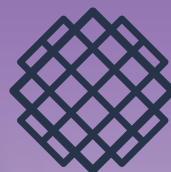




Republika e Kosovës
Republika Kosova
Republic of Kosovo



Zyra Kombëtare e Auditimit
Nacionalna Kancelarija Revizije
National Audit Office

Performance Audit Report

EMPOWERING THE ROLE OF WOMEN IN LEADERSHIP AND DECISION-MAKING POSITIONS

Prishtina, August 2026

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The National Audit Office is an independent institution that assists the Auditor General in conducting his/her duties. Our mission is to contribute effectively to public sector accountability through quality audits, promoting public transparency and good governance, and fostering economy, effectiveness, and efficiency of government programs for the benefit of all. In this way, we increase confidence in the spending of public funds and play an active role in ensuring the interest of taxpayers and other stakeholders in increasing public accountability. The Auditor General is accountable to the Assembly for the exercise of the duties and powers set out in the Constitution, the Law, the By-Laws, and International Public Sector Auditing Standards.

This audit was conducted in accordance with International Standards on Supreme Audit Institutions (ISSAI 3000²) and the good European practices.

Performance audits undertaken by the National Audit Office are objective and reliable examinations that assess whether government actions, systems, operations, programs, activities, or organizations operate in accordance with the principles of economy³, efficiency⁴ and effectiveness⁵ and whether there is room for improvement.

1 Law 05_L_055 on the Auditor General and the National Audit Office of the Republic of Kosovo

2 Standards and guidelines for performance auditing based on INTOSAI Auditing Standards and practical experience.

3 Economy - The principle of economy means minimizing the cost of resources. The resources used must be available at the right time, in the right quantity and quality, and at the best possible price.

4 Efficiency - The principle of efficiency means maximising the output from available resources. It is about the relationship between the resources employed and the results given in terms of quantity, quality and time.

5 Effectiveness - The principle of effectiveness means meeting the predetermined objectives and achieving expected results.

The Auditor General has decided on the content of the audit report “Empowering the Role of Women in Leadership and Decision-Making Positions” in consultation with the Director of the Performance Department, Ariana Gjonbalaj Shala, who supervised and managed the audit.

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List of abbreviations

AGE	Agency for Gender Equality
KAS	Kosovo Agency of Statistics
AGJ	Geology Agency
EA	Employment Agency
KIESA	Kosovo Investment and Enterprise Support Agency
DMPO	Department for Management of Public Officials
DPAR	Department for Public Administration Reforms
SMC	Senior Management Category
MMC	Middle Management Category
LMC	Lower Management Category
IOBSC	Independent Oversight Board for Civil Service
LPO	Law on Public Officials
MIAPA	Ministry of Internal Affairs and Public Administration
MDPA	Ministry of Digitalization and Public Administration
ME	Ministry of Economy
MH	Ministry of Health
MIET	Ministry of Industry, Entrepreneurship and Trade
HRMU	Human Resources Management Unit
OECD / SIGMA	Organisation for Economic Co-operation and Development / Support for Improvement in Governance and Management
SDGs	Strategic Development Goals
PAR	Public Administration Reform
HRMIS	Human Resources Management Information System
UN Women	United Nations Organization for Women's Rights

Executive Summary

Empowering the role of women in leadership positions and decision-making processes constitutes one of the main priorities of good governance and modern public administration. According to Constitution of the Republic of Kosovo, legislation into force and international conventions, gender inequality violates the principles of rights and respect for human dignity and prevents equal participation under the same conditions in political, social, economic and cultural life.

The National Audit Office has conducted a performance audit, “Empowering the Role of Women in Leadership and Decision-Making Positions”, having the objective of assessing the effectiveness of measures undertaken by government institutions to empower the role of women in leadership and decision-making positions.

The scope of work included the Ministry of Internal Affairs and Public Administration, namely the Department for Public Administration Reform and the Department for Management of Public Officials. Also, the Agency for Gender Equality, the Independent Oversight Board of Civil Service, and the Human Resources Management Units within the three Ministries and three Executive Agencies were included.

For appropriate testing and performance measurement, the institutions we took in our sample for the audit are the Ministry of Economy, Ministry of Industry, Entrepreneurship and Trade, Ministry of Health, Kosovo Investment and Enterprise Support Agency, Geology Agency and Employment Agency. The audit scope includes the period of years 2020/2024.

The audit results, although progress was made in the inclusion of women in the civil service, public institutions were not achieved to ensure a satisfactory expansion in the representation of women in management and decision-making positions. Equal gender representation in all legislative, executive and judicial bodies and other public institutions is achieved when a minimum representation of fifty percent (50%) of each gender is ensured, including their management and decision-making bodies. Within the Civil Service, specifically in the State Administration sector, the number of decision-making positions is represented by 471 women and 988 men.

This low representation of women yet is related to the fact that gender equality objectives were not sufficiently translated into concrete human resource management measures, affirmative measures and professional development were not used sufficiently to increase women's participation in decision-making, while gender data reporting and inter-institutional coordination have not been sufficiently effective.

The Public Administration Reform Strategy 2022–2027 addresses gender-neutral inclusion and equal opportunities as part of the public administration reform, nevertheless these objectives are not sufficiently elaborated into concrete measures for human resources management and implementing affirmative measures to increase the number of women in decision-making positions. Affirmative measures are mainly foreseen in the Law on Gender Equality as well as included in the Regulation on the Procedure for Admission in the Civil Service, while they are not sufficiently integrated into the rules and processes related to personnel planning, job classification, professional development, and gender-based data reporting. As a result, gender equality remains more of a general principle rather than an applicable mechanism for increasing the representation of women in management and decision-making positions.

The implementation of affirmative measures by ministries and Executive Agencies were limited and were applied in different ways by the audited institutions. In most institutions, these measures were addressed mainly as a legal opportunity that can be used in specific cases, but not as an active instrument for addressing the under-representation of women in management and decision-making positions. Also, professional development was not used sufficiently as a supporting measure for increasing the representation of women in management and decision-making positions. Training was mainly generalised and has not been specifically oriented towards empowering capacities for career advancement.

In terms of oversight by the Independent Oversight Board for the Civil Service, a lack of gender analysis by complaint category was identified. Although complaints are registered by gender of the complainant and categorized by the nature of the complaint, the reporting does not indicate how many complaints within each category were filed by women and how many by men. As a result, a clear picture is not ensured about which categories of complaints are filed more by women and

which by men, making the analysis of the situation from a gender perspective limited.

There are shortcomings in registering, updating and reporting of gender-disaggregated data. Although the Human Resources Management Information System is functional and administered by the Department for Management of Public Officials, the data in this system have not been recorded and updated in a complete and continuous manner. In parallel with this, the lack of inter-institutional coordination and cooperation, as well as the inefficient exchange of data between the Human Resources Management Units of the relevant ministries and agencies, towards the Department for Management of Public Officials, have limited the ability to organize the available human resources in more effectively.

For appropriate improvement, are given six recommendations in total Two of the recommendations are given to the Ministry of Internal Affairs and Public Administration (Currently, the Ministry of Digitalization and Public Administration) and one recommendation is given to the Independent Oversight Board for the Civil Service.

At the level of Human Resources Management Units, one recommendation is given to the Ministry of Industry, Entrepreneurship and Trade, the Employment Agency and the Ministry of Economy, as well as two other recommendations have been addressed to all Human Resources Management Units.

Response from the parties involved in the audit:

The Agency for Gender Equality, the Independent Oversight Board for the Civil Service of Kosovo, the Ministry of Economy, and the Ministry of Industry, Entrepreneurship and Trade submitted confirmation letters and did not present comments regarding the audit findings and conclusions. Meanwhile, the Ministry of Digitalization and Public Administration (formerly the Ministry of Internal Affairs and Public Administration), the Ministry of Health, and the Employment Agency did not submit confirmation letters. The received confirmation letters are presented in Appendix 6: Confirmation letters from the audited parties.

1. Introduction

Empowering the role of women in management positions and decision-making processes is one of the main priorities of good governance and modern public administration.

The Constitution of the Republic of Kosovo explicitly guarantees the provision of gender equality as a fundamental value for the democratic development of society, by ensuring equal rights and opportunities for the participation of women and men in political, economic, social, cultural and other areas of social life. Whereas, according to the Law on Gender Equality adopted in June 2015, equal gender representation in all legislative, executive and judicial bodies and other public institutions is achieved when a minimum representation of 50% for each gender is met, including their management and decision-making bodies.⁶

According to international conventions, gender inequality violates the principles of rights and respect for human dignity, prevents equal participation under the same conditions in political, social, economic and cultural life.⁷ Kosovo is populated by approximately 1,602,515 inhabitants, of whom 49.8% are women and 50.2% are men.⁸

Seeing from the economic perspective, in the last decade, women in Kosovo were and remain very under-involved in the labour market. They constitute only 17-20% of the active workforce.⁹ The problem of unemployment has inevitably reflected in limited financial access and economic dependence that was reflected in other dimensions.

