarised authorisation. This provision increases costs of vehicle registration. Also, it does not distinguish between vehicle ownership as individual private property and vehicle operation. Whilst driving a vehicle without a driver's license should be prohibited, the ownership of vehicles should not be limited to those with drivers licenses, especially considering factors or disabilities that may prevent individuals from obtaining driver's licenses. They should be able to register their vehicle under their ownership and not specify a vehicle user. Dependency on a user mixes the right of ownership with that of use. This can reinforce gender roles that can disadvantage women more than men, such as in cases of domestic ~~violence~~ including property division during divorce, when a vehicle user is specified and not who the vehicle owner wants (any longer). Further, provisions require that the applicant needs to appear at the Vehicle Registration Center (VRC) to provide a physical copy of the inspection report of the vehicle or collect the plates of the vehicle once ready; other procedures may be done online. These requirements can disproportionately affect women, particularly those who are older, from rural areas, have limited digital literacy, or face mobility constraints due to caregiving responsibilities, inaccessible public transportation, financial limitations or disability. The VRC also has limited working hours, which can be disadvantageous for employed women and men, particularly women with childcare responsibilities and time limitations. Recommendations:

- Ensure measures allow vehicle registration in the name of the owner without requiring a driving license.
- Address potential gender gaps in digital access for vulnerable groups including persons with disabilities and/or provide alternative support mechanisms, given that the AI requires, a mix of online and in person procedures. Provide assistance with applications in person for those in need.
- Require regular collection and publication of data on vehicle ownership, registration, deregistration, and use of online versus in-person services, disaggregated by gender an age, rural/urban location, ethnicity, and disability to identify and address gender-differentiated barriers and costs. Link to KAS through interoperability.
- Extend working hours of VRCs on certain days or Saturdays to facilitate access for employed women/men.
- Minimize mandatory in-person appearance to essential situations (e.g., to prevent fraud) and ensure accessible alternatives for individuals facing mobility, time, or digital access constraints. Allow submission of all paperwork online and receipt of license plates by post.

AI (in Healthcare) No. 01/2025 on Conditions and Procedures for Exercise of Healthcare Activities in Private Institutions

The purpose is to regulate licensing procedures for healthcare services. It is **gender neutral** as it does not have any specific provisions related to gender or consider any gender-related barriers including physical accessibility conditions of persons with disabilities, or bathroom changing stations for families with kids. It does not require boards or the appeal commission to have gender balanced representation. People must apply for a licence “through access to the electronic application module on the Ministry of Health”; it does not provide alternative methods to apply. This may indirectly disadvantage some women, based on their digital literacy and age, especially small, women-owned practices. Although the website has a video to guide users, those with limited access to technology and low digital literacy may struggle. Further, the [website](#) does not have an application to apply in the Serbian language. Recommendations:

- Allow applications to be submitted in-person or with assistance, as well.
- Require equal gender representation in the Licensing Board of Private Healthcare Institutions and the Appeal Commission as per the LGE.

Draft Law on Business Organizations

The Draft Law has the purpose of regulating the establishment, organization, rights and obligations of businesses, owners, and shareholders of businesses. It is somewhat **gender sensitive** as it uses gender-sensitive language, referring to Directors and successors of businesses in both genders. Another gender-sensitive measure is the mandatory gender quota (40%) for members of the Board of Directors and Managing Directors of the Joint Stock Company.

While digital registration reduces administrative burdens and long waiting periods, it can be a barrier for women who have minimal access to digital tools. The Kosovo Business Registration Agency [website](#) only allows online application for business registration in the Albanian language. The platform is not user-friendly, which can pose barriers for those with limited digital skills. The only tutorial [video](#) on how to use the platform is in Albanian only; this hinders the access for non-Albanian speakers, including women from minority groups. Further, structural social barriers may limit women's access to business ownership in Kosovo for first-time women-led businesses, as they are disproportionately constrained by time, financial resources and digital skills. Recommendations:

- Ensure that the Kosovo Business Registration Agency online business registration services, guidance materials, and instructional content are fully available and functionally equivalent in Albanian, Serbian, and English, to prevent indirect discrimination against non-Albanian speakers, including minority women.
- Enable assisted in-person application procedures, as well.
- Provide incentives for first-time women-led registered businesses

Draft Law on Crafts

This Draft Law regulates conditions for exercising craft activities, registration and licensing procedures for crafts, professional qualifications, organisation through the Chamber of Crafts and measures for promoting and developing crafts and artisan activities. It establishes standardised procedures, mandatory registration, licensing, fees, examinations, and oversight mechanisms. The Draft Law does not use gender neutral language, as owners and crafts persons are always referred to in the masculine gender (*pronari, zejtari, llogarine e tij*).

It has gender relevance as it regulates areas where self-employment is predominant, small economic activity and family-owned economic activity where women tend to engage. It provisions access to licenses for certain crafts, inheritance of crafts activity and membership fees. Membership fees may affect individuals with fewer resources and limited access to capital more, like women. The Draft Law allows for family members to contribute to crafts service businesses without an official employment relationship or pay. The Law's failure to regulate and recognise unpaid labour in family businesses can contribute to informality, which affects women more than men, undermines women family members' economic autonomy and security and contributes to poverty later in life due to the lack of payment of pension contributions related to their labour. No provision requires maintaining gender-disaggregated data in registries of crafts, licensing and titles as per the LGE. Overall, while the Draft Law has some **gender-sensitive** provisions others are **gender neutral** or **gender negative**. Recommendations:

- Require collection and automated reporting to KAS of gender-disaggregated data in craft registries, licensing and professional titles, using interoperable systems. This can enable better analysis of gender-differentiated impacts and efficiency of procedures.

AI MESPI No. 03/2025 on Procedures and Criteria for Licensing Natural and Legal Persons for Drafting the EIA Report

The AI's purpose is to regulate the procedure for licensing natural and legal persons to conduct Environmental Impact Assessment (EIA) reports. It provisions the timeline, fees and requirements for licensing. The application for licensing is online following a call published annually on the MESPI website. Overall, it is **gender neutral** as all requirements and procedures apply equally to all applicants. Article 3 states that masculine and feminine forms are used interchangeably, though this can indirectly reinforce gender norms. This instruction regulates access to specialised service delivery. Thus, it presents specific entry requirements, such as five years' experience, publications, prior cooperation with an already licensed person and non-refundable fees if the application is rejected. Legal persons must employ at least three licensed experts.

Requirements may disadvantage women, particularly young and/or marginalised women who do not possess the same professional networking opportunities and uninterrupted employment. Further, it provisions that the list of licensed experts be published. On the [MESPI website](#) the list is unavailable once downloaded as the page comes up blank for certain years (e.g., 2025, 2022). Further the list is not gender disaggregated. It would be helpful for gender analysis of licensed individuals and to monitor the application procedures. Additionally, renewal of licenses requires a copy of an identification document and a copy of the previous license, which from an ABR "once only" perspective should not be required as the Ministry has these documents already. Recommendations:

- Use gender-responsive language throughout instead of Article 3 to avoid reinforcing gender stereotypes.
- Decrease fees for application and renewal of licenses and offer partial refunds if applications are rejected. For the renewal procedures, remove requirements for an ID and previous license, as the Ministry has these.
- Require collection and publishing of gender-disaggregated data of applicants and licensed natural and legal persons, automatically updated to KAS using interoperability.

Regulation (GRK) No. 20/2024 for Education, Training and Recognition of Services and Experts

The purpose is to establish requirements and procedures for licensing, education and training for experts in radiation protection and nuclear safety. Although technical, it has indirect social and gender effects as it regulates access to licensing for a specific profession. Criteria are applicable to all applicants, women and men. The Regulation requires that applicants have at least five years' work experience. This could disadvantage women due to maternity leave or caregiving responsibilities. The license is issued with a validity of five years. To renew the license, the expert must provide evidence of 100 points earned in the last five years, averaging twenty points per year, where one full day of training equals ten points. This requirement leaves no flexibility for maternity leave, part-time work (e.g., due to care responsibilities) or challenges faced to attend training amid caregiving responsibilities, which all predominantly affect women. The Regulation does not address conditions for career continuity where women can decide to pause or minimise working hours due to risks associated with pregnancy, thus leaving women unable to fulfil the average points needed per year. Nor does it require gender balance in the Commission for licensing. Thus, while it seems gender neutral it may be **gender negative** in its impacts. The regulation does not require gathering or publishing data; applications forms only state that the information required will be processed in accordance with the Law on Personal Data Protection. Recommendations:

- Amend procedure for the points system for license renewal that requires the average of 20 days per year to attain points, to be more flexible and cumulative over the five years to address cases of part-time employment or maternity leave.

- Gather and report gender-disaggregated data in line with the requirements of the Kosovo LGE.

AI (MCYS) No. 02/2025 on the Criteria, Requirements, Rules and Procedures related to the Issuance, Administration, and Revocation of Professional Licenses for Natural and Legal Persons in the Field of Cultural Heritage

The purpose AI is regulating licensing of persons in conservation, restoration and archaeological activities in cultural heritage. Clear provisions specify that licensing is open to everyone who fulfils criteria. Licensing is done through an electronic system to simplify the application process.

The instruction is gender relevant as it regulates licensing in a field where women are underrepresented, especially in technical restoration and senior expert roles.⁵⁸ Yet, the only mention of gender is to ensure that all terms used refer to the opposite gender as well, which can reinforce gender stereotypes. It does not provide for any guidance or assistance offline, which can impact persons with limited access, including women, particularly from marginalised groups. The electronic application system requires notarisation of various documents, fees for application and continuous relevant experience. These may affect women more due to interruptions in their employment due to maternal leave and care roles. No provisions regulate gender balanced representation in the Licensing Board. The Board is obliged to report to the Ministry but not explicitly to disaggregate data by gender and other sociodemographic factors. Thus, the Instruction seems gender neutral but without gender-responsive measures, it may indirectly exclude women, among other marginalised groups, limiting their participation in the cultural heritage sector, which would be **gender negative**. Recommendations:

- Use gender sensitive language.
- Introduce recognition of career breaks for maternity leave when calculating years of experience.
- Collect and publish regularly data disaggregated by gender and other socioeconomic indicators on license applicants and approvals, linking to KAS for interoperability in line with the LGE.
- Require a gender quota on the Board as per the LGE (50%).
- Require the Board to include gender analysis in its reports, towards identifying areas for improving gender equality.
- Provide for supporting applicants with online and offline assistance.

Draft Law on Banks

This Draft Law has the purpose to regulate banking and financial activities through licensing local and foreign banks, regulating bank management, supervising and recovery or liquidation of banks.

The Draft Law has gender relevance as it regulates access to employment, financing, medium to high positions in the financial system and decision-making positions in the banking sector. Women are underrepresented in medium and senior management and decision-making positions in the banking sector.⁵⁹ This inequality is reinforced by the fact that the Draft Law refers to all positions from agents to medium to high managerial positions in Albanian and Serbian languages as male. This promotes gender stereotypes that medium and senior management positions in the banking sector are for men. Women's underrepresentation in the banking sector may lead to biased risk assessments and inadequate, non-gender-responsive design of financial products. The Draft Law can contribute positively to gender

⁵⁸ The UN Women Country Gender Profile (2024) discusses the licensing system in Kosovo and how it creates administrative barriers that disproportionately impact women, as well as *gender differences in participation across licensed professions*.

⁵⁹ See, for example, the [Kosovo Banking Association and Associated Gender Equity and Social Inclusion \(GESI\) Handbook](#) for the banking sector, which recommends improving opportunities for women and underrepresented groups to participate and lead in banking institutions, amid gendered imbalances.

equality by including measures towards improving women's access to finance, but it does not. Nor does it require collecting and publishing gender-disaggregated data. Thus, it is **gender negative** by reinforcing stereotypes and upholding the status quo that has contributed to gender inequalities in access to finance. Recommendations:

- Require data on account holders, credit requests, credit approvals and their amounts, deposits, and financial services disaggregated by gender *and* age, ethnicity, rural/urban location, and disability, submitted regularly to and published by KAS via an interoperable system.
- Use gender-sensitive language.
- Require gender balanced representation in bank boards as per the LGE.

AI (GRK) No. 04/2024 on Fee Schedule for Cadastral and Surveying Products and Property Registration Services

This AI regulates fees for registering property, cadastral and survey products for all immovable property. While it does not regulate how property rights are acquired, it regulates services related to registering property, online access to cadastral information systems and other digital services.

It is gender relevant as women in Kosovo statistically have lower property ownership and can face added barriers in claiming their property rights, such as in cases of domestic violence, divorce and inherited property. Registration fees can hinder low-income or marginalised women from registering property. The regulation of fees is gender responsive as Article 8 exempts certain categories from fees, including single mothers, persons receiving social assistance and specifically women, persons with disabilities, victims of domestic violence (but not other forms), survivors of sexual violence during the war. The only requirement is that individuals present evidence that they belong to exempted categories. This can pose some risk in accessing documentation, particularly if it is held by other (male) family members (e.g., social assistance tends to be registered in men's names).⁶⁰ Having to produce this evidence also may undermine the once only principle as it should be already available as part of applicants' eKosova accounts, so they need not provide additional documents. While the AI is **gender-responsive**, the impact depends on awareness of and access to such exemptions. The AI does not require collecting and reporting of gender-disaggregated data. Recommendations:

- Require regular reporting of data on property registration by gender and fee exemptions disaggregated by gender and age, rural/urban location, ethnicity, social assistance recipient, gender-based violence survivor, single mother and disability to KAS for immediate publishing via interoperability.
- Introduce fee reductions for first-time property registration by all women to increase the percentage of property registered to women.
- Expand the exemptions of fees to include the survivors of all forms of gender-based violence and not only survivors of sexual violence during the war and domestic violence
- Improve interoperability and one stop principle so applicants need not provide additional evidence already held by the state, such as evidence of receipt of social assistance.
- Regulate more clearly that information on exemptions be clearly specified to applicants.

