

REPORT ON LANGUAGE USE IN KOSOVO:

MONITORING THE IMPLEMENTATION OF THE LAW IN INSTITUTIONS

Article 5 [Languages]
Article 24 [Equality Before the Law]

REPORT ON LANGUAGE USE IN KOSOVO: IMPLEMENTATION OF THE LAW IN INSTITUTIONS

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Authors:
Goran Avramović, Zoran Savić, and Miodrag Milićević
Co-authors:
New Social Initiative (NSI), Radio Goraždevac, Advocacy Center For Democratic Culture (ACDC), Media Center Čaglavica

For the Publisher:
NGO Aktiv

Address:
Kralja Petra 183a, Mitrovica North

Email: info@ngoaktiv.org
Website: www.ngoaktiv.org

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BACKGROUND

INTRODUCTION

In societies marked by significant ethnic and linguistic diversity, language rights represent a cornerstone of human rights protection and are essential for achieving equality among all communities. In Kosovo, both Serbian and Albanian languages are legally recognized as official, and language rights are formally guaranteed by the Constitution¹ and a specific legislative framework, primarily the Law on the Use of Languages². However, despite these explicit legal provisions, Serbian has been increasingly neglected in institutional practice—suppressed and systematically marginalized. This not only undermines the trust of non-majority communities in institutions but also contributes to their social exclusion, limits access to public services, and further deepens existing societal divisions.

This report, the fruit of collaboration between the NGO Aktiv, Kim Radio, the New Social Initiative (NSI), Radio Goraždevac, Advocacy Center for Democratic Culture (ACDC), and Media Center Čaglavica, aims to comprehensively map and analyze institutional practices in implementing the Law on the Use of Languages in Kosovo. The publication of this report was supported by the Council of Europe Office in Pristina through the project “Fostering Societal Cohesion by Reinforcing Minority Rights and Minority Languages”. Through detailed monitoring of different levels of government, public institutions, and agencies, the report identifies key gaps in the implementation of legal obligations, points to systemic loopholes, and highlights examples of good practice which, though rare, confirm that consistent implementation of the law is possible whenever there is political will, institutional accountability and awareness of the importance of respecting language rights. Hence, the goal of the report is not only to document the current state of affairs but also to provide a solid foundation for advocating systemic changes that will lead to a more consistent and efficient implementation of language equality, in accordance with applicable legal norms and international human rights standards. The right to language is one of the fundamental human rights, intrinsically related to identity, dignity, and equality. For non-majority communities, the ability to use their own language in communication with institutions is not a privilege, but a prerequisite for access to public services, education, healthcare, justice, and other key segments of social life. Language exclusion leads to informational and administrative barriers, as well as a sense of invisibility and insecurity, undermining principles of inclusion and social cohesion in the long run. Therefore, language equality is a prerequisite for building an inclusive, transparent, and democratic society in which all citizens, regardless of their ethnic or linguistic background, have equal access to information and institutions. In a post-conflict society such as the one in Kosovo, respect for language rights plays a key role in building trust between communities and strengthening their mutual understanding.

Through this report, we wish to open up a space for dialogue on these issues and offer specific recommendations to promote current practices, to align them fully with legal obligations. Clearly pointing out shortcomings and engaging in constructive advocacy can significantly contribute to the development of a more inclusive institutional culture and to the strengthening of accountability towards all citizens, without exception.

¹ <https://www.kosovopolice.com/wp-content/uploads/2020/07/Ustav-Republike-Kosova.pdf>

² https://kryeministri.rks-gov.net/wp-content/uploads/2022/05/ZAKON_BR_02_L-37_O_UPOTREBI_JEZIKA1346.pdf

MONITORING RATIONALE

This monitoring has been prompted by an increasing neglect of the legal obligation of ensuring bilingual communication in the work of public institutions in Kosovo. Although the law clearly stipulates obligations related to the use of Serbian and Albanian languages, as equal official languages, in practice, the systemic neglect of the Serbian language in public communication is becoming increasingly noticeable, especially in the digital sphere and when publishing public information. The unavailability of essential documents in the Serbian language is especially concerning, including job vacancies, public calls, decisions, regulations, administrative instructions, and other legal acts. Even when formally available, they are often incomplete, superficial, or inaccurately translated, directly impacting the right of non-majority communities to be promptly and adequately informed. The increasingly widespread practice of using automated translations in official communication is especially concerning. Such translations are often illegible, grammatically flawed, and terminologically incorrect, preventing a clear understanding of their content. This practice is not only a technical omission, but a serious violation of the right to equal access to information, as a fundamental human right, guaranteed by Kosovo legislation and international standards. When institutions communicate exclusively or primarily in one language, citizens who use the other official language are de facto excluded from institutional processes, thereby further deepening societal divisions and undermining trust in public structures. Hence, there is a clear need for systematic monitoring of the implementation of the Law on the Use of Languages to identify patterns of institutional conduct, highlight the most frequent violations of legal obligations, and provide a basis for future advocacy aimed at greater linguistic inclusivity, accountability, and more transparent work of Kosovo institutions.

METHODOLOGY

Monitoring of compliance with the Law on the Use of Languages in Kosovo was conducted between March and June 2025, with the overall aim to determine the extent to which institutions fulfill their legal obligations regarding the linguistic equality of Serbian and Albanian languages, as official languages Kosovo-wide. The pilot phase of monitoring included an analysis of ten official websites and social media accounts of key institutions at the central and local levels. Monitoring included the following institutions: Central Election Commission, Ministry of Internal Affairs, Police Inspectorate of Kosovo, Kosovo Police, Ministry of Agriculture, Forestry and Rural Development, Agricultural Development Agency, Constitutional Court, Non-Governmental Organizations, Ministry of Economy, Assembly of Kosovo, and Ministry of Environment, Spatial Planning and Infrastructure. In addition to digital communication, the report also offers a special section related to the institutional relationship with the media, with a focus on availability of information to media outlets reporting in the Serbian language. In particular, it examines whether answers to journalist queries were also available in Serbian, what is the language of communication when publishing press releases, and whether institutions offered equal information to media outlets reporting in both Serbian and Albanian. To ensure consistency, clearly defined assessment criteria were applied, divided into several categories:

Language compliance and proportionality of content. This assessed the consistency and proportionality between the Albanian and Serbian versions of the websites. This included checking whether information was published simultaneously in both languages, whether the content was equal in scope and importance, and whether there were any differences in the availability of specific documents or site sections, depending on the language.

Translation quality. A segment of special importance within this analysis included quality of translations from Albanian to Serbian languages. The assessment included legibility, terminological accuracy, grammatical correctness, style, as well as the consistent use of administrative and legal terminology. However, in numerous cases, we observed automatically generated translations that were not properly subsequently proofread and edited.

Availability of key documents. Within each site, the availability of documents of public importance that citizens use to exercise their rights was analyzed. This included laws, bylaws, administrative instructions, job vacancies, public calls, subsidies, grants, and other forms of institutional support. The assessment revolved around the fact whether these documents were available in Serbian in the same format as in Albanian.

Within the monitoring, the analyzed institutions received an additional query with questions related to the total number of employees, non-majority community representation among the employees, and the number of qualified translators at their disposal. The collected data were then quantitatively and qualitatively analyzed to identify the key thematic weaknesses and patterns of non-compliance with legal obligations, but also to recognize positive examples that can serve as models of good practice. Such methodology made it possible to clearly and comparatively demonstrate the extent to which institutional communication is in line with the Law on the Use of Languages. Consequences of language discrimination deserved special attention when it comes to access to information, transparency of institutions, and the exercise of citizens' rights of being informed in their own language.

KEY REPORT FINDINGS

Systematic non-compliance with the Law on the Use of Languages.

The monitoring has demonstrated that Kosovo institutions often do not provide translations or provide poor-quality translations that are incomprehensible, thereby seriously violating the law and fundamental human rights. Namely, Article 2 of the Law on the Use of Languages stipulates: "2.1. Albanian and Serbian, and their alphabets, are official languages of Kosovo and have equal status in Kosovo institutions. 2.2. All persons have equal rights concerning the use of the official languages in Kosovo institutions."³

Institutional discrimination through language practice – Not offering translation results in non-majority communities being denied equal access to information of public significance, thereby undermining equality, transparency, and the rule of law.

Inconsistent availability of key documents – Job vacancies, calls for subsidies, and support programs are often not available in both official languages; the number of documents in Serbian is significantly lower, making access unequal.

Low quality of existing translations – Even when documents exist in both languages, translations often contain grammatical and terminological mistakes, as well as content inaccuracies.

Contrast with the practice of non-governmental organizations – Although with significantly lower budgets and human resources, NGOs from the Serbian community in the north of Kosovo consistently provide high-quality trilingual translations, demonstrating that financial resources are not the key factor, but rather institutional will and organization.

Lack of qualified translation personnel – Analysis of responses from ministries and agencies revealed a considerable gap between budget funds and the number of hired translators. In some institutions, such as the Ministry of Internal Affairs, which had a budget of 216 million Euro in 2024, all translation work was performed by a single person.

³ https://kryeministri.rks-gov.net/wp-content/uploads/2022/05/ZAKON_BR_02_L-37_O_UPOTREBI_JEZIKA1346.pdf

ANALYTICAL FRAMEWORK

LEGAL AND INSTITUTIONAL CONTEXT

The right to language and equal access to information are recognized and protected through a range of international instruments, including specifically:

Universal Declaration of Human Rights (1948)⁴ – Article 2 (prohibition of discrimination) and Article 7 (equality before the law and the right to equal protection under the law, without discrimination).