6 Law No. 05/I -020 on Gender Equality, Article 3, Clause 1.15 Equal Representation

7 Convention on the Elimination of All Forms of Discrimination against Women, <https://hrrp.eu/alb/docs/CEDAW-a.pdf>

8 Final results of the census (ReKos) 2024 <https://ask.rks-gov.net/Releases/Details/8429>

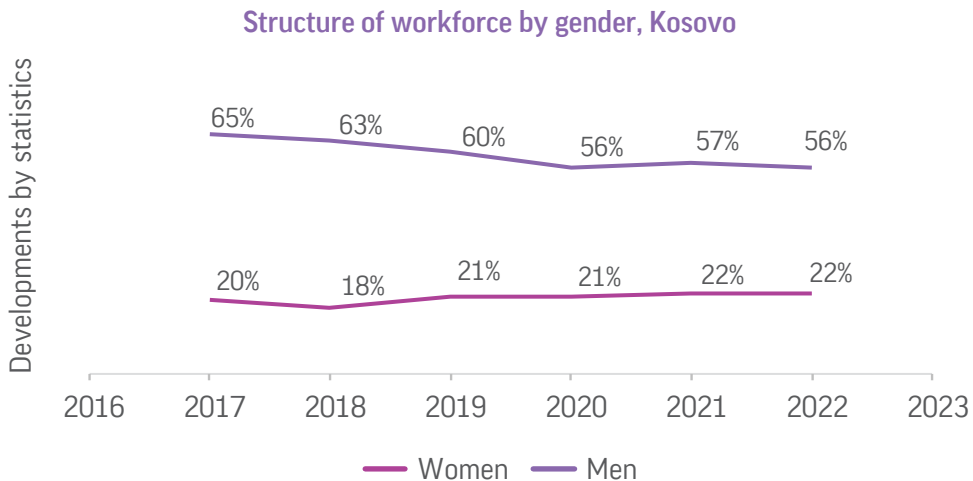
9 Research Report; Friedrich Ebert Stiftung, 2024; Gender Analysis: A Multi-faceted Overview of Gender Justice in Kosovo, p. 15,

INTRODUCTION

01

As can be seen in the chart presentation, the employment trend in the previous ten years indicates a level of 20 to 22% of women and 65 to 56% of men integrated in employment.

Chart 1: Employment trend by gender, 2017-2022



Source: Statistical data from recent years, the Kosovo Agency of Statistics¹⁰

The reasons for this low level of women's employment may be many, ranging from factors of low economic development to the lack of professional development and institutional and social support.

However, in Kosovo, in recent years, gender equality has progressed in the aspect of representing political leadership and higher employment of women in public administration. In the eighth legislature (2021-2025) of the Assembly of Kosovo, women are represented by 35% in Assembly, and 33% in Government's positions. This has proven that women in management positions, during the last legislature, have achieved to cast more votes compared to what is guaranteed with current gender quota of 30%¹¹.

10 Gender Analysis: A Multi-dimensional Overview of Gender Justice in Kosovo, 2024, Study by Friedrich Ebert Stiftung, p. 15; Structural Power: The Labour Market and Gender Inequalities Labour Force Participation and Employment

11 Kosovo Gender Equality Program, 2020-2024, https://prishtinaonline.com/uploads/programi_i_kosoves_per_barazi_gjinore_2020-2024_-_shqip_-_final.pdf, and the lists of the Central Electoral Commission 2021, https://kqz-ks.org/wp-content/uploads/2021/03/3_.Allocation-of-seats-in-the-Parliament-Political-Parties-and-Elected-Candidates-1.pdf

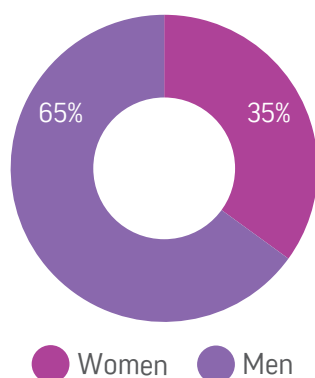
Based on the legislation of the Constitution of the Republic of Kosovo, the gender quota for filling the seats of the Assembly was defined since 2008. According to the Law on Elections, in the list of candidates of each political entity, at least 30% should be male and at least 30% should be female. More specifically, the lists of selected political candidates are reordered according to the number of votes obtained for each candidate, according to a chain selection, until the number of 30% of the underrepresented gender is met.

In 2023, a provision was added to support parties that reach the 30% quota of women's nominations. However, further reflections of this legal right can only be seen in the following years and in future government mandates.

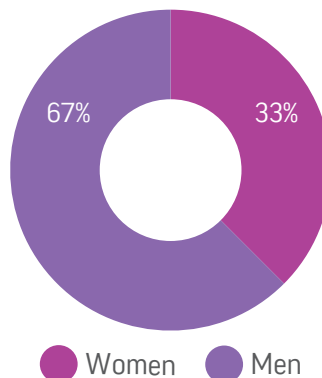
Below we present the gender representation in the parliamentary composition of the eighth government legislature, namely 2021-2025.

Chart 2: Graphical presentation of the gender ratio in the parliament and government of the eighth legislature of the Republic of Kosovo

Women/Men ratio in Parliament



Women/Men ratio in Government



Source of information: Central Election Commission and Office of the Prime Minister of Kosovo

As indicated, while women in parliament have represented 35% of the seats, the gender ratio in the government, during this period, was 67% men and 33% women. It is worth noting that the government structure was composed of 15 ministries, 5 of which were led by women. It is worth noting that the highest position of the Republic of Kosovo, the Presidency, was led by a woman.

Furthermore, in terms of governance, during the audit period 202-2024 there has also been a significant increase in the employment of women in public administration, and particularly in the civil service, where the ratio has reached 42% women and 58% men.

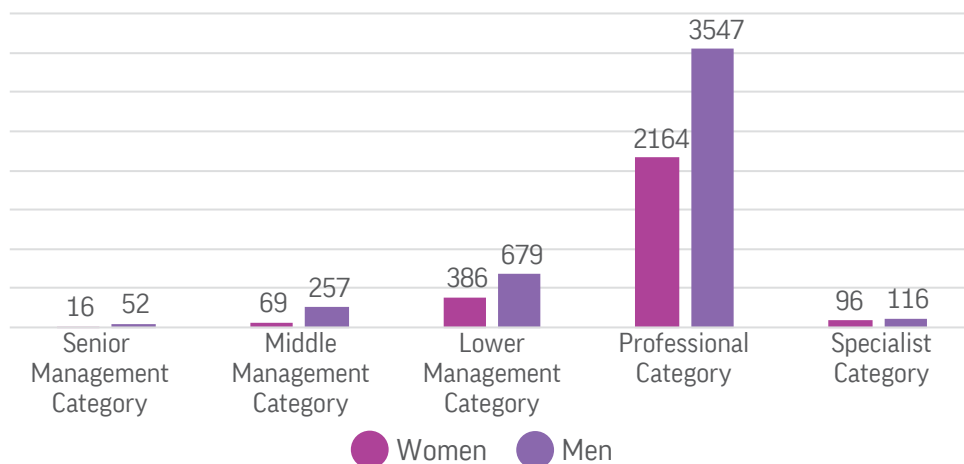
It should be noted that the Law on Gender Equality is the main legal instrument for encouraging gender equality and preventing discrimination against women in all sectors. This law requires equal gender representation, defined as 50:50, at all levels of public institutions.

Nevertheless the 2021 report does not contain gender-based data on decision-making positions in the civil service, in 2024 the data indicates a significant inequality in the women/men ratio. More specifically, there are a total of 471 managerial positions led by women and 988 positions led by men.

We emphasize that central institutions and decision-making positions constitute the main pillar of policymaking and public service delivery, and their role is essential to ensure fair representation, efficiency in decision-making, and balanced governance.

The analysis of women's involvement in decision-making in the public sector indicates a significant absence of gender balance, especially in the state administration sector where management positions, which are decision-making positions, dominate. More specifically, the position of women in terms of involvement in decision-making positions in the civil service is statistically presented in the chart below.

Chart 3: Women/men ratio in decision-making position categories
State administration



Source: Human Resources Management Report in the Civil Service, MIAPA 2024

As seen from the chart, the latest data indicate that the number of women in decision-making positions in decision-making categories such as; lower, middle and senior management categories, is significantly lower than that of men.

We emphasize that to make a change in social and economic problems, it is necessary that the empowerment of women be among the state priorities. In this context, according to the Law on State Administration, public administration is the primary sector that should implement the essential principles of human rights protected by international conventions, including gender equality and the empowerment of women.

Historical data on women's participation in the labour market and in public administration indicate a gradual improvement, however the gap remains significant in management positions. For this reason, the audit is focused on the period 2020–2024 and on the effect of institutional measures on women's representation in the three management categories of the civil service.

ADDITIONAL QUESTIONS

02

2. Audit Objective and Audit Question

The objective of this audit is to assess the effectiveness of measures to strengthen the role of women in management and decision-making positions.

Audit Question

The main question of this audit aims to address the commitments of responsible institutions or measures undertaken to increase women's participation in institutional management and decision-making processes, as well as measuring the effect of these measures.

The question posed in this context is as follows:

1. **Has the government undertaken effective measures to empower women in leadership positions and decision-making processes?**

This audit included the Ministry of Internal Affairs and Public Administration, namely the Department for Public Administrative Reforms and the Department for Management of Public Officials. Also, the Agency

for Gender Equality, the Independent Oversight Board of Civil Service, and the Human Resources Management Units within the three Ministries and three Executive Agencies included.

