



THIRD MONITORING REPORT

THE BERLIN PROCESS IN KOSOVO'S EUROPEAN REFORM AGENDA: COMMITMENTS TO THE REGIONAL COMMON MARKET AND THE GREEN AGENDA

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INTRODUCTION

On August 28, 2025, it will mark 11 years since the Berlin Summit, where the so-called Berlin Process was launched for the first time. This diplomatic initiative, spearheaded by the German Chancellor at the time, Angela Merkel, aimed to resolve unresolved internal issues and those between the countries of the Western Balkans, achieve reconciliation within and between societies in the region, enhance regional economic cooperation, and lay the foundations for sustainable growth. In addition to the Western Balkan states, participants in the Berlin Process include EU institutions, international financial bodies, as well as civil society organizations, youth, and businesses within the region.

Since 2014, regular annual summits have been held within the framework of this process, bringing together leaders from the Western Balkans, EU member states, and relevant stakeholders to plan and synchronize joint actions. The last and jubilee summit was held in Berlin, the capital of Germany, in October 2024. These summits focus on various themes such as the economy, infrastructure, rule of law, security, and promoting cooperation among youth.

Kosovo's participation in the Berlin Process has not only provided a platform for equal engagement with regional countries and the EU, but it has also strengthened Kosovo's position as an active participant in the formation of regional cooperation initiatives.

Through active participation, Kosovo has contributed to strengthening the ties and cooperation among the countries of the Western Balkans and has played a crucial

role in advancing the goals of the Berlin-Brussels partnership. Joining initiatives such as the Trans-European Transport Network (TEN-T) and signing agreements such as the Transport Cooperation Treaty (TCT) at the Trieste Summit are concrete steps that demonstrate Kosovo's commitment to improving its infrastructure and connectivity within the broader European framework.

In addition, upholding the principles set out in agreements on Good Neighborly Relations and Regional Cooperation highlights its commitment to strengthening stability, peace, and progress in the region. By fulfilling these commitments and actively participating in regional initiatives, Kosovo has not only strengthened its position but also made significant contributions to the broader objectives of promoting cooperation, integration, and development in the Western Balkans.

However, ongoing bilateral disputes, particularly between Kosovo and Serbia, and Kosovo and Bosnia and Herzegovina, stemming from these two states' objections to Kosovo's independent status, have created barriers in the Berlin Process. These disputes have hindered the implementation of agreements arising from this process, obstructing genuine regional cooperation and stability in the Western Balkans.

Despite these challenges, Kosovo has continued to implement the commitments arising from the Berlin Process. In February 2023, the Assembly of Kosovo ratified three agreements signed within the Berlin Process with 2/3 of the votes, marking the second country in the region to swiftly ratify all three agreements. The ratified agreements include the Agreement on Free Movement with ID Cards in the Western Balkans, the



Agreement on the Recognition of Higher Education Qualifications within the region, and the recognition of professional qualifications, particularly for doctors, dentists, and architects under the framework of the Central European Free Trade Agreement (CEFTA). In October 2023, at the Tirana Summit, the agreement on the recognition of qualifications was further expanded to include new professions, including nurses, veterinarians, pharmacists, and midwives. These agreements were approved by the Government of Kosovo in April 2024, with a six-month delay, and by the Assembly in May 2024. Meanwhile, at the Berlin Summit in October 2024, leaders of the Western Balkans made decisions to strengthen economic cooperation, student mobility, progress on EU integration reforms, and the improvement of regional connections and infrastructure.

In addition to the main agreements, Kosovo has committed to implementing Action Plans arising from the Berlin Process in various fields and the commitments made by regional leaders during the Berlin summits. These commitments form the basis for initiatives on topics such as the Regional Common Market and the Green Agenda. Kosovo is one of the signatories of the “Sofia Declaration,” which defines commitments for the Green Agenda for the Western Balkans, and the 2020 Declaration on the Development of the Regional Common Market.

To highlight the extent of Kosovo’s fulfillment of commitments concerning two key pillars of the Berlin Process, the Regional Common Market with a focus on Digitalization and the Green Agenda with a focus on Decarbonization, KDI published the first monitoring report in December 2023 and the second report in December 2024.

Below, the findings of the third monitoring report will be presented with updated information for the aforementioned areas, covering the period from August 2024 to February 2025. Additionally, this report includes data related to aspects of these two components of the Berlin Process that are included in the European Reform Agenda.

METHODOLOGY

The third monitoring report aims to assess the progress made by Kosovo in fulfilling the commitments undertaken within the framework of the Berlin Process. This document will primarily focus on the implementation of Action Plans for the Regional Common Market, with a particular emphasis on the field of Digitalization, and the Green Agenda, with a focus on Decarbonization, analyzing all the activities undertaken by Kosovo’s institutions during the specified period. It will also assess the inclusion of these areas in the European Reform Agenda within the Western Balkans Growth Plan. The comparison will examine various aspects, including objectives, implementation status, and the expected regional impacts.

The period covered by this report spans from August 2024 to February 2025. The target audience includes members of parliament and parliamentary staff from the Kosovo Assembly, especially those who are part of the relevant committees related to the Berlin Process, as well as other stakeholders from the executive branch and the broader public.

The main objective of this report is to provide a comprehensive overview of Kosovo’s fulfillment of its commitments within the



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Berlin Process during the specified period. The information provided will be crucial for members of parliament and parliamentary staff to monitor the fulfillment of these commitments and ensure government accountability in delivering on Kosovo's Berlin Process commitments.

Furthermore, this report will address Kosovo's obligations and propose recommendations for further steps toward the successful implementation of the Action Plans for the Regional Common Market/Digitalization and the Green Agenda/Decarbonization. It will also identify barriers and challenges that may negatively affect progress and the implementation of planned activities.

The methodology used for data collection includes analysis of existing sources and communication with key institutions. Official documents, reports from Western Balkans institutions, the European Union, and the Regional Cooperation Council, as well as other sources with references from regional leaders' statements in the media, have also been used. For data analysis, analytical methods for primary and comparative data have been applied, providing a comprehensive view of the progress achieved.

The results of the analysis are presented in tables organized according to the Action Plans for the Regional Common Market and the Green Agenda, which are included in the Appendices of this Report.

1. THE ROLE OF THE ASSEMBLY IN FULFILLING THE COMMITMENTS OF THE BERLIN PROCESS

The data provided in the first and second monitoring reports have offered a solid foundation for the members of parliament and parliamentary staff of the Kosovo

Assembly to follow and assess the progress of implementing the commitments made within the framework of the Berlin Process. These reports have enabled a clear view of the Government's efforts to achieve the defined objectives, strengthening oversight and transparency in the actions of Kosovo's institutions. In this context, the Assembly has played a legislative and supervisory role, recognizing the Berlin Process as an important and necessary process for the sustainable development of Kosovo and the region. As a result, this process has been addressed not only as an internal commitment but also as part of Kosovo's broader engagement in creating a more stabilized and integrated Western Balkans.

The third monitoring report, in this context, aims to further deepen Kosovo's commitment, both the Government and the Assembly, by providing updated and more detailed information for the executive, MPs, and parliamentary staff. Strengthening the Kosovo Assembly's ability to hold the Government accountable in this process is essential, as it not only strengthens the governance and transparency processes within the country but also emphasizes Kosovo's engagement in achieving regional and European goals, contributing to the political and economic stability of the Western Balkans.

As the highest legislative body in the country, the Assembly bears the important responsibility of drafting, approving, and overseeing legislation related to the Berlin Process and, more broadly, Kosovo's integration into European structures.

An important aspect of the Assembly's activities during the fall session of 2024 was the adoption of several key laws re-



lated to Kosovo's commitments under the Berlin Process. It is worth noting that from mid-December, the Assembly's activity was suspended due to the electoral campaign for the regular parliamentary elections. During the period when it was operational, the Assembly approved the Draft Law on Roads, the Draft Law on the Financing of Water Resources Management, and the Draft Law on the Central Inspectorate for the Environment, Water, Nature, Construction, and Radiation Protection and Nuclear Safety. These draft laws are crucial for ensuring the legal framework necessary to fulfill Kosovo's commitments, particularly in the areas of sustainable development and environmental protection, which are central to the Berlin Process. In addition, in October 2024, the Assembly also adopted the National Program for European Integration 2024-2028, which includes several components of the Berlin Process.

However, some draft laws closely related to the Berlin Process, such as the draft law on environmental strategic assessment and the draft law on water resource management, remain in procedure, and this poses a challenge to the overall progress of implementation. Additionally, two international agreements related to financing development policies for fiscal efficiency, competitiveness, and green growth, as well as the agreement for the photovoltaic solar energy project in KEK, were not approved during the last legislature. Both of these agreements are important for implementing the Green Agenda and achieving decarbonization objectives, which are key elements of the Berlin Process and the plan for the sustainable development of the Western Balkans.

Several components of the Berlin Process

are now an integral part of the European Reform and Growth Agenda for the Western Balkans, which is a key document adopted in October 2024 for leading and implementing the necessary structural reforms for the sustainable development of the country. This development is a positive signal that Kosovo's commitments within the Berlin Process are now more integrated into a broader reform framework that extends beyond fulfilling the Berlin Process commitments and contributes to strengthening internal capacities and preparing for EU membership.

In conclusion, it is clear that while there has been progress in the adoption of important legislation, challenges and obstacles remain that require further engagement and coordination between the Assembly and the Government to ensure full and effective implementation of the commitments made. The overview of this process, supported by the third monitoring report, serves as an important tool to evaluate progress and ensure that Kosovo remains committed and accountable to its regional and European obligations.

2. IMPLEMENTATION OF THE COMMITMENTS OF THE BERLIN PROCESS IN DIGITALIZATION AND DECARBONIZATION AND INCLUSION IN THE EUROPEAN REFORM AGENDA

The Government of Kosovo has taken on new commitments within the framework of the Berlin Process during 2023 and 2024. In November 2023, at the Tirana Summit, a new agreement and six joint declarations were signed by the Western Balkan countries, aiming to deepen the Regional Common Market. The signed agreement



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for the Recognition of Professional Qualifications was extended to include four new professions: nurses, midwives, pharmacists, and veterinary surgeons. This agreement allows citizens to practice the same profession in the host country for which they were qualified in their home country and to do so under conditions no less favorable than those for citizens of the host country. The Kosovo Assembly ratified this agreement in May 2024, with a delay of six months.

Meanwhile, in April 2024, the Government of Kosovo adopted the National Plan for European Integration (NPEI) 2024–2028. This plan emphasizes that, within the context of regional cooperation and EU integration, the Republic of Kosovo is committed to implementing the obligations arising from the Action Plans for the Regional Common Market and the Green Agenda for the Western Balkans under the Berlin Process. On October 30, 2024, this document was also approved by the Kosovo Assembly.

Below, and in two appendices of this report, detailed information is presented on how Kosovo has fulfilled its obligations arising from the Berlin Process in two areas: the Regional Common Market (Digitalization) and the Green Agenda (Decarbonization), and which components from these two areas have also been integrated into the European Reform and Growth Agenda for the Western Balkans.

2.1 Key Findings and Recommendations Regarding the Implementation of the Action Plan for the Regional Common Market/Digitalization

Even during this reporting period (August 2024 - February 2025), Kosovo has continued to make moderate progress in imple-

menting the Regional Common Market Action Plan of the Berlin Process, specifically in the area of Digitalization.

Kosovo has made significant advances in internet coverage, with 98.6% of households having access to the internet, surpassing the EU average. As part of the European Reform Agenda, the goal is to create a sustainable digital infrastructure and ensure the deployment of 5G technology by 2027, reaching 20% of households and ensuring compliance with EU cybersecurity standards. Kosovo has made progress in developing the 5G network as part of the Digital Agenda 2030, but the European Commission has highlighted delays in implementation. Kosovo's European Reform Agenda specifies that policies for the development of 5G infrastructure will be harmonized in line with EU standards and requirements.

Recommendation: Kosovo should accelerate the development of the 5G network and meet the 2025 deadlines, ensuring coverage in cities and key corridors, and improve regional coordination for the harmonization of spectrum and 5G licensing in line with the European Reform Agenda.

Regarding the interconnection of academic and research networks, in 2021, Kosovo established the Kosovo Research and Education Network (KREN), which connects higher education institutions to the pan-European GEANT network, enabling access to resources for scientific research. Additionally, KREN has expanded its capacity by connecting over 100 schools to the internet. The Kosovo European Reform Agenda outlines the creation of a digitalized education system but does not include KREN as a contributing entity in this process.

Recommendation: Kosovo should invest in



expanding the KREN network, connecting more institutions and schools to high-speed internet, supporting research, education, and innovation. Furthermore, continued cooperation with the GEANT network and increased participation in international projects is essential, while coordination between MASHT and KREN is necessary for the digitalization of education.

Kosovo has successfully implemented the Regional Roaming Agreement (RRA) with the Western Balkan countries, which entered into force on July 1, 2021, adhering to the agreement's conditions. Additionally, at the December 2022 EU-Western Balkans Summit, 38 operators signed a Declaration to reduce roaming charges between the two regions, which is expected to lower the price for 1GB of data from €18 in 2023 to €9 in 2028. The agreement will bring benefits to citizens and businesses, but it is necessary to implement an RLAH+ model to eliminate roaming charges between the WB and the EU.

Recommendation: As outlined in the European Reform Agenda, Kosovo should continue implementing the Regional Roaming Agreement with the Western Balkan countries and accelerate the implementation of the roadmap for reducing roaming charges between the EU and the WB, ensuring greater benefits for citizens and businesses in the region, and effectively communicating the reduced charges to citizens.

Kosovo has made progress in developing digital skills by signing an Association Agreement with the European Commission and adopting the 2022-2026 Education Strategy, which focuses on digital skills. The Digital Agenda 2030 and the e-Governance Strategy 2023-2027 emphasize the importance of developing digital skills and digital

governance. However, Kosovo's European Reform Agenda has identified issues such as inadequate infrastructure, the lack of digital education for teachers and students, inequalities in access, and insufficient funding, which hinder the integration of digital tools and educational progress. To improve the situation, this document calls for a comprehensive assessment of digital skills needs in the education system.