European Convention on Human Rights (1950)⁵ – Article 10 (freedom of expression, which includes the right to receive and impart information), interpreted in conjunction with the prohibition of discrimination in Article 14.

International Covenant on Civil and Political Rights (1966)⁶ – Article 19 (right to freedom of expression, including the right to seek, receive, and impart information) and Article 27 (rights of persons belonging to minorities to use their own language).

Council of Europe Framework Convention for the Protection of National Minorities (1995)⁷ – specifically Article 10 (right to use the minority language before authorities) and Article 11 (right to personal names, designations, and toponyms in a minority language).

European Charter for Regional or Minority Languages (1992)⁸ – Obliges states to ensure the use of minority languages in public life, before government bodies, and in the provision of services.

UN Declaration on the Rights of Persons Belonging to National or Ethnic, Religious, and Linguistic Minorities (1992)⁹ – Article 2 affirms the right of minorities to use their own language without any interference, as well as the right to participate in decisions that affect them.

Charter of Fundamental Rights of EU (2000) – Article 21 (prohibition of discrimination, including on grounds of language) and Article 22 (respect for cultural, religious and linguistic diversity).

⁴ <https://minlmpdd.gov.rs/wp-content/uploads/2024/07/univerzal-nadeklaracijalat.pdf>

⁵ https://www.echr.coe.int/documents/d/echr/convention_srp

⁶ <https://unmik.unmissions.org/sites/default/files/regulations/o5bosniak/BIntCovCivilPoliticalRights.pdf>

⁷ <https://minlmpdd.gov.rs/sektori/nacionalne-manjine/multilateral-ni-ugovori/okvirna-konvencija-za-zastitu-nacionalnih-manjina/>

⁸ https://www.coe.int/t/dg4/education/minlang/Source/CharterText/ExplRpt_ba.pdf

⁹ <http://mail.hnv.org.rs/docs/DEKLARACIJA%20O%20PRAVI-MA%20OSOBA.pdf>

¹⁰ https://www.eeas.europa.eu/sites/default/files/documents/2023/22S-rbN_SWD_2023_692%20Kosovo%20report.pdf

¹¹ https://www.assembly-kosova.org/Uploads/Data/Files/6/UstavRepub-likeKosovo_4NLeWNWqGD.pdf

The issue of systematic violations of the Law on the Use of Languages in Kosovo has been highlighted for many years, yet it still persists despite the existing legal framework that guarantees equal use of the Serbian and Albanian languages. Consequently, members of Serbian-speaking non-majority communities remain permanently deprived of timely and crucial information. This fact was also confirmed in the European Commission's 2023 Report on Kosovo¹⁰, which, in several instances, points to the mentioned issue (pages 28, 33, 35, and 38). Such a practice prevents equal access to information of members of non-majority communities and is a direct violation of the Law on the Use of Languages, which clearly stipulates that Albanian and Serbian are equal official languages in Kosovo. The long-standing practice of ignoring this issue and the institutional silence in the face of continuous violations of language rights implies that citizens of Serbian nationality, as well as members of other non-majority communities who rely on information available in the Serbian language, remain deprived of rights guaranteed by the Constitution and laws. The Constitution of Kosovo¹¹ defines the state as multiethnic, while society is characterized as civic, not ethnic or national. The Constitution also guarantees freedom of expression, religion, and assembly, as well as other fundamental rights. The Serbian language is defined as an official language and, in accordance with the law, it is equal to the Albanian language at both central and local levels.

The rights to language use were further elaborated in the Law on the Use of Languages¹², adopted in Kosovo in July 2006. This law provides strict guidelines to ensure bilingualism in the work of Kosovo institutions, and its implementation extends to specific segments of the private sector. Of particular importance is Chapter III (Rights of Communities and Their Members), directly regulating the protection of the rights of communities against discrimination. This chapter guarantees the right of members of non-majority communities to develop and promote their specific identity and characteristics, including the right to express and preserve their culture and traditions, receive education in their mother tongue, use community symbols, use their own script, be represented in media content, and establish ties with states that share their culture and heritage.

¹² https://kryeministri.rks-gov.net/wp-content/uploads/2022/05/ZAKON_BR_o2_L-37_O_UPOTREBI_JEZIKA1346.pdf

LIMITED IMPLEMENTATION OF LEGAL NORMS

Although Article 14 of the Law on the Use of Official Languages¹³ (No. 02/L-37) clearly stipulates the obligation of courts to issue documents related to proceedings in the language chosen as official in a given proceeding, in practice, court judgments are predominantly issued in the Albanian language. Such a practice leads to violations of the rights of citizens from non-majority communities, as confirmed by numerous examples documented in civil society research¹⁴. Thus, for example, there was a case of annulment of a banking contract signed in Cyrillic script, as well as multiple examples where public procurement and job advertisements were not translated into Serbian, thereby limiting equal employment opportunities and professional advancement of citizens who do not speak or understand Albanian. Such examples point to a broader, systemic issue of disrespect for the principle of bilingualism at the institutional level.

Analyses indicate that the issue revolves not only around the inconsistent application of the law, but also the lack of institutional will and capacity for its implementation. Namely, Kosovo institutions often use their own discretion to decide in which language to conduct proceedings or publish documents, while it is up to citizens to request a translation subsequently. The legal framework provides no explicit guarantees that translations will be provided within a specific deadline, nor does it establish standards to ensure their quality. In addition, the lack of systematic investment in education and employment of bilingual staff over the past decades resulted in a chronic lack of qualified translators and administrative staff capable of ensuring consistent implementation of the law. The so-called tokenism is a consequence of this situation – formal respect for language rights through symbolic or partial actions, without any genuine intention to ensure their substantive enjoyment. Politically speaking, the right to use the Serbian language is by and large interpreted as a privilege, rather than a legally guaranteed right. It brings upon an unfavorable political climate of generally accepted standard of in compliance with applicable laws and the Constitution.

Kosovo legal framework formally provides sanctions for violations of the right to language. Article 193 of the Kosovo Criminal Code¹⁵ stipulates fines and prison sentences for persons who deny other citizens the right to use their language or script freely. In addition, if an official commits the abuse, a more severe prison sentence of six months to three years is prescribed. However, despite these provisions, the institutional response to violations of the law is insufficient or completely lacking. Proper proceedings are not initiated against those responsible, nor is adequate protection of the rights of affected citizens ensured. Such a selective and arbitrary application of the law points to either a lack of political will to implement existing laws or an intention to maintain the status quo, where legal norms and international obligations are ignored. This further erodes citizens' trust in institutions and undermines the rule of law.

¹⁵ https://www.kosovopolice.com/wp-content/uploads/2020/07/ZAKONIK_BR_o6_L-074O_KRIVICNOM_ZAKONIKU_REPUBLIKE_KOSOVO.pdf

OFFICE OF THE LANGUAGE COMMISSIONER

The Office of the Language Commissioner (OLC) was established in accordance with Law No. 02/L-37 on the Use of Languages¹⁶, adopted by the Assembly of Kosovo in 2006. This law guarantees the equal use of the official languages - Albanian and Serbian. The Office of the Language Commissioner began its work in 2012 as an independent institution responsible for overseeing and implementing the Law on the Use of Languages. The Office was established in Kosovo as an independent body within the Ombudsperson Institution, with the mandate to oversee the implementation of the Law on the Use of Languages and ensure respect for the rights of all language communities. Its primary role is to ensure that all public institutions, at both central and local levels, fulfill their obligations regarding bilingual or multilingual communication, as well as to promote linguistic equality and inclusion. Key competencies of the Office of the Language Commissioner include monitoring the implementation of the Law on the Use of Languages and identifying irregularities in its implementation. The Office acts on complaints received from citizens and institutions regarding violations of language rights and issues recommendations to competent authorities to promote its language policy. In addition, it regularly reports to the public and the Assembly on the state of play regarding language rights and measures taken, and an essential part of its work includes promoting awareness of the importance of language equality in public life. Kosovo citizens have several institutional mechanisms available to protect their language rights. Violations of the Law on the Use of Languages can be reported directly to the Office of the Language Commissioner, responsible for reviewing complaints, conducting investigations, and issuing recommendations to institutions. In addition, citizens can address the Ombudsperson Institution in cases of discrimination or denial of fundamental rights, as well as initiate proceedings before courts and prosecution offices in more serious cases. Complaints can also be directed to the competent ministries and municipal administrations, which are obliged to act in accordance with legal obligations and the Commissioner's recommendations. However, the 2024 Trend Analysis¹⁷, prepared by the NGO Aktiv, pointed to a decline in the trust of the Serbian community in Kosovo institutions. In its previous work, the Office played a crucial role in documenting¹⁸ and highlighting cases of violations of the Law on the Use of Languages, and its reports and recommendations often served as the basis for grassroots oversight and advocacy within civil society. However, since 2025, this office has not had an appointed commissioner¹⁹, leading to a serious institutional vacuum. Although the Office formally continues its work, the lack of a leadership figure directly affects its capacity to respond actively to law violations, issue binding recommendations, and conduct systematic oversight of the work of institutions. Kosovo Language Commissioner's mandate has expired, and no new commissioner has yet been appointed, creating a vacuum. At the same time, the Office for Community Affairs has been non-functional for over a year due to prolonged delays in appointing its head. Moreover, this office has faced numerous challenges related to transparency and accountability in the implementation of its programs. Namely, BIRN investigation²⁰ revealed that funds were allocated to organizations with no connection to minority communities, sparking widespread criticism and leading to an investigation by the Prosecution Office in Pristina. The absence of a commissioner sends a strong message about the lack of political will to protect language rights. Additionally, it weakens the trust of non-majority communities in the institutional framework that is supposed to guarantee their equality. Without a functional and legitimate oversight mechanism, violations of the law remain unreported and go unpunished, while at the same time normalizing language discrimination in institutional practice.

