



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

*Zyra e Kryeministrit - Ured Premijera - Office of the Prime Minister*  
*Agjencia për Barazi Gjinore / Agencija za Ravnopravnost Polova /*  
*Agency of Gender Equality*

# Evaluation of the Kosovo Program for Gender Equality

2008 - 2013

December, 2016



EMBASSY OF SWEDEN



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

*Zyra e Kryeministrit - Ured Premijera - Office of the Prime Minister*  
*Agjencia për Barazi Gjinore / Agencija za Ravnopravnost Polova /*  
*Agency of Gender Equality*

# Evaluation of the Kosovo Program for Gender Equality

## 2008 - 2013

December, 2016



EMBASSY OF SWEDEN

Supported by the “Institutional Strengthening of Kosovo Agency for Gender Equality and Gender Mechanisms” A Project Financed by the Swedish International Development Cooperation Agency – SIDA Implementing Consortium:

# Evaluation of the Kosovo Program for Gender Equality 2008 - 2013

December 2016



## FOREWARD

The Kosovo Program for Gender Equality 2008-2013, is the first national public policy, formulated under the leadership of the Kosovo Agency for Gender Equality, that witnessed the broad involvement of the Kosovo's state institutions, civil society organizations, and international partners, for developing a national agenda for the advancement of gender equality in Kosovo. This document of significant importance, the drafting of which is a legal obligation that derives from the Kosovo Law on Gender Equality, was approved from the Assembly of Kosovo through a special resolution.

The drafting of the document was initiated by 2007 and was approved on April 2008, by Nr 07/17;24/04/2008 Government Decree, just few days in the newly established Republic of Kosovo, following the declaration of its independence. Kosovo Program for Gender Equality was then the product of a broad political consensus for advancing the gender equality agenda as a key component for sustainable socio-economic development and democracy building.

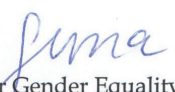
Also, the Kosovo Program for Gender Equality 2008-2013, was at the time, an ambitious strategic document, which covered almost every sector of the Kosovo public life, during the implementation of which multiple challenges were witnessed and experienced, but regardless of them was able to ensure progress and achieve results, which are being presented in this report, that we offer today to the Kosovo public and our partners. It should be noted that this document was the forerunner of many public policies that followed later on, and that paved the way and established the vision for gender inclusive public policies and specifically targetted policies for specific women's groups. Under the umbrella of this Program, for the first time were established many institutional mechanisms of various kinds and that administered various functions, at all governing leveles, central and local, as well.

On behalf of the Agency for Gender Equality of Kosovo and that of the Government of Kosovo, I would like to take this opportunity to express the gratitude to all Kosovo's institutions, especially to gender equality officers, in line ministries and municipalities, who were able to integrate the Program in their daily plans, and sectoral policies and institutional agenda. Also, I would like to express my gratitude and acknowledge the support of the international partners for their unflinching and continuous support for ensuring the progress for the advancement of gender equality agenda in Kosovo. Special recognition goes to the civil society organizations for their contribution, courage and dedication for the drafting and implementaiton of the Program, throughout Kosovo. I thank all experts who have offered their expertise at various stages of the Program and who enabled a qualitative implementation of the successful activities of this Program.

Finally, I express my deep gratitude to the Swedish Agency for International Development-Sida the support of which enabled the realization of this evaluation exercise.

Sincerely,

Edi Gusia

  
Agency for Gender Equality  
Office of the Prime Minister of Kosovo



## Executive Summary

One of the key policies aiming to close the gap between women and men is the Kosovo Program for Gender Equality (KPGE), which is drafted under the leadership of the Kosovo Agency for Gender Equality (AGE) and it is the only public policy that is required to be passed by the Kosovo Parliament through an act of resolution. To date, the Agency has drafted and implemented the first KPGE that covered the 2008 to 2013 period. Objectives of the KPGE were organised under the following programmatic areas: a) dissemination of values and practices that promote gender equality, protect the rights of women and empower them; b) access of women and girls to quality education; c) access and quality health services for women and girls; d) economic empowerment of women; e) improvement of the social situation of women at risk; f) employment for women and girls; improvement of the image of women in media, sport and culture; and, g) equal participation and representation of both genders in the decision-making process.

In line with the Kosovo Law for Gender Equality requirements for the periodic monitoring, evaluation and reporting on the implementation of Kosovo public policies from the gender equality perspective and the commitment of the AGE to learn from the previous experience, the overall objective of this evaluation is to establish at what degree the progress has been achieved between the 2008 and 2013 towards the fulfilment of the KPGE objectives and to assess the status of implementation of each of the foreseen activities under the KPGE. This evaluation is commissioned by the project on 'Institutional Strengthening of Kosovo Agency for Gender Equality and Gender Mechanisms' financed by the Swedish International Development Cooperation Agency – SIDA.

The evaluation has been carried out in conformity with the principles, standards and practices, which adhere to international standards and best practices as articulated in the OECD Evaluation Principles. A wide range of methods have been utilised to inform this evaluation. Focus group discussions with Gender Equality Officers (GEOs) from ministries and municipalities and semi-structured interviews with some GEOs, representatives of Civil Society Organisations and donors provided primary data for this evaluation. Further, valuable information was extracted from the AGE Bulletins, official statistics from the Kosovo Agency of Statistics (KAS) and relevant ministries, and research studies of AGE, donors and local CSOs.

It is relevant to highlight there are two key/broad limitations that hindered this evaluation which should be borne in mind when reading findings stemming from this evaluation. First, this evaluation has been undertaken nearly three years after the completion of the KPGE implementation period and given lack of monitoring of the KPGE implementation and limited institutional memory it is very likely that the reported progress in this evaluation is underestimated; and the second limitation derives from the framework design of the KPGE, namely: a) lack of direct link between context analysis, objectives and accompanying activities, b) lack of baseline and endline indicators for numerous objectives and activities, which deter evaluation of properly assessing the progress achieved over time, and c) limited attachment of activities to responsible institutions and lack of estimated budget for each activity.

This evaluation has confirmed that the KPGE has been a relevant document as it identified main pressing challenges preventing gender equality in Kosovo. During the KPGE lifecycle, **several strategies have been developed and few new institutional mechanisms have been developed**, aiming to contribute to gender equality agenda in Kosovo. Despite progress reached in some of the labour market and socio-economic indicators, by 2013, in comparison to men, women in Kosovo were at disadvantageous positions.

Some improvements have been recorded in **health** related objectives, namely: a) in infant and maternal mortality rates, b) awareness raising and provision of screening programs for breast cancer, and c) promotion and usage of family planning services. However, no progress was recorded in providing free of charge vaccination for the HPV and implementation of cervical cancer screening programme, nor gender perspective was incorporated as anticipated in the higher education curricula and syllabi.



Notable progress was achieved during the KPGE implementation concerning the delivery of the policy framework (legal and public policies in the form of strategies and action plans) to address the **domestic violence** phenomenon in Kosovo. Also, trainings of personnel of key institutions and changes in institutional mechanisms and systems as required by the KPGE document were incorporated in the Domestic Violence public policies and were delivered by AGE, Ministry of Labour and Social Welfare (MLSW), local CSOs and donor community. However, the evaluation concludes that there has been a lack of programs oriented towards the reintegration of the survivors of domestic violence.

The evaluation concludes that in the sector of **education**, enrollment and attendance rate of girls in school has improved during 2008-2013. However, gender differences still prevailed during the life-time of the KPGE, with girls being under-represented in upper-secondary and preschool education. Amidst slight progress, academic staff in public higher education institutions is still male dominated. Gender stereotypes remained present in school textbooks and no actions were undertaken by the Ministry of Education, Science and Technology (MEST) to redress their persistence in the textbooks.

Data analysed on **participation and representation** for this evaluation did show that the number of women being elected during parliamentary and local election increased both at Kosovo Assembly and local municipal assemblies. However, representation of Kosovo women in the decision making positions in the Kosovo line ministries and municipalities was far from reaching the 40 percent requirement of the 2004 Law on Gender Equality. By 2013, only seven percent of decision making positions in line ministries and only four percent in municipalities were held by women. Women accounted for 10 percent of decision making positions in Kosovo Police and only 6.3 percent of decision making positions in Kosovo Security Force.

Gender stereotypes persisted throughout the KPGE life-cycle, in **media**, as well. While no coordinated efforts were undertaken concerning the activities under this field, initiatives were taken by Kosovo institutions and local CSOs, chiefly through conducting research, introducing new frameworks, and raising awareness. Although there is no evidence for the discrimination towards women journalists, data reveal that decision making positions are mainly occupied by men and no concrete steps were undertaken to change their representation.

The future KPGE should ensure a clear alignment between identified challenges deterring gender equality with objectives and activities incorporated in the Program. Similarly, an assessment of the capacities of the institutional mechanisms mandated to ensure gender equality should be undertaken and specific activities to advance those should be incorporated in the Program; the KPGE should be tailored based on result-based design and implementation frameworks. Further, it should be accompanied with a specific and measurable baseline and target indicators and clear lines of responsible institutions and estimated budget should be assigned for each outlined activity. Finally, inter-institutional coordination mechanisms with clear responsibilities should be determined and made operational throughout of the duration of the KPGE implementation.

## Contents

1. Introduction .....	13
2. Evaluation purpose and methodology .....	14
2.1 Limitations to this evaluation .....	16
3. Main findings .....	18
3.1 The relevance and coherence of the KPGE objectives .....	18
3.1.1 Inputs during KPGE implementation period .....	20
3.2.1 Employment and socio economic situation .....	23
3.2.2 Health .....	26
3.2.3 Domestic violence .....	27
3.2.4 Stereotypes .....	30
3.2.5 Education .....	31
3.2.6 Participation and representation .....	33
3.2.7 Women in media .....	35
3.3 Impact of the KPGE .....	36
3.3.1 Evaluation of coordination structures and monitoring systems .....	37
3.4 Sustainability of gender as a crosscutting issue in Kosovo Government public policies .....	39
4. Conclusions, lessons learned/recommendations for the future KPGE .....	42
4.1 Concluding remarks .....	42
4.2 Lessons learned/recommendations for future KPGE .....	44
References .....	45
Annex 1: Baseline and end-line indicators of the KPGE: baseline indicators extracted from the context analysis of the Program .....	47
Annex 2: List of interviewed persons .....	51
Annex 3: Gender related objectives in national strategic documents developed/covering period 2008-2013 .....	52



## Abbreviations and Acronyms

AGE	Agency of Gender Equality
AI	Administrative Instruction
CSOs	Civil Society Organisations
EC	European Commission
GEOs	Gender Equality Officers
GRB	Gender Responsive Budgeting
KAS	Kosovo Agency of Statistics
KESP	Kosovo Education Strategic Plan
KP	Kosovo Police
KPGE	Kosovo Pan for Gender Equality
KWN	Kosovo Women Network
LFS	Labour Force Survey
LGBT	Lesbian, gay, bisexual, and transgender
MEI	Ministry of European Integration
MEST	Ministry of Education, Science and Technology
MH	Ministry of Health
MLSW	Ministry of Labour Social Welfare
MTI	Ministry of Trade and Industry
NDI	National Democratic Institute
ODA	Oversees Development Aid
PES	Public Employment Offices
SME	Small and Medium Sized Enterprises
SOPs	Standard Operating Procedures
VTC	Vocational Training Centers
WCMK	Women Center for Media of Kosovo



## 1. Introduction

The Kosovo Program for Gender Equality is drafted under the leadership of the Kosovo Agency for Gender Equality (AGE), with the broad involvement of national and international partners, and it is the only public policy, which is obligatory by the Law on Gender Equality and that is required to be passed by the Kosovo Parliament through an act of resolution. To date, the Agency has drafted and implemented the first Kosovo Program for Gender Equality that covered the 2008 to 2013 period. The Plan covers eight objectives falling into the following programmatic areas:

1. Dissemination of values and practices that promote gender equality, protect the rights of women and empower them;
2. Access of women and girls to quality education;
3. Access and quality health services for women and girls;
4. Economic empowerment of women;
5. Improvement of the social situation of women at risk;
6. Employment for women and girls;
7. Improvement of the image of women in media, sport and culture; and
8. Equal participation and representation of both genders.

The Kosovo Law for Gender Equality requires periodic monitoring, evaluation and reporting on the implementation of Kosovo public policies from the gender equality perspective. The AGE is the key actor for undertaking these actions and to disseminate findings to all state institutions, partners and society at large, aiming to advance the progress of gender equality in Kosovo and address challenges related to gender equality. Therefore, the evaluation of the KPGE seeks to establish the progress attained during 2008 to 2013 period in the field of gender equality and to generate knowledge on the obstacles that hindered gender equality progress in Kosovo. This evaluation is also an important lesson learning exercise for the involved parties, which would inform development of the new KPGE document.

The evaluation has been carried out in conformity with the principles, standards and practices, which adhere to international standards and best practices as articulated in the OECD Evaluation Principles. The evaluation period covers the life cycle of the KPGE, though due to data availability some references are made to the status of indicators in 2014. The report is structured as follows: Chapter 2 outlines the methodology applied followed by the elaboration of limitations of the evaluation, presented in Section 2.1. Main findings are presented in Chapter 3, composing of: effectiveness of interventions; evaluation of the impact, sustainability of the impact. In line with terms of reference evaluation of effectiveness is focused on employment and economic empowerment, education, domestic violence, health and impact on representation of women in media. The report concludes with summary of main findings and draws lessons to inform development of a future Kosovo Program for Gender Equality.

### Background to the KPGE development

The process of developing the KPGE 2008-2013 started in year 2007, at the time when Kosovo was administered by United Nations Interim Administration Mission in Kosovo (UNMIK)-an interim/transitional administration in charge of establishing and overseeing the development of provisional democratic self-governing institutions to ensure conditions for a peaceful and normal life for all inhabitants of Kosovo. The KPGE was approved in April 2008, two months after the declaration of Kosovo independence.

The development of the KPGE was an obligation deriving from the Kosovo Law on Gender Equality No. 2004/2 (Section 2<sup>1</sup>); it was in compliance with the Convention for Elimination of all forms of

---

<sup>1</sup> The Government shall draft the Kosovo Program for Gender Equality whilst the Assembly of Kosovo shall review and approve a resolution on the Kosovo Program for Gender Equality.

Discrimination against Women (CEDAW) embedded into the Kosovo Constitution (Article 3<sup>2</sup>); and it adhered to the objectives for European Integration and Millennium Development Goals (KPGE 2008-2013; pg. 101).

## 2. Evaluation purpose and methodology

According to the Terms of Reference for this evaluation, the Agency for Gender Equality is planning to develop the new Kosovo Program for Gender Equality. There is a need for an external evaluation to assess the impact of the former KPGE 2008-2013, to better understand strengths and weaknesses of its implementation for further adjustments and development of the new Program. The importance of this exercise rests upon the need for using the process as a lesson learning event for the involved parties and to pave the way towards a more effective means in developing the new KPGE document for the next five years.

Further, the Agency and its partners believe that the findings for this evaluation will contribute to better informed decision-making, foster an environment of learning by doing and promote greater accountability for performance of all the involved actors during the planning and implementation of the new KPGE, the drafting of which will take place in the next few months.

The overall objective of this evaluation is to establish at what degree the progress is achieved between the 2008 and 2013 towards the fulfilment of the KPGE vision, as spelled out in the document that states that “Kosova will be the place where all men and women will equally participate in the decision-making, enjoy equal rights to education, employment, free and equal access to all public services, so they can enjoy the results of their work.”

### Scope and focus

The scope of this evaluation shall cover all the identified programmatic areas and the achievement of their related objectives and expected results, as outlined in the 2008-2013 KPGE document. The programmatic areas outlined in the KPGE, are as following:

- Dissemination of values and practices that promote gender equality, protect the rights of women and empower them,
- Access of women and girls to quality education
- Access and quality health services for women and girls,
- Economic empowerment of women,
- Improvement of the social situation of women at risk,
- Employment for women and girls,
- Improvement of the image of women in media, sport and culture,
- Equal participation and representation of both genders in the decision-making process.