For appropriate testing and performance measurement, institutions in audit sample were the Ministry of Economy, Ministry of Industry, Entrepreneurship, Trade and Innovation, Ministry of Health, Kosovo Investment and Enterprise Support Agency, Geology Agency and Employment Agency. The scope of the audit includes the period of years 2020/2024 and due to the continuity and extension of the deadline for drafting and consulting the regulations also the year 2025.

The detailed audit methodology and government structure are presented in *Annex 1; Audit Scope and Methodology*, as well as *Annex 3; Government Structure and Gender Equality Policies*, respectively *Table 5; Distribution of Civil Service Staff in Central Public Institutions*.

The audit results are disclosed in chapter three "Audit Findings".



03

3. Audit Findings

The total number of public officials in the Public Administration during the period 2020 – 2024 was between 83,090 and 83,856. Of this number, 15,172 employees have the status of Civil Service Servants. Within the Civil Service, 1,459 belong to the management categories, namely the senior, middle and lower management categories.

The focus of this audit is exactly on these three management categories of the civil service, as they represent the main decision-making positions within the State Administration. The following table represents explanations for each management category, including the number of job positions belonging to these categories.

Table 1: Management categories in the Civil Service and the number of jobs in management categories, at the end of 2024

Total number of civil servants by management categories		Number of job positions in the management category
1	Senior Management Categories (SMC) which include, secretaries general, directors general in independent and regulatory agencies, executive directors and deputy directors of executive agencies, as well as positions equivalent to them.	68
2	Middle Management Categories (MMC) which include the positions of department directors and equivalent positions.	326
3	Lower Management Categories (LMC) which include the positions of division heads and equivalent positions	1,065
In total:		1,459

Data from the HR Management Report, DMP0 2024

We make clear that, for the purposes of the audit analysis, the focus was on 1,459 management positions in the Civil Service. Of this number, the audit sample

included 13% of the positions, namely about 200 job positions in the lower, middle and senior management categories.

In this process, the Ministry of Internal Affairs and Public Administration (Currently the Ministry of Digitalization and Public Administration), through the Department for Public Administration Reform and the Department for Management of Public Officials, has a key role in drafting, coordinating and monitoring policies and legal acts that regulate human resource management in the civil service. The Agency for Gender Equality, within its mandate, has an advisory, coordinating and monitoring role to ensure that the gender perspective is integrated into public policies, by-laws and institutional measures aimed at advancing gender equality.

The detailed audit methodology and governance structure are presented in Appendix 1 (Audit scope and methodology) and Appendix 3 (Governance structure and gender equality policies), as well as in Table 5 (Distribution of Civil Service staff in central public institutions).

The audit findings were oriented in two directions:

3.1 Shortcomings of government policies, effects and implementation of affirmative measures in empowering the role of women in institutional decision-making; where it is reviewed whether gender equality objectives were translated into concrete human resource management measures, as well as whether affirmative measures and professional development were used sufficiently to increase the representation of women in management and decision-making positions.

3.2 Data collection, assessment and reporting on gender issues; addressing shortcomings in registration and reporting of gender-disaggregated data, the lack of gender analysis by category of civil service complaints, as well as inefficient cooperation and data exchange between responsible institutions.

The following chapters disclose findings with an impact on gender equality issues, including the causes that have affected the observed situation and the consequences of actions taken by government authorities and responsible Civil Service officials.

3.1. Shortcomings in the Integration and Implementation of Gender Equality Measures in Human Resources Management

The findings of this chapter represent shortcomings during the process of drafting and approving government policies, weaknesses in the procedures for recruiting and advancing the staff, as well as weaknesses in institutional oversight of the civil service.

Gender equality objectives have not been sufficiently translated into concrete human resource management measures

Responsible institutions should ensure that the principles of gender equality, inclusion and equal opportunities are integrated into public policies and legal acts regulating human resource management in the civil service. These principles should be translated into clear and monitorable measures to support more balanced gender representation in management and decision-making positions.¹² The Agency for Gender Equality should provide advice, coordination and monitoring for the inclusion of a gender perspective in drafting, implementing and assessing public policies.¹³

The Public Administration Reform Strategy 2022–2027 is the main government document that sets out the directions of public administration reform, including public service and human resource management. The drafting and coordination of this strategy, as well as secondary legislation regulating the civil service, is the responsibility of the Ministry responsible for public administration, through the Department for Public Administration Reform and the Department for Management of Public Officials.

12 Public Administration Reform Strategy 2022–2027, pp. 19 and pp. 47–48; Law No. 08/L-197 on Public Officials

13 Law No. 05/L-020 on Gender Equality, article 5 and article 11

While, the Agency for Gender Equality has an advisory, coordinating and monitoring role to ensure that public policies and by-laws include a gender perspective and measures to address existing inequalities.

AGE has taken several actions in this regard. It was engaged in the Kosovo Gender Equality Program 2020–2024 and the corresponding action plan, as well involved in several consultation processes on documents related to public administration reform and civil service. The evidence reviewed indicates that AGE has provided comments or was involved in consultations on the Public Administration Reform Strategy, the Code of Ethics for Civil Servants ¹⁴, the Regulation on Personnel Planning ¹⁵ and the Regulation on Performance Appraisal ¹⁶.

However, these actions were not sufficient to ensure full integration of the gender factor into policies and legal acts regulating human resource management. Notwithstanding the Public Administration Reform Strategy addresses all inclusion and equal opportunities as part of public administration reform, the feedback provided by the Agency for Gender Equality (AGE) have not been sufficiently elaborated and sufficiently considered to convert into concrete measures, to develop measurable indicators and to set up monitoring mechanisms for increasing the representation of women in management and decision-making positions.

Affirmative measures were mainly included in the Regulation on the Procedure for Admission to the Civil Service¹⁷, which foresees the possibility of opening the recruitment procedure for the less represented gender, priority in cases where candidates of different genders have equal points, as well as selection by draw in cases where other measures cannot be applied. However, the main measure for announcement of job positions for the less represented gender was formulated as an option and not an obligation, leaving its implementation to the will of the institutions.

14 Code of Ethics for the Civil Service, Official document sent by email

15 Regulation (MIA) No. 03/2024 on Personnel Planning, <https://gzk.rksgov.net/ActDocumentDetail.aspx?ActID=97459>

16 Regulation (GRK) No. 26/2024 on Evaluation of Work Results <https://gzk.rks-gov.net/ActDocumentDetail.aspx?ActID=97873>

17 Regulation 07/2025 on Procedure for Admission to the Civil Service <https://gzk.rksgov.net/ActDetail.aspx?ActID=115096>

Furthermore, the gender perspective was not sufficiently integrated into other human resource management processes, such as staff planning¹⁸, job classification¹⁹ and the use of electronic systems²⁰. These processes should contain clear mechanisms for gender-disaggregated planning, recording, monitoring and reporting, so that gender equality objectives are translated into measurable and actionable actions.

This situation was a result of absence of full and continuous coordination between the institutions responsible for drafting public administration policies and the Agency for Gender Equality during the process of drafting and consulting on secondary legislation. The inclusion of a gender perspective was addressed mainly through general consultations, but not as part of a structured process that ensures that gender equality objectives were translated into concrete and implementable measures in the legal acts regulating human resources management.

Consequently, gender equality was regarded more as a general principle and as a limited measure in recruitment procedures, rather than as an integrated part of the entire human resources management cycle.

Affirmative action and professional development have not been used sufficiently to increase the representation of women in decision-making positions.

Public institutions should ensure fair and equal gender representation in the selection, employment, assignment and promotion processes, including in management and decision-making positions.²¹ For this purpose, they should undertake and implement specific measures for less represented gender, including the use of affirmative

18 Regulation (MIA) No. 03/2024 on Personnel Planning, <https://gzk.rksgov.net/ActDocumentDetail.aspx?ActID=97459>

19 Regulation (GRK) No. 06/2024 on Classification of Jobs in the Civil Service, <https://gzk.rks-gov.net/ActDocumentDetail.aspx?ActID=87458>

20 Regulation (MIA) No. 05/2024 on Individual File and Human Resource Management Information System <https://gzk.rks-gov.net/ActDocumentDetail.aspx?ActID=97939>

21 Law No. 05/L-020 on Gender Equality, article 5, paragraph 1.4; article 6, paragraphs 2.4, 7 and 8.

action in recruitment procedures²², and ensure professional development and equal opportunities for career advancement within the framework of human resources management.²³

The procedures for filling in managerial positions in the civil service are regulated by the legislation on public officials and were implemented through competitive, open and merit-based procedures. For the senior managerial category, the procedure ends with appointment by ministerial authority, while for the middle and lower managerial categories, the procedures established for admission, movement and advancement in the civil service are applied.

During the years 2020-2024, the relevant Human Resources Management Units (HRMUs) have applied open competitive recruitment procedures for all decision-making job positions.

We make clear that the jobs in the three management categories have different levels of responsibility and authority; senior management focuses on strategic issues, middle management on directing and control, and the operational level on the implementation of daily tasks. For this reason, appointments to these positions have different decision-making authority and managerial leverage.

We make clear, that although the positions of the Senior Management Category (hereinafter referred to as the SMC) are made through open competitive recruitment procedures, the legal right to final appointment of the winning candidate lies with the ministerial authority itself. Therefore, to increase the representation of women in these positions, it is important that they gradually advance from the lower levels to the middle management category, thus creating a broader base of experienced women candidates for senior positions.

