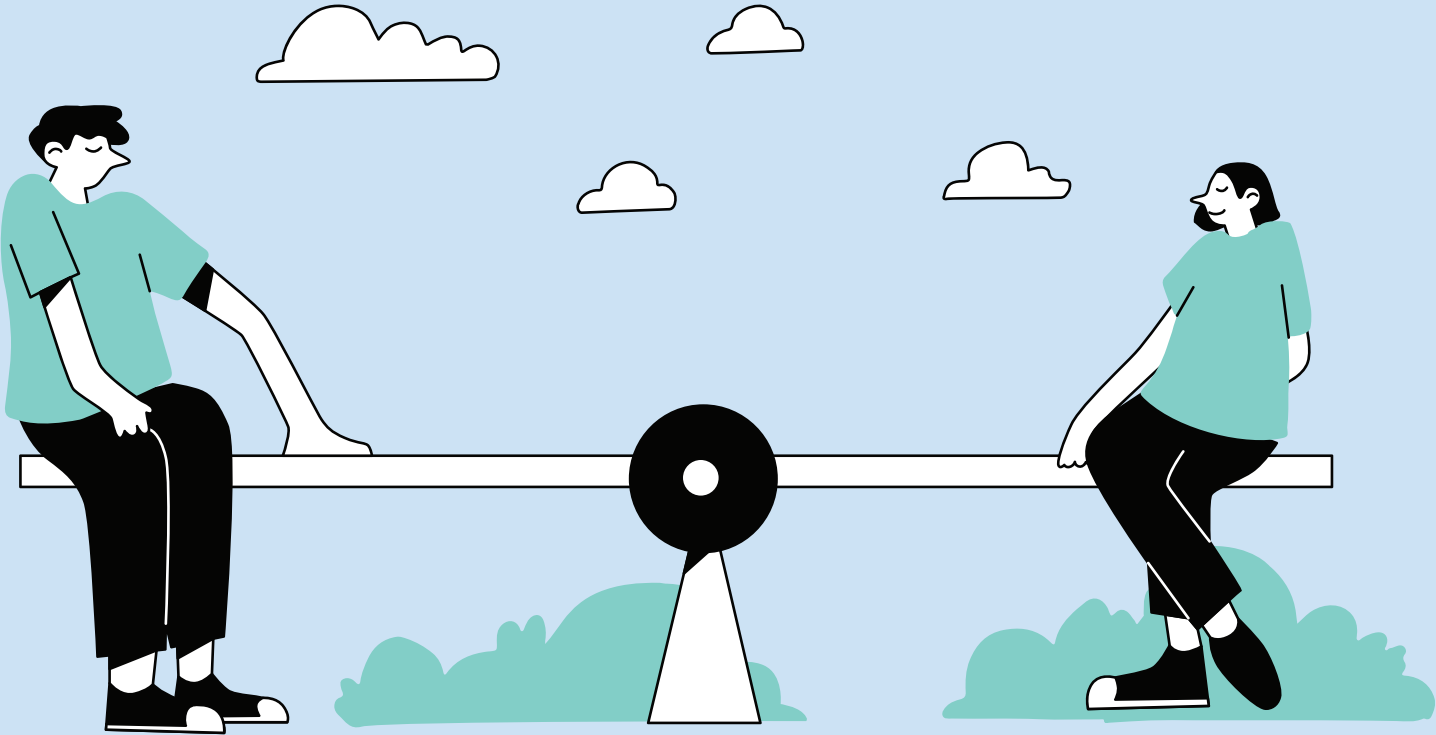


Equality on paper, not in practice: the use of gender-disaggregated data in policymaking



Equality on paper, not in practice

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Executive Summary

Gender-disaggregated data play an indispensable role in shaping policies aimed at equality and social justice. Women make up 49.9% of the population in Kosovo, so such data are essential to better understand their specific needs and to develop policies that address these needs effectively and equitably. These data help identify structural inequalities between diverse men and women, and highlight the unique challenges women face in areas such as education, employment and health.

In Kosovo, there are three main problems related to gender-disaggregated data: the (non) existence and publication of gender-disaggregated data; the lack of use of these data in policymaking; and the use of data only to meet formal requirements, without integrating them in addressing problems or improve policies.

Besides being a useful practice, data disaggregation by gender is also a legal requirement in Kosovo set by the Law on Gender Equality, which requires gender-mainstreaming in all phases of policymaking. While there are efforts to collect gender-disaggregated data, the lack of awareness, insufficient capacities, and an institutional culture that prioritizes gender equality pose significant challenges. Despite some institutional efforts, Kosovo still lacks up-to-date statistics and systematically compiled data for budgeting purposes and gender impact assessments.