⁶⁰ KWN, [Budgeting for Social Welfare](#), 2018.

AI (MESPI) No. 06/2024 on the Issuance of Permits to Surveying Companies and the Licensing of Surveyors

This AI sets forth requirements, procedures and standards for permits to surveying companies, licensing of surveyors and fees. It also regulates the Commission for Permit Issuance and Licensing. The AI limits application windows each year with short periods to apply. The Commission only processes up to four applications per year and the application is made through hardcopy documents; if any are missing, the incomplete application will be rejected.

These requirements can disproportionately affect women due to career interruptions, access to documents, work arrangements and care responsibilities, which make it harder to apply within such strict deadlines. Also, the high tariff upon license approval amounts to €300, which can be a barrier for women who statistically earn less than men and have less access to financing.⁶¹ The license and permits can be downloaded digitally and received in hardcopy. This suggests an underutilised opportunity to attach documents required during the application process to reduce administrative barriers. A gender-responsive measure allows suspension of a license with a validity of five years with the request of the licensed surveyor in case of maternity leave. The suspension period is for one year, which does not give the surveyor the opportunity to decide on the length of the suspension. For example, a woman may want to take less time off, as foreseen by the Labour Law that provisions maternity leave to six months to one year. Overall, while provisions are generally gender-neutral, one is gender responsive and indirect gender barriers may exist that could result in gender negative outcomes. Recommendations:

- Amend the application process to have more flexibility in the timing of applications, such as ongoing processing of applications. Provide the option to upload required documents using eKosova or an electronic system.
- Reduce the tariffs or provide affirmative measures for specific groups who lack access to finance, including women.
- Amend Article 22 (par. 2) so licensed surveyors can determine the duration of suspension for maternity leave.

AI (MIET) No. Xx/2025 on the Procedures for Entering Data in the Register of Beneficial Owners

The purpose is to regulate procedures on how data is entered in the Register of Beneficial Owners from the Register of Business and Non-Profit Organizations. It provisions how the Register of Beneficial Owners operates. It has low relevance to gender equality given its technical nature. While more men tend to own businesses, women are well-represented among non-profit organisations' leaders. Some women and specific sociodemographic groups may require support registering. The AI uses gender biased language in Albanian and Serbian, referring only to men as business owners. It does not require that the register and data be disaggregated by gender and other sociodemographic factors, as per the LGE. The AI is generally **gender neutral** but could promote **gender negative** stereotypes. Recommendations:

- Require that the register collect and report regularly via interoperable systems to KAS data on owners and target groups, respectively, disaggregated by gender and age, ethnicity, rural/urban location, disability, and/or other sociodemographic factors.
- Ensure use of gender neutral language so as not to promote gender stereotypes.
- Provide in person support for women-led NGO's to enable for easier access.

⁶¹ See, for example, Kosovo Women's Chamber of Commerce brief "[Women in Business](#)", 2014.

Concept Document on Residence and Stay

The purpose is to make an impact assessment of the legislative framework concerning residence and stay in Kosovo, identifying legal gaps that would enable an all-encompassing register of addresses for residence and stay.

While the Manual for the Drafting of Concept Documents provides Gender Impact Assessment tool templates, they have not been attached as annexes, suggesting no GEIA was conducted. Thus, the proposed option of drafting a new law on Residence and Stay does not consider that access to residence and stay permits may be more challenging for women, especially migrant women and vulnerable categories due to factors such as education, age, financial means, (un)employment or informal work, and economic dependency on others, among other factors. It does not sufficiently assess access to rights and services using gender-sensitive analysis. For example, it does not consider situations in which divorced women cannot secure a residence permit if the application was based on family reunification or if they are economically dependent on their former partners. While Regulation No. 17/2024 on the Rules of Procedure of the Government foresees that concept documents have a consultation process prior to being published for public consultations with entities within the OPM, it does not indicate that the concept document be sent for consultation to AGE. The concept document also lists the working group that drafted it, and it does not specify that it included an officer for gender equality during drafting and does not list the tool utilised in the annex. This tool according to the Guidelines and Manual should have been attached as an annex for the reader to understand why the only gender impact listed was collection of gender-disaggregated data. All these factors contributed to improper assessment of women's needs and risks to residence applications. Thus, while the Concept Document is **gender neutral**, it could have **gender-negative** impacts. Recommendations:

- Conduct a GEIA to ensure that gender analysis informs proposed options and these address any identified gender-related barriers and inequalities in claiming residence.
- Require consultation with AGE when drafting Concept Documents and ensure the collection and use of gender-disaggregated data for evidence-based policymaking
- Ensure that the working group preparing the Concept Document has a gender expert or gender equality officer.
- Attach all GEIA templates as annexes to the published document and that the gender analysis involves attention to intersectionality.
- Ensure the new registry requires data disaggregated by gender and age, ethnicity, nationality, disability, and other sociodemographic factors. It should be interoperable with KAS enabling real-time access to gender-disaggregated data.

Draft Law on Veterinary

The purpose is to regulate the legal framework for veterinary activities and services to protect animal and human health, ensuring the safety of food and products of animal origin. Activities include licensing vets, inspections, tariffs and reporting. It also regulates the Veterinary Chamber and the Food and Veterinary Agency. The Draft Law regulates access to licenses, self-employed veterinarians and small businesses including various agricultural activities, such as the production of food and products derived from animals. Permits, registration, inspections, fees and reporting of agricultural activities are regulated in the Draft Law,

It is highly gender relevant as women engage in this market, including in small family farms and as operators, both formally and informally. Licensing, renewal fees, membership fees and other costs are all paid by the applicant or agricultural operator without any exemptions or reductions for smaller operators or vulnerable operators. The Draft Law obliges use of the electronic system for reporting and registering data, but does not clearly mandate reporting gender-disaggregated data. Women from rural areas with limited schooling, digital skills or digital access may face extra barriers. The Draft Law does not address properly the impacts it may have on vulnerable groups, including women. Nor does it put in place measures

to address informality (which is highly gendered) as part of registration and inspections, such as required inspection of family members working, their employment and labour rights. Nor does it provide any gender-responsive measures such as transitional periods to use the system, technical in-person assistance or longer submission periods for applications. High sanctions for non-compliance could exacerbate higher levels of informality, affecting more women than men. Thus, although formally **gender neutral**, the Draft Law risks creating barriers to licensing and formalising women's and other vulnerable groups' veterinary and agricultural activities, potentially reinforcing gender inequalities in informality. The impacts could be **gender negative**. Recommendations:

- Include in inspections requirements for ensuring that family members engaged in family businesses are registered with employment contracts, pay, pension contributions and labour rights. Require inspectors to have training in gender-responsive approaches to inspections that consider gender inequalities and rights violations within families, and how to address them in gender-responsive, careful ways.
- Introduce mitigation measures such as reduced sanctions and fees for small-scale operators
- Introduce transitional periods and personal assistance to support learning and using digital systems; ensure one-stop-shops have such services available, including computers and digital tools that persons without these can use, as well as human resources trained in a gender-responsive approach to supporting diverse users in registering.
- Require collection of data disaggregated by gender and age, ethnicity, rural/urban location, disability and other sociodemographic factors, automatically shared with KAS using interoperable systems, allowing real-time viewing and analysis of data.

Concept Document for Research-Scientific Activity and Innovation

The purpose is to assess the regulatory, economic, social and administrative impacts of policy options to improve the legal framework for research-scientific activity and innovation in Kosovo. The document states it involved communication with institutions including AGE. It is gender relevant as women, particularly from marginalised groups, may face added barriers to participating in scientific research. It identifies gender equality and inclusiveness as principles and lists as an objective to be aligned with European Research Area standards. It mentions programs for gender equality.

This **gender sensitive** approach is mainly at the level of principles guiding the Document's drafting. While the Document acknowledges the importance of inclusiveness and gender equality, it states that the proposed and recommended options will not have any gender impact. It does not use the tool in the Manual on Developing Concept Documents, though the Manual specifically lists Science, Research and Technology as relevant for GEIA. The Document did not include the GEIA as required by the Manual. It failed to provide gender-disaggregated data on researchers, academic staff, barriers or how options would affect women in research. The absence of a GEIA report limits the ability to determine whether proposed options effectively address gender-based disparities in access to research and innovation opportunities. By treating gender impacts as neutral, the proposed option risks maintaining existing gender inequalities in research and innovation. The option could have created incentives when women researchers are underrepresented and reduce gender barriers. Recommendations:

- Use the obligatory GEIA tools provided in the Manual on Developing Concept Documents (p. 115).
- Ensure that the working group developing the Concept Document has a gender expert or gender equality officer.

- Ensure that the GEIA involves attention to intersectionality. Use it to include data disaggregated by gender and other sociodemographic categories in the Document, informing its content.
- Include affirmative measures to address inequalities in research and innovation.

Concept Document on Organic Agriculture

The purpose is to assess the impacts of policy options to regulate organic production, certification, labelling and system, aligning Kosovo with EU standards on organic production. From an ABR perspective it addresses certification, inspection systems and access to organic agriculture.

It is gender-relevant, as women participate in small-scale and family owned farms often informally. Thus, procedures regulating the organic certification of products and registration should consider digital skills, women's limited time and high informality. The Document does not provide any gender-disaggregated data on farmers, producers land ownership, land leases, or inheritance, which can hinder diverse women's engagement in the sector. Nor did it use the obligatory GIEA to inform its design. While the Document is **gender-neutral**, uniform procedures risk becoming barriers to access or reinforcing high informality, which can have **gender-negative** impacts. Identifying and addressing gender inequalities could increase diverse women's participation in organic agriculture, address the informal economy and contribute to improved economic outcomes for women and their families. Recommendations:

- Use the obligatory GEIA tools in the Manual on Developing Concept Documents to assess and address gender inequalities.
- Ensure the Document's working group has a gender expert or gender equality officer.
- Ensure the law requires collection and real-time reporting of gender-disaggregated data on organic farming, land beneficiaries, land owners and organic production to KAS using interoperable systems.
- Address digital access issues with in-person assistance to facilitate registration.

Draft Administrative Instruction on the Procedure for Issuing, Renewing, Suspending and Revoking Licenses for Social and Family Service Providers

The Draft AI sets forth the procedure for applying for licenses in the field of social and family services, as well as the suspension, revocation of licenses, appeal procedure and fees for licensing. It aims to standardise requirements and strengthen oversight of social and family service providers through clear procedures and inspections.

It has high gender relevance as social and family services are predominantly provided by women and predominantly used by women, survivors of gender-based violence, elderly women, single mothers, and persons with disabilities, among others. . Article 5 states that all applicants will have to submit their applications for licensing electronically upon the establishment of the electronic application system. Women may face added barriers in submitting online related to access to digital tools and knowledge. If a licensing request is rejected, the applicant must wait six months to reapply. Particularly if applicants make a mistake or miss something accidentally, this may disadvantage women with limited digital skills. The draft AI requires extensive documentation, infrastructure and staff which may disproportionately affect women-led NGOs, shelters or community driven initiatives that may have less financing, smaller spaces, limited capital, or poor infrastructure, particularly in rural areas. Once issued, licenses shall be valid for three years with the possibility of renewal for an additional five years; this limits the activity of services provided to eight years. This can affect the quality of services provided by disallowing experienced providers from continuing to provide services, which is particularly relevant for services for survivors of gender-based violence.

Documents required for licensing include proof of not having debt to the Tax Administration in Kosovo and financial statements for renewal of licensing. These can be a barrier for women who have less access to capital. The suspension procedure does not

specify a deadline. License suspension without sufficient time for ameliorating identified issues may interrupt the continuity of services, impacting their quality. This is particularly relevant for victims of gender-based violence who could be left without these crucial services. The draft AI contains no provisions ensuring service continuity, which can harm women utilising services. Regarding the data registry that the Ministry of Justice will maintain, it does not specify that it will contain intersectional gender-disaggregated data. Thus, the AI is **gender neutral** but could have **gender-negative** impacts. Recommendations:

- Provide assisted application options and instructions for applicants with limited digital skills.
- Introduce gender-responsive licensing requirements proportional to the area of establishment, size, capacity and service provided.
- Regulate procedures for incomplete electronic applications (notify the applicant) and remove the six-month ban on reapplication in cases of technical errors or missing documentation.
- Foresee a grace period to ameliorate issues identified prior to suspension. Add provisions to ensure continuity of services if licenses are revoked or suspended.
- Require that the data registry on service providers for social and family services include intersectional gender-disaggregated data in line with data protection requirements and shared with KAS in real-time via interoperability.
- Remove limits on the maximum years licenses can be renewed as qualified providers should be able to continually renew licenses.

Administrative Instruction No. 03/2024 on Co-payments for Health Services

This AI regulates co-payments for health services, exemptions, beneficiaries of exemptions, payment and reimbursement procedures in the public health sector. The AI is highly gender relevant as women can face greater barriers accessing public health services than men, particularly rural and minority women. Co-payment, exemptions and payment procedures can produce gender-differentiated impacts for women. Beneficiaries exempt from co-payments include persons forcibly displaced from their homes such as victims of domestic violence and human trafficking. However, this exemption applies only for the first year after official registration. Women comprise the vast majority of gender-based violence survivors and time needed for recovery and reintegration can differ substantially for each woman. Some health impacts of violence are long-lasting. Therefore, the duration should be based on need, assessed by social workers in case management plans, until the victim has reintegrated fully into the labour market and can afford payments.

