

2012 Country Gender Assessment for USAID/Kosovo

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Final Report
August 15, 2012**

Executive Summary

Purpose and Methodology of the Assessment

As specified in the CDCS Guidance, the USAID Gender Equality and Female Empowerment Policy (GE/FE Policy), and the ADS, among the technical analyses that USAID Missions are required to conduct during the strategic planning process is a gender analysis that identifies and explores the key gender gaps and inequalities in the country and identifies opportunities to empower women and girls. The purpose of this gender assessment was to carry out the required gender analysis as well as to examine current Mission practices related to gender integration.

The methodology for the assessment relied primarily on review and analysis of pertinent documents and literature, key informant interviews, and focus groups. The materials that were examined included sector assessments that were recently conducted by USAID or other entities; USAID/Kosovo program documents; brief questionnaires completed by CORs/AORs that described how gender was reflected in the programs they manage; Government of Kosovo laws, Action Plans and other documents; general background documents on gender in Kosovo; and studies and assessments that were written by other donors, think tanks, or CSOs.

Findings: Identification of Key Gender Gaps and Inequalities

Demographic Issues

- Women in different ethnic groups in Kosovo tend to experience the same gender inequalities (e.g., higher levels of unemployment than men, economic disempowerment, domestic violence, health issues) although sometimes these issues differ in magnitude for women of different ethnicities. Generally, Roma, Ashkali and Egyptian (RAE) women are more disadvantaged than women from other ethnic groups and also experience unique gender issues such as being married at a very young age, being excluded from mainstream schools, and sometimes living under conditions that pose special health hazards.
- Women with disabilities are among the most vulnerable populations in Kosovo and they face a formidable array of barriers including lack of access to health and gynecological care, low levels of education, social isolation, inability to get a job, lack of economic empowerment, and low levels of decision-making power at home and in their communities.

Attitudes

- Beliefs about gender roles and relationships are relatively patriarchal in Kosovo, although specific beliefs vary considerably from person to person, with older, rural Kosovans as well as diasporans displaying more traditional attitudes. Generally speaking, however, women in Kosovo are still expected to marry, bear children (hopefully including sons), and have primary responsibility for the home and care of children and the elderly, whether they are employed or not. Men, as the head of the household, are expected to be the main breadwinner.

- The vast majority of the LGBT population in Kosovo appears to be hidden. Kosovans are not tolerant of public expressions of gay identity, preferring an approach akin to “don’t ask, don’t tell”, and although in theory LGBT people are protected by anti-discrimination legislation, these laws are not enforced and the police may in some cases engage in violence against LGBT people themselves.

Legislation and Gender Machinery

- Kosovo has a very strong set of laws promoting gender equality and female empowerment and is ahead of many other countries in the region in this respect. However, the laws are not well-monitored, implemented, or enforced, leaving many women open to discrimination, disempowerment and violence without sufficient protection.
- The major elements of a functioning gender machinery exist at the national and local levels of government although at the central level, these entities are viewed as not extremely influential, not accountable or transparent enough, and engaged in inadequate monitoring of the laws on gender equality. At the local level, gender officers are seen as typically very low in influence and in need of some capacity building. The Women’s Caucus in the Assembly has done some interesting work but they are an informal body, not one established by law.

DG

- Kosovo has a relatively well-established civil society sector when it comes to addressing gender issues. Most of these CSOs tend to be social service providers, many still struggle with financial sustainability, a few are strong enough to produce sophisticated publications on gender equality issues, but many (especially in minority communities) still suffer from a lack of capacity. There is reasonable collaboration between the GoK and women’s CSOs, although the CSOs that were interviewed for this assessment often expressed a wish for greater influence.
- The Law on General Elections includes a 30% quota for female representation in legislative bodies at the national (Assembly of Kosovo) and local (municipal assemblies) levels.
- Women are relatively well-represented in politics at the central level (the President is a woman and 33% of MPs are female, although only a small number of women have high level jobs in the Ministries). Women are less well-represented in decision-making positions at the local level (e.g., no mayors are female).
- Political parties still do not make sufficient “space” for women to participate in the parties at a meaningful level, nor do they support female candidates as much as they do male candidates.
- Women who are divorcing or seeking custody of their children face serious difficulties in dealing with an inefficient court system with long delays that frequently appears to issue rulings that discriminate against women with little or no explanation.
- Improper court procedures are one contributor to the frequent violations of women’s legal rights with respect to property and inheritance.
- There is inadequate witness and victim protection in the court system which can particularly disadvantage female victims of rape and other sexual violence, DV and trafficking in persons.

Education

- Gender gaps exist at all levels of education in Kosovo. More boys than girls attend primary and secondary school, and the gap is wider in secondary school. More girls than boys drop out of primary school and fewer girls progress to the upper levels of secondary school. However, at the University level, more students are female than male.
- More women than men in Kosovo are illiterate and the gap is especially large among the elderly.
- Female University students tend to enroll in fields that do not lead to high wage jobs and which are seen as traditionally female (e.g., education, languages, philosophy) whereas male students are more likely to specialize in more technical subjects.
- RAE girls and boys are much less likely to complete secondary school than students from other ethnic groups, and the gender gap in completion rates is particularly stark in this group, favoring males by a large margin.
- There are more male teachers than female teachers at all levels, which is unusual in the region.
- Course curricula in Kosovo are outdated and include stereotyped and sexist content.

EG

- Nearly all people who were interviewed for this assessment said that the lack of economic empowerment was a critical if not the most important gender equality issue facing Kosovan women and is seen as leading to low decision-making power in households, economic dependence, inability to escape DV, and constraints to political and civic participation, among other issues.
- Compounding a generally very high unemployment rate in Kosovo, there are large gender gaps in employment and labor market activity rates. Only 29% of women are active in the labor market, which is the lowest rate in the E&E region.
- Numerous interviewees and written sources asserted that women frequently face sexual harassment on the job but that they do not come forward with this complaint because they fear being stigmatized and because there is no functioning means of redress.
- A new law on maternity benefits which extended the period during which women may claim benefits from employers has generated fears that young women who are married and of child-bearing age will face increased discrimination in the labor market as a result.
- Women are much less likely than men to be entrepreneurs and the rate of female entrepreneurship in Kosovo is among the lowest in the region. Women-owned businesses tend to overwhelmingly be micro-businesses, they operate in sectors with lower profit margins, employ fewer people than businesses owned by men, and operate with overall lower levels of capitalization.
- Women in Kosovo are noticeably absent from top management positions in firms.
- Female entrepreneurs in Kosovo face very significant barriers to accessing credit because they do not possess the necessary collateral. This is largely due to traditional practices that result in land and property being inherited by males, which is exacerbated by a lack of awareness of women's rights in this area as well as inefficient and improper procedures in registering property acquired during marriage and in court cases involving inheritances.

- There is a serious lack of information about gendered patterns of production, control of resources and assets, responsibilities, and earnings in the agriculture sector although many interviewees expressed the belief that women are most likely to be small-holders growing food for their families without being recognized as farm owners or significant producers.

Issues Related to Personal Security

- Although long overdue, Kosovo is developing a national strategy to implement UN Resolution 1325 on women, peace and security.
- Some CSOs are attempting to initiate a national dialogue about the thousands of women who were raped during the war with Serbia, an issue that has never been addressed and that is still considered to be a taboo subject by many.
- DV remains a problem in Kosovo and although there is a law that provides for protective measures for women who are victims of domestic violence, it is not well-implemented and courts may delay in issuing such orders, placing women in jeopardy. There are not enough services for victims of DV, especially in minority communities, and no services for perpetrators.

Key Recommendations Related to Sectors in Which USAID/Kosovo Plans to Work under the Upcoming CDCS

Overarching Recommendations

- As part of any project design, consult with men and women of various ethnicities, ages, sexual orientations, etc. to ensure that they will have equal access to the project and that they do not foresee any unanticipated consequences of the project for gender equality.
- When designing projects related to gender equality, consult with the GoK and address priorities for empowering women and decreasing gender inequality as outlined in national laws, action plans, and strategies.
- Across the board, build features into activities that will proactively address constraints on women's ability to participate due to their family roles and responsibilities.
- Increase male involvement overall in projects addressing gender inequalities.
- Collect sex-disaggregated data and support research on gender issues in as many activities as possible.

Recommendations for the Democracy Sector

Media.

- Use the media to reach more traditional communities with messages of gender equality and non-traditional presentations of the roles of women and men.
- Train journalists, media owners and managers to recognize and avoid the use of sexist, degrading or stereotypical representations of women in all forms of media.
- Design a media campaign that showcases high profile male political (and other) leaders who support women's empowerment.

- Design and fund an annual competition and award for the best examples of gender-aware and gender-sensitive reporting in the media.

Rule of law (see also related recommendations in the security section below).

- Focus on enforcement of laws related to gender equality through the courts in as broad a manner as possible.
- Work with women’s CSOs to monitor courts and the justice system on issues of special importance to women.
- Specifically address the legal gaps that prevent women from receiving property or inheritances to which they are entitled.
- Work with courts to improve witness and victim protection procedures.
- Build strong content related to gender equality, women’s rights, and relevant legislation into curricula that are used to train judges, aspiring judges, and prosecutors.

Elections and political participation.

- As much as possible given the constraints, encourage women to become politically involved in the Northern (Serb) parts of the country.
- Continue to build the skills and capacities of female members of the Assembly so that they are seen as effective and support for the quota law will not be undermined.
- Seek to increase women’s political participation at the local level, and in particular, to empower rural, young, and minority women to obtain decision-making positions.
- Continue work with political parties (including minority parties) to build awareness of the need for female representation in government, encourage them to develop platforms that speak to the issues women care about, and work with them to develop strategies to increase the number of women in decision-making positions within the parties.
- Work with political parties’ women’s sections where they exist to insure that women are actively involved in policy formulation and decision-making.
- Create a mentorship program for emerging female political leaders that pairs them with established female leaders in Kosovo and across the region.
- Ensure that policy work with the Elections Committee and other relevant bodies includes gender analysis and does not unintentionally result in the disenfranchisement of female voters.

Recommendations for the Economic Growth Sector

Business Enabling Environment.

- Conduct gender and/or social impact analysis to determine whether men and women have differing views as to which constraints to doing business are the most important and to ensure that practices or regulations designed to improve the business enabling environment do not inadvertently disadvantage women.

Enterprise development/Competitiveness.

- Seek creative ways to extend credit to women who wish to start up or grow an enterprise, including by encouraging the GoK to establish a small grants or other program with this goal and by encouraging CSOs with expertise in this area to propose innovative ideas for possible USAID co-funding.
- When selecting sectors to work in under competitiveness/enterprise programs, specifically choose at least one or more that employs large numbers of women and has high potential for women to assume leadership and decision-making positions.
- Support, develop and collaborate with women's business and trade associations overall as well as in competitive business sectors.
- Support the development of a network of female entrepreneurs across Kosovo and in the larger Balkans region.
- Target female micro-enterprise owners for assistance in growing their businesses in competitive sectors to increase the number of SMEs owned and managed by women in Kosovo.
- Promote the collection of business registration data that is sex-disaggregated.
- Explicitly target female and male youth and women in minority-dominated municipalities with economic empowerment and entrepreneurship programs as part of an overall Mission strategy to reduce conflict.
- In sectors that employ a predominantly female workforce, USAID implementers should be sensitive to sexual harassment issues in the workplace and engage in awareness raising to combat this phenomenon.
- Create a mentorship program for emerging or potential female business leaders and managers that pairs them with established female business leaders/managers and provides possible internship opportunities.

Agriculture.

- Conduct a survey and subsequent gender analysis of men's and women's roles in agriculture based on a representative sample of farms, including those owned or run by women and by men.
- Review the training materials related to gender issues in agriculture that have been developed by the Social Transition Team in the E&E Bureau in Washington and that were produced under USAID's GATE project with current and future implementers in this sector, to take advantage of materials that have already been produced.
- Consider whether the new Women's Empowerment in Agriculture Index could be used as an indicator to measure increases in gender equality under USAID/Kosovo's agriculture programming.
- Develop ways to network female farmers, even if they are small scale producers, including by supporting the development of cooperatives and associations.
- Raise awareness about the role of extension workers and their value to female farmers and seek to expand the small pool of female extension workers who can engage with female farmers, especially in rural areas.
- Develop creative ways to involve female farmers in USAID activities and design proactive strategies to ensure that they are able to attend and benefit from trainings and do not have to

rely on their husbands to pass along crucial knowledge related to sectors in which women often work.

- Work with municipal gender officers and municipal assemblies to ensure that local budgets are gender-sensitive and include specific activities designed to assist female as well as male farmers, and raise awareness about any ensuing opportunities for agricultural assistance among women.
- Assess the impacts of ongoing and new activities in the agriculture sector on children to ensure that these activities do not have the unintended consequence of increasing levels of child labor on farms or making it less likely that children remain in school.

Energy.

- Collect data on gender-related impacts of energy insufficiencies and environmental degradation, as well as on patterns of energy usage. In so doing, collaborate with women's CSOs.
- Build in mechanisms to take women's views and opinions into account when making major decisions about energy issues.
- Highlight and seek to capitalize on ways that increased energy efficiency can improve women's lives.
- If the Mission funds works on energy conservation, develop specific strategies to reach men and women in the places where they usually consume energy (home versus work, for example), and employ females to conduct outreach to women on this issue.
- Seek to narrow the large gap between the numbers of males and females who are employed in the energy sector by training disproportionately large numbers of women to carry out jobs in this sector where possible.

Education

- Carry out a detailed gender analysis of dropout rates and reasons for dropout at various educational levels and disaggregate by ethnicity. Use this information to develop targeted activities designed to reduce dropouts, especially among minority girls.
- Under basic education programming, assess the barriers that are causing low levels of school attendance for RAE girls and design some program elements to help overcome these barriers.
- Continue to work on basic school curricula and include efforts to ensure that they become more gender-sensitive.
- Create course materials on gender equality and female empowerment for students of all ethnicities, beginning in the early grades.
- Create partnerships between US and Kosovan academic institutions to design and carry out research/surveys in areas where key information about gender equality is missing and build the capacity of Universities in Kosovo to employ sophisticated research methodologies.
- In higher education programming, specifically encourage girls to enroll in non-traditional fields that are likely to result in a good income (e.g., ICT, technology, etc.) and create linkages between this work and any EG projects that target these sectors.

Issues Related to Security

Women, peace and security.

- Participate in the Working Group that is drafting Kosovo's National Action Plan for WPS and ensure that any USAID/Kosovo programming that addresses women's security issues is consistent with this AP.
- Develop activities that can be attributed to the Women, Peace and Security sub-key issue in the 2013 OP and that are consistent with the soon to be released USAID Implementation Plan on Women, Peace and Security. Some possibilities include:
 - Design activities that address aspects of domestic violence in Kosovo and integrate them into programming across the Mission portfolio.
 - Specifically support and help develop the leadership capacities of women in the political, civil society, and security sectors in minority areas of Kosovo.
 - Set targets to ensure inclusion of women and girls from minority communities in EG and education programs designed to result in improved livelihoods.
 - Carry out activities designed to combat human trafficking.
 - Ensure that any conflict mapping or early warning products/methodologies that are designed or adopted have been informed by gender analysis and include mechanisms to take women's views and priorities into account.
 - Support a consortium of North/South women's CSOs that have conflict mitigation as core components of their Mission to plan joint conflict reduction or stability strategies and ensure that women from minority groups are included.
 - Promote increased access of minority girls to secondary and vocational education, and include program elements that address special security or protection needs.

TIP.

- Integrate small anti-TIP activities into the Mission's programming under one or more DOs/IRs/sub-IRs.

Minorities and vulnerable groups (see also related recommendations under the security and other sections above)

- Seek non-political issues around which women from the North and South can collaborate (e.g., environmental issues such as pollution, development of opportunities for youth, opportunities for economic empowerment of women, ways to combat DV).
- Work with all minority ethnic groups in Kosovo and don't focus exclusively on Serbs.
- Consider funding some small LGBT activities in order to help LGBT individuals in Kosovo realize their human rights and to reduce prejudice and discrimination.

Indicators

Once the CDCS has been drafted, USAID/Kosovo should consult existing compendiums of gender-sensitive indicators to identify those that map onto the DOs/IRs/sub-IRs that have been developed. The Mission and Bureau gender advisors can also assist in developing gender-sensitive indicators once the results framework is fleshed out.

I. Introduction

Purpose of the Assessment

As specified in the CDCS Guidance, the USAID Gender Equality and Female Empowerment Policy (GE/FE Policy)¹, and the ADS, among the technical analyses that USAID Missions are required to conduct during the strategic planning process is a gender analysis that identifies and explores the key gender gaps and inequalities in the country and identifies opportunities to empower women and girls. The purpose of this gender assessment was to carry out the required gender analysis as well as to examine current Mission practices related to gender integration. Thus, the consultant provided two types of recommendations, the first addressing steps the Mission could take to further strengthen its practices and procedures related to gender integration and the second proposing ways that the Mission could contribute to increased gender equality in Kosovo via programming that will be implemented under the upcoming CDCS. The recommendations related to gender integration at the Mission are not included in this public version of report. This assessment provides an update to two earlier gender analyses that were conducted in 2004² and 2010³.

Methodology

The consultant who conducted this assessment was Cathy Cozzarelli, the Gender Advisor for the E&E Bureau in USAID/Washington. She was assisted by the very knowledgeable gender advisor for USAID/Kosovo, Lulijete Gjonbala, who also attended all meetings, participated in key informant interviews, handled logistics, and provided numerous forms of general support. The consultant was in Kosovo for two weeks, from July 16th through July 28th, 2012.

The methodology for the assessment relied primarily on review and analysis of pertinent documents and literature, key informant interviews, and focus groups. The materials that were examined included sector assessments that were recently conducted by USAID or other entities; USAID/Kosovo program documents; brief questionnaires completed by CORs/AORs that described how gender is integrated in the programs they manage; Government of Kosovo laws, Action Plans and other documents; general background documents on gender in Kosovo; and studies and assessments that were written by other donors, think tanks, or CSOs. (See the References section for a complete list of documents.)