The assessment conducted within the framework of this report shows that some central level institutions, such as the Ministry of Justice and the Ministry of Internal Affairs, provide more information based on gender-disaggregated data, some others such as the Ministry of Health and the Ministry of Finance, Labour, and Transfers, provide only partial data; while some institutions, such as the Ministry of Environment, Spatial Planning, and Infrastructure, do not publish any gender-disaggregated data at all. Furthermore, Kosovo does not have a gender equality index yet, as required by the European Union.

Regarding the inclusion of gender-disaggregated data in budgeting, GAP Institute identified that key budget documents often do not contain clear measures to improve gender equality. Documents such as the annual budget, medium-term budget framework, or annual plan are limited in this regard, and gender impact assessments are lacking. Municipalities usually provide gender-disaggregated data only as part of the gender-responsive budgeting requirements (32% for 2024). While regarding annual reports, 30.5% of independent institutions and 11% of central government institutions have included gender-disaggregated data in them. None of the municipalities have included gender-disaggregated data in their annual plan.

Meanwhile, public enterprises in Kosovo do not publish gender-disaggregated data except for participation in boards and senior management, making it impossible to assess the impact on gender equality and draft effective policies in this regard. Although the Law on Gender Equality foresees sanctions for public institutions that do not collect, process and submit gender-disaggregated data to the Kosovo Agency of Statistics, to date no complaints have been recorded on this issue.

Introduction: Why is it important to disaggregate data by gender?

Many of the existing systems, from political institutions to workplace structures, are built from a male-dominated perspective, resulting in policies that favour men more than women.¹ Women make up 49.9% of Kosovo's population, so the role of gender-disaggregated data is irreplaceable in creating policies that aim for equality and social justice.^{2,3} In a society facing major social and economic challenges, especially for women, the use of gender-disaggregated data becomes essential to better understand the specific needs of different groups and to build policies that address these needs fairly and effectively.

Data on individuals can be classified by gender, thus creating the basis for gender-disaggregated statistics that reflect the situations of women and men as well as gender-related policy challenges.⁴ However, gender statistics involve more than just disaggregating data by gender. Gender-disaggregated data do not always guarantee that the concepts, definitions and methods used to produce them are designed to reflect gender roles, relations, and inequalities in society.⁵

One of the main advantages of gender-disaggregated data is that they help identify structural differences between men and women, as well as highlighting the unique challenges that women face in decision-making and areas such as education, employment, and health. Traditional gender roles, reinforced by cultural norms, are often not challenged by policies, leading to a situation where men benefit more from policies that preserve the status quo.⁶ For example, if statistics show that the unemployment rate is higher for women than for men, then this indicates a clear gap that requires specific interventions. Policies aimed at reducing unemployment without taking into account gender differences may prove ineffective in advancing the position of women in the labour market. An example of this is the gender wage gap. Despite similar qualifications, women often are paid lower wages than men for the same job.⁷ This wage gap is reinforced by policies that do not address systemic discrimination.

Another reason why these data are so important is the opportunity to create more equitable and appropriate policies. When policymakers have detailed information about the different experiences and situations of diverse women and men, they are better able to design more accurate policies. For example, if data show that women have less access to health services, then this information can be used to develop specific programs that facilitate this access and improve the conditions of health care for women.

¹ Bohnet, I. What works: Gender Equality by Design, 2016.

² KAS. The Preliminary Results of the Population Census, 2024.

³ Criado Perez, C. Invisible Women, 2019.

⁴ EIGE. Gender Equality Index: Measuring progress in the Western Balkans. Office of European Union, 2023.

⁵ Ibid

⁶ GAP Institute. Gender-based discrimination in job vacancies, 2023.

⁷ Ibid

In addition, gender-disaggregated data are important for measuring the effect of policies on advancing gender equality. Public policies often appear equal on paper, but their effects can be unequal for different groups in society.⁸ Through gender-disaggregated data, it can be measured whether the benefits of these policies are distributed fairly among diverse women and men. An example of this could be the response to the COVID-19 pandemic by Kosovo's Government. A gender fiscal analysis by the Kosovo Women's Network highlights the different impact that public spending measures can have on women and men.⁹

Perez argues that policies often favour men over women. She uses Australia's tax policies on pensions as an example. The gender wage gap and the difference in employment rates contributes to inequality in pensions, which benefits men more than women.¹⁰ Kosovo Women's Network also argues that by not properly considering the gender dimensions of tax systems, taxes can reinforce and exacerbate gender inequalities.¹¹ Using a gender-neutral approach when designing tax policies (among others), can contribute to outcomes that hinder the advancement of gender equality, as well as the advancement of social and economic rights.¹²

Considering the history of inequality and the challenges faced by women in Kosovo, a data-driven approach helps institutions build more responsive policies geared towards improving the lives of its citizens. Furthermore, academic institutions, non-governmental organizations and think tanks that use research as an advocacy tool for fairer policies often encounter the problem of a lack of gender-disaggregated data.