As outlined in the previous section this evaluation follows principles, standards and practices, adhering to international standards and best practices as articulated in the OECD Evaluation Principles and in line with the tasks defined under the ToRs for this evaluation. Specific questions addressed within four main evaluation components are the following.

#### *Assessing Relevance:*

- Whether the KPGE objectives, their logic and coherence and their intended and achieved impact corresponding to each objective were relevant,

#### *Assessing Effectiveness:*

- Evaluate the extent to which set objectives and activities envisaged within the KPGE were achieved and implemented;

#### *Assessing Efficiency:*

- Assessment in terms of how far funding, personnel, regulatory, administrative, time and other resource considerations contributed to, or hindered the achievements of results.

#### *Assessing Impact:*

<sup>2</sup> Stipulating that ‘States Parties shall take in all fields, in particular in the political, social, economic and cultural fields, all appropriate measures, including legislation, to ensure the full development and advancement of women, for the purpose of guaranteeing them the exercise and enjoyment of human rights and fundamental freedoms on a basis of equality with men’

- *To what extent and in what way did the implementation of the KPGE improved the situation of women and men in Kosovo, especially women, and specifically*

*Assessing sustainability:*

- Consider the sustainability of gender as a crosscutting issue in Kosovo Government public policies, that is an assessment of whether the results of the mainstreaming strategy can be maintained over time.

Additional criteria to be assessed to the extent possible are as follows:

- a) Gender Mainstreaming and Specific Measures for Women:
  - How far have the methods used to mainstream gender (notably: review of existing policies and guidelines, use of statistics and indicators, active consultation of stakeholders, etc.) contributed to make gender issues visible in Kosovo public policies, databases and analysis?
  - How far have positive measures or affirmative actions for women influenced positively the promotion of gender equality in Kosovo society? What positive measures/affirmative actions have been undertaken during the KPGE 2008-2013 period and what impact have they yielded on the status of women?
  - What gender mechanisms have been put into place during the KPGE? How they been supported financially and institutionally and what to date achievements can be noted? How sustainable and efficient these mechanisms currently are?
- b) KPGE Coordination Structures and Monitoring Systems
  - What coordinating mechanisms were put into place for the effective coordinated implementation of the KPGE? How effectively they have coordinated the implementation of it and influenced the resource allocation year after year to the outlined activities of the KPGE? What has positively or negatively impacted the functioning of the coordinating structures of the KPGE? Have their roles and mandates been clearly outlined? What enhanced and what weakens the functioning of such structures?
  - How effective has the monitoring system of the KPGE 2008-2013 been and has it been accessible by all the involved parties? Have training been provided on the use of the monitoring system to all involved parties and what tools have been designed and utilized during the process? What obstacles have been noted during the monitoring process of the KPGE?

## **Evaluation methodology**

The nature of national, cross-sectoral, horizontal policy initiative such as the Kosovo Program for Gender Equality requires the use of a range of methods and tools to evaluate its strategic and operational implementation at central and local government level and its impact on the lives of women and men in Kosovo. Consequently, a broad range of methods was used between September and December 2016 to obtain data to inform the evaluation including:

- Desk review of key background documents;
- Semi-structured interviews with stakeholders; and
- Focus group discussions.

### *Sources of primary data*

Two focus group discussions with GEOs from ministries and municipalities were undertaken. Discussions aimed to assess the relevance and coherence of the KPGE objectives to gather general information on activities implemented by ministries and municipalities and budget allocated for implementing the KPGE related interventions. Following these focus group discussions, reporting template was sent to GEOs from ministries, asking to record activities undertaken during the KPGE period and also to report on the fulfilment of the set indicators in corresponding part of the Action Plan of the KPGE. A list of questions was tailored to gather information from the municipal GEOs, reflecting the programmatic areas of the KPGE. The following institutions chose to respond to the disseminated: Ministry of Education, Science and Technology (but not for all indicators); Ministry of Trade and Industry (not complete data on grant schemes and training' beneficiaries from); Ministry



of Agriculture, Forestry and Rural Development; Ministry of Infrastructure; Ministry of Labour and Social Welfare (not complete data on beneficiaries from Active Labour Market Policies and women headed households that received social assistance); Ministry of European Integration provided financial data on donor support to gender equality area; Kosovo Cadastral Agency provided data on share of property registered in the name of women; and municipalities of Lipjan, Malisheva, Mitrovica, , Obiliq, Prishtina, Prizren, Suhareka and Vitia.<sup>3</sup>

Finally, semi-structured interviews were conducted with KWN, UN Women, Women for Women, and UNFPA, with the aim to obtain their opinion on the relevance of the KPGE, coherence of KPGE objectives, their perspective on the impact from the KPGE related interventions and their efficiency, to understand their assessment of the sustainability of gender as cross cutting issue in government policies and also to gather information on the existence and performance of the coordination structures and monitoring systems of the KPGE

The interviewees and participants in the focus groups were assured that their responses and opinions would be anonymised and that information obtained in the interviews and focus group would be used confidentially and stored securely.

#### *Sources of secondary data*

Desk review of existing national reports and research in relevant areas to KPGE was conducted, from which information on the status of end line indicators (Annex 1) was collected and it also served as the first source to identify new laws, strategic documents and mechanisms developed during the KPGE 2008-2013 period. Relevant information on the progress made in programmatic areas of KPGE was collected from the evaluation reports of the national strategies and action plans implemented within the life cycle of the KPGE. Given that KPGE objectives and activities were not quantified, to assess effectiveness of the KPGE, whenever available data provided in the context analysis of the KPGE were used as a baseline and comparisons with the 2013, whenever available, were drawn.

Information on activities undertaken by the AGE and GEOs in ministries and municipalities were extracted from the regular AGE Bulletin and periodic, regular reports provided for this evaluation by the GEOs. To capture interventions undertaken by the CSOs in the KPGE programmatic areas, information from civil society organization in the form of annual reports and research studies were utilised to further collect information and corroborate the evidence.

Based on primary and secondary data sources, the implementation status of each of the KPGE activities is recorded in Annex 4.

## **2.1 Limitations to this evaluation**

This evaluation exercise was commissioned nearly three years after the completion of the KPGE implementation period. This section outlines limitations to this evaluation:

- The results presented in this evaluation are prone to underestimation due to the lack/insufficient monitoring of the KPGE implementation. Further, the evaluation had to rely heavily on the individual memory of the civil servants due to the limited institutional memory as result of the weak reporting and lack of proper documentation of the implementation of the KPGE activities, primarily by government institutions;
- Limitations to evaluate the KPGE stem also from the KPGE framework design i.e. lacking specific and measurable objectives and target indicators for sub-objectives and planned activities;
- Lack of direct link between context analysis/challenges; objectives; measures/activities; and indicators;
- Some objectives were very optimistic, that in turn resulted into limited implementation;
- Poorly defined indicators for objectives and activities, which impeded to evaluate if the progress was made;
- Lack of baseline indicators for objective and activities, towards which progress would be assessed. For some baseline indicators, it was not clear how those were constructed and

<sup>3</sup> Other municipalities did not respond to the reporting request for this evaluation.

- no reference was made to the data source, hence, it was impossible for the evaluation to establish a direct comparison with the achieved end results;
- For some of the outlined activities, the responsible institution to implement the foreseen measures was missing, which was a pressing challenge during the collection of the information for this evaluation;

During the evaluation, in compliance with TOR's requirements, attempts were made to obtain financial data on the activities conducted by central and local level institutions during the implementation of the KPGE. Regrettably, such information, was not made available by the entities in charge, hence the financial contributions to the KPGE implementation cannot be estimated accurately. However, this aspect of analysis is missing in majority of evaluation and monitoring reports in Kosovo, including the Evaluation Report of the Strategy against Domestic Violence and Action Plan 2011-2014; two monitoring reports on the *Implementation of the Resolution 1325*

*Women, Peace and Security, Monitoring and Evaluation Report of the National Strategy and Action Plan against Trafficking in Human Beings 2011-2014*, and in the *Evaluation Report of KESP 2011-2016*.

This evaluation provides partial data on number of women beneficiaries from economic empowerment programs, as they were not made available by the relevant ministries, namely MTI and MAFRD. It is also important to note that only one GEO from Serbian municipalities participated in the focus group discussion organised for this evaluation.

To sum up, this evaluation should be read within the context of these limitations. It is also important to emphasise, that given limitations of the KPGE and lack of proper and timely monitoring of the KPGE, the progress achieved during KPGE lifecycle cannot be attributed solely to the KPGE.

### 3. Main findings

#### 3.1 The relevance and coherence of the KPGE objectives

The focus of this section is the assessment of the relevance of the KPGE and evaluation on whether sub-objectives and activities of the KPGE were consistent with the set objectives and the overall goal of the KPGE.

The KPGE mission statement was *to make Kosovo a country where all citizens (women and men) will have the possibility to participate in equal manners in the decision-making, equal rights and education, employment, free and equal access in all public services so they can enjoy the results of their work*. This mission was foreseen to be achieved through following specific strategic objectives: 1) spreading values and practices that promote gender equality, protection of rights and women empowerment; 2) increased access to qualitative education for women and girls; 3) improvement of women and girls' health by increasing the response of health system towards their health needs; 4) economic empowerment of women and girls; 5) improvement of social situation of women at risk through increase of access towards qualitative social services; 6) improvement of labour indicators for women and girls; and 7) improvement of women image in media, culture and sports.

#### Whether objectives of the KPGE were relevant?

Based on interviews conducted within the framework of this evaluation, the general agreement is that the KPGE has been very relevant. Given financial constraints and limited capacities of the government institutions to implement all planned activities, the Program is assessed to be somewhat broad and over optimistic. Notwithstanding its broad framework, there is a general agreement that the KPGE covered main issues/areas/challenges that were pressing in 2008, covering: education, health, labour market status, socio-economic situation of women; participation of women in central and local institutions and in the private sector; and it also entailed a wider aim of spreading values and practices that promote gender equality, protection of rights and women empowerment.

The Program also failed to incorporate needs of women belonging to minority groups: lesbian, gay, bisexual, and transgender persons (LGBT), challenges faced by Roma, Ashkali and Egyptian communities (such as early/child marriage) and it did not explicitly foresee activities to provide support and services to survivors from the sexual violence during the war/conflict.

#### Whether activities and results of the KPGE were consistent with the overall mission and the attainment of objectives of the KPGE

Overall, KPGE objectives were in line with the overall mission of the Program, though a better definition, coherence and organisation of objectives of the KPGE could have also been made. General remarks related to objectives are the following: 1) Objective 1: *Spreading of values and practices that promote gender equality, protection of rights and women empowerment includes* and Objective 7: *Improve the image of women in media and culture and sports* could as well be merged into one objective and some sub-objectives and their accompanying activities from Objective 2 could have been included into the merged objective; 2) Objective 4 *Economic empowerment of women and girls* and Objective 5 *Improvement of employment indicators for women and girls* are interrelated and overlap these two objectives could have been merged into one single objective; 3) the KPGE objectives were not quantified i.e. were not defined in a results-based manner but they were rather statements opting for improvements, increases and achievements in different areas; 4) sub-objectives are also not specific and measurable: the quantifiable target was defined for only one out of 21 sub-objectives of the Program.

A detailed assessment of each of programmatic areas of KPGE is elaborated in the following section:

**Objective 1. Spreading of values and practices that promote gender equality, protection of rights and women empowerment.** Sub-objectives and activities foreseen under this objective are in consistency with the objective but as noted above, sub-objectives and activities included in other objectives are relevant to achieving this objective. This objective included a vaguely defined activity to establish mechanisms to ensure and promoting transparency which did not contain any specific explanations on what areas such increase in the transparency was needed. This in turn also prevented an assessment of whether the planned activity contributed to achieving the set objective.

**Objective 2. Increased participation of women and girls to qualitative education:** This objective includes 4 sub-objectives and only one contributes to the set objective while the other three are in line with Objective 1 i.e. to promote gender equality and address gender in education system.

**Objective 3. Improvement of women's and girls' health by increasing the response to health system towards their health needs:** Whilst this objective opts for improvement of health for women only, two sub-objectives aim also to improve health services to men, but without specific activities to achieve the set sub-objectives. This objective includes activities tied to the introduction of the health insurance, an objective found to be very optimistic, and yet to be introduced in Kosovo. This objective includes an activity set as 'to increase access to health institutions' which is more like an objective rather than an activity. One activity included also to ensure emergency transportation and community engagement in transporting women to the hospital, which does not seem an adequate activity since access to emergency transportation should be provided to all those that in need. This objective aimed to provide maternity leave payments also for unemployed women, which seems very optimistic, given the large number of unemployed women and constrained financial government resources.

**Objective 4. Economic empowerment of women and girls:** This objective is focused on supporting establishment and development of women owned businesses and it includes relevant activities to achieve the set objective, including loan provision, trainings, fairs, business clubs, etc.

**Objective 5. Improvement of employment indicators for women and girls:** Overall, this objective includes relevant activities in consistency with the set objective. It included an activity related to the social assistance program, a similar activity being included under Objective 6. The envisaged activities adhered only to maternity leave provision, while other services like childcare found to make a difference in the participation of women into labour market are conspicuously absent.

**Objective 6. Improvement of social situation of women at risk through increase of access to qualitative social services:** Sub-objectives and activities are in line with the set objectives; Activities under objective 6 include social assistance measures to support women suffering of poor economic situation, policy development and measures to provide services to women survivors of domestic violence and elderly women.

**Objective 7. Improve the image of women in media and culture and sports:** This objective included activities only in the area of media, neglecting the culture and sports fields.

**Objective 8. To reach equal gender participation in decision making positions in important areas of life:** This objective foresaw necessary activities to reach the set aim, though as mentioned, it could have been merged with Objective 1.

In summary, the KPGE has been a relevant document containing key objectives and activities to achieve the overall mission of the KPGE, though a better organisation and alignment of the design framework could have been more appropriate.



### 3.1.1 Inputs during KPGE implementation period

During KPGE implementation period, several public policy frameworks such as legislation and national strategies were approved fulfilling the gaps of policy frameworks as identified in the KPGE document and anticipated to be addressed through various outlined activities in the document. Also, new institutional mechanisms were introduced, which have all contributed towards progress in achieving the set objectives of the KPGE. Next, a brief description of new legislation, strategies and mechanisms is provided.