Recommendation: Kosovo should ensure sufficient resources for the implementation of the Digital Skills Strategies and continue efforts to improve digital infrastructure, develop the digital skills of teachers and students, and address inequalities for disadvantaged groups and minorities, thereby reducing the digital skills gap in education.

Kosovo is still in the early stages of developing smart cities, with projects initiated in Gjilan and Prishtina, including traffic management and air quality monitoring. Kosovo is still in the early stages of developing smart cities but has begun taking significant steps with projects launched in several key municipalities, such as Gjilan and Prishtina. These projects include various elements of urban infrastructure management, such as traffic management and air quality monitoring, which are part of the strategy to create more sustainable and efficient cities.

Recommendation: Kosovo should align its smart city standards with those of the European Union to enable secure and efficient data and service exchange. This will help improve resource and public service management, facilitating better interaction between cities and the integration of advanced technologies and best practices from the EU.

Kosovo has joined regional commitments



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in the development of Artificial Intelligence (AI) by establishing a Working Group for AI in the Western Balkans. However, Kosovo's and the region's legislation remain insufficient and outdated to meet EU standards for AI management.

Recommendation: Despite this issue not being included in the European Reform Agenda, Kosovo should draft appropriate legislation for Artificial Intelligence based on EU practices and strengthen regional cooperation to promote AI and address cybersecurity threats.

Kosovo has improved statistics and data transmission to Eurostat by conducting the population and housing census. However, further improvements are needed in better access to administrative data and increased capacity for financial statistics reporting. Additionally, the Kosovo Agency of Statistics (KAS) requires enhancements in management and coordination.

Recommendation: Kosovo should improve statistical systems by relying on the EU and ITU Index and strengthen regional cooperation for statistical analysis and monitoring.

Regarding e-governance, Kosovo has adopted the E-Governance Strategy 2023-2027 and expanded the range of services on the E-Kosova platform, which currently offers over 150 digitalized services. However, the number of online public services remains low, representing only 10% of all public services.

Recommendation: Kosovo should intensify regional cooperation for exchanging best practices in digital transformation and increase the number of digitalized public services to improve e-governance efficiency.

Concerning personal data protection, Kosovo has made progress in aligning with EU

legislation on data protection. The Information and Privacy Agency monitors the implementation of the law and has strengthened the legal framework with regulations and guidelines for data controllers, conducting inspections to ensure effective law enforcement. Despite budget and human resource constraints, the Agency is active in handling complaints about access to public documents and data protection issues.

Recommendation: Kosovo should further strengthen personal data protection and intensify regional cooperation to ensure compliance with EU standards on privacy and data protection. Additionally, the Information and Privacy Agency needs sufficient budget and human resources to enable more effective oversight and implementation of data protection laws.

Kosovo has improved cybersecurity laws and strategies by adopting the Law and National Cybersecurity Strategy 2023-2027 and inaugurating the National Training Center. However, cyberattacks remain a challenge, requiring greater regional cooperation. The European Reform Agenda requires cybersecurity teams to be fully functional and meet EU standards.

Recommendation: Within the framework of the Reform Agenda, the establishment of a Governmental Working Group for compliance with EU cybersecurity standards, including key stakeholders, is considered important. Additionally, Kosovo should strengthen its cybersecurity teams (CERT) and make them fully operational. Furthermore, it should adopt laws that align with EU standards and intensify regional cooperation to address cyber threats.

Detailed data on the implementation level of each subfield of the Common Regional



Market Action Plan/Digital Regional Area and its inclusion in the European Reform Agenda can be found in Table 1.1 in Annex 1 of this Report.

2.2 Key Findings and Recommendations Regarding the Implementation of the Action Plan for the Green Agenda/Decarbonization

During this reporting period (August 2024 – February 2025), Kosovo has continued to make moderate progress in implementing the Green Agenda Action Plan, specifically in the area of decarbonization.

Kosovo has set energy and climate targets for 2030, which include increasing the share of renewable energy to 32% and reducing greenhouse gas emissions by 16.3%. However, significant challenges remain, including limited capacities, insufficient access to international financial resources, and political barriers. Following the adoption of the Law on Promoting the Use of Renewable Energy, Kosovo has begun developing the necessary legislation and has approved several guidelines to support renewable energy.

Recommendation: Kosovo should strengthen its capacities to achieve its energy and climate targets, increase investments in energy infrastructure, and enhance regional and international cooperation to address challenges and meet its 2030 commitments.

Kosovo has not yet finalized the National Energy and Climate Plan, which has been under development since 2018, even though its adoption was planned for December 2024. In the 2024 Country Report, the European Commission urged Kosovo to adopt this plan as soon as possible, ensuring alignment with the recommendations

of the Energy Community Secretariat. The European Reform Agenda includes efforts to meet the objectives outlined in the draft National Plan, focusing on reducing greenhouse gas emissions, increasing the use of renewable energy, and improving energy efficiency.

Recommendation: Kosovo should accelerate the finalization and adoption of the National Energy and Climate Plan and ensure that it complies with EU standards to achieve energy and climate objectives by 2030.

Kosovo has also not yet adopted the Climate Adaptation Strategy, which was expected to begin in the second half of 2024. Currently, documents such as the Climate Change Strategy 2019–2028 exist, but its Action Plan expired in 2019 and requires updating. The Reform Agenda emphasizes the importance of implementing environmental protection laws, including the Strategic Environmental Assessment and Environmental and Social Impact Assessment.

Recommendation: Kosovo should expedite the adoption of the Climate Adaptation Strategy and update existing documents. Additionally, adaptation measures should be integrated into development policies and projects.

Kosovo remains in the early stages of addressing environmental and climate challenges, making limited progress in waste, air, and water management. The implementation of nature-based solutions for climate change mitigation and adaptation is insufficient. To improve the situation, solutions such as recycling, tree planting, and water management are necessary to reduce carbon emissions and enhance resilience to climate impacts. The 2024 Eu-



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European Commission Report also highlights deforestation and water management issues. Kosovo's Reform Agenda includes efforts for climate change mitigation and adaptation, as well as pollution prevention and control. Planned investments aim to ensure the implementation of environmental protection laws and procedures, including environmental and social assessments and public consultations.

Recommendation: Kosovo should intensify efforts to implement nature-based solutions in environmental management, such as recycling, tree planting, and water management, to reduce carbon emissions and improve resilience to climate impacts. Additionally, the implementation of environmental protection laws and procedures should be improved, addressing deforestation and water management issues in line with the recommendations of the European Commission and Kosovo's Reform Agenda.

Kosovo has included decarbonization in its new Energy Strategy, adopted in March 2023, but has not yet developed a Decarbonization Strategy, which was identified as a gap in the 2023 European Commission Report. The legislative review includes the Draft Law on Energy and the Draft Law on Electricity, which have undergone discussions and comments from the Energy Community Secretariat. In addition, the Draft Law on the Energy Regulator and the Draft Law on Energy Efficiency are in preparation. The decarbonization policy is also part of the European Reform Agenda, which foresees the review and adoption of secondary legislation for the implementation of the Climate Change Law.

Recommendation: Kosovo should develop a comprehensive Decarbonization Strategy

and accelerate the adoption of laws and secondary legislation supporting the decarbonization of the energy sector, ensuring the effective implementation of climate policies and alignment with EU legislation. Kosovo has made progress in energy efficiency, particularly in the residential and private sectors, with support from the EU-funded Energy Support Package. The amended Law on Energy Performance of Buildings was adopted in May 2024, but the approval of the new Energy Efficiency Law is still pending. The Energy Strategy aims to limit energy consumption by 2031. Within the framework of the European Reform Agenda, Kosovo aims to fully transpose and implement the Energy Performance of Buildings Directive, including the implementation of the Building Renovation Strategy and the Nearly Zero-Energy Buildings Plan. This process is in advanced stages, but several necessary documents have yet to be approved. Despite the clear social benefits of improving energy efficiency, numerous obstacles remain, including old buildings, lack of capacity, and legal, financial, and technical challenges.

Recommendation: Kosovo should accelerate the adoption of the Building Renovation Strategy and the Nearly Zero-Energy Buildings Plan. Additionally, it should address legal and financial barriers and create financing opportunities for energy projects, especially for old buildings and low-income housing.

Kosovo has nearly achieved its 2020 target for renewable energy use and set new objectives in December 2022. According to the 2024 Country Report, Kosovo has made progress by adopting the Law on the Promotion of Renewable Energy Sources and



integrating its energy market with Albania. However, it remains dependent on coal-fired power plants and needs to accelerate the implementation of renewable energy sources in line with its energy strategy. To meet strategic objectives, Kosovo aims to achieve 35% of its electricity from renewable sources by 2031 and must expedite the implementation of renewable energy projects.

Recommendation: Kosovo should speed up the implementation of renewable energy projects and improve competitive tendering processes to achieve its strategic objectives.

Energy poverty remains a major issue in Kosovo, where 40% of households cannot afford adequate heating—more than in the rest of the region. This issue particularly affects low-income families and those from the Roma, Ashkali, and Egyptian communities. Many families spend a significant portion of their income on energy and often struggle to pay bills or heat their homes during winter. The European Reform Agenda highlights steps taken to address energy poverty, including improving energy efficiency and increasing the use of renewable sources. However, current measures to protect vulnerable consumers are insufficient to address rising energy costs and improve living standards.

Recommendation: Kosovo should continue supporting financial schemes to improve living conditions for households experiencing energy poverty by expanding funding opportunities for efficient appliances and maintaining support for vulnerable consumers.

Kosovo has made limited progress in implementing the EU transport acquis for

railways, and railway legislation still requires full alignment with EU standards. The construction of a joint railway station with North Macedonia has been completed, but operations have been delayed. Additionally, work on the Orient/East-Med Corridor is progressing slowly. The government included two draft railway laws in the 2024 Legislative Plan, but they were not submitted for parliamentary approval.

Recommendation: Kosovo should accelerate the alignment of railway legislation with EU standards and approve the draft railway laws as soon as possible. Additionally, the construction of the joint regional railway station needs to be expedited.

Kosovo has adopted the Multimodal Transport Strategy 2023-2030, which aims to increase the use of rail and water transport as sustainable alternatives for freight and passenger transport, helping reduce pollution and road congestion. In 2021, Kosovo also adopted the Sustainable and Smart Mobility Strategy for the Western Balkans, which seeks to align with EU transport policies. The European Reform Agenda envisions the digitalization of transport systems and the implementation of a Core ITS Network, which will enhance the efficiency and safety of infrastructure.

Recommendation: Kosovo should accelerate the implementation of the Multimodal Transport Strategy and invest more in sustainable alternatives such as rail and water transport. Additionally, the digitalization and implementation of the Intelligent Transport System (ITS) should be expedited in line with EU standards.

Regarding the shift of traffic from roads to more environmentally friendly modes of transport, Kosovo has included this issue



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in the Multimodal Transport Strategy 2023-2030, which aims to increase the use of rail and water transport as safer and more sustainable alternatives for freight and passenger transport. This is intended to reduce pollution and road congestion while contributing to environmental protection and improving air quality. The Reform Agenda envisions the digitalization of sustainable, safe, and environmentally friendly transport systems, as well as the implementation of the Core/Comprehensive ITS Network on TEN-T in Kosovo. This project is part of the Multimodal Transport Strategy 2023-2030 and its 2023-2025 Action Plan.

Recommendation: Kosovo should accelerate the implementation of the Multimodal Transport Strategy, with a particular focus on increasing the use of rail and water transport. Additionally, it is essential to speed up the digitalization of transport systems in line with EU standards and sustainable development goals.

Regarding intelligent transport, Kosovo has made progress in this area concerning strategic documents. In 2024, it adopted the Strategy for the Intelligent Transport System (ITS) 2024-2030. However, further steps are needed to adopt an Action Plan and secure sufficient resources for implementation. Moreover, the integration of intelligent transport is part of the Multimodal Transport Strategy 2023-2030. As part of this strategy, the implementation of the Intelligent Transport System (ITS) and e-transport is planned, in accordance with the EU ITS Directive, as well as the construction of digital bus stations.

Recommendation: Kosovo should adopt the Action Plan for intelligent transport as soon as possible and secure the necessary

resources for its implementation. Additionally, the implementation of the Intelligent Transport System (ITS) and the construction of digital bus stations should be expedited in line with the EU ITS Directive.

In terms of progress in improving transport, challenges remain in aligning with the EU Acquis, particularly in the road, rail, and air transport sectors. The Law on Roads was adopted in October 2024, but rail legislation still requires further alignment with the EU's Fourth Railway Package. In air transport, Kosovo faces restrictions due to its non-membership in international civil aviation organizations. As part of the European Agenda, efforts to construct the Pristina–Merdare highway and the railway along Corridor 10 have progressed slowly. Additionally, Kosovo has delays in tendering for signaling and telecommunications systems, which are crucial for implementing TEN-T projects.

Recommendation: Kosovo should ensure compliance with EU railway legislation. It should also work towards membership in international civil aviation organizations. To advance TEN-T projects, it is essential to accelerate the construction of the Pristina–Merdare highway and the railway along Corridor 10, as well as eliminate delays in the tendering of signaling and telecommunications systems.

In April 2024, the Government of Kosovo established the Road Safety Council to monitor the implementation of strategies and improve road safety. However, Kosovo still needs to take further steps to raise awareness and achieve international targets for reducing accidents and fatalities by 2030. Alignment with the Directive on Road Infrastructure Safety Management is still incom-



plete, and creating a system to enhance the capacity of road safety inspectors and auditors remains a challenge. The European Reform Agenda also highlights that Kosovo must intensify efforts to establish a road asset management system and align accident data systems with the CADaS protocol. This is essential to fulfill international commitments to reducing road accidents and fatalities by 2030, as set by the UN and the EU.

Kosovo should work on increasing awareness and implementing measures to reduce accidents and fatalities by 2030. Aligning with the Directive on Road Infrastructure Safety Management and establishing a system to enhance the capacity of road safety inspectors and auditors should be a priority. Additionally, efforts should be intensified to create a road asset management system and align accident data with the CADaS protocol to fulfill international commitments.

No Western Balkan country, including Kosovo, has prepared or adopted an Adaptation Strategy for Climate Change in the transport sector. So far, Kosovo has established a working group for drafting the National Strategy for Climate Change Adaptation, aiming to integrate climate resilience plans into the transport network. The Reform Agenda highlights that reducing the environmental impact of transport, through emission reduction and fuel consumption optimization, remains a significant challenge.