Therefore, GAP Institute through this analysis has identified gaps in the implementation of the legal framework, practical challenges, and the impact that the lack of gender-disaggregated data may have on Kosovo's policies and socio-economic development. This was done by analysing Kosovo's legal framework and international requirements, the availability of gender-disaggregated data to third parties, as well as by analysing the use of gender-disaggregated data in budget processes.

⁸ Criado Perez, C. *Invisible Women*, 2019.

⁹ KWN. "The Pandemic Knows No Gender"? A Gender Fiscal Budget Analysis: The Government of Kosovo's Response to the COVID-19 Epidemic from a Gender Perspective, 2020.

¹⁰ Criado Perez, C. *Gratè e Padukshme* [*Invisible Women*], 2019.

¹¹ *Ibid*

¹² KWN. *Rapid Review of the Kosovo Tax System from a Gender Perspective and Policy Options for More Gender-responsive Taxation*, 2022.

Legal obligations and international requirements

Gender mainstreaming, in addition to being a necessary practice for more equitable policymaking, is also a legal obligation in Kosovo. The Law on Gender Equality (LGE) mandates the inclusion of gender mainstreaming in all policies, documents and legislation in Kosovo.¹³ This law defines gender mainstreaming as the inclusion of a gender perspective in every stage of the process, planning, approval, implementation, monitoring and evaluation of legislation, policies or programs and budgets, in all political, economic and social spheres, taking into account the promotion and advancement of equal opportunities between men and women.¹⁴ In addition to Kosovo's legal framework, gender mainstreaming is also a requirement of the European Commission.¹⁵

However, the implementation of these obligations often faces obstacles such as: lack of adequate institutional capacities, lack of awareness of the importance of these data, as well as an institutional culture that often does not prioritize this aspect. This situation directly affects the design of effective policies that promote gender equality and can create imbalances in the opportunities and benefits offered to women and men in different sectors.¹⁶ To target the lack of institutional capacity and to assist all stakeholders involved in the phases of each policy or program, the Gender Impact Assessment (GIA) Manual was developed in 2019.¹⁷ This manual serves as a reference point for conducting a gender equality impact assessment of all policies, programs and activities, including ex ante assessments.¹⁸

To develop capacities for the implementation of the Manual, during 2018 and 2019, AGE trained 486 civil servants.¹⁹ During this time, 48 government concept documents have undergone gender impact assessments.²⁰ However, based on an analysis of the gender responsiveness of public financial management, there is a need for further capacity development for the proper and full implementation of gender impact assessments.²¹

Although Kosovo institutions collect and maintain gender-disaggregated data, this is not done systematically to inform budget planning and resource allocation.²² In some cases where data is collected and reported, detailed and gender-disaggregated information is sometimes lacking to address specific challenges. Furthermore, there are cases where the figures are often not consistent and there is a discrepancy in the data.²³ Although there are efforts to address gender inequalities, sometimes policies and laws are not sufficient or not implemented properly to ensure full equality and address gender gaps effectively, as data are used only as numbers and not to inform policymaking.

¹⁴ Law 05/L-020 on Gender Equality, article 5, par 1.3.

¹⁵ Law 05/L-020 on Gender Equality, article 3, par 1.6.

¹⁶ European Commission. Kosovo Country Report 2024, p.6, 2024.

¹⁷ Office of the Primeminister, AGE. Gender Impact Assessment Manual.

¹⁸ Ibid

¹⁹ Ibid

²⁰ PEFA. KOSOVO Public Expenditure and Financial Accountability (PEFA) Performance Assessment Report, 2022.

²¹ Ibid

²² Ibid

²³ KWN. Monitoring the Implementation of SDG Indicator 5.c.1 in Kosovo, 2020.

Gender mainstreaming is based on data, whether qualitative or quantitative.²⁴ Disaggregating data by gender has been a legal obligation since 2015. Article 5 of the LGE states "In order to prevent and eliminate gender discrimination and achieve gender equality, the institutions of the Republic of Kosovo at all levels of legislative, executive, judicial and other public institutions are responsible for implementing legislative and other measures including the disaggregation by gender of all necessary statistical data, which are collected, recorded, processed and are obliged to submit these data to the Kosovo Agency of Statistics".²⁵

Furthermore, disaggregating data by gender is an international practice including PEFA, European Union directives, and the United Nations Sustainable Development Goals, namely indicator 5.c.1 among others, the requirements of which the Government of Kosovo is committed to fulfilling.