A transitional provision is set exempting women from co-payments related to pregnancy and maternity health services, mammography and PAP-tests. However, the AI does not specify how people/women belonging to such categories verify their status. This could involve added time and access issues in securing such evidence. Also, the AI does not require data on users, including of each exempt category, frequency of service use or impacts of co-payments to be disaggregated by gender and other sociodemographic categories.. This can limit monitoring gender equality impacts. In summary, the AI contains some **gender sensitive** measures but can be more gender responsive. Recommendations:

- Amend the one-year exemption period for victims of domestic violence and trafficking, linking exemptions to reintegration outcomes in case management plans, such as economic stability.
- Specify how individuals belonging to exempt categories verify their status using the one stop principle, avoiding administrative burdens that may prevent access.
- Explicitly include shelters for women and other gender-specific protection institutions within the list of exempted state institutions in Article 5;

- Require collection of data disaggregated by gender and age, ethnicity, rural/urban location, disability, and exemption category on beneficiaries, frequency of services used and financial impact.

Concept Document on Governance and Management of Education and Vocational Training

The Document assesses the expected economic, social, administrative and institutional impacts of policy options related to vocational education and training (VET), including effects on employment, access to training, lifelong learning and workforce development.

It is highly gender relevant as VET affect labour market access, and women's labour force participation rates are the lowest in the Western Balkans. This inequality was not properly analysed in the Document. The proposed option is to reform the institutional structure of VET and National Qualifications Agency in Kosovo by amending individual laws and starting a new law. The Document states that the proposed option will increase the employability of categories that lack qualifications and need training to maintain or be promoted in their workplaces. It does not include gender analysis to inform law, such as to increase the employability of diverse women. It fails to address that women face discrimination in education and employment, as well as challenges due to caregiving responsibilities (time for training) amid inflexible VET programs, safety concerns, transport limitations, insufficient financial support and sometimes hindrance from families undermining their ability to pursue qualifications. Nor are occupational gender stereotypes in VET mentioned or how these will be addressed. The Document has not involved the obligatory GEIA to identify and address these issues. It contains only one table with gender-disaggregated data, which lacks data and intersectional analysis. Diverse women may face multiple layers of inequality, hindering their access to VET or employment, such as women re-entering the labour market, mothers, and rural, young, minority and disabled women. Lack of access to VET can perpetuate their lower labour participation rates. The **gender neutral** Document and draft law thus risk maintaining existing gender disparities in access to VET and employment. Recommendations:

- Conduct the obligatory GEIA to identify potential gender inequalities in accessing VET and utilise findings to inform the Document and draft law.
- Require collection of data disaggregated by gender and other socio-demographic factors, such as age, ethnicity, rural/urban area, language, caregiving responsibilities, financial means, and transportation challenges on VET target groups and beneficiaries, facilitating the design of affirmative measures. Report in real-time to KAS using interoperable systems.
- Assess enrolment procedures, awareness campaigns, training schedules and other related to documents to analyse how they may disproportionately affect diverse women, especially from marginalised groups. Include affirmative measure to address these.

Concept Document for Digital Content, Digital Services and Sale of Goods

The Document assesses economic, social and administrative impacts to recommend the best policy option to strengthen consumer protection and support digital market development in Kosovo. The policy option it recommends is transposing EU Directives 2019/770 and 2019/771 within the regulation on Digital Content, Digital Services and Sale of Goods to align consumer contract law to EU standards regarding digital content, services and goods. This would introduce new rights, obligations, enforcement mechanisms and compliance requirements for businesses and consumers.

The Document is **gender neutral** and claims that during the drafting process and research the working group has not identified any gender impacts; no GEIA is mentioned. Gender relevance is low, as the regulation will increase consumer protection overall. As affected consumers already order online, it presumes they have digital access and skills to

complain. No gender-disaggregated data allows for quantifying women’s participation rates in digital entrepreneurship and SMEs selling online products. New contractual obligations and rules will impact all SMEs operating and selling products online or providing digital services. Impacts do not necessarily risk gender-differentiated barriers. Towards implementation, however, diverse women and men have different needs in accessing information about the reforms, and the Document does not attend to gender-responsive awareness-raising. Recommendations:

- Foresee gender-responsive awareness raising campaigns and guidance, simplification and support measures to target diverse women and men, facilitating implementation.
- Collect data disaggregated by gender and other sociodemographic indicators related to complaints, market surveillance, products and services to better understand potential gender inequalities in the market. Ensure real-time data sharing with KAS to publish data using interoperable systems.

Summary of Findings Based on AGE GEIA

Concept Document / Legal Act	Policy Purpose	Gender Equality Relevance	Gender Analysis: Situation of Affected Groups	Gender Analysis: How Should It Further Gender Equality	How Will It Impact Gender Equality	Recommendations for Eliminating Negative Impacts, Enhancing Positive Ones
AI (GRK) No.10/2023 for the Licensing of Foreign Health Professionals	To regulate procedures and conditions for licensing, relicensing and engagement of foreign health professionals in Kosovo.	Moderate to high. Women tend to be over-represented in the health sector. Administrative requirements, costs, migration-related conditions, and work permits may affect women and men differently.	Provisions may indirectly affect women more than men. Women health professionals, particularly those with childcare responsibilities, from low-income countries, or with interrupted career paths such as due to pregnancy, may face greater challenges due to lengthy, complex administrative procedures, extensive documentation requirements, mandatory notarisation and translation with costs, and high non-refundable fees.	It should foresee flexibility in assessing professional experience where interruptions are related to maternity, childcare, or family responsibilities. Administrative procedures should be simplified, and the financial burden reviewed to prevent indirect discrimination. Gender-sensitive language should be used. A gender balance should be required on licensing boards and committees.	If implemented without gender-sensitive adjustments, the Instruction risks indirectly limiting women’s access to the health labour market, particularly mothers, young and migrant women.	<ul style="list-style-type: none"> • Amend “the one year uninterrupted experience” by either recognising maternity leave as professional experience or replace “uninterrupted” with cumulative experience, in line with Article 3, paragraph 1.6 of the LGE. • Require equal gender representation on the Board and committees in accordance with the LGE. • Ensure flexibility in assessing professional experience in cases of interruptions for women, particularly due to maternity leave. • Include gender sensitive language by using terminology that refers to both women and men. • Consider reducing or exempting vulnerable categories from fees, including women from low-income countries. • Require collection of gender-disaggregated data on applications and licenses provided and publication of data disaggregated by gender and other categories, as per the LGE. Towards interoperability link data to KAS for automatic publishing. • Simplify reapplication processes by allowing online re-application, minimising the time needed to reapply.

Concept Document / Legal Act	Policy Purpose	Gender Equality Relevance	Gender Analysis: Situation of Affected Groups	Gender Analysis: How <i>Should</i> It Further Gender Equality	How Will It Impact Gender Equality	Recommendations for Eliminating Negative Impacts, Enhancing Positive Ones
						Consider accepting electronic notarization of originals to decrease time and travel costs.
AI (MIA) No. 12/2024 on Amending and Supplementing AI (MIA) No. 04/2023 on Vehicle Registration	To amend AI No. 04/2023 on Vehicle Registration, setting provisions and procedures for vehicle registration, types of registration, and deregistration in Kosovo.	Moderate. The Instruction is gender neutral. Certain provisions related to driving license requirements, ownership conditions, and access to registration services may affect women differently due to existing gender gaps in driving license possession, mobility, digital access, and socio-economic factors.	The alternative procedure requiring designation of a vehicle user through notarised authorisation increases costs and administrative steps and creates dependency, potentially reinforcing traditional gender roles. Requirements for physical presence at VRCs for certain procedures may disproportionately affect women with caregiving responsibilities, limited mobility, or lower digital literacy.	Clearly distinguish between vehicle ownership and vehicle operation, allowing registration of vehicles in the name of the owner regardless of possession of a driving license. Minimize mandatory in-person appearance and ensure accessible alternatives for individuals facing mobility, time, or digital access constraints	With changes, it can support more equal recognition of women's property rights and increase the percentage of vehicles registered in women's names.	<ul style="list-style-type: none"> • Ensure measures allow vehicle registration in the name of the owner without requiring a driving license. • Address potential gender gaps in digital access for vulnerable groups including persons with disabilities and/or provide alternative support mechanisms, given that the AI requires, a mix of online and in person procedures. Provide assistance with applications in person for those in need. • Require regular collection and publication of data on vehicle ownership, registration, deregistration, and use of online versus in-person services, disaggregated by gender an age, rural/urban location, ethnicity, and disability to identify and address gender-differentiated barriers and costs. Link to KAS through interoperability. • Extend working hours of VRCs on certain days or Saturdays to facilitate access for employed women/men. • Minimize mandatory in-person appearance and ensure accessible alternatives for individuals facing mobility, time, or digital access constraints. Allow submission of all paperwork online and receipt of license plates by post.
AI (in Healthcare) No. 01/2025 - on Conditions and Procedures for Exercise of Healthcare Activities in Private	To regulate licensing procedures for health care services.	Gender-neutral. Equal participation and representation not addressed per LGE. Contains procedural elements that may create indirect gender barriers.	Women with limited digital literacy may face barriers due to the exclusive use of an electronic application system. The absence of a requirement for a gender balance in the Licensing Board and Appeals Commission may limit	Ensure equal access to licensing procedures by allowing in-person applications also. Require gender balanced representation in Licensing Board and Appeals Commission.	Can support women's and men's equal access to applying to provide healthcare services.	<ul style="list-style-type: none"> • Allow applications to be submitted in-person or with assistance, as well. • Require equal gender representation in the Licensing Board of Private Healthcare Institutions and the Appeal Commission as per the LGE.

Concept Document / Legal Act	Policy Purpose	Gender Equality Relevance	Gender Analysis: Situation of Affected Groups	Gender Analysis: How <i>Should</i> It Further Gender Equality	How Will It Impact Gender Equality	Recommendations for Eliminating Negative Impacts, Enhancing Positive Ones
Institutions			women's representation in decision-making and affect licensing outcomes			
Draft Law on Business Organizations	To regulate the establishment, organization, rights and obligations of business organizations and owners, and to define the mandate of the Kosovo Business Registration Agency	High gender relevance as it regulates access to business ownership, registration and liquidation. These are areas where structural gender gaps exist, given women's underrepresentation among business owners.	Women are affected as they tend to own SMEs. Women from marginalized and minority groups face administrative barriers due to limited time, financial resources, digital skills, access to digital systems. Online registration is available in Albanian without guidance for Serbian and English speakers. These elements disadvantage minority women and non-Albanian speakers.	Address structural and digital barriers, ensuring access to registration for diverse women, including in person and in different languages. The Law does foresee gender-balance in the leadership of Joint Stock Companies, which can contribute to gender equality.	While digitalisation reduces time and costs overall, without inclusive design it risks reinforcing gender inequalities by increasing informality among women-led businesses and limiting their access to finance, grants, and market opportunities. The 40% gender quota for the leadership of Joint Stock Companies can contribute to gender equality.	<ul style="list-style-type: none"> • Ensure that the Kosovo Business Registration Agency online business registration services, guidance materials, and instructional content are fully available and functionally equivalent in Albanian, Serbian, and English, to prevent indirect discrimination against non-Albanian speakers, including minority women. • Enable assisted in-person application procedures, as well. • Provide incentives for first-time women-led registered businesses
Draft Law on Craftmanship	Regulates the exercise of craft and artisan activities, including registration, licensing, profession	High gender relevance as it regulates self-employment, small and family-owned economic	Women engaged in family-based craft businesses may face barriers due to membership fees, licensing costs, unpaid work, informal labour, unequal access to	Measures should address economic and structural barriers by waiving fees, ensuring labour rights, and introducing mentorship	Without changes, it may reinforce existing gender inequalities in unpaid work, informality, access	<ul style="list-style-type: none"> • Waive fees for underrepresented genders and groups as affirmative measure in line with LGE special measures; • Foresee training and mentorship programs for underrepresented genders wanting to become masters of crafts. • Specify gender representation quotas (minimum percentage

Concept Document / Legal Act	Policy Purpose	Gender Equality Relevance	Gender Analysis: Situation of Affected Groups	Gender Analysis: How Should It Further Gender Equality	How Will It Impact Gender Equality	Recommendations for Eliminating Negative Impacts, Enhancing Positive Ones
	nal qualifications and organisation through the Chamber of Crafts	activity where women are often engaged, including in informal, unpaid work.	inheritance, and less access to mentorship and professional networks required to receive professional qualifications and titles.	and training opportunities for women. Quotas should exist for equal representation in the Chamber.	to the sector, professional advancement and decision-making. Equal representation in the Chamber can improve women's participation.	<p>of 50% according to the LGE) for all structures in the Chamber.</p> <ul style="list-style-type: none"> • Harmonise provisions with the Labour Law, regulating the employment relationship between family members, safeguarding labour rights including to maternity and other paid leaves, and requiring pension contributions. • Include in provisions on inheritance that it must be divided equally regardless of gender. • Require collection and automated reporting to KAS of gender-disaggregated data in craft registries, licensing and professional titles, using interoperable systems. This can enable better analysis of gender-differentiated impacts.
AI MESPI No. 03/2025 on Procedures and Criteria for Licensing Natural and Legal Persons for Drafting the EIA Report	To regulate the procedure for licensing natural and legal persons to conduct EIA reports.	It regulates access to a specialised professional service where women are underrepresented and may face barriers entering. Conducting EIA's can be gender relevant, including in interactions with clients and content, though this is not considered.	Rigid requirements such as min. 5 years' experience, publication history, prior cooperation with licensed experts, non-refundable fees and staffing thresholds may disadvantage women, particularly young women and women from marginalised groups who are more likely to have interrupted careers, caregiving responsibilities, limited professional networks, and less access to funding.	Licensing criteria can recognise maternal leave, networking constraints, part time work and reduce financial and administrative barriers in to achieve equal access. Commission should have gender quota per LGE.	Increase participation of women as EIA experts and in decision-making in the sector.	<ul style="list-style-type: none"> • Use gender-responsive language throughout instead of Article 3 to avoid reinforcing gender stereotypes. • Decrease fees for application and renewal of licenses and offer partial refunds if applications are rejected. For the renewal procedures, remove requirements for an ID and previous license, as the Ministry has these. • Require the Commission reviewing applications to have a gender balance per the LGE (50%). • Require collection and publishing of gender-disaggregated data of applicants and licensed natural and legal persons, automatically updated to KAS using interoperability. • Allow equivalent experience such as project based work, consultancy, part-time engagement and/or mentorship, which can benefit women experts who may not have equal access to more formal experience.
Regulation	To establish	Regulating access	Criteria for license renewal	Encourage more women,	Ensure flexibility	<ul style="list-style-type: none"> • Require the training experts to have sufficient knowledge and