Recommendation: Kosovo should accelerate the drafting and adoption of a Climate Change Adaptation Strategy that

includes the transport sector and integrate climate resilience plans into the transport network. Additionally, implementing an Intelligent Transport System (ITS) is essential to mitigate environmental impacts by reducing emissions and fuel consumption.

None of the Western Balkan states have adopted the EU Directive on Alternative Fuel Infrastructure. Kosovo has begun efforts to improve transport sustainability, including investments such as the Loan Agreement for electric buses in Pristina. In May 2024, KESCO, the public energy company, installed charging stations for electric vehicles across all regions of Kosovo as part of an initiative to promote electric vehicles and reduce air pollution. The Reform Agenda emphasizes the need to reduce the environmental impact of transport by decreasing emissions and fuel consumption.

Recommendation: Kosovo should continue implementing infrastructure for alternative fuels and transpose EU Directives on renewable energy use. Furthermore, expanding charging stations for electric vehicles is crucial to supporting a clean environment and reducing transport-related environmental impacts. This should include further investments to promote the use of renewable energy in public transport and electric vehicles.

Detailed data on the implementation level of each sub-area of the Green Agenda Action Plan/Decarbonization and its inclusion in the European Reform Agenda can be found in Table 1.2 in Annex 2 of this Report.



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APPENDIX

1. DETAILED DATA ON THE IMPLEMENTATION OF THE JOINT ACTION PLAN FOR THE REGIONAL MARKET/DIGITALIZATION AND INCLUSION IN THE EUROPEAN REFORM AGENDA

TABLE 1.1: COMMON REGIONAL MARKET – REGIONAL DIGITAL AREA – EUROPEAN REFORM AGENDA – ACTION PLAN

Activity	Time limit	Progress (policies, activities)	Activity in the European Reform Agenda Action Plan	Timeline in the European Reform Agenda
7.1. Digital infrastructure and connectivity	2024	<p>Citing the OECD's 2024 Competitiveness Report on the Western Balkans, the European Commission, in its Country Report, highlighted that Kosovo is the leader in the Western Balkans region in terms of internet access, with 98.6% of households having some form of internet access. This figure exceeds the EU average, which stands at 93.08%. However, Kosovo faces challenges in the use of fixed-line internet, which remains below the regional average. The main factors contributing to this are lower-quality infrastructure, the lack of networks in some areas, affordability issues, and low demand for this type of service.¹</p> <p>The expansion of internet coverage in the country has been supported by the Kosovo Digital Economy Program (KODE), implemented by the Ministry of Economy and supported by the World Bank. Through this program, grants have been provided to private sector companies to invest in internet coverage in rural areas. A total of 203 villages, including 105 schools and 43 healthcare centers, have been connected to the internet through fiber optic cables.</p> <p>From 2021 to the first quarter of 2024, more than 6 mobile towers have been connected to fiber optic technology to prepare for 5G networks.</p> <p>The number of mobile users through 4G and 5G networks is continuously increasing, and so far, mobile internet penetration in Kosovo is approximately 100%.²</p>	In the European Reform Agenda of Kosovo, under the subfield of Digitalization of public services and infrastructures, the creation of a secure, resilient, and sustainable digital infrastructure is planned, including rural and mobile internet infrastructure and the deployment of 5G technology, in alignment with the EU's 5G Cybersecurity Toolbox and mitigation measures to address security risks. In this regard, Kosovo has set as a goal the alignment with the Gigabit Infrastructure Act, the deployment of 5G networks and services to reach 20% of households, and compliance with the EU's 5G Cybersecurity Toolbox. ³	December 2027

¹ The European Commission Country Report 2024, p. 52, 53 in, https://enlargement.ec.europa.eu/document/download/c790738e-4cf6-4a43-a8a9-43c1b6f01e10_en?filename=Kosovo%20Report%202024.pdf

² Interview by KDI with representatives of the Ministry of Economy and written responses in the period May-June 2024.

³ The Instrument for Reform and Economic Growth for the Western Balkans, Kosovo's Reform Agenda (hereinafter: Kosovo's European Reform Agenda 2024), p. 127 in, https://enlargement.ec.europa.eu/document/download/11f55bfd-f916-4456-87d7-5d74d884ab54_en?filename=SWD_2024_243_3_EN_autre_document_travail_service_part1_v3.pdf

2. Establish Broadband Internet Competence Offices (BCOs) in the Western Balkans (where none currently exist) and strengthen their capacity to support broad internet access.	2021	The Kosovo Office for Broadband Competence (BCO) was established within the Ministry of Economy and manages the project for the expansion of fixed broadband internet infrastructure. The Kosovo BCO collaborates and participates in meetings organized by the EU BCO network. ⁴	Although this component is not integrated into Kosovo's European Reform Agenda, the Government of Kosovo should implement the Action Plan's requirement by increasing the capacities of the Broadband Competence Office (BCO) and intensifying cooperation with the EU BCOs for knowledge exchange and integration into the EU network.	n/a
3. Interconnection of academic and research networks in the Western Balkans (WB6), with the support and cooperation of the GEANT network	2022	<p>Kosovo has made progress in improving the academic and research network connectivity. The KODE project established the Kosovo Research and Education Network (KREN) in 2021, and by the end of that year, its Data Center became operational, offering Microsoft Azure and other services to higher education institutions (HEIs). In 2022, KREN successfully connected all HEIs to the pan-European GEANT network. Efforts continued in 2023 and early 2024 to connect 100 primary and secondary schools to KREN, with plans to reach 220 schools by the end of 2024. KREN has also established strong cooperation with GEANT and national regional research and education networks (NREN).⁵</p> <p>In July 2024, representatives of GEANT visited Kosovo and met with the Ministry of Economy. The CEO of GEANT praised the rapid development of KREN since its establishment in November 2022, highlighting significant advancements in its services over a short period. Additionally, the connection of 100 local schools to the high-speed KREN network was acknowledged, along with the importance of Kosovo's young and tech-savvy population for the development of innovative solutions.⁶</p>	In Kosovo's European Reform Agenda, within the Education sector, based on the Education Strategy 2022–2026, it has been determined that a digitalized education system will be introduced by implementing digital infrastructure in schools, providing digital learning materials, and developing the digital skills of teachers. However, in this document, apart from the Ministry of Education, Science, and Technology (MASHT), the Kosovo Research and Education Network (KREN) is not identified as one of the bodies that could contribute to this process. A coordination between MASHT and ME/KREN is necessary.	December 2027

⁴ Interview by KDI with representatives of the Ministry of Economy and written responses in the period May-June 2024.

⁵ Interview by KDI with representatives of the Ministry of Economy and written responses in the period May-June 2024.

⁶ See in, <https://connect.geant.org/2024/07/31/geants-ceo-visit-in-south-east-europe-strengthening-re-collaboration-in-the-region-and-supporting-colleagues-in-bosnia-herzegovina-part-2>

4. Develop a 5G road-map for the Western Balkans (WB6) and ensure effective implementation within the defined timeline.	2023	<p>Although the Kosovo Digital Agenda Strategy 2030, approved in June 2023, includes plans for the development of the 5G network,⁷ in the Country Report, the European Commission has highlighted that there are delays in the development of the 5G network in Kosovo.⁸</p> <p>The frequency release plan, approved by the Regulatory Authority for Electronic and Postal Communications (ARKEP), includes key frequency bands for 5G and has allocated the 800 MHz and 3.5 GHz bands for existing operators. Since the beginning of 2023, 5G coverage has been available in city centers, and by 2024/25, the 5G network is expected to cover major corridors such as Morinë-Prishtinë and Prishtinë-Hani i Elezit.</p>	<p>In the European Reform Agenda of Kosovo, it is stipulated that Kosovo will harmonize its legislation with the EU's Gigabit Infrastructure Act and implement measures to ensure the deployment of 5G infrastructure, in line with the EU's 5G Cybersecurity Toolbox. In this regard, the goal is to deploy 5G networks and services to reach 20% of households.⁹</p> <p>To further align with the action plan, Kosovo needs to improve regional coordination by collaborating more closely with the Western Balkan economies to harmonize the 5G spectrum and licensing. It is essential to ensure that all major industrial cities have 5G coverage and to continue with the planned 5G coverage for the key corridors, Morinë-Prishtinë and Prishtinë-Hani i Elezit, by the end of 2024/25.</p>
5. Reduce roaming charges intra-WB6 and EU-WB through implementation of WB Roaming Agreement and the Roadmap for lowering the roaming charges between EU and WB		<p>Kosovo has successfully implemented the Regional Roaming Agreement (RRA) with the Western Balkan countries, which came into effect on July 1, 2021, in compliance with the terms and criteria of the agreement.¹⁰</p> <p>The RRA is considered one of the most important achievements of the Digital Agenda for the Western Balkans, as well as the Multi-Annual Action Plan for the Regional Economic Area in the Western Balkans and the Common Regional Market.¹¹</p> <p>The EU Report on Kosovo for 2023 has also reconfirmed that Kosovo has constructively engaged in the high-level regional dialogue for digital transformation and the implementation of the Regional Roaming Agreement.¹²</p>	<p>The European Reform Agenda of Kosovo highlights as a key achievement Kosovo's constructive engagement in the regional dialogue for digital transformation and its role in the implementation of the Regional Roaming Agreement since July 2021.¹³</p>

⁷ See the Digital Agenda of Kosovo 2030 in, <https://arKomisionitEvropianp-rks.org/desk/inc/media/82582FB3-CD31-4D3D-A2AA-F7CC21ACADCA.pdf>

⁸ European Commission Country Report 2024, p.70.

⁹ European Reform Agenda of Kosovo 2024, p.127.

¹⁰ Interview by KDI with representatives of the Ministry of Economy and written responses in the period May-June 2024.

¹¹ See more about Roaming at, https://www.rcc.int/priority_areas/53/roaming

¹² European Commission Country Report 2023, p. 69.

¹³ European Reform Agenda of Kosovo 2024, p. 12.

REGIONAL ACTIONS

5.1. The final phase of completing the Regional Roaming Agreement	2021	<p>The Action Plan has set zero retail roaming charges within the WB6 region since July 1, 2021.</p> <p>The ultimate goal of the Regional Roaming Agreement (RRA) to introduce the Roam Like at Home (RLAH) regime in the region since July 1, 2021, was successfully achieved, creating a roaming-free WB region. This means that currently, consumers in the Western Balkans do not pay additional charges for calls, SMS, and mobile data while roaming within the region, compared to what they pay at home.</p> <p>¹⁴ The introduction of the RLAH regime on July 1, 2021, resulted in a significant increase in roaming consumption and user engagement with all roaming services in the region, thus confirming the high sensitivity of roaming prices in the Western Balkans.¹⁵</p>	n/a
5.2. Finalize the Roadmap for lowering the roaming charges between EU and WB and effective implementation in line with the defined timeline	2021	<p>The Action Plan outlines the reduction of roaming charges between the Western Balkans (WB) and the European Union (EU) in accordance with the agreed points in the detailed plan.</p> <p>At the EU-Western Balkans Summit on December 6, 2022, 38 telecommunications operators from the EU and the Western Balkans signed a Roaming Declaration to reduce roaming charges between the regions starting from October 1, 2023. The agreement will reduce the maximum retail price for 1 gigabyte of data from €18 in 2023 to €14 in 2026 and €9 in 2028, with planned annual reviews. However, the current voluntary agreements do not fully address the needs of users. Therefore, further reductions in roaming prices and the introduction of an RLAH+ model are necessary to ultimately eliminate roaming charges completely.¹⁶</p> <p>In the 2024 Country Report for Kosovo, the European Commission highlighted that the Action Plan for Roaming between the Western Balkans and the EU has entered its first phase of implementation.¹⁷</p>	<p>Although it is not specified in the European Reform Agenda, Kosovo should work on implementing the roadmap for reducing EU-Western Balkans roaming charges and continue cooperation with regional partners and the EU in this regard. Furthermore, it should communicate the benefits of reduced roaming charges to the public and businesses to maximize the impact of the agreement.</p>

¹⁴ See more at, https://www.rcc.int/priority_areas/53/roaming

¹⁵ Same source, p.30.

¹⁶ Interview by KDI with representatives of the Ministry of Economy and written responses in the period May-June 2024.

¹⁷ European Commission Country Report 2024, pp. 58.

7.2. DIGITAL SKILLS AND COMPETENCE

1. Developing digital skills strategies and reaching an agreement on short and mid-term regional digital upskilling actions	2022-2023	<p>In June 2024, Kosovo signed an Association Agreement with the European Commission to join the European Digital Program funded by the EU, aimed at increasing access to digitalization for individuals, businesses, and institutions.¹⁸</p> <p>Additionally, the Education Strategy 2022-2026 was adopted in November 2022, one of its main areas being Digital Education, which focuses on improving digital skills for citizens.¹⁹</p> <p>In the Digital Agenda 2030, “Population with digital skills” is one of the objectives of the Strategy.²⁰</p> <p>Additionally, the recently approved e-Government Strategy 2023-2027 outlines essential reforms in digital governance in Kosovo. The strategy emphasizes the need for a more cohesive approach, focusing on coordinating e-governance, cybersecurity, attracting and retaining talent, and developing digital skills.</p> <p>However, the 2023 EC Country Report highlighted that for successful implementation, the Ministry of Education, Science, and Technology (MASHT) must ensure the necessary human and financial resources.²¹</p>	In the European Reform Agenda of Kosovo, digital transformation is one of the pillars of this document, and as a strategic document, it refers to the Education Strategy 2022-2026 and the Digital Agenda 2023.	December 2026 – 2027
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¹⁸ Same source, p.70.

¹⁹ Regional Cooperation Council, Regional Common Market Report 2022, p.34.

²⁰ Same source.

²¹ European Commission Country Report 2023, pp.105.