PEFA is a methodology for assessing the performance of public financial management. The PEFA supplementary framework for assessing gender-responsive public financial management (GRPFM) includes a set of nine indicators that measure the extent to which a country's public financial management systems address the government's goals of recognizing the different needs of men and women, as well as different subgroups within these categories, and of promoting gender equality.²⁶ The PEFA GRPFM assessment is based on the capacity of public institutions to manage resources in a gender-sensitive manner; for example, the capacity of relevant ministries to conduct gender impact assessments and to collect and use gender-disaggregated data is essential.²⁷ In terms of data availability, this assessment has found that the lack of both timely and qualitative data hinders proper gender impact assessments.²⁸

The assessment results for Kosovo show that the legal framework meets the criteria, but the relevant institutions according to GRPM do not integrate a gender perspective into public finance management processes. While two indicators of this assessment show that gender is partially integrated, that is, gender impacts are not fully integrated in any of the nine areas, according to the criteria.²⁹

²⁴ GAP Institute. Business Profiles: Women and Minority Entrepreneurship in Kosovo, 2023.

²⁵ OSCE. For effective legislation, for both women and men: Practical Guide to Gender-Sensitive Legislation, 2020.

²⁶ Law 05/L-020 on Gender Equality, Article 3, par 1.8.

²⁷ PEFA. Public Expenditure and Financial Accountability (PEFA) Gender Responsive Public Financial Management Assessment Report.

²⁸ Ibid.

²⁹ Ibid.

How accessible are gender-disaggregated data in Kosovo?

The Government of Kosovo has electronic data management systems that enable accurate processing, effective oversight, and easy and transparent access, ensuring the necessary control.³⁰ This makes it very easy to disaggregate data by gender in cases where the will to do so exists. So, even though it is a legal obligation and the infrastructure to do so exists, this practice remains at the discretion of public officials.

Although the LGE provides sanctions for public institutions that do not collect, process and submit to KAS data disaggregated by gender,³¹ to date, no complaint or administrative lawsuit has been registered regarding this issue.³² Kosovo still lacks a gender equality index.³³ The Gender Equality Index would contribute to the harmonization of national policies with the EU acquis on gender equality by allowing the monitoring and measurement of a country's progress according to EU gender equality standards and priority policies.³⁴ EU priority policies for gender equality include closing the gender gap in employment and pay, balancing professional and family life, increasing women's representation in decision-making, combating gender-based violence, eliminating gender stereotypes and incorporating a gender perspective into international policies.³⁵ The Gender Equality Index helps measure progress and harmonize national policies with EU standards.

According to the Kosovo PEFA assessment, AGE's efforts to create the Gender Equality Index for Kosovo in line with the EU have failed due to the lack of data.³⁶ The report specifies that gender-disaggregated data is lacking in several key areas, such as the number of employees in public institutions, leadership positions, subsidies and grants, as well as gender participation in various sectors such as education, health, and the private sector.³⁷ The lack of gender-disaggregated data in Kosovo also conflicts with the EU Gender Action Plan (GAP III).³⁸ The Law on Official Statistics also commits to harmonizing Official Statistics with the European Statistics Code of Practice, which also includes the Gender Equality Index.

In previous years, KAS has published the report "Men and Women", a publication that includes longer-term statistical data and short analyses to help in understanding the gender situation in the country. However, the report does not include data on gender equality or any analysis on the impact of public funds on gender equality.³⁹

³⁰ PEFA. KOSOVO Public Expenditure and Financial Accountability (PEFA) Performance Assessment Report, 2022.

³¹ PEFA. KOSOVO Public Expenditure and Financial Accountability (PEFA) Performance Assessment Report, 2022.

³² LGE, Article 23: "for violations under Articles 2, 3 and 5 of this law, the competent court shall conduct a violation procedure and impose sanctions". Paragraph 5: "A fine in the amount of three hundred (300) to five hundred (500) euros shall be imposed for violations on the responsible person in the entities under Article 5, paragraph 1.8 of this law if they do not collect, record and process statistical data disaggregated by gender and do not submit them to the Kosovo Agency of Statistics".

³³ Interview with the Agency for Gender Equality.

³⁴ European Commission. Kosovo Country Report 2024, p.6, 2024.

³⁵ EIGE. Gender Equality Index: Measuring progress in the Western Balkans. Office of European Union, 2023.