Meetings were held with key donors (e.g., SIDA, EU/Office of the Special Representative, OSCE), Government of Kosovo officials from the central government, an international rule of law enforcement body (EU Rule of Law Mission [EULEX]), civil society organizations (CSOs) that are active on women's issues, USAID implementers, and USAID/Kosovo staff from the Program Office and the various technical offices (see Annex A for a complete list of meetings). Most meetings were held in Prishtina, with the exception of two focus group meetings that were organized with Serb minority women in

¹ USAID. (March, 2012). Gender Equality and Female Empowerment Policy. Washington, DC.

² Balsis, C., Greenberg, M., & McKeon, L. (2004). Building diversity: An action plan for integrating gender, youth and ethnicity into the USAID/Kosovo program.

³ Vuniqi, L., & Shaipi, K. (2010). Final report: Gender analysis of USAID/Kosovo Strategic Plan 2010-2014.

Gracanica and Northern Mitrovica. The timing of the current assessment overlapped with a conflict assessment; thus, three focus groups of women (two with ethnic Serbs and one with ethnic Albanians) that were organized primarily to discuss conflict prevention were also asked to discuss gender issues more generally. The consultant also attended a roundtable presentation by a group of Hope Fellows, emerging female leaders from Kosovo, just prior to the TDY.⁴

Because the time for this assessment was limited to two weeks, the consultant focused the interviews on gender issues that were the most relevant to the Mission's planned strategic and program design priorities rather than conducting a comprehensive gender assessment of key issues across all possible sectors. Thus, for example, health issues with gender implications are not treated in great detail in the assessment because the Mission does not plan to implement programming in this sector. The relative brevity of the discussion in areas where USAID does not plan to work is not meant in any way to diminish the importance of attending to both women's and men's needs in these areas, but rather, reflects the need to focus given the relatively short time-span of the assessment. Also, the information that is presented for each sector is not meant to provide an overview of the status of the sector in general (for this, the reader is referred to the sector assessments that have recently been conducted by the Mission and to analytical reports prepared by CSOs and donor organizations) but focuses on what has been learned about gender.

While in Kosovo, the consultant also conducted a training session focused on the recent changes to USAID policies related to gender integration and gender analysis at the activity or project level. This session was attended by approximately 35 people from across all Offices at the Mission, including the Mission Director.

USAID Mission Context and Strategy Development Process

At the time when this assessment was carried out, USAID/Kosovo was at the initial stages of the CDCS process. The kick-off DVC conference between the Mission and the Bureau in Washington occurred while the consultant was in Kosovo. However, the results framework for the CDCS had not yet been drafted.

USAID/Kosovo is currently funding some programming that addresses gender inequalities; such work will be very briefly described in the sections of this report that cover gender issues in the relevant sectors. The Mission also funds one stand-alone gender program, the "Building Women's Leadership Competencies Program" (also known as the Hope Fellowship Program), which recruits women from government, civil society, and the private sector and offers them opportunities in Washington to develop their leadership capacities through training, research opportunities, and networking. The overall goal is to build a cadre of professional women who will design and initiate projects, and

⁴ Some additional information was gathered by the E&E Bureau's Education Advisor, Lubov Fajfer, who interviewed three recipients of fellowships from the Kosovo American Education Fund (an endowment that USAID created in 2004) about their perceptions of key gender inequalities in the country.

participate fully in democratic and state-building processes in Kosovo. Since the inception of this program, over 1435 female Fellows have been supported.

II. Findings: Identification of Key Gender Gaps and Inequalities

The sections below present basic findings and statistics related to gender equality, female empowerment, and the general status of women and men in Kosovo. In 2010, Kosovo scored 0.76 on the Gender Development Index, the lowest score in the Balkans. The statistics presented in the sections below articulate some of the key areas of concern that underlie this score and elaborate on the specific ways that women and girls in Kosovo experience barriers to their empowerment, both subtle and overt.

Although the focus of the assessment was on gender and not exclusively on women, the consultant could not locate much information on “men’s issues”, nor were they addressed by the individuals she met with. Interviewees were generally unaware of organizations that addressed gender issues from the male perspective. An academic anthropologist who was interviewed for the assessment confirmed that there is scant literature available in Kosovo on masculinities or gender issues as they impact men. Thus, overall, the assessment focuses more on women than on men by necessity.

A major constraint to this analysis was the lack of reliable data in Kosovo, particularly sex-disaggregated data. Sex-disaggregated data that was further subdivided by any other variable (e.g., urban/rural areas, ethnic group, age, etc.) was almost completely absent. Data on the same issue that was collected by different entities does not always agree, further compounding the problem.

A. Demographic and Attitudinal Factors

Population Statistics⁵.

There has not been a published census of the population of Kosovo since 1981 and accordingly, it must be estimated. These estimates vary depending on the source. For example, the CIA World Factbook estimates that in July, 2012, the population of Kosovo was 1,836,529, the most recent population estimate produced by the Department of Population Statistics in Kosovo was for 2009 and this estimate was 2,207,000 people.

The CIA Sourcebook estimates that about 8% of the population of Kosovo is comprised of various ethnic groups (Serb, Bosniak, Roma, Turk, Ashkali, Egyptian) and 92% is ethnic Albanian. A reliable national estimate of the percentage of each of these minority groups in the population does not appear to exist although OSCE has compiled an extensive list of such estimates for the various communities in Kosovo.⁶

⁵ Data in this section are taken from the CIA World Factbook and Women and Men in Kosovo (2011), unless otherwise noted. Information from the Factbook was downloaded from the internet on April 22, 2012.

https://www.cia.gov/library/publications/the-world-factbook/geos/countrytemplate_kv.html

⁶ OSCE Mission in Kosovo. (2010). Kosovo Community Profiles.

Fertility rate. The overall fertility rate in 2009 was 2.03, which is a substantial reduction from 2003, when the overall fertility rate was 2.98.⁷ On average, women are now having two children instead of three. Life expectancy at birth for females in 2009 was 71.8 and for males, 67.6.⁸ In 2009, males accounted for 58% of deaths and were more likely than females to die from cancers, external causes, and diseases of the digestive system. Females were more likely than males to die from circulatory diseases.⁹

Marriages and divorces. The largest number of marriages for women occurs in the 20-29 age group and for men, in the 25-34 age group. Divorce rates have been somewhat variable, with 2009 showing an increased number of divorces (1,555) as compared to 2008 (1,026). However, the numbers of divorces in 2005-2007 more closely resemble the 2009 number. 2009 also saw more marriages (20,209) than was the case in any other year between 2004 and 2008. More women than men in the age group 20-24 were divorced and more men than women in the 30-39 age group were divorced in 2009. These patterns are not surprising given that women tend to also marry at a younger age than men.

The vast majority of heads of household in Kosovo are male (92% according to the most recent Demographic, Social and Reproductive Health Survey). In 2009, male heads of households were much more likely to be married than female heads of households (92.4% versus 17.8%, respectively). In contrast, female heads of households were much more likely than male heads of households to have been widowed (76% versus 4%) and somewhat more likely to be single (4.5% versus 2.7%). In rural areas, female heads of household were more likely to be married than those in urban areas and less likely to be widowed.

Minority Groups

The consultant was unable to locate much written material related to the content of gender stereotypes/norms in the various ethnic groups in Kosovo, or information related to whether the key gender inequalities differ across these groups. Hence, the information in this report on patterns across minority groups comes primarily from key informant interviews. Most interviewees who were asked about differences across ethnic groups said that they believed that the most pressing issues were similar in each group (e.g., unemployment, domestic violence, health issues), but that differences might lie in the magnitude or size of the gender inequalities. This general impression was confirmed by the responses to questions about gender issues in the focus groups that were conducted with Albanian and Serbian Kosovans. In all three of the focus groups, women mentioned very similar gender inequalities, especially the high female (and general) unemployment levels in Kosovo, the need to empower women economically, the need to support women in decision-making positions, concerns

⁷ Government of the Republic of Kosovo, Population Statistics Department. (2011). Women and Men in Kosovo.

⁸ Data retrieved from the World Bank Development Indicators Database on April 20, 2012. Data can be accessed at: <http://data.worldbank.org/country/kosovo>

⁹ Government of the Republic of Kosovo, Population Statistics Department. (2011). Women and Men in Kosovo.

with deficits in the education system, and concerns about personal and societal security (this latter issue will be discussed further in the section of this assessment that deals with security issues). Although not a gender issue, all groups expressed very high levels of concern that youth are unemployed, unmotivated, have few cultural or social outlets, and are more likely as a result of these conditions to engage in non-productive or anti-social behaviors.

Although similar issues may impact women from the various ethnic groups in Kosovo, it is likely that some are significantly worse off than others, especially women from the Roma, Ashkali, and Egyptian (RAE) communities. RAE girls are often married at very young ages, are excluded from mainstream schools on the basis of language and prejudice, are often pulled from school at a young age by parents, suffer from many negative health outcomes linked to hazardous living conditions and lack of access to health care, and experience very high levels of poverty and domestic violence. Some interviewees expressed concern that the term “minorities” is now being seen by international donors in Kosovo as synonymous with “Serbs”, and that the very pressing needs of RAE women are being ignored. Others mentioned that although RAE are not drivers of the conflict between Serbs and Albanians in Kosovo, they are caught in-between. This situation could be compounded in the future if many RAEs who fled during the war return to Kosovo. It is unclear where they would live and if they end up living in camps, as is often the case for RAE groups, this may compound the risks faced by women and girls.

Some interviewees stated that although Albanian and Serb women in Kosovo both experience domestic violence, women from the northern Serb municipalities have fewer services available to them than women in the Albanian municipalities. Even where services do exist, Serb women may be afraid to use them because they are pressured by the government of Serbia not to use services and institutions supported by the Government of Kosovo (GoK). Serb women may also have a greater distrust of police, which could result in lower levels of reporting of incidents of domestic violence (among other things). There may also be differences in the likelihood that Serb and Albanian women will run for political office. Since Serbs are dissuaded from participating in GoK structures, many are not interested in pursuing political careers on this basis.

Women with Disabilities

Data related to disabilities, in general, and to women with disabilities in particular, is almost non-existent in Kosovo. As is the case across the region, estimating the prevalence rate for disabilities in the population is difficult, and Disabled People’s Organizations (DPOs) in the country estimate that this rate is around 7- 8%. People with disabilities in general are extremely vulnerable in Kosovo and face an array of severe barriers including infrastructure and transport systems that are not accessible, low levels of schooling and employment, insufficient disability pensions, an outmoded system for assessing the severity of disabilities and assigning benefits, legal requirements to hire people with disabilities (PWDs) that are not monitored or implemented, lack of political will to address issues related to disability, and an almost complete lack of services provided by the Government.¹⁰ Women with

¹⁰ Handikos, a DPO based in Prishtina and with 11 regional offices, does provide some services including community centers, assistive devices, some rehabilitation services, etc. but their funding is very limited and they can only reach a fraction of the population of PWDs. They receive only minimal financial support from the GoK.

disabilities are described as experiencing “double discrimination” which places them among the most vulnerable groups in Kosovan society. Although the levels of overt discrimination and prejudice against women with disabilities appears to be lower than in some other countries in the region, these women still face an array of formidable barriers including lack of access to gynecological and other health services, absence of sex education, low education levels due to families choosing to educate boys over girls with disabilities, social isolation, inability to get a job due to lack of education, and lack of economic empowerment or ability to influence decisions at home or in communities¹¹. These barriers are exacerbated for rural women. Women with disabilities do sometimes marry (often to men with disabilities, but not always) and sometimes have children. The families of these women often facilitate these arrangements.

Attitudes, Stereotypes and Gender Roles

Although the consultant could not locate any hard data or other written materials on the content of gender stereotypes or gender roles in Kosovo, most people who were interviewed for this assessment felt that Kosovo is still a relatively patriarchal culture with well-defined gender roles. The Kosovo Program for Gender Equality outlines these patriarchal beliefs as the main causes of gender-based discrimination in Kosovan society¹². To some extent, these roles are linked to traditional Albanian cultural roles and beliefs set out in the Kanun, an unwritten oral code under which the people of Northern Albania lived for centuries and which provided a rigidly gendered division of labor. According to the Kanun, “men’s work” includes all heavy manual labor, talking to visitors, drinking and smoking with visitors, making family decisions, representing the family outside of the home and avenging the family honor. “Women’s work” includes conceiving and raising children, cooking, housecleaning, serving men and guests, carrying water and firewood, overseeing dairy production, washing clothes, manufacturing clothes for the family, and doing the men’s work during times of feud and some harvests. Heads of households (entitled to decision making) were always men, with rare exceptions.¹³

Strong family ties and influence remain a central feature of life in Kosovo although the traditional arrangement in which two or three generations of a family live together has become less common since the 1990s as a result of migration for work, population shifts from rural to urban areas, and the transition to a more capitalistic economic system. Nevertheless, women and men both may feel pressures to conform to gender roles and expectations from families, communities and society at large. These pressures are strongest in rural areas, where women are characterized by many as disempowered and under the decision-making control of their husbands and other relatives. For these families, men traditionally have power over most major decisions, including those related to spending money, how many children to have, the education of male and female children, and migration of one

¹¹ These barriers are very similar to the barriers faced by women with disabilities across the E&E region. See the following report for more information: USAID. (2012a). Women with Disabilities in the E&E Region. This report was produced for the Social Transition Team, Office of Democracy, Governance and Social Transition of the United States Agency for International Development (USAID/E&E/DGST) by the Aguirre Division of JBS International, Inc. It was prepared under GEM II Task 31 Contract EDH-I-00-05-00004. Its author is Sarah Phillips, PhD.

¹² Government of the Republic of Kosovo, Agency of Gender Equality. (2008). Kosovo Program for Gender Equality, 2008-2013.

¹³ See “Cozzarelli, C. (2010). Gender Assessment for USAID/Albania” for more on this issue.

or more family members, although women may play an advisory role in decisions pertaining to the purchase of certain foods and the sale of small homemade items.¹⁴ Although hard data on the factors that predict increased decision-making power in their families for rural women is lacking, those that are most frequently mentioned include higher levels of education, the ability to earn and control income, younger age, ownership of property, living in a less isolated area, and having access to information. Men and women, especially youth, in the capital city of Prishtina are said to be more “modern” in their thinking.

Generally, women across Kosovo are still expected to marry and begin having children shortly thereafter and some interviewees mentioned that women who do not do so are pitied, looked down upon, or people assume that “something is wrong with them”. Women have primary responsibility for the household and for child care, whether they are employed or not. As is the case across the region and indeed, across most of the world, for working women, household responsibilities can create a serious “double burden” of paid and unpaid work. For example, in a survey of women employed mainly in public institutions¹⁵, 25% said that marriage can create obstacles for work. Two thirds of this sample of women said that they did 2-4 hours of housework per day in addition to working full-time; 16% did 5-10 hours of housework per day in addition to working. Generally, men are expected to be the bread-winners of the family and have financial responsibility for supporting their immediate families and in some cases, elderly parents. These gendered responsibilities persist despite the very high levels of unemployment that make it difficult for a substantial portion of the male population to earn sufficient income.

There is very little data available regarding whether Kosovans perceive gender to be a common basis for discrimination. However, in the most recent Public Pulse Report¹⁶, a sample of 1580 citizens of Kosovo were asked on what basis they had experienced discrimination in the prior six month period. Overall, people were most likely to report discrimination on the basis of political or other opinions (22.9%), age (13.1%), and “other” (a mix of options including IDP or social status, health status, etc.), but 12.3% did feel discriminated against on the basis of sex/gender¹⁷. Interesting differences emerged by ethnicity of respondent in this poll when people were asked to name the top three groups that are subject to discrimination in Kosovo. Out of eleven categories, women/girls were mentioned most frequently (22.7% of respondents) by ethnic Albanians, followed by “old people” (18%), people with disabilities (14.5%) and youth (14.4%). In contrast, only 1.3% of ethnic Serbs listed women/girls; a clear majority (62.9%) listed Kosovo Serbs as being victims of discrimination. People of all ethnic categories were very unlikely to list “lesbians, gays, bisexuals and transsexuals” as likely targets of discrimination (average of about 2%), although this is most likely a misperception.

A true “women’s movement” cannot be said to exist in Kosovo although at various points in time, groups of women’s CSOs have successfully come together to raise consciousness about particular

¹⁴ Government of the Republic of Kosovo, Agency of Gender Equality. (2008). Kosovo Program for Gender Equality, 2008-2013.

¹⁵ Government of the Republic of Kosovo, Agency of Gender Equality. (2011). Survey Report: Women in the Work Process and Decision Making in Kosovo. Prishtina, August 2011.

¹⁶ UNDP. (Sept., 2011). Public Pulse Report 2. Project funded by USAID.

¹⁷ These statistics were not disaggregated by sex of respondent.

gender issues, to advocate for changes in legislation, and to lobby for gender equality and women's rights more generally. Nevertheless, some feel that there is almost a complete lack of public discussion and debate about gender issues in Kosovo and that neither the GoK nor the CSOs seem able to spark such discussions. Although the GoK and civil society have collaborated in passing laws promoting gender equality, these changes in legislation sometimes appear to be out of step with traditional gender beliefs and pose ideas that may be ahead of what the general public is ready to accept.

Many if not most Kosovans, including government officials, are thought to assume that "gender" refers exclusively to women and concerns about "women's issues". Interviewees mentioned that some men resent programs that focus exclusively on women given that they also face a very difficult economic situation, and that many men perceive efforts to promote gender equality as equivalent to a zero sum game in which gains for women are contingent on losses for men.

LGBT Issues

There is very little information available about the LGBT population in Kosovo, including a total lack of hard data about the number who identify as LGBT and their experiences of discrimination based on non-traditional gender identities and/or sexual orientation. The vast majority of the LGBT population in Kosovo appears to be "hidden". The consultant did meet with some individuals who work with this population, however, and they described a situation in which gays/lesbians/bisexuals are tolerated but expressions of gay identity (including "coming out", sponsoring parades, running businesses that are publicly identified as gay friendly, etc.) are heavily discouraged. There is no visible transgender population in Kosovo and the concept of being transgender appears to be one that is not understood by Kosovans, with the majority assuming that this is a synonym for being transsexual. Most of society appears to operate on a "don't ask, don't tell" basis and mainstream (Muslim) religious organizations have by and large adopted a live and let live approach to this issue, although the use of homophobic language is not uncommon.