2. Create a repository of courses and other training programs developed by various organizations, including MOOCs with established universities, based on the Western Balkans gap analysis and digital skills needs for targeted groups.	2022-2023	<p>The goal of the Action Plan in this regard is to enhance digital skills for various groups. Every year, at least 50 individuals should be trained.</p> <p>To address the digital skills gap, Kosovo has trained over 1,500 beneficiaries through the EU's IPA project and an additional 900 young people through the World Bank's KODE Project, with plans to reach 2,000 by the end of 2024. Furthermore, the Ministry of Economy is supporting the development of the ICT sector by establishing a Technical Park in Pristina to foster the private sector and creating a Digital Excellence Center in Prizren to advance knowledge in emerging ICT trends such as 5G, IoT, AI, big data, and 3D printing.²²</p>	<p>In the European Reform Agenda of Kosovo, it is emphasized that digitalization in education faces challenges such as inadequate infrastructure, lack of digital education among teachers and students, inequalities in access, and insufficient funding. These challenges hinder the effective integration of digital tools, resulting in unequal learning opportunities and impeding overall educational progress.²³</p> <p>However, through the implementation of digital infrastructure in schools and aiming to achieve a high level of digital competence for teachers, as well as the development of digital learning materials, Kosovo's education system is expected to undergo a digital transition. Furthermore, raising public awareness about the opportunities for developing digital skills will help drive employment and economic growth. The goal, based on the Education Strategy 2022–2026, is to introduce a digitized education system by implementing digital infrastructure in schools, offering digital learning materials, and developing the digital skills of teachers. Additionally, the development of infrastructure and human capital in the fields of ICT and the Digital Economy is also a key priority.²⁴</p> <p>The level of digital competencies within the education system has not yet been assessed. Therefore, the Program emphasizes that, first, a comprehensive assessment is required to identify the exact needs. According to the Ministry of Education, Science, and Technology (MASHTI), investments are needed in the digital competencies of students, educators, and teachers at all levels, as well as for all personnel in educational institutions of all types and educational levels.²⁵</p> <p>By the end of 2026, at least 40% of teachers should be able to demonstrate a basic level of digital competencies for educators.²⁶</p>	December 2026-2027
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22 Interview by KDI with representatives of the Ministry of Economy and written responses in the period May-June 2024.

23 European Reform Agenda of Kosovo 2024, pp.14.

24 European Reform Agenda of Kosovo 2024, pp. 25.

25 Same source, p. 70,71.

26 Same source.

3. Develop Digital Education Action Plans and promote equality in access, in particular for disadvantaged groups and minorities, particularly Roma		The Government of Kosovo in 2022 approved the Strategy for the Inclusion of Roma and Ashkali Communities in Kosovo's Society 2022-2026 and the Action Plan 2022-2024. ²⁷ However, this Strategy does not foresee digital education for disadvantaged groups and minorities. Similarly, the Digital Agenda 2030 does not include any specific measures for these groups. Similarly, no measures are foreseen in the Action Plan for the Rights of Persons with Disabilities in the Republic of Kosovo 2021-2023. ²⁸	In the European Reform Agenda of Kosovo, it is emphasized that digitalization in education faces issues such as inadequate infrastructure, lack of digital education among teachers and students, inequalities in access, and insufficient funding. These challenges hinder the effective integration of digital tools, resulting in unequal learning opportunities and impeding overall educational progress. However, in this document, there is no specific mention of disadvantaged groups and minorities.	December 2026-2027
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THE DIGITAL ECONOMY IN THE ERA OF THE NEW ICT TECHNOLOGIES

1. Organizing regular high-level meetings, including the Annual Digital Summit, to ensure the digital agenda remains at the forefront of regional transformation.	Vjetore	So far, there have been six digital summits held in the Western Balkan countries. The most recent digital summit took place in 2023 in Sarajevo. Meanwhile, the fourth digital summit in 2021, held in Podgorica, and the summit in 2022, held in Pristina, highlighted the priorities for improving the digital environment in the Western Balkans for the following year. ^{29dhe30} Furthermore, the regular ministerial meetings on ICT also serve as a high-level platform to address key regional actions towards a more digitally connected region. ³¹	In the European Reform Agenda of Kosovo, it is highlighted that the hosting of the Western Balkans Digital Summit in Pristina in September 2022 further emphasized Kosovo's commitment to digitalization. ³²	
2. Approximation of metadata standards for open data at regional level based on EU standards, to be implemented throughout the region and to foster the open data principle	2023	This category of the Action Plan for TBR envisions the application of EU standards for open data at the regional level. Additionally, it aims to enable the use of data for government needs and broader public sector research. In order to increase transparency and accountability in the public administration, the Government of Kosovo is implementing the Open Data Initiative, managed by the Ministry of Public Administration.³³ However, according to the 2024 Country Report, Kosovo still needs to harmonize its legislation with the EU acquis on open data and the reuse of public sector information.³⁴	Although not explicitly listed as a category in the European Reform Agenda, Kosovo needs to work on aligning its open data standards with those of the EU. Additionally, Kosovo should promote the use of open data to meet the needs of the broader public sector and research, ensuring that data is accessible and usable for these purposes.	

27 See the Strategy for the Inclusion of Roma and Ashkali Communities in Kosovo Society 2022-2026 and the Action Plan 2022-2024 at, <https://shorturl.at/bx1bn>

28 See the Action Plan for the Rights of Persons with Disabilities in the Republic of Kosovo 2021-2023 at, <https://shorturl.at/RUilF>

29 Regional Cooperation Council, Regional Common Market Report 2021, p. 15.

30 Regional Cooperation Council, Regional Common Market Report 2022, p. 21.

31 Regional Cooperation Council, Regional Common Market Report 2021, p. 15.

32 European Reform Agenda of Kosovo 2024, pp. 12.

33 Ministry of Internal Affairs of Kosovo, Open Data at, <https://mpb.rks-gov.net/ap/page.aspx?id=2,33>

34 European Commission Country Report 2024, pp. 70.

3. Reaching an agreement on regional interoperability of toll services in West Bengal.	2022-2024	<p>The Action Plan for TBR envisions reaching an agreement on a unified payment system in the Western Balkans to enable seamless cross-border travel.</p> <p>The path towards achieving interoperability includes legal, technical, and operational arrangements, including compliance with EU directives, harmonized protocols for data exchange, and investment assessments for system improvements. Western Balkan countries should consider implementing a phased approach to unify their electronic payment systems. Utilizing existing infrastructure and gradually aligning with EU standards will pave the way for seamless interaction, ensuring cost-effective operations and facilitating regional integration.³⁵</p> <p>Top of Form</p>	<p>Although not mentioned in the European Reform Agenda, the 2024 Country Report from the European Commission calls for Kosovo to harmonize its legislation with the European Interoperability Framework and the European Interoperability Act. According to this, Kosovo authorities must ensure and facilitate equal access to online services for all and intensify efforts to align the legal framework with the Digital Services Act (DSA) and the Digital Markets Act (DMA). This alignment will be crucial for improving Kosovo's digital infrastructure and fostering better integration with EU standards.</p>	
4. Agreement on principles and standards used for smart cities, based on EU standards, with the aim of ensuring data and service interoperability.	2023	<p>The objective of the Action Plan is to improve the exchange of applied standards for key services, best practices, etc. Additionally, it aims to create a network of smart cities across the Western Balkans.</p> <p>In May 2024, the Ministry of Economy and the municipality of Gjiilan signed a Memorandum of Understanding for the implementation of the "Pilot Smart City Concept (Neutral Host)" project in the Municipality of Gjiilan, with a financial value of €550,000. The "Smart City" project enables the municipality to better manage resources and provide improved services, relying on data from various sensors and the insights derived from their interpretation. This initiative aligns with regional efforts to advance smart city concepts, enhancing the digital infrastructure and overall quality of life.³⁶</p> <p>In January 2025, the Vice Mayor of the Municipality of Pristina presented the "Pristina Smart City" project, which aims to create an advanced digital infrastructure for the city. This project will include systems for monitoring vehicle traffic, managing traffic flow, measuring air quality, as well as implementing new technologies and management systems that will contribute to improving public services and urban life. The goal is to make Pristina more modern, sustainable, and efficient, enhancing the quality of life for its residents and promoting environmentally friendly practices.³⁷</p>	<p>Intelligent and sustainable transport is also listed in the European Reform Agenda. In this regard, the Government of Kosovo, specifically the Ministry of Economy, should expand the practice of the Agreement with the Municipality of Gjiilan for Smart Cities to other municipalities as well.</p>	2026

³⁵ Transport Community Report, Tolling Interoperability in Western Balkans Executive, at <https://www.transport-community.org/wp-content/uploads/2023/04/TC-WB-Interoperability-ExecSummary-202211.pdf>

³⁶ The Ministry of Economy and the Municipality of Gjiilan sign the Agreement for the implementation of the "Smart City" Project, May 2024, in <https://me.rks-gov.net/blog/ministria-e-ekonomise-dhe-komuna-e-gjilanit-nenshkruaje-marreshshjen-per-realizimin-e-projektit-qyteti-i-mencur/>

³⁷ The Deputy Mayor of the Municipality of Pristina presents the 'Pristina Smart City' project, January 2025, in, <https://ata.gov.al/2025/01/09/nenkryetari-i-komunes-se-prishtines-prezanton-projektin-prishtina-smart-city/>

5. Conduct regional actions to promote Artificial Intelligence (AI) in specific areas based on EU practices.	2024	<p>Regarding Artificial Intelligence (AI), the Western Balkans committed to establishing a high-level regional Task Force that will work on all aspects of AI to ensure synergy with the EU. This was agreed upon at the 5th Digital Summit of the Western Balkans, held in Pristina, Kosovo, on September 21-22, 2022. To better address cybersecurity threats, the region decided to enhance cooperation within the region, as well as with the EU, particularly the European Commission and the European Union Agency for Cybersecurity. The goal is to increase protection of critical infrastructure, prevent and detect cyber threats, as well as detect and effectively respond to incidents.³⁸</p> <p>A study by the SHARE Foundation has revealed that the Western Balkan countries currently have insufficient regulations to meet the demands of the digital age. The existing legislation is often outdated, fragmented, and does not meet European standards, particularly in the management of artificial intelligence.³⁹</p> <p>In May 2024, the EU approved an Artificial Intelligence Act. This could serve as an example for Kosovo and the countries in the region to draft legislation on AI.</p>	Although a current development, the promotion and regulation of Artificial Intelligence (AI) has not been included in Kosovo's European Reform Agenda.
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PRIORITY AREA: REGIONAL ACTIONS

6. Undertaking regional activities to facilitate Western Balkans participation in European Union High Performance Computing (HPC) programmes.	2023-2024	<p>The Action Plan for TPR states that by 2024, all economies in the Western Balkans should be integrated into the EU's high-performance computing network. Furthermore, the use of the Western Balkans Investment Framework (WBIF) should be increased to support HPC projects and investments in the region. The European Joint Undertaking for High-Performance Computing (Euro HPC) aims to improve the quality of life for European citizens, advance science, enhance industrial competitiveness, and ensure Europe's technological autonomy. It is a legal and financial entity established in 2018 and based in Luxembourg. It brings together resources from the European Union, 32 European countries, and three private partners. From the Western Balkans, only Montenegro, North Macedonia, and Serbia are involved.⁴⁰</p> <p>So far, Kosovo has not utilized the services offered by Euro HPC. However, there is ongoing consideration within Kosovo regarding the possible adoption of these services in its future efforts.⁴¹</p> <p>The criteria for accessing EuroHPC resources are similar to those for accessing general HPC services. These often include eligibility requirements, an application process outlining computing needs, compliance with usage policies, demonstration of expertise, potential fees, and management of resource availability during high-demand periods. However, specific details may vary depending on the EuroHPC initiative and its partner structures.</p>	n/a
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38 Same source.

39 See this study in,

<https://www.sharefoundation.info/en/digital-ecosystem-of-the-western-balkans-from-regulatory-gap-to-systemic-approach/>

40 Official EU website, European Joint Undertaking for High-Performance Computing at, <https://rb.gy/fbonjt>

41 Interview by KDI with representatives of the Ministry of Economy, November 2023.

7. Undertaking regional activities to improve the availability, analysis, and monitoring of high-quality digital economy statistics, building on the EU Digital Economy and Society Index (DESI) and the International Telecommunications Union's ICT Development Index (ITU).	2022	<p>According to the 2024 Country Report, Kosovo has made progress in the field of statistics, including the distribution of new statistical products and improvements in data transmission to Eurostat. The population and housing census was conducted, and preliminary results were published in July 2024. For 2025, the European Commission has recommended that Kosovo ensure better access to administrative data, especially from Tax Authorities and Customs, and continue to increase the number of statistical products and their distribution.⁴² Similarly, Kosovo needs to increase its capacity to report on government finance statistics according to ESA 2010 and ensure regular monitoring of the standards.⁴³</p> <p>Additionally, the implementation of the legal framework for statistical infrastructure in Kosovo needs to be strengthened. The Kosovo Agency of Statistics (ASK) must improve its role as the main authority for official statistics, increase coordination between national institutions, and ensure better access to administrative data. The infrastructure and internal systems of ASK require continuous improvements, and management processes remain challenging. The transmission of data to Eurostat is improving, and ASK launched a new website in July 2023, which should be further developed with more content.⁴⁴</p>	n/a
8. Regional cooperation for the exchange of good practices in the field of digital transformation, particularly e-government.	Vjetore	<p>During 2023, Kosovo also approved its <i>Strategy for Electronic Governance 2023-2027</i>.⁴⁵ The 2024 Country Report highlights this achievement; however, it points out that the number of services remains low, representing only 10% of the public services available online.⁴⁶</p> <p>The e-Government portal of Kosovo is functional. The platform offers over 150 fully digitalized services.⁴⁷</p> <p>Kosova has significantly expanded its range of services on the e-government platform and has initiated plans to modernize and digitize permits and licenses within the same platform.⁴⁸</p>	<p>In the Reform Agenda of Kosovo, e-Government is mentioned, December 2027 highlighting that the number of online services provided is still low.⁴⁹</p> <p>This document aims that, with the planned steps and additional efforts, at least 50% of the 700 public services according to the service catalog will be provided online through the e-Kosova portal by the end of 2027.⁵⁰</p>

42 European Commission Country Report 2024, pp.10.

43 Same source, p.15.

44 Same source, p.55.

45 See the e-Government Strategy here, <https://rb.gy/7h760z>

46 European Commission Country Report, pp.70.

47 European Commission Country Report 2023, pp.96.

48 Same source, p.103.

49 See the Reform Agenda for Kosovo, p. 43 in, https://enlargement.ec.europa.eu/document/download/11f55bfd-f916-4456-87d7-5d74d884ab54_en?filename=SWD_2024_243_3_EN_autre_document_travail_service_part1_v3.pdf

