



# Kosova Women's Network

Serving, Protecting and Promoting the Rights of Women and Girls

## Budgeting for Social Welfare

A Rapid Gender Analysis to Inform Gender Responsive  
Budgeting in the Ministry of Labour and Social Welfare in Kosovo



**giz** Deutsche Gesellschaft  
für Internationale  
Zusammenarbeit (GIZ) GmbH



# **Budgeting for Social Welfare**

**A Rapid Gender Analysis to Inform Gender Responsive Budgeting  
in the Ministry of Labour and Social Welfare in Kosovo**

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# ACRONYMS

AGE	Agency for Gender Equality
ASK	Kosovo Agency of Statistics
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CSO	Civil Society Organisation
CSW	Centre for Social Work
DLE	Department of Labour and Employment
DSA	Daily Subsistence Allowance
DSPF	Department for Social Policies and Families
DSW	Department for Social Welfare
EO	Employment Office
EOCMD	Employment Offices Coordination and Monitoring Division
GIZ	<i>Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH</i>
GoK	Government of Republic of Kosovo
GRB	Gender Responsive Budgeting
ILO	International Labour Organisation
ISF	Interim Security Facility
KLA	Kosovo Liberation Army
KPA	Kosovo Pension Administration
KPC	Kosovo Protection Corps
KSF	Kosovo Security Force
KWN	Kosovo Women's Network
LFS	Labour Force Survey
MEST	Ministry of Education, Science, and Technology
MLGA	Ministry of Local Government Administration
MLSW	Ministry of Labour and Social Welfare
MoF	Ministry of Finance
MoU	Memorandum of Understanding
MTEF	Medium Term Expenditure Framework
NDI	National Democratic Institute
NGO	Non-governmental Organisation
OSCE	Organisation for Security and Co-operation in Europe
PES	Public Employment Services
REC	Regional Employment Centre
SAD	Social Assistance Division
SAS	Social Assistance Scheme
SDC	Swiss Development and Cooperation
SSD	Social Services Division
UNDP	United Nations Development Programme
UNMIK	United Nations Interim Administration in Kosovo
USAID	United States Agency for International Development
VTC	Vocational Training Centre
VTD	Vocational Training Division

# EXECUTIVE SUMMARY

Gender Responsive Budgeting (GRB) is a strategy that focuses on integrating a gender perspective into economic policy and government budgets. It aims to incorporate a perspective on how to improve equality between women and men based on a gender analysis in every stage of planning, programming, and execution of government budgets. Thus, it should not be seen as an additional budget, but as a way of doing better budgeting based on more specific evidence regarding men and women beneficiaries of policies and budgets. A successful GRB approach analyses the different impacts that various revenue-raising policies and allocations of resources have on men and women. The way public spending is allocated can increase or decrease inequalities within a society. Successfully implementing a GRB approach within a government budget can increase the effectiveness of resource allocations. Improving efficiency and effectiveness in spending can enable the government to allocate sufficient funds for implementing its existing roles and responsibilities. In the Budget Circular 2014/01, towards “increasing effectiveness and transparency of spending public money,” institutions have been encouraged to “disaggregate indicators and measures related to individuals by women and men.”

This rapid gender analysis sought to assist the Ministry of Labour and Social Welfare (MLSW) in doing this: assessing and planning its budget from a gender perspective. To this end, this report contains sub-chapters on each of the Ministry’s departments, divisions, and bodies. Key findings and recommendations are summarized here.

The General Council for Social Services and Families can establish and implement standards for licensing service providers; ensure that there is gender balance among Council members; and ensure that its communication strategy reaches out to women and men, encouraging women to apply to be licensed at basic, secondary, and senior levels in equal proportions to men.

The Executive Body of the Labour Inspectorate can collect gender disaggregated data regarding injuries and death resulting from work-related matters; increase inspections of maternity leave implementation and potential discrimination against women in the workplace; ensure a balance of women and men inspectors for carrying out the inspections; and monitor closely the potential impact of budget decreases on women and men.

The Division for Heritage Issues of the Kosovo Protection Corps (KPC) can consider the unique needs of women and men ex-combatants in resettlement programs and communication strategies. Ensuring a gender balance within the Division can facilitate the provision of services that meet women and men’s needs.

In 2011-2013 most social services recipients were men (62-65%). This suggests that the time and resources of Centres for Social Work (CSWs) is spent disproportionately on men. The Social Services Division can include as an indicator the number of women and men beneficiaries receiving each type of social service and ensure its communication strategy involves reaching out to women and men so that they are aware of the services available to them.

All nine shelters for persons who have suffered domestic violence and trafficking (except three) have received an equal amount of state funding from MLSW. Shelters do not house the same number of persons. This suggests that MLSW could perhaps make more effective and efficient use of its budget for shelters by basing funding on the number of clients served by each shelter and an estimated cost of shelter per client for receiving services. The costs must consider operational and staffing costs necessary for running shelters, as well as whether shelters receive funding from other sources and the purpose of such funding (see below). The fact that no shelters exist for men is a form of gender-based discrimination, as police reports suggest that violence against boys and men occurs.

More men than women reside in elderly homes and the Shtime Institute. More women reside in Community Homes. No specific gender sensitive instructions for Mental Health institutions exist. There have been reports of sexual assault and other forms of abuse perpetrated against women residents. Further research is needed to inform its budget practices.

The Social Assistance Scheme (SAS) rate has not been set in accordance with economic conditions in Kosovo. It has not met basic human needs and should be increased based on the indexation of the minimum basket of goods. Presently, while men household members tend to receive more assistance transfers (71%), women comprise the majority of household members reliant on this assistance (58%). The fact that men tend to collect assistance benefits as “heads of households” can lead to discrimination in the disbursement of funds to all family members, especially women. Specific indicators and activities in the budget can aim to increase the proportion of women recipients of SAS transfers.

The Department of Martyrs’ Families and War Invalids allocated an equal overall budget to women and men beneficiaries. However, more women have received this benefit than men. Men thus tend to receive larger benefits per capita than women. Perhaps this relates to the eligibility criteria for different types of benefits, which may indirectly privilege men. Women also may lack knowledge regarding the benefits they are eligible to receive, which can be ameliorated via outreach. Compensation for persons who suffered sexual violence during the war must be considered in the 2015 budget.

With regard to the Department of Pension Administration, gender analysis suggests that more women than men have received pensions over the years. However, women consistently have received fewer funds than men. This can be attributed in part to the fact that men tend to receive pension types that are of greater amounts (e.g., Trepca, Kosovo Protection Corps, and Basic Contributory Pension) than the pension that more women tend to receive (e.g., Basic Pension). The Pension Department can include specific indicators and activities (e.g., in communication strategies) to reach out to and ensure that women are aware of their rights, particularly women with disabilities, blind women, women who worked at Trepca, and potential women recipients of the contributory pension.

In Employment Offices (EOs), data suggest that more men benefit from services provided than women. In accordance with the current Labour Law, Maternity Leave benefits distributed by EOs discriminate against men as fathers and undermine women’s equal opportunities to employment. Further, benefits have been substantially less than Labour Market Surveys suggest they should be. Revisions to the Labour Law to include paternity leave, improved access to childcare, and more labour inspections could contribute to addressing these issues.

With regard to training offered by Vocational Training Centres (VTCs), while slightly fewer women participate in trainings than men, the percentage of women who receive certificates is slightly higher than the percentage of men. Specific indicators and activities could seek to increase the number of women participants in trainings.

Overall within MLSW, a greater percentage of the salaries and wages budget has gone to men than to women, relative to their share among employees in the Ministry. This is largely due to the fact that men tend to receive higher wages than women. More equal participation of women and men at all levels may contribute to further equitable expenditures from a gender perspective as well as may improve the quality of services provided to women and men clients.

Drawing from the analysis in prior chapters, the final chapter includes estimates to inform the 2015 budget, as well as mid-term expenditures in 2016 and 2017. It also proposes rephrasing some and adding other objectives, indicators, and activities towards addressing gender inequalities and furthering gender equality.

# INTRODUCTION

## WHY CARRY OUT GENDER RESPONSIVE BUDGETING?

Gender Responsive Budgeting (GRB) is a strategy that focuses on integrating a gender perspective into economic policy and government budgets. It aims to incorporate a perspective on how to improve equality between women and men based on a gender analysis in every stage of planning, programming, and execution of government budgets. Thus, it should not be seen as an additional budget, but as a way of doing better budgeting based on more specific evidence regarding men and women beneficiaries of policies and budgets. A successful GRB approach analyses the different impacts that various revenue-raising policies and allocations of resources have on men and women.

The way public spending is allocated can increase or decrease inequalities within a society. Successfully implementing a GRB approach within a government budget can increase the effectiveness of resource allocations. It can help address the different needs and interests that men and women have and attend to these needs more efficiently. Further, budget officers, budget departments, and institutions at municipal and national levels can use GRB to better communicate and substantiate the needs of their departments to other institutions and actors, including the Ministry of Finance.

In other countries, integrating a gender perspective into budgetary processes has proven to help increase transparency, increase the effectiveness of public expenditures, and facilitate the monitoring of budget implementation. Various GRB initiatives have been taken around the world.<sup>1</sup> Opportunities exist to learn from several good practices in countries nearby, including Elbasan, Albania,<sup>2</sup> Macedonia, Bosnia and Herzegovina, Serbia,<sup>3</sup> Berlin, Germany, and Austria.

## THE RELEVANCE OF GRB IN KOSOVO

In Kosovo, GRB can be very useful in assisting the government to enhance the efficiency and effectiveness of its spending. Increasing efficiency and effectiveness are important given Kosovo's limited resources. Indeed the World Bank recently recommended:

Given the well-documented shortcomings of public services in Kosovo, this will require an improvement in the quality of public expenditure—an improvement in the efficiency of public service delivery—rather than a reduction in the quantity or quality of services.<sup>4</sup>

GRB can improve the quality of public expenditures by highlighting and facilitating the address of potential gaps.

More efficient and effective spending of existing state resources is crucial for ensuring the implementation of existing laws and policies in Kosovo. To date, several laws and action

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<sup>1</sup> For country examples, see the International Labour Organisation (ILO), *Overview of gender-responsive budget initiatives*, the ILO Bureau for Gender Equality, 2006, at: [http://www.ilo.org/wcmsp5/groups/public/---dgreports/---gender/documents/publication/wcms\\_111403.pdf](http://www.ilo.org/wcmsp5/groups/public/---dgreports/---gender/documents/publication/wcms_111403.pdf).

<sup>2</sup> Ministry of Finance of Albania, *Gender Responsive Budgeting Initiatives, Manual*, UNDP Albania.

<sup>3</sup> UNIFEM, *GRB South Eastern European Experiences*, 2010.

<sup>4</sup> World Bank, *Kosovo Public Expenditure Review*, Report No. 53709-XK, Poverty Reduction and Economic Management Unit, 2010.

plans have lacked sufficient budget allocations for their implementation.<sup>5</sup> Improving efficiency and effectiveness in spending can enable the government to allocate sufficient funds for implementing its existing roles and responsibilities.

In recent years, several international actors have offered training to municipal and some ministerial officials on GRB.<sup>6</sup> The Government of Kosovo has embraced several initiatives towards GRB. In November 2012, the Agency for Gender Equality (AGE) in the Office of the Prime Minister of the Republic of Kosovo organized an international conference, which aimed to (1) provide information on best practices and extend knowledge on GRB at the local and central level; and (2) to exchange instruments and instructions on how to implement GRB at the local level.<sup>7</sup> AGE also has proposed revisions to the existing Law on Gender Equality, requiring institutions to undertake GRB. These changes should enter into effect in 2015.

Meanwhile, in the Budget Circular 2014/01, towards “increasing effectiveness and transparency of spending public money,” the Ministry of Finance has encouraged institutions to “disaggregate indicators and measures related to individuals by women and men.” Considering these developments, in the near future municipal and central level institutions may be asked to move beyond discussing GRB to actually *doing it* as part of budget processes.

Important steps have been taken in this regard by the Ministry of Finance and MLSW, which have included a gender perspective within the objectives of their Medium Term Expenditure Framework (MTEF) for 2015-2017. This rapid gender analysis seeks to build on this important step by providing data to inform future mid-term planning from a gender perspective and support MLSW in preparing its 2015 budget. The data here can facilitate the implementation of the MLSW’s MTEF Chapter by supporting the definition of gender-sensitive indicators. Gender analysis is important towards establishing clear, specific performance indicators that will enable monitoring of progress towards furthering gender equality and increasing effectiveness and transparency in spending public funds.

This rapid gender analysis of the MLSW sought to assist the Ministry in better assessing and planning its budget from a gender perspective. MLSW was selected from among Kosovo’s ministries to pilot GRB given its broad legal mandate that impacts a large proportion of Kosovo’s population (e.g., pensioners, social assistance recipients, and survivors of domestic violence). A gender analysis in this Ministry therefore may serve to have among the greatest impacts on women’s and men’s lives. MLSW also was selected given its fairly comprehensive and diligent collection of gender disaggregated statistics, which facilitates analysis as part of GRB. Perhaps most importantly, this pilot analysis occurred within MLSW thanks to the political will of Minister Nenad Rašić and civil servants within this Ministry who were interested in collaborating with *Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH* and the Kosovo Women’s Network (KWN) to introduce GRB into the budget process.

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<sup>5</sup> For example, KWN’s 2012 research illustrated that government commitments to the protection, rehabilitation and reintegration of women and children who have suffered domestic violence cannot be fulfilled under the present MTEF (KWN, *At What Cost? Budgeting for the Implementation of the Legal Framework against Domestic Violence in Kosovo*, Prishtina: UNDP, 2012, p. 1).

<sup>6</sup> UN Women, United Nations Development Programme (UNDP), Helvetas, United States Agency for International Development (USAID), Organisation for Security and Co-Operation in Europe (OSCE), Swiss Development and Cooperation (SDC), and National Democratic Institute (NDI) have all provided training in GRB.

<sup>7</sup> International Conference: “Gender Responsive Budgeting: Challenges and Practices,” 2011, at: <http://helvetas-ks.org/wp/wp-content/uploads/2011/10/GRB-Conference.pdf>.

In the end, GRB is not and should not be a useless one-time exercise. Rather, the analysis described here should be integrated into existing budget processes. Other ministries can use the methods employed and lessons learned from this experience to introduce GRB.

## **METHODOLOGY**

This report results from a rapid gender analysis of the MLSW in reference to the prior MTEF, including the budget planned and actual budget expenditures from 2011 to 2013. Where available, the report also includes expenditures during the first quarter of 2014. The report involves the first two steps in the GRB methodology developed by KWN and an international GRB expert, Dr. Elisabeth Klatzer, with support from GIZ (see Annex I). This includes using gender analysis to inform the creation of specific indicators that can be introduced into the budget document in future years and specifically in 2015.