For individual LGBT people, the inability to publicly acknowledge their identity is often a source of great stress, with many gay/lesbian individuals succumbing to family pressure to marry and have children. Many fear that disclosing their sexual orientation would negatively impact the dynamics of their friendships and would bring shame or stigma to their families. It is difficult to gauge how often LGBT people are subjected to violence; interviewees believed that verbal harassment is more common than physical violence but it is possible that physical violence is often classified as something else (e.g., assault, robbery, DV) and hence is not reported as being gender-related. There have been some reported instances of civil and political rights violations, however, along with evidence that police are unsympathetic and may in some cases perpetrate further violence against victims¹⁸.

¹⁸ USAID. (Unpublished, a). Nothing About Them Without Them: LGBT People In the E&E Region. This report was produced for the Social Transition Team, Office of Democracy, Governance and Social Transition of the United States Agency for International Development (USAID/E&E/DGST) by the Aguirre Division of JBS International, Inc. It was prepared under GEM II Task 31 Contract EDH-I-00-05-00004. It's author is Aengus Carroll. This report will be available in the fall of 2012.

LGBT individuals are to some extent protected by law in Kosovo. Although LGBT issues are not included in the Kosovo Action Plan for the Achievement of Gender Equality, the Constitution explicitly prohibits discrimination on the basis of sexual orientation (but not gender identity¹⁹) and the Anti-discrimination Law provides that two people have a right to marry and does not specify the sex of these individuals. Discrimination on the basis of sexual orientation is also prohibited in employment, membership in organizations, education, social security, and in access to goods and services.²⁰ As occurs frequently in Kosovo, these laws are not well implemented or monitored. The Ombudsperson in Kosovo does accept claims of discrimination based on sexual orientation, but not gender identity.²¹ LGBT CSOs are free to officially register and function without interference from the GoK, but very few exist and there is no organized network of CSOs that addresses LGBT issues. The few existing LGBT groups focus mainly on health issues but some also provide services such as community drop-in centers, or collections of resources on LGBT issues. Kosovo is the only country in the E&E region that does not have a member organization in the *International Lesbian, Gay, Bisexual, Transgender and Intersex Association –Europe* (ILGA-Europe).

Although political will to address LGBT issues appears to be lacking, interviewees were optimistic that there now exists a window of opportunity to address LGBT issues because Kosovo is heavily focused on EU accession and this requires not only the presence of laws guaranteeing non-discrimination but also that they are implemented. This timing also dovetails with increased interest in LGBT issues, not only from the USG but from many other donor organizations as well. Indeed, some donors have begun to fund LGBT activities. For example, the CSO *Libertas* received a Democracy Grant from the US Embassy to work on awareness raising and the EU has just awarded a small grant to the Center for Peace and Tolerance (a Kosovo Serb CSO) to address LGBT issues.

B. Government Bodies and Laws Related to Gender in Kosovo

Key Legislation Related to Gender

At this point, the key legislative elements necessary to insure attention to gender equality and female empowerment are in place in Kosovo. Indeed, Kosovo stands out in the region for the comprehensive nature of this legislative framework. Key elements include:

- **The Constitution of the Republic of Kosovo²²** (2008) explicitly promotes the principle of gender equality as a fundamental value and prohibits all forms of discrimination, including those based

¹⁹ In general, there are few or no protections for transgender individuals and there are no provisions by which they could legally change their names or legal gender, change gender on official documents to match gender identity, etc.

²⁰ Information for Kosovo was taken from the ILGA-Europe Annual Review 2011, which was retrieved from the ILGA website on July 20, 2012.

²¹ USAID. (Unpublished, a). *Nothing About Them Without Them: LGBT People In the E&E Region*. This report was produced for the Social Transition Team, Office of Democracy, Governance and Social Transition of the United States Agency for International Development (USAID/E&E/DGST) by the Aguirre Division of JBS International, Inc. It was prepared under GEM II Task 31 Contract EDH-I-00-05-00004. It's author is Aengus Carroll. This report will be available in the fall of 2012.

²² Constitution of the Republic of Kosovo, http://assembly-kosova.org/common/docs/Kushtetuta_sh.pdf

on gender. Although Kosovo is not bound by CEDAW (since it is not a member of the UN), the Constitution commits the country to upholding the principles outlined therein.

- **The Law on Gender Equality** (Law on GE, 2004)²³ is the cornerstone of gender-related legislation in Kosovo. This Law was predated by the **National Plan for Achieving Gender Equality in Kosova**, which was drafted by the GoK together with women's CSOs in 2003 and approved by the Government in April of 2004, and which foresaw the drafting of the Law on GE. The Law itself seeks to provide equal opportunities for women and men in all spheres of life, including political, economic, social, cultural and legal and prescribes a series of measures designed to ensure equal access and to close gender gaps. Among the most important of these is the provision that requires that all institutions include at least 40% women. The law also established the Agency for Gender Equality in the office of the Prime Minister as well as other institutional mechanisms designed to promote gender equality at the national and local levels (see more on these below), thus setting up the gender machinery for the country. The Law on GE is currently being revised because it needs to be updated to reflect Kosovo's current status, in some sections it is seen as lacking in clarity, there is a lack of harmonization between this law and related laws such as the Anti-discrimination Law, the specific mandates of the Agency of Gender Equality, the Office of Good Governance and other entities need to be clarified, etc. The Agency for GE is working on a new draft Law, with hopes that it will be completed by the end of the year, and various donor and CSO organizations have been asked for input.
- **The Law on General Elections in the Republic of Kosovo**²⁴ includes the important mandate for a 30% quota in the legislative bodies at the central level (the Assembly) and at the local level (municipal assemblies).
- **Labor Law No. 03/L-212**²⁵ was adopted in 2010 and entered into force in 2011. This law prohibits all forms of discrimination in the workplace and requires employers to provide equal opportunities for men and women in hiring and promotion. The law also sets some restrictions on conditions of employment for pregnant and breast-feeding women (e.g., restrictions on working at night, engaging in activities that might harm the health of the mother or baby, etc.) and includes important and controversial updates to the law on maternity leave. Maternity leave was set at ten weeks in earlier legislation but under the Labor Law, this was increased to six months (at 70% of normal pay), with an option to extend for an three additional months at 50% pay and a final three months of unpaid leave for a total maximum of 12 months (this is also known as the 6+3+3 rule). The maternity leave provisions have proven to be controversial because many women (and some female politicians) fear that employers will refuse to hire young women out of fear that they will become pregnant and one of the women interviewed in the course of this assessment said that she knew of young women who were required to sign resignation letters as soon as they were hired with the understanding that the letters would be submitted should they become pregnant.

²³ Government of the Republic of Kosovo, Law on Gender Equality, No. 2004/2, http://assembly-kosova.org/docs/ligjet/2004_2_al.pdf

²⁴ Government of the Republic of Kosovo, Law on General elections, No. 03/L-073, http://assembly-kosova.org/docs/ligjet/2008_03-L073_al_pdf

²⁵ Government of the Republic of Kosovo, Labor Law No. 03/L-212, <http://ks.gov.net/gazetazyrtare/Documents/Ligji%20i%20Punes%20%28shqip%29.pdf>

- **The Law on Protection against Domestic Violence**²⁶ (Law on DV; 2010) defined domestic violence (DV), and sought to prevent it by creating “protection orders” that mandate specific “protection measures” to be taken against perpetrators of DV. An associated **National Strategy and Action Plan against Domestic Violence** was adopted in 2011 and is administered by the Ministry of Labor and Social Welfare. Among other things, this Action Plan commits the GoK to at least partially funding shelters for victims of domestic violence.
- **The Anti-discrimination Law** (2004)²⁷ prohibits direct and indirect discrimination based on sex, gender, age, marital status, language, mental or physical disability, sexual orientation, political affiliation or conviction, ethnic origin, nationality, religion or belief, race, social origin, property, birth or any other status.
- Although not a law, the Agency of Gender Equality has also issued the **Kosovo Program for Gender Equality (2008-2013)**²⁸, which provides a comprehensive review of the gender gaps in Kosovo, presents eight key objectives for promoting gender equality, details specific activities that should be carried out under each objective along with a list of responsible government offices and partners, required budget, and associated indicators. CSOs complain that it is not clear exactly which of the activities outlined in this Plan have been carried out as the Agency of Gender Equality does not report out on progress to date. Some fear that Agency itself may not know which activities have been conducted due to the lack of a systematic way to ascertain what is being done across the various government, donor, and CSO entities.

Generally, these pieces of legislation along with various provisions in more specialized laws and legal codes (e.g., the Law on Support to Small and Medium Enterprises, which prioritizes SMEs run by women; the Law on Civil Service of the Republic of Kosovo, which prohibits gender-based discrimination in the civil service; the Law on the Police No. 03/L-035, the Law on the Security Force of Kosovo, No. 03/L-046, etc.) are considered to represent a solid basis for gender equality and lack of discrimination in Kosovo. Nevertheless, there is across the board agreement that there are serious barriers that prevent these laws from realizing the desired impact, including the inadequate pace of implementation,²⁹ lack of budgetary resources and associated reliance on donor funding. Interviewees from the GoK, civil society, and other donor organizations were unanimous in their belief that lack of implementation of this set of laws is one of the key factors contributing to the stubborn persistence of gender inequalities and lack of female empowerment in Kosovo. Also contributing to this situation is a pervasive lack of awareness among Kosovans about women’s rights in general and legislation related to gender equality in particular.

²⁶ Government of the Republic of Kosovo, Law on Protection against Domestic Violence, Law no. 03/L-182, July 2010.

²⁷ Government of Kosovo. (2004). The Anti-discrimination Law, Law no. 2004/3.

²⁸ Government of the Republic of Kosovo, Agency of Gender Equality. (2008). Kosovo Program for Gender Equality, 2008-2013.

²⁹ The CSO Norma carried out research designed to assess how well some articles of the Law on GE have been implemented. As part of this effort, they counted the percentage of female employees in a wide array of public institutions and computed the percentages that were in decision-making positions. Some of these institutions met the required 40% threshold for female employees (e.g., staff of primary schools, municipal court, Kosovo Supreme Court) but there were no institutions that had a large number of women in decision-making positions.

Responsibility for Gender Issues in the GoK

Central government. The main entities responsible for issues related to gender equality in the GoK are:

- The **Agency of Gender Equality** (Agency of GE), which is charged primarily with monitoring activities under the Law on GE, drafting policies on gender equality, and reporting on progress in closing gender gaps to the GoK. This Agency is unique in the region for its placement in the Office of the Prime Minister, a reflection of the hope that this would give the Agency more power over the various Ministries than is usually the case when gender offices are “buried” in one of the line Ministries. The Agency currently has a staff of 18, with plans to expand. This is considerably larger than many of the equivalent offices around the region. Some of those who were interviewed for this assessment criticized the Agency of GE for not adequately monitoring the Law on GE and for failing to report results to the GoK as required. CSOs and the Assembly were called to task for not holding the Agency accountable to a greater degree. Nevertheless, most people felt that the staff at the Agency were genuinely committed to gender equality and female empowerment, although their level of political clout was not as great as had been envisioned.
- The **Office for Good Governance, Human Rights, Equal Opportunities and Gender Issues** (The Office for Good Governance) is also located in the Office of the Prime Minister. It was established in 2002 and monitors and advises the GoK on issues related to human rights, including violations of gender equality. The office also has responsibility for monitoring the implementation of the Anti-Discrimination Law and oversees issues and strategies related to minorities and vulnerable groups (including LGBT).
- **Gender Equality Officers** are located in each Ministry. These offices are charged with integrating gender in the portfolio for which the Mission is responsible. Interviewees felt that there are wide variations in the capacity of these offices, with some of them being much more effective than others.

Parliament.

- The **Women’s Caucus in the Assembly of Kosovo** is an informal, issue-based group established in 2005 with the purpose of addressing the needs and concerns of the women of Kosovo. The existence of this group is not mandated by either the Rules of Procedures of the Assembly or the Law on Gender Equality. There are currently 40 women in the Caucus and it is led by a board which includes seven members, one from each of the political parties currently represented in Parliament. The Caucus has outlined a series of short, medium and long-term goals that include developing new gender-sensitive laws and secondary regulations, outreach events on women’s issues, collaborating with women’s CSOs, and cooperating with gender officials at the local level.

Local government.

- **Gender Equality Officers** also exist in municipalities, as required by the Law on GE. These officers are mandated to provide a gender perspective on local legislation and can request

funds from the municipal budget to plan gender-related activities. The extent to which such requests are made and the percentage of such requests that are granted are unknown, however, it is generally believed that only a small number of municipalities regularly include a budget for gender integration.³⁰ Interviewees expressed the opinion that these gender focal points vary widely in capacity and that while some have been trained through a variety of mechanisms, others would benefit from additional trainings.

- **Municipal Committees for Gender Equality** are not required to be established by law, but some municipalities have established such Committees. The exact duties of the committees vary but tend to focus on proposing budget priorities related to gender issues, providing technical support on gender issues to the municipal government, and reviewing activities and programs of the municipal government with a gender lens.

Overall, it appears that the necessary state machinery and legislation is in place to combat gender inequality and discrimination. However, there are many factors which hamper the effective functioning of the government structures that are responsible for gender equality and therefore, in practice, their ability to carry out their responsibilities is judged by some to be weak, especially in the Ministries and at the local level.³¹ There are also numerous barriers to gender-sensitive budgeting including limited familiarity with the concept, lack of gender-sensitive indicators, and gender-blind social and budgeting norms, among others, although as noted above, some work is now being done in this area.

C. Democracy Sector Issues

Civil Society Organizations Focusing on Gender

Kosovo has a relatively well-established civil society sector when it comes to addressing gender issues. Many of the stronger women's CSOs have been active since before the war, although to some extent their work has shifted over time, from a focus on issues related to national independence in the 1990s, to addressing emergency humanitarian issues during and immediately after the war, and culminating in a broader focus on gender equality and female empowerment in recent years. The number of women's CSOs in Kosovo increased dramatically immediately after the war in response to a huge influx of donor funding. However, many of these groups were not sustainable and over time and as donor funding declined, a large number have ceased to function.³²

³⁰ USAID's Democratic Effective Municipalities initiative (DEMI) has begun to carry out a series of trainings on gender-sensitive budgeting in many municipalities in Kosovo. Both men and women who work on budget issues are being trained, with the hope that gender will now automatically be considered while fundamental budget decisions are being made, thus relieving gender offices of the need to request funds on an ad hoc basis. DEMI has also done more general work to increase the capacity of local gender officers and to empower female members of municipal assemblies.

³¹ Kosovo Women's Network. (2011). KWN Strategic Plan, 2011-2014.

³² Kosovar Gender Studies Centre. (2008). *History is Herstory too: The History of Women in Civil Society in Kosovo, 1980-2004*. Prishtina, Kosovo.

A substantial portion of the women's CSOs in Kosovo provide social services of various types for Victims of Trafficking or victims of domestic violence; a fair number work on issues related to women's rights in general, political empowerment, or as advocates to raise awareness of gender issues. Issues related to UN Resolution 1325 and attendant security issues for women have increasingly become a focus for many. Fewer of these CSOs deal directly with issues related to economic empowerment, agriculture, and the environment and there are resulting gaps in attention to these issues. A few of the women's CSOs produce sophisticated reports or tools that can be used to advance the cause of gender equality in Kosovo by providing gender analyses, monitoring implementation of gender laws and Kosovo's gender machinery, monitoring the treatment of women in the courts, documenting the trajectory of gender trends over time in Kosovo, etc. Nevertheless, some donors felt that the capacity of many women's CSOs still needs to be increased and that the capacity of CSOs in this sector overall is lower than what one would expect based on the large amount of money that has been spent in this area by international organizations. CSOs in the Northern Serb municipalities, which are more isolated, were thought to have particularly strong needs for capacity building.

Women's CSOs are facing obstacles to their effectiveness and sustainability in Kosovo, as are these organizations across the region. Most of these issues are not unique to women's CSOs but impact other civil society organizations in Kosovo as well. For example, some interviewees expressed frustration that many of the women's CSOs do not focus on a core mission, but rather, due to a pattern of seeking funding where it is available, tend to work on whatever issues are currently of interest to donors. Some of the larger CSOs are more financially stable and no longer completely dependent on donor funding.

The women's CSOs in Kosovo appear to work together at times on issues of common interest, in some cases through the Kosovo Women's Lobby (KWL), a coalition of 86 women's CSOs from across Kosovo and including organizations from all ethnic groups. Networks such as this one are relatively rare in the region and smaller networks of CSOs representing the Kosovo Serb and RAE communities have emerged as spin-offs of this larger group.

Individuals from the GoK and from civil society generally agreed that the current government is collaborating with and seeks input from civil society and from women's CSOs. Numerous examples were cited where the GoK reached out to civil society in conjunction with the drafting of various strategies, action plans, and laws related to gender equality. The Agency of Gender Equality also maintains a small fund that it uses to support some CSOs, especially in conducting research. Despite this collaboration, many in the civil society sector expressed a wish for increased contact with and influence over government documents and processes, although some cautioned that civil society cannot become too closely identified with the government or it will lose its independence.

Some interviewees expressed the opinion that the general public has a positive view of women's CSOs and the work that they do. They attributed this to the fact that these organizations have become more savvy about using the media effectively to advertise their activities and because women's CSOs are active in nearly all municipalities so citizens may be more familiar with them than with CSOs in other sectors.

USAID support related to gender in this sector. USAID does not currently fund civil society programming.

Media³³

Media in Kosovo is seen as reaffirming traditional gender stereotypes and notions of masculinity and femininity. Women are still presented in predominantly family roles as “committed wife, good hostess, and dignified educator of her children”. The overall depiction is still of women as representatives of the weaker sex; emotional and fragile individuals who are often depicted as victims. The media do not always handle issues related to domestic violence in a manner consistent with professional ethics, sometimes presenting DV cases in a sensationalist way.³⁴ Media also continue to confirm stereotypes by objectifying women and presenting standards for female appearance and beauty that are unattainable for the typical woman. Rarely are women shown outside of the home setting, in roles emphasizing their contributions to communities and society as a whole. Issues of special concern to women are not often depicted by the media, but even when they are, commentators are often male. The overwhelming majority of “experts” who are consulted on issues related to the economy or politics are also male.