50 Same source, p. 44.

7.4. TRUST AND SECURITY

1. An agreement on minimum technical standards and specifications to allow the exchange of data and documents, as well as conduct pilot activities	2021 Pilotimi 2022- 2023	<p>According to the 2024 Country Report, the amount of information exchanged by Kosovo through the Secure Information Exchange Network Application (SIENA) has significantly increased.⁵¹</p> <p>However, according to the European Commission, further efforts are needed to strengthen coordination and timely data exchange between key institutions in the country.⁵²</p> <p>The Customs of Kosovo systematically exchanges data on the cross-border movement of goods between the economies of the Western Balkans.⁵³</p> <p>At the regional level, CEFTA Traces NT was launched in July 2022 and was piloted to enable the exchange of data and documents related to phytosanitary certificates and common health documents. The new version of the Transparency Package is hosted on the CEFTA cloud and brings a significant improvement compared to the previous state. The system uses the latest technology, is more secure, more powerful, and easier to maintain. All databases have been enhanced functionally and technically, and user manuals have been distributed, with users having received training.⁵⁴</p>	<p>The European Reform Agenda highlights that there is currently a contact point within the Kosovo Police serving as a liaison for OLAF (European Anti-Fraud Office) to facilitate the exchange of information and coordinate joint efforts and overall cooperation.⁵⁵</p> <p>Additionally, one of the plans established is the coordination agreements with the European Commission, alongside the existing direct channels with the EU Office in Kosovo. This is considered necessary for the swift and effective exchange of information, coordination of activities, and alignment of messages. Furthermore, based on the communication guidelines and visibility of the EU, another goal is to ensure transparency and full compliance in communication.⁵⁶</p>
2. Aligning regional actions to ensure the protection of personal data and privacy in Western Balkans, based on EU standards	2023	<p>Kosovo's laws on personal data protection closely align with EU legislation. The Agency for Information and Privacy monitors the implementation of the law. The legal framework has been strengthened with regulations and guidelines for controllers and inspections. Despite budget and workforce limitations, the Agency handles complaints about access to public documents and data protection issues independently and effectively.⁵⁷</p> <p>In September 2023, a high-level event on data protection in the Western Balkans and the Eastern Partnership region was organized by SIGMA and other regional organizations. Representatives from 11 countries, including 6 from the Western Balkans, discussed challenges and opportunities, emphasizing the need for international cooperation and the importance of aligning Data Protection Authorities with emerging technologies.⁵⁸</p>	<p>The European Reform Agenda does not include the issue of personal data protection.</p>

51 European Commission Country Report 2024, pp.8.

52 Same source, p.58.

53 Same source, p.77.

54 Regional Cooperation Council, Regional Common Market Report 2022, pp.16.

55 European Reform Agenda of Kosovo 2024, pp.115.

56 European Reform Agenda of Kosovo 2024, pp. 122.

57 European Commission Country Report 2023, pp.31.

58 See more at, <https://rb.gy/c2zq8e>

3. Developing mentoring programs for Western Balkans Computer Security Incident Response Teams (CSIRTs) and other institutions as part of long-term collaboration with advanced CSIRTs and other partners.	2023	<p>According to the 2024 Country Report, regarding digital trust and cybersecurity, Kosovo has strengthened its legal and strategic framework for cybersecurity. The Cybersecurity Law is partially aligned with the NIS Directive.⁵⁹ However, the European Commission has requested Kosovo to align its legislation with the European Electronic Communications Code, the EU Network and Information Security Directive (NIS2), the EU Toolbox for 5G Security, the Digital Services Act, and the Digital Markets Act.⁶⁰</p> <p>The Cybersecurity Law was passed by the Kosovo Assembly in February 2023. Additionally, the National Cybersecurity Strategy 2023-2027 was approved in September 2023.</p> <p>In March 2024, the National Cybersecurity Training Center was inaugurated, aiming to enhance cybersecurity through specialized training and support for both the public and private sectors.⁶¹</p> <p>A BIRN study conducted in June 2023 highlights a significant increase in cyberattacks, particularly across the Balkans from 2020 to 2023. This rise is linked to the greater use of the internet and reliance on biometric and digital identity technologies. Countries such as Albania, Bosnia and Herzegovina, North Macedonia, Kosovo, and Serbia have faced heightened cyber threats. Kosovo has responded by strengthening its cybersecurity framework. The findings emphasize the urgent need for increased public awareness, improved cybersecurity policies, and greater regional cooperation to address these evolving threats and protect critical digital infrastructure.⁶²</p> <p>On October 16, 2023, during the Berlin Process Summit in Tirana, a treaty was signed to establish the Western Balkans Cyber Capacity Center (WB3C) as an international organization. This initiative aims to enhance cybersecurity resilience in the region by providing training and fostering cooperation on cybersecurity and cybercrime. WB3C, expected to become operational by 2025, will unite regional and international partners to improve cybersecurity capacities and strengthen ties between the Western Balkans and the EU.⁶³</p>	<p>The European Reform Agenda places significant emphasis on cybersecurity issues. It foresees the creation of an improved framework for cyber resilience by strengthening the capacities of the relevant institutions. In this context, the Reform Agenda will ensure that government CERTs (Computer Emergency Response Teams) are fully operational and that Kosovo has integrated the frameworks for crisis management and cybersecurity, as outlined in the relevant EU acts.⁶⁴</p> <p>Regarding cybersecurity, within the framework of the European Reform Agenda, Kosovo has outlined a comprehensive framework for cyber resilience (including the implementation of NIS2 Directive requirements and strengthening the relevant institutions). In this regard, it is aimed that both the national CERT and the government CERT will be operational and achieve at least the “accredited” status in the TF CSIRT Trusted Introducer. Additionally, the adoption of a new cybersecurity law by the Parliament, fully aligned with the EU’s NIS2 Directive, is planned.⁶⁵</p>	June 2026-2027
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59 European Commission Country Report 2024, pp.70.

60 Same source, p.14.

61 See more at, <https://kryeministri.rks-gov.net/en/blog/the-state-training-center-for-cyber-security-is-inaugurated/>

62 See the BIRN article at, <https://rb.gy/nef04z>

63 See more at, <https://rb.gy/q3iesb>

64 European Reform Agenda of Kosovo 2024, pp.14.

65 Same source, p. 128.

4. Strengthening cybersecurity capacities in the WB region through cooperation with the European Union Agency for Cybersecurity (ENISA)	2021-2024	<p>The action plan calls for strengthening cybersecurity in the Western Balkans through cooperation with the European Union Agency for Cybersecurity (ENISA) by improving Computer Security Incident Response Teams (CSIRTs), providing technical training, and enhancing cooperation and information exchange to protect critical infrastructure.</p> <p>In May 2023, the EU launched the “EU Internal Affairs Program in Kosovo,” an important initiative aimed at strengthening Kosovo’s internal affairs sectors’ alignment with European standards and best practices. The program aims to address critical reform areas in Kosovo, including the protection of critical infrastructure and cybersecurity. The project provides support to the Ministry of Internal Affairs in identifying and defining national and European critical infrastructures, as well as supporting the development of security plans for operators. It also aims to align Kosovo’s legal and institutional framework with EU standards.⁶⁶</p>	n/a
5. Enhancing the resilience of cyberspace in WB through increased participation of business community in strengthening cybersecurity capacities in WB	2022-2023	<p>In Kosovo, the Cybersecurity Law stipulates that the Cybersecurity Agency, established by this law, will create a communication platform for citizens and businesses, which will be available 24/7 for reporting cyber incidents.</p> <p>Additionally, the business community and civil society will be represented in the State Cybersecurity Council, which is an independent advisory body composed of all relevant stakeholders.⁶⁷</p> <p>Regarding the regional level, Kosovo’s National Cybersecurity Strategy 2023-2027 foresees increasing Kosovo’s presence in international and regional cybersecurity organizations and forums. Furthermore, it aims to promote national cooperation across all sectors and position Kosovo as a competent actor for international cooperation at both the regional and global levels.⁶⁸</p>	<p>The European Reform Agenda envisions the creation of a Government Task Force (GTF) dedicated to ensuring compliance with the EU 5G cybersecurity toolbox. The GTF will be officially mandated by a government decision. This group will include representatives from the relevant government ministries, regulatory authorities, telecommunications operators, cybersecurity experts, academia, and other key stakeholders.⁶⁹</p>

⁶⁶ Official EU website, EU launches Kosovo Internal Affairs Program to Strengthen Cooperation and Rule of Law in Kosovo, https://www.eeas.europa.eu/delegations/kosovo/eu-launches-kosovo-home-affairs-programme-strengthen-cooperation-and-rule-law-kosovo_en?s=321

⁶⁷ Same source.

⁶⁸ Kosovo National Cybersecurity Strategy 2023-2027 at, <https://shorturl.at/2t0NY>

⁶⁹ European Reform Agenda of Kosovo 2024, pp.47.



APPENDIX 2

1. DETAILED DATA ON THE IMPLEMENTATION OF THE JOINT ACTION PLAN FOR THE GREEN AGENDA/DECARBONIZATION AND INCLUSION IN THE EUROPEAN REFORM AGENDA

**TABLE 1.2: GREEN AGENDA/DECARBONIZATION
– EUROPEAN REFORM AGENDA – ACTION PLAN**

Activity	Time limit	Progress (policies, activities)	Activity in the European Reform Agenda Action Plan	Time-line in the European Reform Agenda
1. Complying with EU Climate Law with the vision of achieving climate neutrality by 2050	2025	<p>The European Commission has highlighted that Kosovo is in an early stage of preparation in the field of climate and has made limited progress, with the adoption of the Climate Change Law in December 2023 being the only significant development.⁷⁰</p> <p>This law is partially in line with the EU Regulations and Directive on Energy and Climate Governance, monitoring of greenhouse gas emissions, and emissions trading.⁷¹</p>	n/a	

70 European Commission Country Report 2024, pp.18.

71 See the law at, <https://gzk.rks-gov.net/ActDetail.aspx?ActID=85112>

Setting Energy and Climate Goals by 2030	2022	<p>Kosovo has set several energy and climate objectives in its Kosovo Energy Strategy 2022-2031, as follows:</p> <ul style="list-style-type: none"> • The distribution and consumption of energy from renewable sources is targeted to reach 32% by 2030. Kosovo's target in this regard is the lowest compared to the targets set by other countries in the region.⁷² • The maximum share of primary energy consumption (with primary energy in Kosovo coming from coal) is targeted to be 2.70 Mtoe (million tons of oil equivalent) by 2030.⁷³ • The maximum share of final energy consumption is targeted to be 1.80 Mtoe (million tons of oil equivalent) by 2030. • Kosovo's target for greenhouse gas emissions compared to 2016 levels, and the absolute emissions in 2030, aims for a reduction of 16.3%. This target is the lowest compared to other countries in the region. Additionally, the goal is to emit only 8.95 MtCO₂ (million metric tons) of greenhouse gases in 2030, which is higher compared, for example, to Montenegro and North Macedonia, which aim to emit only around 2 MtCO₂.⁷⁴ <p>After the adoption of the Law and the drafting of the legislative plan for secondary acts, work has begun on the development of secondary legislation stemming from Law no. 08/L-258 on the Promotion of Renewable Energy Use.</p> <p>So far, the Guidance for the competitive bidding process for providing support for renewable energy has been approved on 17.12.2024, while 4 draft administrative guidelines have been drafted and are awaiting submission for preliminary and public consultation.</p>	<p>In the Reform Agenda, it is specified that the draft National Energy and Climate Plan outlines the objectives for reducing CO₂ emissions, increasing the share of renewable energy in final consumption, and improving energy efficiency by 2030. This reform emphasizes providing clean energy primarily through the modernization and construction of critical infrastructure to meet the 2030 targets set at the Ministerial Meeting of the Energy Community in December 2022 and incorporated into Kosovo's National Energy and Climate Plan.⁷⁵</p> <p>However, the document further states that despite the commitment to meet these 2030 objectives and progress towards decarbonization, Kosovo faces several challenges. These challenges include limited human and professional capacities, restricted access to international financial mechanisms, and political constraints. Given these challenges, particularly related to capacities, and considering the specific natural resources and political circumstances, Kosovo is in the early stages of addressing decarbonization efforts. Therefore, the implementation of the National Energy and Climate Plan will begin with addressing the necessary prerequisites for its successful execution.⁷⁶</p>	December 2025
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72 Official UNDP website at, <https://climatepromise.undp.org/what-we-do/where-we-work/kosovo>

73 Regional Cooperation Council (RCC), 2022 Green Agenda Implementation Report, pp.10 at, <https://shorturl.at/9swvD>

74 Same source.

75 European Reform Agenda of Kosovo 2024, pp.51.

76 Same source, p.52.

3. Developing and implementing integrated energy and climate plans.	2022	<p>With the adoption of the Regulation on Governance in the Energy Community Ministerial Council in 2021, the development and approval of the Integrated National Energy and Climate Plans (INECPs) became a legal obligation for Kosovo and other Western Balkan countries. INECPs are an important tool for guiding the energy transition, setting the energy and climate goals of the economy, as well as the policies and measures to achieve them. According to the Regulation, drafts of the INECPs must be submitted for review and opinion by the Energy Community Secretariat by June 2023 and adopted by June 2024.⁷⁷</p> <p>Kosovo has not yet completed the National Energy and Climate Plan, which has been under development since 2018. It was officially sent for comments to the Energy Community Secretariat on July 12, 2023. On December 29, 2023, the Secretariat sent comments on the draft of the NECP, and from March 25-27, 2024, a workshop was held to review them. Experts from GIZ and GET have processed these comments into the draft document. From May to December 2024, the draft was made available for public consultation.^{78dhe79} Although it was initially planned for approval in December 2024, this was not achieved.</p> <p>In the 2024 Country Report, the European Commission has urged Kosovo to approve its National Energy and Climate Plan as soon as possible in 2025, in line with the recommendations of the Energy Community Secretariat.⁸⁰</p>	<p>The Reform Agenda is aligned with the broader framework for environmental governance, including Kosovo's National Energy and Climate Plan. The reforms identified under the Reform Agenda are in line with the National Energy and Climate Plan, focusing on reducing greenhouse gas emissions and increasing the use of renewable energy.⁸¹</p>	December 2025
4. Preparation and implementation of climate change adaptation strategies	2028	<p>A Climate Adaptation Strategy has not yet been adopted in Kosovo. The development of this strategy was expected to begin in the second half of 2024.⁸²</p> <p>However, there are established documents that regulate issues related to climate change. In February 2019, the Government of Kosovo at the time adopted the Climate Change Strategy 2019-2028 and the Action Plan 2019-2021, but this Action Plan now needs to be updated.⁸³</p>	<p>The planned investments under the Reform Agenda aim to ensure the proper implementation of laws and procedures related to environmental protection, including a Strategic Environmental Assessment (SEA) in the policy and strategic planning stages, an Environmental and Social Impact Assessment (ESIA) at the project level, and public consultations. For each action, Kosovo will need to assess the potential for increasing sustainability and mitigating the risks of climate change by applying the integration of climate change adaptation and protection measures.⁸⁴</p>	

77 Same source, p. 12.

78 KDI Interview with representatives of the Ministry of Economy and written response in May-June 2024.

79 See at, <https://konsultimet.rks-gov.net/viewConsult.php?ConsultationID=42695>

80 European Commission Country Report 2024, pp.17.

81 Same source, p.10.

82 KDI Interview with representatives of the Ministry of Environment, Spatial Planning, and Infrastructure, November 24, 2023, Pristina.