This rapid gender analysis was conducted as the first step in the GRB process. KWN began by examining the legal responsibilities of the Ministry, including of each department. After this desk review, several meetings were held with each department within MLSW in order to collect gender disaggregated statistics. Based on the legal and policy framework, this report analyses the number of women and men who have benefited from specific programs delivered by each department and division. The initial incidence analysis helped identify differences in the number of women and men participating in or benefitting from a given program. The next step was to calculate the amount of budget expenditures benefiting men and women. This served as the basis for analysing whether gaps exist in how expenditures contribute to increasing equality between women and men.

The final chapter of this report estimates the budget for 2015, as well as a forecast for the medium-term of 2016-2017. Estimates have been made based on prior trends in beneficiaries served, identified via the gender analysis, demographic trends where known, and existing research, including costing and indexation exercises.<sup>8</sup> They also can be used to inform the MTEF for 2016-2018 next year. Such research-informed estimates are important towards more efficient and effective spending. When informed by gender analysis, such estimates can also facilitate progress towards mid-term objectives aimed at furthering gender equality. This report also uses the findings to put forth recommendations for each department towards furthering gender equality.

The entire process involved consultations with all departments within MLSW. To ensure sustainability of the process, the focal point of the process was the head of the budget and finance department. Further, the templates developed for data collection can be used for evidence-based budget planning in the future.

Considering that this is a rapid gender analysis, this report has not included all data available at MLSW. For example, some data from 2011 has not been registered in databases created after 2011. Also, there was insufficient time to analyse existing data based on demographic indicators such as age, ethnicity, or geographic location. The methodology employed here could be used in the future to analyse expenditures for other specific groups, as well. The analysis conducted to inform budget planning need not necessarily be limited to gender. This analysis also is primarily quantitative. It should be complemented by qualitative analysis, especially involving target groups and beneficiaries to learn more about their needs, preferences, and satisfaction with the services offered. To carry out such an analysis would be an important next step for MLSW towards better informing its budget planning and indicators.

This report only examines the budget spent by MLSW. Budgets planned and spent by other ministries and municipalities, including towards effective implementation of MLSW

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<sup>8</sup> UNDP and the World Bank have conducted indexation of the minimum basket of goods. This report also draws from Statistical Agency of Kosovo (ASK) data.

programs and services, are not accounted for in this report. Considering the expense categories that MLSW uses in budgeting for its programmes and sub-programmes, some departments do not have data on budgets. This includes the Division of Social Services, Division of Disabled and Elderly People, Division of Vocational Training, and Division of Coordination and Monitoring of Employment Offices. To calculate the budget spent by each department would require more time and can be an area for further analysis in the future.

## **THIS REPORT**

After presenting a brief overview of the relevant legal and policy framework, this report looks at each department and division, its legal mandate, its beneficiaries, and budget from a gender perspective. Recommendations for potential steps that the department or division can take towards furthering gender equality are also included, as applicable. The report then briefly discusses the extent to which MLSW's overall expense categories of wages and salaries; goods and services; and capital expenditures were spent. In the final chapter, the authors draw from the gender analysis in prior chapters in order to estimate a budget for 2015-2017 and propose potential indicators towards improved gender equality for budget documents. Annex I explains the methodology and can be used as a GRB tool in the future.

# THE RELEVANT LEGAL AND POLICY FRAMEWORK

## GENDER EQUALITY

Kosovo has established a legal framework and several mechanisms towards gender equality. Kosovo has expressed its commitment to international conventions towards gender equality, including the “Convention on the Elimination of All Forms of Discrimination against Women” (CEDAW)<sup>9</sup> and the European Convention on Human Rights.<sup>10</sup> These international agreements, according to the Constitution of the Republic of Kosovo, are directly applicable in Kosovo.<sup>11</sup> The Kosovo Constitution guarantees gender equality and the provision of equal opportunities for men and women in all areas of life.<sup>12</sup>

The Anti-Discrimination Law No. 2004/3 guarantees equal treatment of people of different genders and prohibits all forms of discrimination.<sup>13</sup> The Law on Gender Equality establishes clear and comprehensive guidelines and responsibilities for the promotion and protection of gender equality.<sup>14</sup> The Law institutes gender equality as a “fundamental value for the democratic development of the Kosovo society, providing equal opportunities for both female and male participation in the political, economical, social, cultural and other fields of social life.”<sup>15</sup> Policies should be gender aware, including budgets.<sup>16</sup> Both the government and municipalities can take special measures towards furthering gender equality and equal opportunities,<sup>17</sup> which can include within budget documents.

With regard to institutional mechanisms, AGE plays an important role in promoting and protecting gender equality. It is an executive agency, responsible for the promotion of equal participation of women and men in all fields of economic, political, and social life. Gender equality officers function at both the municipal and ministerial level.

While the legal and policy framework seeks to ensure the equal treatment of men and women in society, the proper oversight and implementation of these instruments remain a problem.

## BUDGET

According to the Constitution of the Republic of Kosovo, the Government proposes the budget,<sup>18</sup> while the Assembly of Kosovo approves it.<sup>19</sup> According to the Law on Public Financial Management and Accountability, the Central Budget Unit within the Budget

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<sup>9</sup> Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), at: <http://www.un.org/womenwatch/daw/cedaw/>.

<sup>10</sup> Council of Europe, *European Convention for the Protection of Human Rights and Fundamental Freedoms*, Rome: 1950.

<sup>11</sup> Assembly of the Republic of Kosovo, *Constitution of the Republic of Kosovo*, Prishtina: 2008, at: <http://www.kushtetutakosoves.info/?cid=2,247>, Art. 22.

<sup>12</sup> Assembly of the Republic of Kosovo, *Constitution of the Republic of Kosovo*, Art. 7.

<sup>13</sup> Assembly of the Republic of Kosovo, *The Anti-Discrimination Law, Law No. 2004/3*, Prishtina: 2004, at: [http://www.unmikonline.org/regulations/2004/re2004\\_32ale04\\_03.pdf](http://www.unmikonline.org/regulations/2004/re2004_32ale04_03.pdf).

<sup>14</sup> Assembly of the Republic of Kosovo, *The Law on Gender Equality, Law No. 2004/2*, Prishtina: 2004, at: <http://www.womensnetwork.org/documents/20130510160346132.pdf>, Article 2.1.

<sup>15</sup> Ibid.

<sup>16</sup> Ibid, Art. 1.4.

<sup>17</sup> Ibid, Art. 4.8 and 4.14.

<sup>18</sup> Assembly of the Republic of Kosovo, *Constitution of the Republic of Kosovo*, Art. 92.

<sup>19</sup> Constitution of the Republic of Kosovo, Art. 65, para. 5.



Department of the Ministry of Finance has the authority to develop the proposed consolidated budget, prepare the MTEF, and ultimately implement the budget.<sup>20</sup> The MTEF is the primary planning document for governmental economic policy. The Government of Kosovo drafts the MTEF in accordance with its vision of national development, which includes sustainable economic growth; good governance and the rule of law; developing human capital; and improving social welfare.<sup>21</sup> The MLSW chapter in the current MTEF encourages the collection of gender disaggregated data to inform the definition of gender-sensitive indicators.

The law on the “Budget of the Republic of Kosovo for the year 2014” has been approved.<sup>22</sup> In accordance with the Law for Public Financial Management and Accountability, the Minister of Finance is responsible to issue a budget circular for all budgetary organizations, setting forth instructions on preparation of the Kosovo budget.<sup>23</sup> In the Budget Circular 2014/01, towards “increasing effectiveness and transparency of spending public money,” institutions have been encouraged to “disaggregate indicators and measures related to individuals by women and men.”<sup>24</sup>

The draft MTEF has created the basis for the new MLSW budget for 2015-2017. The budget has been harmonized with the Government’s Decision 01/176 in March 2014.<sup>25</sup> In accordance with this decision, the pension scheme for 2015 onwards has been increased. Additionally, during the MTEF timeframe, the MLSW plans to establish and make functional the Employment Agency of the Republic of Kosovo with an additional fund of €86,000 per year.<sup>26</sup> All other MLSW plans remain the same as in 2014.

## **SOCIAL WELFARE**

Several laws and administrative instructions regulate the social welfare system. UNMIK Regulation 2000/24 established MLSW in 2000. MLSW is largely responsible for the development and implementation of labour and employment policies, as well as the organization and provision of social and family services in accordance with the Law on Social and Family Services.<sup>27</sup> The development of social welfare policies and the implementation of legislation in these areas also fall under the responsibility of MLSW. Based on Regulation No. 02/2011 for the fields of administrative responsibilities of the Prime Minister’s Office and ministries, MLSW has the competence and responsibility to develop, implement, and monitor legislation in the area of work and social welfare policies in a non-discriminatory way.<sup>28</sup>

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<sup>20</sup> Assembly of the Republic of Kosovo, *The Law on Public Financial Management and Accountability*, Law No. 03/L-048, Prishtina: 2003, at: [http://www.gazetazyrtare.com/e-gov/index.php?option=com\\_content&task=view&id=141&Itemid=56](http://www.gazetazyrtare.com/e-gov/index.php?option=com_content&task=view&id=141&Itemid=56). Art. 5.

<sup>21</sup> Ibid, Art. 19.

<sup>22</sup> Assembly of the Republic of Kosovo, *Law on Budget of the Republic of Kosovo for the year 2014*, Law No. 04/L-233, Prishtina: 2013, at: <http://www.kuvendikosoves.org/common/docs/ligjet/Law%20on%20budget%20of%20Kosovo%202014.pdf>

<sup>23</sup> Assembly of the Republic of Kosovo, *Law on Public Financial Management and Accountability*, Art. 20.

<sup>24</sup> Republic of Kosovo, Ministry of Finance, *Budget Circular 2014/01*, Prishtina: 2014, p. 7.

<sup>25</sup> Republic of Kosovo, *Government’s Decision 01/176*, at: [http://www.kryeministri-ks.net/repository/docs/Vendimi\\_i\\_mbledhjes\\_se\\_176-te\\_te\\_Qeverise\\_2014.pdf](http://www.kryeministri-ks.net/repository/docs/Vendimi_i_mbledhjes_se_176-te_te_Qeverise_2014.pdf).

<sup>26</sup> MTEF 2015-2017, MLSW Chapter.

<sup>27</sup> Assembly of the Republic of Kosovo, *Law on Social and Family Services*, Law No. 02/L-17, Assembly of the Republic of Kosovo, Prishtina: 2005, at: [http://www.kuvendikosoves.org/common/docs/ligjet/2005\\_02-L17\\_en.pdf](http://www.kuvendikosoves.org/common/docs/ligjet/2005_02-L17_en.pdf), Art. 2.2.

<sup>28</sup> Assembly of the Republic of Kosovo, *Regulation No. 02/2011 on the Areas of Administrative Responsibility of the Office of the Prime Minister and Ministries*, Prishtina: 2005, at:

Since 2009, municipal governments have the responsibility to provide social services also in accordance with the Law on Social and Family Services.<sup>29</sup> This is further regulated via a Memorandum of Understanding on the “Decentralization of the Social Welfare Services” signed by MLSW and the Ministry of Local Government Administration.<sup>30</sup> Centres of Social Work (CSWs) function at the municipal level, reporting to the Mayor. However, the provision of social services and its financing remains fairly centralized, primarily under MLSW.<sup>31</sup>

The social protection system in Kosovo is a social network for people in need, comprised of social insurance, targeted social assistance, other smaller programs assisting vulnerable groups, and social assistance in the shape of social and family services.

MLSW Regulation No. 30/2013 on the internal organization and systematization of jobs within MLSW envisages transforming the Department of Social Welfare (DSW) into the Department of Social Policies and Family (DSPF), including a Division for Social Policy, Division for Social Planning and Inclusion, Division for Social Services, Division for Social Assistance, and Division for People with Disabilities and Elderly People. These changes are still underway. There is an Elderly Persons House in Prishtina, two Regional Community Homes (Skenderaj and Istog), the Special Institute in Shtime, and seven community-based homes for people with special needs at the regional level.<sup>32</sup> In 2014, a new community house for the elderly was opened in Gracanica.

MLSW is responsible for developing the social protection system, together with municipalities. Further information about each division and department’s legal responsibilities is in the sections that follow.

## MINISTERIAL PRIORITIES

The Vision of the Government of the Republic of Kosovo and MLSW for 2020 is “for Kosovo to be a society where social protection and inclusion of every citizen at any social category and age is guaranteed, to lead a dignified social and economic life whereby all people at the working age and capable to work are trained and have equal opportunities to employment.”<sup>33</sup> MLSW aims to work towards this vision, by achieving during the period 2014-2020 the following strategic objectives:

(1) Increasing employment, skills development and improved functioning of the labour market; (2) Increasing social welfare through expanding and improving the quality of social and family service provision, with particular focus on vulnerable groups; (3) Development of a sustainable pension system and strengthening institutional capacities for realization of the rights to better benefits and services for pensioners and categories of war, and (4) Strengthening the role of social partners in developing social and economic policies of the country, improving working conditions for workers and reduction of informal employment.

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[http://www.kryeministri-ks.net/repository/docs/Rregullorja\\_02-2011-e\\_miratuar nga\\_Qeveria-finale.pdf](http://www.kryeministri-ks.net/repository/docs/Rregullorja_02-2011-e_miratuar nga_Qeveria-finale.pdf).

<sup>29</sup> Assembly of the Republic of Kosovo, Law on Social and Family Services, Art. 1.

<sup>30</sup> HMO Solutions, *Social Services in Kosovo: Legal and Budget Assessment*, Save the Children Alliance in Kosovo, at:

[http://resourcecentre.savethechildren.se/sites/default/files/documents/2007\\_august\\_social\\_services\\_in\\_kosovo\\_legal\\_and\\_budget\\_assesment\\_report1.pdf](http://resourcecentre.savethechildren.se/sites/default/files/documents/2007_august_social_services_in_kosovo_legal_and_budget_assesment_report1.pdf).

<sup>31</sup> Ibid.

<sup>32</sup> MLSW, *Sectoral Strategy 2009-2013*, 2009, at: <https://mpms.rks-gov.net/Portals/0/Aktiviteti%20javor/Strategjia%20Sektoriale%20MPMS-se%202009-2013%20Ang.pdf>.

<sup>33</sup> MLSW, *Sector Strategy 2014-2020*, Prishtina: January 2014.

The MTEF 2015-2017 prepared by MLSW presents also specific objectives that address the different needs of women and men.