There are a fair number of female journalists in Kosovo, although they tend to focus on traditional “women’s topics” such as social, environmental, and educational issues. Political analysis and editorial work is still largely done by men.

USAID support related to gender in this sector. USAID funds a media program that focuses on developing a network of Serb speaking radio stations so as to improve opportunities for minority communities in Kosovo to access quality, balanced information throughout the country. Gender issues are not explicitly addressed in this program.

Political Participation

Although many interviewees stressed the need to increase the political participation of women in Kosovo, the quota law has resulted in a dramatic increase in the number of women who are represented in the Assembly of Kosovo and in municipal assemblies. According to the quota law, every third person on political party lists must be a female. Nevertheless, political parties overall are not seen as gender sensitive, with few exceptions they do not provide much space for women to enter and become active in party structures, and they don’t financially support female candidates to the extent that they do males. Political party platforms are still evolving and few specifically seek to create platforms that cater to women’s interests, despite a growing number of female voters who might be attracted by such efforts.

³³ Unless otherwise noted, information on this issue comes from the Kosovo Program for Gender Equality, 2008-2013.

³⁴ Government of the Republic of Kosovo, Agency of Gender Equality. (2011). Kosovo Program against Domestic Violence and Action Plan 2011-2014. Prishtina, Kosovo.

Although some people mentioned that family voting can be an issue in Kosovo, the consultant could not locate statistics on this issue and most people who were consulted for this assessment did not believe that it was extensive. There is also a phenomenon in Kosovo known as conditional voting, in which women who got married informally and moved from their home community are allowed to vote “conditionally” where they live, even though they are not officially registered there, since returning “home” is not feasible. The government then checks that these women are indeed registered to vote elsewhere, but this process delays final vote counts. Because of this, some politicians would like to eliminate conditional voting but this could disenfranchise significant numbers of women given that the tradition in Kosovo is for a woman to relocate to join her husband’s or her partner’s family.

Parliament. Across the E&E region, the average number of female members of Parliament hovers at just above 15%, which is significantly below the critical mass of 30% that is considered necessary for women to meaningfully influence political discourse³⁵. By these standards, Kosovo is currently performing very well, thanks in large part to the quota law. Forty out of 120 (33%) Parliamentarians are women, but few are in influential decision-making roles. Of 13 parliamentary committees, only 2 (15%) are led by a female. One of these is the Energy Committee, which is unusual for this region, and the second is the Finance Committee, which is one of the most influential committees in Parliament. People held a range of opinions regarding the capacity level of the female members of the Assembly – some were described as very dedicated, skilled and hoping that their work would speak for itself. Others were viewed as much lower in capacity and as people simply occupying seats because of the quota. Some held the view that female members of the Assembly are marginalized but this was balanced by the overall low esteem in which the public holds the Assembly in general. Not all female members of the Assembly support or advocate for gender equality or women’s issues more generally, and a few were described as hostile to this agenda.

Executive branch of government. The current president of Kosovo, Atifete Jahjaga, is female, a first for Kosovo and unique for the region. There are two female Ministers (heads of the Ministry of European Integration and the Ministry of Trade and Industry) and two female Deputy Prime Ministers, Mimoza Kusari-Lila, deputy PM and the head of the Ministry of Trade and Industry, and Edita Tahiri, the Deputy PM for Recognitions and Foreign Policy, who also fills the important role of leading the delegation from Kosovo that is involved in political discussions with Serbia over Kosovo’s status. Many of the people who work in the Ministries are female, although they are still usually in the minority. Across the board, women are notably lacking in high level and decision-making positions. For example, in the Ministry of Education, only 19% of decision-making posts are held by women even though many women are employed in the education sector in Kosovo.

Local government. Accurate and updated statistics about the number of women elected to positions in local governments are sometimes difficult to obtain, but there was consensus that there are no female mayors in Kosovo and a very small number of deputy mayors. None of the 37 municipal assemblies are led by a woman.

³⁵ UNDP. (2010). Enhancing Women’s Political Participation: A Policy Note for Europe and CIS (ECIS).

In conclusion, there are many barriers that work against increasing the numbers of women in politics in Kosovo. Those that were mentioned by interviewees or in reports include:

- Limited access to political parties, influence within these parties, or support from the men who dominate them,
- The perception that politics is a corrupt or “dirty” business and so is unsuitable for women,
- A lack of time on the part of women due to their responsibilities for taking care of the home and the family, coupled with the lack of availability of child care options,
- The sense that to overcome gender stereotypes and prejudices, female politicians have to be “twice as good as men”,
- A lack of political experience among women,
- Among Serb women, the lack of a strong role model such as Albanian women have in the form of President Jahjaga,
- The lack of an “old girl’s network” or mentoring from more well-established female politicians, and
- Biased media coverage which does not often represent women as thought and opinion leaders, but rather focuses on their roles as wives and mothers, and which takes women politicians to task if they are perceived as shirking their homes responsibilities.

USAID and other donor support related to gender in this sector. USAID/Kosovo supports several programs that address gender issues related to political participation and elections. The “Strengthening Election Administration in Kosovo Program” carried out an analysis of electoral law that includes an examination of issues related to the gender quota and will use this information to analyze the policy implication of further changes to electoral law. Under the “Kosovo Assembly Support Program”, implemented by NDI, USAID/Kosovo has supported the Women’s Caucus of the Assembly, which has hosted a series of roundtables on issues of special importance to women, and held monthly television debates, among other activities. This Program has also fostered cooperation between female MPs and women elected to local assemblies with the goal of facilitating more gender-sensitive budgeting in Kosovo and raising the profile of female elected officials. The “Political Processes and Parties Support Program”, also implemented by NDI, supported the first “Week of Women” leadership series in which over 100 women came together to strengthen their capacities in their chosen fields. This broad program was followed up by a more focused Women’s Leadership Academy that sought to increase capacity in 30 women who were interested in politics. USAID/Kosovo is also now working through NDI to provide technical assistance and support for the President of Kosovo, who plans to convene over 200 female leaders from the Balkans region and elsewhere to discuss gender issues of special importance during a conference that is scheduled to take place in October, 2012. SIDA has also supported some work on increasing political participation, particularly at the local level.

Rule of Law (RoL)

Numbers of men and women working in the justice sector. There are a relatively large number of women participating in the justice system in Kosovo, although the numbers vary quite a bit depending on the institution. Thirty-nine percent of the 74 employees at the Kosovo Judicial Council were female in 2011, as were 64% of the 11 judges on the Kosovo Supreme Court. The ratio is similar in

the Kosovo Commercial Court (of 3 judges, 67% are female) and the Court President is a woman. Seventy-five percent of 120 judges in Kosovo municipal courts are female, but in courts for minor offenses, in contrast, only 29% of 55 judges are female. Overall, across all types of courts in Kosovo, 28% of the total of 244 judges are female and in most court structures, the higher the decision-making position, the less likely that it will be held by a woman.³⁶

In general, there are more male prosecutors at all levels in Kosovo. The percent of prosecutors who are female in the State Prosecutor's Office is 40%, in The Special Prosecutor's Office, it's 20%, and in district prosecutorial offices across Kosovo, only 30% are women. In the Kosovo Chamber of Advocates, out of 536 advocates, only 10% of members are female.³⁷ Although there are a large number of female lawyers in Kosovo, several interviewees mentioned that the majority tend to specialize in the "easier" specialization of family law, and do not go into criminal law.

A few broad themes emerged when discussing RoL issues that impact women, some of which also impact men but may be compounded in severity for women who are often in a more vulnerable or less powerful position. First, there is a strong, across the board need to improve the efficiency of courts and lessen the time it takes for courts to take up cases and arrive at decisions (this is especially important in cases of domestic violence and divorce/custody battles). Second, although there are many laws on the books that mandate various sanctions for infractions of laws related to gender equality (e.g., firing a woman for becoming pregnant), these are almost never enforced. Third, the courts have such a bad reputation for disadvantaging women that many avoid the courts altogether and settle family disputes outside of the legal system, often to their disadvantage. Fourth, although judges are legally required to explain the basis of their judgments, many do not do so, and simply hand down a judgment. This often means that women who lose property rights, houses, children and other assets do not receive any explanation for this decision and judges are not held accountable for being fair or equitable.

Family law. Women who are divorcing experience many difficulties with the courts and with enforcement of court judgments. A major way in which this occurs concerns judgments about property acquired during marriage which by law, belongs to both women and men, but is more often awarded to men even if it originally came from the woman's family or was purchased together. Second, even if alimony is awarded to a woman during a divorce, it is very rare that the alimony is actually paid and there is no enforcement mechanism available. Custody cases can take years to resolve and women often lose custody of their children when courts decide that the husband has a better source of income. There is a perception that the likelihood of all of these things increases if the man involved is powerful, or in some cases, has the financial means to pay or bribe.

Other issues. There is inadequate witness and victim protection provided to victims of serious crimes such as rape, domestic violence or trafficking in persons, who are more often female (see the section on Security Issues below for more on this subject). The media frequently publish their names and even though there are legal sanctions for not preserving the anonymity of witnesses, fines are

³⁶ NORMA. (Undated). Research and Monitoring the Implementation of the Law on Gender Equality. Funded by the EU and the Government of the Netherlands.

³⁷ Ibid.

typically not levied. Being exposed in the media in this way is often a source of secondary victimization for these individuals.

USAID support related to gender in this sector. Under the “Effective Rule of Law Program”, USAID/Kosovo, there is no specific gender focus, but women have been supported as trainees and participants across all program components. The “Legal Education and Legal Profession Program” has sought to open female lawyers up to career possibilities other than a specialization in family law.

D. Education³⁸

Students

Some gender gaps are evident in enrollment rates in the education system in Kosovo. At the level of elementary (up through grade 5) and lower secondary (grades 6-9) education, 48.2% of the students are female and 51.8% are male. At the level of upper secondary school (grades 10 – 13³⁹), this gender gap widens. 45.9% of students at this level are female and 54.1% are male. More females than males drop out of basic education: the average percentage of dropouts who were female in the years 2004-2009 was roughly 55%, although in 2007-2008, 78% of dropouts were girls.⁴⁰ Overall, there is a big drop in the number of students who progress to upper secondary from lower secondary education – from 302,253 to 108,503, a decline of almost 36%. Fewer girls continue on: 34%, as compared to 37.4% for boys. Overall, there are more students in upper secondary vocational education (54.84% of the total, 40% of these are female) than there are in general secondary education (45.15% of the total, 45.15% are female). Boys were much more likely than girls in 2009-2010 to drop out of vocational school.

The total number of students enrolled in special education is very low: 807 in elementary and lower secondary (35.6% of these are female), and only 98 in upper secondary (36.7% female). This is a very large gender gap. One possible explanation is that significantly fewer girls with special needs are enrolled in school. But the bigger issue is that so few children with special needs are in school overall.

Across all age groups, more women than men in Kosovo are illiterate (10.4% and 4.1%, respectively, in data from 2009).⁴¹ This gender gap is minimal in young people but becomes more pronounced beginning at age 35 and culminating in a very large gap among those 64 and older, when 56.2% of women and 25.0% of men are illiterate.

At the University level, 52.6% of University students are female and 47.4% are male. Among new enrollees in 2010-2011, 53% were female. These statistics seem to indicate that even though fewer

³⁸ The Population Statistics Department of the Republic of Kosovo releases most sex-disaggregated statistics in the form of numbers, rather than percents. Unless otherwise noted, the percentages reported here were compiled by Lubov Fajfer, the Education Advisor in USAID’s Bureau for Europe and Eurasia, using numbers included in the “Government of the Republic of Kosovo, Statistical Agency. (2011). Series 5: Social Statistics, Education Statistics 2010-2011.”

³⁹ Students in the scientific upper secondary schools continue on to 13th grade.

⁴⁰ Government of the Republic of Kosovo, Population Statistics Department. (2011). Women and Men in Kosovo.

⁴¹ Ibid.

girls are in upper secondary school, a greater percentage of them continue on to university education. At the University of Prishtina, the fields with the highest percentages of female students are education, philology (languages), and philosophy. Field with the highest percentages of male students are all types of engineering, physical culture/sports, agriculture, mining and metallurgy, and construction and architecture. Roughly equal numbers of male and female students specialize in natural and mathematical sciences, law, economics, medicine and the arts. Polls suggest that Kosovans in general do not have much confidence that their education will lead to a job; a majority assume that they need to “know someone” or pay bribes in order to get a job in the public sector.⁴²

Among the various minority ethnic groups in Kosovo, Serbs are the most likely to complete upper secondary education (roughly 50%), while the percentage of completers among RAE is extremely low (roughly 7% on average). Whereas nearly equal numbers of male (51.3%) and female (48.2%) Serbs complete upper secondary school, there is a huge gender gap in completion rates among Roma (16.1% of males and 3.7% of females) and Ashkali (12.2% of males and 0% of females) students at this level.⁴³

Teachers

Elementary and lower secondary schools account for the largest number of teachers. Of these 45.6% are female (this trend is unusual for the region where most of the teachers at this level are female). 93.7% of teachers at this level are Albanian and of these, 46% are female. The percentages of teachers who are female is smaller in some other ethnic groups (e.g., 40.8% of Serb teachers, 29.8% of Bosnian teachers, 22.8% of RAE teachers). At the upper secondary level, the gap between the number of male and female teachers increases further: 35.8% are female and 64.2% are male. At the University level, 45.5% of instructors are women.

Other Issues

Many interviewees noted that course curricula are outdated in Kosovo and tend to reproduce and reinforce very stereotypical ideas about appropriate fields of education and employment for girls and boys. Overall, schools in Kosovo are not thought to adequately prepare girls or boys for the demands of a modern economy and many teachers possess outmoded skills. Because of a lack of appropriate facilities, many schools in Kosovo operate on a shift system, which in many cases is incompatible with the schedules of working women. Bullying and interpersonal violence is said to be high in Kosovan schools but it isn't clear whether this impacts one sex more than the other.

USAID Support Related to Gender in this Sector

USAID/Kosovo's Basic Education Program (BEP) co-sponsored (with the Ministry of Education, Science and Technology) the establishment of a Gender Working Group comprised of interested parties across

⁴² UNDP. (Sept., 2011). Public Pulse Report 2. Project funded by USAID.

⁴³ Government of the Republic of Kosovo, Population Statistics Department. (2011). Women and Men in Kosovo.

the government, donor organizations, and civil society. This WG addresses key gender issues in the education sector, including how to increase the number of female school directors and issues related to school curricula. The BEP program has also provided training for large numbers of female teachers. Under an add-on to BEP, in partnership with the government of the Czech Republic, attention will focus on inclusion and retention of Roma students, including girls. The Mission is currently in the process of designing a higher education program.

E. Issues Related to Economic Growth

Employment and Economic Status of Women

Issues related to economic status were the most frequently mentioned gender inequality by nearly all interviewees, who were nearly unanimous in stressing the need to empower women economically. The lack of economic independence was seen as underlying and contributing to a host of other gender inequalities including lower decision-making power in households, inability to escape from domestic violence, constraints on political and civic participation, among others. Women who participated in focus groups (whether they were ethnic Albanians or Serbs) urgently reiterated the need to empower women economically, especially those who are living in poverty or in rural areas, and the focus group in Mitrovica voiced the opinion that employed women would be a force promoting stability in the region. The need to empower more women to enter the labor force and earn a living wage must be understood in the context of an overall very difficult economic environment for Kosovan workers and associated high levels of migration in search of alternative livelihoods.⁴⁴ Nevertheless, gender gaps various indices of economic empowerment between men and women are larger in Kosovo than they are in other countries in the region.

The need to economically empower women is also mentioned in nearly all of the major pieces of legislation on gender, is discussed at length in the Kosovo Program for Gender Equality, and the Agency of Gender Equality produced the “Kosovo Action Plan for the Economic Empowerment of Women (2011-2013)”,⁴⁵ which lays out a lengthy list of activities (along with responsible entities) designed to address this issue. Unfortunately, awareness of this Action Plan, even among people working in this sector, appears to be low. Interviewees were not aware of government funding for any projects specifically seeking to increase women’s economic empowerment, (including funds to promote female entrepreneurship).

Employment and labor market activity. The quality of data about labor market participation in Kosovo is limited and different sources list somewhat different statistics. Regardless of source, however, all of the statistics point to a very bleak employment landscape for women. Data from the Annual Reports on Labour and Employment produced by the Ministry of Labour and Social Welfare suggest that the unemployment rate for men and women in recent years has averaged roughly 40-

⁴⁴ In the survey conducted for the Public Pulse 2 report, Kosovans overall identified unemployment and poverty as the two top problems that Kosovo faces and most people said that they did not think the economy was going in the right direction. (UNDP. (Sept., 2011). Public Pulse Report 2. Project funded by USAID.)

⁴⁵ Government of the Republic of Kosovo. (2012). Kosovo Action Plan for the Economic Empowerment of Women (2011-20113). Pristina, Kosovo, 2012.

50%, which is significantly higher than neighboring countries and unthinkable for developed economies like the United States.⁴⁶ According to World Development Indicator data, in 2008 and 2009, unemployment was higher among women than it was among men (2008 – 59.6% versus 42.7%; 2009 – 56.4% versus 40.7%).⁴⁷ Many Kosovans do not register with the State when they are unemployed because are discouraged in their job search or view the employment services as ineffective. A very high percentage of both women and men who were unemployed in 2009 were classified as long-term unemployed (79.8% versus 82.8%, respectively).⁴⁸

Overall, the highest unemployment rates for both males and females occur among youth (age 15-24). The overall youth unemployment rate was 73% in 2009.⁴⁹ Youth from minority groups, especially Roma (60.22%), Ashkali (60.46%) and Egyptian (80%) have even higher levels of unemployment (for Serbs, this rate is 38.35%)⁵⁰ but the consultant could not locate any employment statistics dis-aggregated by both sex and ethnicity. Many of the people who were interviewed in this course of this assessment mentioned that even employed women with comparable credentials as men made less money, on average, but the consultant could not find any recent statistics documenting the size of the gender wage gap.⁵¹

Higher numbers of Kosovan women are registered as inactive in the labor market as compared to men. The labor market participation rate among males was last reported at 67%, whereas for females it was only 29% (the EU average for females is 64%). Thus, out of every ten women in Kosovo of working age only three participate in the labor market. .⁵² This inactivity rate for Kosovan women in the labor market is higher than it is in all other countries in the region.⁵³ Taking employment and labor market activity rates together, overall, only one in four working age people in Kosovo is employed.