³⁶ PEFA. KOSOVO Public Expenditure and Financial Accountability (PEFA) Performance Assessment Report, 2022.

³⁷ PEFA. KOSOVO Public Expenditure and Financial Accountability (PEFA) Performance Assessment Report, 2022.

³⁸ KWN. Gender Mainstreaming the EU Accession Process, 2022.

³⁹ KAS. Women and Men in Kosovo 2020-21, 2022.

The latest Men and Women 2020-21 report includes gender-disaggregated data mainly for social statistics such as:

- population: population movements, population pyramid, marriages and divorces, live births;
- health and well-being: life expectancy, deaths;
- education: population by level of education, illiterates, number of pre-schoolers, pupils and students, teacher structure;
- social protection: collective housing structure, abandoned children, elderly people without family care, pensions, employees in health institutions;
- jurisprudence: judges, convicted persons, victims of domestic violence;
- labor market: employment ratio, employees, enterprise structure, ownership of agricultural land;
- decision-making: management positions in decision-making positions, employees in the administration, employees in diplomatic missions, structures in the Kosovo police, military staff.

However, these gender-disaggregated data are not fully sufficient for the public considering that some key indicators are not further broken down by location, ethnicity or other demographic breakdowns.⁴⁰

GAP has analyzed the websites of central-level public institutions to see what gender-disaggregated information is available online to the public. The assessment of whether they publish full or partial data varies depending on the role of the institution and the type of data they may possess; for example, the Office of the Prime Minister (OPM) may only publish data about cabinet employees and agencies within the OPM.

Table 1. Publication of gender-disaggregated data by central level institutions⁴¹

Institution	Type of data disaggregated by gender
Ministry of Health	Number of employees
Ministry of Finance, Labor and Transfers	The Ministry does not publish gender-disaggregated data. Only agencies within this Ministry partially publish gender-disaggregated data (example: Kosovo Tax Administration and Employment Agency)
Ministry of Internal Affairs	Number of persons possessing official documents (ID card, passport, etc.); Number of entries/exits from the territory of Kosovo; Number of persons who have migrated from/to Kosovo; Number of repatriated persons; Number of persons possessing vehicles; Number of employees
Ministry of Education, Science, Technology and Innovation	Number of pupils and students; number of teachers; lack of leadership positions

⁴⁰ KWN. Gender Mainstreaming the EU Accession Process, 2022.

⁴¹ Note: Only the data available online were analysed, without a request for data.

Ministry of Environment, Spatial Planning and Infrastructure	Not available
Ministry of Defense	Number of new recruits; personnel leaving
Ministry of Justice	Number of court employees, prosecutors, victim advocates; beneficiaries of legal aid; convictions; cases of domestic violence and gender-based violence
Ministry of Agriculture, Forestry and Rural Development	Beneficiaries of subsidies and grants
Ministry of Culture, Youth and Sports	The State Youth Strategy 2024-2032 includes data by gender; data on beneficiaries of grants and subsidies is missing; the number of athletes, including other divisions.
Prime Minister's Office	Number of employees in the cabinet; various data via AGE
Office of the President	Number of employees in the cabinet
Assembly of the Republic of Kosovo	Number of employees
Ministry of Industry, Entrepreneurship and Trade	Business ownership through KBRA; procurement data and allocation of grants and subsidies are missing.
Ministry of Economy	Property ownership and inheritance; data on energy is missing
Ministry of Local Government Administration	Number of employees in public administration
Ministry of Foreign Affairs	Not available
Ministry for Communities and Returns	Not available
Ministry of Regional Development	Not available

Source: GAP based on information available online

Public gender data serve as a measure of the transparency of institutions regarding their efforts to advance gender equality. For example, the Ministry of Education can use data on pupils and students to address gender equality in education and career opportunities. On the other hand, ministries that do not publish disaggregated data, such as the Ministry of Environment and the Ministry of Foreign Affairs, may miss the opportunity to address gender inequalities in their respective fields. Without this data, it is difficult to assess gender representation and make interventions to improve opportunities for diverse women and girls.

Institutions that provide relevant data, such as the Ministries of Culture and that of Finance, can increase gender inclusion, but real progress requires full transparency. Publishing gender-disaggregated data is a key step to guaranteeing equality and equal opportunities for all.

Which public institutions integrate gender-disaggregated data into budget processes?

In Kosovo, there is no systematic tracking of gender-responsive spending throughout the budget formulation, execution and reporting processes. This is because Kosovo uses line budgeting and programmatic only where spending could be tracked by indicators. However, budget organizations can track spending by gender of beneficiaries, for example, subsidies and grants for agriculture, active labor market policies, social protection schemes, educational scholarships, shelters used primarily by women, grants to support women-owned businesses, etc.