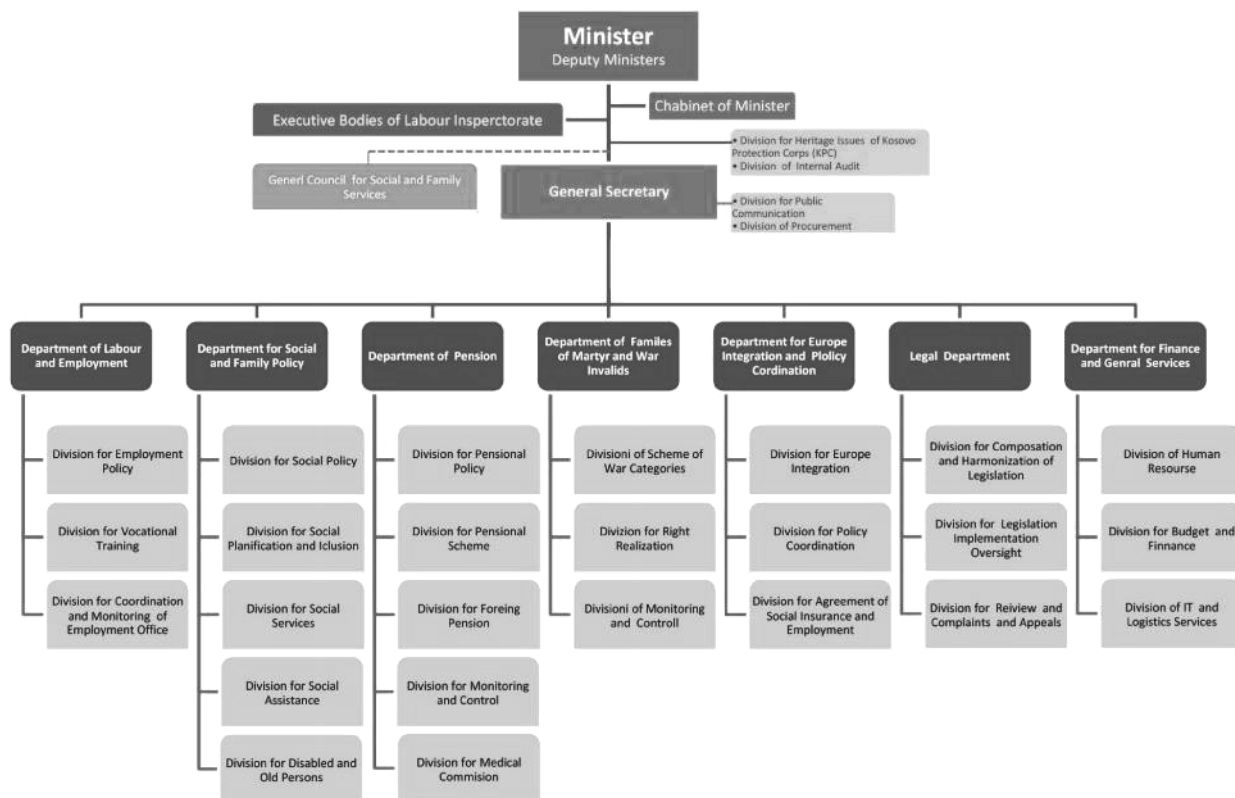
In the Sectoral Strategy, the situational analysis contains extensive data from a gender perspective. However, this analysis was not reflected in the strategic objectives. The strategic objectives should recognize the different needs of women and men, such as: 1) Increasing employment of **women and men**, skills development and better functioning of the labour market, (2) Increasing social welfare through expansion and enhancement of the quality of providing the social and family services, with special focus on vulnerable groups **and gender equality**, (3) Developing sustainable pension system and strengthening institutional capacities for the realization of rights for benefits and better services for **female and male** pensioners and war categories, (4) Strengthening the role of social partners in the development of socio-economic policy of the country, improving the working conditions of workers and reduce informal employment **among women and men**. Further, the way in which the strategic objectives have been formulated in the MTEF differs from their formulation in the MLSW Sectoral Strategy. MLSW needs to ensure that they are aligned.

In order to monitor progress adequately, it would be helpful if the Strategy would contain separate indicators for women and men. All indicators used to assess the progress made in achieving the strategic objectives, should be disaggregated by gender. In addition, it would be useful to include other relevant gender indicators to address major gender gaps identified through gender analysis. In the future such indicators will assist MLSW in continuously improving its budget assessments, developing new policies, undertaking research-informed, needs-based activities towards its objectives, more efficiently implementing current activities, and measuring progress towards the achievement of objectives.

## **MLSW ORGANIZATIONAL STRUCTURE**

While the MLSW organizational structure changed in 2014, MLSW has not reflected these changes in MLSW budget documents yet. Currently, MLSW has seven departments (see Figure 1): the Department of Labour and Employment (DLE), Department of Social Policies and Families (DSPF), Department of Pensions, Department of Martyrs' Families and War Invalids, Department of European Integration and Policy Integration, Legal Department, and Department of Finances and General Services. The divisions within each department report directly to the heads of the departments. The Executive Body of the Labour Inspectorate acts as a separate body, reporting directly to the Minister. The General Council for Social Services and Families acts as an independent body, but reports to the Minister.

Figure 1. MLSW Organizational Chart



# GENDER ANALYSIS OF THE BUDGETS AND SERVICES OF MLSW DEPARTMENTS, DIVISIONS, AND OTHER BODIES

This chapter examines each department, division, and body within MLSW individually in accordance with the budget lines of the Kosovo budget. A sub-section about each organizational unit begins by briefly summarizing its legal mandate. It then contains a gender analysis of its beneficiaries during the period of the prior MTEF for 2011 through 2013. Where available, data for the first quarter of 2014 (March) are included. Gender analysis of beneficiaries is used to estimate expenditures to date on women and men. This enables identification of potential gender discrimination in programming and budget expenditures. This analysis then is used to inform recommendations towards addressing gender discrimination and improving gender equality both in programming and in budgeting.

## GENERAL COUNCIL FOR SOCIAL SERVICES AND FAMILIES

The General Council for Social Services and Families was established based on the Law on Social and Family Services and Administrative Instruction Nr. 01/2006.<sup>34</sup> Comprised of 21 members, it is responsible for overseeing standards and professional discipline in the field of social services and families. Two people employed by the council act as its secretariat, while other members are employees of MLSW, the Ministry of Education, Science, and Technology (MEST), CSWs, the Institute of Social Policy (now the Division of Social Policies), Association of Municipalities, University of Prishtina, and representatives of civil society.

The budget for financing the participation of members of the Council is spent from the goods and services expense category (see Table 1). The budget of the Council does not directly impact beneficiaries,

though its work may affect them indirectly (see below). Time limitations prevented this analysis from examining the exact amount spent.

The General Council is responsible for licensing organizations and institutions as social service providers. The members of the licensing commission for institutions that provide social services were selected in 2012.<sup>35</sup> However, it has yet to be decided when the licensing process will begin. The licensing process will create minimum standards for social service delivery and will establish a better mechanism for monitoring the quality of services

Table 1. General Council for Social Services and Families: Planned Budget by Expense Category

Planned Budget	Total # of Employees	Wages and Salaries	Goods and Services	Municipal Expenses	Subsidies and Transfers
2013	2	€ 8,212	€ 5,000	€ 1,000	€ 20,000
2014	2	€ 8,639	€ 5,000	€ 1,000	€ 20,000

<sup>34</sup> Assembly of the Republic of Kosovo, *Administrative Instruction No 01/2006 on Establishment of General Council for Social and Family Services and its Work*, Prishtina: 2006, at: <http://mpms.rks-gov.net/Portals/0/Ligji/SekondarAnglisht/A.I%20No.01-2006%20On%20Establishment%20of%20General%20Council.pdf>.

<sup>35</sup> General Council for Social Services and Families, Decision on Establishing Licensing Commission. At: [http://www.kpshsf-rks.net/web/sites/kpshsf-rks.net/files/Vendim\\_per\\_themelimin\\_e\\_komisionit\\_per\\_licencim.pdf](http://www.kpshsf-rks.net/web/sites/kpshsf-rks.net/files/Vendim_per_themelimin_e_komisionit_per_licencim.pdf).

provided. This will impact the lives of women, men, girls, and boys receiving services from non-governmental organizations (NGOs) that provide social services to vulnerable groups. These include individuals who have suffered domestic violence, people with disabilities, and abandoned children, among others. In the future, NGOs or other social service providers that do not meet these minimum standards will not receive licenses and will be ineligible for government funding from local and central levels.

The Department for Social and Family Policies licenses individual social service providers at basic, secondary, and senior levels. As of May 2014, 242 people applied for senior level licenses, out of whom 227 were approved (114 women and 128 men); 31 applied for and received secondary level licenses (10 women, 21 men); and 29 applied for basic licenses, 28 of whom were approved (24 women, 4 men).<sup>36</sup> While a similar number of women and men have qualified for senior level licenses, more men have secondary licenses and more women have basic level licenses.

### Recommendations

- Establish in 2014 standards for licensing service providers and implement them, towards ensuring that women, men, girls, and boys receive high quality services that attend to their potentially unique needs.
- Ensure that there is gender balance among council members who license individual and institutional service providers.
- Ensure that communication strategy reaches out to women and men, encouraging them to apply to be licensed at basic, secondary, and senior levels in equal proportions.
- Ensure that licensed social service providers are operating in different geographic areas of Kosovo.

## EXECUTIVE BODY OF THE LABOUR INSPECTORATE

MLSW established the Executive Body of the Labour Inspectorate according to Convention No. 81 of the International Labour Organization (ILO) and the Kosovo Labour Law.<sup>37</sup> The body acts as an independent body within the Ministry and reports directly to the Minister. It is responsible for ensuring full implementation of the Labour Law 2001/2 and the Law on Safety at Work, Health Protection of Employees and Working Environment 2003/19. The body has a head inspectorate; three vice-inspectorates responsible for labour relations, security at work, and protection of employees' health and working environment; and labour inspectorates. It operates in 30 municipalities and has 52 labour inspectors. It inspects employment relations by examining employment records, working environs, and the protection of employees' health. It also provides relevant and specific information to employers and employees; ensures that there is no discrimination and that employment is in accordance with the Labour Law; and inspects any cases of death that occur within a work environment. This body also is responsible for overseeing the implementation of maternity leave in accordance with the Labour Law.<sup>38</sup>

Table 2 illustrates that the total number of cases inspected has increased over the years. However, the number of people employed and the budget for inspection expenses

<sup>36</sup> Data provided by MLSW, May 2014.

<sup>37</sup> International Labour Organization, *C081 - Labour Inspection Convention*, 1947 (No. 81), Geneva: ILO, 1947, at: [http://www.ilo.org/dyn/normlex/en/?p=NORMLEXPUB:12100:0::NO:12100:P12100\\_INSTRUMENT\\_ID:312226:NO](http://www.ilo.org/dyn/normlex/en/?p=NORMLEXPUB:12100:0::NO:12100:P12100_INSTRUMENT_ID:312226:NO).

<sup>38</sup> Assembly of the Republic of Kosovo, *Law on Labour*, Law No. 03/L-212, Prishtina: 2010, at: <http://www.assembly-kosova.org/common/docs/ligjet/2010-212-eng.pdf>, Art. 17.

(goods and services) has remained the same (Table 3). While data was unavailable for 2011, in 2012 and 2013 there were fewer women employees (22% and 25%, respectively) than men employees inspected (78% and 75%). No gender-disaggregated data exists regarding the number of employees who died or were seriously injured during work.

**Table 2. Executive Body of the Labour Inspectorate, Annual Results of Inspections<sup>39</sup>**

	Total Inspections	Employees who Died from Work Related Matters	# of Employees Seriously Injured	# of Employees Inspected	# of Women Employees Inspected	# of Men Inspected
2011	6,396	10	31	53,935	NA	NA
2012	7,074	17	45	38,067	8,319 (22%)	29,748 (78%)
2013	8,378	17	37	37,517	9,310 (25%)	28,207 (75%)

**Table 3. Executive Body of Labour Inspectorate Planned Budget by Expense Category**

Planned Budget	# of Employees <sup>40</sup>	Wages and Salaries	Goods and Services	Municipal Expenses	Capital Expenditures
2011	60	€ 381,812	€ 135,000	€ 38,260	€ 10,000
2012	65	€ 381,812	€ 135,000	€ 38,260	€ 10,000
2013	65	€ 328,213	€ 135,000	€ 33,260	€ 15,000
2014	65	€ 348,927	€ 135,000	€ 33,260	€ -

While time limitations precluded such an analysis at this juncture, the inspectorate could consider collecting data and analysing in the future which sectors have been inspected, how these sectors are selected for inspection (e.g., based on request or focus sectors each year), and the gender implications of such selections. For example, do traditionally male or female-dominated sectors and/or businesses receive the same attention from inspectors?

The government decision to decrease the budget for goods and services by 20% will impact this body.<sup>41</sup> Budget changes may impact the number of inspections that inspectors are able to conduct. This may impact women employees in particular, considering that inspectors should monitor the implementation of women's rights to maternity leave and discrimination at work (see below). Further research could examine the impact that budget decreases may have from a gender perspective.

## Recommendations

- Collect gender disaggregated data regarding injuries and death resulting from work-related matters, as well as with regard to the sectors inspected.
- Ensure that sectors and businesses that traditionally have had more male or female employees are inspected to the same degree.
- Increase inspections of maternity leave implementation and potential discrimination against women because of maternity leave (see also section below on maternity leave).
- Ensure a balance of women and men inspectors for carrying out inspections.
- Monitor closely the potential impact of budget decreases on women and men.

<sup>39</sup> Annual Labour Inspectorate reports, 2011, 2012, 2013.

<sup>40</sup> Gender disaggregated data is available for the entire Ministry under the Wages and Salaries section below.

<sup>41</sup> Government of Kosovo, Decision Nr. 01/176, 2014.

## DIVISION FOR HERITAGE ISSUES OF THE KOSOVO PROTECTION CORPS

The Division for Heritage Issues of the Kosovo Protection Corps (KPC) is responsible for proposing, drafting and securing policies and strategies for resettlement of former members of the KPC. It treats issues related to material and non-material heritage of KPC and drafts periodic reports. The Division is also responsible for informing former KPC members about their rights to material and non-material compensation. However, the Pensions Department within MLSW is responsible for the material compensation budget and its distribution. This Division also maintains a database of all KPC members. This Division reports directly to the Minister and has a staff of six people. The budget for this Division remained similar from 2011 to 2014.