#### New legislation

- Law No. 03/L-182 on Protection against Domestic Violence, was developed by AGE as the leading institution. The Law was promulgated by the Decree of the President of the Republic of Kosovo on July 2010. This Law aims to prevent domestic violence in all its forms, through appropriate legal measures, of the family members, that are victims of the domestic violence, by paying special attention to the children, elders and disabled persons. Also, the Law provides provisions for treatments for perpetrators of domestic violence and mitigation of consequences;
- Two important Administrative Instructions (AI) were adopted which support the implementation of the Kosovo Law on Domestic Violence: The AI No. 12/2012 on Determining the location and methods of psychosocial treatment for perpetrators of domestic violence and AI No. 02/2013 on the Treatment methods for perpetrators of domestic violence imposed mandatory treatment of alcoholism and addiction to psychotropic substances;
- Under the lead of AGE, in 2013, the Kosovo government drafted and adopted the Standard Operating Procedures (SOP)'s for Protection from Domestic Violence in Kosovo;
- In 2012, the Kosovo Law on Legal Aid listed domestic violence victims as an eligible category to apply for free legal aid;
- The Law on the Status and Rights of Martyrs, Invalids, Veterans and Members of the Kosovo Liberation Army, and Families of War Victims, was promulgated on December 2011. The goal for this Law is "the definition of the status and financial support for categories deriving from the war, through pensions and special benefits." The categories that benefit from this law are "civilian victims, civilian persons disabled during the war and families of persons held hostage or civilian persons who went missing during the war." The Law does not specifically mention the survivors of sexual violence or torture during the war as a special category of civilian victims or prisoners of war;
- Law No. 03/L-110 on Termination of Pregnancy, promulgated on January 2009. As defined by this Law, any pregnant women who is over eighteen (18) years old has the right to request for an elective termination of pregnancy while women of age sixteen (16) should have the consent of their parents or from their legal guardian to terminate their pregnancy. The elective termination of pregnancy can be performed up to the tenth (10) week of the pregnancy. Article 14 clearly states that the termination of pregnancy by the motive of selecting the gender of the embryo is prohibited.
- Law No. 03/L-212, on Labour, promulgated on November 2010. With this Law the new maternity leave formula was introduced, whereby in the first six months of maternity leave, the payment shall be incurred by the employer with the compensation of 70 percent of basic salary; the following three months, the maternity leave shall be paid by the Government of Kosovo with the compensation of fifty percent of average salary in Kosovo, and the employed woman shall have the right to extend her maternity leave also for other three months without payment. The Law also stipulates that with the agreement of the mother, the rights for three months leave and three months unpaid leave can be conveyed to the father of the child;
- Law on Health 04/L-125 promulgated on April 2011. Among others the Law states that healthcare shall be implemented through provision of the necessary conditions for the pregnant women and women after childbirth, and healthy development of children and youth;
- Law on Preventing and Combating Trafficking in Human Beings and Protecting Victims

of Trafficking 04/L-218, promulgated on August 2013. Under *Article on Basic Principles on Combating trafficking of Human Beings*, the law stipulates that in combating trafficking in human beings all anti-trafficking activities should take gender aspect, promotion of gender equality and empowerment of women and girl victims into account. The Law also states that pregnant women, who are victims of trafficking are entitled to accommodation to a protecting centre for a period of up to one year, with possibility of extension;

- Administrative Instruction No.03/2013 on 'Measures and Criteria in Support to Agriculture and Rural Development for 2013' includes an affirmative action according to which women farmers are entitled to five additional points to their application assessment for grants and subsidies.

## National Strategic documents

- Kosovo Program against Domestic Violence and Action Plan 2011-2014, approved in August 2011. The total cost of the Program was 2.4 million Euros, out of which government allocated a budget of 1.6 million Euros. The Program defined measures divided into three pillars and it details the activities, duties and responsibilities of the Kosovo institutions to prevent and combat the phenomenon, and simultaneously to rehabilitate and integrate the survivors;
- In 2011, the Ministry of Health developed the Strategy on Health of Mothers, Children and Adolescents and Reproductive Health 2011-2015. The Strategy consisted of activities organised across nine following priority areas: safe motherhood; children's health; adolescents' health; family planning; reproductive system cancers; transmitted sexual infections; infertility; gender equality and domestic violence;
- Supported by UN Women, AGE developed the Action Plan to implement Resolution 1325, "Women, Peace and Security" 2013-2015, which was approved in January 2014. This National Plan consists of three objectives: 1) Increased participation of women in decision-making and in peace-building and preservation; 2) An integrated gender perspective and increased participation of women in security structures and 3) Victims of sexual violence and other forms of violence relating to conflict/war to have access to functional mechanisms for protection, access to justice, and their rehabilitation and reintegration;
- The Kosovo HIV/AIDS Committee developed the Kosovo Strategic Plan for HIV/AIDS 2009 - 2013. The Plan entails that programs and services for prevention, treatment and care have to be designed such as to reflect the specific needs of women and men. The Plan also foresees measures in prevention of transmitting HIV/AIDS from mother to child;
- The Strategy and Action Plan on Human Rights of Republic of Kosovo 2009-2011, outlined that women in Kosovo remain in a disadvantaged position with regard to employment, poverty, education, opportunity to choose decision-making positions, position of women in rural and urban areas such as illiteracy, the access to qualitative health care of women during and after pregnancy. The Strategy also notes the lack of analysis and budget planning from the gender perspective at both central and local levels;
- The Strategy and Anti-Trafficking National Action Plan (2011-2013) approved in 2008. National Strategy and Action Plan against Trafficking in Human Beings 2011-2014 includes only one objective related to women that is: to raise public awareness on human trafficking phenomenon among the most vulnerable groups (e.g. children, young people and women) about trafficking issues. However, the Monitoring and Evaluation Report of this Strategy conducted in 2014, did not assess this specific objective, with reference to women;
- Women's Economic Empowerment Plan for 2011-2013 which had the following objectives: a) to speed up the implementation of the progress of gender development and women's policies, b) to speed up implementation of national, regional and international commitments to gender equality and women's empowerment, c) to integrate gender affairs in macro and sector level policies, d) to link cooperative partners and civil society organisations, and e) to expand coordination, monitoring and accountability, and assessment and research. However, based on information collected during this evaluation it can be noted that due to insufficient funding, the Plan was not implemented.

## Newly introduced mechanisms

The Government of the Republic of Kosovo approved the AGE proposal to appoint a *National Coordinator* and to establish a Coordinating Group for the monitoring and implementation of the Action Plan of the Kosovo Program against Domestic Violence 2011-2014. The Coordinating Secretariat was a responsible body for the coordination, monitoring and reporting on the implementation of policies, activities and actions specified in the Kosovo Program against Domestic Violence and Action Plan. The Coordination Group consists of the Chief Executive of AGE and deputy ministers of line ministries, and representative of the civil society organization.

*Kosovo Association of Women Police* was established on November 2013. The aim of the Association is to increase the representation of women police in decision-making positions, address challenges and concerns of women serving the police force; promote gender equality within Kosovo Police, support women's professional development and promote the association and Kosovo police women internationally (UN Women, 2015). The establishment of the Association was noted as a positive development in the 2013 European Commission Progress report (European Commission, 2013).

With the support of UN Women, in 2012, in Gjakova, Gjiilan and Dragash, *Municipal Coordination Mechanisms* were established, which consist of representatives of Kosovo's Police, judiciary, NGOs, shelters and other institutions working with domestic violence survivors. These mechanisms aim to improve cooperation and coordination between all institutions involved in preventing domestic violence and supporting domestic violence survivors. Local action plans on protection against domestic violence were also developed during this time.

During the implementation of the KPGE, the Agency for Gender Equality took the first steps in introducing Gender Responsive Budgeting (GRB). In 2012, about 150 participants attended the international conference on 'Gender Responsive Budgeting: Practices and Challenges' organised by AGE in cooperation with LOGOS, DEMI/USAID, GIZ and SIDA. The aim of the conference was to discuss best practices in implementing the GRB in central and local level. In the same year, the KWN undertook the first GRB research effort named "**At What Cost?**" on the costs of funding support for domestic violence survivors. Since 2014, the Municipality of Kamenica has been regularly integrating GRB in its budget planning documents. They have integrating gender disaggregated data, gender sensitive language, and future GRB planning. The Municipalities of Gjakova and Hani i Elezit also have integrated important GRB elements in their budget documents. In 2012, for members of the coordination mechanisms Dragash, Gjakova and Gjiilan, UN Women organised trainings on Gender Responsive Budgeting. In the same year, supported by LOGOS, municipality of Vitia implemented the project 'Gender Equality and Gender Responsive Budgeting'. First project component consisted of training activities which included: three trainings with officers from municipality staff, one training with representatives from health and education sector, one training with members of municipal Assembly. The topic of these trainings was 'Responsibility of institutions in implementing Gender Equality Law' in all areas of life and work. The second component of the project consisted of survey with citizens of Vitia municipality on gender budgeting, three trainings for municipal officers, report writing based on findings from the survey and results were disseminated and discussed in the round table.

With the support of KWN, in 2012 eight Gender Equality Advocacy Groups (GEAGs) were established in municipality of Novobrd, Dragash, Shtime, Gjiilan, Prizren, Mitrovica, Mamusha, and Gjakova and in 2013 two others were established in Podujeva and Glogovc. These groups bring together women in politics and women in civil society in efforts to advocate for women's rights and gender equality at the municipal level. KWN has provided mentoring and continuous support to these groups.

During KPGE implementation period, awareness raising campaigns were organised on regular basis, by AGE, GEOs and local CSOs. Those include:

- 16 Days of Activism against Domestic Violence, held annually from 25 of November to 16 of December, (as of 2009, this is a regular activity embedded in the calendar of activities of all Kosovo institutions),

- Women's day organised on 8th of March,
- Since 2010, AGE supports the fair 'Women in Business' organised by the Kosovo Investment and Enterprise Support Agency (KIESA). During this event, certificates for successful businesses are distributed,
- International Day of Rural Women organised in some municipalities,
- The Breast Cancer Awareness Month is being marked in Kosovo every October,
- European Week for testing for HIV/ AIDS,
- Awareness raising activities for the property and inheritance rights,
- Trainings for the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW),
- During the KPGE supported by UN Women, Kosovo has become an active member of the Regional Women's Lobby for Peace, Security and Justice in Southeast Europe, which brings together women politicians and activists from the region who are committed to the goals of deepening human security, promoting women's rights and participation in decision-making processes and breaking barriers of ethno-centric politics,
- In 2009, AGE organised an International Conference with the topic 'Women and identity', which focused on gender identity and interdisciplinary perspective, gender translating policies, gender, war and justice.

### 3.2 Effectiveness of the KPGE

This section evaluates the extent to which set objectives and activities envisaged within the KPGE were achieved and implemented.

#### 3.2.1 Employment and socio economic situation

Aiming to improve the socio-economic status of women, in the KPGE, activities were organised throughout the three following strategic objectives: *economic empowerment of women and girls, improvement of employment indicators for women and girls, and improvement of social situation of women at risk through provision of quality social services*. The latter objective contained also activities related to the domestic violence, which are evaluated in the Section 3.2.3 of this report.

Evaluation of the progress made towards the fulfilment of these three objectives is conducted by using secondary data. In 2013, 18.4 percent of women headed households lived in poverty and 18.2 percent of women in Kosovo lived in such circumstances. In comparison to the baseline indicators, the situation did improve, but the aimed target was not reached, though it was too ambitious given economic situation in Kosovo. The regular reports of KAS on social welfare do not distinguish between social assistance beneficiary families by gender of the head, though this information is available in the MLSW database. As reported in the AGE 2013 Newsletter, in 2013 the Ministry of Communities and Returns supported construction of 72 houses, from which 15 beneficiaries were women headed households. Based on data provided for this evaluation, social housing was provided to women headed households in municipality of Mitrovica, Suhareka (17 women headed households), Vitija (6 were provided social shelter) and Malisheva (no data on the number of cases has been provided).

Centers for Social Services operating in each municipality offer a wide range of services which also include family counselling services; services for protection of children; shelter for aged persons and those with special needs; services for survivors of domestic violence and trafficked persons, etc. KPGE planned activity for assisting poor women through the scheme of social services witness no specific services designed specifically for targeting poor women. During interviews and focus group discussions, it was reported that MYCS and municipalities, occasionally supported a number of poor women by covering health related costs, provision of housing and offering of financial support (for example, covering heating costs during winter). Besides sheltering service for elderly people provided by the MLSW, no other measures were developed to supporting this group of women, though it was envisaged in the KPGE document.



Data shown in Annex 1, reveal that the share of women entrepreneurs has increased in 2013, though they are predominately of microenterprise's size. To support women in business, MTI has organized several activities which include: fairs, trainings, and provision of grants, conferences, delivered awards for successful business women involved in trade, services and manufacturing sectors. The SME Agency of the MTI, every year organizes a fair 'Women in Business' which aims to promote and enhance entrepreneurship among women. In 2010, 25,000 Euros were allocated for subsidies to women businesses. In 2012, with the support of MTI, the Women Chamber of Commerce was established aiming to support, promote and develop the role of women in entrepreneurship. In 2009, MTI engaged 200 students in internship project, from which nearly half were women. It must be noted that the exact data for the total budget allocated to women entrepreneurs and the number of women beneficiaries from grants and other support provided by MTI were not made available during this evaluation.

MAFRD policies during the KPGE years, contributed to women's engagement in the agriculture sector through trainings, advisory services, grants and subsidies. It is important to note that the regular annual report of the Agency for Agriculture Development does not provide disaggregated data by gender of grant and subsidy of recipients. Although requested for this evaluation, data on the gender of the grant recipients during KPGE implementation were provided. Referring to the report provided by the GEO of the Ministry, there is evidence that the share of women benefiting from grants and subsidies has shown an increase, though still remains significantly lower than that of men. For example, in 2010 and 2011 only four percent of grants and subsidies were allocated to women, which increased to 13.5 percent in 2012. In 2012, in total 45,000 Euros were allocated to women engaged in cultivating goats, sheep, cows, bees and grain (AGE, 2013 Newsletter). Also, 140 women were informed about available services and financial support available from the MAFRD services.

During the period of 2009-2014, AGE has allocated nearly 120,000 Euros, to 44 beneficiaries, including women CSOs and women entrepreneurs. To support women in business, the Ministry of Infrastructure, in 2009 constructed the 220 meter road in Krusha e Madhe village, which leads to the factory 'Women Farmers', in the amount of 45,000 Euros and it supported the business activity of this women run factory. These example confirm, once again that all ministries can contribute to improving living and working conditions of women by taking suitable actions within their sector and mandate.

During the KPGE life-cycle, the municipality of Mitrovica, Obiliq, Lipjan, Prizren, Vitija, Malisheva, Prishtina provided trainings, grants and subsidies, organised fairs and other activities to support engagement of women in small business and also, to support the growth of women owned businesses. For example, in 2008, with the support of with support of MLSW and DVV International, municipality of Suhareka organised computer training courses for 111 girls; municipality of Vitija provided financial support to two women associations by 2,000 Euros, each and supported a women owned business with a subsidy of 2,000 Euros; Fushë-Kosova municipality organised training of 120 women and girls.

Local CSOs were also very active in providing grants and educational supporting activities for marginalized groups of women, aiming at alleviating them from poverty and increasing their employment and income opportunities. In 2012, in close consultation with its 100 diverse members, KWN decided to establish the *Kosovo Women's Fund*. The Fund, generously supported by *Kvinna till Kvinna* from Sweden, provided small grants to individual applicants (up to €1,000) and for 12 women's organizations (in the amount of 10,000 Euros) that lacked access to other sources of funding and that sought to further women's rights, particularly among rural and/or marginalized groups. The KWN also, used this grant program to mentor its members in the grant-writing process, furthering their capacities to apply for funding from other donors. In 2013, KWN launched three grant rounds, as well as increased grant amounts from a maximum of 3000 Euros. Through the Kosovo Women's Fund, 22 organizations had the opportunity to implement their ideas and reach out to diverse beneficiaries, with the budget totalling 66,209 Euros. Initiatives reached out to some of

Kosovo's most vulnerable groups, especially those residing in rural areas and minorities, several of whom participated in such activities for the first time. Local CSOs, such as KWN, in 2011 provided 40 women with trainings and mentoring on beekeeping.

Further, the *Women for Women International* offered education on women's rights and life skills (sustaining an income, health and wellness, family and community decision-making, and social networks and safety nets) and vocational training (business and vocational training). During 2009-2012, nearly 6,500 women from 12 municipalities participated in social and economic training. With regards to vocational training, the most commonly followed course was the one on horticulture, followed by service delivery and handicrafts but some also in beekeeping and dairy production. By location, 52 percent of trained women were from rural and 48 percent were from urban areas.

Although legally, property created during married life has to be registered in the name of both spouses, women do not take advantage of this right chiefly due to the prevailing cultural norms or lack of awareness. Given that majority of women are not legal owners of a property, accessing loans for business start-ups and/or business development is very limited. According to the Household Budget Survey of 2013, only five percent of houses are owned by women, showing a decline by two percentage points from 2009. However, according to Kosovo Cadastral Agency, in 2013, nearly 16 percent of properties are owned or co-owned by women. To raise awareness for women's rights to property, in annual basis, AGE, GEOs and local CSOs organised awareness raising campaigns for women's rights to property.