¹⁶ https://kryeministri.rks-gov.net/wp-content/uploads/2022/05/ZAKON_BR_02_L-37_O_UPOTREBI_JEZIKA1346.pdf

¹⁷ <https://ngoaktiv.org/wp-content/uploads/2025/04/Analiza-Trendova-2024-1.pdf>

¹⁸ <https://drive.google.com/file/d/1jX1LrnVD9r89fs-B81TDuPhCXyIDUaT3/view>

¹⁹ <https://docs.un.org/en/S/2025/200?utm>

²⁰ https://prishtinainsight.com/prosecution-probes-allegations-of-grant-misappropriation-in-kosovos-community-programs/?utm_source=chatgpt.com

²¹ <https://gzk.rks-gov.net/ActDocumentDetail.aspx?ActID=8364>

Pursuant to Regulation 07/2012 on the Office of the Language Commissioner²¹ the new Commissioner should be appointed at the earliest convenience, given that the current Commissioner's mandate has expired, in order to renew institutional capacities for the protection of language rights and ensure the efficient implementation of the Law on the Use of Languages.

EDUCATION AND LANGUAGE POLICY

EDUCATIONAL SYSTEM AND BILINGUALISM

Almost a quarter of a century after the end of the war, the issue of institutional learning of official languages in Kosovo remains unresolved. Although both Albanian and Serbian languages are constitutionally recognized as official, the education systems function in parallel – one within the Serbian and the other within the Kosovo system – without any common ground. In such an environment, learning the Albanian language is not part of the curriculum in schools operating under the Serbian education system. In contrast, the Serbian language is not taught in schools within the Kosovo system. Such a situation is not only a result of post-war isolation, but also has deeper roots in the fall of Yugoslavia and changes in educational policies in the 1990s, when institutional bilingualism in schools was abolished. This deprived non-native languages of their last institutional link to the legacy of former Yugoslavia, where learning the languages of “the other” was intended to reduce the ethnic divide between Serbs and Albanians. Despite the socio-political turbulence of the time, this model still implied institutional responsibility for building a multiethnic society in Kosovo. Such a division prevents the development of a functional bilingual society and perpetuates the segregation of communities. Despite the existence of the Law on the Use of Languages, its implementation is not reflected in educational practice, thereby significantly reducing the opportunities for mutual communication and understanding among youth. New generations are moving away from the standards of their elders, among whom knowledge of both languages was far more widespread and socially accepted.

Analyses by international and local stakeholders indicate that language learning within the school system is the most efficient and accessible way to ensure the mass acquisition of language competence. Private courses and individual classes remain limited in scope and financially unavailable to a large number of citizens. At the same time, the institutional introduction of Albanian and Serbian languages into schools would offer wide availability and ensure equal access to education.

In light of European standards and obligations arising from the European integration process, it is clear that Kosovo education system needs to introduce structural solutions aimed at promoting multilingualism. One of the realistic options includes the introduction of Albanian language classes in Serbian schools and Serbian language classes in Albanian schools, as elective subjects. This would preserve the freedom of choice for students and parents, while at the same time ensuring the institutional presence of both official languages in education. A prerequisite for the institutionalization of learning of both languages could be achieved through the introduction of elective subjects in Serbian and Albanian in schools, and this issue should be put forward within the technical negotiation process in Brussels. This would open up the possibility of preserving bilingualism and lay the foundations for future relations between Serbs and Albanians based on mutual agreements, instead of imposed solutions. Such an approach entails full political accountability on the part of those in power, who, after decades of irresponsible policies, would finally have to show political courage and willingness to take responsibility towards the future generations, in an attempt to preserve a multiethnic and multilingual Kosovo.

Such a policy would contribute to strengthening mutual integration, increasing of social cohesion, and creating long-term preconditions for stability. In addition, restoring the practice from the pre-conflict era, when both languages were present in the curricula, would not only meet international standards but it would also represent an essential step in building trust and normalizing relations between communities.

ALBANIAN LANGUAGE STUDY PROGRAM IN BELGRADE AND BALKANISTICS STUDY PROGRAM IN PRISTINA

For some time, the Balkanistics Study Program in Pristina and the Albanian Language Study Program in Belgrade could serve as academic and linguistic bridges between the two peoples. The Balkanistics Study Program is a four-year study program launched at the University of Pristina²² in 2021, with the aim, among other things, of promoting interlingual and intercultural communication in Kosovo and the Western Balkans region. In addition to the Albanian language, students had the option to study other Balkan languages, such as Serbian, Bosnian, Croatian, or Macedonian. However, as stated for this report by the head of the Balkanistics Study Program at the Faculty of Philology of the University of Pristina, Prof. Dr. Seniha Krasniqi, no call for enrollment in the Balkanistics Study Program has been announced this year, since this study program has not been accredited for two years.

One of the key challenges in maintaining and developing study programs in the field of Balkan languages and literature at the University of Pristina is the lack of adequate teaching staff. According to the requirements of the Kosovo Accreditation Agency, the engagement of full-time professors and teachers is the basic criterion for the approval and accreditation of study programs. In practice, difficulties in finding qualified academic staff prevent the long-term stability and sustainability of these studies. The program is currently offered in the third and fourth grades, and some students are already employed in organizations and translation agencies, pointing to the practical value and applicability of the knowledge acquired during the studies. However, there are no clear data on the total number of active students or on the plans of the University of Pristina to continue developing and advancing the Balkanistics Study Program in the future. The Albanian Language Department at the Faculty of Philology in Belgrade has been operating for more than a century. According to the data for the academic year 2025-2026²³, 14 students are offered an opportunity to enroll in the Albanian Language, Literature and Culture academic program in the capital of Serbia - ten funded from the budget and four self-funded.

²² <https://filologjia.uni-pr.edu/page.aspx?id=2,51>

²³ https://fil.bg.ac.rs/uploads/files/upis/2025/Upisne_kvota_JKK_2025-2026.pdf

OPPORTUNITIES FOR INDEPENDENT LEARNING

Poorer knowledge of the Albanian language among members of the Serbian community and vice versa has been a longstanding institutional issue, especially among the younger population. The existing gap in language learning, created by the breakup of the former Yugoslavia, was further deepened after the conflict in Kosovo. Despite numerous requests – primarily from non-governmental organizations, and partly from the international community – there has been no substantial institutional progress on the matter. To at least partially overcome this issue, non-governmental organizations, with the support of international partners, have organized various courses, mostly voluntarily. Although initially met with some interest, limited resources, low motivation of participants, and lack of time for continuous language learning meant that the reach of these initiatives remained very modest and was limited to a small number of people, predominantly teenagers and middle-aged citizens.

With the expansion of digital technologies, the penetration of the internet, and an increase in the number of social media users, the possibility of a wider reach and more innovative approaches has opened up. Thus, in 2018, the online platform Vocup24 for learning Serbian and Albanian was launched, supported by the Center for Social Initiatives. The project was supported by the British Embassy in Kosovo, IOM, UN Mission in Kosovo (UNMIK), and the Office of Language Commissioner. The platform features video lessons, text explanations, exercises, and a glossary of new expressions, and is available as a website, as well as Android and iOS applications. This marks a step forward towards more accessible and practical language learning, although it remains a substitute for the lack of an institutional solution.

However, positive initiatives by socially responsible organizations were not paired with adequate institutional support. Consequently, these and similar attempts, relying almost exclusively on the assistance of the international community, remained short-term and fragmented efforts to change the unfavorable situation. The lack of institutional support further indicates the lack of political will to address the issue of language learning and language rights sustainably and systemically.

24 <https://www.voc-up.com/>

COMPARATIVE MODELS AND PRACTICE

COMPARATIVE OVERVIEW – OFFICIAL LANGUAGES IN COMPARATIVE LAW

Many countries worldwide officially recognize and use two or more languages in legislation, administration, education etc. When it comes to Europe, official multilingualism is present in: Switzerland (four languages): German, French, Italian and Romansh; Belgium (three languages): Dutch/Flemish, French and German; Finland (two languages): Finnish and Swedish; Ireland – (two languages): Irish (Gaelic) and English; Luxemburg (three languages) Luxembourgish, German and French; Bosnia and Herzegovina (three languages): Bosnian, Serbian and Croatian. Montenegro also recognizes several languages – in addition to Montenegrin, it recognizes Serbian, Bosnian, Albanian and Croatian languages.

Switzerland stands out as a successful example of institutional multilingualism based on federalism and regional autonomy. Four languages – German, French, Italian, and Romansh – have official status, and the cantons decide on the language of education and administration. Learning at least one of the other national languages is mandatory in the educational system, thereby ensuring mutual communication and reducing language barriers between communities. The key to success lies in respecting the territorial principle and a high degree of tolerance, with the state not imposing a single dominant language but encouraging cultural and linguistic diversity. Belgium, on the other hand, serves as an example of divided multilingualism with pronounced tensions between language communities. Three official languages – Flemish (Dutch), French, and German – are recognized at the regional level, while Brussels is institutionally bilingual. Each community has its own educational and cultural policies, showcasing how decentralization can enable the preservation of linguistic rights, while also highlighting how the lack of integrative mechanisms can deepen divisions. Based on this example, Kosovo can learn the lesson that bilingualism should not only remain territorially divided, but should also be institutionalized through the education system as a common space.