Table 4: Division for Heritage Issues of KPC Planned Budget by Expense Category

Year	Total # of Employees	Wages and Salaries	Goods and Services	Municipal Expenses
2011	6	€ 41,216	€ 49,525	€ 3,000
2012	6	€ 41,216	€ 49,525	€ 3,000
2013	6	€ 40,216	€ 49,525	€ 3,000
2014	6	€ 40,216	€ 49,525	€ 3,000

### Recommendations

- The Division can consider the unique needs of women and men ex-combatants in resettlement programs and communication strategies.
- Ensuring a gender balance within the Division can facilitate the provision of services that meet women and men's needs.

## DEPARTMENT FOR SOCIAL POLICIES AND FAMILIES

The Department for Social Policies and Families is responsible for developing and implementing social policies, implementing the legislation, monitoring and applying standards, addressing requests for licensing, administering benefit schemes and developing analysis in the field of social and family policies and services. It also supervises more than 40 CSWs located throughout Kosovo. The Department has two divisions for social services and social assistance, respectively.

### Social Services Division

The Social Services Division (SSD) is responsible for monitoring the work of social service providers, including CSWs and NGOs. SSD also proposes, develops, and monitors the implementation of social service standards and procedures according to EU standards.<sup>42</sup> Since 2009, in accordance with decentralization, municipalities are responsible for the provision of social and family services.<sup>43</sup>

However, the decentralization process remains challenging for both municipalities and MLSW. Both are unclear about the source of revenues to fund social services, and the responsibility that each has. A number of social services remain centralized, including residential services for the elderly, community-based services for children and adults with disabilities, social services provided by NGOs, foster care benefits, and benefits for the families of children with disabilities. CSWs continue to be administratively linked to the central level.

<sup>42</sup> MLSW, *Sectorial Strategy 2014-2020*.

<sup>43</sup> Memorandum of Understanding (MoU) signed in February 2009 between MLSW, Ministry of Local Government Administration, Ministry of Finance, and Kosovo Municipalities for the transition of social services to municipalities.



Table 5 provides a general overview of the budget planned for this Division by year. Notably seven more employees were added in 2013, responsible for administering social services at the central level. The budget

for the subsidies and transfers expense category funds benefits for foster care of abandoned children, benefits for families of children with disabilities, social services provided by NGOs, and new pilot projects for social services.

All CSWs receive funding for social services directly from their municipality (except North Mitrovica), financed primarily by the

General Grant provided to municipalities from the Kosovo Budget (see Table 6). Of Kosovo's 37 CSWs, 24 provided the research team with information with regard to funding that they received from the municipality. Only 18 CSWs provided gender disaggregated data. Of these 18, municipalities funded CSW running costs, totalling €1,844,785 in 2011. This amount increased by 72% in 2012 and by 11% in 2013. Amounts differed by municipality (see Annex 2).

CSWs offer three types of services: social services, social assistance scheme, and administrative and financial services. The clients of social services are abandoned children, children without family care, abused children, children in conflict with the law, trafficked children, persons involved in early marriages, children with disabilities, adults with disabilities, elderly persons without family care, adopting parents, divorced couples, foster parents, and victims of domestic violence, among others. Additionally, CSWs receive applications for social assistance; decide on the eligibility of each case; and monitor the living conditions of families receiving social assistance to ensure that they meet the criteria.

Table 7 illustrates the total number of beneficiaries receiving social services from CSWs in 18 municipalities. Considering that this is a rapid analysis, the numbers reflect the total number of beneficiaries for all social services and the total budgets in 18 municipalities.<sup>44</sup> It does not reflect the number of beneficiaries receiving each type of social service. In the future, it would be desirable to examine the number of women and men receiving each type of service.

As Table 7 illustrates, in 2011-2013 most recipients of social services were men (62-65%). This suggests that the time and resources of CSWs (funded through their budgets) is spent disproportionately on men. Observations made by officials from this Division suggest that this may result from patriarchy, according to which men may be able to access services more easily than women.<sup>45</sup> Further research could explore why more men tend to receive social services than women. Considering their broad mandate, social services should be more

**Table 5. SSD Planned Budget by Expense Category**

Year	# of Employees	Wages and Salaries	Goods and Services	Municipal Expenses	Subsidies and Transfers
2011	17	€ 61,492	€ 92,593	€ 9,000	€ 3,300,003
2012	17	€ 61,492	€ 129,432	€ 9,000	€ 4,326,233
2013	24	€ 113,039	€ 155,844	€ 11,500	€ 3,504,000
2014	24	€ 112,516	€ 130,000	€ 11,500	€ 3,672,000

**Table 6. Budget of CSWs in 18 municipalities by Expense Category**

Year	Wages and Salaries	Goods and Services	Municipal Expenses	Subsidies and Transfers	Capital Investments	Total Budget
2011	€ 903,905	€ 461,618	€ 203,601	€ 260,662	€ 15,000	€1,844,785
2012	€ 2,260,331	€ 329,869	€ 111,933	€ 396,601	€ 75,000	€3,173,735
2013	€ 2,259,598	€ 380,802	€ 110,732	€ 675,317	€ 85,000	€3,511,499

**Table 7. Social Services Clients in 18 Municipalities**

Year	Total Beneficiaries	# of Women	# of Men
2011	8,391	3,155 (38%)	4,906 (62%)
2012	10,907	3,791 (35%)	6,644 (65%)
2013	10,037	3,536 (35%)	6,304 (65%)

<sup>44</sup> All 37 CSWs were contacted and 24 responded. Municipalities that did not provide gender disaggregated data or budgets were not included in these calculations. The number of clients refers only to social services and does not include the number of social assistance scheme beneficiaries. Thus the total number of clients and respective CSW budgets correspond with the answers provided by 18 municipalities in May 2014. For the list of municipalities that responded, please refer to Annex 2.

<sup>45</sup> Workshop, 4 June 2014.

equally distributed between women and men. Further analysis could examine which beneficiaries are included among MLSW's target groups but which have not yet been among beneficiaries. Gender analysis can assist with examining which services women and/or men tend to receive more and why. Further inquiry also can examine the potentially different needs of women and men beneficiaries.

### Recommendations

- Include as an indicator the number of women and men beneficiaries receiving each type of social service.
- Ensure communication strategy includes ways to reach out to women and men, so that they are aware of the services available to them and how to access services.
- Introduce surveys to assess the different needs and satisfaction, respectively, of beneficiaries with services provided. Ensure findings are disaggregated by gender and type of service provided.

### Assistance for Families of Children with Disabilities

The Convention on the Rights of the Child was adopted in 1989 and entered into force in 1990.<sup>46</sup> It protects the rights, interests, and freedoms of all children, regardless of background, whereby a child is defined as any person under age 18. The Convention sets out clear guidelines and responsibilities for persons accountable for children's care.

In Kosovo, the Constitution sets out the rights to be enjoyed by children, protection mechanisms, and freedoms.<sup>47</sup> Several services and assistance schemes exist towards protecting and ensuring the rights of the child. Among them, Law No. 03/L-022 on "material support for families of children with permanent disability" details eligibility for financial support through Assistance for Families of Children with Disabilities.<sup>48</sup> Eligible persons include the families of "permanently disabled children," defined as "all the children from their birth up to 18 years old with permanent residence in Kosovo, who are completely disabled for carrying out daily activities without the other person's help."<sup>49</sup> The monthly benefit for each family is €100.

Table 8 illustrates the number of beneficiaries by year and corresponding budgets. The total number of beneficiaries has increased 2% per year from 2011 to 2013. Of the beneficiaries,

Table 8. Number of Families of Children with Disabilities and Total Budget

Year	Total # of Beneficiaries	Total # of Girls	Total # of Boys	Total Budget	Total Budget for Girls	Total Budget for Boys
2011	2,893	1,382 (48%)	1,511 (52%)	€ 289,300	€ 138,200	€ 151,100
2012	2,946	1,396 (47%)	1,550 (53%)	€ 294,600	€ 139,600	€ 155,000
2013	2,995	1,394 (47%)	1,601 (53%)	€ 299,500	€ 139,400	€ 160,100
2014 (April)	2,972	1,392 (47%)	1,580 (53%)	€ 297,200	€ 139,200	€ 158,000

47-48% are families of girls with disabilities and 52-53% are families of boys. According to

<sup>46</sup> United Nations, *Convention on the Rights of the Child*, 1989. At:

<http://www.ohchr.org/en/professionalinterest/pages/crc.aspx>.

<sup>47</sup> Assembly of the Republic of Kosovo, Constitution of the Republic of Kosovo, 2008, Art. 50, para. 1-5.

<sup>48</sup> Assembly of the Republic of Kosovo, *Law on Material Support for Families of Children with Permanent Disability*, Law No. 03/L-022, Prishtina: Assembly of the Republic of Kosovo, 2008, at: <https://mpms.rks-gov.net/Portals/0/Ligji/PrimarAnglisht/LAW%20ON%20MATERIAL%20SUPPORT%20FOR%20FAMILIES%20OF%20CHILDREN%20WITH%20PERMANENT%20DISABILITY.pdf>, Art. 6.

<sup>49</sup> Ibid.

2011 census data, 3,376 persons ages 0 to 19 have some form of disability; 40% are girls and 60% are boys. However, this data may be unreliable.<sup>50</sup> Considering that the monthly allowance is €100, the budget has been allocated to more families with boys than families with girls.

### Foster Care for Abandoned Children

Law No. 02/L-17 on Social and Family Services and Administrative Instruction Nr. 05/2006 regulate the provision of foster care for abandoned children.<sup>51</sup> All foster care families are trained to be foster care providers. There are two types of allowances for biological and non-biological families hosting children, respectively.

In the first month, the non-biological foster family receives a payment of €225 and in other months €150. For cases of children with disabilities the foster family receives €250 per month.<sup>52</sup> Apart from foster care in non-biological families, the ministry provides an allowance for fostering children within the family, without parental care. The allowance is €75 a month per child fostered.

According to data provided by the SSD, the total budget spent on foster care was €144,400 in 2013. This budget increased by 22% in 2013.<sup>53</sup> The number of children fostered in their extended family decreased in 2012 and increased in 2013. More research is needed to understand changes in the number of beneficiaries. As Table 9 illustrates, the total budget spent on foster care increased by 19.6% in 2013, totalling €722,200.

**Table 9. Children in Foster Care Outside Their Biological Family or In Their Extended Family**

Year	Total # of Old Cases of Foster Care	Total # of New Cases	Total # of Children with Disabilities in Foster Care	Total Budget for Foster Care Outside of Biological Families	# of Children Fostered in Extended Families	Total Budget <sup>54</sup>	Total Budget for Foster Care
2011	48	51	7	€ 120,635	660	€ 540,000	€660,635
2012	54	33	7	€ 116,830	541	€ 486,900	€603,730
2013	59	47	7	€ 144,400	642	€ 577,800	€722,200

This Division also funds and monitors cases of adoption and cases of abandoned children who are placed in SOS Kinderdorf (0-3 years old). The number of children adopted over the years has increased from 25 in 2011 to 30 in 2012 and 38 in 2013. Table 10 illustrates the total number of children housed there and the total budget spent. It suggests that the average funding provided per child per month decreased in 2013. Unfortunately, gender disaggregated data was unavailable.

**Table 10. Children in SOS Kinderdorf**

Year	SOS (age 0-3)	SOS (age 4-18)	Budget for SOS	Avg. € per Capita per Month
2011	32	47	€ 44,893	€47.3
2012	38	50	€ 50,681	€47.9
2013	40	52	€ 40,764	€36.9

### Recommendations

- Collect data on the gender of children in foster care and in other NGOs that provide social services.

<sup>50</sup> It should be noted that organizations focusing on the rights of persons with disabilities have critiqued the methodology used in the census and the way in which the questions were asked. However, at present, this is the most reliable data available.

<sup>51</sup> Assembly of the Republic of Kosovo, *Law on Social and Family Services*, Art. 3.3i and 11; MLSW, *Administrative Instruction No. 05/2006 for the Establishment of Children in Foster Care and Adoption*, Prishtina: MLSW, 2006, at: <http://mpms.rks.gov.net/Portals/0/Ligji/SekondarAnglisht/A.1%20No.05-2006%20On%20Establishment%20of%20the%20Panel%20for%20Placing%20Childre.pdf>, Art. 4.

<sup>52</sup> In January 2012, the allowance for a foster family was increased from €150 to €250.

<sup>53</sup> MLSW, information received in May 2014.

<sup>54</sup> KWN estimate based on the total number of beneficiaries each year and the monthly amount.

## Shelters for Protection of Victims of Domestic Violence, Trafficking and Abused Children

The shelter of persons who have suffered domestic violence, trafficking for the purpose of sexual exploitation, and abused children is regulated by the Law on Social and Family Services.<sup>55</sup> The Law on Preventing and Combatting Trafficking in Human Beings and Protecting Victims of Trafficking, *Kosovo Program against Domestic Violence and Action Plan 2011-2014*, and *National Strategy and Action Plan against Trafficking in Human Beings 2011-2014* also foresee shelter for persons who have suffered these forms of gender-based violence.<sup>56</sup> Shelters provide security, food, personal hygiene items, medical assistance, psychological counselling, secure transport, professional training, and assistance with rehabilitation and reintegration. They can be government-run or non-governmental, but should be licensed by government authorities, particularly those that assist trafficked persons.<sup>57</sup>

Although the official licensing of shelters as service providers has not yet begun, MLSW has funded non-governmental shelters as well as the one high security government-run shelter for trafficked persons, the Interim Security Facility (ISF), since 2011. Shelters receive additional financing from international donors. Some also receive financial support from other ministries and/or municipalities, which is not reflected here.<sup>58</sup> MLSW has allocated a budget for Hope and Homes for Children in 2013 and 2014 as co-financing for an IPA-funded project. This project pilots community-based social services for abandoned children, children who are victims of domestic violence, and children with disabilities.

Table 11. Total Budget Transferred to Each Shelter from MLSW by Year, 2011-2015

Shelter	Location	2011	2012	2013	2014	2015 (plan)
Centre for Protection of Women and Children	Prishtina	€ 17,000	€ 17,000	€ 24,000	€24,000	€ 24,000
Centre for Protection of Women and Children Raba Voca	Mitrovica	€ 17,000	€ 17,000	€ 24,000	€24,000	€ 24,000
Women's Wellness Centre	Peja	€ 17,000	€ 17,000	€ 24,000	€24,000	€ 24,000
Safe House	Gjakova	€ 17,000	€ 17,000	€ 24,000	€24,000	€ 24,000
Centre for Sheltering Women and Children	Prizren	€ 17,000	€ 17,000	€ 24,000	€24,000	€ 24,000
Centre Liria	Gjilan	€ 17,000	€ 17,000	€ 24,000	€24,000	€ 24,000
Interim Security Facility <sup>59</sup>		€ 51,469	€62,242 <sup>60</sup>	80,000	80,000	NA
Protect Victims Prevent Trafficking	Prishtina	€ 21,000	€ 26,500	€ 30,000	€30,000	€ 30,000
Home and Hope for Children	Prishtina	NA	NA	€ 50,000	€50,000	NA
<b>Total</b>		€174,469	€190,742	€304,000	€304,000	NA

<sup>55</sup> Assembly of the Republic of Kosovo, *Law on Social and Family Services*, Law No. 02/L-17, Art. 1.3d, 12.2.