83 Republic of Kosovo, "Climate Change Strategy 2019-2028 and Action Plan 2019-2021" at, <https://shorturl.at/r8uY9>

84 European Reform Agenda of Kosovo 2024, pp.13.

5. Harmonization with the EU System for Trading and/or Introducing Instruments others of the carbon price.	2024	<p>Carbon pricing instruments have not yet been implemented in the Western Balkans region, with the exception of Montenegro. Kosovo has not yet established a framework for carbon pricing mechanisms. However, the development of these carbon pricing schemes is currently underway, supported by the Energy Community of the EU.⁸⁵</p> <p>Carbon pricing is essential for climate action and economic growth in the Western Balkans. It can reduce emissions and attract clean investments. A coordinated regional approach and careful implementation are crucial to avoid trade disadvantages and ensure effective climate policies.⁸⁶</p> <p>In its 2024 Country Report, the European Commission has requested Kosovo to implement the Climate Change Law, particularly the framework for monitoring, reporting, verification, and accreditation of greenhouse gas emissions, in order to enable carbon pricing and align the legal framework with the EU's emissions trading system.⁸⁷</p> <p>In Kosovo's Energy Strategy 2022-2031, it is stated that, in the long term, Kosovo is committed to establishing a carbon pricing system and aligning it with EU ETS price levels by 2030, due to the signing of the Sofia Declaration for the Green Agenda for the Western Balkans.⁸⁸</p>	n/a	
6. Increase opportunities for the creation of natural solutions for the mitigation and adaptation of climate change	2025	<p>The implementation of approaches that integrate ecosystems and nature more broadly into climate change adaptation and disaster risk reduction measures is still insufficient and fragmented across all economies in the Western Balkans.⁸⁹</p> <p>Kosovo is in the early stages of addressing environmental and climate challenges, making limited progress in laws and strategies for waste management, air and water quality, and nature protection. To improve, Kosovo needs to integrate nature-based solutions, such as increasing waste recycling, tree planting to improve air quality, water management, protecting natural habitats, and using green infrastructure to address industrial pollution. These solutions can support Kosovo's climate strategy by reducing carbon emissions and enhancing resilience to the impacts of climate change.⁹⁰</p> <p>In this regard, the International Union for Conservation of Nature (IUCN) is implementing a project called ADAPT across all countries in the region. This project uses nature-based solutions to increase resilience to climate change in the Western Balkans. It aims to raise awareness, integrate these solutions into policies, and implement them for disaster risk management. Starting from November 2019 until October 2024, with a budget of €2.48 million, the project implements regional and local partnerships.⁹¹</p> <p>The 2024 Country Report states that deforestation and illegal logging remain a significant concern.⁹² Additionally, there has been no progress in harmonizing legislation on water management and flooding with the EU acquis during the reporting period.⁹³</p>	<p>Kosovo's Reform Agenda demonstrates a commitment to the "do no significant harm" principle by considering the potential effects on efforts to mitigate and adapt to climate change, as well as the principle of pollution prevention and control.⁹⁴</p> <p>The planned investments will ensure the proper implementation of laws and procedures related to environmental protection, including a Strategic Environmental Assessment (SEA) at the policy and strategic planning stages, an Environmental and Social Impact Assessment (ESIA) at the project level, and public consultations. For each action, Kosovo will need to assess opportunities to enhance sustainability and mitigate climate change risks by integrating climate adaptation and protection measures. The proposed actions will align with the precautionary principle and the "polluter pays" principle. The adoption of secondary legislation for implementing the Climate Change Law will be crucial in defining the duties and responsibilities of Kosovo's authorities in taking climate mitigation measures. This includes establishing a legal framework for the Monitoring, Reporting, Verification, and Accreditation (MRVA) system and ensuring its full implementation, as well as fulfilling Kosovo's obligations under international agreements.⁹⁵</p>	December 2027

85 KDI interview with representatives of the Ministry of Environment, Spatial Planning, and Infrastructure, November 24, 2023, Pristina.

86 See the World Bank publication "Climate and State Development Report 2024," June 2024 at, <https://shorturl.at/4APp1>

87 European Commission Country Report 2024, pp.18.

88 See Kosovo's Energy Strategy, page 16, at <https://shorturl.at/RR96v>

89 Regional Cooperation Council, Green Agenda Implementation Report 2022, pp.14.

90 European Commission Country Report 2023, pp.112-117.

91 See more about the ADAPT project at, <https://shorturl.at/VNPak>

92 European Commission Country Report 2024, pp.83.

93 Same source.

94 European Reform Agenda of Kosovo 2024, pp.13.

95 Same source, p.13.

7. Ensuring the participation of WB economies in the European Climate Pact or exploring the establishment of similar mechanisms.	2022	The European Climate Pact is an initiative of the European Union aimed at engaging citizens, communities, and organizations in concrete actions to fight climate change. It promotes awareness, shares information, and encourages widespread participation to achieve the objectives of the European Green Deal. ⁹⁶	n/a	
8. Review and revise, where necessary, all relevant regulations to support the gradual decarbonization of the energy sector.		Although decarbonization is foreseen in the new Energy Strategy approved in March 2023, the Government of Kosovo has not yet developed a Decarbonization Strategy, which was also mentioned as a deficiency in the EU Commission's 2023 Report on Kosovo. ⁹⁷ Regarding the revision of legislation, the draft Law on Energy and the draft Law on Electricity have passed the preliminary discussion, public consultation, and the comments process by the Secretariat of the Energy Community. Additionally, the Financial Impact Assessment opinion was received from the Ministry of Finance, and the Opinion on Compliance with EU legislation was received from the Prime Minister's Office. Furthermore, the initial drafts for the draft Law on the Energy Regulator and the draft Law on Energy Efficiency are also under preparation. ⁹⁸	The decarbonization policy is one of the subfields of the European Reform Agenda. As part of it, the review and adoption of a package of legislative acts for the implementation of the climate change law are planned, including the legislative framework to enable the creation of the Monitoring, Reporting, Verification, and Accreditation (MRVA) system. ⁹⁹	December 2026
9. Preparation of an assessment of the socio-economic impact of decarbonization at the individual and regional levels.		Similarly to other Western Balkan countries, Kosovo has started assessing the socio-economic impact of decarbonization at the individual economic level through a project supported by the International Monetary Fund. The goal is to ultimately develop an action plan that will include recommendations for the necessary policy reforms to address this issue. ¹⁰⁰	n/a	

⁹⁶ More, https://climate-pact.europa.eu/about_en

⁹⁷ European Commission Country Report 2023, pp.116.

⁹⁸ From written communication between KDI and the Ministry of Economy, February 2025.

⁹⁹ European Reform Agenda of Kosovo 2024, pp.129.

¹⁰⁰ Interview of KDI with representatives of the Ministry of Environment, Spatial Planning, and Infrastructure, November 24, 2023, Pristina.

Prioritizing and improving energy efficiency across all sectors.	In progress	<p>In the 2024 Country Report, regarding energy efficiency, good progress has been made in implementing energy efficiency measures in the residential and private sectors as part of the Energy Support Package funded by the EU. The financial model for investments in the residential sector is under development. Kosovo still needs to adopt the new Energy Efficiency Law. The amended Law on the Energy Performance of Buildings was adopted in May 2024. To increase energy efficiency as outlined in the energy strategy, Kosovo needs to mobilize additional financing and strengthen institutional capacity to implement and monitor related savings.¹⁰¹</p> <p>Under the Energy Strategy, increasing energy efficiency aims to limit energy consumption to 1,877 ktoe by 2031.¹⁰²</p> <p>For increasing energy efficiency, measures are being implemented in 12 public buildings, divided into two lots:</p> <p>LOT 1 – Includes 6 hospital buildings (Pediatrics, Surgery, Oncology, Child Psychiatry, Psychiatric Intensive Care, and the connecting bridge ORL-Surgery). The work was completed in August, and the technical acceptance of the works was carried out in September. Value: €1.16 million, implementation period: 2022-2024.</p> <p>LOT 2 – Includes 6 buildings, including 3 hospitals (Psychiatric Hospital in Gjakova, Physiotherapy Hospital, and the Morgue Hospital in Prizren) and 3 administrative buildings. Value: €954,345, implementation period: 2023-2024.¹⁰³</p>	<p>In the European Reform Agenda, it is stated that the social benefits of improving energy efficiency in buildings are strong, but there are many obstacles to its implementation. More than half of the buildings in Kosovo are over 45 years old and require significant investments to maintain their value. Poor implementation of energy efficiency standards and a lack of capacities and materials are some of the main challenges. Barriers include legal, financial, and technical issues that affect all construction sectors. If these obstacles are not addressed, they could increase borrowing costs and make energy efficiency improvements less economically attractive, especially for low-income households.¹⁰⁴</p>	
11. Transposition and full enforcement of the Energy Performance Directive of Buildings	2023	<p>As mentioned earlier, in May 2024, Kosovo adopted the Law on Energy Performance of Buildings. However, the text of the law states that: This law is partially in compliance with Directive 2010/31/EU on the Energy Performance of Buildings and Directive (EU) 2018/844 amending Directive 2010/31/EU on the Energy Performance of Buildings.¹⁰⁵</p> <p>Activities to strengthen the expertise and tools for building certification are ongoing, including the new registry and certification software. However, the Building Renovation Strategy and the plan for nearly zero-energy buildings have not yet been approved.¹⁰⁶</p>	<p>In the European Reform Agenda, under Energy Efficiency, one of the steps set is the implementation of the Energy Efficiency Directive and the Energy Performance of Buildings Directive.¹⁰⁷</p> <p>One of the goals set is the implementation of the approved Building Renovation Strategy and the plan for nearly zero-energy buildings to be on the right track through the renovation of existing public buildings in line with the annual renovation target of 3% (Energy Efficiency Directive).¹⁰⁸</p>	June 2026

101 European Commission Country Report 2024, pp.17.

102 Interview of KDI with representatives of the Ministry of Economy and written response during May-June 2024.

103 From the written communication of KDI with the Ministry of Economy, February 2025.

104 European Reform Agenda of Kosovo 2024, pp.57.

105 See the Law, Article 1 in, <https://gzk.rks-gov.net/ActDetail.aspx?ActID=92131>

106 Same source.

107 European Reform Agenda of Kosovo 2024, pp.24.

108 Same source, p.130.

12. Supporting programs for renovation of private and public buildings and ensuring adequate funds	In progress	<p>Even in 2024, Kosovo continued with renovation projects for residential and public buildings with support from the government and donors. During 2024, the Energy Efficiency Fund completed projects for 85 public buildings and paid 7.8 million euros for 2,219 residential homes. Currently, 17 public buildings and 785 homes are in progress. The investments aim to reduce energy consumption by up to 70%.¹⁰⁹</p> <p>From the investments worth €13,450,159.75 in efficient equipment and renewable energy systems, 31,487 household consumers have benefited so far.¹¹⁰</p>	<p>In the European Reform Agenda, it is stated that Kosovo is committed to implementing the Building Renovation Strategy and increasing the overall renovation rate of buildings and street lighting.¹¹¹</p> <p>The current stock of public buildings is 935 public buildings within the database, which means that with a 3% renovation rate, Kosovo aims to renovate 28 public buildings every year. While two performance certificates were planned to be issued as a pilot for public buildings in 2024, it is aimed to issue 40 such certificates in 2025.¹¹²</p> <p>Kosovo has set a target to increase the total renovation rate of buildings and street lighting to reach 0.5 million square meters renovated, up from the current 0.4 million square meters.¹¹³</p>
13. Increasing the use of renewable energy sources and establishing the necessary investment conditions	In progress	<p>Kosovo came close to achieving its 2020 objective for the use of renewable energy in final gross energy consumption. New targets were approved by the Ministerial Council of the Energy Community in December 2022.¹¹⁴</p> <p>In the 2024 Country Report, it is stated that Kosovo has made progress in the energy sector. It has achieved some advancements by adopting the Law on the Promotion of Renewable Energy Sources in April 2024, initiating the connection of the energy market with Albania, successfully completing the first solar energy auction, and making further investments in improving energy efficiency in public and residential buildings. However, Kosovo remains highly dependent on outdated coal-fired power plants and needs to accelerate the implementation of renewable energy sources in line with its new energy strategy.¹¹⁵</p> <p>After the adoption of the Law on the Promotion of Renewable Energy Sources and the drafting of the Legislative Plan for subordinate acts, work has begun on drafting the secondary legislation arising from this law. So far, the Instruction for the competitive bidding process for granting support for renewable energy has been approved on December 17, 2024. Additionally, four draft administrative instructions have been prepared and are awaiting submission for preliminary and public consultation.¹¹⁶</p> <p>Regarding investment projects, in May 2023, Kosovo launched its first solar auction with a capacity of 100 MW, with the consortium “Orlati” offering a price of €48.88/MWh. The development agreement for the project was signed in May 2024, and construction is expected to begin after obtaining the necessary permits. Additionally, an auction for 100 MW of wind energy was approved in November 2024, and the application process is ongoing until February 2025. Other projects under development include:</p> <ul style="list-style-type: none"> • Solar4Kosovo: 100 MW of solar energy with signed agreements with KfW and EIB. • Solar 4 Kosovo (50 MW): Solar energy for heating in new neighborhoods. • Energy Storage System (170 MW): A project for energy storage worth \$236.67 million, with the establishment of the “Energy Storage Corporation.”¹¹⁷ 	<p>Kosovo has set the goal of improving energy security and sustainability by reforming the energy sector, transitioning to renewable sources, and utilizing energy-saving potential. In this regard, it aims to install and connect at least 100 MW of new solar renewable energy capacity and sign contracts for at least 150 MW of new renewable energy capacity. These efforts align with the National Energy and Climate Plan and the agreed targets within the Energy Community.¹¹⁸</p> <p>To achieve its strategic objective of a 35% share of renewable energy in electricity consumption by 2031, Kosovo must accelerate the implementation of renewable energy projects and immediately launch its first wind auction. The preliminary criteria for this auction were published in July 2024, and it will have a capacity of 75 MW. Lessons learned from the first pilot solar energy auction, which faced significant delays, should be taken into account in future competitive tendering processes.¹¹⁹</p>