22 Regulation (GRK) No. 15/2023 on Procedure for Admission in the Civil Service, article 13, paragraphs 5 and 6.

23 Public Administration Reform Strategy 2022-2027, priority area "Public Service and Human Resources Management", p. 9; objectives for personnel planning, merit-based recruitment/promotion, equal opportunities and professional development.

Further, if we analyse the appointments in the other two categories, the Middle Management Category (hereinafter referred to as MMC) and the Lower Management Category (LMC), the steps of the process begin with the announcement of the recruitment competition where all interested civil servants from the lower, middle and other operational categories have the right to compete. If the competition does not result in the selection of a suitable candidate, re-opening the application window takes place.

Out of 55 management positions filled in between the years 2020 and 2024 within the sampled institutions, 27 were occupied by women and 28 by men. While this reflects an equitable share at general level, the gender ratio varies by individual institution part of our analysis.

For more details see the table below;

Table 2: Appointment of Management Positions 2020-2024 and Gender Ratio

Results from the Competitive Recruitment Procedures for Management Categories in Ministerial Institutions and Executive Agencies			
Institutions	Number of positions appointed during the period 2020-2024	Positions filled in by women	Positions filled in by men
Ministry of Health	21	13	8
Employment Agency	13	4	9
Ministry of Economy and Geology Agency	16	7	9
Ministry of Industry, Entrepreneurship, Trade and Innovation	5	3	2
Total number of employees appointed 2020-2024	55	27	28

Source of Data from Institutions in Audit Sample

As can be seen from the table above, the Ministry of Health represents more favourable result in terms of gender representation, having out of twenty-one management positions filled in, thirteen were filled by women and eight by men.

According to the Ministry, the procedures included affirmative action policies specifically designed to advance the underrepresented gender.

In the Employment Agency, out of thirteen management positions filled in, four were filled by women and nine by men. While the Agency implemented affirmative measures for professional category positions, it lacked targeted initiatives specifically aimed at management positions

Given that the Ministry of Economy did not employ specific affirmative mechanisms during the audited recruitments, its recruitments' announcements included encouraging applications from the underrepresented gender. Both in the Ministry of Economy and the Geological Agency, women secured seven out of sixteen management positions through these open recruitment competitive procedures. Audit evidence corroborates that all tested cases were strictly merit-based, determined by candidate scores during the evaluation stage.

At the Ministry of Industry, Entrepreneurship and Trade, women hold three out of five managerial positions. However, from maintaining compliance through standard wording in recruitment competition announcements, these institutions have not demonstrated any proactive measures undertaken to address women underrepresentation within its management positions.

This situation persists because affirmative action measures are primarily treated as a reactive legal option for specific cases, rather than an active strategic instrument to address the underrepresentation of women in decision-making positions. In addition to the limited implementation of affirmative action measures during employment, one of the other reasons for the delays in advancement is that institutions have not developed sufficient support measures to prepare and increase the competitiveness of women for decision-making positions. Data on the career training indicate a lower participation of women compared to men. (See Annex 4: Professional Development among the Management Categories of the Civil Service).

In the Civil Service, career development through training is largely generalized and lacking planning based on an analysis of gender needs for development into management category positions.

As a result, competitive recruitment procedures, although regulated and based on merit, have not been sufficiently supported by measures that would help increase the representation of women in decision-making positions. This has made the impact of these affirmative measures limited and the representation of women within managerial categories needs to reach targeted institutional level.

3.2. Systemic Weaknesses in terms of Collecting, Reviewing and Reporting on Gender Aspects

The findings of this chapter demonstrate systemic defects during the registration of data, procedural shortcomings during the review of civil servant complaints, and inter-institutional cooperation to advance gender equality.

Shortcomings in the process of registering and reporting data

Public administration institutions should ensure that all employee data that is collected, processed and reported is disaggregated by gender, in accordance with the requirements for gender reporting and gender equality analysis, with the aim of gender integration in the drafting of various policies and strategies.²⁴

The Human Resources Management Information System (HRMIS) was operational since 2016 and is administered by the Department for Management of Public Officials (DMPO), as the body responsible for its creation, maintenance and administration. The data in this system have not been registered and updated in a consistent and complete manner. Furthermore, until 2024, annual reporting did not include gender-disaggregated statistics, by limiting analysis from a gender perspective.

Despite the absence of complete information in the HRMIS, at the end of 2024, the DMPO prepared a standard reporting form which was sent to all state

²⁴ Law No. 05/I -020 On Gender Equality, Article 5

administration institutions. Through this form, the DMPO requested the HRMU to complete data on employees, disaggregated by gender and job position, and to reflect the situation for the previous two years. Following the request for standardized reporting, the human resources units of 15 ministries reported for the first time the status of the number of employees with the data disaggregated by gender and job positions.

While, out of 46 Executive Agencies, 24 of them have not reported at all on their human resources management.

As for the institutions in audit sample, all three ministries²⁵ and the Employment Agency have submitted annual reports on the number of employees with data disaggregated by gender and job positions, while the Kosovo Investment and Enterprise Support Agency (KIESA) have not submitted an annual report on the number of employees. According to responsible officials of KIESA, the registering and reporting of the number of employees is carried out by the Ministry of Industry, Entrepreneurship and Trade (MIET), within which this agency operates. On the other hand, representatives of MIET state that their reporting includes only the staff of the Ministry, and not that of the agencies under its subordination. It is also worth noting that the Ministry of Economy has presented integrated data for the Geological Agency of Kosovo in its annual report.

The noncompliance with register and update data requirements in the HRMIS, despite their legal obligation, occurred because it remained at the discretion of public institutions, while the DMPO does not have sufficient powers to supervise and enforce institutions to regularly register data.

The absence of complete, up-to-date and gender-disaggregated data diminishes the quality of information for human resource management, limits gender analysis and makes it difficult to monitor the representation of women in management positions. Consequently, annual reports do not provide a reliable basis for analysis and decision-making.

25 Ministry of Industry, Entrepreneurship, Trade and Innovation, Ministry of Economy and Ministry of Health

Since the HRMIS and annual reports do not provide a complete and standardized basis for this analysis yet, we have reviewed the individual reports of the HRMUs of the institutions in the sample. The data from these reports indicate that in most of the institutions assessed, women are less represented than men in management positions, with the Ministry of Health that achieved a better gender balance in these positions as unique case, while the Employment Agency has the largest gender gap with a proportion of 6% women and 17% men employed in management categories.

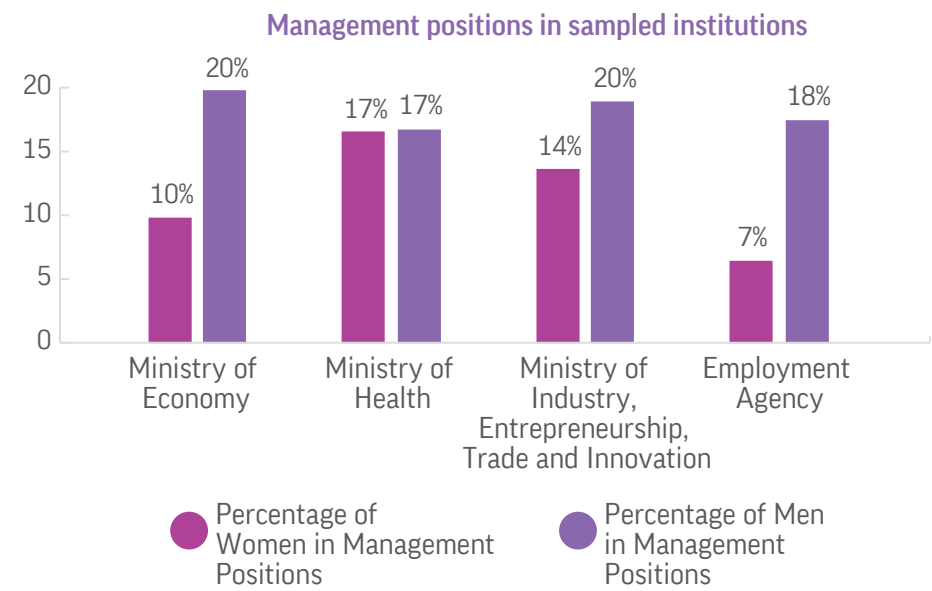
Table 2: Number of appointees in management categories, compared to the total number of employees by gender, for the year 2024.

Institutions in audit sample	"Total number		Senior category		Middle Category		Lower Category		Total number of employees in management categories	
	Wom-en	Men	Wom-en	Men	Wom-en	Men	Wom-en	Men	Wom-en	Men
Ministry of Economy	57	64	1	0	2	10	9	14	12	24
Ministry of Health	50	39	0	1	1	5	13	9	14	15
Ministry of Industry, Entrepreneurship, Trade and Innovation	94	147	4	5	6	15	23	26	33	46
Employment Agency	81	118	1	0	1	2	11	33	13	35
TOTAL	282	368	6	6	10	32	56	82	72	120

Source of information, data from institutions in audit sample

In the chart below we present the gender balance in management positions in sample audit institutions.