Concept Document / Legal Act	Policy Purpose	Gender Equality Relevance	Gender Analysis: Situation of Affected Groups	Gender Analysis: How <i>Should</i> It Further Gender Equality	How Will It Impact Gender Equality	Recommendations for Eliminating Negative Impacts, Enhancing Positive Ones
(GRK) No. 20/2024 for Education Training And Recognition Of Services And Experts	the requirements and procedures for licensing, education and training for experts in radiation protection and nuclear safety.	and renewal of licenses may involve indirect barriers to women's engagement. Licensed experts would need knowledge of health risks of radiation for women and men, beyond fetuses in pregnancy.	does not consider interruptions due to maternity leave, part-time work, or caregiving. While pregnancy-related radiation risks are addressed, other health risks by gender are not. No gender balance provisions for the commission.	including of reproductive age to enter the sector. Ensure equal access to information for diverse women and men of health impacts of radiation. Further gender equality in decision-making on Commission.	in training and license renewal requirements to increase women's participation in this sector. Improve women and men's equal access to information about health and perhaps health outcomes. Enable gender equality in decision-making.	<p>capacities for delivering training on impacts of radiation, including broad potential health impacts for women and men and their prevention.</p> <ul style="list-style-type: none"> Amend the points system for license renewal that requires the average of 20 days per year to attain points, to be more flexible and cumulative over the five years to address cases of part-time employment or maternity leave. Gather and report gender-disaggregated data in line with the requirements of the Kosovo LGE. Require the Commission to have a gender balance (50%), based on the LGE.
AI (MCYS) No. 02/2025 on the Criteria, Requirements, Rules and Procedures related to the Issuance, Administration, and Revocation of Professional Licenses for Natural and Legal Persons in the Field of	To regulate requirements and procedures for licensing natural and legal persons engaged in conservation, restoration and archaeological activities.	The Instruction regulates licensing in a sector where women are underrepresented, particularly in technical restoration and senior expert roles in cultural heritage sector.	Exclusive reliance on electronic application systems without offline support may hinder access. Career interruptions related to maternity and caregiving may disadvantage women. No provisions ensure gender-balanced representation in the Licensing Board.	Licensing criteria and procedures should recognise maternity leave and promote gender balance in decision-making. The Board could be required to include gender analysis in reports, towards identifying areas for improving gender equality.	With gender-responsive measures, it can support women's more equal participation and leadership in the cultural heritage sector.	<ul style="list-style-type: none"> Use gender sensitive language. Introduce recognition of career breaks for maternity leave when calculating years of experience. Collect and publish regularly data disaggregated by gender and other socioeconomic indicators on license applicants and approvals, linking to KAS for interoperability in line with the LGE. Require a gender quota on the Board as per the LGE (50%). Require the Board to include gender analysis in its reports, towards identifying areas for improving gender equality. Provide for supporting applicants with online and offline assistance.

Concept Document / Legal Act	Policy Purpose	Gender Equality Relevance	Gender Analysis: Situation of Affected Groups	Gender Analysis: How <i>Should</i> It Further Gender Equality	How Will It Impact Gender Equality	Recommendations for Eliminating Negative Impacts, Enhancing Positive Ones
Cultural Heritage						
Draft Law on Banks	To regulate banking and financial activities.	It is highly gender relevant as it regulates access to financing, employment, medium to high positions in the financial system and decision-making positions in the banking sector.	Women are underrepresented in medium and senior management and decision-making positions in the banking sector. Men's overrepresentation among bank leaders may contribute to biased risk assessment and financial product design that does not adequately respond to women's needs, particularly marginalised women.	It should address structural gender imbalances in bank leadership, access to finance and leadership through affirmative measures and quotas, as per LGE. It could encourage use of intersectional, gender-disaggregated data to inform more gender-responsive design of financial products.	Gender-responsive measures would contribute positively to gender equality by improving women's decision-making in the banking sector and access to finance. Current provisions with masculine language reinforce gender stereotypes in the sector, potentially discouraging women's participation and undermining access to finance.	<ul style="list-style-type: none"> Require data on account holders, credit requests, credit approvals and their amounts, deposits, and financial services disaggregated by gender and age, ethnicity, rural/urban location, and disability, submitted regularly to and published by KAS via an interoperable system. Use gender-sensitive language. Require gender balanced representation in bank boards as per the LGE.
AI (GRK) No. 04/2024 on Fee Schedule for Cadastral and Surveying Products and Property Registration	Regulates fees for registering property, cadastral and survey products for all immovable property	Highly gender relevant given women's underrepresentation among property owners. Women may face added barriers in claiming their property	As it recognises, women receiving social assistance, persons with disabilities, victims of domestic violence and survivors of sexual violence in war can face added barriers and may not be able to afford fees. They may	It introduces gender-responsive fee exemptions that can improve women's access to property registration services and property rights.	Potential positive impact on gender equality by reducing financial barriers to property registration. Impact depends on women's awareness	<ul style="list-style-type: none"> Require regular reporting of data on property registration by gender and fee exemptions disaggregated by gender and age, rural/urban location, ethnicity, social assistance recipient, gender-based violence survivor, single mother and disability to KAS for immediate publishing via interoperability. Introduce fee reductions for first-time property registration by all women to increase the percentage of

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Services		rights in cases of domestic violence, divorce and inherited property.	face barriers getting evidence of their statuses.		s and access to exemptions.	<p>property registered to women.</p> <ul style="list-style-type: none"> Expand the exemptions of fees to include the survivors of all forms of gender-based violence and not only survivors of sexual violence during the war and domestic violence Improve interoperability and one stop principle so applicants need not provide additional evidence already held by the state, such as evidence of receipt of social assistance. Regulate more clearly that information on exemptions be clearly specified to applicants.
AI (MESPI) No. 06/2024 on the Issuance of Permits to Surveying Companies and the Licensing of Surveyors	To regulate procedures, standards and fees for permits to surveying companies and licensing surveyors	Gender-relevant as it regulates access to a licensed profession and contains procedural and financial requirements that have indirect gender impacts.	Strict application windows, a limited number of applications processed per year, reliance on hardcopy documentation and high licensing fees disproportionately affect women, particularly those with career interruptions, caregiving responsibilities, less flexible work and limited access to finance.	It allows license suspension for maternity leave but should allow women to select the length of suspension. It should reduce fees for specific groups and enable online application to reduce time and cost burdens.	With gender-responsive measures it can promote gender equality by improving women's access, retention, and continuity in the sector.	<ul style="list-style-type: none"> Amend the application process to have more flexibility in the timing of applications, such as ongoing processing of applications. Provide the option to upload required documents using eKosova or an electronic system. Reduce the tariffs or provide affirmative measures for specific groups who lack access to finance, including women. Amend Article 22 (par. 2) so licensed surveyors can determine the duration of suspension for maternity leave.
AI (MIET) No. Xx/2025 on the Procedures for Entering Data in the Register of Beneficial Owners	Regulate procedures for entering data in the Register of Beneficial Owners from the Register of Business and Non-Profit	Low relevance to gender equality, given its very technical nature.	While more men tend to own businesses, women are well-represented among non-profit organisations' leaders. Some women and specific sociodemographic groups may require support registering.	The register should collect data disaggregated by gender and other sociodemographic factors. It should use gender neutral language to avoid promoting gender stereotypes.	Introducing gender-sensitive language and disaggregated data could have a positive impact by unravelling gender stereotypes related to business	<ul style="list-style-type: none"> Require that the register collect and report regularly via interoperable systems to KAS data on owners and target groups, respectively, disaggregated by gender and age, ethnicity, rural/urban location, disability, and/or other sociodemographic factors. Ensure use of gender neutral language so as not to promote gender stereotypes. Provide in person support for women-led NGO's to enable for easier access.

Concept Document / Legal Act	Policy Purpose	Gender Equality Relevance	Gender Analysis: Situation of Affected Groups	Gender Analysis: How Should It Further Gender Equality	How Will It Impact Gender Equality	Recommendations for Eliminating Negative Impacts, Enhancing Positive Ones
	Organizations				ownership	
Impact Assessment on Residence and Stay	To assess the legislative framework on residence and stay in Kosovo, identifying legal gaps that would enable an all-encompassing register of addresses for residence and stay.	Highly gender relevant as it regulates access to residence and stay permits, which may be more challenging for women, especially migrant women and marginalised groups. However, the document is gender neutral.	Women, especially migrant women, and marginalised groups may face barriers in applying related to educational level, age, financial means, (un)employment or informal work, economic dependency on others, and domestic disputes, among others.	It should use GEIA to assess rights and access to services. This could reveal how processes need to reduce barriers for women, especially migrant women.	If informed by gender analysis, the Law will contribute to evidence-based policy-making and properly address barriers faced by women, enabling their more equal access to residence	<ul style="list-style-type: none"> • Conduct a GEIA to ensure that gender analysis informs proposed options and these address any identified gender-related barriers and inequalities in claiming residence. • Require consultation with AGE when drafting Concept Documents and ensure the collection and use of gender-disaggregated data for evidence-based policymaking • Ensure that the working group preparing the Concept Document has a gender expert or gender equality officer. • Attach all GEIA templates as annexes to the published document and that the gender analysis involves attention to intersectionality. • Ensure the new registry requires data disaggregated by gender and age, ethnicity, nationality, disability, and other sociodemographic factors. It should be interoperable with KAS enabling real-time access to gender-disaggregated data.
Draft Law on Veterinary	Regulate veterinary activities and services to protect animal and human health, ensuring safety of food and products of animal origin. Activities include licensing vets, inspections, tariffs and reporting.	Highly gender relevant, regulating access to licensed professions and impacts agricultural activities where women participate, often informally.	Women are over-represented among informal workers and are engaged in agricultural work, particularly in small family farms, regulated by this Law. Women may be less able to pay required fees, but no exemptions are foreseen. The Draft Law obliges use of the electronic system for reporting and registering data, for which women may	Integrate gender-responsive inspections to address informality, towards formalising women's employment and improving their labour rights, economic situation and pensions. Install affirmative measures to waive fees. Support digital service use in person and lessen initial sanctions,	Without a gender-responsive approach or mitigating measures, there is a risk of increasing informality, increasing barriers to access for veterinarians and maintaining or worsening women's labour participation (and	<ul style="list-style-type: none"> • Include in inspections requirements for ensuring that family members engaged in family businesses are registered with employment contracts, pay, pension contributions and labour rights. Require inspectors to have training in gender-responsive approaches to inspections that consider gender inequalities and rights violations within families, and how to dress them in gender-responsive, careful ways. • Introduce mitigation measures such as reduced sanctions and fees for small-scale operators • Introduce transitional periods and personal assistance to support learning and using digital systems; ensure one-stop-shops have such services available, including

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	It regulates the Veterinary Chamber and the Food and Veterinary Agency.		face added barriers due to limited schooling, digital skills or digital access.	providing more time and gender-responsive support to adapt.	informality), especially in the agricultural sector. Proposed revisions could contribute to reducing women's engagement in informal work, contributing to improved economic equality.	computers and digital tools that persons without these can use, as well as human resources trained in a gender-responsive approach to supporting diverse users in registering. <ul style="list-style-type: none"> Require collection of data disaggregated by gender and age, ethnicity, rural/urban location, disability and other sociodemographic factors, automatically shared with KAS using interoperable systems, allowing real-time viewing and analysis of data.
Concept Document on Research-Scientific Activity and Innovation	To assess the regulatory impacts of policy options to improve the legal framework for research, scientific activity and innovation in Kosovo	High gender relevance related to diverse women's engagement in research, scientific activity and innovation.	Women, particularly from marginalised groups, may face barriers to participating in scientific research.	The Document should use the GEIA tool 7 required by the Manual on Developing Concept Documents to analyse how the Law may affect diverse women and men, utilising findings to inform its design.	By treating gender impacts as neutral, the proposed option risks maintaining existing gender inequalities in research and innovation. Based on GEIA, it could identify how merging the two laws could reduce structural barriers and incentivize women's participation in scientific research.	<ul style="list-style-type: none"> Use the obligatory GEIA tools provided in the Manual on Developing Concept Documents (p. 115). Ensure that the working group developing the Concept Document has a gender expert or gender equality officer. Ensure that the GEIA involves attention to intersectionality. Use it to include data disaggregated by gender and other sociodemographic categories in the Document, informing its content. Include affirmative measures to address inequalities in research and innovation.