Despite the recorded progress, by the end of 2013, as the data demonstrate, large gender disparities prevailed in the labour market (KAS, 2014).

- Approximately only one-in-five (21.1%) women of working age were active in the labour market, compared to three-fifths (61.2%) of the male working age population;
- The employment rate among working age women was only 12.9%, compared to 40.0% for men;
- Nearly 80 percent of women had the status of employee (compared to 77% of men) and only 13 percent of women were self-employed compared to 25 percent of men;
- Occupational segregation among women remained high, since almost 40 percent were employed in the so called traditional women type of jobs, i.e. education and health;
- Salary gap remained unchanged but insignificant, with males having a slight tendency to receive higher salaries than women.

For this evaluation it can be reported that interventions to create jobs and increase access of women to labour market and alleviate poverty among them, were undertaken by all institutions, by central and local government, donors and local CSOs. Major government contributors in alleviating unemployment during the KPGE, have been the MLSW through implementation of active labour market policies, MTI through provision of entrepreneurship supporting programs and implementing supportive interventions for existing enterprises (grants, voucher schemes, internships), and MAFRD through provision of subsidies, grants and trainings for development of agriculture. Awareness raising activities regarding women's access to and property rights, also did take place throughout the implementation of the KPGE. There is some evidence that employment of women increased and entrepreneurship rate of women kept growing during the KPGE life-time. However, progress did not make a major difference in the economic status of women and did not significantly improve their economic status. Various policies and actions expected to be undertaken within the KPGE framework among others the *Kosovo Economic Empowerment Action Plan*, a framework of pro-gender employment and empowerment policies regrettably was not put into effect as anticipated, while sectoral policies remained largely disconnected from each other and did not establish the needed synergy.

### 3.2.2 Health

To improve the health of women and girls, planned activities were organized across three sub-objectives, namely, 1) ensure that health policies and programs respond to the specific gender health differences and needs; 2) increase knowledge and understanding of women's and men's health and their needs; and 3) support and guarantee full and equal access at all levels of health care services.

Given that no response was provided by the GEOs in Ministry of Health and from University Clinical Center of Kosovo, evaluation of reaching set objectives in this area is based on desk research, information from AGE, GEOs, UNFPA and focus group discussions. To ensure that health policies and programs respond to the specific gender health differences and needs (sub-objective 1), three out of six foreseen activities were not met since they were tied to the implementation of the health insurance, which has yet to be introduced in Kosovo. These activities were related to determination of health insurance for all links in the health service chain for men and women, from inclusion of diagnosis groups directly pertaining to reproductive health of women and girls within the basic package of health insurance to the inclusion of treatment of sexually transmitted diseases and HIV/AIDS within the health insurance scheme.

Although the health insurance scheme was not introduced during the KPGE life-cycle, medicaments for HIV/AIDS were offered free of charge. The foreseen activity of legitimating the right to financial compensation for maternity for unemployed women was not implemented but as introduced in this report the maternity leave for employed mothers has been extended up to 12 months, from which nine months paid and the right to use three months without compensation. The plan to harmonize the interdepartmental legal acts pertaining to maternity leave and related issues have not been implemented, though during interviews with various stakeholders it remained unclear what was expected to be achieved by the implementation of this activity. Also, during the KPGE lifecycle, the plan to provide free of charge vaccination for the HPV never took place.

With regard to performance of foreseen activities in increasing the knowledge and understanding of women's and men's health and their needs, the following can be reported:

- a) awareness raising campaigns on domestic violence which tackle the impact of violence on health, took place regularly throughout the KPGE implementation period,
- b) the activity in collecting and annually reporting health related data (also desegregated by gender), was accomplished<sup>4</sup>,
- c) a Strategy on Health of a Mother, Children and Adolescents and Reproductive Health 2011-2015 was developed, while its degree of implementation remains unassessed,
- d) AGE, municipal GEOs, UNFPA, Association for Education and Family Care and other organisations have organised several awareness raising campaigns on family planning. UNFPA organised trainings for doctors and youth in area of family planning. The Joint Programme of UNFPA and UNICEF provided capacity building, technical assistance and advocacy activities with the aim to improve quality of Mother, Child and Reproductive Health care service provision at the tertiary, secondary and primary health care level.
- e) With regard to the plan to develop educational school guidelines on family planning for boys and girls, the UNFPA representative noted that although school textbooks contain information related to the family planning, there are indications that teaching and information sharing has not been at a satisfactory level,
- f) no information was made available on whether schools have developed educational program guidelines on nutrition and hygiene.

The following represent the activities that were outline in the KPGE document but never materialize:

- a) plan to collect gender disaggregated data on usage of public and private health series was

<sup>4</sup> The only health related information available refers to the death rates by the cause of death, segregated by gender. National Institute of Public Health under the Ministry of Health is the responsible institution to collect and report these data but their webpage is not updated and does not contain reports: the Perinatal reports although prepared annually is not available online.

- not accomplished by 2013,
- b) no actions were undertaken towards ensuring efficient transportation of women to hospitals that was gender oriented,
- c) there was no cervical cancer screening programme implemented during the period 2008-2013, and
- d) the activity to mainstream gender perspective in curricula and syllabi of courses of the Faculty of Medicine, at Prishtina University was not implemented.

In 2013, in cooperation with UNFPA, the Ministry of Health developed the *Guideline for Addressing Domestic Violence Cases*, which was signed by the Minister of Health (MoH). UNDP also provided six trainings to medical professionals on the identification of domestic violence cases around Kosovo, where 180 health workers participated. In line with the last activity under sub-objective 2, the municipal GEOs in cooperation with GEO in University Clinical Center of Kosovo organised regularly annual visits of women for ultrasound and mammography. Further, awareness and screening campaigns for the examinations of mammography, breast cancer, cervical cancer and infections were organized by the GEOs in line ministries and Kosovo municipalities. The Breast Cancer Awareness Month is being marked in Kosovo every October, which contributes to awareness raising among women for early detection, treatment and palliative care of this disease. Based on data provided for this evaluation it can be reported that every year, municipality of Mitrovica, Suhareka, Obiliq, Lipjan, Prishtina, Viti and Malisheva, Kacanik, Dragash and Gjakova organised awareness raising campaigns in area of health and also organised gynaecologist health checks for Roma, Ashkali and Egyptian women.

The Center for Fighting Breast Cancer (JETA/VITA) established in 2006, has been very active in awareness-raising of the population and women about breast cancer. To raise awareness about the importance of early detection, JETA/VITA organised several awareness campaigns, meetings and workshops with girls and women, conferences, media campaigns and also distributed leaflets. Ministry of Health and UNFPA and other actors have organised several awareness raising campaigns on HIV/AIDS during the KPGE implementation period. However, the level of knowledge of women and men being aware of where to be tested for HIV remains very low. According to MICS survey of 2013 only 15.5 percent of women and 31 percent of men aged 15-49 years old were aware of a health clinic where HIV tests were provided (UNFPA, 2014).

### 3.2.3 Domestic violence

KPGE document addresses the domestic violence chiefly under the strategic sub-objective 6.2, that seek the establishing of community services for women with experiencing social problems. A series of activities are outlined in the document towards the fulfilment of this sub-objective, namely:

- strengthening the institutional structures to provide services for victims of trafficking and violence,
- training of personnel of courts, Kosovo Police, and local central institutions for treatment of victims of violence and trafficking,
- reintegration of victims in the society, and
- development of a national strategy on domestic violence.

As introduced in Section 3.1.1, in 2011 the Kosovo Government drafted and approved the *Kosovo Program against Domestic Violence and Action Plan 2011-2014*. Upon its accomplishment, an evaluation was conducted on 2015. Findings from the *Evaluation Report of the Kosovo Program against Domestic Violence and Action Plan 2011-2014* will be utilised to assess the effectiveness of the KPGE planned activities concerning the degree of the implementation of the activities aiming at addressing and combating domestic violence in Kosovo.

Pursuant to the envisaged activity for the development of a national strategy on domestic violence, in 2010, AGE initiated the drafting process of the first national program on domestic violence, with the



support of the Women's Safety and Security Initiative of the UNDP and with a broad participation of Kosovo state institutions, international community and local civil society organizations. The 2011-2014 Kosovo Program against Domestic Violence was approved on 2011.

The *Evaluation Report of the National Program on Domestic Violence 2011-2014*, points out that Kosovo's state run infrastructure established to assist and protect women and children as victims and survivors of domestic violence, has improved. An extensive process of licensing social workers' capacities and developing the minimal standards of social service provision was undertaken and put into place during the implementation and of the National Program. In accordance with the requirements of the Kosovo the licensing of domestic violence services provided by NGO's been finalized, which contributed to enhancement the professional capacities of service providers. Under the new *Kosovo Criminal Code and Criminal Procedure Code*, the Victim's Advocates have been transferred to the Kosovo State Prosecutor's Office from the Kosovo Ministry of Justice, who are also foreseen to act as the authorised representatives of victims of domestic violence, in the court of law. This has increased the level of access of victims/survivors to legal remedies though there is no assessment on the quality of the provided services. Despite the continued financial support to shelters that offer services to victims of domestic violence, they continue to receive an insufficient coverage of expenses by the Ministry and municipalities.

Upon the finalization and the approval of the Program on domestic violence, AGE's CEO was nominated by the Government Decree, as Deputy Coordinator of the Secretariat for the Implementation of the Program of Domestic Violence. As outlined in Section 3.1.1, under the lead of AGE, in 2013, the Kosovo government drafted and adopted the *Standard Operation Procedures for the Protection from Domestic Violence in Kosovo*. This document provides a detailed description of the roles and responsibilities of all involved parties in the protection and assistance of the domestic violence survivors, such as: police, social workers, victim's advocates, judges, teachers, health care providers, prosecutors and shelter staff, in identifying, referring and also, assisting victims of domestic violence.

In order to enhance the implementation of the Kosovo Law on Domestic Violence, in 2014, AGE, with the support of the OSCE Mission in Kosovo, drafted the *Commentary of the Law on Protection against Domestic Violence*. The Commentary was developed for judicial personnel, including judges and prosecutors. In order to improve the understanding and implementation of the relevant legal framework on domestic violence, the State Prosecutor's Office of Kosovo, under the lead of the Victim Advocacy and Assistance Office (VAAO), drafted request forms for the issue of protection orders. The request forms detail the information to be provided on the applicant, the measures to be requested and the circumstances that are relevant to issue a protection orders.

To further improve the level of knowledge on the domestic violence legislation, the VAAO within the State Prosecutor's Office, drafted and adopted a form for the declaration of damages, which enables to clarify the damages suffered by the victims and request compensation by filing a declaration of damages in criminal proceedings. However, the Evaluation Report highlighted that there is no information on the extent to which damages are claimed and compensated. With the new *Criminal Code and Criminal Procedures Code of Kosovo* that entered into force in 2013, the Victim's Advocates have also, the role of representing the domestic violence survivors in the court of law. In addition, they have the right to request the protection of victims' rights on their behalf. An important development in providing better services to domestic violence survivors has been the establishment of child-friendly interview rooms in seven regional stations, which were supported by UN Women.

As envisaged within the KPGE, numerous trainings for training of personnel of courts, Kosovo Police, and local central institutions for treatment of victims of violence) have been implemented. In 2012, in cooperation with MLSW and OSCE, in the following municipalities of Prishtina, Peja, Mitrovia and Prizren, AGE organised trainings for social workers of the Centers for Social Work and GEOs on capacity development in service provision for domestic violence survivors. In 2014, AGE conducted trainings in five regions, during which 256 participants were trained including: judges, prosecutors, protectors of domestic violence survivors, police investigators, representatives

of municipal directors of education and health and Centers or Social Services. The MLSW drafted and adopted 'Minimal Standards for Social Workers in Assisting Victims of Domestic Violence'. In accordance with the requirements of the Law on Family and Social Services, during 2013-2014, the Ministry licensed all social workers by also registering these professionals on the Register on Social and Family Services. Since 2010, UN Women has supported the Judicial Institute with trainings in International Justice and from 2011 has supported organisation of Training for Trainers activities to train judges and prosecutors, specifically focusing on domestic violence, property rights and international instruments on women's rights.

A number of social workers participated in one-day trainings during 2013 related to the implementation of relevant minimal standards and legal requirements for assisting domestic violence survivors. In 2013, the GEO of the Ministry of Health, in cooperation with the OSCE Mission, organized trainings for 170 health workers, in five municipalities, on the subject of care services provided to the survivors of domestic violence and human trafficking. In 2012 and 2013, the OSCE Mission in Kosovo provided extensive trainings on improving responses to domestic violence by providing trainings to social workers, Victim's Advocates, Kosovo Police, health workers and civil society at local levels, on the implementation of the SOP. In addition, there were six movie screenings in the Peja/Peć region on gender-based violence, a topical radio show and the training of medical staff on how to treat domestic violence cases. Despite these undertakings, the Evaluation Report of National Program against Domestic Violence claims that insufficient professional capacities to handle domestic violence cases continue to present a challenge in fully addressing the domestic violence cases. Additionally, the Evaluation Report claimed that the logistical and operative needs of institutions relevant to domestic violence remain a challenge; there is a lack of clear guidelines for practitioners working in the rule of law on handling and monitoring protection orders and their violations.

No significant efforts have been made in KPGE activity on reintegration of women and girls survivors from the domestic violence. Given financial dependence of women, social and traditional discriminatory practices, and lack of long-term assistance and rehabilitation services for the victims of domestic violence, frequently forces DV survivors to return to their violent partner.

While the KPGE document did not foresee awareness raising activities concerning domestic violence, it is relevant to highlight that awareness raising activities on domestic violence became a permanent fixture of Kosovo public institutions annual activities during the implementation of the KPGE. In cooperation with AGE, nearly all ministries and municipalities contributed and organized activities during the *16 Days of Activism*, in annual basis. The activities conducted within the framework of awareness raising on domestic violence, targeted the general public in urban and rural areas, staff from national and local level government and institutions (ministries, municipalities, Centers for Social Work, coordination mechanisms for Domestic Violence, etc.), women, students at all school-levels, minority groups, and persons with disabilities. To raise awareness multiple through transmission of video clips in electronic media visibility of billboards and posters with clear messages against domestic violence; activities with children in schools; broadcasting of debates and discussions in national and local TV and radio stations; round tables in urban and rural areas; seminars at universities. In 2012, sponsored two video clips (one for women access to property and one on the topic 'Physical force doesn't justify violence against women');

Additional challenges reported in the Evaluation report on Domestic Violence were the following two: a) lack of clear guidelines for practitioners working in the rule of law area on how to handle and monitor protection orders and their violations, to whom the victim should report violations of the protection orders, and how the police should handle these cases; the low reporting rate of domestic violence against children, the elderly and disabled persons, remained a critical issue; and b) minimal implementation of AI No. 12/2012 on Determining the location and methods of psychosocial treatment for perpetrators of domestic violence and AI No. 02/2013 on the Treatment methods for perpetrators of domestic violence with imposed mandatory treatment of alcoholism and addiction to psychotropic substances.

Although accurate data on prevalence of domestic violence do not exist, as shown in Annex 1, the number of reported cases of domestic violence declined from 1,371 to 1,089 and the share of women survivors from domestic violence declined from 92 to 80 percent, or from 1,261 to 871 cases respectively. However, these data alone do not suggest conclusively that the domestic violence in Kosovo has declined as cases of domestic violence are likely to be under reported.