Gender distributions in various sectors of employment are markedly skewed. In terms of occupations, women are much more likely than men to be employed in the health and education sectors, and are slightly more likely than men to have jobs in the finance sector. Males are more likely to be employed in construction, production, trade, hotels, transport, and agriculture. Overall, there are more women than men in the public sector and more men than women in the private sector. Unlike many other countries in the region where women dominate in public administration, in Kosovo, roughly equal numbers of men and women are employed in this sector.⁵⁴

⁴⁶ UNDP. (2012). Kosovo Human Development Report 2012: Private Sector and Employment.

⁴⁷ Retrieved from the World Development Indicators Database on April 20, 2012. Data can be located at <http://data.worldbank.org/country/kosovo>

⁴⁸ Ibid.

⁴⁹ UNDP. (2012). Kosovo Human Development Report 2012: Private Sector and Employment.

⁵⁰ Ibid.

⁵¹ According to the Kosovo Program for Gender Equality, in 2003, women earned an average monthly salary of 180.2 euros, while men earned 202.9 euros.

⁵² UNDP. (2012). Kosovo Human Development Report 2012: Private Sector and Employment.

⁵³ Kosovan Gender Studies Center (2011). Women's property inheritance rights in Kosovo. Available at www.kgscenter.net

⁵⁴ Government of the Republic of Kosovo, Population Statistics Department. (2011). Women and Men in Kosovo.

Other forms of discrimination in employment. There are other forms of discrimination against women in the labor market that have been reported as well, although again, statistics are hard to find. For example, women who are pregnant or of child-bearing age are less likely to be hired, more likely to be fired, and less likely to be promoted than men. Some of the women in the focus groups mentioned that women may face sexual harassment on the job and the Gender Equality Unit of the Ombudsman has received several complaints regarding sexual harassment, although these complaints were withdrawn, most likely because women were pressured not to discuss this issue in public.⁵⁵

Barriers to employment (and decision making positions) for women. Although both men and women in Kosovo face grave problems locating suitable employment, there are also some barriers that are particularly likely to be faced by women who wish to enter or remain in the labor market. Among those that were mentioned by interviewees or were discussed in documents related to this issue are the following:

- Lack of time due to family obligations,
- Low levels of education (especially in rural areas and among some minority groups like RAE) with a resulting lack of job qualifications ,
- Lack of support services such as affordable childcare for women who do not have relatives that they can rely on to care for their children,
- Incompatibility between school schedules and women’s work schedules,
- Challenging behavior from male colleagues or subordinates who do not accept women’s authority as decision-makers,⁵⁶
- Lack of institutional support in the workplace, in some cases coupled with discrimination and prejudice,⁵⁷
- Low levels of self-confidence and “soft” skills related to job search and interviewing,
- Lack of professional experience,⁵⁸
- Lack of support from other women,⁵⁹
- Discriminatory practices in which employers are less likely to hire young women or those who may become pregnant, more likely to offer them short term contracts instead of permanent positions, etc., due to a desire to avoid the requirements of the new maternity law, and
- Sexual harassment on the job.

Impacts of male unemployment. Considering that the heart of the male gender-role concerns earning income and supporting the family, unemployment would be expected to have potential serious psychological as well as financial consequences for men. There has been scant formal examination of this issue in Kosovo and the consultant could not locate any written discussions of this issue.

⁵⁵ NORMA. (Undated). Research and Monitoring the Implementation of the Law on Gender Equality. Funded by the EU and the Government of the Netherlands.

⁵⁶ Government of the Republic of Kosovo, Office of Gender Equality. (2011). Survey Report: Women in the Work Process and Decision Making in Kosovo. Prishtina, Kosovo.

⁵⁷ Ibid.

⁵⁸ NORMA. (Undated). Research and Monitoring the Implementation of the Law on Gender Equality. Funded by the EU and the Government of the Netherlands.

⁵⁹ Ibid.

Entrepreneurship

Rate and characteristics of female entrepreneurship. Women are much less likely than men to be entrepreneurs in Kosovo and women in Kosovo are also less likely than women in the broader region to own enterprises. World Bank Enterprise Survey data⁶⁰ from 2009 revealed that of the 270 firms in Kosovo that were interviewed, only 10.9% had female participation in ownership (as compared to 36.6% of firms in the broader Eastern Europe and Central Asia region). Kosovo, Azerbaijan, and Albania have the lowest rates of female participation in ownership in the region⁶¹ and the number of businesses owned by women in Kosovo is well below the OECD average, although considerably higher than the rate for the Russian federation.⁶² Females in the World Bank survey were much more likely to participate in ownership of retail firms (23%) than of manufacturing firms (5.6%) and were somewhat more likely to participate in ownership of medium (15.2%) as compared to small firms (10.4%). There were no large firms in Kosovo with female participation in ownership. Comparable figures for female participation in ownership of small, medium, and large firms in the EE/CA region were 36.4%, 35.9% and 39.7% respectively. An interesting 2006 survey of 1,450 female business owners in Kosovo revealed that 25% of women who were joint owners of a business did not make decisions about the business; 54% of them deferred to their husbands to make the decisions, and 20% deferred to a brother. Other data suggest that women tend to operate businesses in sectors with lower profit margins (e.g., service sectors such as human health and social work, education, professional/scientific activities) as compared to men (manufacturing and construction).⁶³

Female entrepreneurs are more likely than male entrepreneurs in Kosovo: (a) to open a business out of necessity (most often they do not perceive other job opportunities) rather than because they have identified an unexploited business niche, (b) to operate a micro-business (99% of businesses owned by women are micro-enterprises), (c) to employ fewer people, and (d) to operate with lower levels of overall capitalization. Young entrepreneurs and those from minority groups (especially RAE) are often affected by these same barriers. Women who own businesses in rural areas tend to operate very small scale enterprises from their homes, rarely travel outside their village for work, and the majority allow male family members to make important business decisions. Only 13% of these women stated in a recent survey that they lived primarily on their own income.⁶⁴ The fact that so many businesses in Kosovo are family businesses can also constrain women's roles as decision-makers if the family holds traditional views about gender roles.

Generally, women in Kosovo are notably absent from top management positions in firms. Overall, only 0.3% of the firms in Kosovo included in the Enterprise Survey data had a top female manager, compared to 18.8% of firms in EE/CA. Kosovo has the lowest proportion of top female managers of any

⁶⁰ Data retrieved from the Internet on April 20, 2012.

<http://www.enterprisesurveys.org/Data/ExploreEconomies/2009/kosovo#gender--location>

⁶¹ Sattar, S. (2012). Opportunities for Men and Women in Emerging Europe and Central Asia. The World Bank, Washington, DC.

⁶² UNDP. (2012). Kosovo Human Development Report 2012: Private Sector and Employment.

⁶³ Ibid.

⁶⁴ Ibid.

country in the region.⁶⁵ Women were slightly more likely to be managers of medium-sized firms (0.8%; 14.5% in the EE/CA region) than of smaller firms (0.2%; 21.9% in the EE/CA region). There were no top female managers of large firms in Kosovo.

Access to credit. Numerous people who were interviewed for this report mentioned that females are less likely than males in Kosovo to access credit and that this is the most significant barrier impacting those who wish to start or grow businesses. This point was reinforced in the 2006 survey of female business owners, where lack of access to financing was the second most frequently cited barrier to the growth of their businesses (20%; family responsibilities were the most common barrier and were cited by 25% of female business owners). Across the region, access to bank financing is a bigger barrier for female than for male entrepreneurs.⁶⁶ One recent study reported that only 3% of business establishment bank loans go to women.⁶⁷

Although statistics documenting how often men and women seek and obtain credit for businesses are lacking, the World Bank's Financial Inclusion Database (2011)⁶⁸ includes some interesting patterns suggesting that women have less access to credit and are less likely to borrow money than men overall. According to these data, women over the age of 15 in Kosovo are less likely than men to have an account at a formal financial institution (31% and 57% respectively), they are less likely than men to use this account for business purposes (2.96% versus 4.76%), less likely than men to own credit cards (7.33% versus 9.47%) or debit cards (18.34% versus 39.82%) and were slightly less likely than men to have taken a loan from a financial institution in the last year (5.55% versus 6.64%). Both men and women were more likely to have borrowed from family or friends than from a financial institution in the past year, although women still did this less often than men did (13.42% versus 20.60%).

Inheritance and property rights. One of the most frequently cited barriers to women's ability to obtain credit is the fact that they are less likely than men to inherit or own property or other large assets such as a home, despite the fact that existing laws in Kosovo recognize gender equality with respect to inheritance and to property acquired during marriage.⁶⁹ Nearly all interviewees expressed the view that this is one of the major barriers in Kosovo preventing female empowerment. Many also expressed the view that women as well as men buy into traditional beliefs about who should inherit property upon the death of a spouse or parent(s). According to this tradition, land should stay in the family and therefore is left to sons and brothers; if women receive any form of inheritance, it is more likely to come in the form of money or financial assistance in sending children to school. In addition, property that is acquired during marriage is often registered in the name of the husband only, leaving women in a precarious position if their spouse dies before they do. It also opens them up to other

⁶⁵ UNDP. (2012). Kosovo Human Development Report 2012: Private Sector and Employment.

⁶⁶ Ibid.

⁶⁷ Ibid.

⁶⁸ Data retrieved from the WB Financial Inclusion Database on April 20, 2012. The database can be accessed at <http://datatopics.worldbank.org/financialinclusion/country/kosovo>

⁶⁹ Under the law, women who were part of a couple who never married formally but who were long-time cohabitators also have inheritance rights to property that was obtained during the period the couple was together as long as two people can attest to their status as a couple.

abuses, such as a husband being able to sell joint property without informing his wife or gaining her consent.

Consistent with these patterns, a survey of 1050 female respondents across all regions of Kosovo⁷⁰ revealed that many believe that inheritance is driven by custom and tradition more than it is by law and in the vast majority of families, sons inherit property rather than daughters. 41.5% of married women who were surveyed said that their property is registered in their husband's name, and 19.7% of married women said that their property was registered in the name of their husband's father. Only 1% of respondents had property registered in their own name. Women in focus groups (whether Albanian or Serb) reported personally knowing of many instances when property was left to sons but not daughters, although some of the younger attendees at these events said that they would fight for their right to inherit.

There are many barriers preventing women from claiming their fair share of property acquired during marriage and by inheritance, including:⁷¹

- The reliance on tradition that has already been mentioned is a major attitudinal and cultural barrier.
- The law on inheritance is not well-understood and many people remain unaware of women's rights in this area. Women also remain unaware of existing resources that can help them to claim their rights including the Office of the Ombudsperson, municipal gender officers, and legal aid officers.⁷²
- The law on inheritance is not implemented.
- Legally, property that is acquired during marriage is required to be registered under the names of both spouses, but most often it is registered solely in the name of the husband.
- The Law of Cadastre is not harmonized with the Law on Gender Equality and does not require joint registration of property acquired during marriage, which causes confusion.
- Although courts are legally required to initiate inheritance proceedings after being notified of a death by civil registry officials, these officials typically do not notify the courts and the courts do not initiate the proceedings. Instead, the proceedings are typically initiated by male heirs, and in many cases, potential female heirs are not even notified of the action and thus, are not present when the case is decided in court. Often their names are not even presented to the court as possible heirs and most courts do not investigate whether all legal heirs have been named.
- Courts in Kosovo are slow to address and resolve cases involving inheritance rights. The lack of effectiveness of the judiciary in resolving issues related to inheritance, acceptance of traditional gender roles, and fears of creating family conflict by demanding inheritance rights are among the factors that keep women from pressing this issue.

⁷⁰ Kosovar Gender Studies Center (2011). Women's property inheritance rights in Kosovo. Available at www.kgscenter.net

⁷¹ Much of this information was taken from the following publication: "NORMA. (Undated). Research and monitoring the implementation of the law on gender equality. Funded by the EU and the Government of the Netherlands."

⁷² USAID/Kosovo. (2012). Property rights in Kosovo: Recommendations for Programmatic Change. Draft document.

Business associations. Generally speaking, a very small proportion of businesses in Kosovo belong to a business association; one reason for this pattern is that they do not perceive there is much added value that comes from being a member.⁷³ Nevertheless, business associations can be an important way to make contacts, network, increase skills, and learn about new opportunities. In many countries in the region, active women’s business associations are lacking but in Kosovo, SHE-ERA has been supporting women-owned start-ups and ongoing businesses since 1999. They have trained over 5000 women in various aspects of business plan development and business management.

Barriers to entrepreneurship. In conclusion, women in Kosovo are much less likely than men to be entrepreneurs. Women who do wish to start or grow their own businesses face many of the same barriers that were listed in the section of this assessment on barriers to employment, but they may also face additional barriers as well, including:

- Problems accessing credit due to lack of collateral, or cost of financing,⁷⁴
- Lack of funds to start up a business due to poverty or financial dependence,
- Being less likely to have acquired a business as a result of initial privatization efforts in Kosovo⁷⁵,
- Lack of a national plan for gender-sensitive training or continuing education efforts related to entrepreneurship by the GoK,⁷⁶
- Lack of a national network of female entrepreneurs which could facilitate pressing the GoK to support women in business, increase the exchange of best practices, and enhance women’s access to technology and other innovations, etc.,⁷⁷
- Lack of contacts and prior experience that result in low levels of knowledge about what is required to start up a business, how to manage a business successfully, and how to deal with financial institutions and GoK regulations and requirements,
- The tendency for women entrepreneurs to focus on sectors that reflect traditional “women’s work” which often pay less and are less likely to result in businesses with high earning potential, and
- Lack of established women business leaders who could serve as role models or mentors for other women.

A recent Enterprise Barriers Survey carried out by Riinvest⁷⁸ revealed that there are also a number of barriers that male entrepreneurs report experiencing more frequently than female entrepreneurs, including anti-competitive practices of competitors, corruption, customs and trade regulations, organized crime, functioning of the judiciary, and tax administration/rates. Many of

⁷³ UNDP. (2012). Kosovo Human Development Report 2012: Private Sector and Employment.

⁷⁴ Ibid.

⁷⁵ Women’s Business Organization SHE-ERA. (2008). An analysis of the position of women in the privatization process of socially owned enterprises in Kosovo.

⁷⁶ Purrini, Mirlinda Kusari. (2011). Economic empowerment of rural women through enterprise development in post-conflict settings. Presented at the meeting of UN-Women at the Expert group Meeting on enabling rural women’s economic empowerment in Accra, Ghana, Sept. 2011.

⁷⁷ Ibid.

⁷⁸ As reported in UNDP. (2012). Kosovo Human Development Report 2012: Private Sector and Employment.

these gender-specific barriers may be related to the size of the enterprises that men versus women tend to operate.

USAID and donor support related to gender in this sector. Approximately 25% of the youth who are participating in the Mission's Young Entrepreneur's Program are female. The Kosovo Private Enterprise Program has sought to support women entrepreneurs by providing them with training, grants for business expansion, mentoring, and access to internships, among other things. It has also supported roundtable discussions on challenges for women in business and provided some funding for CSOs led by women that work in this sector. The US Embassy has also provided some funding in support of entrepreneurship among women, including by providing financial support for SHE-ERA, the women's business association. SIDA is funding a project that involves nine countries in the region with a focus on identifying gaps in the legal framework supporting female entrepreneurs and fostering regional cooperation in tackling the key barriers that prevent women from opening businesses.

Agriculture

Information about gender gaps and gendered patterns of activity in the agriculture sector is sparse in Kosovo, and sex-disaggregated statistics in this sector are difficult to find. According to GoK statistics, in 2009, six percent of men and two percent of women were employed in agriculture.⁷⁹ However, a large percentage of farmers, especially female farmers, engage in informal subsistence farming on small family plots, which would not be captured by this figure. Some women who primarily grow crops for family subsistence purposes may also sell some portion of what they produce, but it is unlikely that they would formally register such activities as businesses. There are also many cases in which men sell and control the profits from the produce that women grow. On the other hand, men are more likely to be responsible for sowing, large scale cultivation, and working with heavy equipment and machinery. Many rural women have low levels of education and do not see themselves as employable outside of the informal agriculture sector.

Overall, although women are heavily involved in agricultural activities, they suffer disproportionately from a series of barriers including lack of access to numerous types of assets and deficits in knowledge. For many reasons, including that they rarely own the land on which they farm and frequently do not have a significant decision-making role within the family, female farmers are less privy than male farmers to information and technologies that can increase their production, are less likely to seek or receive financing, and have less access to markets.⁸⁰ In a 2006 survey of female farmers in Gjakova,⁸¹ respondents identified strong needs for agricultural equipment or financing to secure such equipment, agriculture development funds, access to long term loans with low interest rates, stable water supplies and irrigation systems, and inexpensive seeds and fertilizers. Significant percentages of respondents also mentioned needs for increased access to markets and technical assistance. The need for extension

⁷⁹ Government of the Republic of Kosovo. (2011). Women and Men in Kosovo.

⁸⁰ Purrini, Mirlinda Kusari. (2011). Economic empowerment of rural women through enterprise development in post-conflict settings. Presented at the meeting of UN-Women at the Expert Group Meeting on enabling rural women's economic empowerment in Accra, Ghana, Sept. 2011.

⁸¹ SHE-ERA. (2006). Gender Budget Analysis and the Impact of Fiscal Policies on the Poverty Level of Rural Women in the Municipality of Gjakova, Kosovo. Funded by UNIFEM and the Kosova Foundation for Open Society (KFOS).

services was rated lower than other needs in this survey, which could reflect a lack of awareness of the benefits of extension services or low perceived value in the extension services that are currently available.