Concept Document / Legal Act	Policy Purpose	Gender Equality Relevance	Gender Analysis: Situation of Affected Groups	Gender Analysis: How <i>Should</i> It Further Gender Equality	How Will It Impact Gender Equality	Recommendations for Eliminating Negative Impacts, Enhancing Positive Ones
Concept Document on Organic Agriculture	To assess the best of policy options to regulate organic production, certification, labelling, and inspection systems in line with EU organic standards	Relevant in practice, as procedures affect access to organic production and certification within a sector where women face inequalities and often work informally.	Women farmers, particularly those engaged in small-scale and family-owned agriculture, face higher informality, limited digital skills, time constraints, and lack of formal land ownership or leases.	It should include collection of intersectional gender-disaggregated data on certification, registration, and inspection procedures. It should address potential differences in diverse women's access related to land ownership, inheritance, digital tools, knowledge and issues of informality,	Without proper assessment, policy recommendations risk unintentionally reinforcing gender inequalities by excluding women from formal organic markets, increasing informality and informal sales outside official inspection systems. Ensuring affirmative measures can contribute to economic equality.	<ul style="list-style-type: none"> ● Use the obligatory GEIA tools in the Manual on Developing Concept Documents to assess and address gender inequalities. ● Ensure the Document's working group has a gender expert or gender equality officer. ● Ensure the law requires collection and real-time reporting of gender-disaggregated data on organic farming, land beneficiaries, land owners and organic production to KAS using interoperable systems. ● Address digital access issues with in-person assistance to facilitate registration.
Draft AI on the Procedure for Issuing, Renewing, Suspending and Revoking Licenses for Social and Family Service Providers	Regulate procedures for licensing, renewal, suspension, revocation, appeals and fees for social and family service providers	High gender relevance as social and family services are predominantly provided by women and predominantly used by women, including survivors of gender-based violence, elderly women, single	Women-led NGOs, shelters and service providers in rural areas, may face disproportionate barriers due to rigid requirements, and a six-month reapplication ban if the application is denied. Women beneficiaries may face service disruption if licenses are suspended or revoked without alternative	It should introduce proportional licensing requirements based on the area of establishment, size and capacity. Provide support for electronic application for women with low digital skills or access. Remove time limits on re-application. Ensure continuity of services amid	Without these gender-responsive measures, provisions risk reinforcing structural inequalities by limiting women-led services and reducing access to these services for	<ul style="list-style-type: none"> ● Provide assisted application options and instructions for applicants with limited digital skills. ● Introduce gender-responsive licensing requirements proportional to the area of establishment, size, capacity and service provided. ● Regulate procedures for incomplete electronic applications (notify the applicant) and remove the six-month ban on reapplication in cases of technical errors or missing documentation. ● Foresee a grace period to ameliorate issues identified prior to suspension. Add provisions to ensure continuity of services if licenses are revoked or suspended. ● Require that the data registry on service providers for social

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		mothers, and persons with disabilities, among others.	services being available	license suspension to avoid harm to beneficiaries (e.g., violence survivors)	vulnerable women. Ensuring gender-responsive services can improve diverse women's access to service provision, ensure continuity of quality services and contribute to gender equality more broadly through proper service provision.	and family services include intersectional gender-disaggregated data in line with data protection requirements and shared with KAS in real-time via interoperability. <ul style="list-style-type: none"> Remove limits on the maximum years licenses can be renewed as qualified providers should be able to continually renew licenses.
AI No. 03/2024 on Co-payments for Health Services	To regulate co-payment s, exemptions, beneficiaries of exemptions and payment and reimbursement procedures within the public health sector in Kosovo	High gender relevance as women, particularly minority and rural, have less access to public health services	Women are affected, particularly, single mothers, low-income women, elderly women, violence survivors and women receiving social assistance. The one-year exemption for victims may be insufficient for them to reach financial stability. Verification procedures are unclear, which could create burdens. Shelters are not explicitly included	The AI should adjust exemption timelines for violence victims to reflect reintegration realities and time needed. Clarify and simplify verification procedures.	Without these measures, co-payments may reinforce economic vulnerability among women from marginalized groups, hindering their access to essential health services, which can contribute to poor health outcomes among women in particular. Taking the stated measures can contribute	<ul style="list-style-type: none"> Amend the one-year exemption period for victims of domestic violence and trafficking, linking exemptions to reintegration outcomes in case management plans, such as economic stability. Specify how individuals belonging to exempt categories verify their status using the one stop principle, avoiding administrative burdens that may prevent access. Explicitly include shelters for women and other gender-specific protection institutions within the list of exempted state institutions in Article 5; Require collection of data disaggregated by gender and age, ethnicity, rural/urban location, disability, and exemption category on beneficiaries, frequency of services used and financial impact.

Concept Document / Legal Act	Policy Purpose	Gender Equality Relevance	Gender Analysis: Situation of Affected Groups	Gender Analysis: How Should It Further Gender Equality	How Will It Impact Gender Equality	Recommendations for Eliminating Negative Impacts, Enhancing Positive Ones
					to diverse women's improved health outcomes.	
Concept Document on Governance and Management of Education and Vocational Training	Assesses the expected economic, social, administrative and institutional impacts of policy options related to VET, including effects on employment, access to training, lifelong learning, and workforce development; recommends a policy option	It is highly gender relevant as VET affect labour market access, employment opportunities and women's participation rates. Women's participation rates in the labour market extremely low compared to men's.	Affected groups include women, particularly such as women re-entering the labour market, mothers, and rural, young, minority and disabled women. They face more barriers due to caregiving responsibilities, limited financial means, safety and transport constraints, unpaid work, and multiple inequalities	It should apply a gender-responsive based on a thorough GEIA, which should assess how enrolment procedures, documentation, awareness campaigns, and training schedules may disproportionately affect women's engagement.	Without gender analysis, policy options risk reinforcing existing gender inequalities in access to VET and the labour force, including occupational gender stereotypes. Ensuring laws are based on GEIAs can contribute to women's improved labour force participation and to undoing gender stereotypes in occupations.	<ul style="list-style-type: none"> • Conduct the obligatory GEIA to identify potential gender inequalities in accessing VET and utilise findings to inform the Document and draft law. • Require collection of data disaggregated by gender and other socio-demographic factors, such as age, ethnicity, rural/urban area, language, caregiving responsibilities, financial means, and transportation challenges on VET target groups and beneficiaries, facilitating the design of affirmative measures. Report in real-time to KAS using interoperable systems. • Assess enrolment procedures, awareness campaigns, training schedules and other related to documents to analyse how they may disproportionately affect diverse women, especially from marginalised groups. Include affirmative measure to address these.
Concept Document for Digital Content, Digital Services and Sale of Goods	To assess economic, social and administrative impacts and recommend the transposition of EU Directive	Low gender relevance as the proposed policy option applies equally to all consumers and businesses, and no risk of	No specific gender-differentiated barriers identified. The lack of gender-disaggregated data limits understanding of women's participation in digital entrepreneurship, SMEs and selling online.	Reforms should ensure gender-responsive awareness raising, guidance and simplified procedures for consumers and businesses. Collect gender-	Measure is unlikely to directly alter gender relations. Data collection is important to monitor and address any indirect	<ul style="list-style-type: none"> • Foresee gender-responsive awareness raising campaigns and guidance, simplification and support measures to target diverse women and men, facilitating implementation. • Collect data disaggregated by gender and other sociodemographic indicators related to complaints, market surveillance, products and services to better understand potential gender inequalities in the market. Ensure real-

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	<p>2019/770 and 2019/771 to strengthen consumer protection and align Kosovo's digital market regulations with EU standards</p>	<p>gender-differentiated impacts were identified. Access to information for diverse women and men affected may be relevant for implementation</p>	<p>Women and men may have different modes and means for accessing information about reforms, which can affect implementation</p>	<p>disaggregated data to monitor participation in digital markets and enforcement mechanisms</p>	<p>inequalities identified.</p>	<p>time data sharing with KAS to publish data using interoperable systems.</p>

Annex 5. Proposed Indicators

This annex presents a structured set of potential indicators that could be considered in the development of the new ABR. The indicators are intended to serve as a reference framework from which relevant indicators can be selected, depending on the objectives and priorities defined in the Programme. Several of the proposed indicators are aligned with EU approaches to service quality, accessibility, and user satisfaction. During the drafting of the next Programme, once gender-responsive objectives have been defined based on gender analysis, relevant indicators can be selected from this list to measure progress and changes over time.”Notably, several indicators do not *only* measure gender equality, but rather measure broader ABR reforms while providing the opportunity to analyse differences based on gender and other demographic categories. Such analysis may reveal trends that then can be further investigated and addressed in future actions.

Impact Area	Indicator	Justification: How will it contribute to gender equality	How to Measure	When	By Whom
Time impact	Average time saved in completing priority services compared to pre-digital process (including travel avoided), disaggregated by gender and age, ethnicity, rural/urban location and disability.	Women often face greater time poverty due to unpaid care responsibilities. Measuring time saved shows whether digitalisation reduces administrative time burdens and enables women to access services more efficiently.	Survey of service users; Kosovo-wide survey (random sampling)	Baseline, annually for user survey; every four years for Kosovo survey	ASHI & KAS
Mobility impact	Reduction in number of physical visits required to complete a service, disaggregated by gender and age, ethnicity, rural/urban location and disability.	Women, particularly caregivers, older women, and women in rural areas, may face greater mobility constraints. This indicator measures whether digital services reduce the need for travel and make services more accessible.	Survey of service users; Kosovo-wide survey (random sampling)	Baseline, annually for user survey; every four years for Kosovo survey	ASHI & KAS
Care burden	Reduction in the need to arrange childcare or adjust caregiving responsibilities to complete procedures, disaggregated by gender	Women disproportionately carry caregiving responsibilities. This indicator measures whether digital services reduce disruptions to caregiving duties when accessing public services.	Kosovo-wide survey (random sampling)	Baseline; every four years	KAS
Autonomy	Share of users completing services independently without assistance, disaggregated by gender and age, ethnicity, and disability.	Women may rely more frequently on family members or intermediaries to complete administrative procedures. This indicator measures whether digitalisation increases women’s ability to access services independently.	Kosovo-wide survey (random sampling); administrative data?	Baseline; administrative data regularly; survey every four years	KAS; ASHI?; institutions offering services?
Hybrid burden	Reduction in share of cases requiring physical follow-up after online submission, disaggregated by gender and age,	If online procedures still require in-person follow-up, this can disproportionately affect women with mobility or care constraints. This indicator measures whether digitalisation genuinely reduces administrative burden.	Administrative data	Baseline + annually	Service-owning institutions

Impact Area	Indicator	Justification: How will it contribute to gender equality	How to Measure	When	By Whom
	ethnicity, and disability.				
Work participation	Share of users reporting reduced need to take time off work to complete procedures, disaggregated by gender	Administrative procedures can interfere with paid work, particularly for women balancing work and care responsibilities. This indicator measures whether digital services reduce disruptions to employment.	User survey; Kosovo-survey	Baseline + annually; every four years	ASHI; KAS
Access to entitlements	Time from application to receipt of benefits/approvals reduced for women and men, disaggregated by gender and age, ethnicity, disability.	Delays in accessing benefits or administrative approvals can disproportionately affect women, especially those with lower incomes. This indicator measures whether digitalisation improves timely access to rights and services. For example, faster processing of social assistance applications may facilitate labour force entry as people do not fear long-term waits to re-access assistance amid short-term or seasonal labour, which may disproportionately affect women as among the least employed.	CCS		
Economic participation	Share of users reporting improved ability to complete economic or administrative procedures without delay, disaggregated by gender and age, ethnicity, and disability.	Administrative barriers can limit women's economic participation. This indicator measures whether digitalisation facilitates women's participation in economic activities.	User survey	Baseline + annually	ASHI
Digital confidence	Share of users reporting confidence that online submission is sufficient without additional paper or visits, disaggregated by gender and age, ethnicity, and disability.	Lower confidence in digital processes may discourage diverse women from using online services. This indicator measures whether digitalisation builds trust and usability across genders.	User survey	Baseline + annually	ASHI
User satisfaction⁶²	Average user satisfaction score after service completion, disaggregated by gender and age, ethnicity, and disability.	Satisfaction reflects overall usability, accessibility and fairness of services. Gender differences may reveal barriers not captured by efficiency indicators.	Post-service user survey (integrated into platform)	Continuous	ASHI
Accountability / service quality	Number of complaints per 1,000 applications, disaggregated by	Complaints provide direct evidence of barriers, discrimination or system failures	Administrative data from	Continuous	OPM SPO with

⁶² This and the following indicators are in line with EC Implementing Regulation 2020/1121, 29 July 2020 on the collection and sharing of user statistics and feedback on the services of the single digital gateway in line with EU Reg 2018/1724 of the EU Parliament and of the Council.

Impact Area	Indicator	Justification: How will it contribute to gender equality	How to Measure	When	By Whom
	gender and age, ethnicity and disability.	affecting users, including gender-specific issues that may be better understood through complaints.	complaint systems		Service-owning institutions
Accountability / service quality	Share of complaints resolved within target time, disaggregated by gender and age, ethnicity and disability.	Any identified trends in delayed complaint resolution may reveal potential gender-based discrimination or other gender equality related issues.	Administrative data	Continuous	OPM SPO with Service-owning institutions
Service usability	Main reasons for service abandonment (e.g. complexity, lack of documents, digital barriers), disaggregated by gender.	Explains <i>why</i> users disengage, which may reveal gender-specific obstacles. Higher drop-off rates among women may signal usability or access barriers. It can include qualitative assessment of reasons for discontinuation, shedding light on possible inequalities or access challenges.	User survey; exit prompts on platform; potentially Kosovo-wide survey	Continuous	ASHI

Annex 6. Rapid Stakeholder Analysis

As per the ToR, this section contains a rapid gender-sensitive stakeholder analysis. It sought to identify “roles of women and men in public administration and service access”.