109 More, <https://www.facebook.com/photo/?fbid=1057424586189534&set=pcb.1057424762856183>

110 From written communication between KDI and the Ministry of Economy, February 2014.

111 European Reform Agenda of Kosovo 2024, pp.28.

112 Same source, p.56.

113 Same source, p.130.

114 Regional Cooperation Council, Implementation Report of the Action Plan for the Green Agenda 2022, p.26..

115 European Commission Country Report 2024, pp.17.

116 From written communication between KDI and the Ministry of Economy, February 2025.

117 Same source.

118 European Reform Agenda of Kosovo 2024, pp.130.

119 Same source, p.81.

14. Reduction and gradual elimination of coal subsidies, in compliance with state aid regulations.	In progress	<p>Electricity production in Kosovo heavily relies on coal-fired thermal power plants. More than 90% of the electricity is produced by two outdated, unreliable, and highly polluting lignite power plants, which the government plans to renovate.¹²⁰</p> <p>The Energy Strategy envisions the gradual replacement of coal usage by 2050 through three strategic objectives: a) the gradual reduction of carbon prices, b) the promotion of renewable energy in the electricity production mix, c) the promotion of renewable energy use for heating.¹²¹</p> <p>In 2022, Kosovo introduced subsidies for investments in more efficient and less polluting energy sources, which was seen as a positive milestone. Since 2012, Kosovo has not offered subsidies for coal. However, coal use is only banned in educational institutions and households. Despite this, coal continues to be used for heating purposes. In the 2024 Country Report, the European Commission emphasizes that the implementation of measures banning the use of coal for heating still needs to be enforced.¹²²</p>	n/a
15. Guaranteeing participation in the Initiative to Support Coal Regions in Transition in the Western Balkans		<p>The “Coal Regions in Transition Initiative in the Western Balkans and Ukraine” (2020-2023) aimed to support coal-dependent regions in Bosnia and Herzegovina, Kosovo, Montenegro, North Macedonia, Serbia, and Ukraine in transitioning toward a carbon-neutral economy. Managed by the European Commission and partners, the initiative provided regional dialogue, capacity-building, and technical assistance. It supported the objectives of the European Green Deal for climate neutrality, with a new effort planned for 2024 to continue these actions in the Western Balkans.¹²³</p>	n/a

¹²⁰ European Commission Country Report 2023, pp.68.

¹²¹ The Energy Strategy of the Republic of Kosovo, p. 8.

¹²² European Commission Country Report 2024, pp.82.

¹²³ See more at, <https://shorturl.at/xH1jj>

16. Develop programmes to address the problem of energy poverty and financing schemes for household reconstruction and the provision of the basic standards of living	<p>Energy poverty levels in the economies of the Western Balkans are among the highest in Europe. Energy poverty occurs when a household has to reduce its energy consumption to a level that negatively affects the health and well-being of its residents.</p> <p>According to EUROSTAT, the proportion of households in the Energy Community unable to keep their homes adequately warm is much higher than the EU average, with the highest levels in Kosovo, Albania, and North Macedonia, followed by Montenegro and Serbia.¹²⁴</p> <p>According to a publication by INDEP in November 2024, citing a study by the Energy Community, 40% of households in Kosovo are unable to maintain adequate warmth in their homes, which is the highest figure in the region.¹²⁵</p> <p>Similarly, a 2023 publication by GIZ found that energy poverty in Kosovo is a major issue affecting around 40% of households, particularly those with low incomes, especially Roma, Ashkali, and Egyptian communities. Households experiencing energy poverty spend a significant portion of their income on energy, and often cannot afford to pay bills or heat their homes during the winter.</p> <p>While current laws include some measures to protect vulnerable consumers, they are still insufficient to address the rising energy costs and to improve the living standards and health of citizens.¹²⁶</p> <p>All Western Balkan economies, including Kosovo, have already implemented some short-term measures aimed at mitigating energy poverty. Although effective in the short term, these measures are proving to be insufficient for addressing energy poverty in the long term.</p> <p>Furthermore, the new EU Energy Support Package, worth €1 billion in grants, was an important outcome of the Tirana Declaration. Through this package and under IPA III, the EU provided €500 million in grants for immediate support to families in need.¹²⁷</p> <p>Starting from 2022, Kosovo began projects in two phases to finance the subsidy of energy-efficient equipment for households. This initiative aims to directly reduce energy demand by providing a 40% subsidy for these purchases.¹²⁸</p> <p>In January 2024, the Ministry of Finance announced the start of electricity subsidies for vulnerable households, supported by the EU, from which 40,620 families will benefit.¹²⁹</p>	<p>The European Reform Agenda emphasizes that efforts to improve energy efficiency and promote renewable energy have included initiatives such as the Energy Efficiency Fund, which supports the renovation of public buildings and subsidizes efficient heating equipment for households.¹³⁰</p> <p>The document also mentions the Vulnerable Consumers Program for 2023-2024, which is a pilot initiative aimed at supporting approximately 60,000 vulnerable families in Kosovo by subsidizing the costs of essential services such as electricity. The program aims to ensure that electricity costs do not negatively impact the disposable income of these families, allowing them to meet their basic needs. This program may be reviewed and potentially modified in the future, including adjustments to the income threshold. The final phase of this program is expected to be completed by December 2026.¹³¹</p>	December 2026
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124 Council for Regional Cooperation, Green Agenda for the Implementation Report of the BP Action Plan 2022, p.32.

125 See INDEP publication at, <https://indep.info/wp-content/uploads/2024/11/Varferia-energjetike.pdf>

126 See more at, <https://www.giz.de/en/downloads/giz2023-en-factsheet-energy-poverty.pdf>

127 Regional Cooperation Council, Implementation Report of the Green Agenda Action Plan 2022, p.32.

128 Ministry of Economy, official website at, <https://me.rks-gov.net/blog/zgjatet-afati-i-aplikimit-per-fazen-1-per-subvencionim-te-eficiences-se-energjiise/>

129 See more at the Ministry of Finance, official Facebook page at <https://shorturl.at/jzegb>

130 European Reform Agenda of Kosovo 2024, pp.12.

131 European Reform Agenda of Kosovo 2024, pp.54.

<p>17. Supporting the development of smart infrastructure, promoting incentives of innovative technologies (such as ticketless transport, artificial intelligence, multi-modal passenger tickets, mobility as a service, border crossing applications of the border, 5G corridors, etc.)</p>	<p>In its 2024 Country Report, the European Commission highlights that Kosovo has made some progress in developing an intelligent transport system, including the adoption of an action plan for multimodal transport, the approval of the strategy for the intelligent transport system, and the opening of new air corridors with Albania. However, further steps are needed to align with EU standards. Key actions include improving road maintenance, adapting railway legislation to EU requirements, and ensuring sufficient resources for the implementation of the ITS strategy. Additionally, Kosovo must align its transport laws with EU passenger rights regulations..¹³²</p> <p>The European Bank for Reconstruction and Development (EBRD) is assisting in improving the urban transport system in Pristina by providing a loan of up to €10 million under the Green Cities framework. The project will introduce electric bus technology in Kosovo for the first time, with six electric buses.¹³³</p> <p>In April 2023, Kosovo achieved 100% internet coverage across its territory, marking the highest coverage rate in Europe.¹³⁴</p> <p>At the regional level, Kosovo and Albania have signed a memorandum for the establishment of the 5G digital corridor. This network promises significantly faster data transmission over the internet, approximately 100 times faster than the current 4G technology. The memorandum aligns with the agreement reached in Washington.¹³⁵</p> <p>In February 2024, another step was taken towards the digitalization of urban traffic in the capital, with the introduction of internet connectivity in urban transport buses, allowing passengers to use free internet services. The cost of this service is 2,500 euros per month, with the goal of making public transport more attractive.¹³⁶</p> <p>In May 2024, the Ministry of Economy and the Municipality of Gjilan signed a Memorandum of Understanding for the implementation of the “Pilot Concept of Smart City (Neutral Host)” project, with co-financing amounting to 550,000.00 euros. This project will adopt new technologies, efficient use of electricity, a digital system for traffic management, waste management, and the provision of digital municipal services.¹³⁷</p>	<p>In the European Reform Instrument, the establishment of the Intelligent Transport System (ITS) and e-transport fully aligned with the ITS Directive is also included.¹³⁸</p> <p>Additionally, the construction of digitalized bus stations and shelters on Kosovo’s national and regional roads is in line with the objectives of Kosovo’s Reform Agenda. This initiative aims to improve transport infrastructure, promote sustainable transport practices, increase access to services and opportunities, integrate intelligent technologies, enhance passenger experience, support economic growth, and contribute to achieving sustainable development goals.¹³⁹</p>
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132 European Commission Country Report, pp.70.

133 European Bank for Reconstruction and Development, official website, <https://shorturl.at/VPa7y>

134 Interview of KDI with representatives of the Ministry of Economy, November 27, 2023, Pristina.

135 The Albania-Kosovo Agreement for the 5G Corridor, <https://shorturl.at/udr0C>

136 Trafiku Urban, official website at <https://trafikurban-pr.com/2022/ëi-fi-falas/>

137 See the news on the official website of the Ministry of Economy at <https://shorturl.at/LhVNS>

138 The European Reform Instrument, pp.25.

139 Same source, p.99.

18. Implement the Regional Action Plan for Rail Reform	<p>The 2024 Country Report highlights that Kosovo has made limited progress in implementing the railway transport Acquis. The Railway Regulatory Agency, which functions as the regulatory body, licensing authority, and safety and interoperability authority, has published several legal acts mainly related to the technical specifications of interoperability. The railway transport services market is open and functional. A National Investigation Body has been established, reporting directly to the Prime Minister's Office. However, railway legislation still needs to be fully harmonized with the market and technical pillars of the Fourth Railway Package. The drafting of the new railway law and the law on railway safety and interoperability is still underway. Despite the completion of work on the joint railway station with North Macedonia, the start of joint operations has been delayed. A multi-year contract has been signed between the infrastructure manager and the relevant authority.¹⁴⁰</p> <p>The government has included two draft laws in the 2024 Legislative Plan: the Draft Law on Railways and the Draft Law on Railway Safety. However, neither of them has been submitted to the Assembly for approval.¹⁴¹</p> <p>Railway works on the Orient/East-Med Corridor (Railway Route 10) connecting Fushe Kosovo with Mitrovica have continued at a slow pace. The tendering process for signaling and telecommunications systems, which is of extraordinary priority, has been delayed. The feasibility study for the railway connection between Dures and Pristina is currently in progress.¹⁴²</p>	The European Reform Agenda sets as a goal the rehabilitation and overall modernization of the railway lines within Kosovo, which also enable railway connections with neighboring countries in the region. ¹⁴³	2027
19. Designation of corridors for railway transport and internal waterways	<p>The proposal for the revision of the Trans-European Transport Network (TEN-T) Regulation, which includes a Railway Transport Corridor for the Western Balkans, is under review by the European Commission. Once approved, the new RFC (Rail Freight Corridor) will become a key tool for coordinated cooperation to improve international freight traffic.¹⁴⁴</p> <p>As part of the Railway Corridor Initiative, Kosovo and other Western Balkan countries will participate in the Rail Freight Corridors (RFCs), a significant initiative by the European Commission aimed at revitalizing rail freight transport in Europe.</p> <p>On the other hand, as landlocked economies, Kosovo, Bosnia and Herzegovina, and North Macedonia have not prioritized maritime legislation and are making slow progress in this area.¹⁴⁵</p>	Top of Form n/a	

¹⁴⁰ European Commission Country Report 2024, pp.79.

¹⁴¹ See the Legislative Plan of the Government of Kosovo at, <https://kryeministri.rks-gov.net/wp-content/uploads/2024/02/Programi-Legjislativ-per-vitin-2024-.pdf>

¹⁴² European Commission Country Report 2024, pp.81.

¹⁴³ European Reform Agenda of Kosovo 2024.

¹⁴⁴ Regional Cooperation Council, Implementation Report of the Green Agenda Action Plan 2022, p.38.

¹⁴⁵ Same source, p.38.