With regards to human trafficking, during the implementation of the KPGE the following policies were developed: “Action Plan for Anti-trafficking, 2008-2011”, and “National Strategy and Action Plan for Anti-trafficking, 2011-2014”. Further, in 2013 the Kosovo Assembly approved the Law for the Prevention and Combating Human Trafficking and the protection of Victims of Trafficking”, Law No. 04/L-218. The documents, in all instances have incorporated the activities concerning the provision of professional services for protecting and treating the trafficking victims, strengthening the institutional structures and training the personnel of the institutions in charge, as envisaged in the KPGE.

An area that the KPGE did not address during the drafting process and makes no explicit reference to, is the subject of the survivors of sexual violence during the Kosovo war. However, the evaluation concludes that this is an area in which an important progress was made during the KPGE implementation period. As reported in the *First Monitoring Report on Implementation of Resolution 1325, Women, Peace and Security*, until November 2014, significant outcomes were reported to have been made in the process of developing a legal framework on the treatment, rehabilitation and re-integration of the civil survivors of war/conflict, sexual violence, torture and other forms of violence. The major highlights are the amendment of Law No. 04/-054<sup>5</sup> with the approval of Law No. 04/L-172<sup>6</sup> and the establishment by Presidential decree of the National Council on the Survivors of Sexual Violence during the war in Kosovo. Significant progress was made to increase awareness about the need to support survivors of sexual violence related to war/conflict; particularly through the organization of different awareness-raising campaigns with the involvement of many sectors and from multiple actors, from the President’s Office of Kosovo to the CSOs. In 2012, AGE organised a roundtable on the topic ‘Access to justice for women and girls, victims of sexual violence during the war in Kosovo, during which recommendations were gathered on ensuring adequate compensation and service delivery based on the needs of survivors of the sexual violence during war/conflict. In 2013, with the support of UN Women the Judicial Institute organized trainings for investigators, prosecutors, judges, and CSOs, for treating cases of sexual violence survivors.

It can be concluded that in the area of domestic violence, the KPGE successfully implemented almost all the outlined activities. The only area where no progress was recorded was the re-integration of the domestic violence survivors. The KPGE outlined activities spearheaded complex and extensive activities channelled through the *Kosovo Program against Domestic Violence*. Further, during the KPGE lifecycle the target group was expanded by including the war victims and survivors of sexual violence.

### 3.2.4 Stereotypes

Under the education programmatic area (Objective 2) two sub-objectives include activities that were expected to contribute towards the addressing of the gender stereotypes in education system. The sub-objective defined as ‘*improvement of school curricula that promote gender equality*’ refers mainly to revisions of the curricula and school textbooks from the gender equality perspective while the sub-objective on ‘*strengthening of institutional and programmatic capacities of MEST to integrate effectively issues of gender equality in planning, implementation and monitoring of strategy of education objectives*’ contains activities on increasing teachers’ capacities in removing gender stereotypes and encouraging and promoting gender equality in schools. The leading institutions for the achievement of these objectives in ranking order, were identified as the following: MEST, Institute of Pedagogic Studies, University of Prishtina, and AGE.

<sup>5</sup> Law on the Status and the rights of the martyrs, invalids, veterans, members of Kosova Liberation Army, civilian victims of war and their families

<sup>6</sup> Law on amending and supplementing the Law no. 04/L-054 on the status and the rights of the martyrs, invalids, veterans, members of kosovo Liberation Army, sexual violence victims of the war, civilian victims and their families

The evaluation found out that based on the information generated from the interviewees, that MEST did not conduct an in-depth gender analysis of the currently in use school textbooks, as it was required by the KPGE. This finding was also confirmed by the MEST GEO.

In addition, MEST approved in 2011, the *Kosovo Education Strategic Plan (KESP) 2011-2016*, which envisaged that during the development of the curriculum for the age group 0-3, MEST would undertake gender screening of the curriculum during the drafting process, in order to ensure that the new curriculum remained free of the exhibition of gender stereotypes and gender-discriminatory practices. MEST developed “Standards for Textbooks’ Development”, which required the incorporation of the gender perspective and application of gender disaggregated indicators in the textbooks’ development process. Namely, Standard 11 of this document focuses on gender equality exclusively, demanding that all text-books should generally contribute towards educating children on gender equality and on avoiding gender-based discrimination, as well as gender stereotypes and gender roles. However, the evaluation found out that this standard was not implemented in practice.

The KPGE document envisions the development of aide materials for teachers on addressing gender stereotypes and discrimination during the classroom instructions, aide learning materials for students and also frequent training of teachers on gender equality concepts and subject. During the evaluation, attempts were made to engage the Division of Teacher’s Professional Development in MEST to obtain information regarding the implementation of the envisioned activities. Yet, the Department provided no information concerning. However, the MEST’s GEO ascertained that there have been no training sessions for teachers in redressing gender stereotypes and promoting gender equality.

One of the activities outlined in the KPGE to combat gender stereotypes was the incorporation of gender in the university curriculum through the existing programs or the new ones. During the KPGE, a module on ‘Gender Equality’ was introduced in the program of the Faculty of Education, at University of Prishtina, at the bachelor level. Also, gender was incorporated in the following courses ‘*History and Citizenship Education*’ and ‘*Geography and Citizenship Education*’. However, both programs are not running any longer. Since the academic year of 2014-2015, ‘*Gender Studies*’ has become an elective course in the ‘*Education and Development in Early Childhood*’ study program.

There were also initiatives not envisaged in the KPGE document undertaken by the Kosovo Government in recognizing the role and the sacrifices of the Kosovo women during the 1998-1999 war. For example, in 2013, the Ministry of Environment and Spatial Planning undertook the initiative to build a national memorial to honour women as victims and survivors of the Kosovo War. The memorial was erected in the centre of the city. This may as well contribute to addressing the prevailing stereotypes about women in Kosovo as it shows the role of women during the war, which attribute as always been devoted to men. However, the impact of ad-hoc and isolated actions to combat stereotypes and raise awareness usually has been found to remain peripheral and not long-lasting.

It can be concluded that with respect to combating gender stereotypes, the KPGE activities were not implemented and no significant achievement can be reported in that respect. MEST and University of Prishtina failed to perform the activities under the area of their institutional authority and responsibility as assigned by the KPGE.

### **3.2.5 Education**

The KPGE aimed to increase the access for women and girls to qualitative education by increasing enrolment rate, attendance and advancement in compulsory education. Further it aimed at increasing the participation of women in teaching, planning and management of educational institutions and raise awareness about the importance of women’s education and their contribution to the society.

During the course of the KPGE, several activities were implemented towards increasing enrolment,



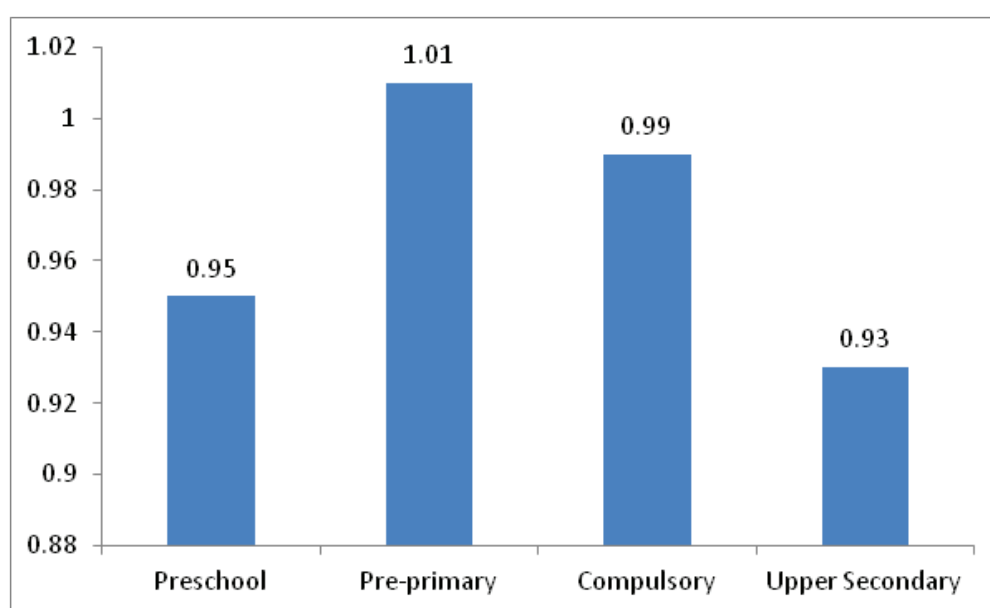
attendance and advancement of girls in compulsory education. MEST and municipalities (Vitia, Prishtina, Prizren, Obiliq and Suhareka, Klina, Skenderaj, Dragash supported by AGE) have covered the transportation cost and/or provided scholarships (Prishtina, Suhareka, Peja) for girls of poor socio-economic background. Also, MEST constructed 77 new schools and renovated nine others that hypothetically might have led to the improvement of the school physical environment and safety, although data to corroborate this statement were not provided during this evaluation.

With regard to the plan to provide informal training for women and girls, it can be reported that during the 2008-2013 period, a total of 8,519 women were trained by Vocational Training Centres (VTC) run by the MLSW, and 11,459 women were employed through Public Employment Offices of the MLSW.

Progress is recorded in reducing illiteracy rate and participation rate of girls in primary and secondary education, which was one of the sub-objectives of the KPGE, under the education section. Statistics reveal that the illiteracy rate of girls aged seven or more years dropped from 9.1 percent (in 2005) to 5.9 percent in 2013. The share of the illiterate rural women over 15 years of age, dropped from 14 percent to 7.3 percent, from 2005 to 2013 respectively. In 2013, 84.4 percent of women, between 15-17 years old, enrolled in the upper secondary school compared to 71 percent in 2005 but the share of women aged 25-64 years old that have completed higher education remained steady at eight percent, much lower than the rate of men (14.3 percent in 2013). Although a direct link cannot be made due to lack of an elaborated assessment of the undertaken activities, therefore the cited progress can be relatively attributed to the activities undertaken by AGE and the GEOs of MEST and in municipalities. AGE also supported trainings in Brails alphabet, for blind girls and women. Data on informal training implemented by MEST to combating illiteracy rate were not provided for this evaluation.

For this evaluation, to measure gender access and participation in various levels of education the gender equality index was utilized. This index is an indicator measuring the progress towards gender equality and participation in education and it shed lights on the available learning opportunities for women in comparison to men (the index with value 1 shows full gender equality, while cases where the participation is lower for women is reflected in the values of the index of less than 1). As it can be noted in Figure 1, in school year 2012/13, girls seemed still to be under-represented in upper-secondary and preschool education.

**Figure 1: Index of Gender Equality, school year 2012/13**



Source: MEST, 2015, Statistical Report with Education Indicators 2012/13 and 2013/14.

Occupational segregation was noted as a challenge in the context analysis of the KPGE, but there were no activities envisaged in the document. Nevertheless, it is relevant to report that to address the occupational segregation, in regular and annual basis, MEST organises 'Girl's Day' which include activities of performing tasks at jobs that traditionally are not considered for women. The main aim of this activities is to inform, raise awareness and orient girls towards vocational schools where male students' enrolment and participation remain high.

To increase participation of women in teaching, education planning and management processes, KPGE envisaged provision of favourable conditions for women's engagement in teaching, planning and management and provision of opportunities for advancement of women engaged in higher education. Overall, according to MEST data, there has been a slight progress in increasing women's representation among teachers from 2009 to 2013. In 2009 and 2013, in the preschool and pre-primary education all teachers are women (100%), while the share of women teachers in compulsory education and upper secondary education increased by only four percentage. In the upper secondary education, the share of women teachers from 2009 to 2013, increased from 34 to 40 percent (MEST, 2015).

To advance academic development of women, in 2012 and 2013, MEST offered 58 PhD scholarships from which in 2013 out of 38 beneficiaries, 13 were women and 25 men. Data for 2012 are not disaggregated by gender. During the KPGE implementation period, MEST has also supported research development and mobility projects. In 2012 and 2013, from 56 small projects supported by MEST, 13 were awarded to women-that is 23 percent. From 57 awarded short mobility projects for researchers, during 2011 to 2013, about half were granted to women researchers. However, by the end of 2013, academic staff in public institutions was still male dominated. According to the higher education institutions and Kosovo Accreditation Agency data (reported in MEST 2015a, Evaluation of KESP 2011-2016) in academic year 2012/13 in total there were 1,119 regular academic staff in public institutions and only 29 percent were women.

To achieve the sub-objective of awareness raising on the importance of women's education and their contribution to the society, MEST GEOs reported that awareness raising activities were organized in schools, with parents and with communities in urban and rural areas. The foreseen activities to developing and distributing manuals and guidebooks for gender equality from the perspective of teachers, parents and communities have not been implemented during the KPGE implementation period.

To sum up, during KPGE lifecycle, participation and attendance of girls in compulsory education has improved, while the participation of women in teaching education management was slightly improved. Meantime, women remained significantly under-represented among academic staff in public higher education institutions throughout the duration of the KPGE.

### **3.2.6 Participation and representation**

To ensure equal gender participation in decision making positions, the KPGE defined four sub-objectives, namely:

- a) implementation of the 2004 Law on Gender Equality (LGE),
- b) harmonisation of Kosovo laws with the LGE and international standards that promote gender equality in decision making positions,
- c) development of a strategic document in increasing the number of women in decision making positions from rural areas and minorities, and
- d) to encourage women to participate in decision making positions.

Next the status of implementation of activities is reported, followed with data on the progress achieved during the KPGE lifecycle.

In line with KPGE plan, AGE, GEOs and CSOs have organised information and awareness raising events in promoting requirements deriving from the Law on Gender Equality on women representation in decision making positions in public institutions. In 2011, AGE organised an international conference '*Empowerment of women in decision making positions - Kosovo's pathway to European Union*'. Discussions and presentations were focused on legal framework in ensuring gender equality in decision making positions and in academia.

To increase academic advancement and participation of women in decision making positions in civil service, in 2012 AGE undertook an initiative to support women working in the Kosovo Public Administration by financing their graduate studies. In the academic year 2012-2013, four women officers were awarded the financial support.

In line with the KPGE activities, AGE, municipal GEOs, CSOs and donors organised awareness raising activities on the role of women's participation in the decision-making positions. In 2014, AGE undertook a specific study analysing the state of women participation in decision making positions in local and central institutions and political parties, which study also identified barriers for equal gender participation in decision-making positions in institutions and political parties. To increase capacities of women in politics for decision-making positions, which could be then translated into increased participation of women in decision making positions, National Democratic Initiative, Konrad Adenauer Stiftung and other organisations provided trainings to women in politics in area of leadership, political communication skills, public relations, etc. Some municipalities organised awareness raising activities and trainings to increase the participation of women in decision making positions at local level (i.e. Malisheva and Klina).

The planned activity of the KPGE to monitor the implementation of the Law on Gender Equality was conducted only in 2013 by the National Parliament *Committee for Human Rights, Gender Equality, Missing Persons and Petitions*. Also, AGE reported on regular basis to this Committee about gender equality progress in Kosovo and challenges in advancing the Kosovo gender equality agenda.

To ensure harmonisation of the existing laws with the Law on Gender Equality, the KPGE foresaw the harmonisation of the *Regulation of Parliament* with the 2004 Law on Gender Equality, whereby women would account for 40 percent of heads of committees and their memberships. This activity was not implemented during the implementation of the KPGE and it continuous to remain unaddressed and no explanation for the non-implementation was provided for this evaluation.

Comparing data provided in the context analysis of the KPGE with data of the 2013 some progress is noted in representation of women in decision-making positions, which is presented next. In 2014, Kosovo had a woman elected as a President and the government established after 2010 elections had two women who served as Deputy Prime Minister (out of 5) and two women as ministers. In the IV legislature (2010-2014), the Assembly of Kosovo with 120 deputies, had 40 women, which exceeded the stipulated quota of 30 percent representation. In this legislature, 15 women won their seats as member of the Kosovo Assembly without the assistance of the quota that represented nearly one third of the elected women. In the IV Legislature, only 3 out of 13 permanent parliamentary commissions were led by women and in total only 29 percent of the members in the commissions were women (AGE, 2014).