Many programs that provide support for the agriculture sector (whether funded by the GoK or donors) tend to focus on agribusiness, in which female farmers are unlikely to be involved (although they are more likely than men to work as processors of food or beverages). Thus, women in agriculture have not benefited as much as men from these programs. Overall, female farmers are often unaware of programs and training opportunities that may be available to support their agricultural activities, even when such programs target women.⁸² Interviewees related many anecdotes about trainings that were designed with women in mind but that were attended mainly by men, who said that they would pass the information on to their female relatives. This happened in many cases even when the trainings targeted activities that were primarily performed by women.

The current leadership in the Ministry of Agriculture, Forestry and Rural Development is considered to be quite open to addressing gender issues, which provides for a window of opportunity to better integrate gender into policies, strategies, and programming related to agriculture in Kosovo.

USAID and donor support related to gender in this sector. Under USAID's New Opportunities for Agriculture Program (NOA) a small number of female farmers have been awarded grants and 36 female farmers have benefited from various forms of training. In future years of this program, there are plans to train more women to become HACCP certified processors. A gender specialist has just been hired under NOA with the goal of assisting the Agricultural Extension Service (AES) of the Ministry of Agriculture, Forestry and Rural Development to further engender its extension services and to better meet the needs of women in agriculture.

Energy

Almost no information about gender issues in the energy sector was obtained during this assessment. Several interviewees mentioned that it is uncommon for women to study engineering and other technical subjects and that there are therefore few women employed in this sector. Statistics bear this out: in 2010, the Kosovo Energy Corporation (KEC) had 7,804 employees and only 7% of these were female.⁸³ There are also likely to be some gendered impacts of the unstable energy supply and frequent electrical outages in Kosovo. For example, many people burn coal in their homes, which can lead to health issues. Because women spend more time than men do at home, this may impact them to a greater extent. Power outages at schools that shut them down (sometimes for long periods in the winter) are likely to impact women more than men as they are typically responsible for child care,

⁸² Ibid.

⁸³ NORMA. (Undated). Research and Monitoring the Implementation of the Law on Gender Equality. Funded by the EU and the Government of the Netherlands.

whether they work or not. The microenterprises that many women run out of their homes, especially in rural areas, are also likely to be hard hit by power outages.

USAID support related to gender in this sector. USAID/Kosovo's work on energy focuses on big picture issues related to energy supply and the functioning of the relevant government bodies and does not have any specific gender components.

F. Issues Related to Security

Women, Peace and Security

UN Security Council Resolution 1325⁸⁴ was a landmark document that called for strengthening women's roles in conflict prevention and peace processes, and for protecting women and girls from gender-based violence during conflict and in post-conflict settings. Resolution 1325 is not a law and because it is not a convention, some believe that it has not been taken very seriously.⁸⁵ Despite the fact that 1325 has been a topic of conversation in Kosovo since the war, CSOs have long complained that the international (e.g., UNMIK, EULEX, OSCE, NATO) and GoK (e.g., The Office of Good Governance, the Ombudsman, the Kosovo Police and Kosovo Security Forces) entities who have had responsibility for implementing it have largely failed to do so, up until very recently. As part of this critique, CSOs note that peace agreements in Kosovo have, to date, not included any specific provisions related to preserving the safety and security of women and girls, and until the 2011 appointment of Edita Tahiri as the Kosovo representative to status talks with Serbia, women had also been left out of all major deliberations concerning the future of their country.⁸⁶ The fact that the GoK is currently drafting a 1325 Action Plan in collaboration with a working group comprised of donor organizations and CSOs is a positive sign that Resolution 1325 is finally receiving the attention that it deserves.⁸⁷

Sexual violence during the war. One of the issues related to Resolution 1325 that is currently under discussion by some donor organizations and CSOs in Kosovo concerns sexual violence that was carried out against women and girls in Kosovo during the war.⁸⁸ Although only 96 rapes were documented during the war by Human Rights Watch (HRW), estimates suggest that between 10,000 and 45,000 women and girls were raped and HRW asserted that rape was used as a weapon of "ethnic cleansing" in Kosovo.⁸⁹ Unlike Bosnia, however, where politicians publicly denounced sexual violence

⁸⁴ Four supporting resolutions have also been adopted by the Security Council: resolutions 1820, 1888, 1889 and 1960.

⁸⁵ See for example, "The Kosova Women's Network. (2011). 1325 Facts and Fables. Funded by the Austrian Development Cooperation. Prishtina, Kosovo."

⁸⁶ Ibid.

⁸⁷ The United States also released a "National Action Plan on Women, Peace and Security" in December, 2011. USAID's Implementation Plan associated with this Action Plan will be released on August 13th, 2012.

⁸⁸ Although women were the primary targets of sexual violence during the war, some men who were kept in prisons and camps were also sexually abused and tortured. In addition, large numbers of men of combatant age were rounded up and killed by Serbian forces. For an interesting discussion of how the international media presented the intersection of gender and violence in Kosovo, see: "Jones, A. (2001). Effacing the male: Gender, misrepresentation and exclusion in the Kosovo war. *Transitions: The Journal of Men's Perspectives*, 21, 1-3.

⁸⁹ The Kosova Women's Network. (2011). 1325 Facts and Fables. Funded by the Austrian Development Cooperation. Prishtina, Kosovo.

directed against women and girls during the Balkan wars, no such recognition has ever occurred in Kosovo and to date, the subject has remained largely taboo. Most people seem to assume that the stigma and shame that many women feel as a result of being raped (and society's collusion with the idea that being victimized in this manner can bring shame on a woman and her family) will prevent any victims of this crime from coming forward twelve years after the fact. Nevertheless, CSOs assert that there are women who are ready and willing to come forward and that the thousands who were victimized during the war deserve public acknowledgement and discussion of their experiences.

Focus group discussions. As was mentioned, three focus groups, two with ethnic Serb women and one with ethnic Albanian women, were convened to discuss threats to the stability of Kosovo and potential triggers and ameliorators of conflict. It was obvious in all three groups that women fervently hope that there will be no further violence in Kosovo. Women in all groups described similar pressures facing women and communities in the North and South of the country (e.g., unemployment, lack of basic services, unmotivated and unemployed youth, corruption, and lack of enforcement of all laws, including those that protect women). Many women in these groups expressed some version of the view that women can play a significant role in decreasing conflict, including because "women are the pillar of society", women have a strong wish to prevent violence, women are "naturally" less violent than men, women are more flexible than men, and/or because they are so invested in their families, women are more inclined than men to adopt a long-term perspective. Serb women described more specific worries related to the possibility of renewed conflict and also described how the ongoing stalemate over the status of communities in the North and the resulting sense of instability has prevented them from moving ahead with their lives (e.g., making decisions to marry or have children, deciding to remain versus relocating, etc.). Participants agreed that factors that would promote stability include increasing the financial and economic security of all citizens, promoting tolerance and other positive values at home and in the schools, mutual respect, and a good faith effort on all sides to resolve the ongoing stalemate with Serbia over the municipalities in the North.

Donor support related to gender in this sector. UN WOMEN is supporting a number of projects related to women, peace and security, including projects that: (a) collect data on the situation of survivors of wartime sexual violence and torture during the war in Kosovo (funded by the Government of Norway), (b) support a working group to collaborate with the GoK to develop an Action Plan for the Implementation of UN Resolution 1325 (funded by the European Commission's Instrument for Stability), and (c) foster dialogue between Albanian and Serb women from the North to advance the goal of ethnic integration (funded by the government of Finland).

Domestic or Family Violence

Like all countries in the region, domestic or family violence is a widespread problem in Kosovo, driven by many factors including frustration with unemployment among men who cannot fulfill their responsibilities as breadwinners, a lack of adequate housing, traditional practices that result in many generations of a family living together, militarization of men as a legacy of the war, the low status of women, and the presence of weapons. Some believe that post-war trauma among men may also be a

contributor as few men had access to any form of psychosocial services to help them deal with the stressors induced by the war.⁹⁰

The necessary laws for the legal protection of victims of domestic violence are in place, and some feel that establishing the legal framework to protect women from this form of violence is one of the most significant steps taken over the past decade to meet obligations under UN Resolution 1325.⁹¹ However, many Kosovan women and men (especially in rural areas) remain unaware of the laws or of their rights under these laws. Implementation of the Action Plan on Domestic Violence remains slow and some CSOs complained that the GoK is not allocating sufficient funding to this Plan. However, the government did appoint a National Coordinator for Domestic Violence (the Deputy Minister of Justice) in July, 2012, with the intention that this individual will be responsible for coordinating the implementation of the Action Plan and developing standard operating procedures for courts and service providers.

Prevalence of DV cases.⁹² There is no process established in Kosovo by which domestic violence data is collected at a national level, so good DV prevalence estimates do not exist. The information that is available is based on small samples of women, primarily those seeking services related to the experience of domestic violence,⁹³ and statistics gathered by police. According to data from the Kosovo Police's Human Rights Department, there were 9,772 police-documented cases of domestic violence between 2002 and 2009 - over 1,000 episodes per year in a country with a population below 2 million. Out of those cases, almost 80 percent of victims were women and nine perpetrators out of ten were men. In 2011, there were 1,042 reported victims of DV according to the police, a 10 percent increase over 2010. While two-thirds of the victims were women, the number of male victims was larger than in prior years.⁹⁴

Women are most commonly abused by their husbands but violence is also perpetrated by in-laws and children (especially sons). The minority of cases where women assaulted men received very sensationalized attention from the media and the presumption seemed to be that whereas domestic violence directed against women is “normal”, domestic violence in which men are the victims is not. Male victims may be stigmatized for not being manly enough and they may not be taken seriously by

⁹⁰ Farnsworth, N. (2008). Exploratory Research on the Extent of Gender-based Violence in Kosova and its Impact on Women's Reproductive Health. Kosovo: UNFPA and the Kosova Women's Network. Retrieved from <http://www.unfpakos.org/web/documents/TheExtentofGBVandItsImpactonWomensRH-English.pdf>

⁹¹ The Kosova Women's Network. (2011). 1325 Facts and Fables. Funded by the Austrian Development Cooperation. Prishtina, Kosovo.

⁹² Some of the information in this section is taken from: “USAID. (Unpublished, b). Domestic Violence in Europe and Eurasia – 2012 Update. This report was produced for the Social Transition Team, Office of Democracy, Governance and Social Transition of the United States Agency for International Development (USAID/E&E/DGST) by the Aguirre Division of JBS International, Inc. It was prepared under GEM II Task 31 Contract EDH-I-00-05-00004. Its author is Susan Somach.” This report will be available in the fall of 2012.

⁹³ Farnsworth, N. (2008). Exploratory Research on the Extent of Gender-based Violence in Kosova and its Impact on Women's Reproductive Health. Kosovo: UNFPA and the Kosova Women's Network. Retrieved from <http://www.unfpakos.org/web/documents/TheExtentofGBVandItsImpactonWomensRH-English.pdf>

⁹⁴ “Rising family violence worries Kosovo experts” SETimes.com, 2/20/2012.

police or service providers. Some interviewees noted that violence against the elderly is also on the rise.

Number of Domestic Violence Cases Reported by Year According to Various Sources⁹⁵

Source	2002	2003	2004	2005	2006	2007	2008	Total
KPS	1273	1251	1318	1370	1371	1077		7660
VAAD		314	414	592	703	645	(Jun) 252	2920
MLSW/DSW			223	380	438	170	(Jun) 92	1303

Kosovo Police Service (KPS), Victim Advocacy and Assistance Division (VAAD) of the Ministry of Justice, and Ministry of Labor and Social Welfare (MLSW) Department of Social Welfare (DSW)

Violence against women is also commonly associated with violence against children⁹⁶, although statistics on the prevalence of domestic violence directed at children are lacking. Unfortunately, violence against children in the home is part of a larger pattern in which violence is directed against them in the streets, by other children, and by peers and teachers at school. A 2005 survey carried out by UNICEF and MEST revealed that 37% of children say that violence is a pervasive phenomenon in their lives.⁹⁷

DV services. One of the most serious obstacles to protecting victims of violence is a lack of financial support for victim services (which are only partially funded by the government). This situation is exacerbated by aspects of Kosovo’s government procurement processes that hamper the provision of support to CSOs that provide social services in general. On the whole, there are not enough services available, including long-term reintegration services, and some members of the social services workforce are low in capacity.⁹⁸ There is a complete absence of services for perpetrators.

Legal issues. Many victims of domestic violence never report their abuse because they are unaware of their rights, they believe that in some cases it is justifiable for men to beat their wives (15% of women and 11.4% of men in one survey expressed this opinion⁹⁹), they don’t believe that the legal system can protect them, they fear retribution from the abuser, and/or that their children will be taken away from them and remain with the abuser’s family.¹⁰⁰

⁹⁵ Since institutions often assist the same people, the totals from all institutions should not be added together. Table taken from Farnsworth, N. (2008). Exploratory Research on the Extent of Gender-based Violence in Kosova and its Impact on Women’s Reproductive Health. Kosovo: UNFPA and the Kosova Women’s Network. Retrieved from <http://www.unfpakos.org/web/documents/TheExtentofGBVandItsImpactonWomensRH-English.pdf>

⁹⁶ “Hidden Violence in Kosovo” 9/5/2011 <http://www.balkanicaucaso.org/eng/Regions-and-countries/Kosovo/Hidden-violence-in-Kosovo-99754>).

⁹⁷ Government of the Republic of Kosovo, Agency of Gender Equality. (2011). Kosovo Program against Domestic Violence and Action Plan, 2011-2014. Prishtina, Kosovo.

⁹⁸ Ibid.

⁹⁹ Government of the Republic of Kosovo, Statistical Office of Kosovo. (2011). Demographic, Social and Reproductive Survey in Kosovo, November 2009. Funded by UNFPA and UNICEF.

¹⁰⁰ Farnsworth, N. (2008). Exploratory Research on the Extent of Gender-based Violence in Kosova and its Impact on Women’s Reproductive Health. Kosovo: UNFPA and the Kosova Women’s Network. Retrieved from <http://www.unfpakos.org/web/documents/TheExtentofGBVandItsImpactonWomensRH-English.pdf>

It can be difficult for victims of domestic violence to obtain legal representation although there are some lawyers who provide some pro bono assistance. Many interviewees expressed the opinion that although some judges and lawyers have been trained to properly handle DV cases, many others remain low in capacity.¹⁰¹ Convictions for domestic violence are rare, and sentences range from judicial reprimands to imprisonment.

The DV Law includes provisions for an array of protection measures (e.g., prohibitions against perpetrators approaching victims, removal of the abuser from the premises, a requirement that the abuser obtain psycho-social counseling, etc.) that can be included in protection orders issued by the courts in DV cases but there are systematic shortcomings in how the law is implemented, with the result that many women are left unprotected in the face of extreme threats to their health and well-being. In particular, OSCE¹⁰² has identified the following issues: (a) courts often fail to adjudicate applications for protection orders within legally mandated time limits, thereby seriously jeopardizing women's safety, (b) courts do not adequately distinguish between protection and emergency protection orders, (c) courts sometimes seek to reconcile victims and their abusers, which is outside the scope of their authority and very ill-advised, and (d) protection orders are not consistent with the specifics of the case and judges do not explain their decisions, although they are legally required to do so. All of these are consistent with oft-noted shortcomings of the judicial system overall.

USAID and other donor support related to gender in this sector. Under the Kosovo Anti-trafficking Program (KAP, 2008-2012), USAID supported the provision of services to victims of domestic violence as well as victims of trafficking. The UN Agencies in Kosovo are heavily involved in supporting work on domestic violence, with a focus on applying UN Resolution 1325 and on implementing the National Action Plan associated with the Law on Protection against Domestic Violence. Five UN Agencies are collaborating on work to develop a coordination mechanism for GBV cases across the various government and civil society actors that are involved in case management. Several UN WOMEN projects focus on empowering women from minority groups to work together to combat gender-based violence; another project (funded by the Government of Finland) focuses on establishing coordination mechanisms for addressing DV in three municipalities. The EU Office in Kosovo is supporting a few small projects related to gender-based violence including one that focuses on youth and seeks to raise awareness about violence in families and at schools and a second that provides support for providers of services for victims of DV. The German Development Agency is currently working on a document that describes what each article of the DV Law means in easy to understand language.

Trafficking in Persons (TIP)¹⁰³

¹⁰¹ Government of the Republic of Kosovo, Agency of Gender Equality. (2011). Kosovo Program against Domestic Violence and Action Plan, 2011-2014. Prishtina, Kosovo.

¹⁰² OSCE Mission in Kosovo. (March, 2012). Adjudication of petitions for protection orders in domestic violence cases in Kosovo.

¹⁰³ Except where otherwise noted, information in this section was taken from "United States Department of State. (2012). Trafficking in Persons Report, June 2012."

Kosovo was listed as a Tier Two country in the 2012 Trafficking in Persons Report. It continues to be a source and destination country for human trafficking and may be a transit country as well. The majority of identified victims are women and female children who are trafficked for sexual purposes and children of both sexes who are trafficked for begging. Unlike many other countries in the region, there has not been a large number of male victims of labor trafficking identified in Kosovo. However, at a two day conference celebrating the accomplishments of USAID's anti-TIP program, the National Coordinator for Combating TIP mentioned that trafficking of men is on the rise.

In 2011, the Kosovo police identified 39 victims of trafficking (VoTs) and in the first five months of 2012, they identified 27 more.¹⁰⁴ The majority of identified victims are citizens of Kosovo and several interviewees mentioned that internal trafficking has been on the rise in recent years. It is possible that many VoTs who are foreign nationals are not identified as victims of trafficking because they are deported from Kosovo for prostitution. It is becoming less common to exploit victims of sex trafficking in bars and more common to do so in private residences, which makes these activities less visible and harder to combat. Unlike initially, when demand for prostitution from international peacekeepers was the main driver of increased prostitution in Kosovo, recent research suggests that the majority of men who pay for commercial sex are from Kosovo, Albania, Macedonia, or are Kosovan diasporans returning for the holidays.¹⁰⁵

The GoK supports nine shelters that accommodate trafficking victims, although none of these shelters are equipped to handle male victims. There are tentative plans to develop a new shelter or an annex to an existing shelter to provide services for men and for victims with disabilities. The government currently funds 50% of all direct costs associated with providing services for VoTs but there are fewer services available for longer-term reintegration of victims with the result that some are re-trafficked. Some interviewees expressed the opinion that social workers, especially those who are tasked with case management for child VoTs, are low in capacity and need additional training. Although the criminal code provides for the possibility of victim compensation, this is not being implemented at present.