<sup>56</sup> Assembly of the Republic of Kosovo, *Law on Preventing and Combatting Trafficking in Human Beings and Protecting Victims of Trafficking*, Law No. 04/L-218, Prishtina: 2013, at: [http://www.mpb-ks.org/repository/docs/Ligji\\_kunder\\_trafikimit\\_Anglisht.pdf](http://www.mpb-ks.org/repository/docs/Ligji_kunder_trafikimit_Anglisht.pdf), Art. 23, 38; Government of Kosovo, Office of the Prime Minister, Agency for Gender Equality, *Kosovo Program against Domestic Violence and Action Plan 2011-2014*, Prishtina: AGE, 2011, at: <http://abgi.rks-gov.net/Portals/0/Programi%20i%20Kosov%C3%ABs%20Kund%C3%ABr%20Dhun%C3%ABs%20n%C3%AB%20Familje%20dhe%20Plani%20i%20veprimit.pdf>; and Government of Kosovo, Ministry of Internal Affairs, *National Strategy and Action Plan against Trafficking in Human Beings 2011-2014*, Prishtina: Government of Kosovo, Ministry of Internal Affairs, 2011, at: <http://www.mpb-ks.org/repository/docs/TQNJAnglisht.pdf>, Strategic Objectives 3.1.1, 2.2.3, 2.2.4, 2.2.5.

<sup>57</sup> Assembly of the Republic of Kosovo, *Law on Preventing and Combatting Trafficking in Human Beings and Protecting Victims of Trafficking*, Law No. 04/L-218, Art. 23, 38

<sup>58</sup> For more information about funds received from other sources in the past, see KWN, *At What Cost?*.

<sup>59</sup> These represent actual expenditures rather than originally budgeted expenses. Numbers have been rounded to the nearest Euro. Funding for ISF came from the Ministry of Justice. Source: ISF, correspondence, May 2014.

<sup>60</sup> The budgeted amount was 75,000, so they spent less than was originally budgeted.

As Table 11 illustrates, all shelters received an equal amount of state funding each year since 2011, with the exception of ISF, Protecting Victims Preventing Trafficking (PVPT), and Hope and Homes for Children. However, as Table 12 illustrates, shelters do not house the same number of persons.

This suggests that MLSW could perhaps make more effective and efficient use of its budget for shelters by basing funding on the number of clients served by each shelter and an estimated cost of shelter per client for standardized services.<sup>61</sup> Standardized services should include costs associated with shelter staffing and operational costs necessary for shelters to provide these services in accordance with the existing legal framework. A 2012 calculation suggested that sheltering a person (without any other services) costs on average €3,750 per year or €312.50 per month.<sup>62</sup>

Notably, as the last column of Table 12 illustrates, the state-run shelter receives approximately 10 times the budget per client than do most NGO-run shelters. The average amount spent on each client by ISF is much closer to the aforementioned estimated actual cost of providing shelter.

In order make accurate cost estimates, MLSW can collect from shelters information regarding the length of time clients stay. Since shelters receive funding from elsewhere, if this funding is for the same services (and not supplementary care in addition to that funded by MLSW), this should be taken into consideration as well.

Table 12. Number of Clients Assisted by Each Shelter by Year, Disaggregated by Gender

Shelter	Max. # of beds	Avg. Stay Months	2011			2012 <sup>63</sup>			2013 <sup>64</sup>			Avg. State Expense per Client Monthly in 2013
			F	M	T	F	M	T	F	M	T	
Centre for Protection of Women and Children			54	11	65	56	24	80	79	17	96	€ 20.83
CPWC Raba Voca						54	17	71	64	21	85	€ 23.53
Women's Wellness Centre	16	2-4	54	13	67	45+		67	78	7	85	€ 23.53
Safe House Gjakova	15	6-12	49	18	67	38+		71	59	14	73	€ 27.40
Centre for Sheltering Women and Children	21	3-12	21	5	26	29	9	38	30	9	39	€ 51.28
Centre Liria	15	6	70	18	88	62+		89	49	10	59	€ 33.90
Interim Security Facility <sup>65</sup>	~37		17	0	17	34	0	34	19	1	20	€ 333.33
Protect Victims Prevent Trafficking	7	3-4	45	0	45	48	0	48	43	1	44	€ 56.82
Home and Hope for Children <sup>66</sup>	12	6	20	16	36	13	8	21	14	13	27	€ 154.32

Table 12 also illustrates that shelters in Kosovo currently only serve women and children. Shelters accept boys up to age 12. Considering the fact that an estimated 8% of property in Kosovo belongs to women,<sup>67</sup> women and children clearly are more vulnerable

<sup>61</sup> See, KWN, *At What Cost?*, p. 23.

<sup>62</sup> KWN, *At What Cost?*, p. 77.

<sup>63</sup> Coalition of Shelters of Kosovo (KSK), "*Raport i KSK mbi punën e strehimoreve dhe strehimin e viktimave të dhunës në familje, si edhe për angazhimet e KSK në realizimin Programit të Kosovës Kundër Dhunës në Familje për vitin 2012*," Prishtina: 2013.

<sup>64</sup> MLSW. Note, the figures provided by MLSW differ from those provided by the Coalition of Shelters, but the official numbers are used here.

<sup>65</sup> The Interim Security Facility has a capacity of 25 beds, two apartments with two bedrooms for mothers with children, and a section for men with five beds.

<sup>66</sup> This data came from Hope and Homes for Children. According to the Ministry they had 12 in total for 2011, 12 in 2012, and 9 in 2013.

<sup>67</sup> Farnsveden, Ulf, Ariana Qosaj-Mustafa, and Nicole Farnsworth for Orgut, *Country Gender Profile*, Prishtina: Sida, 2014.

than men in terms of having access to housing when domestic violence occurs. Since homes tend to be owned and/or rented by men, they are less likely to have a place to go. Even so, police reports suggest that violence against boys and men exists as well.<sup>68</sup> At least one shelter should be made available for men, particularly young men who do not have alternative places to go.

Based on trends regarding the average number of persons sheltered per year at each shelter, their age, and the average length of stay, the actual expenditure required per shelter can be budgeted. Further information is required from shelters in order to make this estimate, including a more accurate average length of stay.

### Recommendations

- Fund shelters in accordance with the number of clients sheltered per month, including funds for staff and operational costs that make care for clients possible.
- Require shelters to provide information regarding other sources of funding.
- Require shelters to collect data regarding the gender of the persons sheltered (including for children) and the length of time they are sheltered.
- Set aside funds within the subsidies and transfers expense category for contracting a service provider that will offer quality care and shelter for teenage boys and men, ensuring that separate spaces are created within the shelter for teenagers and men, respectively.

### Disabled and Elderly People Division

This section presents the total number of beneficiaries of each institution, funded by the budget of MLSW. MLSW could not provide budget information for each institution and community house individually. This is mainly because the budget for institutions is not decentralized, but managed by MLSW. This budget is allocated from the budget line of institutions, and the expense categories show the total budget allocated to all institutions, rather than to each of them separately. Therefore the amount spent on women and men could not be estimated for each institution, but only in total for all institutions.

In 2014, there are 253 people in different institutions in Kosovo; 47% are women and 53% are men (Table 13). The

**Table 13. Number of Beneficiaries by Gender, 2011-2014**

Year	Total # of Beneficiaries	Total # of Women Beneficiaries	Total # of Men Beneficiaries
2011	263	120 (46%)	143 (54%)
2012	260	118 (45%)	142 (55%)
2013	256	120 (47%)	135 (53%)
2014	253	120 (47%)	133 (53%)

**Table 14. Budget Planned for Institutions 2011-2014 by Expense Category**

Year	Total # of Employees	Wages and Salaries	Goods and Services	Municipal Expenses	Subsidies and Transfers	Capital Investments
2011	236	€ 844,979	€ 602,236	€106,664	€ 30,000	€ 430,701
2012	236	€1,014,979	€ 568,473	€106,664	€ 30,000	€ 500,000
2013	242	€1,009,779	€ 768,473	€106,664	€ 30,000	€ 400,000
2014	242	€ 966,216	€ 849,510	€177,000	€ 30,000	€ 400,000

number of beneficiaries has slightly decreased with time. The budget of these services is shown in Table 14. The budget planned for running costs of institutions (goods and services) has slightly increased over the years. The government's decision to reduce all costs of goods and services by 20% was not applied to this Division for the 2014 budget.

Additionally, the Division has budgeted €30,000 for a €10 transfer per beneficiary in the institutions. In order for this transfer to be made, the Ministry of Finance requires signatures on behalf of recipients. Since several would-be recipients are illiterate, MLSW requested that transfers be made based on fingerprints. However, MLSW reports that the

<sup>68</sup> Ibid.

Ministry of Finance would not accept fingerprints, so the transfers have not been spent. Rather, this budget line was reallocated and spent on other costs within the Ministry. This may impact more women than men; in 2011, 6.1% of women over age 10 in Kosovo were illiterate compared to 1.6% of men.<sup>69</sup>

## Elderly Homes

The provision of this service is regulated via Administrative Instruction No. 07/2011 for “activities and requirements of placement of residents in house of Elderly without family care homes and Community Based homes.”<sup>70</sup> This Administrative Instruction describes eligibility criteria for persons to reside in community based homes: they must “be a permanent resident of the republic of Kosovo, be over 65 years old, have no offspring-biological or adopted child, be in good mental condition, and have no infectious disease.”<sup>71</sup>

Three homes exist in Kosovo (Prishtina, Gurakoc, Skenderaj). A new elderly residential care home was opened in Gračanica in 2014. The Division for Disabled and Old Persons is responsible for monitoring their work, approving new clients who have applied to reside at the homes, and recording data about the clients at each institution.

As Table 15 illustrates, there are more men than women in this institution. The number of women has remained almost the same over the years, while the number of men has decreased each year. During the first quarter of 2014, 54 women (45%) and 66 men (55%) resided in elderly care institutions in Kosovo.

Table 15. Clients in Elderly Care Institutions by Year

Elderly Care	Year	Total # of clients	Total # of women	Total # of men
Prishtina (135 beds)	2011	97	37 (38%)	60 (62%)
	2012	97	39 (40%)	58 (60%)
	2013	93	40 (43%)	53 (57%)
	2014	90	40 (44%)	50 (56%)
Gurakoc (20 beds)	2011	18	9 (50%)	9 (50%)
	2012	17	9 (53%)	8 (47%)
	2013	16	9 (56%)	7 (44%)
	2014	14	7 (50%)	7 (50%)
Skenderaj (20 beds)	2011	17	9 (53%)	8 (47%)
	2012	15	7 (47%)	8 (53%)
	2013	14	6 (43%)	8 (57%)
	2014	16	7 (44%)	9 (56%)
Gračanica	2014	5	2 (40%)	3 (60%)
Total Kosovo	2011	132	55 (42%)	77 (58%)
	2012	129	55 (43%)	74 (57%)
	2013	123	55 (45%)	68 (55%)
	2014	120	54 (45%)	66 (55%)

## Community Homes and Mental Health Institutions

Law No. 02/L-17 on Social and Family Services foresees that directorates can provide via CSWs or NGOs residential care for the elderly and persons with special needs (Art. 6.7f). Mental Health Institutions are a social service offered in accordance with Administrative Instruction Nr. 06/2011 “for the Placement of Residents, Persons with Mental Disabilities/Delay in Mental Development at the Special Institute in Shtime and in Community-based Homes.”<sup>72</sup> Eligible persons include those who successfully provide several documents.<sup>73</sup>

<sup>69</sup> ASK, *REKOS 2011*, at: [http://census.rks-gov.net/istarMDEE/MD/dawinciMD.jsp?al=yC&a2=mF0&n=IUR906\\$\\$\\$\\$\\$26&o=&v=IUR060HN00V7000000000&p=0&sp=null&l=0&exp=0](http://census.rks-gov.net/istarMDEE/MD/dawinciMD.jsp?al=yC&a2=mF0&n=IUR906$$$$$26&o=&v=IUR060HN00V7000000000&p=0&sp=null&l=0&exp=0).

<sup>70</sup> Assembly of the Republic of Kosovo, *Instruction for activities and requirements of placement of residents in house of Elderly without family care homes and Community Based homes*, Administrative Instruction No. 07/2011, 2011, Prishtina: Assembly of the Republic of Kosovo, at <http://gzk.rks-gov.net/ActDetail.aspx?ActID=7980>.

<sup>71</sup> Ibid.

<sup>72</sup> Assembly of the Republic of Kosovo, *Administrative Instruction Nr. 06/2011 for the Work and Placement of Residents, Persons with Mental Disabilities - Delays in Mental Development at the Special Institute in Shtime and in Community-based homes*, Art. 6.

<sup>73</sup> Ibid. These include: ID or other document identifier; birth certificate; certificate of specialist physician-disease; professional opinion of at least three specialist in the psychiatric ward of the UCC's,

Institutions operate under MLSW and provide various services for their residents. According to the aforementioned Administrative Instruction, this includes food, clothing, healthcare, physical treatment, work therapy, education, and social treatment. Seven community homes exist in Kosovo (see Table 16).

**Table 16. Total Beneficiaries in Each Community House by Year and Gender**

Type of Community House	2011			2012			2013			2014		
	Total clients	Total women	Total men	Total clients	Total women	Total men	Total clients	Total women	Total men	Total clients	Total women	Total men
Children with disabilities Shtime	10	3	7	10	3	7	10	3	6	10	3	7
Adults with disabilities Shtime	12	7	5	12	7	5	12	7	5	12	6	6
Adults with disabilities Vushtri	10	9	1	10	9	1	10	9	1	10	9	1
Adults with disabilities Kamenice	10	9	1	10	7	3	9	6	3	9	6	3
Adults with disabilities Decan	10	4	6	10	4	6	10	4	6	9	4	5
Adults with disabilities Ferizaj	10	4	6	10	4	6	10	5	5	10	5	5
Adults with disabilities Gracanice	10	8	2	10	8	2	10	7	3	10	8	2
<b>Total Kosovo</b>	<b>72</b>	<b>44</b> (61%)	<b>28</b> (39%)	<b>72</b>	<b>42</b> (58%)	<b>30</b> (42%)	<b>71</b>	<b>41</b> (58%)	<b>29</b> (42%)	<b>70</b>	<b>41</b> (59%)	<b>29</b> (41%)

The total number of clients in the mental health institution of Shtime has slightly increased over the years (see Table 17). Most clients were men in 2011 (60-64%).