Stakeholder	Role and Responsibilities (related to ABR)	Gender Relevance
OPM SPO	Drafts policies, including checklists, guiding ABR; reviews concepts, draft laws and policies; leads, monitors and evaluates implementation of ABR reforms	Can establish policies, checklists, and digital system(s) to ensure institutions have fulfilled gender-mainstreaming responsibilities and to ensure AGE has checked GEIAs and gender mainstreaming quality prior to proceeding laws and policies forward. In consultation with AGE, it can ensure GEIA is included in all institutions’ monitoring and evaluation systems to track progress and utilisation of systems, including requiring ex post gender impact analyses. It monitors progress on ABR from a gender perspective and can introduce reforms as needed.
OPM AGE	Leads government efforts towards gender equality; participates in preparing laws, sub-legal acts, strategies, and programs, ensuring gender mainstreaming and budgeting (LGE, para. 1.4); provides guidance in GEIAs and training on gender mainstreaming and budgeting for institutions (1.8).	See role and responsibilities. Reviews GEIAs, concept documents, laws and policies to ensure quality gender mainstreaming.
OPM Office of Good Governance	Safeguards rights of LGBTQI+ persons, minorities, and persons with disabilities; civil society engagement	Can support efforts for inclusive GEIA in legal, policy, and programmatic design, monitoring and evaluation
Central and municipal officials	Support ABR-related reforms	Should ensure implementation of LGE and commitments to gender equality as part of all ABR reforms, including by implementing checklists and SOPs.
Service users (diverse women and men)	Use services, including provided by eKosova	Diverse women and men may have different levels of access to services related to knowledge, geographic location, ethnicity, language, ability, economic status, and intertwined power relations.
CSOs	Represent underrepresented groups; some possess expertise, including in gender mainstreaming diverse sectors, which can be utilised or contracted to support the Government	Can support inclusive ABR reforms by contributing to GEIA.
Development actors (EU, GIZ, UNDP, World Bank)	Support ABR reforms financially and with technical support.	Should and can be encouraged to ensure GEIAs inform development interventions and are used in all monitoring and evaluation.

Annex 7. Integration Plan

This annex outlines opportunities for utilising this GIA to inform several ongoing processes and documents

Process/Document	Action and GIA Use	Responsible
New PARS and Action Plan	Inform GIA, objectives, actions and indicators.	
New ABR Strategy and Action Plan	Inform GIA, objectives, actions and indicators.	OPM SPO
New Digitalisation Strategy	Inform GIA, objectives, actions and indicators.	
Standard Operating Procedures (SOP) for eKosova	Amend to gender-mainstream based on this GIA and recommendations	ASHI
<i>Shtojca 1_Lista e kontrollit per barre administrative per koncep</i>	Amend to gender-mainstream based on this GIA and recommendations	OPM SPO
Digital Ready Checklist: <i>Shtojca 2_Lista e kontrollit te legjislacionit per dizajnim dhe digjitalizim te sherbimeve</i>	Amend to gender-mainstream based on this GIA and recommendations	OPM SPO
Handbook for Simplification (based on SIGMA)	Ensure includes recommendations from GIA.	OPM SPO
Digital Impact Assessment Manual	Ensure includes recommendations from GIA.	OPM SPO
Strategic Planning Manual	As this Manual informs the policy planning cycle, GIA findings and recommendations can be incorporated into it, particularly related to the check lists.	OPM SPO
AS-IS/TO-BE	Amend to gender-mainstream based on this GIA and recommendations	OPM SPO
Standard Cost Model	Integrate gender-responsive costing	OPM SPO
In-person training	Use GIA recommendations to improve training access and content.	OPM SPO, KIPA
Moodle training	Use GIA training recommendations to improve content, including interactive exercises that encourage learning / problem-solving related to furthering gender equality in ABR	OPM SPO, KIPA

Annex 8. Gender-responsive checklists and criteria to assess ABR initiatives

This annex proposes a draft “Gender-responsive checklist and criteria to assess ABR initiatives”, created during the inception phase. However, KWN has recommended in consultation with the OPM SPO integrating the “checklist” into existing checklists, rather than to have a separate checklist.

ABR Initiative	Gender-responsive criteria	Yes/ No	Evidence / Notes / Links
1. Service simplification	Was a gender analysis carried out to identify whether diverse women/men face or may face different administrative barriers?		
	Do objectives explicitly aim to reduce unequal burdens (long queues, multiple visits, notarization costs)?		
	Have clear indicators been established to measure any gender equality related objectives (with baselines and targets)?		
	Are simplified services monitored and evaluated with sex-disaggregated data (who uses them, who benefits)?		
2. Digitalisation of services	Was a gender impact analysis conducted that considers different needs and barriers to accessing digital services among diverse women and men (rural vs. urban, age, ability, language)?		
	Do digital systems include tracking of gender of service-users, among other key socioeconomic data, using interoperability of systems where possible?		
	Are women and men equally consulted during the design and testing of digital solutions to identify potential issues?		
	Are usage statistics disaggregated by sex, age, minority status?		
	Are usage statistics used to identify any differences in use, towards identifying and addressing barriers?		
3. Legislative review	Does evidence exist that a GIA was conducted to inform the draft law or policy?		
	Did AGE review the GIA for quality assurance?		
	Did AGE review the draft law/policy to ensure appropriate gender mainstreaming?		
	Were issues raised by AGE in the GIA and review addressed adequately by the responsible ministry or agency?		
4. Capacity building / Training	Are women equally represented among trained officials (central and local)? If not, what reasons are identified?		
	Have steps been taken to facilitate women’s participation in training (e.g., by offering online, with transport provided, during working hours, with childcare, and/or other affirmative measures to facilitate their attendance)?		
	Does training content cover gender equality and user diversity?		
	Are results of training (tests, feedback) analysed by sex?		
	Are findings used to inform improvements to future trainings from a gender perspective?		
5. Collaboration & user involvement	Were women’s organisations, CSOs, and Gender Equality Officers consulted?		
	Were users engaged in a way that captures differences (separate focus groups for women/men if needed)?		
6. Monitoring	Are indicators disaggregated by sex and other relevant categories?		

ABR Initiative	Gender-responsive criteria	Yes/ No	Evidence / Notes / Links
& evaluation	Do indicators measure not just numbers but quality of access and satisfaction across groups?		
	Is data reported to AGE or used to adjust initiatives?		
	Are findings used to inform improvements from a gender perspective?		

Annex 9. Checklist: Addressing administrative burden issues when drafting concept papers and strategic documents

KWN prepared comments and suggestions towards gender mainstreaming this Checklist [*Lista e kontrollit: Trajtimi i çështjeve të barrës administrative gjatë hartimit të koncept dokumenteve dhe dokumenteve strategjike*], provided as an external annex to this report. This serves as part of the “Blueprint” requested by the OPM SPO.

Annex 10. Checklist of legislation for service design and digitalization

Similarly, KWN prepared comments and suggestions towards gender mainstreaming this Checklist [*Lista e kontrollit të legjislacionit për dizajnim dhe digjitalizim të shërbimeve*], provided as an external annex to this report. This also serves as part of the “Blueprint” requested by the OPM SPO.

Annex 11. Standard Operating Procedure for Integration into the eKosova Platform

Additionally, KWN prepared comments and suggestions towards gender mainstreaming these SOPs [*Procedura Standarde e Operimit për Integrim në Platformën eKosova*], provided as an external annex to this report.

Annex 12. Case Study: Remaining Challenges to the Enabling Environment

Not all challenges to reducing administrative burden fall solely within the remit of the ABPRP. This GIA identified several challenges that impact ABR, which require attention via an inter-institutional approach. As this interview participant's story illustrates, sometimes a chain of events can lead to a person not having equal access to a given service, potentially impacting women more than men:

“

In Prizren, there is a direct counter for wheelchairs, but it's always empty [...] I've read everything. Imagine how a person with less knowledge is supposed to succeed. Yesterday I waited 15 minutes because there is no access to the second floor... When someone finally came, she said, "Hey lady, what do you want...?" [...] The communication is not proper; there's no proper treatment. [W]e are wasting our time. [F]irst it says, "Fill it online. Now, print it and send it to Pristina or take the application." I filled it again. I submitted it... I went five times [...], which is absurd for persons with disabilities because it's such an effort. I didn't even want to apply, just because of these burdens. You need so many letters and documents... going to Prizren, Pristina. [N]one of the people [with disabilities] from Prizren have applied. Imagine how complicated it is and it's also expensive. [...Also,] there are [gender] differences. Yesterday I spoke with my friend who went to get that decision, and they told her they didn't have this paper. [...] When a man went, he got it. Do you understand? Maybe it's a communication problem [...] But regarding women, I agree there is a difference. Women with disabilities are not taken seriously. [B]ecause of my age I feel like I am treated as a young girl. [...] The treatment is different when it is a man; they treat him like a man. Why do they treat me as if I am a child because I am in a wheelchair? The wheelchair doesn't show my character or my age.

This example illustrates that persons with disabilities continue to face particular challenges with administrative burden. The fact that services have been only partially digitalised means that they still need to make several physical visits, which are particularly difficult given their limited mobility, their reliance on personal assistants' availability to accompany them and inaccessible public buildings (e.g., services on the second floor). These challenges can be exacerbated for women with disabilities who sometimes face gendered social norms, such as how public servants treat them and whether family members allow them to access public services *because* they are women – believing women with disabilities do not have capacities to access public services amid gender norms and stereotypes. This story illustrates how women with disabilities are sometimes treated differently due to both their gender and their disability, hindering their equal and timely access to administrative services.

Findings from this GIA suggest that prioritising ABR reforms related to fully digitalising services for persons with disabilities could facilitate their improved access to such services and enable more inclusive service delivery. Notably, such reforms are not solely within the remit of the OPM SPO. Finalising the draft Law on Evaluation, Status Recognition, Benefits and Services for Persons with Disabilities and related secondary legislation is needed to facilitate digitalisation of services.

A more comprehensive approach to ABR in the next ABPRP could foresee actions such as "one-stop-shops" for municipal services, including assistance with eKosova and online services, can be located on the first floor of municipal buildings, ensuring access for persons with limited mobility. Further, these and the SPO-proposed mobile units could provide services, based on the [Portugal model](#), bringing services to persons with limited mobility.

Annex 13. Use of eKosova Services by Gender

This annex presents Agency for Information Society data on use of eKosova, disaggregated by gender, for the period of 2021 through February 2026, sorted by the most used services. KWN has summarised the data into categories for easier presentation, including by combining municipalities that provided the same service.

Service	W o m e n	M e n	U n k n o w n G e n d e r	T o t a l	K n o w n G e n d e r T o t a l	Women	Men
Invoice for individual property tax	4545226	3574183	28086	4056795	40828709	11%	89%
Request for individual fines	205898	2082164	962	2289024	2288062	9%	91%
Municipal fee for vehicle registration for other persons	189169	1819594	305	2009068	2008763	9%	91%
Electronic Vaccination Passport	4814	20638	1884	1909606	205452	19%	81%
Invoice for property tax for other persons	273277	1203705	100	147832	14476982	19%	81%
Pension savings statement	300862	824915	247	112604	112577	27%	73%
Application for child allowances	5759	21838	109	5978	5977	96%	4%

Service	W o m e n	M e n	U n k n o w n G e n d e r	T o t a l	K n o w n G e n d e r T o t a l	Women	Men
	50			97	88		
Download the Birth Certificate for a family member	221468	362863	78	584409	584409	38%	62%
Download the Extract	214222	339399	121	53742	533621	39%	61%
Verification of vehicle insurance/registration through the sticker	0	0	437312	437312			
Download the Extract for family member	149132	282332	36	431500	433164	35%	65%
Download the Birth Certificate	150064	27661	105	427130	427130	35%	65%
Application - Textbooks and school materials (Grades 1 to 5)	343958	80781	15	424754	42249	81%	19%
Book an appointment for COVID-19 vaccination	207519	213011	0	42530	42530	49%	51%
Certificate of criminal convictions.	135400	25904	88	3232	3232	35%	65%
Application - School materials (Grades 6 to 9)	266	597	9	326	326	82%	18%

Service	W o m e n	M e n	U n k n o w n G e n d e r	T o t a l	K n o w n G e n d e r T o t a l	Women	Men
	3 2 5	3 3		0 6 7	0 5 8		
Application for the program for the protection of vulnerable electricity consumers	1 0 4 7 9 5	1 8 9 2 6	5 4	2 9 4 7 7 5	2 9 4 7 2 1	36%	64%
Download the Marriage Certificate	7 8 9 6 2	1 6 5 3 2 5	7 0	2 4 4 3 5 7	2 4 4 2 8 7	32%	68%
Search for fines by reference	2 7 3 7 3	1 6 7 8 8	2 4 1	1 9 5 5 0 2	1 9 5 2 6 1	14%	86%
Proof of Criminal Record	6 0 2 3	1 1 6 3 6 4	8 8	1 7 6 4 7 5	1 7 6 3 8 7	34%	66%
Municipality of Prishtina - View and pay your property's waste collection bills	1 8 4 3 6	1 5 7 8 3 8	3 9	1 7 6 3 1 3	1 7 6 2 7 4	10%	90%
Invoice for business property tax	1 3 6 1 6	1 5 3 4 6 8	6 9	1 6 7 1 5 3	1 6 7 0 8 4	8%	92%
Certificate on rights to immovable property	1 3 0 1 7	1 4 2 2 5 7	4 2	1 5 5 3 1 6	1 5 5 2 7 4	8%	92%
Application for a one-time allowance of 100 euros for students who are citizens of the Republic of Kosovo	8 8 3 7 2	5 6 5 5 0	9	1 4 4 9 3 1	1 4 4 9 2 2	61%	39%
Declaration of official residential address	5 3	7 8	2 0	1 3	1 3	40%	60%