Chart 4: Total number of employees in relation to positions in management categories, year 2024



Source of information, data from institutions in audit sample ²⁶

Lack of gender-disaggregation data in specific categories of civil servants’ complaints

The Independent Oversight Board for the Civil Service of Kosovo ensures respect for the rules and principles of the civil service by reviewing complaints of civil servants and candidates, overseeing selection procedures for management positions and monitoring institutions that employ civil servants. ²⁷ In this purpose, data collected,

26 Annual Reports on Human Resources Management
27 Law No. 06/L-048 on Independent Oversight Board for the Civil Service of Kosovo, Article 3, paragraph 1.1; Article 4, paragraph 1; Article 6, paragraph 1, subparagraphs 1.1, 1.2 and 1.3

registered, processed and reported by public institutions should be disaggregated by gender, to enable analysis of gender equality and identification of possible differences in the handling of women and men.²⁸

The Independent Oversight Board for the Civil Service (IOBSC) is an independent constitutional institution that makes decisions on complaints of civil servants and candidates for admission to the civil service.

During the period 2020-2024, the number of job-related complaints by civil servants has increased significantly.

The complaints of civil servants received by the Independent Oversight Board of Civil Service are recorded in a database according to the gender of the complainant. The following table presents the number of complaints received over the years.

Table 3. Total number of complaints received during the period 2020-2024, broken down by gender:

Year	Total number of complaints received	Disaggregated by gender	
		Women	Men
2020	444	134	310
2021	884	297	587
2022	1253	384	869
2023	1584	579	1005
2024	2137	834	1303
Total	6302	2228	4074

Source: Annual reports 2020-2024, IOCS

²⁸ Law No. 05/L-020 on Gender Equality, Article 5.

According to the data in the table, most complaints were filed by men, around 65%, while women account for around 35% of the total number of complaints.

During the analysis of the complaints handling process, it is observed that complaints are divided into ten categories according to the nature of the complaint, determined by the IOBCS. However, after this categorization, they are not classified by gender, therefore there is no data on which categories the complaints submitted belong to, how many of them come from women and how many from men.

For audit purposes, the IOCCS has provided disaggregated data by gender for the categories “Contesting a Job Competition” and “Violation of the Right to Salary” for the institutions included in the audit sample. This indicates that data can be generated, but such a division and analysis is not carried out regularly within the framework of annual reporting and institutional oversight.

Since the IOBCS categorizes complaints according to the nature of the complaint, their division also by gender within each category would enable a more complete analysis of possible differences in handling of women and men. A complete overview of complaints and their categories is presented in Annex 5, Table number 8; Review of complaints of the category “Contesting a Job Competition”, disaggregated by gender and management categories.

Non-classification of complaints within the different complaint categories is mainly linked to the IOBCS’ focus on the procedural and legal handling of cases, where reporting gender-disaggregated data has not been part of standard reporting practices. At the same time, the lack of a quorum in the IOBCS has affected the processes of approving reports, monitoring institutions and conducting thematic and statistical analyses. This has also included the lack of detailed analyses on the gender dimension of complaints.

As a result, the IOBCS did not have a complete overview of the nature of complaints from women and men in the civil service. This limits the ability to identify potential gender barriers in the recruitment, promotion and appointment processes in a timely manner, as well as to assess whether measures for more balanced gender representation in decision-making positions are being implemented effectively.

Insufficient cooperation and inefficient data exchange between government institutions.

Public institutions should ensure cooperation and coordination for the performance of administrative tasks and in the service of the full, efficient, comprehensive and continuous execution of the functioning of the State Administration.²⁹ Also, the Agency for Gender Equality should ensure coordination, monitoring and regular reporting on the implementation of policies and measures related to gender equality. While public institutions should appoint a gender equality officer.³⁰

The Department for Management of Public Officials (DMPO) holds regular meetings with the Human Resources Management Units (HRMUs) in all institutions. These meetings aim to clarify legal amendments, explain processes and updates in the HRMIS, and provide training and other support activities. The Agency for Gender Equality has also undertaken activities to empower the role of women in public administration, including support for the Network of Women in Public Administration and awareness-raising activities and training in the field of leadership.

However, these activities have not ensured a complete and sustainable mechanism for data exchange and inter-institutional coordination from a gender perspective. Human resource management data is not exchanged in a regular and standardized manner between responsible institutions, while the HRMIS has not been fully used as a common platform for reflecting the situation in the civil service.

The coordination gaps have also been noted between ministries and executive agencies. In the case of MIET and KIESA, KIESA has not reported data on the number of employees, justifying that reporting is carried out by MIET, while MIET has stated that its reporting only includes the staff of the Ministry and not that of subordinated agencies. This indicates that reporting responsibilities between the Ministry and the Agencies are not clear and are not implemented uniformly. Another identified gap is related to the non-functionalization of the role of gender

²⁹ Law No. 3 on State Administration, Articles; Independent bodies of state administration, mandate, coordination and cooperation

³⁰ Law No. 05/L -020 On Gender Equality, articles 11 and 12

equality officers, where it is observed that 4 out of 15 ministries of the Government of Kosovo were not assigned such an officer yet.

This has led to deficiencies in reporting, coordination and information flow, especially for assessing the state of the civil service from a gender perspective.

An example of this is the Ministry of Industry, Entrepreneurship and Trade, where no gender equality officer was appointed. This is because responsibilities related to this area was delegated as an additional task to the Human Rights Coordinator, and this delegation of tasks has not been formalized through an official decision. As a result, gender equality issues have not been reported at all by this Ministry.

This situation has occurred because the existing coordination and reporting mechanisms between responsible institutions have not ensured regular, complete and uniform exchange of data. Although the DMPO holds meetings with the HRMUs and the AGE requires the functionalization of gender mechanisms, reporting responsibilities between ministries and agencies have not been implemented in a clear and standardized manner. Also, the non-appointment and putting into operation the gender equality officers in all ministries has limited coordination and the flow of information from a gender perspective.

Consequently, responsible institutions do not have a complete, accurate and up-to-date overview of the state of the civil service from a gender perspective. This limits the possibility of data-based analysis, diminishes the monitoring of gender equality measures and makes it difficult to plan actions to increase the representation of women in management and decision-making positions.

CONCLUSIONS

04

4. Audit Conclusions

The audit results indicate that, although progress was made in the inclusion of women in the civil service, public institutions were not managed to ensure a satisfactory increase in the representation of women in management and decision-making positions.. Within the Civil Service, specifically in the State Administration sector, the number of decision-making positions is represented by 471 women and 988 men. This low representation of women yet is related to the fact that gender equality objectives have not been sufficiently translated into concrete human resource management measures, affirmative measures and professional development have not been used sufficiently to increase women's participation in decision-making, while gender data reporting and inter-institutional coordination have not been sufficiently effective.

The Ministry of Health is the only institution to effectively employ measures that increase gender diversity in decision-making, successfully appointing women to thirteen leadership roles. On the other hand, other human resource management units failed to fully implement affirmative mechanisms, preventing them from achieving a more equitable gender balance. This way, women always remained underrepresented across decision-making positions.

The policies and legal acts regulating public administration reform and human resources management handle gender equality as a general principle, but have not sufficiently translated it into concrete measures, measurable indicators and monitoring mechanisms to increase the representation of women in management and decision-making positions. Although the Agency for Gender Equality was involved in several consultation processes, coordination between responsible institutions has not been sufficiently structured to make sure that a gender perspective is integrated into all human resources management processes. As a result, affirmative measures have remained focused mainly on recruitment procedures and have not been sufficiently extended to personnel planning, job classification, professional development, and gender-based data reporting.

The affirmative action and professional development have not been used sufficiently to support the increase in the representation of women in management

and decision-making positions. Although the procedures for filling in management positions are regulated and based on open and merit-based competition, institutions have not sufficiently used affirmative action as a tool to address gender under-representation. Also, professional development has not been sufficiently oriented towards preparing and supporting women for career advancement.

Registration, updating and reporting of human resources data has not yet provided a complete, accurate and standardized basis for gender analysis in the civil service. Although the HRMIS is operational and the DMPO has taken steps to standardize reporting by the end of 2024, the data in the system has not been fully updated and some Executive Agencies have not reported on human resources management. Uncertainties in responsibilities for reporting between ministries and agencies have resulted in annual reports not providing a reliable overview of the situation of employees by gender and job positions. As a result, responsible institutions have had limited opportunities to analyse gender representation, monitoring the participation of women in management positions and to undertake data-based measures.

The IOBCS registers complaints by gender of the complainant and categorizes them according to the nature of the complaint, but these data are not analysed and reported consistently. As a result, the IOBCS do not have a complete picture of which categories of complaints are filed more by women and which by men, especially in cases related to competitions, appointments, advancement, salary and employment rights. This limits the ability to identify potential gender barriers in the civil service in a timely manner and to assess whether the recruitment, advancement and appointment processes affect women and men differently in management and decision-making positions.

The cooperation and data exchange between responsible institutions has not functioned at the level necessary to support the monitoring of gender equality in the civil service. Although the DMPO holds meetings with the HRMUs and the AGE has also undertaken activities to strengthen the role of women, these actions have not been sufficient to ensure practical implementation of law and to standardize reporting, coordination and circulation of information from a gender perspective. Uncertainties in responsibilities for reporting between ministries and agencies, as well as the non-functionality of gender equality officers in all ministries, have limited the ability of institutions to have complete and updated data. As a result,

planning, monitoring and assessment of measures to increase the representation of women in management and decision-making positions has not been sufficiently based on accurate information.