Bosnia and Herzegovina further highlights the challenges that arise when multiple languages formally exist within a single educational system. The presence of Bosnian, Serbian, and Croatian languages has led to parallelism in education, with instances of segregation (“two schools under one roof”). This example shows that formal recognition of languages is not sufficient if there is no political will and pedagogical strategy to build integrated programs. Compared to these models, Kosovo could develop a system that combines the territorial principle (similar to the Swiss model) with mandatory elements of co-learning of both official languages in education (similar to the Finnish model). This would enable younger generations to develop functional knowledge of both Albanian and Serbian, thereby contributing to social cohesion and adhering to European standards in the area of minority rights.

INSTITUTIONAL PRACTICE AND MONITORING

Lack of consistent institutional implementation of the Serbian language in Kosovo represents a long-standing and systemic issue. Although Serbian, along with Albanian, is constitutionally recognized as an official language, practice highlights that institutions largely ignore this obligation. Serbian-speaking citizens often lack equal access to basic information - ranging from electoral processes and laws to administrative instructions and job vacancies, to public announcements and subsidy programs. Over the past years, a significant number of projects have been implemented, mostly funded by the international community, to improve the practice of respecting the Law on the Use of Languages. However, the impact of these initiatives has remained modest, and fundamental issues still persist. Their causes are numerous, ranging from a lack of qualified translators and weak administrative capacity to the most important factor: a lack of political will to address this issue systematically and responsibly. Instead, we are witnessing increasingly frequent attempts to present rights guaranteed by the Constitution and laws as privileges, thereby creating a climate where the selective application of the law is socially acceptable. The consequences of this practice are multiple. Citizens of non-majority communities have a more difficult or have no access to information that directly impacts their rights and obligations: voters are not informed promptly in their own language about election procedures, farmers do not have equal access to subsidy competitions, while many citizens are deprived of the opportunity to apply for public competitions due to a lack of translation. These examples clearly demonstrate that failure to comply with the Law on the Use of Languages has direct and serious consequences for the quality of life and equality of citizens. Starting off from these circumstances, our monitoring included 10 key institutions in Kosovo, starting with the Central Election Commission, which was our primary focus at the time due to the upcoming parliamentary elections. The analysis revealed a number of irregularities in the implementation of the Law on the Use of Languages, ranging from campaigns targeting non-majority communities to significant differences between Albanian and Serbian language content on official platforms. Similar patterns were observed in other institutions, while the Constitutional Court was singled out as a partially positive example of compliance, and civil society organizations as an illustration that quality bilingualism can be achieved with significantly more modest resources. This confirms that the key issue lies not in the lack of funds, but in the lack of political accountability and readiness of institutions to implement the law consistently.

QUARTERLY MONITORING DETAILED FINDINGS

ELECTION COMMISSION

BUDGET: 8.7 MILLION EURO

NUMBER OF EMPLOYEES: NO DATA

NUMBER OF QUALIFIED TRANSLATORS: NO DATA

Monitoring of the official website and social media presence of the Central Election Commission of Kosovo (CEC) revealed a range of serious omissions in complying with the Law on the Use of Languages. As a key electoral institution, the CEC should ensure equal access to information for all citizens. However, the analysis pointed to systemic neglect of the Serbian language and visible forms of institutional discrimination against non-majority communities. The Serbian language version of the website lists numerous non-functional links, thereby directly preventing access to essential documents and information. The quality of the content is extremely poor – the texts are often filled with spelling errors, and the translations are frequently so poor that they make it difficult to understand basic information. In terms of transparency and institutional structure, the Albanian version of the website lists 11 members of the CEC. In contrast, the Serbian version has only five, which clearly illustrates the inconsistency in the presentation of basic data. In addition, elements of visual and content presentation – such as the organizational chart, voting instructions, election statistics, and internal regulations – have not been translated into Serbian at all and are available only in Albanian. Particularly problematic is the fact that the media section does not provide information on the accreditation of journalists and observers in the Serbian language, thereby placing journalists from non-majority communities on an unequal footing. Sections such as election operational plans, vacancy announcements, meetings, and decisions of the CEC are, in most cases, available only in Albanian. Job vacancies and applications, as well as the archive of previous vacancies, are published exclusively in Albanian, even on the Serbian-language version of the website. Moreover, the last annual report available in Serbian dates back to 2016, while the same document in Albanian was last published in 2022. Identical patterns were also observed on the official CEC social media accounts. Posts on the Facebook page most often appear first in Albanian, then in English, while the Serbian language is regularly neglected or completely left out. On Instagram, some information is provided exclusively in Albanian and English, with no translation into Serbian. On the X network (former Twitter), video materials from the information campaign were published only in Albanian, while the accompanying texts were in English, again without any content in Serbian.

MINISTRY OF INTERNAL AFFAIRS

BUDGET: 216 MILLION EURO

NUMBER OF EMPLOYEES: 944

(49 FROM NON-MAJORITY COMMUNITIES)

NUMBER OF QUALIFIED TRANSLATORS: 1

An analysis of the official website of the Ministry of Internal Affairs of Kosovo, as well as its presence on social media, revealed numerous irregularities pointing to systemic neglect of the Serbian language and non-compliance with obligations under the Law on the Use of Languages. On the MIA website, the Serbian version is poorer content-wise and is technically less well-maintained compared to the Albanian version. Certain pages, documents, and functions, such as the online driver's license application, are not available in Serbian or are unusable. At the same time, much content is available only in Albanian or in Albanian and English, while translations into Serbian contain serious grammatical and terminological errors, often to the point of incomprehensibility. Certain institutions within the MIA, such as the Information Society Agency and the Cybersecurity Agency, are not available in Serbian at all – one exists only as a Facebook page with posts in Albanian and occasionally in English. At the same time, the link to the other is not operational. In the civil security segment, the page "Civil Aviation Safety" does not exist in Serbian at all. The site's content is often poorly organized and illogically structured – the language order in the navigation favors Albanian and English, while Serbian is in the background, even though English is not an official language in Kosovo. Some video materials in the gallery, as well as other multimedia posts, are not subtitled or dubbed into Serbian. Additional technical and content issues were observed in sections such as "News", where diacritical marks characteristic of the Albanian language appear, indicating errors in content entry. Sections such as "Civil Aviation Safety", "Environmental Taxes", and "Residence Permit Criteria" are available exclusively in Albanian. In the "Minister's Decisions" section, as well as in strategic documents and national plans, the content is available only in Albanian. At the same time, serious linguistic errors have been noted in the translations. An example of this is the phrase: "According to Law no. 08/L-197 for employees in publishing", which illustrates automatic and illogical translation. A particular problem is the content of the ID card issued by the Ministry of Internal Affairs. In this document, the term "Kosovar" is also used in the Serbian version, although the correct wording in Serbian is "Kosovac". Such usage is not only linguistically incorrect but can also be culturally offensive. The dominance of the Albanian and English languages has also been observed on social networks. On the Ministry's official Facebook account, almost all posts, including video material, are published exclusively in Albanian, without translation or subtitles into Serbian. The name of the Ministry is also displayed only in Albanian. On the X network (formerly Twitter), the name of the Ministry is written down in English, while the content is predominantly in English and Albanian. The Serbian language is almost never used. Within the monitoring, an official email query was sent to the Ministry of Internal Affairs, to which the response was provided first in Albanian and then in Serbian. The response stated that the Ministry of Internal Affairs currently employs a total of 944 officers, of whom 49 come from non-majority communities, including 33 from the Serbian community, nine members of the Turkish community, three from the Bosniak community, two from the Egyptian community, and one each from the Gorani and Ashkali communities. This institution employs only one official based on a decision appointing them to the position of translator for Albanian and Serbian, or Serbian and Albanian, responsible for translating all Ministry documents. Monitoring data clearly indicates that one person cannot adequately respond to the translation workload, resulting in poor-quality content in the Serbian language. Given that the annual budget of this ministry amounts to 216 million Euro, they surely have sufficient funds to provide an adequate translation into Serbian.

POLICE INSPECTORATE OF KOSOVO

BUDGET: 1.723.247,25 EURO

NUMBER OF EMPLOYEES: 82

(5 FROM NON-MAJORITY COMMUNITIES)

NUMBER OF QUALIFIED TRANSLATORS: 0

**(ACTIVE CONTRACT WITH AN OUTSOURCED COMPANY
PROVIDING TRANSLATION SERVICES)**

Analysis of the official website of the Police Inspectorate of Kosovo (PIK) points to significant issues with the implementation of the Law on the Use of Languages, especially in relation to the Serbian language as one of the official languages of Kosovo. One of the first observed shortcomings is that the organizational chart (organigram) displayed in the part of the website intended for the Serbian community is entirely in Albanian, which hampers or prevents Serbian language users from understanding the structure and functions of the institution. Moreover, the name of the institution on the website is not in line with official language rights, as the Serbian language appears only in third place, after Albanian and English, although English is not an official language in Kosovo. A snapshot of the news section uncovers that much of the content on the Serbian part of the site is written exclusively in Albanian, and in some cases, apart from the headline, there is no information at all. The translation in the “Departments” category is illegible, with examples of illogical and confusing phrases, and occasionally even ijekavica is used. In addition, links leading to key documents such as laws and administrative instructions in the Serbian version of the site do not work. In contrast, all documents are properly available in the Albanian language. In the segments dedicated to reports, only the reports from 2022 and onwards are available in the Serbian-language part of the site, while reports for the period between 2006 and 2021 are entirely omitted. In addition, all financial reports that can be downloaded from the Serbian version of the website are published in Albanian, while attempts to download regulations result in a technical error (“Server Error”). Additionally, the magazine “Integrity” published periodically by PIK, is available in Serbian in only two out of its 14 editions. In addition to the website, an analysis of the Police Inspectorate’s presence on social media shows that the Albanian language is dominant, while the Serbian language is treated as marginal. On the institution’s Facebook profile, the name and basic information are displayed exclusively in Albanian, and content in Serbian regularly comes after Albanian and English, even though English is not an official language in Kosovo. The video materials are almost entirely not subtitled or dubbed into Serbian. The situation is similar on the X network (formerly Twitter), where the profile has been active since 2019, and all published content is exclusively available in Albanian. Only five videos have been published on PIK’s YouTube channel, of which only one is in Serbian, while the rest are solely in Albanian and English. Throughout the monitoring, we contacted the Police Inspectorate of Kosovo with additional queries. We received the following response: PIK has a total of 82 officers, of whom five are operational staff officers from non-majority communities, including three investigators from the Serbian and two from the Bosniak community. It is important to stress that PIK does not employ a translator for the Serbian language. Instead, it has an active contract with an external company that provides translation services into the Serbian language.