No specific gender sensitive instructions for Mental Health institutions exist. Further, reports of sexual assaults and other abuses against women residents exist.<sup>74</sup> In 2014, there was allegation of sexual abuse and removal of uterus of women patients. The Ferizaj prosecutor's office has begun investigating allegations.<sup>75</sup>

There is not enough data to make an accurate assessment of the budget for 2015 for the Disabled and Elderly People Division. MLSW firstly should assess the budget of each institution. Additionally, MLSW should analyse the budget based on the needs of individuals who receive services in these institutions.

**Table 17. Total Clients in the Institute of Shtime by Year**

Year	Total clients	Total women	Total men
2011	59	21 (36%)	38 (64%)
2012	59	21 (36%)	38 (64%)
2013	62	24 (39%)	38 (61%)
2014	63	25 (40%)	38 (60%)

## Recommendations

- Establish gender sensitive instructions for Mental Health institutions.

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or any department regional psychiatric hospital where clearly defined diagnosis of client (the degree of stalemate in mental development); a ruling on getting the capability to act by the municipal court; the decision by the guardianship over the appointment of guardian; certificate of the economy; certification of the family; two photographs.

<sup>74</sup> In 2002, for example, out of six women interviewed by the "Council for Advancing Human Rights of People with Disabilities", four reported that they had experienced sexual abuse while residing in the Mental Health Institution of Shtime (see Rosenthal, E., & Szeli, E. "Human Rights of People with Disability in Kosovo," *Mental Disability Rights International*, 2005, at: <http://www.disabilityrightsintl.org/wordpress/wp-content/uploads/KosovoReport.pdf>.

<sup>75</sup> *Koha Ditore*, 28 March 2014, at: <http://koha.net/index.php/repository/pytjet/pdf/agapdf.pdf?id=27&l=4410>.



- Conduct regular un-announced monitoring visits and carry out investigations into potential instances of sexual violence and/or discrimination against residents.
- Assess the costs of providing services in each institution supported by this division, based on clients' real needs.
- Budget for a qualitative assessment of services provided, considering the unique needs of women and men.

## **Social Assistance Division**

Inhabitants who hold permanent residency in Kosovo, including foreigners with residency, are eligible for registration in social assistance schemes either at CSWs or at municipal offices of the Division of Pensions and Benefits, depending on the type of assistance for which they are eligible. The Social Assistance Scheme (SAS) was established in 2003 in Kosovo, as a social protection benefit towards alleviating poverty.

SAS is divided in two categories: (1) Families in which all members are dependent and not working; and (2) families in which one family member is able to work and registered as unemployed with the MLSW Employment Office, at least one child is younger than five years old or an orphan younger than 15 under the family's full-time care and all other members are dependent. Dependent members include persons ages 18 years or older who have permanent and severe disabilities; persons ages 65 years or older; full-time caregivers of the first two needing full-time care or of a child under the age of five years; persons younger than 14 years, persons ages 15-18 years who are attending secondary school full time; and single parents with at least one child under the age of 15.<sup>76</sup> Additionally, applicants for social assistance must not own property or land larger than 0.5 hectares, vehicles, livestock, and equipment used for domestic or commercial purposes. Lastly, the eligible family must not receive other sources of income, excluding benefits from basic pension, disability pension, and home production for family consumption.

The amount of social assistance varies according to family size, excluding members who are recipients of disability or basic pension, or those benefiting from the law on Martyrs, Invalids, Veterans, Members of Kosovo Liberation Army, Civilian Victims of War and their Families. In accordance with the Administrative Instruction on Implementing the Law on Social Assistance, the maximum Monthly Gross Standard Rates of Social Assistance for 2003 are shown in Table 18.<sup>77</sup>

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<sup>76</sup> Assembly of the Republic of Kosovo, *Law on Social Assistance Scheme in Kosovo*, Law no. 2003/15, Prishtina: Assembly of the Republic of Kosovo, 2003, at:

[http://www.kuvendikosoves.org/common/docs/ligjet/2003\\_15\\_en.pdf](http://www.kuvendikosoves.org/common/docs/ligjet/2003_15_en.pdf), Art 2.1, 2.2.

<sup>77</sup> MLSW, *Implementing the Law on Social Assistance Scheme in Kosovo*, Prishtina: MLSW, 2003, at: <https://mpms.rks-gov.net/Portals/0/Ligji/SekondarAnglisht/Implementing%20Rule%20No.2003-XX%20On%20Implementing%20the%20Law%20on%20Social%20Assistance%20Scheme%20in%20Kosovo.pdf>, Art. 8.

**Table 18. Monthly Gross Standards Rates**

Family Size <sup>78</sup>	Monthly Gross Standard Rates 2003	Monthly Gross Standard Rates as of January 2009	Monthly Gross Standard Rates of June 2012	Consumer Price Index of the Minimum Basket of Goods 2012 <sup>79</sup>
Family with one person	€35	€40	€40	€63.00
Family with two persons	€50	€55	€55	€100.00
Family with three persons	€55	€60	€60	€133.66
Family with four persons	€60	€65	€65	€164.25
Family with five persons	€65	€70	€70	€193.00
Family with six persons	€70	€75	€75	€224.60
Family with seven persons	€75 <sup>80</sup>	€80*	€80	
Family with eight persons	€75	€80	€85 <sup>81</sup>	

A recent UNDP study has noted the important issue that SAS “has not been adjusted to changes in micro- and macro-economic conditions in Kosovo.”<sup>82</sup> Therefore, it does not meet the basic human needs of individuals and families. As Table 18 illustrates, social assistance benefits do not meet the minimum rate of extreme poverty in Kosovo: €47 per person per month. Although the government’s decision to increase wages and salaries and social transfers by 25% impacted almost all types of benefits, it did not impact SAS.<sup>83</sup>

The budget for social assistance has not changed substantially over the years (see Table 19). There was a 2.5% decrease between the 2012 and 2013 budgets.

The number of beneficiaries decreased by 7% in 2013 and by 13.9% in the first quarter of 2014 (see Table 20). The budget allocated to women beneficiaries is less than that allocated to men. Men members tend to receive assistance transfers to households (71%).

**Table 19. SAS Subsidies and Transfers: Difference between Budget Spent and Budgeted**

Year <sup>84</sup>	Budget Planned	Budget Spent	% Spent
2012	€ 28,000,999	€ 27,159,652	97%
2013	€ 27,280,000	€ 27,427,689	101%
2014 (April)	€ 27,280,000	€ 9,087,782	33%

**Table 20. Total Number of Beneficiaries of SAS I and 2 by Gender**

Year	Total # of Beneficiaries	Total # of Women Beneficiaries	Total # of Men Beneficiaries	Total # of Household Members	Total # of Women Member	Total # of Men Members
2012	40,582	11,790 (29%)	28,792 (71%)	140,821	81,514 (58%)	59,307 (42%)
2013	37,739	11,102 (29%)	26,637 (71%)	129,717	74,926 (58%)	54,791 (42%)
2014 (April)	32,488	9,780 (30%)	22,708 (70%)	105,814	61,580 (58%)	44,234 (42%)

From 2012 to 2014, 73% of the SAS budget has been allocated to men recipients (Table 21). However, as Table 20 illustrates, women comprise the majority of household

<sup>78</sup> Table from UNDP, *The Real Value of Social Assistance: An Assessment of Social Assistance Benefit Adequacy*, Prishtina: UNDP, 2014, at: <http://www.ks.undp.org/content/dam/kosovo/docs/Communications/Dokumenti%20The%20Real%20Value%20of%20Social%20Assistance%20ONLINE.pdf>.

<sup>79</sup> This is based on the methodology of the *World Bank Poverty and Inequality 2002-2003* analysis, which calculated the new cost of the minimum basket of food consumption and monthly amount of Social Assistance using 2012 household survey data. The methodology accounts for changes in both the composition of the minimum food basket and prices as of 2012.

<sup>80</sup> The legislation sets a limit of €75 per month for families that have more than seven (7) members. In January 2009, the limit was raised to €80 per month for such families.

<sup>81</sup> The 2012 amendment removes the limit of €80 for families with more than seven (7) members; an additional €5 is added to the monthly benefit for every additional member.

<sup>82</sup> UNDP, 2014.

<sup>83</sup> Republic of Kosovo, Government of Kosovo, *Decision Nr. 01/176*.

<sup>84</sup> Data received from the Social Assistance Division, April 2014.

members reliant on SAS (58%). The fact that men tend to collect assistance benefits as “heads of households,” can lead to discrimination in the disbursement of funds to all family members. Since women comprise the majority of persons depending on benefits, this may impact them disproportionately. Further research could examine this in Kosovo.

Table 21. Beneficiaries and Transfer Allocation of SAS by Gender

Year	Total # of Beneficiaries	Total # of Women Beneficiaries	Total # of Men Beneficiaries	Total Budget	Total Budget for Women	€ per Capita Women	Total Budget for Men	€ per Capita Men
2012	40,582	11,790	28,792	€27,159,652	€7,251,966 (27%)	€51.3	€19,907,686 (73%)	€57.6
2013	37,739	11,102	26,637	€27,427,689	€7,351,618 (27%)	€55.2	€20,076,071 (73%)	€62.8
2014 (April)	32,488	9,780	22,708	€9,087,782	€2,439,404 (27%)	€62.4	€ 6,648,378 (73%)	€73.2

## Social Assistance Category 1

The total number of beneficiaries receiving Category I SAS in 2013 was 20,963, including 54% men and 46% women (see Table 22). The number of beneficiaries has decreased annually, by 6.4% in 2013 and by 9.5% in the first quarter of 2014. In 2013, most family members in households receiving Category I Assistance were women (53%). Men family members are slightly more like to receive the transfer (54%).

Table 22. SAS Category I Beneficiaries

Year	Total # of Beneficiaries	Total # of Men	Total # of Women	# of Household Members	Total # of Men Household Members	Total # of Women Household Members
2012	22,406	12,172 (54%)	10,234 (46%)	65,351	30,575 (47%)	34,776 (53%)
2013	20,963	11,320 (54%)	9,643 (46%)	60,508	28,245 (47%)	32,263 (53%)
2014 (April)	18,964	10,304 (54%)	8,660 (46%)	53,338	24,561 (46%)	28,777 (54%)

However, 57% of the budget is allocated to men recipients and 43% to women recipients (see Table 23). Due to time limitations, the Social Assistance Division could not calculate the budget allocated based on the number of household members. It could only provide the total budget allocated to recipients of the transfer. Nevertheless, the table suggests men family members tend to receive more transfers than women, though more women than men depend on this transfer.

Table 23. SAS I Beneficiaries and Budget by Gender and Year

Year	Total Beneficiaries	Total # of Men	Total # of Women	Total Budget	Total Budget for Men Beneficiaries	€ per Capita Men	Total Budget for Women Beneficiaries	€ per Capita Women
2012	22,406	12,172 (54%)	10,234 (46%)	€ 14,309,599	€ 8,125,598 (57%)	€55.6	€6,184,001 (43%)	€50.4
2013	20,963	11,320 (54%)	9,643 (46%)	€ 14,568,820	€ 8,272,422 (57%)	€60.9	€6,296,398 (43%)	€54.4
2014	18,964	10,304 (54%)	8,660 (46%)	€ 4,968,328	€ 2,857,639 (58%)	€69.3	€2,110,689 (42%)	€60.9

## Social Assistance Category 2

Gender disparity is greater in the distribution of Category 2 SAS. Table 24 illustrates that a significant majority of transfer recipients are men (91%). In the first quarter of 2014, this percentage showed a slight increase to 92%. Although men receive the transfer, the majority of household members dependent on Category 2 SAS are women (62%). Again, men are receiving a transfer that numerically impacts women more.

Table 24. Category 2 SAS Distribution of Transfer to Beneficiaries and Household Members by Gender

Year	Total # of Beneficiaries	Total # of Men	Total # of Women	Total # of Household Members	Total # of Men Household Members	Total # of Women Household Members
2012	18,176	16,620 (91%)	1,556 (9%)	75,470	28,732 (38%)	46,738 (62%)
2013	16,776	15,317 (91%)	1,459 (9%)	69,209	26,546 (38%)	42,663 (62%)
2014	13,524	12,404 (92%)	1,120 (8%)	52,476	19,673 (37%)	32,803 (63%)

Table 25 illustrates that men consistently have received the vast majority of the total budget for Category 2 Social Assistance (92%). This difference may be due in part to traditional gender roles in Kosovo, according to which women tend to carry out care responsibilities within the household, whereas men carry out responsibilities outside the home, such as retrieving social assistance.<sup>85</sup> However, further research is needed. Women may not have access to these funds if they are not direct recipients of the transfer, which could lead to discrimination in the use of this state assistance.

Table 25. Recipients of Category 2 Social Assistance by Year, Gender, and Budget

Year	Total Beneficiaries	# of Men (%)	# of Women (%)	Total Budget	Total Budget for Men	€ per capita Men	Budget for Women	€ per capita Women
2012	18,176	16,620 (91%)	1,556 (9%)	€ 12,850,053	€ 11,782,088 (92%)	€59.1	€1,067,965 (8%)	€57.2
2013	16,776	15,317 (91%)	1,459 (9%)	€ 12,858,869	€ 11,803,649 (92%)	€64.2	€1,055,220 (8%)	€60.3
2014	13,524	12,404 (92%)	1,120 (8%)	€ 4,119,454	€ 3,790,739 (92%)	€76.4	€328,715 (8%)	€73.4

## Recommendations

- Consider the indexation of the minimum basket of goods in budget planning.
- Investigate further why substantially more men receive Category 2 SAS than women, as well as how social assistance is distributed within the household.
- Establish specific indicators and activities towards increasing the proportion of women recipients of SAS transfers.
- Ensure that women receive transfers in instances when they are primary caregivers (e.g. for children, the elderly), so that the primary caregiver receives funds rather than the head of household.