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5. Audit Recommendations

The following recommendations have purpose to improve the position of women in management and decision-making positions in the State Administration. They are presented and addressed according to the activities and processes undertaken by Public Institutions.

We recommend the Ministry of Internal Affairs and Public Administration, (Currently the Ministry of Digitalization and Public Administration):

1. In cooperation with the Agency for Gender Equality, to make sure that during the drafting and reviewing policies and legislation for human resource management in the civil service, gender equality objectives to be translated into concrete, implementable and monitorable measures.
2. In cooperation with the Agency for Gender Equality, Ministries and Executive Agencies, to set a clear and standardized procedures for coordination, reporting and data exchange between institutions responsible for enhancing institutional accountability in implementing gender equality.

We recommend that the Ministry of Economy, the Geology Agency, the Ministry of Industry, Entrepreneurship and Trade, as well as the Employment Agency, through their Human Resources Management Units:

3. To more actively use affirmative action measures and professional development as instruments for increasing the representation of women in management and decision-making positions.

We recommend the Independent Oversight Board of Civil Service:

4. To incorporate the division of complaint categories by gender to reflect as clearly as possible the situation in terms of equality and the risk of gender discrimination.

We recommend that Ministries and Executive Agencies, through Human Resources Management Units in Public Institutions:

5. To make sure regular, complete and standardized registering, updating and reporting of data in the HRMIS, disaggregated by gender, position, management category and career development. These data should be used for annual reporting and for monitoring the progress in gender representation in management and decision-making positions.
6. To activate Gender Equality Officers, appointment as a separate position with specific duties and responsibilities and ensure their involvement in the processes of planning, reporting and monitoring of gender equality measures in human resources management.

Annex 1. Audit Scope and Methodology

Audit Scope

This audit is based on the fifth strategic objective of the European Agenda for Economic Development, 2030, which aims to empower all women and eliminate all forms of discrimination, violence and severe practices. Under specific objective 5.1 it envisages ensuring the full and effective participation of women and equal opportunities for both sexes in management at all levels of decision-making, in political, economic and public life.

The audit covers the period 2020-2024. It is supported by the United Nations Women's Organization - UN Women and is being conducted alongside the National Audit Office of North Macedonia and the Supreme State Audit Office of the Republic of Albania.

The report focuses on three management categories of the Kosovo Civil Service; the Senior Management Category, the Middle Management Category and the Lower Management Category, within the State Administration.

Based on the flow of employment in the Civil Service categories, the focus of the audit falls on the State Administration and the number of 7,382 employees, where a considerable gender inequality is observed in the appointments of employees to management positions.

We make clear that according to the Law on Public Officials, Independent Institutions and Constitutional Agencies, including senior and middle management positions within the local administration, for the recruitment of officials in management positions, implement procedures regulated by a special legal act approved by the

competent bodies of these institutions, therefore they do not enter the range of civil service officials, and therefore are not part of this audit.³¹

Departing from the hierarchical responsibility of human resources management, and the special role in the field of gender equality, the institutions subject to this audit are:

The Agency for Gender Equality as a high-level institution in drafting policies and monitoring their implementation based on the general activities of government institutions.

The Independent Oversight Board for the Civil Service of Kosovo, as a constitutional body responsible for monitoring and recommending institutions for HR management. This institution is also responsible for reviewing complaints from civil servants, participating in parliamentary sessions and inspecting public institutions in the aspect of assessing the results of civil servants and gender representation.³²

The Ministry of Internal Affairs and Public Administration, within which the Department for Administrative Reforms and Policy Development, as well as the Department for the Management of Public Officials, operate. These two departments are responsible for the administration and management of the processes that ensure Public Administration Reforms (PAR).

The Human Resources Management Units (HRMUs) - are responsible for the management of civil servants, as well as for their advancement to decision-making positions of the lower, middle and senior management categories. Every institution that employs public officials within the scope of this law should have a Human Resources Management Unit, in accordance with the criteria set out in the relevant law on the organization and functioning of state administration and agencies.³³

31 Law on Public Officials, Article 37, Employment Relationship in the Civil Service; Provision 7; Procedures for the implementation of paragraph 3 of this article, for civil servants in the Presidency of the Republic of Kosovo, the Constitutional Court of the Republic of Kosovo, the Justice System, the Assembly of the Republic of Kosovo, and Independent Constitutional Institutions, are regulated by this law and by a special act approved by the competent bodies of these institutions.

32 Annual work report, IOBCS, 2022

33 Law No. 08/L - 197, on Public Officials

Human Resources Management Units (HRMUs) within the respective institutions will be selected based on sampling methods, according to analytics, comparative methods or professional judgment.

The audit included six Human Resources Management Units, operating in central government institutions; Ministries/Agencies. The institutions-sample selected for audit analysis are presented in the table below.

Table 4: Audit samples and selection method

Human Resources Management Units	Reason for examination
Ministry of Economy (ME)	The institution that serves to recognize the functioning of the system during integrated reporting Ministry - Agency
Geological Agency (GA)	The institution that serves to recognize the functioning of the system during integrated reporting Ministry - Agency
Ministry of Health (MoH)	Institution that has commenced implementing the Civil Service Regulation 2023, in aspect of recruitment
Ministry of Industry, Entrepreneurship and Trade (MIET)	Institution that has the maximum number of Executive Agencies (7 agencies)
Employment Agency (EA)	Institution that has begun applying affirmative measures for gender balance
Kosovo Investment and Enterprise Support Agency (KIESA)	Institution for which there is a complete lack of data in the registers of the Ministry, respectively the DMPO

Audit Methodology

In this audit, a wide range of techniques were used to provide relevant, reliable and sufficient evidence, which guides the identification of deficiencies in processes or activities.

The methodology used in this audit is based on comparative procedures, data inspection and redoing of evidence controls. The methods used during the audit were empirical, qualitative and quantitative methods.³⁴ In addition to examining the entire state system, sampling methods were also used for more in-depth analysis of policy implementation and achievement of institutional objectives, based on professional judgment to assess the highest risk of systemic anomalies.

More specifically, the reviews were based on the research and analysis listed below:

- Research conducted in the field of gender equality
- Conducting interviews with officials of responsible institutions involved in the audit.
- Analysing legal framework and regulations for the recruitment of civil servants and their appropriateness with Global Strategic Objective 5.1 for Gender Equality;
- Analysing current laws and the Public Administration Reform process
- Analysing the MIAPA report “Human Resource Management” for the year 2024;
- Analysing and comparing assessments from various international and local reports and research related to the empowerment of women in decision-making in the public sector;
- Analysis of institutional achievements in comparison with the Law on Gender Equality

³⁴ The empirical method of analysis implies a systematic approach to examining evidence to gain knowledge; measurements, data evaluations against objectives and achieved results, numerical and descriptive comparisons of evidence.

- Analysing the Evaluation Report “Kosovo Gender Equality Program 2020-2024;
- Analysing trends in the inclusion of women in management and decision-making positions during the period 2020-2024;
- Comparison of data and assessment of statistical evidence on the number of women in management and decision-making positions
- Development of questionnaires and collection of information from audit sample HRMU
- Review of human resources management documentation within each HRMU in Ministries/Agencies
- Review of policies, recruitment procedures and regulations of Public Institutions, in audit samples
- Exchange of experiences and good practices with SAIs involved in parallel audit; the Supreme State Audit Office of Albania and the State Audit Office of North Macedonia.

Annex 2. System Description, Audit Questions and Audit Criteria

Taking as basis the purpose of this audit, assessing the effectiveness of measures to empower the role of women in management and decision-making, the functioning of the State Administration and the actors responsible for empowering the role of women in state decision-making positions are described below:

Chart 5: System and actors responsible for empowering the role of women in State Administration



The subjects of this audit were the State Administration institutions responsible for managing administrative reforms, supervision and monitoring of human resources within the civil service: the Independent Oversight Board of the Civil Service (IOBCS), as a state constitutional body, and the Ministry of Internal Affairs and Public Administration (MIAPA), which serves as the centre of Public Administration.

Agency for Gender Equality (AGE) – AGE is an executive institution operating within the Office of the Prime Minister, with the mission to promote, protect and advance gender equality between women and men in all areas of life. AGE is responsible for drafting, coordinating, monitoring and implementing public policies related to gender equality, as well as for integrating the gender perspective in all spheres of public and private life. Its role is essential in ensuring the equal participation of women and men in decision-making processes and in all dimensions of social life, aiming not only at undertaking specific measures, but also at creating structural changes that enable equality and justice for both genders.³⁵

The Independent Oversight Board for the Civil Service of Kosovo - is an independent constitutional institution that ensures compliance with the rules and principles governing the civil service.³⁶

To oversee the implementation of the rules and principles of civil service legislation, the Board has the following basic functions:

- Reviews and makes decisions on complaints of civil servants and candidates for admission to the civil service;
- Monitoring Public Administration institutions employing civil servants.³⁷

35 Law No. 05/L-020 on Gender Equality

36 Law No. 06/L -048 on Independent Oversight Board for the Kosovo Civil Service, article 4, point 1

37 Law No. 06/L -048 on Independent Oversight Board for the Kosovo Civil Service, Article 6

Ministry of Internal Affairs and Public Administration (MIAPA);

Department for Public Administration Reform (DPAR) This Department is responsible for drafting, coordinating and monitoring the implementation of the Public Administration Reform (PAR). In the frame of its responsibilities, the Department:

- Drafts public administration reform policies,
- Identifies strategic priorities related to the public administration reform process;
- Analysing and monitoring the implementation of strategic documents for PAR and prepares periodic reports.