KOSOVO POLICE

BUDGET: 159.736.292,89 EURO

NUMBER OF EMPLOYEES: NO DATA

NUMBER OF QUALIFIED TRANSLATORS: NO DATA

Analysis of the official Kosovo Police website points to significant shortcomings in the implementation of the Law on the Use of Languages, especially in relation to the Serbian language. The part of the site intended for Serbian language users contains texts that are, in most cases, exclusively available in Albanian, including basic categories and content. In addition, numerous examples of poor, incomprehensible, and grammatically incorrect translations were observed, as well as frequent spelling errors. Examples include terms like “Prijaviti zločin” or “Departamenti”, as well as more complex texts in the news category, where the translations are not only of insufficient quality, but also downright confusing, with irregular constructions and frequent use of ijekavica. Much of the news in the Serbian language part of the site is actually presented in Albanian. However, there is a separate section of the site for publishing information in Albanian. Categories related to specialized units, such as “Specialized Units Departments” and “Intelligence and Analysis Departments” are not available in the Serbian language or only include titles without any content. A similar issue prevails in categories such as “Border Directorate” and “Investigation Directorate,” with the names and texts mostly in Albanian, with numerous spelling and grammatical errors in Serbian. Another example is „Uprava za ljudske izvore“, which is incorrectly translated and does not correspond to the standard expression „Odeljenje za ljudske resurse“. The same applies to the “Support Services Directorate”, where, apart from the title, there is no accompanying text. At the regional level, the names of cities and regions are often listed exclusively in Albanian or poorly translated into Serbian, while in some cases English is used. Also, the section dedicated to community safety in the Serbian language contains numerous errors, which can lead to ambiguities in communication around key information. At the same time, in the category “Projects, Awareness-Raising and Activities” all document titles are listed in Albanian. Although there are documents in Serbian within the information campaigns, the translations are often difficult to understand. A significant disproportion was also observed in the number of documents available in Albanian and Serbian, especially when it comes to police acts, administrative instructions, international cooperation, and contracts with local institutions. For instance, 45 documents are listed within the Police Acts category in the Albanian version, while fewer than half of that number are available in Serbian. The “Employment Opportunities” category exhibits a similarly uneven pattern, with a significant portion of documents available only in Albanian. A particular example of an inadequate approach is the “Contacts” section, where numerous spelling errors and poor sentence formulation are easily noticeable, thereby reducing the credibility and clarity of the information.

In the segment related to reports, the category for reporting cybercrime is not available in Serbian. Section of the site with “Wanted Persons”, displays only one warrant in the Serbian version, while the Albanian one includes as many as 132. Analysis of Kosovo Police presence on social media, also points to the dominance of the Albanian language. On the institution’s Facebook profile, the title is listed in English, while all posts and video materials are mainly in Albanian, with rare exceptions relating to events in northern Kosovo or published job vacancies. The situation is similar on the X network (formerly Twitter), with the name and content mostly available in Albanian and English only, without translation into Serbian. There is a specific number of bilingual videos available on the YouTube channel; however, most of the content is still only in Albanian, without accompanying texts in Serbian. Language rights compliance by the Kosovo Police is essential for ensuring equal access to justice and security for all citizens, especially in the north of Kosovo where many citizens expressed their concern with the fact that the majority of Albanian police officers do not speak Serbian. Although the Law on Police³² clearly stipulates the obligation to communicate in both official languages, in practice, it often happens that Serbian community citizens encounter language barriers when reporting incidents, seeking information, or exercising their rights before institutions.

**AMINISTRY OF AGRICULTURE, FORESTRY AND RURAL
DEVELOPMENT**

BUDGET: 93.562.272 EURO

NUMBER OF EMPLOYEES: NO DATA

NUMBER OF QUALIFIED TRANSLATORS: NO DATA

Analysis of the official website of the Ministry of Agriculture, Forestry, and Rural Development points to significant issues when it comes to compliance with official languages, especially in terms of availability and quality of content in Serbian. The name of the ministry in the Serbian language version of the website is available exclusively in Albanian, and the same holds true with contact information at the bottom of the page. Some categories in the Serbian language part of the website are in English, and overall, there is a noticeable irregular use of capital letters and diacritical characters in the Albanian language. The linguistic arrangement in the drop-down menu does not comply with language equality, as the Serbian language is only third, after English, which is not an official language of Kosovo.

The "Reports and Publications" category, although featuring a portion of the website in the Serbian language, lists report titles only in Albanian. At the same time, some content is unavailable or does not exist at all. Vacancies are another example of noncompliance with language norms – while over 150 documents are available in Albanian, there are only eight in the Serbian website version, three of which are titled in Albanian. Lack of content is also noticeable in the category "History and Mandate", with only one title listed in Serbian, lacking any accompanying text. The information about the Secretary General in Serbian is significantly shorter, without a photograph, and with basic information. At the same time, the Albanian version is considerably more detailed, and it includes a biography, qualifications, and work experience. When it comes to departments and sectors, the Serbian portion of the website lacks a public relations category, and lists only the basic contact information of the human rights and protection against discrimination unit. In contrast, the Albanian version is much more detailed and offers the legal framework and mandate.

There is an organizational chart in the Serbian version of the site. Still, it is of poor quality and low resolution, which makes it difficult to read, unlike the Albanian version, where it is clearly displayed. The lack of information about deputy ministers is particularly noticeable, as this category in Serbian is completely empty and offers unrelated information. At the same time, the Albanian version presents deputies, assistants, and advisors in great detail. The "Agencies" category is another example of a violation of the right to information in the Serbian language, since this part of the site offers no information on the Forestry Agency and the Agricultural Development Agency, as well as on direct payments and rural development projects. It is similar to the "Departments" category, where only seven departments are listed in Serbian, while in Albanian, there are as many as 36 of them, all followed by detailed descriptions.

When it comes to subsidies, almost all documents are available exclusively in Albanian. The majority thereof are either unavailable to be downloaded or do not exist in Serbian at all. The situation with legislation is also asymmetrical, as specific categories are lacking in Serbian, and information on laws, regulations, and strategies are minimal or even inexistent. In the Tenders section, none of the nine documents in Serbian are actually in Serbian. Some cannot even be downloaded, and the "Contracts" category does not exist at all. Also, online grant guides and applications are only available in Albanian.

On social media, this ministry predominantly communicates in Albanian. On Facebook, the ministry's name and introduction are available only in Albanian, and posts are mainly in the same language, except for information about subsidies and grants, which are sometimes translated into Serbian. Videos and promotional campaigns are almost exclusively available in Albanian, with rare exceptions related to the north of Kosovo. On the X network (formerly Twitter), all activity information is available only in Albanian. At the same time, on the YouTube channel, there is a slightly greater presence of Serbian. However, the majority of the content is still in Albanian, without translation or basic description in Serbian.

Lack of information, administrative instructions, and other key documents in the Serbian language directly affects Kosovo citizens who speak it, limiting their ability to participate equally in programs and benefits offered by the Ministry of Agriculture, Forestry, and Rural Development. Since the law clearly stipulates equal availability of information in both official languages, such a practice not only violates legal obligations but also leads to discrimination against a specific community in its access to subsidies, grants, and other incentives offered by this Ministry in cooperation with the Agricultural Development Agency.

AGRICULTURAL DEVELOPMENT AGENCY
BUDGET (MINISTRY OF AGRICULTURE, FORESTRY AND
RURAL DEVELOPMENT): 93.562.272 EURO
NUMBER OF EMPLOYEES: NO DATA
NUMBER OF QUALIFIED TRANSLATORS: NO DATA

A detailed analysis of the official website of the Agricultural Development Agency revealed significant shortcomings in the availability and quality of information in the Serbian language, pointing to a serious issue in implementing the principle of equality of official languages.

"About Us" section of the website, supposed to provide basic information about the Agency, carries an entirely empty Serbian version. It does not even contain the basic information about the jurisdiction and its founding framework, whereas the Albanian version provides a detailed overview of this information. The same holds when it comes to the organizational chart, presented entirely in Albanian, with no Serbian translation. Information on the Agency's executive director is not available in Serbian at all, as there is no corresponding category in that version of the website. In contrast, the Albanian version provides a comprehensive insight into the director's biography and work engagement. Video galleries are insufficiently updated, with only a few published materials, including one video supposedly in Serbian, that is actually in Albanian, including its title.