## DEPARTMENT OF MARTYRS' FAMILIES AND WAR INVALIDS

The Department of Martyrs' Families and War Invalids is responsible for developing and promoting MLSW policies relating to pension and benefits for persons affected by war. It also plans and coordinates the general pension and benefit programs for persons affected by war. It makes payments as part of pension and benefit schemes, as well as maintains records and statistics on expenditures. This department administers the specific pension schemes for martyrs, invalids, veterans, members of KLA, civilian victims of war and their families. This pension is regulated via Law no. 04/L-054 "on the Status and the Rights of Martyrs, Invalids, Veterans, Members of Kosova Liberation Army, Civilian Victims of War and their Families." The law includes eligibility criteria and sets out conditions that must be met to receive this pension. The pay includes a monthly transfer of money, the rate of which depends on the status of the KLA member (veteran, missing, level of bodily damage), administered by the Department of Families of Martyrs, Disabled War and Civilian Victims Families. The budget of subsidies and transfers for implementation of the entire law is €12,564,000 for 2014.

<sup>85</sup> Workshop with MLSW, 4 June 2014.

In April 2014, Law No. 04/L-172 on amending and supplementing Law No. 04/L-054 was passed.<sup>86</sup> The amendment added survivors of sexual violence during the war to the list of beneficiaries, defining them as “any person who survived sexual abuse and rape within the period from 27.02.1998 until 20.06.1999”. This was an achievement from a gender perspective.<sup>87</sup>

In June 2012, MLSW issued Administrative Instruction No. 08/2012 on the evaluation and examination of the rate of disability of civil invalids and invalids of war of the Kosovo Liberation Army.

This instruction created the commission for medical examination, which evaluates the extent of disability resulting from war for both civilians and KLA members.

The Department has budgeted effectively from 2011 through 2013, and the planned budget was almost fully spent (Table 26). Additionally, the overall budget was allocated almost equally among women and men beneficiaries (Table 27).

**Table 26. DMFWI Difference in Budget Planned and Spent**

Year	Total Budget Planned	Budget Spent	% Spent
2011	€ 29,921,019	€ 29,249,970.31	97.8%
2012	€ 30,121,019	€ 30,205,298.52	99.7%
2013	€ 29,448,900	€ 30,364,117.29	103.1%

**Table 27. Total Budget Spent on Women and Men Beneficiaries, 2011-2013<sup>88</sup>**

Year	Total Budget	Budget for Women	% of Budget for Women	# of Women Beneficiaries	€ per Capita Women	Budget for Men	% of Budget for Men	# of Men Beneficiaries	€ per Capita Men
2011	€29,249,970	€14,967,635	51%	6,857	€182	€14,282,336	49%	6,262	€190
2012	€30,205,299	€15,156,068	50%	6,852	€184	€15,049,230	50%	6,380	€197
2013	€30,364,117	€15,333,359	50%	6,847	€187	€15,030,758	50%	6,349	€197

However, more women benefitted from this equal amount of funding than men. There were 9.5% more women receiving this benefit than men in 2011, 7.4% more in 2012, and 7.8% more in 2013. As Table 27 illustrates, on average men tend to receive benefits amounting to approximately €10 more per month per capita (€190-197) than women (€182-187). This is probably because the benefit that men receive tends to be larger than the benefit received by women on average. However, since the amount received differs by pension category, one cannot make a general per capita calculation.

Table 28 shows the total amount of budget spent for each pension category, and the percentage allocated to women and men beneficiaries in 2011-2013. There is no difference in per capita budget allocated to women and men for the transfers of this department.

<sup>86</sup> Assembly of the Republic of Kosovo, *Law No. 04/L-054 on the Status and the Rights of Martyrs, Invalids, Veterans, Members of KLA, and Civilian Victims and Their Families*, Prishtina: Assembly of the Republic of Kosovo, 2011; Assembly of the Republic of Kosovo, *Law No. 04/L-172 on Amending and Supplementing the Law no. 04/L-054 on the Status and the Rights of Martyrs, Invalids, Veterans, Members of KLA, Sexual Violence Victims of War, and Civilian Victims and Their Families*, Prishtina: 2014, at: <http://gzk.rks-gov.net/ActDetail.aspx?ActID=9436>.

<sup>87</sup> Ibid, Art. 3.

<sup>88</sup> All numbers have been rounded to the nearest Euro.

Table 28. DMFWI Budget by Transfer Type and Gender 2011-2013

Type of Transfer	Total Budget	2011 % of Total Budget for Women	% of Budget for Men	Total Budget	2012 % of Budget for Women	% of Budget for Men	Total Budget	2013 % of Budget for Women	% of Budget for Men
Martyrs' families	€ 8,352,099	77%	23%	€8,750,867	77%	23%	€8,796,789	77%	23%
Civilian victims	€8,309,598	83%	17%	€8,077,806	84%	16%	€8,069,589	84%	16%
KLA war invalids	€9,080,451	2%	98%	€9,824,109	2%	98%	€9,824,159	2%	98%
War civilian invalids	€2,587,033	28%	72%	€2,575,444	28%	72%	€2,587,475	28%	72%
Missing people KLA	€ 75,842	89%	11%	€ 79,502	89%	11%	€ 84,014	90%	10%
Civilian missing people	€ 473,172	79%	21%	€ 457,182	79%	21%	€ 506,225	80%	20%
Families of war invalids after death	€ 144,855	95%	5%	€ 197,702	92%	8%	€ 244,198	92%	8%
Families of civilian invalids after death	€ 46,900	86%	14%	€ 56,927	84%	16%	€ 69,605	84%	16%
Caretakers of war invalids	€ 163,620	80%	20%	€ 169,200	83%	17%	€ 165,420	82%	18%
Caretakers of civilian invalids	€ 16,401	62%	38%	€ 16,561	62%	38%	€ 16,642	61%	39%

In 2013, more budget was spent for women in the category of martyrs' families (77%), civilian victims (84%), missing KLA people (90%), civilian missing people (80%), families of war invalids after death (92%), families of civilian invalids after death (84%), caretakers of war invalids (82%), and caretakers of war invalids after death (61%). This may be explained by the fact that the majority of persons killed or missing due to the war were men. Notably, men comprise the majority of beneficiaries from the categories of KLA war invalids (98%) and war civil invalids (72%). While KLA war invalids are primarily men because men comprised the majority of those fighting in the KLA, civilian invalids arguably should have greater gender balance. This may suggest that women civilian invalids may not have information about or access to support for which they may qualify.

### Recommendations

- Collaborate with mass media and women's groups who work with women affected by war, ensuring that women are aware of their rights to particular benefits.
- Include these tasks in employees' job descriptions.
- Cost and budget for the recent amendments to the law.
- Continue analysing spending on different groups, disaggregated by women and men and including per capita expenditures.
- Conduct further analysis of the specific needs of women and men via surveys of actual and potential beneficiaries.

## PENSION DEPARTMENT

The amended Law on Pensions states that the setting of economic policy with respect to pensions, as part of budgetary policy, is the responsibility of the Government.<sup>89</sup> More specifically, it is the responsibility of MLSW in collaboration with the Ministry of Finance. The pension system in Kosovo is organized, planned, and managed by the Department of Pension

<sup>89</sup> Assembly of the Republic of Kosovo, *Law Amending UNMIK Regulation 2005/20 Kosovo Pension Trust, amending UNMIK regulation 2001/35, Law No. 03/L-084*, Prishtina: 2008, at: [http://www.bqk-kos.org/repository/docs/2010/Ligji\\_2008\\_03\\_L084\\_en.pdf](http://www.bqk-kos.org/repository/docs/2010/Ligji_2008_03_L084_en.pdf), Art. 6.

Administration within MLSW. Current pension schemes include: basic pension, disability pension, early retirement from “Trepca” pension, pension for blind people, contribution-based pension, KPC pension, and Kosovo Security Force (KSF) (each discussed below). Government decision Nr. 01/176 resulted in a 25% increase for all pension schemes administered by the Kosovo Pension Administration (KPA) as of April 2014, except for the Trepca pension, which has a 50% increase.<sup>90</sup>

The KPA budget planned for financing pension schemes was not spent fully in 2011 and 2012: 89% and 95% spent, respectively (see Table 29). In 2013, the budget was overspent by 106% in total. This was financed by other MLSW departments or other ministries. KPA had spent more than 25% of its planned budget for 2014 as of March. This suggests that by the end of 2014 it may need support from other MLSW departments or ministries through governmental decisions. KPA expected this issue to arise because the Ministry of Finance did not approve the budget that MLSW requested in 2013.<sup>91</sup>

**Table 29. Percent of Subsidies and Transfers Budget Spent Compared to Budget Expenditures Adopted by Parliament**

Year	% Spent
2011	89%
2012	95%
2013	106%
2014	35%

According to KPA data, in 2013 at least 93,043 men received €86,643,097 in pensions (56% of the KPA budget).<sup>94</sup> The same year, 99,299 women received €69,430,482 in pensions. More women than men have received pensions over the years (see Table 30). However, women consistently have received fewer funds than men. This can be attributed to the fact that men tend to receive pension types that are of greater amounts (e.g., Trepca, KPC, and Basic Contributory Pension) than the type of pension that more women tend to receive (e.g., Basic Pension).

**Table 30. KPA Pensions by Year and Gender**

Year	Gender	Total Beneficiaries	Total Budget
2011 <sup>92</sup>	Men	86,459	€32,717,877
	Women	93,715	€45,804,997
2012 <sup>93</sup>	Men	89,078	€63,169,888
	Women	94,802	€53,925,954
2013	Men	93,043	€86,643,097
	Women	99,299	€69,430,482
2014	Men	90,008	€30,133,584
	Women	96,938	€25,012,327

Table 31 illustrates the total percentage of budget distributed to women and men beneficiaries for each pension scheme. Differences exist in the percentage of the budget spent on women and men in each scheme. Overall, men receive a larger percentage of the budget (see “Total Budget”).

<sup>90</sup> Assembly of the Republic of Kosovo, *Government of Kosovo Decision Nr.01/176*, Art. 2.3.

<sup>91</sup> KWN interview with KPA and MLSW Department for Budget and Finance, April 2014.

<sup>92</sup> KSF pension and early retirement pension from Trepca data for 2011 are missing. This is reflected in the amount of budget and number of beneficiaries.

<sup>93</sup> The number of beneficiaries for early retirement pension from Trepca is unknown. However, MLSW has noted that beneficiaries only include men.

<sup>94</sup> Notably, according to official ASK data, only 57,279 men and 65,596 women were of age to receive pensions in 2011 (ASK, *Kosovo Population Projection 2011-2016*, Prishtina: ASK, December 2013, at: [http://ask.rks-gov.net/ENG/publikimet/doc\\_view/1126-kosovo-population-projection-2011-2016?tmpl=component&format=raw](http://ask.rks-gov.net/ENG/publikimet/doc_view/1126-kosovo-population-projection-2011-2016?tmpl=component&format=raw), p. 38). This suggests that either census data is inaccurate or more people are receiving pensions than should be.

Table 31. KPA Budget by Year and Gender, Including Recent Changes in Monthly Pensions

Type of Pension	Monthly Pension in 2013	Monthly Pension from April 2014	2011		2012		2013		2014 (March)	
			Men	Women	Men	Women	Men	Women	Men	Women
Basic Pension	€ 60	€ 75	35%	65%	34%	66%	34%	66%	35%	65%
People with Disabilities	€ 60	€ 75	51%	49%	52%	48%	52%	48%	53%	47%
Early Retirement (Trepca)	€ 50	€105 <sup>95</sup>	100%	0%	100%	0%	100%	0%	NA	NA
Early Retirement Pension KPC	NA <sup>96</sup>	NA	NA	NA	97%	3%	96%	4%	96%	4%
Basic Pension-Contributory	€112	€140	87%	13%	90%	10%	89%	11%	89%	11%
Pension for members of KSF	NA <sup>97</sup>	NA	NA	NA	91%	9%	92%	8%	94%	6%
Law for the Blind	NA	€250 <sup>98</sup>							51%	49%
Total Budget			42%	58%	54%	46%	56%	44%	55%	45%

## Basic Pension

The provision of Basic Pensions in the Republic of Kosovo is regulated via Law No. 04/L-101 on Pension Funds of Kosovo.<sup>99</sup> Persons eligible for basic pension include those who permanently reside in the Republic of Kosovo and have reached the appropriate pension age (presently 65 years for women and men). Pensioners should receive a monthly money transfer from KPA. The pension transfer has increased each year (see Table 32). With the government's recent decision, the basic pension has increased to €75 per month.

In 2011 and 2012, MLSW budgeted more for basic pensions than what KPA spent: 7% and 6%, respectively (see Table 33). However, in 2013 KPA did not have sufficient funds budgeted for making all payments, falling short by 7%. In such instances, the MLSW budget department either uses funds from other programs or expense categories or receives funds from other ministries, based on government decisions.

Significantly more women (65-66%) than men (34-35%) benefit from basic pension (Table 34). This ratio has remained fairly consistent from 2011 through 2014. This can be attributed to the fact that all Kosovo citizens qualify for this pension, regardless of the number of years that they have worked in formal jobs. Also, the life expectancy of women as of 2011 (72.7 years) was longer than that of men (68.1), so women may rely on pensions for a longer

Table 32. Basic Pension

Year	Monthly Pension
2011	€ 45
2012	€ 50
2013	€ 60
2014	€ 75

Table 33. Planned and Spent Pension Budget by Year

Year	Budget Planned	Budget Spent	% Spent
2011	€ 65,650,000	€ 61,184,985	93%
2012	€ 73,038,000	€ 69,205,435	94%
2013	€ 81,337,677	€ 87,340,090	107%
2014 (March)	€ 88,693,355	€ 31,109,565	25%

<sup>95</sup> The Government decision was for a 50% increase, which would total €100. Therefore it is unclear why the new amount in the MTEF is €105.

<sup>96</sup> The pension amount is calculated based on the average wage received by the individual during her or his prior three years of service (70%) and whether they retired early (50%).

<sup>97</sup> The pension amount is calculated based on the percentage of the wage and the amount of time that the person has served. They receive a 0.5% increase for each year that they served in KSF. They may receive invalid pension in addition to this pension (Law on Pensions of Members of the Kosovo Security Force, Law No. 04/L-084, 2012, Art. 10).

<sup>98</sup> It was €100 for the blind person and €100 for the assistant prior to the government decision in 2014. Now it is €125 for each person.