Department for Management of Public Officials (DMPO) - is a Department within the Ministry of Internal Affairs, which is responsible for proposing and monitoring the implementation of policies for public officials, with the aim of ensuring a sustainable, professional civil service, based on merit, moral integrity and political impartiality in the service of citizens, businesses and institutions of the Republic of Kosovo. DMPO is responsible for developing recruitment procedures for state administration institutions. DMPO requests from institutions any information necessary for the fulfilment of their responsibilities on the employment relations of public officials in state administration institutions. Other state administration institutions prepare their annual personnel plan in accordance with the budget planning process and submit it to the DMPO which then drafts the general personnel plan for the entire public administration. It is also the responsibility of the DMPO to create, administer and maintain the Human Resources Management Information System (HRMIS). Every other public institution is obliged to carry out all actions and procedures related to human resources management through this system.³⁸

Ministerial Institutions are executive institutions of the Government of the Republic of Kosovo, responsible for the implementation of state policies in a specific area of public administration. The duties and responsibilities of the Ministries are as follows:

38 Law No. 08/L-197 on Public Officials

- Implementing the Government's program in their respective fields.
- Drafting sectoral policies and propose legal acts.
- Monitoring and supervising the work of agencies and institutions that are subordinate to them.
- Reporting before Prime Minister and the Assembly on their work.³⁹

Executive Agencies - are established to perform administrative functions within the area of state responsibility of a Ministry or the Office of the Prime Minister, for the purpose of implementing state policies and performing specialized administrative, technical or inspection tasks.⁴⁰

Human Resources Management Units (HRMUs) - within ministries and agencies have the competence to manage processes related to the appointment, termination of employment, transfer, suspension, retirement and any other process related to the employment of public officials. HRMUs support the performance appraisal procedure, recommend the transfer of civil servants, and manage their presentation at work.⁴¹

A Civil Service Officer is a public official who participates in the drafting and implementation of policies, monitoring administrative rules and procedures, as well as in providing professional and administrative support in state institutions, exercising his/her duties in various positions, from professional official to senior manager, in the administration of Ministries and Executive Agencies and beyond.

39 Law No. 08/L-117 on Government of the Republic of Kosovo

40 Law No. 06/L -113 on Organization and Functioning of the State Administration and Independent Agencies, Article 12

41 Law No. 08/L - 197, on Public Officials, Article 16; Human Resources Management Unit

Audit Questions

To answer the audit objective, we have asked the following main audit question and sub-audit question:

1. To what extent the government has taken effective measures to empower women in leadership positions and decision-making processes?

Sub-audit questions are:

- 1.1. To what extent do government policies set clear objectives and indicators for gender equality in decision-making?
- 1.2. Are gender data being collected and reported in a systematized and unified manner?
- 1.3. Does inter-institutional coordination work to enable the advancement of women in decision-making positions?

Audit Criteria

Below, the audit criteria for each sub-question are disclosed, which correspond to the main audit questions.

1. To what extent the government has taken relevant measures to empower women in leadership positions and decision-making processes?

- 1.1. To what extent do government policies set clear objectives and indicators for gender equality in decision-making?

Criterion 1: Government institutions should adopt and strengthen sound and implementable policies to promote gender equality and the empowerment of all women and girls at all levels.⁴² State institutions should undertake and implement adequate measures to ensure fair and proportional gender representation.⁴³

⁴² The Global Goals, EU, Gender equality goals, <https://globalgoals.org/goals/5-gender-equality/>

⁴³ The principle of public administration and EU Integration, SIGMA/OECD, Public Administration in Kosovo, 2024, Public Administration Management Report, 2024, MPBAP, Law on Public Officials, Article 96, Recruitment Procedures & Article 8 Principles of Public Official Management

According to the EU's global strategic objectives, Government Institutions should ensure women's full and effective participation, as well as equal opportunities for management at all levels of decision-making, through mentoring and professional development programs for women in the civil service.⁴⁴

1.2. Are gender data collected and reported in a systematized and unified manner?

Criterion 2: Public administration institutions should ensure that all employee data that is collected, processed and reported is disaggregated by gender, in accordance with the requirements for gender reporting and gender equality analysis, with the aim of gender integration in the drafting of various policies and strategies.⁴⁵

1.3. Does inter-institutional coordination work to enable the advancement of women in decision-making positions?

Criterion 3: Responsible Public Institutions exercise administrative activity with a high degree of independence in the public interest. They are obliged to cooperate on all common issues, to exchange data and information necessary for the exercise of their function. The Public Institutions should ensure cooperation and coordination for the performance of administrative tasks and in the service of the full, efficient, comprehensive and continuous implementation of the functioning of the State Administration.⁴⁶

44 Global Goals, Goal number 5.9, <https://globalgoals.org/goals/5-gender-equality/>

45 Law No. 05/I -020 on Gender Equality, Article 5

46 Law No. 3 on State Administration, Articles; Independent bodies of state administration, mandate, coordination and cooperation

Annex 3. Government Structure and Gender Equality Policies

Table 5: Distribution of civil service staff in public government institutions

Government Structure of the Republic of Kosovo 2020-2024					
Ministries	Executive Agencies	Ministries	Executive Agencies	Ministries	Executive Agencies
Ministry of Finance, Labour and Transfers	5	Ministry of Culture, Youth and Sports	7	Ministry of Foreign Affairs and Diaspora	/
Ministry of Justice	6	Ministry of Environment, Spatial Planning and Infrastructure	4	Ministry of Defense	/
Ministry of Internal Affairs	7	Ministry of Agriculture, Forestry and Rural Development	3	Ministry of Local Government Administration	/
Ministry of Health	2	Ministry of Industry, Entrepreneurship and Trade	7	Ministry of Communities and Return	/
Ministry of Education, Technology and Innovation	4	Ministry of Economy	1	Ministry of Regional Development	/

Table 6: Affirmative measures and cases of their application

Affirmative measures for gender equality	Cases when it can be applied
1. Public institutions with the aim of achieving equal gender representation in institutions public, may open a recruitment procedure only for members of the less represented gender.	It is not a mandatory measure.
2. If, after the recruitment procedures, the candidates are of different genders, then the candidate belonging to the underrepresented gender shall be selected first. The less represented gender shall be determined based on official statistics from the HRMU.	If two candidates have equal points based on the points calculation, the candidate of the less represented gender is selected.
3. If none of the alternatives presented can be applied, the selection shall be made by draw.	It is applied in special cases.

Annex 4. Professional Development, Management Categories in the Civil Service

Table 7: Staff participation in capacity development training, by gender and management categories

Capacity Development Trainings by Management Categories 2020-2024		Participation by gender						Number of trainings
		Staff from SLM		Staff from MLM		Staff from LLM		
		Women	Men	Women	Men	Women	Men	
1	Ministry of Regional Development	0	1	4	0	14	0	1
2	Ministry of Economy	1	0	2	10	9	14	67
3	Ministry of Communities and Returns	0	1	2	2	4	7	/
4	Ministry of Agriculture, Forestry and Rural Development	1	0	3	10	14	16	8
5	Ministry of European Integration	0	0	0	7	7	1	/
6	Ministry of Foreign Affairs and Diaspora	0	1	3	8	12	17	41
7	Ministry of Environment, Spatial Planning and Infrastructure	0	0	1	10	7	18	/
8	Ministry of Local Government Administration	0	1	1	4	8	6	/
9	Ministry of Defense	0	1	1	14	7	19	15

10	Ministry of Infra-structure	0	2	2	15	17	24	/
11	Ministry of Justice	1	2	1	7	14	7	5
12	Ministry of Industry, Entrepreneurship and Trade	4	5	6	15	23	26	14
13	Ministry of Health	0	1	1	5	13	9	33
14	Ministry of Culture, Youth and Sports	0	1	3	9	9	11	4
15	Ministry of Finance, Labour and Transfers	0	1	2	12	20	29	50
16	Ministry of Internal Affairs	1	1	6	13	37	99	2
Total number of participants/Gender		8	18	38	141	215	303	240

Data from individual reports of public institutions, DMP0 – 2025/26

Annex 5: Collection and Division of Complaints by Category

Table 8: Review of complaints in the category “Contesting a job competition”, divided by gender and management categories

Process of reviewing complaints for the “Contesting a job competition” category from inception to conclusion							
Public institutions	Categories	Women	Men	Number of complaints	Appeal outcome		
					Cancel-ation of job com-petition	Com-plaint rejection	Successful candidate following the complaint review
Ministry of Economy	Lower-Lev-el Man-agement Category	5	2	7	6	1	
	Mid-dle-Level Manage-ment Category	1		1		1	
	Senior-Lev-el Man-agement Category		2	2		2	
Total by gender of complainants		6	4	10	6	4	None of the complaints were upheld

Ministry of Industry, Entrepreneurship and Trade	Lower-Level Management Category	2	4	6	2	3	1
	Middle-Level Management Category	1	4	5	3	2	
	Senior-Level Management Category		2	2	1	1	
Total by gender of complainants		3	10	13	6	6	One Woman
Ministry of Health	Lower-Level Management Category		2	2	1	1	
	Middle-Level Management Category		3	3		3	
	Senior-Level Management Category		1	1	1		
Total by gender of complainants		0	6	6	2	4	None of the complaints were upheld
Total by gender of complainants		9	28	37	15	21	One complaint by a woman candidate was upheld

Employment agency	Lower-Level Management Category		7	7		7	
	Middle-Level Management Category						
	Senior-Level Management Category		1	1	1		
Total by gender of complainants			8	8	1	7	One complaint by a woman candidate was upheld
Total by gender of complainants		9	28	37	15	21	One complaint by a woman candidate was upheld

Source: List of complaints 2020-2024, IOBCS

According to the table, the appeal process in the category “Contesting a job competition” resulted in one successful candidate and the gender of the candidate is a woman, while the total gender of the complainants indicates that there were significantly more men. In cases where the competition was not cancelled, the positions were filled according to this gender division;

- Three women and two men were appointed to lower management positions.
- A woman was appointed to a middle management position
- Two women were appointed to senior management positions.