The "Privacy Policy" section offers no content in the Serbian language version, while the Albanian one provides detailed and updated text. Likewise, the "Reports and Publications" section in Serbian is lacking documents and materials, although the category is visible; in contrast, the Albanian portion of the website provides complete documentation from 2013 to 2025.

As one of the most apparent examples of violations of the Law on the Use of Languages, there is no contact in the "Contacts" category in Serbian, thereby preventing users who speak Serbian from accessing basic information on projects, grants, and regional offices, whilst the Albanian version clearly displays all this data. The "News" category reflects a marked disproportion in the number of posts, with over 80 news items in Albanian compared to only three in Serbian. The situation is even more drastic in the "Departments" category, where the Serbian-language version contains no information. At the same time, the Albanian portion of the website provides detailed information on the competencies and contacts of the directorates.

There is a significant discrepancy in the "Legislation" category - 38 documents are attached in Albanian, while there are half as many in the Serbian-language version. A similar disproportion was observed in the categories "Application Instructions", "Forms", "Special Programs", as well as in the sections related to grants and subsidies. For many years, documents in Serbian have been missing, while the Albanian versions are updated and complete. The quality of translation into Serbian is also problematic, with frequent spelling mistakes and incomprehensible terms, further hampering the use of these materials. Lack of available documents in the "List of Users" category is particularly concerning, considering that documents in Albanian were regularly published between 2019 and 2024, while there is no document in Serbian, apart from the category name itself. In terms of job vacancies, the number of documents in the Albanian language greatly exceeds the number of documents available in Serbian, and the existing translations into Serbian are of poor quality, with numerous mistakes making them useless. Moreover, while vacancies in Albanian are available for the last ten years, the Serbian version, lists only vacancies for the previous six years.

On social media, the official Facebook page of the Agricultural Development Agency is available only in Albanian, with posts and information exclusively in this language. The only video materials in Serbian are two videos from 2020, while all other video content is available only in Albanian. The Agency's official YouTube channel does not contain any video material, even though it was created back in 2015. Links to the social networks X (formerly Twitter) and Instagram are available, but they lead to inactive or non-existent pages.

The lack of information in Serbian about projects, grants, and subsidies offered by the Kosovo Agricultural Development Agency has direct consequences for citizens, especially farmers, who are prevented from accessing content in Serbian. This practice limits their ability to participate equally in support programs implemented by this agency in cooperation with the Ministry of Agriculture, Forestry, and Rural Development. Whenever key information, such as public calls, competition criteria, deadlines, and application methods, are not available in a language they understand, citizens from communities who communicate in Serbian are systematically excluded from a process that should otherwise be inclusive and transparent. This not only violates the principle of equal opportunities, but also deepens existing inequalities between communities in access to economic resources and the support for the development of rural areas.

MINISTRY OF ECONOMY

BUDGET: 58,6 MILLION EURO

NUMBER OF EMPLOYEES: 137

(5 FROM NON-MAJORITY COMMUNITIES)

NUMBER OF QUALIFIED TRANSLATORS: 0

(HIRED “EXTERNAL TRANSLATORS”, THEIR NUMBER IS NOT ESTABLISHED)

Analysis of the official website of the Ministry of Economy uncovered significant shortcomings in the availability and quality of information in the Serbian language, with numerous examples of inconsistencies and violations of the Law on the Use of Languages. The Serbian-language version of the site's section dedicated to deputy ministers omits information on one deputy who is properly displayed in the Albanian version. The ministry's organigram is available exclusively in Albanian, while it is completely missing from the Serbian version.

Categories such as "Inter-Ministerial Commission for PE" and "Inter-Ministerial Commission for Privatization – PE" offers minimal information in the Serbian version or are empty. In contrast, the Albanian version provides detailed data. The situation is similar to the sections "Central Public Enterprises" and "Public Enterprises and Regional Irrigation," where the information in Serbian is reduced to headlines only, with no content whatsoever. An example of such inconsistency can also be observed in the section of the website dedicated to the Geological Service of Kosovo and the Energy Inspectorate, with the Serbian version listing significantly less information compared to the Albanian one. Projects such as "RES" and those within the Energy Community are also insufficiently or non-functionally represented in the Serbian language.

"Strategic documents" category exhibits a significant disproportion in the number of available documents: 29 in Albanian and only 13 in Serbian, with the last annual report in Serbian dating back to 2016. Employment applications, projects, and publications are mostly unavailable or poorly translated into Serbian, which hampers or prevents many potential activities of Kosovo citizens who speak this language. In the field of energy, documents related to energy efficiency and renewable energy sources are entirely missing from the Serbian version. At the same time, detailed data, including governance and public hearings, are available in Albanian. Bylaws, administrative instructions, regulations, and documents on mines are significantly less represented or inexistent in the Serbian language compared to the Albanian one. The video gallery in Serbian is poorer content-wise – only seven videos are available, three of which carry a title in Albanian. The Ministry of Economy's social media profiles also showcase language disproportions. The Facebook page uses exclusively the Albanian language, while the video materials are mostly without Serbian translation, except for rare subtitles when it comes to content related to the north of Kosovo. There are no posts in Serbian on the X network (formerly Twitter), while the YouTube channel has almost entirely no content in Serbian, without translations or subtitles. Under the purview of the monitoring process, we addressed the Ministry of Economy with additional queries. We received a response that the total number of employees in this ministry is 137 (132 from the Albanian community, one from the Turkish community, one from the Ashkali community, and three from the Serbian community). However, when it comes to the number of qualified translators for the Serbian language, this ministry stated that "external translators" for Serbian and English languages have been hired, and that their number "has not yet been established." Compliance with the use of the Serbian language in the Ministry of Economy, goes beyond a mere administrative obligation. This is a fundamental issue that directly affects the constitutionality, the functionality of the system, and the socio-economic cohesion of society. Inadequate implementation of bilingualism generates systemic barriers that undermine the principles of equality, transparency, and legal certainty for all citizens, specifically for members of communities who communicate in Serbian. Failure to comply with legal and constitutional language provisions in this ministry brings about a direct imbalance in access to vital information and resources. For example, access to information about economic opportunities and support remains selective.

Lack of comprehensive information in the Serbian language on subsidy calls, support programs for small and medium enterprises, incentives, or specific investment regulations effectively excludes a significant portion of the population from active participation in economic life. The issue also manifests itself in the transparency of the employment process. Inadequate bilingualism in the publication of job vacancies, job descriptions, and application forms on official channels discriminates against members of the Serbian-speaking communities when accessing public services. This not only violates the principle of equality but it also denies the institution the opportunity to attract the highest quality personnel from all communities.

ASSEMBLY OF KOSOVO

BUDGET: 11,701,185 EURO

NUMBER OF EMPLOYEES: NO DATA

NUMBER OF QUALIFIED TRANSLATORS: NO DATA

An analysis of the official website of the Assembly of Kosovo points to significant shortcomings in the implementation of the Law on the Use of Languages, especially in relation to the availability of information and documents in the Serbian language. Although Serbian is an official language in Kosovo, along with Albanian, much of the content intended for the Serbian version of the site is missing, not translated, or is translated partially and inconsistently. Information available to citizens, in the “Independence Documents” category in the Serbian version of the website, apart from the title, offer no documents while in contrast, in the Albanian version, all documents are properly available. Categories such as “Draft Laws” and “Laws”, carry documents that have been mostly translated, but some titles remain in Albanian. A similar situation was noted in the sections “Jobs”, “Procurement”, “Counter Economic Crime Project”, and “Previous Legislatures”, where the content is either incomplete or not available in Serbian at all.

The biography of the President of the Assembly, in the Serbian version, contains only basic information – name, surname, and title. Other categories, such as “Memoranda”, “Budget Analysis”, “Strategic Plan”, “Parliamentary Transparency Forum”, and “Legislative Research”, show either a complete absence of documents in Serbian or a smaller number of them compared to the Albanian version of the site. Categories such as “International Cooperation” and “Sessions” in Serbian are either incomplete or their content is not available in Serbian. At the same time, some of the texts appear in English, which is not an official language. Also, in the category “Media”, an important subcategory that is present in the Albanian language is missing – “Information and Communication Strategy of the Assembly of the Republic of Kosovo”.

When it comes to the presence on social networks, the situation is somewhat more favorable. On the Assembly’s Facebook page, various information and video content, including greeting cards and campaigns, are available in Serbian. However, the broadcasts of the sessions still do not contain translations. On the YouTube channel, although some of the videos are available in Serbian, broadcasts of sessions and statements of MPs are available exclusively in Albanian, without translation.

The Assembly of Kosovo, as the highest legislative body, has a key role in implementing constitutional and legal provisions, including the Law on the Use of Languages. This institution should set standards of transparency, equality, and accessibility for all citizens, regardless of linguistic background. Language rights compliance, especially in institutions such as the Assembly, directly affects the trust of minority communities in the institutions of the system. Serbian, along with Albanian, is an official language in Kosovo, and its consistent presence in the work and communication of the Assembly is not a mere technical issue, but a legal obligation. Neglecting this obligation sends a message of exclusion and cherishes a sense of institutional inequality. Hence, the consistent implementation of the Law on the Use of Languages in the Assembly represents the basis for building an inclusive and democratic society.