**Table 1 Women MPs in general elections**

	2007	2010	2014
Total number of women MPs	37	40	38
Number of self-elected (not due to quota) women MPs	16	15	18
% of women MPs elected against all women MPs	30%	27%	32%

Source: AGE, 2014.

As outlined in Table 2, in 2013, women were significantly under-represented in the decision-making

positions both in central and local level: only seven percent of decision making positions in Kosovo line ministries and only four percent in municipalities were held by women. Also, only 10 percent of decision-making positions were held by women in Kosovo Police. Women occupied only 6.3 percent of the decision making positions in Kosovo Security Forces. Based on the data provided, by the end of the 2014 (AGE, 2015: The First Monitoring Report of Implementation of Resolution 1325 *Women, Peace and Security*), women made up 22 percent of the staff serving in the Kosovo foreign services (diplomatic and consular staff).

**Table 2: Participation of women in ministries and municipalities, in 2013**

	% of decision making positions held by women	% of leading positions held by women
Ministries	7%	27%
Municipalities	4%	19%

Source: AGE, 2014, data for 2013

In *local* elections of 2013, out of 224 mayor candidates, only nine were women. The first and only woman mayor in Kosovo was elected in 2013.

Despite the noted progress, it can be concluded that Article 3.2 of the 2004/2 Law on Gender Quality, concerning women's participation and representation in the decision-making position was not observed in both central and local level, which was also one of the sub-objectives of the KPGE in ensuring equal participation of women and men in the Kosovo decision-making positions, at all public and state institutions. Article 3.1 of the Law on Gender Equality 2004/2 also allows for implementation of legal and affirmative measures in establishing equal participation for both females and males in legislative, executive, judicial bodies of all levels and in public institutions, but no such affirmative actions have been undertaken during the KPGE lifecycle. Given that no specific activities were undertaken during the KPGE implementation period to ensure full implementation of the 2004 Law in Gender Equality, it is not certain whether the reached progress can be maintained and/or advanced in the future.

### 3.2.7 Women in media

The context analysis of the KPGE notices that the lack of gender sensitivity in the media is evidenced by the failure to eliminate the gender-based stereotyping that can be found in public and private local and national media organizations. To combat these ongoing issues, the KPGE under the Objective 7 aiming at *improving the image of women in media, in culture and sport*, identifies two sub-objectives: 1) *the improvement of women's images in media and culture and sport* and 2) *combating gender stereotypes through the development and implementation of (gender oriented) policies of media outlets and media products*.

Key problem noticed during the evaluation originates from the design of the log frame for this sections, specifically the activities outlined and related to the sub-objectives, chiefly under the objective one are framed as outcomes rather than as activities. For example, one of the activities tailored as follows 'to ensure media space for the presence of distinguished and famous women in media', while the second one opted to 'support women's activities through media', but there was no elaboration on how this would be achieved. The lack of concrete activities may explain the lack of progress in ensuring equal participation of women in media.

Further, as no baseline information was made available in the KPGE document, the evaluation could not possibly conclude whether progress was made in the position of women journalists as compared to their male counterparts during the KPGE implementation period.

The only activity that was fully implemented concerned conducting a research on the presentation of women in media. The research was commissioned by AGE and was conducted by a local consulting company. According to findings from the 2011 report of AGE on "*Presentation of Women in Written Media*", men are significantly more present in media than women: 37 percent of space was dedicated



to women compared to 63 percent dedicated to men. Only 30 percent of the monitored cases included citations from women and only five percent of the space was dedicated to women in politics. In the media coverage of social issues, women were represented in only 13 percent of the total monitored articles, in culture related topics they were represented only in five percent of the total coverage, and only four percent of coverage of sports news and events was dedicated to women's participation in sport. While the study was a first step in the right direction, it can be concluded that it did not have an impact on media outlets and their policies on increasingly becoming more gender sensitive and providing coverage from the gender equality perspective.

Local CSOs engaged also on various research and surveys during the KPGE life-cycle. One survey found out that an increased coverage of women was noticeable during local elections of 2013 (KWN, annual report 2013). During that period several women candidates received substantial media coverage free of charge. KWN itself had at least 55 instances of media coverage in 2013, including television, print, and electronic media. Even when space was allotted to women in media they were mostly presented as models and were very rarely part of topics like finance, employment or politics (Färnsveden et al., 2014). In this way, media contributed towards further reaffirmation of traditional gender stereotypes of masculinity and femininity (Färnsveden et al., 2014).

Women Center for Media of Kosovo (WCMK), an organization established during the KPGE lifecycle, conducted in 2013 a comprehensive research on the gender participation and representation in media by introducing for the first time in Kosovo the recent established *UNESCO's Gender Sensitive Indicators in Media*. According to the results of the WCMK's research Kosovo's women journalists work under similar working conditions as their male counterparts and there was no evidence for the gender pay gap between. Some media outlets operate flexible arrangement of working hours and responsibilities equally for both men and women and professional development through participation in trainings was more pronounced among women. Very few women journalists stated that gender is the determining factor in their organization's decision on sector assignments.

The foreseen activity to develop units for monitoring integration of gender perspectives and promotion of gender equality in media was not undertaken. Also, the KPGE activity on introducing procedures to address citizen's complaints for cases when women or men were presented in discriminatory manner, no unified approach was undertaken by media outlets. As reported in the WCMK report of 2013, in most of media outlets a letter to the editor was their only internal mechanism of choice for filing public complaints and criticism about issues of gender equality and very few media outlets operated ethics council to addressing such issues (WCMK, 2013).

Although no coordinated measures have been implemented to revise ethical codes of journalists for redressing gender stereotypes in media, individually some media have imparted these aspects in their ethical codes and guidelines (WCMK, 2013).

To address the gender stereotypes in media and enhance capacities of journalists' activities were organised by AGE, KWN, UNDP and OSCE. For example, in 2012, AGE in cooperation with UNDP and OSCE, organized a training day with media representatives on reporting gender based domestic violence. In this training, the Ethic Code and professional standards for journalists were presented and discussed with journalists. In the same year, a round table was held with journalists with the topic on the role of media in addressing gender issues.

Overall, it can be concluded that little was accomplished under this objective as only two out of the ten outlined activities were implemented during the KPGE lifecycle. Therefore, the KPGE did not contribute to the improvement of the image and the representation of women in media, nor influenced media outlets to undertake action in improving their ethic code or change approaches in the representation of women in media and their coverage space in the written media.

### 3.3 Impact of the KPGE

According to the OECD guidelines, the impact of the program can be assessed by addressing the

following three main questions: 1) *what has happened as a result of the KPGE?* 2) *what real difference has the KPGE to the women and men in Kosovo, and;* 3) *how many beneficiaries have been affected?* Unfortunately, constrained by data availability, these questions cannot be properly addressed by this evaluation. Although not fully implemented, it can be stated that the KPGE has had an overall impact in promoting and advancing gender equality in Kosovo. Main areas of the impact observed during this evaluation are the following:

- advancement of awareness raising on women's rights, on legal framework and international documents related to the gender equality,
- awareness raised about the relevance of the gender equality to country's socio-economic development,
- gender differences in most of education indicators have been improved,
- the national legal framework on domestic violence was adequately established in line with best practices and the efficacy of state institutions in providing services to domestic violence survivors has improved,
- improvements have been noted in the representation of women in decision making positions,
- by the end of 2013 a greater share of women were running private businesses;
- women have benefited from vocational education and training and also guided in choosing vocationally oriented study profiles,
- women in sports have received support by the MCYS, and
- health statistics related to maternal and infant mortality rates have recorded a progress and support is provided to persons with HIV/AIDS.

As introduced in the beginning of this report, for this evaluation, data on the number of women beneficiaries from implemented activities foreseen under the KPGE were not provided. Therefore, the total number and groups of women as direct beneficiaries from the KPGE interventions remains unknown. However, data provided by line ministries, municipalities, AGE and CSOs have been reported under respective sections and under Annex 1 of this document. It must be emphasised that there has been a limited outreach of women belonging to the minority groups, elderly women and women with special needs. Finally, due to lack of impact assessment studies, there is no information on the benefits obtained by direct beneficiaries and no assessment on the size of indirect beneficiaries of the implemented activities during the KPGE lifecycle.

During this evaluation, it has been found that limited effectiveness and inability to measure the impact of the KPGE relates to weak utilisation of the KPGE document in designing interventions. Although, the Program was highly appraised by the GEOs, from discussions it was found that the KPGE document was not used as the chief source document by the GEOs in line ministries and municipalities during the preparation of their annual working plans in line with the KPGE activities. This in turn hampered the implementation of the KPGE. Weak coordination among relevant actors and lack of monitoring of the KPGE were identified during interviews and focus group discussion, as central obstacles to achieving the intended impact of the KPGE.

### **3.3.1 Evaluation of coordination structures and monitoring systems**

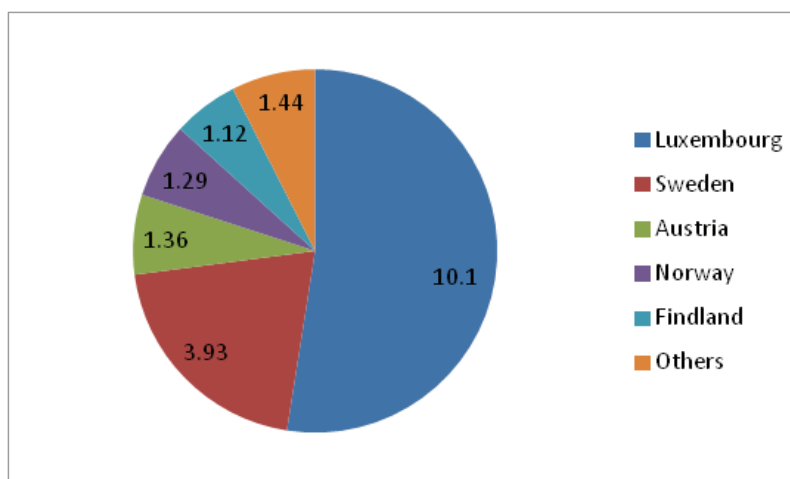
Besides AGE and GEOs, during 2008-2013, there were many actors working in gender related areas, including CSOs and donors. To make the best use of financial sources allocated and managed by all actors, a coordination mechanism is deemed necessary, which mechanism was not envisaged within the KPGE. Since AGE is the leading institution in promoting and ensuring gender equality in Kosovo, the coordination role was placed on the Agency for Gender Equality. However, during this evaluation it was found that there was a weak coordination in implementing the KPGE. This applies to the coordination within government institutions, donors and CSOs. Given the lack of coordination among relevant actors, there was a lost opportunity to properly tailor and diversify interventions that would lead to more beneficiaries and enable tackling challenges identified under the KPGE. Moreover, there was no system in place to ensure that undertaken interventions and activities were in line with the KPGE objectives, and no mechanism in place to track measures implemented by

donors and CSOs.

As reported during this evaluation, for some years, donor coordination in gender equality area was led by the Embassy of Netherland, and it worked well and was beneficial in setting up priorities and coordinating the support among donors. However, since the handover of the coordination mechanism to the AGE, there has not been any coordination among donors. During the KPGE implementation period there were only two donor coordination meetings, the last one held in 2013, jointly organised by the AGE and Ministry of European Integration. The conclusion made in this last meeting was that there is a need for more effective co-ordination for setting and achieving priorities.

According to data provided by the Ministry of European Integration (MEI) which maintains records of the Overseas Development Aid (ODA), in period 2008-2013 the donor support to the gender category amounted to 19.24 million Euros (Figure 3). The biggest recorded contribution was from Luxembourg and Sweden, respectively, 52 and 20 percent of the total donor support in this category. During 2013, UN Women provided financial support to 10 projects implemented by women CSOs in area of security, interethnic relations, economic empowerment and gender equality. The total contribution was 280,000 USD.

**Figure 3: Donor support to category Gender, in million Euros**



Source: Ministry of European Integration, November 2016

However, given that during period 2008-2013, not all donors reported to this platform and given that it is not always easy and/or possible to estimate the allocation of funds to every single program and project to the gender equality area, data from this platform are most likely prone to underestimation (also confirmed by the officer from the Ministry of Finance and in the KWN report of 2015). This study highlighted that donors tend to be weak in tracking funding for gender equality and women's rights but also most women's organizations are lacking proper documentation, reporting monitoring and evaluation.

Poor monitoring was another weakness that accompanied the KPGE. This partly, due to the fact that when designed the KPGE was not accompanied with a monitoring tool but also when a reporting template was tailored by AGE, there was no follow up training events or coaching provided to use this monitoring tool. Consequently, there was standardized reporting from the GEOs on the KPGE daily implementation. As a result, it was not possible to follow the implementation of the Plan and to identify challenges impeding the progress. Annual Newsletter of AGE is one important source of information, though the reporting was not directly related to the implementation of the KPGE. Although, GEOs on regular basis report gender related data to the AGE, since the annual plans of the GEOs were not harmonised with the KPGE, these data were not used to monitor the progress of implementation of the KPGE.

It is also important to note that the monitoring tool of the KPGE was not directly related to the monitoring of the progress of the KPGE and contextualized to Kosovo circumstances of the KPGE implementation. The KPGE document lacked well defined indicators for various sub-objectives, while some were not even relevant for and realistic to Kosovo's circumstances. For example, one indicator was related to unemployment benefits which do not exist in the Kosovo social welfare system. During the implementation of the KPGE, no efforts were made of establishing well-defined indicators or reviewing the existing ones. Moreover, the monitoring tool was not designed in a format that could be easily used by the implementing institutions/partners, in which case a progress could be recorded.

According to the Law on Gender Equality 2004/2 (Article 4.3), the Parliament of Kosovo was obliged to biannually review and approve, the report of the Government of Kosovo on the implementation of Kosovo Program for Gender Equality. However, during the KPGE implementation period, there has been no reporting to the Parliament for the KPGE specifically. The AGE on regular basis reported to the Commission for Human Rights, Gender Equality, Missing Persons and Petitions, but not specifically for the KPGE. According to the Head of Commission for Human Rights, Gender Equality, Missing Persons and Petitions at that time, the request for reporting to the Parliament should have come from this Commission or from the informal group of women members of the Parliament. During KPGE implementation period, the then Prime Minister was invited only once to interpellation by the Parliament on matters of gender equality progress.

Due to lack of monitoring of the KPGE, weak documentation and reporting and limited institutional memory, the total financial contribution from the government to implementation of the Plan was not possible to obtain. Besides, financial contribution reported under Section 3.2, it can be reported that during the KPGE implementation period, the Ministry of Culture, Youth and Sports (MCYS) during 2008-2013 allocated 400,000 Euros from which nearly 300,000 for sports activities, 12,155 Euros for youth projects, 13,282 for projects in area of health; 17,124 support to women CSOs; about 5,000 health subsidies to girls; 46,000 allocated in informal education projects; 7,000 Euros for projects related to safety and 2,600 for projects promoting cultural diversity in Kosovo. The following financial data were provided by municipalities: during 2008-2013 municipality of Lipjan and Prizren in KPGE related activities was 15,000 Euros and 57,000 Euros, respectively; in 2010 municipality of Drenas the financial contribution to gender related activities was 10,000 Euros.

Although AGE is the leading government institutions in promoting and contributing to gender equality, one important observation from this evaluation is that there has been a constrained ownership of the Agency in implementing the KPGE and in fostering and directing its agenda. It seems that donors were designing their programs without proper consultations and coordination with AGE and without linking their intervention to the KPGE. Given lack of financial data and the number of beneficiaries from the undertaken interventions during KPGE implementation period, it is not possible to conduct a cost benefit analysis neither analyse which groups of women benefited most from implemented interventions. As it was reported during interviews and focus groups discussions, there has been an overlap and duplication of activities of government institutions, donors and also CSOs. As noted by one interviewed person 'there was a period during which everyone was organising activities in area of domestic violence' and leaving aside other pressing challenges that hinder the promotion of gender equality issues as outlined in the KPGE.