GAP Institute has conducted an analysis of the inclusion of gender-disaggregated data by public institutions in budget processes, from planning to ex-post impact assessment. Budget documents that should be built based on gender-disaggregated data are the annual budget through the Gender Responsive Budgeting (GRB) annex and the Medium-Term Budget and Expenditure Framework, the annual plan, and gender impact assessments.

The government's budget proposal documentation for 2024 or that of 2025 did not include information on policy measures aimed at advancing gender equality and information on the assessment of the impacts of budget policies on gender equality. There was also a lack of information on the overview of the government's priorities for improving gender equality or budget measures aimed at promoting gender equality; as well as the assessment of the impacts of budget policies on gender equality. Thus, there is no budget document based on gender-disaggregated data. The same applies to the performance indicators in the Law on Budget Appropriations, which can be easily disaggregated by gender, but this disaggregation has never been done so far.⁴²

⁴² Example: Law No. 08/L-260 on Budget Appropriations for the Republic of Kosovo for the year 2024, Performance Annex by Policy Sectors, 2024.

While gender-disaggregated data are very important for planning and drafting policies, they also play a role in assessing the impact of these policies. Gender Impact Assessment (GIA) is an integrated process that takes into account the gender sensitivity of policies, namely it takes concrete actions to identify the gender impact of policies.⁴³ As a process, gender impact assessment requires a clear analytical approach based on gender-disaggregated data and conclusions and recommendations that clearly highlight, among other findings, achievements and failures in relation to gender equality.⁴⁴

Regarding gender impact assessments of public policies, including the budget, none of the public institutions at the central or local level have published any such documents on their websites. Although the Assembly of the Republic of Kosovo is obliged to conduct Gender Impact Assessments as part of post-legislative analyses, these assessments are not accessible online.⁴⁵

Table 2. Integrating gender-disaggregated data into budget documents by central-level institution

Institution	GIA	GRB	MTBF	Annual report
Ministry of Health	X	X	X	X
Ministry of Finance, Labor and Transfers	X	X	X	X
Ministry of Internal Affairs	X	X	X	X
Ministry of Education, Science, Technology and Innovation	X	X	X	X
Ministry of Environment, Spatial Planning and Infrastructure	X	X	X	X
Ministry of Defense	X	X	X	Partially
Ministry of Justice	X	X	X	Yes
Ministry of Agriculture, Forestry and Rural Development	X	X	X	X
Ministry of Culture, Youth and Sports	X	X	X	X
Prime Minister's Office	X	X	X	X
Office of the President	X	X	X	X
Assembly of the Republic of Kosovo	Partially	X	X	X
Ministry of Industry, Entrepreneurship and Trade	X	X	X	X

⁴³ Office of the Prime Minister, AGE. Gender Equality Impact Assessment Manual.

⁴⁴ Assembly of the Republic of Kosovo. Manual for the Process of Supervision of the Implementation of Laws by the Assembly of the Republic of Kosovo, p. 54.

⁴⁵ Ibid

Ministry of Economy	X	X	X	X
Ministry of Local Government Administration	X	X	X	X
Ministry of Foreign Affairs	X	X	X	X
Ministry for Communities and Returns	X	X	X	X
Ministry of Regional Development	X	X	X	X

Source: GAP based on information available online

Typically, the only data that is disaggregated by gender and published on the websites of budget organizations is the data that is submitted with budget requests as part of the gender responsive budgeting annex. The gender responsive budgeting annex, according to the Budget Circulars, includes three tables where budget organizations present the number of employees by gender, wages and salaries, and the distribution of subsidies and transfers. According to the analysis of GAP Institute, out of 38 municipalities in Kosovo, only 32% of them have published the GRB annex for 2024.⁴⁶ Also, only 4 out of 38 municipalities have published the GRP annex as part of the Medium-Term Budget Framework. None of the municipalities have included gender-disaggregated data in their annual plan.

Table 3. Integration of gender-disaggregated data into budget documents by municipality

Municipality	GIA	MTBF	GRB	Annual report
Deçan	X	X	Yes	X
Dragash	X	X	X	X
Drenas	X	X	X	X
Ferizaj	X	X	Yes	X
Fushë Kosovë	X	X	X	X
Gjakovë	X	Yes	Yes	X
Gjilan	X	X	X	X
Graçanicë	X	X	X	X
Hani i Elezit	X	X	Yes	X
Istog	X	X	Yes	X
Junik	X	Yes	Yes	X
Kaçanik	X	X	X	X

⁴⁶ GAP Institute. Municipal Budget Transparency Index, 2024.