**MINISTRY OF ENVIRONMENT, SPATIAL PLANNING AND
INFRASTRUCTURE**

BUDGET: 260 MILLION EURO

NUMBER OF EMPLOYEES: NO DATA

NUMBER OF QUALIFIED TRANSLATORS: NO DATA

An analysis of the official website of the Ministry of Environment, Spatial Planning and Infrastructure revealed serious violations of the Law on the Use of Languages, manifested through numerous inconsistencies, shortcomings, and omissions of content in the Serbian version of the website.

The very header of the website, the official name of the institution, is not translated in full; instead, the full name is only listed in the abbreviated form “Ministry of Infrastructure”. In the section relating to the minister and his deputies, the Serbian version of the website does not offer any information or photographs. At the same time, the same is appropriately available in the Albanian language. Lack of content was also noticed in the sections “Minister’s Cabinet”, “Secretary General”, and “Organigram”, with the pages being empty or containing only the title (often with grammatical errors).

“News”, “Photo Gallery”, and “Video Gallery” categories are also inconsistent. While all content in the Albanian language is up-to-date and available, the Serbian version lacks links, accompanying texts are in Albanian, and the number of published video materials is negligible. The most drastic inconsistency was observed in the segments “Departments”, “Vacancies”, “Legislation”, “Tenders”, and “Information”, where the Serbian version shows a significant lack of content, untranslated titles, blank pages, and lack of basic information that is appropriately available in the Albanian language. Thus, in the “Departments” category, the number of available segments in Serbian is eight, while there are 11 in Albanian. In the “Vacancies” category, only four documents are available to users, compared to over a hundred documents in the Albanian language. The “Tenders” section is completely empty in the Serbian version, while the Albanian version lists more than ten documents. It is also concerning that, in the “Legislation” category, users of the Serbian version of the site are faced with untranslated categories and a lack of key documents, including laws, regulations, strategies, and licenses. The lack of equal access to information is particularly evident in the “Information” category, where only 15 documents are available in the Serbian version, compared to more than 100 in the Albanian one. The ministry’s digital presence on social media also shows no progress in terms of bilingual communication. On the official Facebook page, all content – including the page name, texts, videos, and posts – is available exclusively in the Albanian language. The same applies to the official YouTube channel, with no content or translation in the Serbian language.

The Ministry of Environment, Spatial Planning and Infrastructure, as one of the key bodies of the executive branch, has a specific responsibility to ensure equal access to information for all citizens, regardless of their language background. Compliance with the Law on the Use of Languages in this case is not just a mere formality, but a specific reinforcement of institutional equality and inclusiveness. When a part of the population cannot access basic information on vacancies, tenders, legislation, or ministry activities, a feeling of exclusion and marginalization arises. This not only violates the Law on the Use of Languages, but also violates the basic principles of transparency and equality that should serve as the foundation of every society striving towards democracy.

The practice of Kosovo institutions to communicate with media reporting in the Serbian language points to systematic shortcomings in ensuring language equality and equal access to information. Numerous ministries, including Ministry of Health, Ministry of Defense, and Ministry of Culture, issue their official statements exclusively in the Albanian language. Similarly, the Kosovo Police, in most cases, publishes information only in Albanian. At the same time, translations into Serbian, when available, arrive several hours later and with serious quality deficiencies, making them almost unusable. In addition, police representatives in Pristina and Gracanica are rarely available to Serbian media south of the Ibar, while a significantly more professional approach is noted in communication with the north of Kosovo. One exception in practice is the Ministry for Communities and Returns, which regularly issues press releases in parallel in Albanian and Serbian languages. A particular issue is observed in the work of the Ministry of Environment, Spatial Planning and Infrastructure, which thus far issued no press releases, notifications, or invitations for a press conference directed to the Serbian language media. Paradoxically, this very ministry, according to available signatures in electronic communication, is also competent for the Kosovo Hydrometeorological Institute. However, the weather forecast, which is distributed to newsrooms every few days, is available exclusively in Albanian. Warnings and complaints from journalists to local and international stakeholders about this practice over the past years have not led to any changes. Since this is a highly predictable text that comes down to 15–20 standardized sentences, it is clear that it is not prompted by the lack of translation resources but it is a result of the absence of political will.

Insufficient communication was also noted within the Ministry of Agriculture, even though this department is of key importance for the Kosovo economy. Information on the work of this ministry was received occasionally and indirectly, mainly from the Prime Minister's Office, but not directly from the ministry itself. In the previous year, only one interview was registered, which the pertinent minister gave to a Serbian-language media outlet from the north of Kosovo. Additional difficulties in accessing information are illustrated by the example of the Central Election Commission (CEC), which failed to provide adequate information in the Serbian language during the election process in February 2025. Although the notice on the accreditation application procedure was published in Albanian on January 12, 2025, it was never translated into Serbian. The application form was only partially translated and was of insufficient quality, while CEC releases and notifications about conferences and other election activities were not covered in the communication with Serbian newsrooms. This practice further hampers transparency and equal access to the electoral process, thereby undermining the trust of the Serbian community in the institutions and the electoral process itself. These issues were also pointed out by media representatives reporting in Serbian. As pointed out by the Director of Kim Radio, Isak Vorgučić: "The CEC failed to provide an equal way for Serbs to be accredited to monitor the elections. In addition, we witnessed that they did not adequately ensure that the results were counted and announced. They did not send any press releases to the media in Serbian language, nor did they send any invitations, pointing to evident disorganization and lack of interest to provide any services to the Serbian media, which is otherwise their duty."²⁵

²⁵ <https://radiokim.net/vesti/drustvo/234768-istrazivanje-medijsko-pracenje-kosovskih-izbora-izborna-kampanja-politicke-stranke-i-uloga-medija/>

The Constitutional Court of Kosovo is an example of an institution that, to some extent, demonstrates good practice when it comes to respecting language rights. The official website of this institution is mainly in line with the Law on the Use of Languages, and communication with media reporting in Serbian has, according to available experience, been at a high level. During the first half of 2025, the Constitutional Court's responses to Kim Radio's queries arrived within just a few hours and were drafted in completely sound Serbian. However, the positive practice in communicating with the media was overshadowed by the decision in early 2025 to remove the official Cyrillic inscription of the Constitutional Court and replace it with an exclusively Latin one. This move provoked harsh reactions and claims of violations of language rights. Lawyer Gordana Konstantinović warned on that occasion: "It is questionable how the Constitutional Court will deal with the violation of the Law on the Use of Languages, the removal of Cyrillic signs, and a kind of linguistic genocide carried out against the Serbian language and Cyrillic script." According to her, the position of the Serbian language and Cyrillic script in Kosovo indicates the continuity of discrimination and the conscious unwillingness of institutions to implement laws they adopted themselves. She emphasized that "this name change speaks best to the fate of the Serbian community in Kosovo."²⁶ Such statements reflect deeply rooted distrust within the Serbian community towards the institutional framework and further emphasize the need for consistent implementation of existing legal norms. In contrast with the institutional shortcomings, some civil society organizations, despite limited financial resources, are striving to comply with the Law on the Use of Languages and ensure equal access to information. Many non-governmental organizations²⁷ regularly publish and share their materials in three languages – Serbian, Albanian, and English – thereby demonstrating that the institutional barrier is primarily a matter of political will, not of real capacity.

²⁶ <https://radiokim.net/vesti/drustvo/232476-uns-ustavni-sud-ukinuo-svoje-ime-na-cirilici-i-tako-prekrsio-ustav-kosova/>

²⁷ <https://radiokim.net/analiza/239077-kosovo-vesti-sistematsko-nepostovanje-zakona-o-upotrebi-jezika-nvo-kao-standard-u-jezickoj-ravnopravnosti/>

EXAMPLES OF PARTIALLY GOOD PRACTICE

Examples of partially good practice in Kosovo were also observed, with certain institutions striving to comply with the provisions of the Law on the Use of Languages. However, they face serious challenges in finding qualified translators. Bearing in mind that this is a pilot phase of monitoring, in this report, we attempted to present several examples of positive practice, showing that, despite modest resources, it is possible to provide available information to the general public in both official languages. Such examples are rare, but significant for understanding the overall issue, as they indicate that the core cause of non-compliance with the law primarily involves a lack of political will. At the same time, additional obstacles include a shortage of professional staff, low salaries in the public sector, and the fact that agency engagement of translators seems to be more attractive and profitable.

CONSTITUTIONAL COURT

BUDGET: 2.179.861,00 EURO

NUMBER OF EMPLOYEES: 64

(5 FROM NON-MAJORITY COMMUNITIES)

NUMBER OF QUALIFIED TRANSLATORS: 4

The Constitutional Court of Kosovo, to a large extent, sets a positive example in its compliance with the legal provisions governing the use of official languages. The Serbian-language version of this institution's website, in most sections, reflects a high degree of linguistic compliance, accessibility, and functionality, thus enabling equal access to information for citizens who communicate in Serbian.

All key categories are clearly marked on the website homepage, with the content being available in Serbian and identical to that in Albanian. It is critical that information about judges, institution's background, competencies, regulations, statistics, publications, and news is consistently translated and harmonized content-wise in both language versions of the site. Sections such as "Decisions" and "Employment" also deserve praise – users can download documents in their preferred language, and functions like filters and search are accurately adjusted for both languages. Both contact information and links to other institutions are correctly displayed and translated.

However, despite obvious examples of good practice, certain aspects are eroding the overall picture. Although the documents in specific categories are formally titled in the Serbian language, their content remains exclusively in Albanian. This is the case with documents in the categories "Constitution", "Law on the Constitutional Court", "Internal regulations", "Guidelines on practice", "Legal Office Regulations", as well as "Code of Ethics". Moreover, the employment form, although titled in Serbian, is written entirely in Albanian. The situation is similar with video content – both on the website itself and on social media. Although textual communication on Facebook profile is consistently bilingual, most video material is available exclusively in Albanian, without subtitles or translation into Serbian. Both language version are partially present on the YouTube channel, while on the X platform (formerly Twitter), all content is published exclusively in English, thereby neglecting the use of official languages in digital communication.