<p>20. Defining an overall strategy to shift traffic off the road in more environmentally friendly modes.</p>	<p>A Sustainable and Smart Mobility Strategy for the Western Balkans was prepared by the Transport Community Secretariat and approved in July 2021. The purpose of this document is to present the EU's Sustainable and Smart Mobility Strategy and to modify the goals, key milestones, and actions of the EU in the context of the Western Balkans region.¹⁴⁶</p> <p>In May 2023, Kosovo approved the "Multimodal Transport Strategy 2023-2030." It includes efforts to increase the use of rail and water transport as more sustainable and safer alternatives for the transportation of goods and passengers. This goal helps reduce pollution and road congestion, contributing to environmental protection and improving air quality.¹⁴⁷</p>	<p>In the Reform Agenda, the digitalization of sustainable, safe, smart, and environmentally friendly transport systems is planned, along with the implementation of the Core/ Inclusive ITS on TEN-T network in Kosovo. This project is included in the Multimodal Transport Strategy 2023-2030 and is part of the Action Plan for the Multimodal Transport Strategy 2023-2025.¹⁴⁸</p>
<p>21. Identifying the EU technical standards and ensuring implementation and digitalisation of all transport modes.</p>	<p>In the 2024 Country Report, it is highlighted that Kosovo has made some progress in the field of intelligent transport by adopting the 2024-2030 Intelligent Transport System Strategy. However, further actions are needed to implement the EU acquis. Kosovo must adopt the action plan for this strategy and ensure adequate resources and capacities for its implementation.¹⁴⁹</p> <p>The Multimodal Transport Strategy for Kosovo 2023-2030 includes a focus on creating an intelligent and digital transport system. This objective aims to integrate digital technologies into the transport infrastructure to enhance efficiency, safety, and the overall quality of service. It reflects Kosovo's commitment to modernizing its transport sector through digital solutions.¹⁵⁰</p>	<p>The European Reform Instrument also includes the establishment of the Intelligent Transport System (ITS) and e-transport, fully aligned with the ITS Directive.</p> <p>Additionally, the construction of digitized bus stations and shelters on Kosovo's national and regional roads is in line with the objectives of Kosovo's Reform Agenda. This aims to improve transport infrastructure, promote sustainable transport practices, increase access to services and opportunities, integrate intelligent technologies, enhance passenger experience, support economic growth, and contribute to the achievement of sustainable development goals.</p>

¹⁴⁶ EU Transport Community Report 2021, Sustainable and Smart Mobility Strategy in the Western Balkans, p.7.

¹⁴⁷ Multimodal Transport Strategy 2023-2030 in, <https://kryeministri.rks-gov.net/wp-content/uploads/2023/05/STRATEGJIA-E-TRANSPORTIT-MULTIMODAL-2030.pdf>

¹⁴⁸ European Reform Agenda of Kosovo 2024 pp.98.

¹⁴⁹ European Commission Country Report 2024, pp.17.

¹⁵⁰ Multimodal Transport Strategy 2023-2030, pp.4.

<p>22. Implement the Regional Transportation Improvement Action Plan.</p>	<p>In the 2024 Country Report, it is highlighted that Kosovo has made progress in the transport sector, including the adoption of the action plan for the Multimodal Transport Strategy (MMTS) for 2023-2030 and the opening of new air corridors with Albania. However, significant challenges remain in aligning with the EU Acquis, particularly in road, rail, and air transport. The railway legislation requires further alignment with the EU's Fourth Railway Package. The accident data system needs improvement, and the efforts of the Road Safety Council should be expanded. In air transport, Kosovo faces limitations due to its non-membership in international civil aviation organizations. Furthermore, while progress has been made in implementing the Multimodal Strategy, measures for developing intermodal infrastructure and sustainable logistics services still need to be developed. Strengthening administrative and operational capacities remains essential for the effective implementation of transport reforms and alignment with EU standards.¹⁵¹</p> <p>Progress on the Trans-European Transport Network (TEN-T) has been limited, mainly due to insufficient inter-institutional capacities. The revised TEN-T Regulation 2024/1679, dated June 13, 2024, established a new European Transport Corridor for the Western Balkans and Eastern Mediterranean, which includes Kosovo. However, there has been no progress on the Prishtina – Merdare highway or the "Peace Road." Work on the railway in Corridor 10, connecting Fushë Kosovë to Mitrovica, has continued at a slow pace. On the other hand, the tendering of signaling and telecommunication systems, which was a major priority, has been delayed. Meanwhile, the feasibility study for the railway connection between Durrës and Prishtina is still in process.¹⁵²</p>	<p>In the Reform Agenda, Kosovo aims to continue the rehabilitation of the main railway network of the Trans-European Transport Network (TEN-T) with investments along the Railway Route 10, including the railway connection to Pristina Airport. One of the objectives in road infrastructure is the construction of the Pristina roundabout, as well as other sections of the main TEN-T network.¹⁵³</p> <p>In the Reform Agenda, it is emphasized that the implementation of the Intelligent Transport System (ITS) is crucial for improving safety, mobility, and efficiency in Kosovo's transport, contributing to economic development and environmental protection. It is stated that the Government of Kosovo is committed to implementing ITS and has adopted the Roads Law to implement Directive 2010/40/EC. However, Kosovo faces challenges such as a lack of ITS infrastructure, insufficient administrative and operational capacities, as well as other issues like traffic congestion and environmental problems.¹⁵⁴</p> <p>The primary objective is the full alignment with the EU Acquis for ITS, strengthening capacities through training and dissemination of informational materials to state institutions and railway operators. It also includes the integration of the European Rail Traffic Management System (ERTMS) into the TEN-T rail network. The secondary objective aims to develop an integrated framework for Intelligent Transport Systems in Rail Transport, optimizing the use of ITS and enhancing railway traffic safety and management within the TEN-T network.¹⁵⁵</p>
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151 European Commission Country Report 2024, pp.78, 79.

152 Same source, p.81.

153 European Reform Agenda of Kosovo 2024, pp.18.

154 European Reform Agenda of Kosovo 2024, pp.67.

155 Same source, p.67.

23. Implementation of the Road Safety Action Plan.	<p>In April 2024, the Government of Kosovo established the Road Safety Council to monitor the implementation of strategic documents, coordinate the work of institutions, and propose policies for improving road safety. However, according to the European Commission, Kosovo needs to intensify efforts to create a road asset management system. Despite ongoing efforts, the existing road accident data system in Kosovo is still not compliant with the Common Accident Data (CADaS) protocol. Kosovo must continue to raise awareness to achieve better outcomes, in line with the United Nations and EU goals to halve road traffic deaths and injuries by 2030. Adaptation to the Directive on road infrastructure safety management remains incomplete. The creation of a system to enhance the capacity of road safety inspectors and auditors remains a priority.</p> <p>On the other hand, the Multimodal Transport Strategy 2023-2030 includes objectives directly related to improving road safety, aiming to make advancements in this area.¹⁵⁶</p> <p>In 2018, the government at the time had approved the decision to establish the Road Traffic Safety Council (KSTRR). With the change of government, this Council was re-established in 2024.¹⁵⁷</p> <p>Kosovo has not yet established the Road Safety Agency, which includes the development of a national system for the continuous collection of road accident data.¹⁵⁸</p> <p>In 2024, a total of 21,838 traffic accidents were registered, of which 96 were fatal.¹⁵⁹</p>	<p>The need for improving road safety, reducing the rate of accidents, and minimizing the impact of incidents on traffic flow is also expressed in the Reform Agenda.¹⁶⁰</p> <p>Among the objectives of the Agenda, one of them is the construction of an advanced technological infrastructure through the implementation of the Intelligent Transport System (ITS) to enhance road safety, significantly reduce accidents and fatalities in traffic, as well as the development of a similar infrastructure to improve railway safety.¹⁶¹</p>	December 2027
24. Implementation of the Road Traffic Action Plan	<p>In October 2024, the Assembly of Kosovo approved the Law on Roads,¹⁶² this request was also made by the European Commission.¹⁶³</p> <p>Kosovo has made progress with the finalization of the Administrative Instruction for the Directive of the Intelligent Transport System (ITS).¹⁶⁴</p> <p>Kosovo has not yet implemented the recommendations outlined in the report of the Technical Assistance Project for Connectivity in the Western Balkans (CONNECTA), which aims to improve the quality of the road network.¹⁶⁵</p> <p>Additionally, the accident data system in Kosovo is still not in compliance with the CADaS protocol, which requires improvements to align with international standards. Kosovo must continue its efforts to achieve the UN and EU goal of halving the number of deaths and injuries from road accidents by 2030. Furthermore, the establishment of a system to enhance the capacity of road safety inspectors and auditors remains a priority for improving road traffic management.¹⁶⁶</p>	<p>In the Reform Agenda, it is emphasized that Kosovo faces numerous challenges in transforming its transport methods, including the lack of ITS infrastructure at both local and national levels, as well as the absence of a Traffic Management Center. While the country continues to face increasing traffic congestion and environmental challenges, the main obstacles to adapting to ITS Directives and implementing the Intelligent Transport System (ITS) are of various natures. In this regard, the operational and administrative capacities of the implementing authorities remain insufficient.¹⁶⁷</p>	December 2027

¹⁵⁶ Strategjia e Transportit Multimodal të Kosovës 2030, fq.5.

¹⁵⁷ See at, <https://frontonline.net/themelohet-keshilli-per-siguri-ne-trafikun-rrugor/>

¹⁵⁸ European Commission Country Report 2023, pp.109.

¹⁵⁹ See at, <https://www.gazetaexpress.com/96-te-vdekur-dhe-mbi-21-mije-aksidente-ne-vitin-2024-ne-kosove-shifrat-vleresohen-alarmante/>

¹⁶⁰ Same source, p.64.

¹⁶¹ European Reform Agenda of Kosovo 2024, pp.64 pp 67.

¹⁶² See the Law on Roads in, <https://gzk.rks-gov.net/ActDetail.aspx?ActID=99115>

¹⁶³ European Commission Country Report 2024, pp.17.

¹⁶⁴ Same source, p. 41.

¹⁶⁵ European Commission Country Report 2023, pp. 110.

¹⁶⁶ European Commission Country Report 2024, pp.78, 79.

¹⁶⁷ European Reform Agenda of Kosovo 2024, pp.64.

25. Developing and implementing climate change resilience plans for Western Balkan economies' transportation networks.	<p>None of the Western Balkan countries have prepared or adopted a targeted climate change adaptation strategy for the transport sector.¹⁶⁸</p> <p>So far, Kosovo has only established a working group for the development of the National Strategy for Climate Change Adaptation, aiming to incorporate climate sustainability plans into the transport network.¹⁶⁹</p>	<p>In the Reform Agenda, it is emphasized that reducing the environmental impact of transport by lowering emissions and fuel consumption is another major challenge that needs to be addressed. As part of this, the implementation of the Intelligent Transport System (ITS) aims, among other things, to reduce traffic pollution.¹⁷⁰</p>	December 2027
26. Promoting the preparation and implementation of Urban Sustainable Movement Plans for the urban areas of the Western Balkans	<p>Kosovo needs to develop plans for sustainable urban mobility, ensuring compliance with environmental and social standards, in line with EU practices.¹⁷¹</p> <p>In Kosovo's Strategy for Multimodal Transport 2023-2030, the goal is to regulate the multimodality of transport, including all types of transportation and urban mobility.¹⁷²</p> <p>The capital city of Pristina has developed a Sustainable Urban Mobility Plan, but such a plan is missing in other municipalities.¹⁷³</p>	<p>In the Reform Agenda, it is stated that with the increase in urban population and traffic congestion, there is a need for more effective management of transportation networks.¹⁷⁴</p> <p>Therefore, within this document, the promotion of digital and sustainable mobility has been established.¹⁷⁵</p> <p>In this regard, the implementation of the Intelligent Transport System (ITS) is essential for improving safety, mobility, and efficiency in Kosovo's transport system, having a direct impact on economic development, social well-being, and environmental improvement.¹⁷⁶</p>	December 2027
27. Determining solutions for sustainable mobility at the regional level, including plans for the development of alternative fuels	<p>The use of renewable energy in the transport sector in the Western Balkans is almost nonexistent, and none of the countries have adopted the EU Directive on Alternative Fuels Infrastructure, which sets the minimum requirements for alternative fuel infrastructure. Moreover, Directive (EU) 2018/2001 on the promotion of the use of renewable energy has not been transposed into any of the countries.¹⁷⁷</p> <p>In the Country Report, the EU has requested that Kosovo begin improving the climate resilience of transport and the use of alternative fuels, while adhering to environmental and social standards, in line with EU practices.¹⁷⁸</p> <p>"Urban Traffic," the public transport company within the Municipality of Pristina, has signed a loan agreement of 10 million euros with the European Bank for Reconstruction and Development (EBRD) for the procurement of 6 electric buses.¹⁷⁹</p>	<p>In the Reform Agenda, it is emphasized that reducing the environmental impact of transport by lowering emissions and fuel consumption is another major challenge that needs to be addressed.¹⁸⁰</p>	

168 Regional Cooperation Council, Implementation Report of the Green Agenda Action Plan 2022, p. 42.

169 KDI interview with representatives of the Ministry of Environment, Spatial Planning, and Infrastructure, November 24, 2023, Pristina.

170 European Reform Agenda of Kosovo 2024, pp.64.

171 European Commission Country Report 2024, pp.78.

172 Kosovo's Multimodal Transport Strategy 2023-2030, p. 21.

173 The Mobility Plan of the Municipality of Pristina, in https://pristinaonline.com/uploads/sump_pristina_final_report_alb.pdf

174 Same source.

175 European Reform Agenda of Kosovo 2024, pp.23.

176 Same source, p.64.

177 Council for Regional Cooperation, Implementation Report of the Action Plan for the Green Agenda 2022, p. 42.

178 European Commission Country Report 2024, pp.78.

179 See more at, <https://shorturl.at/TE2yJ>

180 Same source.

27a. Developing a strategy for creating electric vehicle charging stations	In May 2024, the public energy company KESCO announced the installation of electric vehicle charging stations in all municipalities of Kosovo as part of its initiative to promote electric vehicles and reduce air pollution. With over 74,000 euros invested in the supply infrastructure, KESCO aims to support a cleaner environment and lower costs. ¹⁸¹	n/a
28. Strengthening regional cooperation in the area of infrastructure development for fuel alternatives.	<p>The overall progress in regional cooperation in the field of alternative fuel infrastructure development has been limited.</p> <p>The overall assessment of improvements in climate sustainability and alternative fuels rates Kosovo at 8% in 2020 and 2021, and 0% in 2021 and 2022.¹⁸²</p> <p>Improving regional cooperation in the development of alternative fuel infrastructure is not only essential for environmental sustainability but also for economic integration. Strengthening this cooperation could lead to improved competitiveness and deeper integration of Western Balkan countries, aligning with EU standards and promoting regional prosperity.¹⁸³</p>	n/a

¹⁸¹ See more at, <https://shorturl.at/whtwA>

¹⁸² Regional Cooperation Council, Green Agenda Action Plan Implementation Report 2022, p.43.

¹⁸³ See, https://www.worldbank.org/en/region/eca/brief/western-balkans-regional-economic-integration?utm_source=chatgpt.com