Service	W o m e n	M e n	U n k n o w n G e n d e r	T o t a l	K n o w n G e n d e r T o t a l	Women	Men
	1 2 4	7 4 4		1 8 8 8	1 8 6 8		
Application for maternity allowances	1 2 8 6 3 4	0	1 1	1 2 8 6 4 5	1 2 8 6 3 4	100%	0%
Credit report for natural and legal persons	1 4 7 4 9	6 9 9 8 2	0	8 4 7 3 1	8 4 7 3 1	17%	83%
Municipal fee for personal vehicle registration	8 5 6 8	6 6 5 8 1	0	7 5 1 4 9	7 5 1 4 9	11%	89%
Scheduling the practical driving test and payment of the fee	4 3 1 0 0	3 0 2 5 3	3 8	7 3 3 9 1	7 3 3 5 3	59%	41%
Book an appointment for COVID-19 vaccination for other persons	2 4 8 4 2	4 5 9 6 0	1 9	7 0 8 2 1	7 0 8 0 2	35%	65%
Declaration of postal address	1 8 0 7 6	5 1 5 6 0	2 1 1	6 9 6 5 7	6 9 6 3 6	26%	74%
Certificate on rights to immovable property for family members	1 3 0 0 0	5 4 0 0 9	1	6 7 0 1 0	6 7 0 0 9	19%	81%
Application for the Piloting of the Social Assistance Reform	4 9 0 6 3	1 0 0 5 8	3	5 9 1 2 4	5 9 1 2 1	83%	17%
Download the Family Union Certificate	1 5 9 6 9	3 8 9 1 8	1 0	5 4 8 9 7	5 4 8 8 7	29%	71%
Scheduling the theoretical driving test and payment of the fee	2 5 3	2 8 0	1 4	5 3 4	5 3 4	47%	53%

Service	W o m e n	M e n	U n k n o w n G e n d e r	T o t a l	K n o w n G e n d e r T o t a l	Women	Men
	6 7	4 0		2 1	0 7		
Apply to register for the Matura exam	2 9 0 8 8	2 2 8 1	6 3 1	5 2 5 3 0	5 1 8 9 9	56%	44%
Municipality of Prishtina - View and pay waste collection bills for other persons	1 2 5 0 8	0	3 9 3 7 7	5 1 8 8 5	1 2 5 0 8	100%	0%
Download the Marriage Certificate for a family member	1 4 2 1 2	3 6 1 7 2	1 7	5 0 4 0 1	5 0 3 8 4	28%	72%
KRU Prishtina - View and pay water bills	8 1 2 6	3 8 5 4 3	4	4 6 6 7 3	4 6 6 6 9	17%	83%
Download the Residence Certificate	1 4 7 7 0	3 1 2 5 3	6	4 6 0 2 9	4 6 0 2 3	32%	68%
Application for Employment in the Kosovo Police	8 3 4 8	3 7 5 4 3	0	4 5 8 9 1	4 5 8 9 1	18%	82%
Declaration for union membership	2 3 7 2 7	1 9 3 4 8	1 9	4 3 0 9 4	4 3 0 7 5	55%	45%
Download the Death Certificate for a family member	8 4 9 6	3 0 8 3 8	3	3 9 3 3 7	3 9 3 3 4	22%	78%
KESCO - View and pay electricity bills	8 5 6 6	2 8 1 3 6	1	3 6 7 0 3	3 6 7 0 2	23%	77%
Report of bank accounts for natural and legal persons	6 1 7 7	2 9 1 4 6	2	3 5 3 2 5	3 5 3 2 3	17%	83%

Service	W o m e n	M e n	U n k n o w n G e n d e r	T o t a l	K n o w n G e n d e r T o t a l	Women	Men
Application for electricity subsidy for vulnerable families	11113	23569	14	34696	34682	32%	68%
Application for subsidy for efficient heating equipment	7430	26569	1	34000	33999	22%	78%
Certificate on rights in immovable property for businesses	950	31959	0	32999	32099	3%	97%
Copy of the plan for a cadastral unit	2109	29620	0	31729	31729	7%	93%
Application for subsidy for COVID-19 vaccination	13560	15400	160	29600	28900	47%	53%
Request for custom license plates from the individual owner.	3369	24507	3	27879	27796	12%	88%
Certificate for passing the driver's exam	8490	19308	6	2774	27748	31%	69%
Student Mobility Scheme	16851	8514	0	2565	25536	66%	34%
Download the Citizenship Certificate	9165	14564	3	23732	2329	39%	61%
Reward Game for the 2024 Population Census	7506	15984	4	2344	2340	32%	68%
Businnes fines search	14	220	9	234	234	6%	94%

Service	W o m e n	M e n	U n k n o w n G e n d e r	T o t a l	K n o w n G e n d e r T o t a l	Women	Men
	5 2	3 2		9 3	8 4		
Application for Energy Efficiency Subsidies - Phase 1	3 8 7 9	1 6 5 0 1	0	2 0 3 8 0	2 0 3 8 0	19%	81%
Coordinates of the cadastral unit	1 2 8 5	1 9 0 2 3	1	2 0 3 0 9	2 0 3 0 8	6%	94%
Request for the selection of a family doctor	6 5 3 2	9 2 0 4	0	1 5 7 3 6	1 5 7 3 6	42%	58%
Municipality of Prizren - View your property's waste collection bills	5 7 4	1 4 7 8 0	0	1 5 3 5 4	1 5 3 5 4	4%	96%
KRM Pastrimi - View and pay waste collection bills	2 4 8 7	1 2 1 2 5	3	1 4 6 1 5	1 4 6 1 2	17%	83%
Continuation of vehicle registration by individual owner	1 9 0 5	1 2 4 6 4	0	1 4 3 6 9	1 4 3 6 9	13%	87%
Register as a beneficiary in the Information System of⁶³	4 7 7 5	8 9 7 7	5	1 3 7 5 7	1 3 7 5 2	35%	65%
Certificate and annex of the farmer's registration in the electronic farmers' registry	9 7 4	1 2 3 8 8	0	1 3 3 6 2	1 3 3 6 2	7%	93%
Application for personal loan subsidy	4 2 0 2	9 0 2 1	0	1 3 2 2 3	1 3 2 2 3	32%	68%
Apply for European Youth Charter	5 5 7 7	7 2 4 9	0	1 2 8	1 2 8	43%	57%

⁶³ The text was cut off in the Albanian language.

Service	W o m e n	M e n	U n k n o w n G e n d e r	T o t a l	K n o w n G e n d e r T o t a l	Women	Men
				26	26		
Financial support for elite students at the Bachelor and Master study levels	9544	2948	0	12492	12492	76%	24%
Municipality of Vushtrri - View your property's waste collection bills	148	11367	1	11516	11516	1%	99%
Download the Marital Status Certificate	4459	574	1	10234	10233	44%	56%
Financial support for students in the fields of Science, Technology, Engineering, and Mathematics (STEM) in public higher education in Kosovo.	9267	886	0	101153	101153	91%	9%
Application for Energy Efficiency Subsidies - Phase 2	1899	8038	0	9977	9977	19%	81%
Download the Residence Certificate for a family member	2823	6845	1	96698	96698	29%	71%
Application for renewal of the teaching career license	5441	2704	0	81155	81155	67%	33%
Copy of the plan for a cadastral unit for family members	1093	6729	0	7822	7822	14%	86%
Download the Family Union Certificate for a family member	2850	4742	0	7592	7592	38%	62%
KRU Hidrodrini - View and pay water bills	1009	6409	0	7418	7418	14%	86%
Continuation of vehicle registration by business owner	1379	6529	0	6666	6666	2%	98%
Download the Citizenship Certificate for a family member	19	339	0	558	558	33%	67%

Service	W o m e n	M e n	U n k n o w n G e n d e r	T o t a l	K n o w n G e n d e r T o t a l	Women	Men
	2 0	0 2		2 2	2 2		
Call for application of EE measures in individual homes	6 1 6	5 1 9 1	1	5 8 0 8	5 8 0 7	11%	89%
Download the tax certificate from the Tax Administration of Kosovo	8 9 7	4 3 7 0	8 3	5 3 5 0	5 2 6 7	17%	83%
Coordinates of the cadastral unit for family members	8 8 3	4 4 3 8	0	5 3 2 1	5 3 2 1	17%	83%
Municipality of Prizren - View waste collection bills for other persons	5 1 1	4 6 2 2	1	5 1 3 4	5 1 3 3	10%	90%
Application for subsidy for electrical household appliances	1 4 9 9	3 3 5 9	0	4 8 5 8	4 8 5 8	31%	69%
Download the additional business information	8 8 3	3 9 4 3	2	4 8 2 8	4 8 2 6	18%	82%
Municipality of Mitrovica - View your property's waste collection bills	7 1	4 1 4 0	0	4 2 1 1	4 2 1 1	2%	98%
Verify Banners from the Kosovo Agency for Medical Products and Devices	9 0 8	3 0 6 1	1	3 9 7 0	3 9 6 9	23%	77%
Copy of the cadastral unit plan for businesses	3 7 9	3 4 9 9	0	3 8 7 8	3 8 7 8	10%	90%
Application for vaccination against COVID-19 for other persons	9 0 2	2 7 0	1	3 6 7 3	3 6 7 2	25%	75%
Direct payment decisions	2 2 9	3 2 8 6	0	3 5 1 5	3 5 1 5	7%	93%
Application for a career teaching license	2 6 9 5	7 7 3	0	3 4 6 8	3 4 6 8	78%	22%
Request for custom license plates from the business owner.	2 4 2	2 9	0	3 1	3 1	8%	92%

Service	W o m e n	M e n	U n k n o w n G e n d e r	T o t a l	K n o w n G e n d e r T o t a l	Women	Men
		4 9		9 1	9 1		
Municipality of Vushtrri - View waste collection bills for other persons	2 1 7	2 9 0	0	3 1 2	3 1 2	7%	93%
Certification in jurisprudence	1 2 8 3	1 3 8 4	2	2 6 6 9	2 6 6 7	48%	52%
Application for the scholarship competition for students of the Roma, Ashkali and Egyptian communities 2025-2026 (grades 6-9)	1 1 8 2	8 4 1	0	2 0 2 3	2 0 2 3	58%	42%
Download the business history	2 8 9	1 5 3 7	0	1 8 2 6	1 8 2 6	16%	84%
Download the individual certificate	6 1 5	1 1 7 2	0	1 7 8 7	1 7 8 7	34%	66%
Donation via electronic payment through commercial banks	8 5	1 5 5 9	0	1 6 4 4	1 6 4 4	5%	95%
Download the business certificate of verification	3 3 1	1 2 3 5	0	1 5 6 6	1 5 6 6	21%	79%
Public call for subsidy for SMEs for the purchase of machinery manufacturing/processing	2 8 3	1 2 7 7	0	1 5 6 0	1 5 6 0	18%	82%
Download the Marital Status Certificate for a family member	3 3 0	1 0 1 0	0	1 3 4 0	1 3 4 0	25%	75%
e-Learning - Concepts and Basics of Occupational Health and Safety	4 0 9	8 5 2	0	1 2 6 1	1 2 6 1	32%	68%
Filing complaints about schemes launched by KIESA	2 3 3	8 6 1	0	1 0 9 4	1 0 9 4	21%	79%
Application for subsidy for high school graduates to attend courses in the field of information technology	4 7 2	6 0 3	0	1 0 7 5	1 0 7 5	44%	56%
Application of families to benefit from the K Program	7 8 9	2 4 7	0	1 0	1 0	76%	24%

Service	W o m e n	M e n	U n k n o w n G e n d e r	T o t a l	K n o w n G e n d e r T o t a l	Women	Men
				3 6 6	3 6 6		
Competition for Assistant for children/students with special educational needs	9 5 5	2 5	0	9 8 0	9 8 0	97%	3%
Selection of qualification provider and type of qualification by beneficiary graduates	4 2 9	5 1 8	0	9 4 7	9 4 7	45%	55%
Processing payments for certificates and other purposes of FVA	3 0 0	4 0 0	0	7 0 0	7 0 0	43%	57%
Request for recognition of status of paraplegic and tetraplegic persons	3 9 7	2 6 5	0	6 6 2	6 6 2	60%	40%
Balanced Regional Development Program 2024 Application for Start-up	3 1 0	2 7 3	0	5 8 3	5 8 3	53%	47%
e-Learning – Safety Risks: Preventive and Protective Measures	1 8 4	3 7 8	0	5 6 2	5 6 2	33%	67%
Balanced Regional Development Program 2024 Application for Existing Business/LOT 1	1 5 3	3 5 9	0	5 1 2	5 1 2	30%	70%
Coordinates of the cadastral unit for businesses	2 4	4 5 3	0	4 7 7	4 7 7	5%	95%
e-Learning - Ergonomics, psychosocial risks and health promotion in the workplace	1 7 3	3 0 0	0	4 7 3	4 7 3	37%	63%
e-Learning – Hygiene Risks: Preventive and Protective Measures.	1 7 5	2 9 7	0	4 7 2	4 7 2	37%	63%
e-Mësimi - Legjislacioni i fundit për sigurinë dhe shëndetin në punë	1 6 5	3 0 1	0	4 6 6	4 6 6	35%	65%
Public call for supporting household consumers in investing in photovoltaic (PV) systems for the production of electricity for self-consumption Phase 1	6 6	3 7 8	0	4 4 4	4 4 4	15%	85%
MESTI Central Administration Other administrative fees for recognition of higher education diplomas	1 9 4	2 4 5	0	4 3 9	4 3 9	44%	56%
Declaration of unemployment	1 9 1	2 4 6	0	4 3 7	4 3 7	44%	56%
Application for extension of real estate appraiser license	1 2 3	2 8 9	0	4 1 2	4 1 2	30%	70%
Application for financial support for master's studies outside the Republic of Kosovo	2 4 2	1 5 3	0	3 9 5	3 9 5	61%	39%