The Constitutional Court of Kosovo is the highest judicial instance responsible for interpreting the Constitution and assessing the constitutionality of laws, acts, and decisions of all other institutions. As such, it has an obligation to uphold fundamental constitutional principles in its work, including the principle of language equality. Full compliance with the language norms by the Constitutional Court is particularly important, as this institution addresses issues that directly affect citizens' rights, institutional accountability, and the functioning of the legal order. Transparency, accessibility, and public trust in its work cannot be fully achieved if a portion of citizens are denied equal access to information in their own language. It is therefore essential that all information – including judgments, releases, notifications, decisions, as well as digital content on the website and social media – is synchronized and available in both official languages. This not only fulfills the legal obligations but also strengthens the legitimacy and inclusiveness of the institution in a multi-ethnic society.

Despite the above listed deficiencies, the Constitutional Court of Kosovo remains one of the few examples of institutions that demonstrate high degree of institutional will to ensure equal language treatment and implementation of legal obligations in the digital sphere. Further advancements, especially regarding bilingual documents and multimedia content, would contribute to full compliance with the language-equality norms.

EXAMPLE OF GOOD PRACTICE – NON-GOVERNMENTAL ORGANIZATIONS AS BENCHMARKS OF LANGUAGE EQUALITY

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An analysis of the websites of non-governmental organizations from the Serbian community operating in Kosovo points to a high degree of compliance with the Law on the Use of Languages and dedication to the principles of equal access to information. On the homepage of the site, straightforward and functional navigation is made possible between three languages - Serbian, Albanian, and English. This solution ensures equal treatment of all users, regardless of their language background, and is a positive example of how digital tools can contribute to language inclusion. In all analyzed categories – from the mission and vision of the organizations, through information about their headquarters, teams, and thematic focuses, to specific projects and publications – the content is consistently translated and fully harmonized in all languages. The news section stands out in particular, as all announcements – event announcements, field reports, press releases, and analyses – are available in Serbian, Albanian, and English, without any content differences, omissions, or selective translation.

“Projects” category also testifies to the transparency and careful preparation of multilingual content. All information on implemented and ongoing projects – including objectives, activities, donors, and partners – is presented in full and in three languages, without exception. The same holds true for the publications section, where all relevant documents, including reports, research, and thematic studies, are available in equal volume and quality in all languages. Some publications additionally address the topic of language rights, thus confirming the consistency between the declared values and the organization’s own practices.

Multilingualism is also evident in digital communication outside of official websites. On social media – Facebook, Instagram, X (formerly Twitter), and YouTube – NGOs consistently publish content in all three languages. Whether text posts, visuals, infographics, videos, or stories, all content is equally accessible and adapted to all language communities. In some cases, even the subtitles in the video clips are carefully synchronized, thereby further increasing accessibility.

Such a practice demonstrates that the consistent implementation of language rights is not only a legal obligation but also an expression of institutional culture and inclusiveness. Although with much smaller budgets and resources compared to Kosovo institutions, NGOs set a benchmark that other public institutions could follow to ensure equal access to information for all citizens, regardless of the language they use.

²⁸ <https://ngoaktiv.org/vesti/sistematsko-nepostovanje-zakona-o-upotrebi-jezika-nvo-kao-standard-u-jezickoj-ravnopravnosti/>

CONCLUSION AND RECOMMENDATIONS

CONCLUSION

Failure to comply with the Law on the Use of Languages in Kosovo represents much more than a technical oversight. It is a symbol of the status of non-majority communities in society and their real (non) inclusion in institutional flows. Language rights are not a matter of form, but an essential part of achieving equality, legal certainty, and trust in institutions. Based on the conducted monitoring, it is evident that the Law is not being implemented consistently, systematically or transparently. Many institutions do not have translators, nor have they established internal procedures that would ensure regular and high-quality translation of content. Information is often published exclusively in Albanian, and where translations exist, they are often inaccurate, incomplete, or illegible, thereby further undermining the purpose of multilingualism. A particular issue involves the fact that, in a large number of cases, institutions do not employ members of non-majority communities, nor do they provide mechanisms for their active participation in the work of public administration. The absence of the Language Commissioner creates an institutional vacuum in the area of oversight and protection of language rights, thereby further hampering the establishment of accountability and the elimination of systemic shortcomings. At the same time, insufficient transparency in work, failure to respond to queries, and the absence of appropriate reports point to a low level of institutional will to resolve this issue.

Without decisive institutional steps and a clear strategic commitment, it is difficult to speak of genuine inclusion and respect for human rights. Changing the current state of play requires not only technical improvements but also a fundamental understanding of the importance of language equality, as a foundation of a democratic society. As long as language rights are deemed secondary or are treated as optional, non-majority communities will remain on the margins of political, administrative, and social life.

RECOMMENDATIONS

To promote the implementation of the Law on the Use of Languages in Kosovo and ensure equal access to information for all citizens, it is recommended to introduce a mandatory language review of all content before it is published on official institutional channels, thereby preventing frequent errors and omissions in translation. It is also necessary to strengthen the institutional role of the Office of the Language Commissioner, including legislative changes that would give it greater powers to monitor and sanction non-compliance with the law. In addition, the introduction of systematic control over the implementation of the Law, for example, through mechanisms implemented by the Ombudsperson, could contribute to greater accountability of institutions. It is crucial to ensure regular education of civil servants on their obligations related to language rights, as well as the mandatory engagement of qualified translation staff, both within the institutions themselves and through transparent contracts with external collaborators. Special emphasis should be placed on digital platforms, which very often present citizens' first contact with institutions, and it is necessary to develop technical standards for respecting multilingualism within websites and social networks. It is also recommended that annual reports on the implementation of the Law are published regularly at all levels of government, and to establish clear protocols and guidelines for all institutions that communicate with the public. Promoting communication with communities that speak Serbian and other official languages must be a part of a broader institutional policy of transparency, accessibility, and equality in access to rights.

CENTRAL AND LOCAL INSTITUTIONS

Conduct internal monitoring within central institutions and agencies, in order to streamline language inconsistencies between the two official languages.

Introduce mandatory language review of all content before publishing it on official institutional channels, in order to reduce errors and omissions in translations. Specifically appointed editors would conduct the review in each institution.

Ensure systematic control of the implementation of the Law by the Ombudsperson and the Office of the Language Commissioner. Non-compliance with the law must be clearly noted and followed up with recommendations and deadlines for corrections through mandatory quarterly reports.

Strengthen the role of the Office of the Language Commissioner, through legislative changes that would give it greater powers to monitor and sanction non-compliance with the law.

Engage a sufficient number of qualified translators within institutions through planned budget allocations or through public, transparent calls and contracts with external collaborators.

Develop technical standards for multilingualism on official websites and social media accounts, including mandatory simultaneous publication in both official languages, language visibility on the home page, and ensuring translation accuracy through software solutions.

Regularly publish semi-annual and annual reports on the implementation of the Law on the Use of Languages and develop clear protocols on public communication of official institutions.

SERBIAN-LANGUAGE MEDIA

Increase accountability in providing multilingual content by requiring newsrooms to request bilingual versions of all official releases from central and local institutions.

Establish clear internal procedures for systematic check of translations and terminology in official institutional documents and communication, to ensure consistency and prevent language deficiencies.

Actively advocate for the implementation of the Law on the Use of Languages through journalistic texts, investigative stories, and debates in the media, as well as emphasize examples of violations of the law.

CIVIL SOCIETY

Establish common platform between non-governmental organizations and media, allowing systematic following of implementation of the Law on the Use of Languages at both central and local levels, followed by quarterly report publication and annual analysis on language rights.

Systematically collect and document every-day examples of legally binding consistent implementation of the Law on the Use of Languages.

Provide support to communities for reporting cases of non-compliance with the Law on the Use of Languages.

Conduct public awareness-raising campaigns on social media in order to raise the awareness on the importance of language rights and the availability of information in official languages.

Strengthen cooperation with the media, institutions and international community in order to jointly encourage the promotion of law compliance.

CITIZENS

Encourage citizens to actively use existing institutional mechanisms to report cases of violations of language rights, in order to ensure greater institutional accountability and efficient protection of these rights.

Establish regular and two-way communication between citizens and civil society organizations in order to ensure efficient dual oversight of reported cases of violations of language rights and increase transparency in their resolution.

INTERNATIONAL COMMUNITY

Provide expert, technical and financial support to institutions for gradual and systematic change of existing practices, with a focus of building a sustainable and practical model of consistent respect of bilingualism in Kosovo.

Include the implementation of the Law on the Use of Languages in regular reports and assessments of Kosovo's progress in the areas of human rights of non-majority communities and assessments of the rule of law. This would ensure compliance with international standards, including Framework Convention for the Protection of National Minorities, European Charter on Regional or Minority Languages as well as commitments arising from the European integration process.

Encourage the Government to adopt an Action Plan to implement comprehensive training programs for both translators and experts, including decisions on scholarships for young professionals, with the overall goal of reaching high-quality norms of language compliance in the public sector, thereby enhancing inclusiveness and respect of minority rights, in accordance with international standards.

INSTITUTION OF HUMAN

LAW ON

THE USE OF

COERCION