### **3.4 Sustainability of gender as a crosscutting issue in Kosovo Government public policies**

To evaluate whether the impact achieved during KPGE is sustainable, in this section the institutional and financial sustainability is assessed. Additionally, it also reviews existing policies and guidelines, use of statistics and indicators, active consultation of stakeholders, etc. contributed to make gender issues visible in Kosovo public policies, databases and analysis and examines if positive measures/affirmative actions have been undertaken during the KPGE 2008-2013 period and what impact have they yielded on the status of women.



## Institutional sustainability

The main finding from this evaluation is that in both central and local level, Kosovo has mechanisms in place to promote and contribute to gender equality, but there is a pressing need to further enhance their capacities and built robust policy drafting monitoring, and managements systems and structures. It is of crucial importance to ensure the needed political support to AGE, and then to the GEOs in line ministries and in municipal level for the implementation of horizontal polices of this nature like KPGE.

In Ministries, during KPGE period, no additional mechanisms have been put in place and no affirmative measures were introduced. In some municipalities, coordination mechanisms for protection and addressing domestic violence were established. During KPGE implementation phase, in some municipalities the *Group of women members of parliament* was established, which according to municipal GEOs proved to be an important mechanism in advocating for women's rights and contributing in budget allocation for projects that contribute to gender equality, hence also to the implementation of the KPGE. The National Coordinator for the monitoring and implementation of the Action Plan of the Kosovo Program against Domestic Violence 2011-2014 has well functioned, partly due to the pressure from the donor community (statement from the AGE representative).

To evaluate whether national strategies mainstreamed gender perspective during 2008-2013, assessment of strategies listed in the webpage of the Office for Strategic Planning<sup>7</sup> of the Prime Minister's Office was conducted. However, it was noted some key gender related strategies were not listed in this webpage, including KPGE 2008-2013, Action Plan 2013-15 to Implement Resolution 1325 'Women, Peace and Security', Kosovo Program against Domestic Violence and Action Plan 2011-2014. Based on the performed assessment two general observations prevail:

- first, a limited number of national strategies developed during period 2008-2013 mainstreamed the gender perspective, and,
- second, strategies that met this condition, were in some cases superficial and did not include specific objectives and measurable indicators towards promotion of gender equality.

Annex 3 outlines strategies containing gender specific objectives. The evaluation concludes that *Kosovo Education Strategic Plan 2011-2016* and the *Small Medium Enterprise Development Strategy* contain the most comprehensive and elaborated gender equality perspective and gender needs. It is important to note that the *Guidebook for Development of the Sectoral Strategies*, designed in 2013 by the Strategic Planning Office of the Prime Minister's Office, does not request the gender mainstreaming in strategies and as a result does not require that the draft and proposed strategies are reviewed from this point of view.

To ensure that interests of women and men are embedded in national strategies, a uniform approach on gender mainstreaming should become mandatory, rather than addressing gender issues either by the so-called cross cutting issues or specific program that focus chiefly on women.

## Statistics, reports

As of 2008, the Kosovo Agency of Statistics (KAS) publishes the report "*Women and Men in Kosovo*". Since then, KAS continued to produce this report throughout the implementation of the KPGE, almost in annual basis. Based on administrative and survey data the report includes data on demography; health; education; social protection; judicial data; employment; income; and pensions. Supported by the Embassy of Sweden, AGE, European Union Office, and UN agencies, in 2014, the second *Kosovo Gender Profile* report was published. The Gender Profile provides a comprehensive analysis of gender differences at all levels with regard to the national framework, key actors, rule of law, justice, human rights, politics, the socio-economic situation, gender-based violence, and other sectors.

<sup>7</sup> <http://www.kryeministri-ks.net/?page=1,194>, viewed on 24 and 25 November 2016.

During this evaluation it is found that the evaluation of implementation of Gender Equality Law, by the Kosovo Assembly respectively by the *Commission for Human Rights, Gender Equality, Missing Persons and Petitions* was undertaken only once, during 2013. Unfortunately, this report has not become a regular practice of the Kosovo Assembly.

During the KPGE implementation, the Agency for Business Registration, in 2012, redesigned the business registration form by including an addition recording element, namely that of the gender of the owner. From 2012, the Kosovo Cadastral Agency also includes in the system the gender of the owner and co-owners of the property, though it does not distinguish between these two statuses. These advancements enable to track the progress in engagement of women in business and in owning property. The Multiple Indicator Cluster Survey conducted in 2013 provides sound data for many aspects, particularly with relevance to data on health and living conditions, desegregated by gender.

Despite these positive developments, during discussions with GEOs in Ministries it was found that even when data exist, some ministries do not desegregate data by gender. For example, although Objective 6.1 of the KPGE entails to '*increase the support to poor families, particularly to families headed by women*', the regular statistics gathered and reported under *Social Protection* field, published by Kosovo Agency of Statistics, do not provide data on social beneficiaries desegregated gender of the head of the family or household.

During the KPGE implementation period, AGE undertook several research studies, the main ones being listed next:

1. Kosovo Gender Profile, published in 2008; an activity foreseen under the KPGE;
2. In 2009, with AGE's initiative, a study was undertaken '*More than Words in Paper: Response of the Justice Institutions Towards Domestic Violence*'. The study was implemented by the KWN and financed by UNDP and Initiative for Protection and Safety of Women;
3. *Women in Employment Process and Decision Making*, published in 2011, activity foreseen within KPGE;
4. *Presentation of Women in Written Media, 2010-2011*, published in 2012, an activity foreseen within KPGE, and
5. *Participation, the Role and Position of Women in Central and Local Institutions and Political Parties*, (2014), an activity foreseen under the KPGE.

Research studies were also conducted by KWN, Kosovar Gender Studies Centre, UN Women, WMCK, National Democratic Initiative, OSCE, UNDP and other organisations active during the KPGE implementation period. These studies are found in web pages of these institutions and it would have been beneficial to have them all available also in one separate page.

### **Financial sustainability**

During this evaluation it was confirmed that gender equality is still not among key priority areas of the government and consequently there is limited budget available for activities and interventions in promoting the equality. Lack of budget was repeatedly mentioned as a barrier in both ministerial and municipal level.

Despite financial constraints, it was also emphasised that there is a need to foster capacities of GEOs in designing projects and in capacities of ministries and municipalities in planning, budget execution and absorbing financial support. Moreover, since donor community remains an important financing source, there is a need for a proactive approach i.e. a need to shape its own agenda rather than follow it (KWN, 2015).

## 4. Conclusions, lessons learned/recommendations for the future KPGE

### 4.1 Concluding remarks

Main findings from this evaluation are outlined below:

- The KPGE has been a relevant instrument in addressing pressing barriers to ensure the advancement of gender equality agenda in Kosovo,
- New legislation, strategies and few mechanisms were developed during the KPGE implementation period, which contributed to further fostering the gender equality values into Kosovo institutions and public at-wide,
- Amidst actions and improvements recorded in employment and socio-economic situation of women, by the end of 2013, women still were at a disadvantageous situation compared to men,
- The maternal and infant mortality rate has declined during KPGE implementation period, while no cervical cancer screening programme were implemented in Kosovo, and there was no offering free of charge vaccination for the Human Papilloma Virus (HPV),
- medicaments for the treatment of HIV/ AIDS are offered free of charge,
- Several awareness raising campaigns have been organised followed by an increased provision and use of family planning services in Public Health Centres but lack of adequately family planning instructions in schools continued to persist,
- A plan to mainstream gender perspective into curricula and syllabi in Faculty of Medicine was never implemented,
- Notable progress has been achieved with regards to domestic violence which witnessed:
  - the adoption of the *Law on Protection against Domestic Violence*,
  - the development of the *National Program and Action Plan against Domestic Violence*,
  - the development of the *Commentary of the Law on Protection against Domestic Violence*
  - the development of *Standard Operating Procedures*, and the numerous trainings provided to personnel of Kosovo Police, judges, social workers and CSOs on the above,
  - improvement and significant progress on the provision of services to domestic violence survivors, however, the financial sustainability of the shelters remains as a permanent challenge,
  - the reintegration of survivors of domestic violence remained a pressing challenge with very limited interventions and contributions from the government.
- Although Standards for Textbooks of MEST require that all textbooks should generally contribute towards educating children on gender equality and on avoiding discrimination based on gender, as well as gender stereotypes and gender roles, it is found that since 2007, no in-depth gender analysis of school textbooks has been conducted;
- In programmatic area of education, some progress has been recorded reflected into a decrease on illiteracy rate and higher enrolment rate in upper secondary education of women.
- Despite the progress made, by the end of 2013, the indicators of access and participation in various levels of education highlight gender differences, measured through gender equality index, revealing that, girls seemed still to be under-represented in upper-secondary and preschool education.
- Overall there has been a slight progress in increasing in women representation among teachers from 2009 to 2013 and academic staff in public institutions is still male dominated.
- The number of women being elected through not due to the gender quota has increased, both at national and local level elections,
- However, by 2013, women were significantly under-represented in decision making positions both in central and local level as only seven percent of decision making positions in ministries and only four percent in municipalities were held by women.
- Women accounted for 10 percent of decision making positions in Kosovo Police and only 6.3 percent of decision making positions in Kosovo Security Forces;
- In media outlets, the share of women employees and their representation in decision making positions and as editors is still significantly lower compared to men. Women presence in

media is significantly lower than that of men. Moreover, media in Kosovo still reaffirm traditional gender stereotypes and news coverage remains not gender balance,

- The evaluation did not manage to obtain data on budget spent by government in implementing the KPGE and data provided for donor support to gender equality area are likely to be underestimated;
- The Program was mainly focused on challenges faced by women, thus neglecting those specifically impacting men;
- Kosovo has necessary mechanisms to address gender equality but with limited capacities to set up, drive and adequately implement its agenda and priorities. There is also a good basis of gender disaggregated data to assess the progress, though further improvements in some areas are still needed (such as health). A limited number of strategies mainstreamed the gender perspective and others failed to include indicators that would ensure that objectives opting to equally benefit women and men are met; and
- Weak coordination and monitoring of KPGE has characterised the Program.
- Lack of ownership and coordination of donors and CSOs from the AGE has been mentioned as a barrier to proper and timely implementation of the Program.

## 4.2 Lessons learned/recommendations for future KPGE

Based on analysis of the KPGE and best practices in designing national program and strategies, the following recommendations are drawn:

- The new KPGE should put great emphasis into context analysis which would lead to the identification of challenges; this in turn would serve to defining realistic and coherent objectives, and for each objective concrete activities should be planned. All these elements should be clearly linked to each other,
- Ensure that all pressing challenges are included in the KPGE,
- Ensure that the KPGE addresses challenges faced by both women and men,
- The new KPGE should contain an analysis of limitations/ gaps of the existing legal framework, which are prerequisites for achieving the set objectives,
- The new KPGE should include a sound analysis of capacities of institutional mechanisms in charge of promoting and ensuring gender equality i.e. key actors in implementing the Program. This should then be accompanied with specific measures to enhance the needed capacities,
- KPGE should be tailored based on result-oriented approach i.e. objectives, sub-objectives and activities should be specific and measurable, all contributing to achieving the overall aim of the Program,
- Whenever possible, baseline and target indicators should rely on official and regular data sources, rather than on evidence from ad hoc research. In the latter case, clear description of calculation of indicators should be provided,
- Indicators should be defined by following the SMART approach, that is should be specific, measurable, achievable, relevant and time bound,
- For each activity, budget should be calculated with clear information on the calculation,
- For each activity, the responsible and supporting institutions should be defined and assigned, by taking into consideration their areas of authority and mandate,
- Simple but comprehensive monitoring tools should accompany the new KPGE, and adequate training and coaching in applying the tools, ought to be provided to all GEOs and all relevant implementing partners,
- The new KPGE should foresee the coordination mechanism, with AGE leading the coordinating structure and process. This should serve as an instrument to ensure that interventions are undertaken by following the order of priority, ensuring that advancements are made across all areas of the KPGE and also safeguarding the efficient use of resources, and
- The new KPGE should contain a timetable for regular reporting to the Kosovo Parliament, on the progress achieved.



## References

- Agency for Gender Equality (AGE), 2011, Gratë në Procesin e Punës dhe Vendimarrjes (Women in Employment Process and Decision Making): <http://abgj.rks-gov.net/Portals/0/Raportit%20i%20hulumtimtit%20''Grat%C3%AB%20n%C3%AB%20procesin%20e%20punes%20dhe%20Vendimarrjes%20''shqip%20A5%20-%2088%20faqe.pdf>
- Agency for Gender Equality (AGE), 2014, Participation, the Role and Position of Women in Central and Local Institutions and Political Parties.
- Agency for Gender Equality (AGE), 2012, Prezantimi i Grave në Mediat e Shkruara (Presentation of Women in Written Media): 2010-2011: <http://abgj.rks-gov.net/Portals/0/ABGJ-Hulumtimi%20Grat%C3%AB%20n%C3%AB%20Mediat%20e%20Shkruara%20%202011-20012.pdf>
- Agency for Gender Equality (AGE), Newsletters 2008, 2009, 2010, 2011, 2012 and 2013, available at: <http://abgj.rks-gov.net/sq-al/publikimet.aspx>
- Agency for Gender Equality (AGE), 2014, First Monitoring Report of Action Plan to Implement Resolution 1325 'Women, Peace and Security' 2013-2015: available at <http://abgj.rks-gov.net/LajmetAdmin/tabid/81/articleType/ArticleView/articleId/316/language/sq-AL/ABGJ-Raporti-i-pare-monitorues-i-PV-ne-Zbatim-te-Rezolutes-1325.aspx>
- Agency for Gender Equality (AGE), 2016, Second Monitoring Report of Action Plan to Implement Resolution 1325 'Women, Peace and Security' 2013-2015: available at <http://abgj.rks-gov.net/LajmetAdmin/tabid/81/articleType/ArticleView/articleId/316/language/sq-AL/ABGJ-Raporti-i-pare-monitorues-i-PV-ne-Zbatim-te-Rezolutes-1325.aspx>
- Agency for Gender Equality (AGE), 2008, Kosovo Gender Profile, <http://abgj.rks-gov.net/Portals/0/PROFILI%20GJINOR.pdf>
- Agency for Gender Equality (AGE), 2010, Një Udhërëfyes për Monitorimin dhe Vlerësimin e Politikave dhe Programeve nën Këndvështrimin Gjinnor, Program i Kosovës për Barazi Gjinnore: Matja e Qeverisjes Demokratike.
- BIRN, 2013, Problemet dhe te Metat e Teksteve Shkollore (Problems and Weaknesses of the Text Books: Analysis of textbooks of grae 6,7,8, and 9 of lower-secondary education): available at: [http://jetanekosove.com/repository/docs/Tekstet\\_ANALIZA\\_shqip\\_339320.pdf](http://jetanekosove.com/repository/docs/Tekstet_ANALIZA_shqip_339320.pdf)
- European Commission, October 2013, Commission staff Working Document Kosovo 2013 Progress Report Accompanying the Document Communication from the Commission to the European Parliament and the Council Enlargement Strategy and Main Challenges 2013-2014: [http://ec.europa.eu/enlargement/pdf/key\\_documents/2013/package/ks\\_rapport\\_2013.pdf](http://ec.europa.eu/enlargement/pdf/key_documents/2013/package/ks_rapport_2013.pdf)
- Färnsveden, U., Qosaj-Mustafa, A. and Farnsworth, N., 2014, Kosovo Country Gender Profile: [http://www.swedenabroad.com/ImageVaultFiles/id\\_20757/cf\\_347/Orgut\\_Kosovo\\_Gender\\_Profile\\_FINAL\\_2014-05-08.PDF](http://www.swedenabroad.com/ImageVaultFiles/id_20757/cf_347/Orgut_Kosovo_Gender_Profile_FINAL_2014-05-08.PDF)
- Gashi, A. and Rizvanolli, A, 2015, The Cost of Patriarchy Excluding Women from the Workforce is the Main Bottleneck to Development, D4D: [https://rs.boell.org/sites/default/files/2015-02-16-inactivity\\_web.pdf](https://rs.boell.org/sites/default/files/2015-02-16-inactivity_web.pdf)
- Kosovo Agency of Statistics (KAS), 2013, Results of the Kosovo 2013 Labour Force Survey: <http://www.unkt.org/wp-content/uploads/2016/08/929120REVISED00vey02013000ENG000WEB.pdf>
- Kosovo Gender Studies Centre, 2011, Impact of the Labor Law on Women in Kosovo.
- KWN, 2013, Where's the Money for Women's Rights?, A Kosovo Case Study.
- KWN, 2009, Annual reports 2009, 2010, 2011, 2012 and 2013, available at: <http://www.womensnetwork.org/?FaqlID=13>
- KWN, 2009, More than words in a paper: Response of the Justice Institutions Towards Domestic Violence', available at: <http://www.womensnetwork.org/documents/20130204170726792.pdf>
- KWN, 2015, Budgeting for better education: A gender analysis of expenditures and services in the Ministry of Education, Science and Technology: available at <http://www.womensnetwork.org/documents/20160607151528942.pdf>
- MEST, 2015, Statistical Report with Education Indicators 2012/13 and 2013/14.
- MEST, 2016, Education Management Information System: available at



<http://masht.rks-gov.net/uploads/2016/08/statistikat-e-arsimit-ne-kosove-shq.pdf>, viewed on 3<sup>rd</sup> November 2016.