The government adopted a new anti-trafficking action plan for 2011-2014 and continued to fund a variety of prevention efforts, including a help line, television and radio awareness campaign, and a civic education program for youth, in conjunction with various donors and CSOs. The anti-TIP machinery at the central level is seen as reasonably committed and high in capacity, although anti-TIP actors at the local level (including the police) are described as being lower in capacity.

Many of the remaining gaps in addressing TIP in Kosovo are related to difficulties with the courts, including the large backlog of cases. Multiple sources indicate that judges and prosecutors are not properly trained to handle TIP cases and that building the capacity of these individuals should be one priority of future anti-TIP work. The OSCE has identified additional ways in which the law on trafficking

¹⁰⁴ Statistic from 2012 was taken from a one pager produced by the Ministry of Internal Affairs which the consultant received from OSCE.

¹⁰⁵ De Wildt, R. (2011). Preliminary study on sex trafficking and prostitution market dynamics in Kosovo. University Utrecht, in cooperation with the Kosovo Population Foundation.

is frequently misapplied by the courts¹⁰⁶ including: (a) traffickers are sometimes charged with a lesser offense than trafficking in persons (for example, “attempting to traffic”), resulting in lighter sentences, (b) traffickers are not prosecuted for additional criminal activities they carried out while engaged in trafficking, and (c) courts sometimes issue trafficking indictments when the facts of the case do not warrant it, possibly based on a mis-understanding of the definition of trafficking. These issues impact the successful prosecution of traffickers and diminish the likelihood that the threat of severe punishment will serve as a deterrent.

USAID and other donor support related to gender in this sector. USAID’s Kosovo Anti-trafficking Program (KAP) has been implemented for the past four years and will end in August, 2012. This program focused on increasing the sustainability of services (including shelters) for victims of trafficking in Kosovo and also provided services for victims of domestic violence (who are often housed in the same shelters). Under KAP, a document outlining minimum standards of care for TIP victims in Kosovo was drafted and is being utilized, two shelters opened social businesses to generate income, a total of 630 people were assisted at shelters or in communities, capacity for shelter staff and quality of services was increased, 11,000 youth were provided with materials related to trafficking, and youth engaged in a community mapping exercise designed to identify risks for youth and routes to minimize these risks.

The government of Norway has also begun to fund work in this sector.

G. Donors Working on Gender in Kosovo

Many interviewees commented that there is a need for stronger donor coordination on gender equality issues in Kosovo, as well as a need to increase coordination with the GoK. Many donors are supporting activities that meet some of the goals that are outlined in the Law on Gender Equality, The Law on Domestic Violence and other action plans and strategies, but there does not seem to be a clear sense of exactly who is doing what, even at the government level.

The only group that exists to facilitate donor coordination in this area is the Security and Gender Coordination Group (SGCG)¹⁰⁷, which was established by (then) UNIFEM, in 2008 with the goal of enhancing efforts to promote, advocate for and enhance gender equality and to enhance information sharing and coordination among international and local organizations working on issues related to the safety and security of women and girls. Although this group does not address all gender inequalities, the focus on the security sector is fairly broad and includes attention to UN 1325, domestic violence, and economic security, among other issues.¹⁰⁸

¹⁰⁶ OSCE Mission in Kosovo. (October, 2011). Defining and prosecuting the crime of human trafficking.

¹⁰⁷ UN WOMEN. (Undated). Security and Gender Coordination Group: Together Towards Gender-Responsive Security. Financed by UN WOMEN, Kosovo.

¹⁰⁸ For an illustration of how broad the focus on women’s security can be, see, for example, the Women’s Security Index which was developed by the Kosovo Gender Studies Center, in collaboration with panels of experts. This Index quantifies women’s security across a variety of dimensions, including human security, economic security, education, social security and health, and also includes a composite security score. The overall score for Kosovo on this Index in 2010 was 3.41,

III. Key Recommendations Related to Sectors in Which USAID Plans to Work under the CDCS

At the time when this report was written, the results framework for USAID/Kosovo's CDCS had not yet been drafted and uncertainties remained about the specific sectors and sub-sectors that would be prioritized under the new strategy. Accordingly, the recommendations that follow are offered as a "menu" of possibilities and ultimately, which ones will be most useful or relevant will depend on the final Results Framework that is developed.

A. Over-arching Recommendations

- **As part of any project design, consult with men and women of various ethnicities, ages, sexual orientations, etc. to ensure that they will have equal access to the project and that they do not foresee any unanticipated consequences of the project for gender equality.** As part of this process, seek to ascertain whether gender balance in participation is likely to be achieved without any proactive intervention on the part of USAID. If not, build affirmative actions into the project design. This issue is especially important in relation to women from particularly disadvantaged groups, women with disabilities, and rural women who may not typically engage in activities outside of their homes or who need their husband's permission to do so.
- **When designing projects related to gender equality, consult with the GoK and address priorities for empowering women and decreasing gender inequality as outlined in national laws, action plans, and strategies,** such as the Law on GE, the Law on Domestic Violence, the Action Plan for the Economic Empowerment of Women, etc. Consistent with the principles of USAID Forward, the Mission's work on gender equality should support the priorities of the GoK.
- **Across the board, build features into activities that will proactively address constraints on women's ability to participate due to their family roles and responsibilities:** Particular barriers are likely to include the attitudes of husbands, and household and child care responsibilities. Projects should consider how to address these issues so that women are free to participate (e.g., by providing childcare so that women can bring their children to trainings or meetings, by inviting husbands and wives to participate together, by scheduling meetings at a time when women are less likely to have pressing household responsibilities, etc.).
- **Increase male involvement overall in projects addressing gender inequalities:** Many of the activities that the consultant heard about in the course of the assessment that were designed to address gender inequalities by various donors and CSOs focused exclusively or mainly on women as participants. This was the case even in areas where achieving positive outcomes for women is heavily dependent on changing attitudes among men. It is very important that any such programs also find a way to involve men, even though this can be difficult and men may need to be aggressively targeted as participants. Part of the focus should be on making men aware of the benefits of gender equality for themselves and for the country overall, and reducing their tendency to see gains for women as losses for men. Involving men as visible

roughly in the middle of the 7 point scale that was used. For more information, see: "Kosovo Center for Gender Studies. (2011). Women's Security Index 2010: Kosovo Report. Funded by UN Women."

spokespersons for gender equality can also be especially effective as they are often perceived as having less of a vested interest in this issue than women.

- **Collect sex-disaggregated data and support research on gender issues in as many activities as possible:** As is well known, Kosovo suffers from a dearth of sex-disaggregated statistics on many key issues. USAID should build collecting detailed sex-disaggregated information into as many program designs as possible, or fund think tanks or researchers to conduct such analyses. If possible, data should also be dis-aggregated by other socio-demographic characteristics (especially ethnicity) because there is at present almost no data that is dis-aggregated by more than one demographic variable.

B. Recommendations for the Democracy Sector

Media

When the consultant for this assessment was in Kosovo, it was unclear whether the Mission would support additional work in the media sector once the current program ends. Should the Mission include media in the CDCS, the following suggestions may be useful. If there is no stand-alone media program, some of these suggestions could be implemented through work in other, related sectors.

- **Use the media to reach more traditional communities with messages of gender equality and non-traditional presentations of the roles of women and men.** Do so in formats that are especially likely to reach rural women who may not have access to the internet. Carry out research to discover the types of programming in terms of content and structure that may be most impactful.
- **Train journalists, media owners and managers to recognize and avoid the use of sexist, degrading or stereotypical representations of women** in all forms of media. Use content analysis at the end of the activity to see if improvements from baseline levels are found.
- **Design a media campaign that showcases high profile male political (and other) leaders who support women’s empowerment** and disseminate the resulting clips/blogs/videos widely. Utilize “new media” as much as possible.
- **Design and fund an annual competition and award for the best examples of gender-aware and gender-sensitive reporting in the media** and publicize the contest and the winners widely.

Rule of Law (see also related recommendations in the security section below)

- **Focus on enforcement of laws related to gender equality through the courts in as broad a manner as possible.** Lack of such enforcement is a huge problem for women who are victims of domestic violence, TIP, discrimination or sexual harassment at work, and those who are entitled to inherit property, are divorcing, or seeking custody of their children.
- **Work with women’s CSOs to monitor courts and the justice system on issues of special importance to women,** including handling of DV and TIP cases, evidence of corruption or special delays in processing such cases, expeditious handling of issues that fall under the Family Code, such as divorce, etc., to more precisely map where in the system women are

encountering special difficulties and to enable interventions that target these gaps or failures to uphold the law.

- **Specifically address the legal gaps that prevent women from receiving property or inheritances to which they are entitled.** Addressing this issue effectively could have widespread secondary effects that are beneficial to women, including economic empowerment and increased ability to leave abusive domestic situations as a result of being empowered. Ensure that this work cross-cuts courts and municipalities with predominantly Albanian and Serbian populations, as this issue impacts them both.
- **Work with courts to improve witness and victim protection procedures** so that women who are victims of DV, rape, TIP and other serious crimes remain anonymous and are not re-victimized. (Such an activity could also have links to a media program, as media are often involved in breaches of anonymity).
- **Build strong content related to gender equality, women's rights, and relevant legislation into curricula that are used to train judges, aspiring judges, and prosecutors.** Insure that this content includes discussions of the special needs of victims of domestic violence and TIP, including needs for protection and anonymity, sensitive and non-discriminatory treatment by judges and prosecutors, proper enforcement of relevant laws, etc. Although a large number of judges are female, this is not a guarantee of gender sensitivity.

Local Governance

USAID/Kosovo's current local government program (Democratic Effective Municipalities Initiative, or DEMI) is slated to end in August, 2013 and the Mission is not currently planning a follow-on activity. Thus, there are no recommendations related to local government activities.

Civil Society

There is currently no stand-alone civil society programming funded by USAID/Kosovo and the Mission does not currently have plans to develop such programming. Hence, there are no recommendations related to a civil society project, per se. Nevertheless, many of the recommendations in this report entail working with and in some cases improving the capacity of local CSOs, in both the North and the South of Kosovo.

Elections and Political Participation

- **As much as possible given the constraints, encourage women to become politically involved in the Northern (Serb) parts of the country.** Working with this group may require more intensive capacity building.
- **Continue to build the skills and capacities of female members of the Assembly so that they are seen as effective and support for the quota law will not be undermined.** In so doing, include a focus on female candidates from marginalized groups and women with disabilities to insure that such work is truly inclusive. Continuing to work with the Women's Caucus may be one effective way to do this.

- **Seek to increase women’s political participation at the local level, and in particular, to empower rural, young, and minority women to obtain decision-making positions.**
- **Continue work with political parties (including minority parties) to build awareness of the need for female representation in government, encourage them to develop platforms that speak to the issues women care about, and work with them to develop strategies to increase the number of women in decision-making positions within the parties.**
- **Work with political parties’ women’s sections where they exist to insure that women are actively involved in policy formulation and decision-making while at the same time insuring that women’s sections do not function as a way to marginalize female party members and keep them isolated from decision-making structures and processes in the party.**
- **Create a mentorship program for emerging female political leaders that pairs them with established female leaders in Kosovo and across the region in order to increase the number of prominent, visible, female politicians who can serve as role models for future cohorts of youth. Make a special effort to identify mentors for women from minority groups.**
- **Ensure that policy work with the Elections Committee and other relevant bodies includes gender analysis and does not unintentionally result in the disenfranchisement of female voters.**

C. Recommendations for the Economic Growth Sector

Business Enabling Environment

- **Conduct gender and/or social impact analysis to determine whether men and women have differing views as to which constraints to doing business are the most important and to ensure that practices or regulations designed to improve the business enabling environment do not inadvertently disadvantage women** by, for example, ignoring regulations that disproportionately impact the types of businesses that they own; requiring additional (or higher) taxes, surcharges or licensing fees in sectors in which they are more likely to work; make it harder for them to get credit; excluding women from regulatory and inspection functions; etc.

Enterprise development/Competitiveness

- **Seek creative ways to extend credit to women who wish to start up or grow an enterprise, including by encouraging the GoK to establish a small grants or other program with this goal and by encouraging CSOs with expertise in this area to propose innovative ideas for possible USAID co-funding.** No specific financial support instruments for female entrepreneurs currently exist.
- **When selecting sectors to work in under competitiveness/enterprise programs, specifically choose at least one or more that employs large numbers of women and has high potential for women to assume leadership and decision-making positions.** At the same time, find ways to encourage women to enter and seek advancement in sectors that do not traditionally employ large numbers of women but that are likely to lead to better jobs. Set targets for levels of female participation in programs such as these.

- **Support, develop and collaborate with women’s business and trade associations overall as well as in competitive business sectors.** Women should be encouraged to join existing business or trade associations if these provide equal opportunities for men and women to participate and to benefit from the activities of the association. If they do not currently exist, women’s business and trade associations in competitive business sectors could also be encouraged, especially in the North.
- **Support the development of a network of female entrepreneurs across Kosovo and in the larger Balkans region,** as an outgrowth of past and upcoming conferences dedicated to increasing female entrepreneurship and as a way of promoting the sharing of resources and of lessons learned. Large numbers of female entrepreneurs participated in the 2011 Invest for the Future Conference in Zagreb (organized by the State Department) and the 2010 conference funded by UNDP. These women could serve as a starting point for a new network.
- **Target female micro-enterprise owners for assistance in growing their businesses in competitive sectors to increase the number of SMEs owned and managed by women in Kosovo.** In addition to securing access to credit, these women may be especially likely to need auxiliary services such as training in business management, marketing, financial management and budgeting, dealing with government offices, etc.¹⁰⁹. Business support service providers should be trained to look for gender-based needs such as these.
- **Promote the collection of business registration data that is sex-disaggregated.** This would facilitate gathering better data about the numbers of men and women who register businesses and make this process more transparent. If the Mission supports a commercial law program, this could be an area for collaboration across sectors. In addition, ensure that any women-owned or jointly-owned businesses that are supported under USAID programming are properly registered.
- **Explicitly target female and male youth and women in minority-dominated municipalities with economic empowerment and entrepreneurship programs as part of an overall Mission strategy to reduce conflict.** People who are satisfactorily employed may function as agents of stability.
- **In sectors that employ a predominantly female workforce, USAID implementers should be sensitive to sexual harassment issues in the workplace and engage in awareness raising to combat this phenomenon.**
- **Create a mentorship program for emerging or potential female business leaders and managers that pairs them with established female business leaders/managers and provides possible internship opportunities.** In addition to being provided with soft skills training, women may also need to be empowered to proactively seek promotion to the managerial level. Women’s business associations may be useful partners in such an effort, especially in identifying potential trainers, mentors, and trainees with high levels of interest and commitment. Being a good mentor does not necessarily come naturally so established female leaders may need to be trained in mentorship skills. Women leaders may also need awareness

¹⁰⁹ The Global Entrepreneurship Monitor’s 2005 cross-national assessment of women’s entrepreneurial activities determined that efforts should focus on education, financial assistance, network development, and mentoring. Also, other studies show that financial education for women entrepreneurs is especially important.

raising as to why it is important and not contrary to their own business interests to support other women by becoming mentors.

Agriculture

- **Conduct a survey and subsequent gender analysis of men’s and women’s roles in agriculture based on a representative sample of farms, including those owned or run by women and by men.** Such a survey would provide a more accurate picture of the skills, education, and responsibility levels of all types of men and women who own, operate, or labor on farms and would help to reveal whether women who operate/manage farms on their own differ from women who do so with their husbands. Include an examination of sex differences in access to assets, responsibilities, financial remuneration, and decision-making at each step of the value chain including producers, buyers, sellers, etc. to assess gender-related barriers and opportunities at all levels. A survey of this type would help to address the overall dearth of information available in Kosovo about the roles of men and women across value chains in agriculture. Perhaps the gender advisor that is working with the NOA project could advise the Ministry of Agriculture on how to carry out such a survey or USAID could partner with the Statistical Office of the GoK to do so.
- **Review the training materials related to gender issues in agriculture that have been developed by the Social Transition Team in the E&E Bureau in Washington and that were produced under USAID’s GATE project with current and future implementers in this sector, to take advantage of materials that have already been produced¹¹⁰.** The materials from the live training that was done in Albania¹¹¹ under GATE may be particularly useful even if they are simply reviewed in written form.
- **Consider whether the new Women’s Empowerment in Agriculture Index could be used as an indicator to measure increases in gender equality under USAID/Kosovo’s agriculture programming.** This Index was developed by USAID, The Oxford Poverty and Human Development Initiative, and the International Food Policy Research Institute. More information about the Index can be obtained from the Bureau for Food Security.
- **Develop ways to network female farmers, even if they are small scale producers, including by supporting the development of cooperatives and associations.** Encourage civil society groups and municipal gender officers to work with these networks to facilitate increases in capacity for female farmers and to enhance collaboration on programs that can be developed to support female farmers at the local level.
- **Raise awareness about the role of extension workers and their value to female farmers and seek to expand the small pool of female extension workers who can engage with female farmers, especially in rural areas.** Doing these things effectively will be predicated on ensuring that extension agents are capable of providing value added to female farmers. The work that

¹¹⁰ The Gender Analysis Toolkit contains a sector TIP sheet on agriculture and in the fall of 2012, the ST Team plans to release a gender analysis of the agriculture sector across the E&E region. Once available, this report will be posted on www.socialtransitions.org

¹¹¹ These materials can be found on the webpage of USAID’s GenDev Office in the E3 Bureau.

the USAID-funded gender specialist is doing with the Ministry of Agriculture should help to facilitate this outcome.