Kamenicë	X	X	X	X
Klinë	X	X	X	X
Klllokot	X	X	X	X
Leposaviç	X	X	X	X
Lipjan	X	Yes	Yes	X
Malishevë	X	X	X	X
Mamushë	X	X	X	X
Mitrovicë e Jugut	X	X	X	X
Mitrovicë e Veriut	X	X	X	X
Novobërdë	X	X	X	X
Obiliq	X	X	X	X
Partesh	X	X	X	X
Pejë	X	X	X	X
Podujevë	X	X	Yes	X
Prishtinë	X	X	X	X
Prizren	X	X	X	X
Rahovec	X	Yes	Yes	X
Ranillug	X	X	X	X
Shtërpcë	X	X	X	X
Shtime	X	X	Yes	X
Skenderaj	X	X	Yes	X
Suharekë	X	X	X	X
Viti	X	X	X	X
Vushtrri	X	X	Yes	X
Zubin Potok	X	X	X	X
Zveçan	X	X	X	X

Source: GAP based on information available online

Only two of the independent institutions presented in Table 4 have published the GPA annex as part of their budget requests. Also, only two of them, the Ombudsman Institution and the Kosovo Prosecutorial Council, have published a Gender Impact Assessment on their websites. While regarding annual reports, 30.5% of independent institutions have integrated gender-disaggregated data in them, significantly more compared to other central and local level institutions.

Table 4. Integration of gender-disaggregated data in budget documents by independent institution

Independent Institution	GIA	GRB	Annual report
Memorial Complex Management Agency	X	X	X
Academy for Science and Arts	X	X	Yes
Air Navigation Services Agency	X	X	X
Kosovo Privatization Agency	X	X	X
Kosovo Agency for Property Comparison and Verification	X	X	X
Civil Aviation Authority	X	X	X
Anti-Corruption Agency	X	X	X
State Agency for Personal Data Protection	X	X	X
Academy of Justice	X	X	Yes
Regulatory Authority for Water Services	X	X	X
Kosovo Railways Regulatory Authority	X	X	X
Regulatory Authority for Electronic and Postal Communications	X	X	X
Environmental Protection Agency	X	X	X
Central Bank of Kosovo	X	X	Yes
RTK Board	X	X	NA
Kosovo Energy Efficiency Fund	X	X	X
Health Insurance Fund	X	X	X
Constitutional Court	X	Yes	Yes
Ombudsman Institution	Yes	Yes	Yes
Kosovo Judicial Council	X	X	Yes
Kosovo Prosecutorial Council	Yes	X	Yes
Kosovo Council for Cultural Heritage	X	X	X
Free Legal Aid Council	X	X	NA
Independent Oversight Council for the Service	X	X	X
National Science Council	X	X	Yes
Independent Commission for Mines and Minerals	X	X	X
Independent Media Commission	X	X	Yes
Commission for the Bar Examination	X	X	Yes
Kosovo Competition Commission	X	X	X

Procurement Regulatory Commission	X	X	X
Central Election Commission	X	X	X
Kostt- Transmission System and Market Operator	X	X	X
Electoral Complaints and Appeals Panel	X	X	X
Pension Savings Trust	X	X	Po
Energy Regulatory Office	X	X	X
National Audit Office	X	X	X

Source: GAP based on information available online

Public enterprises in Kosovo do not publish any gender-disaggregated data, including information on the number of employees or salaries, and do not publish the beneficiaries of their services by gender. The only data available online for public enterprises is participation in boards and management. This lack of transparency hinders the assessment of gender equality in the public sector and creates difficulties in designing effective policies to promote equality.

As far as the National Audit Office is concerned, audit reports do not carry out any gender analysis. This also applies to performance audits, which, according to the Law on the National Audit Office, may be carried out to assess the economy, efficiency or effectiveness of a particular aspect of the operation of all or part of any institution, program or activity.⁴⁷ Performance Audit Guide⁴⁸ explains the methodology in detail, but does not require any gender analysis based on sex-disaggregated data.

⁴⁷ PEFA. KOSOVO Public Expenditure and Financial Accountability (PEFA) Performance Assessment Report, 2022

⁴⁸ NAO. Guidelines for Following Up on Performance Audit Recommendations, 2021.