MEST, 2016a, Draft: Kosovo Education Strategic Plan 2017-2021, not published.

Ministry of Justice, 2015, Evaluation Report of the Kosovo Strategy against Domestic Violence and Action Plan 2011-2014.

MLSW, 2014, Labour and Employment: Annual report of 2013.

NDI, 2015, Kosovo: Overcoming Barriers to Women's Political Participation.

UN Women, 2015, Establishing and Strengthening an Association of Women Police the Case of the Association of Women in Kosovo Police.

UNFPA, 2014, Kosovo Multiple Indicator Cluster Survey 2013-2014: available at

[https://mics-surveysprod.s3.amazonaws.com/MICS5/Central%20and%20Eastern%20Europe%20and%20the%20Commonwealth%20of%20Independent%20States/Kosovo%20under%20UNSC%20res.%201244/2013-2014/Final/Kosovo%20%28UNSCR%201244%29%202013-14%20MICS\\_English.pdf](https://mics-surveysprod.s3.amazonaws.com/MICS5/Central%20and%20Eastern%20Europe%20and%20the%20Commonwealth%20of%20Independent%20States/Kosovo%20under%20UNSC%20res.%201244/2013-2014/Final/Kosovo%20%28UNSCR%201244%29%202013-14%20MICS_English.pdf).

UNFPA, 2016, Gender Bias in Kosovo: available at <http://www.unfpakos.org/wp-content/uploads/2016/10/Gender-bias-in-Kosovo-2.pdf>.

Women Center for Media of Kosovo (WCMK), 2014, The Media and Gender.

**Annex 1: Baseline and end-line indicators of the KPGE: baseline indicators extracted from the context analysis of the Program**

Indicators	Reference year	Source	Indicators	Reference year	Source
<b>Access of women and girls to quality education</b>					
9.1% of girls aged 7 or more years who do not read and write	2005	HBS; ASK	5.9% of girls aged 7 or more years who do not read and write	2013	KAS, HBS 2013
14% of women over 15 years of age living in rural areas are illiterate	2005	HBS; ASK	7.3% of women over 15 years of age living in rural areas are illiterate	2013	KAS, HBS 2013
71 % of women enroll in high school compared to 84.4% of men	2005	HBS; ASK	84.4% of women aged 15-17 are enrolled in upper secondary school compared to 89.4% of men: Referring to transition rate from lower to upper secondary education indicator, 8.8% of women do not enroll in upper secondary compared to 1.2% of men.	2013	MEST, 2015, Statistical Report with Education Indicators 2012/13 and 2013/14
8% of women aged between 25-64 have completed higher education compared to 23% of men	2002	Riinvest survey on labour market	8% of women aged between 25-64 have completed higher education compared to 14.1% of men	2013	KAS, HBS 2013
Distance to school: adults over age of 16, in rural areas, on average travel 18 kilometres to reach their schools	2002	Riinvest survey on labour market	No data		
<b>Access and quality health services for women and girls</b>					
Maternal mortality rate in 2006 was 7 in 1000	2006	Report 'The Prenatal situation in Kosovo from 2000-2006'	No maternal deaths of mother during delivery and within 40 days from delivery date		
Infant mortality in 2006 was 23 in 1000. Higher for girls. In 2008 infant mortality rate of boys was 11.1 and it was 9.0 for girls (UNFPA, 2016)	2006	Report 'The Prenatal situation in Kosovo from 2000-2006'	Infant mortality rate of boys is 10.7 and for girls it is 9.0	2013	UNFPA, 2016, Gender Bias in Kosovo

Indicators	Reference year	Source	Indicators	Reference year	Source
Selective abortion i.e. abortion of girls	No data			Infant mortality rate of boys is 10.7 and for girls is 9.0	UNFPA, 2016, Gender Bias in Kosovo
<b>Economic empowerment of women</b>					
Sector of employment: 85% of women employed in service sector; 8% in heavy industry and trade and 6% in agriculture.	2004	HDR5: UNDP	Women were mostly employed in the education and health sectors (about 40% of employed women); 6.1% in manufacturing, 7.6% in agriculture.	2013	KAS, LFS
Ownership of businesses: only 6.5% of businesses owned by women: <b>Target: 20%</b>	2002	ASK, no reference to report or survey	14% of enterprises were with woman among principal owners	2014	KAS, Women and men
Out of 500 SMEs only 2% were owned by women. <b>Target 15%</b>	2004	MTI: no reference to report or survey	13% of SMEs are owned by women and another 3% are co-owned by women	2014	KIESA (2014): Report on SMEs in Kosovo 2014
99% of women entrepreneurship run individual and micro-enterprises	2004	MTI: no reference to report or survey	Nearly 99% of businesses are micro enterprises.	2014	KIESA (2014): USAID, 2014, Report on SMEs in Kosovo 2014: Gender Equality in Commerce Public Opinion Survey Analysis
<b>Improvement of the social situation of women at risk</b>					
Poverty rates: Target: by 2015, reduction by 50% of the number of people living in extreme poverty			The poverty rate in female-headed households in 2013 was 18.4%. 18.2% of women live in absolute poverty	2016	KAS, 2016, Poverty report 2012-2015
<b>Employment for women and girls</b>					
Labour force participation of women is 26.9%	No information	No information	21.10%	2013	KAS, LFS survey
68.9% of women are unemployed	No information	No information	38.80%	2013	KAS, LFS survey

Indicators	Reference year	Source	Indicators	Reference year	Source
8.4% of women are employed	2003	World Bank: Labour Market Study	12.90%	2013	KAS, LFS survey
Women account for 56% of employment in public administration sector	2008	Reported by AGE	Women accounted for 39% of employment in Ministries (including Agencies) and municipalities	2014	Gender Profile 2014
Only 17% of women hold managerial positions in private sector	2008	Reported by AGE	Kosovar women make up just 0.3% of top managers in private companies	2014	USAID, 2014
Average wage of women 180 Euros compared to 203 of men	2003	World Bank: Labour Market Study	National average wage in Kosovo was 349 Euros, according to LFS there are no significant changes between wages of women and men in Kosovo	2013	KAS, Results of the Structural Business Survey 2014.
<b>Improvement of the image of women in media, sport and culture</b>					
43.5% of employees in Ministry of Culture, Youth and Sports are women		Poor indicators	44.5% of employees in Ministry of Culture, Youth and Sports are women	2013	Gender Profile 2014
Editors in media	No data	Mentioned as relevant			
<b>Equal participation and representation of both genders in the decision-making process.</b>					
10% of supervisory positions in public administration are held by women.	2008		23% of decision making positions in Ministries;	2013	Commission for Human Rights, Gender Equality, Missing Persons and Petitions, 2013
35.6% of employees in central and local institutions are women.	2008		28% of employees in central and local institutions are women	2013	Commission for Human Rights, Gender Equality, Missing Persons and Petitions, 2013
25% of supervisory posts in municipalities are held by women.	2008		33% of supervisory/decision making posts in municipalities are held by women.	2013	Commission for Human Rights, Gender Equality, Missing Persons and Petitions, 2013
2 commissions in Parliament held by women	2008		3 out of 4 permanent committees lead by women; 1 out of 8 functional committees are held by women	2013	Gender Profile 2014

Indicators	Reference year	Source	Indicators	Reference year	Source
28% of seats in municipal assemblies were women.	2008		34% of seats in municipal assemblies were women.	2013	Gender Profile 2014
2 women ministers	2008		1 women as a minister (out of 18 ministers)		Gender Profile 2014
1 secretary in ministries	2008		1 Secretary General in one Ministry	2013	
25% of judges are women	2008		27.3% of judges are women	2013	Women and men 92013)
17% of prosecutors are women	2008		35.5% of prosecutors are women	Mar-14	Gender Profile 2014
15% of KPC are women	2008		20% of uniformed KP staff; 18.5% of total KP staff	2013	Commission for Human Rights, Gender Equality, Missing Persons and Petitions, 2013
<b>Improvement of the social situation of women at risk</b>					
1,371 cases of domestic violence; 92% are women, children, parents	2006	Kosovo Police	Out of 1,089 reported domestic violence cases, 80% of survivors were women	2013	Gender Profile 2014



**Annex 2: List of interviewed persons**

<b>Name and surname</b>	<b>Institution</b>	<b>Position</b>
Edi Gusia	Agency for Gender Equality	Acting Chief Executive Officer
Leonora Selmani	Agency for Gender Equality	Head of Legal Affairs Division
Bujar Uka	Agency for Gender Equality	Senior Officer for Monitoring and Reporting
Adelina Loxhaj	Agency for Gender Equality	Senior Officer for Cooperation
Adelina Sokoli	Ministry of Infrastructure	Gender Equality Officer
Florentina Saliu	Ministry of European Integration	Gender Equality Officer
Fahri Restelica	Agency for Gender Equality	Senior Officer for Information
Zyrafete Murati	Ministry of Public Administration	Gender Equality Officer
Fatime Jasiqi	Ministry of Education, Science and Technology	
Nazmije Kajtazi	Ministry of Health	Gender Equality Officer
Asrije Bajgore Fetahu	Central Clinic of Kosovo University	Gender Equality Officer
Besa Qirezi	Ministry of Returns and Community	Gender Equality Officer
Sebahate Shala	Agency for Gender Equality	Finance Officer
Hasnije Bardhi	Ministry of Finance	Gender Equality Officer
Shpresa Sheremeti	Ministry of the Environment and Spatial Planning	Gender Equality Officer
Fahrije Qorraj Kaloshi	Ministry of Energy	Gender Equality Officer
Ferinaze Isufi	Ministry of Labour and Social Welfare	Gender Equality Officer
Kadrije Myrtaj	Ministry of Local Administration	Gender Equality Officer
Venera Dibra	Ministry of Internal Affairs	Gender Equality Officer
Florentina Beqiraj	Ministry of Justice	Gender Equality Officer
Remzie Maloku	Klina Municipality	Gender Equality Officer
Amir Bushi	Hani i Elezit Municipality	Gender Equality Officer
Ibadete Rexhepi	Cadastral Agency of Kosovo	Gender Equality Officer
Sebahate Qorkadiu	Peja Municipality	Gender Equality Officer
Habibe Bytyqi	Suhareke Municipality	Gender Equality Officer
Lindita Dervisholli Prebreza	Fushe Kosove Municipality	Gender Equality Officer
Sadbere Vllasaliu	Novoberde Municipality	Gender Equality Officer
Milena Bascarevic	Zubin Potok Municipality	Gender Equality Officer
Lindita Kozmaqi Piraj	Dragash Municipality	Gender Equality Officer
Gjyste Dabaj	Lipjan Municipality	Gender Equality Officer
Visare Mujko Namani	UNFPA	Program Specialist, OIC
Suzana Noveberdaliu	Kosovo Assembly - Committee for Human Rights, Gender Equality, Missing Persons and Petitions	Former Head of the Parliament
Flora Macula	UN Women	Head of Un Women, Kosovo
Igballe Rogova	Kosovo Women Network	Executive Director

**Annex 3: Gender related objectives in national strategic documents developed/covering period 2008-2013**

Title of the Strategy	Period covered	Leading institution	Area in which gender equality is aimed	Gender focused strategic objectives
Kosovo Education Strategic Plan	2011-2016	MEST	Education	<p>By 2016, 90% of teachers have renewed their licences, whereas 5-10% have been promoted to a higher-level ensuring equity and gender parity;</p> <p>By 2016 MEST in cooperation with the NQF certifies and licenses trainers of TPD programmes (selection of trainers should be gender balanced);</p> <p>Design and accredit the leadership and management training programme which is equitable and gender balanced;</p> <p>Update and screen curricula based for gender orientation;</p> <p>Organize training on leadership and management for MEST and MED staff, as well as for school principals that is equitable and gender balanced;</p> <p>By 2016 participation in higher education of the 18-25 age group has reached 35% and gender parity observed;</p> <p>By 2014 there is continuous support and equal opportunities for inclusion in higher education for all groups: ethnic, gender, age, religion, special educational needs and other social groups.</p>
Kosovo Strategy For Youth	2013-2017	MYCS	Education	<p>Under: Social integration, Voluntarism, Sports, Culture and Recreation, foresees that 'Exchange of experiences among young artists and sportsmen-women shall be supported at international level, so that young people of Kosovo may become part of youth and international processes' and 'Inclusion of young people from rural areas and young women with limited (little) opportunities for economic and social activities'.</p>
Kosovo SME Development Strategy	2012-2016 with 2020 Vision	MTI	Economic Empowerment	<p>Under Strategic Goal 7, Strategy planned the activities to improve the position of female entrepreneurs, including: increasing the access of female entrepreneurs into the "Voucher" Scheme; designing investment facilities for female entrepreneurs; promoting the supportive programs to encourage the female entrepreneurs, in order to establish and further increase the number of the new enterprises; designing specialized training programs; developing examples of good business experiences of the female entrepreneurs; increasing the networking (cooperation) amongst the female entrepreneurs and other groups; providing financial opportunities; drafting specific policies aiming support for the female entrepreneurs; and developing Business Incubators for female entrepreneurs.</p>

National Strategy and Action Plan for Prevention and Elimination of Child Labour in Kosovo	2011-2016	MLSW	Prevention of Child Labour  Education	Ensure inclusion and inclusive education through: - addressing the needs of socially excluded groups of children, particularly with regard to their access to education - addressing particular problems faced by girls, for example by introducing measures to minimize interference between schooling and domestic activities, reducing the distance travelled by young children to school (or providing secure transport), providing adequate facilities (e.g. toilets) for girls,
National Strategy on the Rights of persons with Disabilities	2013-2023	Prime Minister's Office	Welfare and social security system	Strategic Objective 2: Functional and genuine welfare and social security system as well as the provision of equal opportunities for the employment of persons with disabilities. With this principle the strategic objective highlights that Social Protection supports all persons in need by improving the quality of their life. This right and need is more present among People with Disabilities, and in particular among women and older people with disabilities, two categories which are considered as the most vulnerable in the society.