- **Develop creative ways to involve female farmers in USAID activities and design proactive strategies to ensure that they are able to attend and benefit from trainings and do not have to rely on their husbands to pass along crucial knowledge related to sectors in which women often work.** Doing this effectively may require empowering female farmers who are marginalized and building their self-confidence and assertiveness skills so that they are willing and able to participate in and benefit from opportunities that become available to them. It may also require engaging male farmers so that they are more supportive of skills development opportunities for their wives and other female relatives.
- **Work with municipal gender officers and municipal assemblies to ensure that local budgets are gender-sensitive and include specific activities designed to assist female as well as male farmers, and raise awareness about any ensuing opportunities for agricultural assistance among women.** Doing this effectively may require gathering data about the unique needs of male and female farmers and assessing current patterns governing receipt of agricultural assistance from municipalities and other sources (which typically heavily favor males).
- **Assess the impacts of ongoing and new activities in the agriculture sector on children to ensure that these activities do not have the unintended consequence of increasing levels of child labor on farms or making it less likely that children remain in school.**

Energy

- **Collect data on gender-related impacts of energy insufficiencies and environmental degradation, as well as on patterns of energy usage. In so doing, collaborate with women's CSOs that have an interest in environmental issues, including in the North, where pollution problems are severe. This may be an issue around which women's CSOs from the North and South can collaborate.**
- **Build in mechanisms to take women's views and opinions into account when making major decisions about energy issues since the institutions that provide and regulate energy in Kosovo are heavily male dominated and women's perspectives may therefore not be reflected.**
- **Highlight and seek to capitalize on ways that increased energy efficiency can improve women's lives, for example by ensuring steadier supplies of energy to their homes (which is the location for many micro-businesses that are run by women) and to major public institutions like hospitals and schools that employ large numbers of women.**
- **If the Mission funds works on energy conservation, develop specific strategies to reach men and women in the places where they usually consume energy (home versus work, for example), and employ females to conduct outreach to women on this issue.**
- **Seek to narrow the large gap between the numbers of males and females who are employed in the energy sector by training disproportionately large numbers of women to carry out jobs in this sector where possible.** Create links between this type of work and efforts to revise educational curricula so that girls view work in this sector (and other traditionally male sectors) as attractive career options that are appropriate for females. If possible, require USAID partners

in the energy sector to reserve some career slots for women and/or provide training designed to promote female employees.

D. Education

- **Carry out a detailed gender analysis of dropout rates and reasons for dropout at various educational levels and disaggregate by ethnicity. Use this information to develop targeted activities designed to reduce dropouts, especially among minority girls.**
- **Under basic education programming, assess the barriers that are causing low levels of school attendance for RAE girls and design some program elements to help overcome these barriers.**
- **Continue to work on basic school curricula and include efforts to ensure that they become more gender-sensitive.**
- **Create course materials on gender equality and female empowerment for students of all ethnicities, beginning in the early grades.** Laws, even if properly implemented cannot guarantee equality; a shift in underlying social and cultural values is the key underpinning of change and the education system represents a key place for intervention.
- **Create partnerships between US and Kosovan academic institutions to design and carry out research/surveys in areas where key information about gender equality is missing and build the capacity of Universities in Kosovo to employ sophisticated research methodologies.**

Topics on which research is needed include:

- Current and changing notions of masculinity, gender issues impacting men, and effective strategies to improve men's attitudes toward gender equality.
 - Attitudes of youth toward gender equality, commitment of youth to advocate for gender equality in Kosovo, and identification of possible entry points for accelerating support among youth for gender equality goals.
 - Gendered patterns of labor in the agriculture sector.
 - Gendered patterns of migration and use of remittances.
 - Gendered patterns and impacts of corruption.
- **In higher education programming, specifically encourage girls to enroll in non-traditional fields that are likely to result in a good income (e.g., ICT, technology, etc.) and create linkages between this work and any EG projects that target these sectors.**

E. Issues Related to Security

Women, Peace and Security

- **Participate in the Working Group that is drafting Kosovo's National Action Plan for WPS and ensure that any USAID/Kosovo programming that addresses women's security issues is consistent with this AP.** USAID need not take a lead role on Resolution 1325 issues overall because many other donors (particularly UNDP) are heavily involved in this effort at the big picture level. However, USAID should coordinate with other donors and with the GoK in ensuring that any activities that are implemented are not duplicative of ongoing work and contribute in part to Kosovo's obligations under the upcoming AP.

- **Develop activities that can be attributed to the Women, Peace and Security sub-key issue in the 2013 OP and that are consistent with the soon to be released USAID Implementation Plan on Women, Peace and Security.** Kosovo is a Category 3 country for USAID’s work on the USG National Action Plan for Women, Peace, and Security¹¹² and the Mission will be expected to report on some activities that address security issues for women in upcoming OPs. The soon to be released USAID Implementation Plan includes a long list of types of activities USAID has committed to and the Mission should review this document. Many of the activities listed in the Implementation Plan are cross-cutting in nature and would dovetail with sectors in which USAI/Kosovo plan to work. Some possible activities the Mission could consider in this sector that would be consistent with the USAID Implementation Plan include:
 - **Design activities that address aspects of domestic violence in Kosovo and integrate them into programming across the Mission portfolio.** Even though the Mission does not have plans to address DV in a stand-alone program, If possible, address this issue with small activities that cross-cut USAID/Kosovo’s portfolio.¹¹³ Such work would not only “count” under the USAID Implementation Plan for the NAP on WPS, but it would also address priorities that are outlined in the USAID Policy for GE/FE, and the upcoming USAID Gender-Based Violence Strategy. For example, USAID/Kosovo could:
 - Address inefficiencies and errors in how DV cases are handled by the courts under RoL programming.
 - Increase public awareness that DV is a crime, familiarize the public with the DV Law and with methods for accessing justice for DV victims under the law (including how to obtain legal assistance, how to seek protection orders), etc. Women from rural areas are especially likely to be unaware of their rights. Activities such as these could also be included under RoL programming.
 - Support women’s CSOs that provide services for victims of DV, possibly in the form of a North/South alliance of CSOs that work in this sector.
 - Specifically support and help develop the leadership capacities of women in the political, civil society, and security sectors in minority areas of Kosovo.
 - Set targets to ensure inclusion of women and girls from minority communities in EG and education programs designed to result in improved livelihoods.
 - Carry out activities designed to combat human trafficking (see below).
 - Ensure that any conflict mapping or early warning products/methodologies that are designed or adopted have been informed by gender analysis and include mechanisms to take women’s views and priorities into account.

¹¹² The White House. (December, 2011). United States National Action Plan on Women, Peace, and Security. Washington, DC.

¹¹³ For more suggestions on how to integrate anti-DV activities across the USAID portfolio, see: USAID. (2009). Toolkit for Integrating Domestic Violence Activities into Programming in Europe and Eurasia. This report was produced for the Social Transition Team, Office of Democracy, Governance and Social Transition of the United States Agency for International Development (USAID/E&E/DGST) by Creative Associates International, Inc. and the Aguirre Division of JBS International, Inc. under the SOCIAL Task Order EDH-I-00-05-00029-00 of the Advancing Basic Education (ABE-BE) IQC. Its author is Elisabeth Duban. Paper published by the E&E Bureau and available on the USAID website.

- Support a consortium of North/South women’s CSOs that have conflict mitigation as core components of their Mission to plan joint conflict reduction or stability strategies and ensure that women from minority groups are included. This work should target CSOs and individual women that have a clear interest in this issue, rather than assuming that all women are necessarily interested in reducing conflict simply because they are female.
- Promote increased access of minority girls to secondary and vocational education, and include program elements that address special security or protection needs.

TIP

- **Integrate small anti-TIP activities into the Mission’s programming under one or more DOs/IRs/sub-IRs.** Although the Mission does not have plans to continue to fund a standalone anti-TIP program once KAP ends in 2012, the recently released USAID Counter-Trafficking in Persons Policy¹¹⁴ identifies the integration of anti-trafficking activities in Agency programming as a core programming objective. Some possible points of entry for USAID/Kosovo include:
 - Train judges and prosecutors under RoL programming so that they properly understand and apply anti-trafficking laws and regulations.
 - Include victims of trafficking as recipients in EG programs that focus on enterprise creation so that victims have better prospects for long-term reintegration and are less likely to be re-trafficked.
 - Involve minority youth in efforts to identify risks for trafficking in their communities and to develop plans to mitigate these risks, especially under conditions of decreased stability in Kosovo.
 - Work with students in basic and higher education programs to increase awareness of TIP where it is still low.
 - Build the capacity of social work programs and instructors under higher education programming.

F. Minorities and vulnerable groups (see also related recommendations under the security and other sections above)

- **Seek non-political issues around which women from the North and South can collaborate (e.g., environmental issues such as pollution, development of opportunities for youth, opportunities for economic empowerment of women, ways to combat DV)** and involve CSOs as well as women who have not have been active in their communities before but who may rally around common issues. Consider issuing a smaller version of a “grand challenge” in which consortiums of women’s CSOs from the North and South are asked to develop innovative solutions for these challenging problems.
- **Work with all minority ethnic groups in Kosovo and don’t focus exclusively on Serbs.**

¹¹⁴ USAID. (February, 2012). Counter-Trafficking in Persons Policy. Washington, DC.

- **Consider funding some small LGBT activities in order to help LGBT individuals in Kosovo realize their human rights and to reduce prejudice and discrimination. Possible activities include:**¹¹⁵
 - Raising awareness that LGBT rights are human rights and that hate speech is not acceptable.
 - Capacity-building for LGBT CSOs, which are fledgling organizations.
 - Support LGBT CSOs to enable them to provide critical services including “safe spaces” where LGBT can gather, health and other services for LGBT victims of domestic or other violence, etc.
 - Support for networking local LGBT CSOs with regional organizations that address LGBT issues (such as the ILGA).

Indicators

Because the results framework for USAID/Kosovo’s CDCS has not yet been drafted, it is difficult to identify relevant gender-sensitive indicators at this time, other than noting that some of the standard indicators for gender will most likely be applicable. **Once the CDCS has been drafted, USAID/Kosovo should consult existing compendiums of gender-sensitive indicators to identify those that map onto the DOs/IRs/sub-IRs that have been developed.** Below is a list of some of the excellent resource documents that provide extensive sample gender-sensitive indicators in some of the areas in which the Mission has worked and may continue to work in the future. The documents in the “general” category, although somewhat dated, contain good background discussions of what gender-sensitive indicators are and how to select them. Once the results framework has been fleshed out, the Mission and Bureau gender advisors can help identify additional indicators.

General

- Commonwealth Secretariat. (1999). Using Gender- Sensitive Indicators: A Reference Manual for Governments and Other Stakeholders. By Tony Beck.
- CIDA (1997). Guide to Gender Sensitive Indicators. [http://www.acdi-cida.gc.ca/inet/images.nsf/vLUIImages/Policy/\\$file/WID-GUID-E.pdf](http://www.acdi-cida.gc.ca/inet/images.nsf/vLUIImages/Policy/$file/WID-GUID-E.pdf)

EG

- USAID. Gender-Sensitive Indicators for Economic Growth/Trade-Related Activities, http://pdf.usaid.gov/pdf_docs/PNADL088.pdf. This includes some indicators for the agriculture sector.
- USAID (2009). BizCLIR Gender-Sensitive Economics and Governance Indicators.
- World Bank. (2010). Gender Dimensions of Investment Climate Reform: A Guide for Policy Makers and Practitioners. See page 39 for start of discussion of indicators.
- USAID (2009). Promoting Gender Equitable Opportunities in Agricultural Value Chains, page 107. Available at http://www.usaid.gov/our_work/cross-cutting_programs/wid/pubs/GATE_Gender_Ag_Value_Chain_Handbook_11-09.pdf

¹¹⁵ The US Department of State has issued an LGBT Toolkit that provides other ideas about how to support LGBT organizations and the Social Transition Team in the E&E Bureau will be releasing a study of LGBT issues in the E&E region along with related programming recommendations in the fall of 2012.

DG

- UNDP (2006). Measuring Democratic Governance: a framework for selecting pro-poor and gender sensitive indicators.

DV

- USAID/ IGWG/ Measure Evaluation (2008). Violence against Women and Girls: A Compendium of Monitoring and Evaluation Indicators.
<http://www.cpc.unc.edu/measure/tools/gender/violence-against-women-and-girls-compendium-of-indicators>

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Annex A: Complete Schedule of Meetings

Week One

MONDAY, JULY 16, 2012

11:00 -12:00 UNDP MEETING WITH GENDER ADVISOR-BRIKENA SYLEJMANI

PARTICIPANTS: BRIKENA SYLEJMANI, UNDP GENDER ADVISOR VENUE: UNDP

14:00-15:00 USAID PRIORITY AREA (ENERGY)

PARTICIPANTS: ROXANNE SURATGAR, USAID/KOSOVO SENIOR ENERGY ADVISOR
VENUE: USAID

16:15-17:15 IN-BRIEF WITH MISSION'S SENIOR STAFF

PARTICIPANTS: SENIOR STAFF
VENUE: MD'S OFFICE

TUESDAY, JULY 17, 2012

9:30-10:30 IOM WORKSHOP

CHALLENGES ON HUMAN TRAFFICKING AND GBV

VENUE: HOTEL SIRIUS

11:00-12:00 USAID PRIORITY AREA (ROL SECTOR)

PARTICIPANTS: JENNIFER OBER, ROL ADVISOR
VENUE: USAID

13:30-14:30 MEETING WITH KWN

PARTICIPANTS: IGBALLE RUGOVA
VENUE: KWN OFFICES

15:00-16:00 USAID PRIORITY AREA (CONFLICT PREVENTION)

PARTICIPANTS: LEJLA, URIM, JOSE
VENUE: 3RD FLOOR MEETING ROOM

WEDNESDAY, JULY 18, 2012

9:00-10:00 MEETING WITH SWISS EMBASSY

PARTICIPANTS: MARIA MELBING, VISARE GORANI (SIDA)
VENUE: SWISS EMBASSY

10:30-11:30 MEETING WITH THE EU MISSION IN KOSOVO

PARTICIPANTS: VISAR BIVOLAKU
VENUE: ECLO

13:30-14:30 MEETING WITH UNIFEM

PARTICIPANTS: FLORA MACULA
VENUE: UNIFEM

15:00-16:00 MEETING WITH AGENCY FOR GENDER EQUALITY

PARTICIPANTS: EDONA HAJRULLAHU
VENUE: GOV.BUILDING, AGE

13:30-14:30 MEETING WITH EULEX

PARTICIPANTS: BRIGITTE HARTVELD-HOLZNER, VIOLETA REXHA, IRINA GUDELEVIC
VENUE: EULEX

THURSDAY, JULY 19, 2012

- 9:00-10:00 USAID PRIORITY AREA: PRIVATE SECTOR GROWTH**
PARTICIPANTS: BESA ILAZI (USAID) AND MARK WOOD (NOA COP AND FORMER BEEP COP)
VENUE: USAID
- 10:00-11:00 USAID PRIORITY AREA: EDUCATION AND YOUTH**
PARTICIPANTS: INEZ ANDREWS AND ANTIGONA MUSTAFA
VENUE: USAID
- 13:00-14:00 MEETING WITH NORMA**
PARTICIPANTS: VALBONA SALIHU
VENUE: NORMA
- 14:15-15:15 USAID PRIORITY AREA: POLITICAL COMPETITIVENESS (POL.PARTIES & ASSEMBLY)**
PARTICIPANTS: NDI COP & STAFF
VENUE: NDI
- 16:00-17:00 USAID PRESIDENT'S WOMEN'S CONFERENCE UPDATE**
PARTICIPANTS: ALBANA KUSARI, USAID POC
VENUE: 3RD FLOOR MEETING ROOM

FRIDAY, JULY 20, 2012

- 9:00-10:00 MEETING WITH LGBT NGO**
PARTICIPANTS: DENNIS CAPSTICK, LIBERTAS EXECUTIVE DIRECTOR
VENUE: DOWNTOWN
- 10:00-11:00 USAID PRIORITY AREA: GOVERNANCE**
PARTICIPANTS: JETON CANA
VENUE: USAID
- 14:00-17:00 FOCUS GROUP DISCUSSION**
PARTICIPANTS: SERB WOMEN FROM THE CENTRAL KOSOVO
VENUE: GRACANICA KPAN OFFICE

Week Two

MONDAY, JULY 23, 2012

- 09:00-10:00 MEETING WITH SHE-ERA, WOMEN IN BUSINESS SECTOR**
PARTICIPANTS: MIRLINDA KUSARI
VENUE: DOWNTOWN
- 13:00-17:00 FOCUS GROUP DISCUSSION**
PARTICIPANTS: SERB WOMEN FROM THE NORTHERN KOSOVO
VENUE: N.MITROVICA CAIP OFFICE

TUESDAY, JULY 24, 2012

- 11:00-12:00 MEETING WITH HANDIKOS**
PARTICIPANTS: AFRIM MALIQI AND FEMALE HANDKOS MEMBER
VENUE: HANDIKOS

15:00-16:30 MEETING WITH KCGS
PARTICIPANTS: LULJETA VUNIQI
VENUE: KCGS

WEDNESDAY, JULY 25, 2012

9:30-12:00 MISSION GENDER TRAINING
VENUE: USAID MAIN CONFERENCE ROOM

14:00-15:30 MEETING WITH OSCE
PARTICIPANTS: VALENTINA BEJTULLAHU, OSCE AT POC
VENUE: OSCE

THURSDAY, JULY 26, 2012

09:00-10:00 MEETING WITH LOCAL ANTHROPOLOGIST
PARTICIPANTS: NITA LUCI
VENUE: FACULTY OF FILOSOFY

16:00-17:30 MEETING WITH NOA (AG PROG) GENDER EXPERT
PARTICIPANTS: NOA STAFF
VENUE: USAID

FRIDAY, JULY 27, 2012

10:00- 10:40 DEBRIEF FOR THE MISSION DIRECTOR
VENUE: MD OFFICE

14:30- 15:30 DEBRIEF FOR THE MISSION
VENUE: MAIN CONFERENCE ROOM