Conclusions and recommendations

This report highlights the critical importance of gender-disaggregated data for building policies that promote equality and social justice in Kosovo. Such data enable the identification of structural inequalities and addressing the specific needs of women and men in important areas such as education, health and the labor market. Although legal requirements exist for gender-disaggregated data, implementation remains challenging due to a lack of institutional capacity and often a lack of awareness of the importance of such data. Furthermore, an analysis of available data shows that the publication of gender-disaggregated data by institutions remains limited and not always oriented towards concrete policy impact. Without sustained efforts to collect and effectively use gender-disaggregated data, progress towards gender equality and socio-economic development in Kosovo will remain slow and incomplete. GAP Institute, through this analysis, highlights existing gaps and calls for action to strengthen the use of gender data as an indispensable tool for designing inclusive and equitable policies.

Therefore, GAP Institute recommends:

- Gender-disaggregated statistics and data should be systematically produced, processed and used to inform policy decisions by all budget organizations at central and local levels. The latter should make information on gender equality breakdowns public in an easily understandable format.
- KAS in collaboration with AGE should draft and publish the Gender Equality Index.
- Create a common Government system where all institutions enter their data by sector, which can be easily separated by gender.
- Conduct an ex-ante assessment before any policy that takes into account the different needs, priorities, and interests of women and men based on gender-disaggregated data.
- Fines should be imposed on institutions that do not collect, process and submit gender-disaggregated data to KAS, according to Article 23 of the Law on Gender Equality.



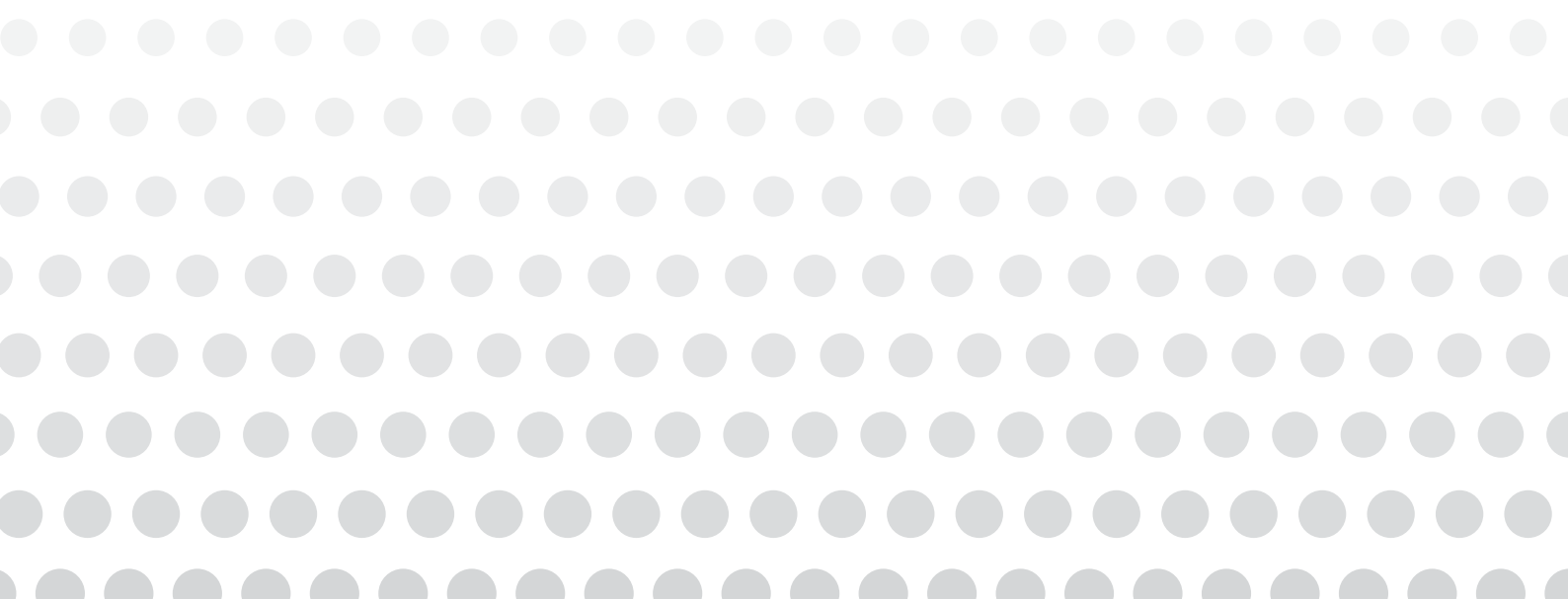
GAP Institute is a Think Tank established in October 2007 in Kosovo. GAP's main goal is to attract professionals to create an environment of professional development and research, as seen in similar institutions in Western countries. This also provides Kosovars with opportunities to research, develop and implement projects in order to advance the Kosovo society. Priority for this Institute is the mobilization of professionals to address the country's economic, political and social challenges. GAP's main goals are to fill the gaps between government and citizens, and between problems and solutions.

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