Service	W o m e n	M e n	U n k n o w n G e n d e r	T o t a l	K n o w n G e n d e r T o t a l	Women	Men
RPL – Application for Recognition of Prior Learning	1 2 5	2 1 7	0	3 4 2	3 4 2	37%	63%
Application for a statutory auditor for license renewal	6 0	2 5 3	2 4	3 3 7	3 1 3	19%	81%
Register limited liability company	8 6	2 4 4	0	3 3 0	3 3 0	26%	74%
Application for the innovation grant scheme for Start-ups and MSMEs	8 7	2 3 7	0	3 2 4	3 2 4	27%	73%
Public call for supporting household consumers in investment in photovoltaic (PV) systems for the production of electricity for self-consumption Phase 2	9 9 4	2 9 4	0	3 0 3	3 0 3	3%	97%
Balanced Regional Development Program 2024 Application for Existing Business/LOT 2	5 8	2 3 7	0	2 9 5	2 9 5	20%	80%
Request for reopening of grant applications	8 4	2 0 1	0	2 8 5	2 8 5	29%	71%
Request for utilization of KOPOS system services	2 3	2 4 6	0	2 6 9	2 6 9	9%	91%
Apply for surveyor's license	6 3	2 0 3	0	2 6 6	2 6 6	24%	76%
Public call for support for micro, small and medium-sized enterprises in investing in efficient heating equipment - phase 1	6 2	1 9 8	0	2 6 0	2 6 0	24%	76%
Financial support for Roma, Ashkali, and Egyptian community students for the Bachelor level 2023/2024.	1 5 4	1 0 2	0	2 5 6	2 5 6	60%	40%
Standards from the Kosovo Agency for Standardization	3 7	1 9 7	0	2 3 4	2 3 4	16%	84%
Application for grants and subsidies of MCYS for NGOs	5 9	1 3 6	0	1 9 5	1 9 5	30%	70%
Public call for the Digital Empowerment Initiative	6 4	1 2 5	0	1 8 9	1 8 9	34%	66%
Application for grants and subsidies of MCYS for Individuals	7 0	1 1 7	0	1 8 7	1 8 7	37%	63%
Public call for financial support for SMEs in the Information and Communication Technology sector	3 9	1 4 8	0	1 8 7	1 8 7	21%	79%
Request for the selection of a family doctor for other persons.	6 3	1 2 2	0	1 8 5	1 8 5	34%	66%

Service	W o m e n	M e n	U n k n o w n G e n d e r	T o t a l	K n o w n G e n d e r T o t a l	Women	Men
Public call in the Creative Industries (CI) sector	58	127	0	185	188	31%	69%
Application for an advanced teaching license	130	53	0	183	183	71%	29%
Registration of Private Preschool Institutions	158	21	0	179	179	88%	12%
Application for the scholarship competition for students of the Roma, Ashkali and Egyptian communities 2025-2026 (grades 10-12)	120	58	0	178	177	67%	33%
Application for verification of diploma issued by the University of North Mitrovica	77	80	1	158	157	49%	51%
Application for subsidy for solar water heating system for domestic consumers - Phase 1	23	131	0	154	154	15%	85%
Request for address change	48	89	0	137	137	35%	65%
MESTI – Division for Quality Assurance, Standards, Evaluation, and Licensing – Fee for Licensing Private Educational and Preschool Institutions.	86	39	0	125	122	69%	31%
Register an individual business	26	99	0	125	122	21%	79%
Public call for financial support for SMEs for product certification	19	106	0	125	122	15%	85%
Application for a statutory auditor for the first time	24	86	13	123	121	22%	78%
Public call for support for micro, small and medium-sized enterprises in investing in efficient heating equipment - phase 2	32	90	0	122	122	26%	74%
Request for recognition of status of persons with disabilities	83	37	0	120	120	69%	31%
MESTI Central Administration Other administrative fees for recognition of pre-university education diplomas	41	73	0	114	114	36%	64%
Filing complaints against police officers	0	0	111	111			
Public call for supporting SMEs in covering digital transformation expenses	45	65	0	110	110	41%	59%

Service	W o m e n	M e n	U n k n o w n G e n d e r	T o t a l	K n o w n G e n d e r T o t a l	Women	Men
Application for verification of diploma issued by secondary schools with instruction conducted in Serbian language	4 5	5 8	0	1 0 3	1 0 3	44%	56%
Application for a statutory audit firm for license renewal	9	8 7	0	9 6	9 6	9%	91%
Application for renewal of the advanced teaching license	6 8	2 3	0	9 1	9 1	75%	25%
Invitation to apply Online Community of English Language Teachers	5 2	3 4	0	8 6	8 6	60%	40%
Public call for supporting SMEs in covering digital transformation expenses – Phase 2	0	4 7	3 6	8 3	4 7	0%	100%
MESTI – Student Center – Rent from public facilities	4 0	4 2	0	8 2	8 2	49%	51%
Public call for support for manufacturing businesses Support for solar energy systems and battery systems for electricity storage	8	7 2	0	8 0	8 0	10%	90%
MESTI – Division for Quality Assurance, Standards, Evaluation, and Licensing – Fee for Verification of Various Documents	2 2	4 6	0	6 8	6 8	32%	68%
Public call for supporting micro, small, and medium enterprises in investing in photovoltaic (PV) systems for self-consumption of electricity – Phase 1	6	6 1	0	6 7	6 7	9%	91%
Application for financial support for doctoral studies outside the Republic of Kosovo	2 7	3 2	0	5 9	5 9	46%	54%
Application for financial support for bachelor's studies outside the Republic of Kosovo	2 0	3 5	0	5 5	5 5	36%	64%
Public call for support for micro, small and medium-sized enterprises in investing in photovoltaic (PV) systems for the production of electricity for self-consumption Phase 2	5	4 8	0	5 3	5 3	9%	91%
MESTI University of Gjilan Participations	2 2	2 9	0	5 1	5 1	43%	57%
MESTI – National Qualifications Authority – Other Administrative Fees	1 1	3 8	0	4 9	4 9	22%	78%
TEST - Certification in jurisprudence	2 0	2 6	0	4 6	4 6	43%	57%
MESTI – University of Ferizaj Participations	2 5	2 0	0	4 5	4 5	56%	44%
Application for change of license level of real estate appraisers from first level to second level	1 0	3 4	0	4 4	4 4	23%	77%
MESTI – Agency for Education and Vocational Training – 11 Marsi Technical Secondary School Prizren – Participation Fees	1 6	2 7	0	4 3	4 3	37%	63%
MASTI University of Mitrovica Participations	3 0	1 3	0	4 3	4 3	70%	30%

Service	W o m e n	M e n	U n k n o w n G e n d e r	T o t a l	K n o w n G e n d e r T o t a l	Women	Men
Download the business certificate	9	3	0	4	4	21%	79%
	4	4		3	3		
Application for a permanent teaching license	2	1	0	3	3	59%	41%
	3	6		9	9		
Application for subsidy for solar water heating system for domestic consumers - Phase 2	2	3	0	3	3	5%	95%
	7	9		9	9		
Certification for mediator	3	9	0	3	3	77%	23%
	0	9		9	9		
Apply for extraordinary transportation	1	3	0	3	3	3%	97%
	6	7		7	7		
Application for regaining citizenship	4	2	6	3	3	13%	87%
	6	6		6	0		
Request for recognition of status for blind persons	2	1	0	3	3	67%	33%
	4	2		6	6		
MESTI Kosovo Accreditation Agency Accreditation Fee	1	1	0	3	3	56%	44%
	9	5		4	4		
MESTI University of Ferizaj – Rent from Public Facilities	1	1	0	3	3	53%	47%
	8	6		4	4		
Balanced Regional Development Program 2024 Application for Start-up/Student	1	2	0	3	3	41%	59%
	4	0		4	4		
MESTI University of Gjakova Participations	1	1	0	3	3	39%	61%
	2	9		1	1		
Public call for financial support for SMEs for product certification - Phase 2	7	2	0	2	2	24%	76%
	2	9		9	9		
Certificate for private bailiff	2	3	0	2	2	89%	11%
	5	8		8	8		
Apply for a geodetic company permit	7	2	0	2	2	26%	74%
	0	7		7	7		
MESTI – Division for Quality Assurance, Standards, Evaluation, and Licensing – Fee for Licensing Private Pre-University Educational and Vocational Training Institutions.	1	1	0	2	2	52%	48%
	3	2		5	5		
Request to change the family doctor for other persons	1	1	0	2	2	52%	48%
	2	1		3	3		
Public call for financial subsidies for artisans	1	1	0	2	2	48%	52%
	1	2		3	3		
MESTI Agency for Education and Vocational Training - Competence Center in Malisheva - Participation Fees	1	8	0	2	2	64%	36%
	4	2		2	2		
MESTI Agency for Vocational Education and Training Competence High School Prizren Participation Agency for Education and Vocational Training – Prizren Secondary Competence School – Participation Fees	7	1	0	2	2	32%	68%
	5	2		2	2		
MESTI University of Prizren Rent from public facilities	6	1	0	2	2	29%	71%
	5	1		1	1		
Communal Services	6	1	0	2	2	29%	71%
	5	1		1	1		
Lawyer Licensing	1	8	0	2	2	60%	40%
	2	0		0	0		

Service	W o m e n	M e n	U n k n o w n G e n d e r	T o t a l	K n o w n G e n d e r T o t a l	Women	Men
MESTI Agency for Education and Vocational Training - Ferizaj Secondary Competence School - Rent from Public Facilities	8	1 2	0	2 0	2 0	40%	60%
Municipal grants and subsidies	1 5	4	0	1 9	1 9	79%	21%
Application for foreign statutory audit companies for license renewal	8	8	2	1 8	1 6	50%	50%
Application for a statutory audit firm for the first time	4	1 3	0	1 7	1 7	24%	76%
Certificate for bankruptcy administrator	1 3	4	0	1 7	1 7	76%	24%
MESTI Agency for Education and Vocational Training - Shën Gjeçovi Secondary School of Machinery - Participation Fees	3	1 4	0	1 7	1 7	18%	82%
Proof of Bankruptcy Status for Businesses	9	8	0	1 7	1 7	53%	47%
Certificate for notary	1 3	3	0	1 6	1 6	81%	19%
Bankruptcy Administrator Licensing	1 3	3	0	1 6	1 6	81%	19%
Mediator Licensing	1 3	0	3	1 6	1 3	100%	0%
Professional Lecturer - Application for Licensing	9	7	0	1 6	1 6	56%	44%
Apply for installation on a road	0	1 5	0	1 5	1 5	0%	100%
Apply for a road connection	2	1 1	0	1 3	1 3	15%	85%
Appointment as notary	1 1	1	0	1 2	1 2	92%	8%
KRU Bifurkacioni - View and pay water bills	1	1 1	0	1 2	1 2	8%	92%
Public call for support for micro, small and medium-sized enterprises in investing in solar systems for sanitary water heating Phase 1	3	9	0	1 2	1 2	25%	75%
Proof of Owned Vehicles	0	1 2	0	1 2	1 2	0%	100%
Appointment of the private bailiff	9	2	0	1 1	1 1	82%	18%
Request for suspension or revocation	0	9	0	9	9	0%	100%
Public call for support for manufacturing businesses for support for equipment that reduces energy consumption in production lines	1	8	0	9	9	11%	89%
Driving instructor - Application for licensing	6	1	0	7	7	86%	14%
Request for permission as an organizing travel agency	0	7	0	7	7	0%	100%

Service	W o m e n	M e n	U n k n o w n G e n d e r	T o t a l	K n o w n G e n d e r T o t a l	Women	Men
Request for registration as a tour operator/intermediary agency	0	7	0	7	7	0%	100%
MESTI - Central Administration - Fee for verification of public and private school documents	2	5	0	7	7	29%	71%
MESTI – Albanological Institute of Prishtina – Rent from public facilities	5	2	0	7	7	71%	29%
Register a general partnership	0	7	0	7	7	0%	100%
Public call for support for micro, small and medium-sized enterprises in investing in solar systems for sanitary water heating Phase 2	1	6	0	7	7	14%	86%
Request for registration as a tour guide and for an individual card	0	6	0	6	6	0%	100%
Register a limited partnership	0	5	0	5	5	0%	100%
Taxes and contributions	0	5	0	5	5	0%	100%
Application for foreign legal audit companies for the first time	0	4	0	4	4	0%	100%
Driving instructor - Application for relicensing	0	4	0	4	4	0%	100%
Apply for approval as a provider of training programs for teachers and educational workers	0	3	0	3	3	0%	100%
Apply for approval of training programs for teachers and educational workers	0	3	0	3	3	0%	100%
Naming of the child	0	3	0	3	3	0%	100%
Request for registration as an accommodation facility	0	3	0	3	3	0%	100%
Register a foreign company.	0	3	0	3	3	0%	100%
Register a joint-stock company	0	3	0	3	3	0%	100%
Appointments for Civil Registry Office Services	0	3	0	3	3	0%	100%

Service	W o m e n	M e n	U n k n o w n G e n d e r	T o t a l	K n o w n G e n d e r T o t a l	Women	Men
Public call for support for micro, small and medium-sized enterprises in investing in solar systems for sanitary water heating Phase 2	0	3	0	3	3	0%	100%
University of Prishtina Hasan Prishtina - Participations	0	3	0	3	3	0%	100%
Apply for Licensing Certificate for NGOs and Private Legal Entities Providing Social and Family Services	1	1	0	2	2	50%	50%
Death certificate from the Institute of Forensic Medicine	0	2	0	2	2	0%	100%
Application for water conditions	1	0	0	1	1	100%	0%
Driving school - My applications	0	1	0	1	1	0%	100%
MESTI – Student Center – Participations	1	0	0	1	1	100%	0%

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