Regarding the category of complaints “Violation of the right to salary”, they were submitted only by the staff of the Ministry of Health, and not by the other entities included in the audit sample. A total of 14 complaints were submitted by this Ministry, of which 9 were from men and 5 complaints from women. It should also

be noted that all these complaints were rejected as premature appeal, due to the lack of a regulation on the systematization of jobs.

Table 9: Distribution of complaints by category, year 2024

No.	Subject-matter of complaints	Number	Percent
1	Contesting a job competition	722	33.78%
2	Material compensation	595	27.84%
3	Request from employment relationship	237	11.09%
4	Violation of the right to salary	214	10.01%
5	Disciplinary measure	177	8.27%
6	Transfer	87	4.06%
7	Performance appraisal	47	2.18%
8	Termination of employment relationship	26	1.21%
9	Suspension of employment relationship	24	1.12%
10	Preventive suspension	8	0.37%
Total		2137	100%

Source of information; Annual report 2024, IOBCS

Annex 6: Confirmation letters from the audited parties

Republika e Kosovës
Republika Kosova – Republic of Kosovo

KESHILLI I PARAVENDIMSHKËTYRËS PËR SHËRBIMIN CIVIL TË KOSOVËS
KESHILLI I PARAVENDIMSHKËTYRËS PËR SHËRBIMIN CIVIL TË KOSOVËS
INDEPENDENT GUARANTY BOARD FOR THE CIVIL SERVICE

LETËR E KONFIRMIMIT

Për pajtueshmërinë me gjetjet e Auditimit të Përgjithshëm për raportin e auditimit të performancës "Fuqizimi i rolit të grave në pozita udhëheqëse dhe marrje të vendimeve", dhe për zbatimin e rekomandimeve.

Për: Zyrtërisht Kombëtare të Auditimit

Vendi dhe data: Prishtinë, 21.07.2026

I/e nderuar,

Përmes kësaj shkrese, konfirmoj se:

- kam pranuar draft raportin e Zyrtërisht Kombëtare të Auditimit "Fuqizimi i rolit të grave në pozita udhëheqëse dhe marrje të vendimeve" (në tekstin e mëtejshëm "Raporti");
- pajtohem me gjetjet dhe rekomandimet dhe nuk kam ndonjë koment për përmbajtjen e Raportit; si dhe
- brenda 30 ditëve nga pranimi i Raportit final, do t'ju dorëtoj një plan të veprimit për implementimin e rekomandimeve, i cili do të përfshijë afatet kohore dhe stafin përgjegjës për implementimin e tyre.

Arben MEHMETI

Keshilltar i Parë i Komitetit për Shërbimin Civil të Kosovës

REPUBLIKA E KOSOVËS - REPUBLIKA KOSOVO Zyra Kombëtare e Auditimit NACIONALNA KRATKAJKA REVIZIJA / NATIONAL			
Kontrollnummer / ID: 06 47 1369 1			
Wortlaut / Qëllimi	Pr. Nr. / Pr. Nr.	Pr. Dato / Pr. Dato	Pr. Vendi / Pr. Vendi
06	47	1369	1



REPUBLIKA E KOSOVËS - REPUBLIKA KOSOVO Qeveria - Vlada - Government Ministria e Ekonomisë Ministry of Economy			
Pr. Nr. / Pr. Nr.	Pr. Dato / Pr. Dato	Pr. Vendi / Pr. Vendi	Pr. Vendi / Pr. Vendi
01	1412	23.07.26	Prishtinë / Pr. Vendi
PRISTINE / Pr. Vendi			

Republika e Kosovës

Republika Kosova - Republic of Kosovo

Qeveria - Vlada - Government

Ministria e Ekonomisë

Ministarstvo Ekonomije /Ministry of Economy

LETËR E KONFIRMIMIT

Për pajtueshmërinë me gjetjet e Auditorit të Përgjithshëm për raportin e auditimit të performancës "Fuqizimi i rolit të grave në pozita udhëheqëse dhe marrje të vendimeve", dhe për zbatimin e rekomandimeve.

Për: Zyren Kombëtare të Auditimit

I/e nderuar,

Përmes kësaj shkresë, konfirmoj se:

- kam pranuar draft raportin e Zyres Kombëtare të Auditimit "Fuqizimi i rolit të grave në pozita udhëheqëse dhe marrje të vendimeve" (në tekstin e mëtejshëm "Raporti");
- pajtohem me gjetjet dhe rekomandimet dhe nuk kam ndonjë koment për përmbajtjen e Raportit; si dhe
- brenda 30 ditëve nga pranimi i Raportit final, do t'ju dorëzoj një plan të veprimit për implementimin e rekomandimeve, i cili do të përfshijë afatet kohore dhe stafin përgjegjës për implementimin e tyre.

Artanë Kufani, 

Ministër në detyrë e Ekonomisë,

Data: 23.07.2026 Prishtinë



285/2026
27/07/2026



ZYRA E Kryeministrit / OFFICE OF THE PRIME MINISTER / URED PREMIJERA
AGJENCIA PËR BARAZI GJINOR / AGENCY FOR GENDER EQUALITY /
AGENCIJA ZA RODNU RAVNOPRAVNOST

Për pajtueshmërinë me gjetjet e Auditorit të Përgjithshëm për raportin e auditimit të performancës "Fuqizimi i rolit të grave në pozita udhëheqëse dhe marrje të vendimeve", dhe për mbështetjen e institucioneve të RKS në zbatimin e rekomandimeve.

Vendi dhe data: 27/07/2026

Pristine

Pētnes kāšaj ziņese, konfirmoj se:

- ka parashit draftin e raportit e Zyrës Kombëtare të Auditimit “Fugitimi i rolit të grave në pozitë udhëheqëse dhe marrje të vendimeve” (në tekstin e mëtejshë “Raporti”);
- pajtohem me gjetjet dhe rekomandimet, kemi ofruar koment për përmbajtjen e Raportit në draftin e parë;
- Për ABGJ-në nuk ka gjetje në raport, shprehim gatishmërinë të mbështesim institucionet e RKS, në implementimin në përpikëri të kornizës ligjore për barazi gjinore specifiku Ligjin Nr. 05/L-020 për Barazi Gjinore dhe zbatimin e rekomandimeve të raportit .

Me respekt,
Edi Gjata
Drejtori Ekzekutiv
Agjencia për Barazë Gjinore,
Zyra e Kryeministrit
Edgjata@rks-gov.sgt

Republika e Kosovës Republika Kosovo - Republic of Kosovo Qeveria - Vlada - Government			
Ministria e Industrisë, Ndërmarrësisë, Tregtisë dhe Inovacionit Ministarstvo Industrije, Preduzetništva, Trgovine i Inovacija Ministry of Industry, Entrepreneurship, Trade and Innovation			
06	47	1407	1



Republika e Kosovës Republika Kosovo - Republic of Kosovo Qeveria - Vlada - Government	
02	3485
29.07.2026	

Republika e Kosovës
Republika Kosovo - Republic of Kosovo
Qeveria - Vlada - Government

Ministria e Industrisë, Ndërmarrësisë, Tregtisë dhe Inovacionit
Ministarstvo Industrije, Preduzetništva, Trgovine i Inovacija
Ministry of Industry, Entrepreneurship, Trade and Innovation

LETËR E KONFIRMIMIT

Për pajtueshmërinë me gjetjet e Auditorit të Përgjithshëm për raportin e auditimit të performancës **"Fuqizimi i rolit të grave në pozita udhëheqëse dhe marrje të vendimeve"**, dhe për zbatimin e rekomandimeve.

Për: Zyrën Kombëtare të Auditimit

Vendi: Prishtinë
Data: 29.07.2026

U/e nderuar,

Përmes kësaj shkresë, konfirmoj se:

- kam pranuar draft raportin e Zyrës Kombëtare të Auditimit **"Fuqizimi i rolit të grave në pozita udhëheqëse dhe marrje të vendimeve"** (në tekstin e mëtejshëm "Raporti");
- pajtohem me gjetjet dhe rekomandimet dhe nuk kam ndonjë koment për përmbajtjen e Raportit; si dhe
- brenda 30 ditëve nga pranimi i Raportit final, do t'ju dorëtoj një plan të veprimit për implementimin e rekomandimeve, i cili do të përfshijë afatet kohore dhe stafin përgjegjës për implementimin e tyre.

U.d. Sekretar i Përgjithshëm i MINTI

Artan Demolli