<sup>99</sup> Assembly of the Republic of Kosovo, Law on Pension Funds of Kosovo, Law No. 04/L-101, 2012, at <http://www.atk-ks.org/wp-content/uploads/2010/09/Law-No.-04-L-101.pdf>, Art. 3.



period of time.<sup>100</sup> Trends suggest that life expectancy among women and men is increasing, which may mean that more people will depend on pensions in the future. The number of beneficiaries has increased each year by 4%.<sup>101</sup>

**Table 34. Budget Basic Pension by Year and Gender of Beneficiaries**

Year	Total Annual Budget	Total Annual Budget for Women	Total # of Women Beneficiaries	Total Annual Budget for Men Beneficiaries	Total # of Men Beneficiaries	% of Total Budget for Women	% of Total Budget for Men
2011	€61,184,985	€ 39,977,880	79,623	€ 21,207,105	43,601	65%	35%
2012	€69,205,435	€ 45,340,800	80,952	€ 23,864,635	44,061	66%	34%
2013	€87,340,090	€ 57,212,473	84,420	€ 30,127,617	45,924	66%	34%
2014 (March)	€31,109,565	€ 20,369,355	82,187	€ 10,740,210	43,642	65%	35%

## Disability Pension

Kosovo should implement the Universal Declaration of Human Rights,<sup>102</sup> the International Convention for the Rights of Persons with Disabilities,<sup>103</sup> and the European Disability Strategy 2010-2012 towards EU accession.<sup>104</sup> Law No. 2003/33 on Disability Pensions in Kosovo regulates pensions for persons with disabilities.<sup>105</sup> The “National Disability Action Plan for the Republic of Kosovo 2009 – 2011” seeks to protect the rights and benefits of people with disabilities.<sup>106</sup> Persons eligible to receive pensions include adult permanent residents of Kosovo who are permanently disabled to the extent that they are unable to work.<sup>107</sup> The pension includes a monthly money transfer set at the same rate as the Basic Pension. The 2014 budget for this pension is €12,564,000.

The process of receiving the status of “disabled” in Kosovo is largely based on the medical model. A medical commission provides diagnosis, which can be physical, sensory, or mental. The medical condition only proves that you have a disability. However, only people who are 100% unable to work are eligible to benefit from the disability pension. An issue that has been raised is that this policy does not encourage people with disabilities to be independent and has a bigger impact on women with disabilities who are heavily reliant on family support.

Table 35 shows the difference between the budget planned and the budget spent in 2011-2014. In 2011 and 2012, MLSW budgeted 15.7%, and 12.5% too much for the disability pension, respectively. MLSW used the remaining funds for other pension schemes that were

<sup>100</sup> World Bank, databank, at: [http://www.quandl.com/WORLDBANK/KSV\\_SP\\_DYN\\_LE00\\_FE\\_IN-Kosovo-Life-expectancy-at-birth-female-years](http://www.quandl.com/WORLDBANK/KSV_SP_DYN_LE00_FE_IN-Kosovo-Life-expectancy-at-birth-female-years). Notably, the Kosovo Statistical Agency estimates the life expectancy of men to be 75.4 and 80.5 for women (ASK, *Kosovo Population Projection 2011-2061*, 2013, p. 18). However, the World Bank estimates consider the under-registration of deaths in Kosovo.

<sup>101</sup> Data provided by KPA, April 2014.

<sup>102</sup> United Nations, *The Universal Declaration of Human Rights*, at: <http://www.un.org/en/documents/udhr>.

<sup>103</sup> United Nations, *Convention on the Rights of Persons with Disabilities*, at: <http://www.un.org/disabilities/convention/conventionfull.shtml>.

<sup>104</sup> European Commission, *European Disability Strategy 2010-2020*, at: [http://ec.europa.eu/justice/discrimination/disabilities/disability-strategy/index\\_en.htm](http://ec.europa.eu/justice/discrimination/disabilities/disability-strategy/index_en.htm).

<sup>105</sup> Assembly of the Republic of Kosovo, Law on Disability Pensions in Kosovo, Law No. 2003/33, Prishtina: 2003, at: [http://www.kuvendikosoves.org/common/docs/ligjet/2003\\_23\\_en.pdf](http://www.kuvendikosoves.org/common/docs/ligjet/2003_23_en.pdf).

<sup>106</sup> National Disability Action Plan for the Republic of Kosovo 2009-2011, at: [http://www.cooperazioneallosviluppo.esteri.it/pdgc/italiano/iniziativa/pdf/Kosovo\\_Plan.pdf](http://www.cooperazioneallosviluppo.esteri.it/pdgc/italiano/iniziativa/pdf/Kosovo_Plan.pdf).

<sup>107</sup> Permanent disability is defined as instances in which a person between the ages of 18 and 65 has a “medically diagnosed physical, sensory or mental condition, disease or disability rendering him or her incapable of any work for remuneration and where the Ministry has assessed the person and subsequently decides that they fulfill the medical criteria as set out in this Law.”

not budgeted for adequately. In 2013, MLSW was 13.6% over its budget. As of March 2014, 38.4% of the budget has been used.

Like the Basic Pension, Disability Pension has increased incrementally each year from €45 per month in 2011 to €75 per month in 2014. Consistently more men have received Disability Pension than women (see Table 36). Consequently men have received approximately 52% of this budget in 2012 and 2013. Further, the share of women receiving Disability Pension appears to be decreasing. In 2012, the number of women beneficiaries decreased 6.7% compared to 2011, whereas the number of men decreased only 2.3%. The Table suggests that this trend is continuing in 2014, where women have so far comprised 47% of Disability Pension recipients. This may suggest that women with disabilities may not have equal access to registering for and/or receiving this pension.

**Table 35. Disability Pension Planned vs. Spent Budget**

Year	Budget Planned	Budget Spent	% Spent
2011	€ 13,213,000	€ 11,136,615	84.3%
2012	€ 13,213,000	€ 11,558,210	87.5%
2013	€ 12,564,000	€ 14,271,180	113.6%
2014 (March)	€ 12,564,000	€ 4,826,715	38.4%

**Table 36. Budget for Disability Pension by Year and Gender of Beneficiaries**

Year	Total Annual Budget	Total Budget for Women Beneficiaries	Total # of Women Beneficiaries	Total Annual Budget for Men Beneficiaries	Total # of Men Beneficiaries	% of Total Budget for Women	% of Total Budget for Men
2011	€ 11,136,615	€ 5,430,985	10,741	€ 5,705,630	11,064	49%	51%
2012	€ 11,558,210	€ 5,524,285	10,018	€ 6,033,925	10,810	48%	52%
2013	€ 14,271,180	€ 6,840,490	10,594	€ 7,430,690	11,334	48%	52%
2014 (March)	€ 4,826,715	€ 2,281,465	9,575	€ 2,545,250	10,454	47%	53%

## Early Pension for Trepca Workers

Administrative Instruction No. 10/2007 on early pensions for workers of Trepca complex and other subterranean mines in Kosovo regulates pensions for people who worked in the complex of Trepca and other subterranean mines who are 50-65 years old; and workers who became incurably disabled and cannot work at a level of more than half of their usual ability.<sup>108</sup> They must possess 10 or more years of work experience; be a permanent resident of Kosovo; not benefit from any other financial scheme; not have any other income sources; and not have a terminated contract with Trepca or other mines.

The Trepca pension includes a monthly transfer of €50 from KPA. The 2014 budget for this budget line is €3,414,600. KPA cannot provide the number of beneficiaries each year because this information is maintained by Trepca. However, KPA stated that all Trepca pension recipients are men. Evidence suggests that women also worked at Trepca, albeit fewer women than men.<sup>109</sup> Further information could be collected as to why they are not receiving this benefit.

Every year MLSW budgeted between 11% and 14% too much for this budget line (see Table 37). The budget spent as of March 2014 was unavailable. However, the trend in expenditures from prior years suggests that MLSW could decrease slightly this

**Table 37. Trepca Pensions Budgeted vs. Spent**

Year	Planned Budget	Spent Budget	% Spent	KWN
				Estimate of # Beneficiaries
2011	€ 3,612,829	€ 3,099,430	86%	5,165
2012	€ 3,612,829	€ 3,168,170	88%	5,280
2013	€ 3,414,600	€ 3,033,190	89%	5,055
2014	€ 3,414,600	NA	NA	

<sup>108</sup> Administrative Instruction No. 10/2007 on Early Pension for Workers of "Trepca" Complex under UNMIK Administration and Subterranean Mines in Kosovo, Prishtina: 2007, at: <http://mpms.rks.gov.net/Portals/0/Ligji/SekondarAnglisht/A.1%20No.10-2007%20On%20Early%20Pension%20for%20Workers%20of%20TREPCA%20Complex.pdf>.

<sup>109</sup> Palairat, Michael for European Stability Initiative, Lessons Learned and Analysis, *Trepca 1965-2000*, ESI/LLA, 2003, at: [http://www.esiweb.org/pdf/esi\\_document\\_id\\_62.pdf](http://www.esiweb.org/pdf/esi_document_id_62.pdf), p. 17.

budget line and use the difference in funds to finance other currently under-financed pensions.

## Kosovo Protection Corps Pension

Law No. 03/L-100 on Pensions for Kosovo Protection Corps Members regulates the right to a pension for active Kosovo Protection Corps (KPC) members and their survivors after the KPC dissolved. Persons eligible include dependent relatives of former KPC pensioners who have passed away (spouses at the time of death, children under age 18 at the time of death, and other dependent relatives).<sup>110</sup> The “KPC pension” involves KPA making a regular monthly payment to former KPC members for life. The payment is based on the position held and years of service.

The budget spent on the KPC pension has increased slightly over time (see Table 38). Most years, MLSW has over-budgeted for this pension. For example, in 2011 only 40% of the planned budget was spent.<sup>111</sup> MLSW over-budgeted for this pension in 2012 by 43%. However, in 2013 MLSW had a deficit of 46% for this budget line, which was covered through other budget lines within the Ministry and by funds received from other ministries at the end of the year. As of March 2014, 38% of the budget has been spent, suggesting the KPC Pension may exceed its budget again this year.

Significantly more men (96-97%) than women (3-4%) receive this pension (see Table 39). This can be attributed to the fact that women comprised only 3.59% of the KPC.<sup>112</sup> Family members also can qualify for benefits, and 29 persons (including 28 women and one man) are receiving such benefits.<sup>113</sup> KPA does not have data on beneficiaries for 2011. In 2014, KPA plans to invest in a new database for recording the number of KPC pension beneficiaries and respective budgets.

Table 38. KPC Planned and Spent Budget

Year	Budget Planned	Budget Spent	% Spent
2011	€ 2,572,900	€ 1,018,421	40%
2012	€ 2,572,900	€ 1,471,055	57%
2013	€ 1,224,000	€ 1,781,911	146%
2014	€ 1,224,000	€ 460,316	38%

Table 39. Budget for KPC Pension Beneficiaries by Year and Gender

Year	Total Annual Budget	Total Annual Budget for Women	Total # of Women Beneficiaries	% of Budget for Women	€ Per Capita Women Monthly	Total Annual Budget for Men	Total # of Men Beneficiaries	% of Budget for Men	€ Per Capita Men Monthly
2012	€1,471,055	€ 48,793	32	3%	€127	€1,422,262	699	97%	€170
2013	€1,781,911	€ 64,462	35	4%	€154	€1,717,449	767	96%	€187
2014 (March)	€ 460,316	€ 17,004	36	4%	€ 157	€443,312	775	96%	€190

Table 39 suggests that on average men have received more benefits per capita (€170-€187 per month) than women (€127-€154). This difference may be attributed to the different positions that women and men have tended to have within the force, with men tending to have higher and better paid positions than women. The difference has continued in the first quarter of 2014.

<sup>110</sup> Assembly of the Republic of Kosovo, Law on the Pensions for Kosovo Protection Corps Members, Law no. 03/L-100, Prishtina: 2012, at: <http://www.atk-ks.org/wp-content/uploads/2010/09/Law-No.-04-L-101.pdf>.

<sup>111</sup> Data received from the KPA, May 2014.

<sup>112</sup> ASK, *Women and Men*, Prishtina: SOK, March 2009, cited in KWN, *1325 Facts & Fables*, Prishtina: KWN, 2011, p. 74, at: <http://www.womensnetwork.org/documents/20130120165559661.pdf>.

<sup>113</sup> KWN Correspondence with KPC, May 2014.

## Kosovo Security Force Pension

Law No. 04/L-084 on “Pensions of Members of the Kosovo Security Force” regulates the provision of pensions to Kosovo Security Force (KSF) members and their families.<sup>114</sup> Unlike most other pensions, beneficiaries receive the KSF pension regardless of whether they are employed, unless they serve in KSF. However, they must choose between this pension and pensions available through other applicable laws. If the KSF member or pensioner dies, her or his family receives a monthly “Family Pension”. Persons eligible for this pension include spouses, surviving children (including marital, extramarital, and adopted children), and parents. The KSF pension involves a regular monthly payment calculated in accordance with years of service.

As Table 40 illustrates, MLSW consistently has over-budgeted for this pension: by 96% in 2012 and 63% in 2013. Expenditures during the first quarter of 2014 suggest that a significant amount will be left over again this year.

**Table 40. KSF Planned and Spent Budget by Year**

Year	Budget Planned	Budget Spent	% Spent
2012	€ 648,049	€ 25,402	4%
2013	€ 631,200	€ 234,559	37%
2014 (March)	€ 631,200	€ 77,286	12%

The KSF pension scheme benefits significantly more men (91-94%) than women (6-9%) (see Table 41).<sup>115</sup> This can be attributed in part to the fact that women comprised only 7% of the force in 2011, 8% in 2012, and 8.1% in 2014.<sup>116</sup> The number of men beneficiaries has increased with time, by 89.6% from 2012 to 2014.<sup>117</sup> Spouses of KSF members who passed away also are eligible to apply; to date only three KSF members have died while on duty.<sup>118</sup> Table 41 also illustrates that on average women tend to receive a higher monthly pension per capita than men. This likely results from the fact that as of 2014 only five women are receiving pensions compared to 110 men; these women on average probably served longer or at a higher position than the average position level served by men receiving pensions.

Since KSF was established in 2008, the number of beneficiaries may continue to increase. These trends will need to be followed in order to budget effectively.

**Table 41. Budget for Recipients of KSF Pension by Year and Gender**

Year	Total Annual Budget	Total Annual Budget for Women	Total # of Women Recipients	% of Budget for Women	€ per Capita for Women Monthly	Total Annual Budget for Men	# of Men Beneficiaries	% of Budget for Men	€ per Capita Men Monthly
2012	€ 25,402	€ 2,331	2	9%	€97	€ 23,071	58	91%	€33
2013	€234,559	€ 18,732	5	8%	€312	€ 215,827	100	92%	€180
2014 (March)	€ 77,286	€ 4,917	5	6%	€328	€ 72,369	110	94%	€219

<sup>114</sup> Assembly of the Republic of Kosovo, Law on Pensions of Members of the Kosovo Security Force, Law No. 04/L-084, Prishtina: 2012, at: <http://www.assembly-kosova.org/common/docs/ligjet/Law%20on%20pensions%20of%20members%20of%20the%20KSF.pdf>, Art. 4.

<sup>115</sup> Data received from KPA, May 2014.

<sup>116</sup> For 2011-2012, Republic of Kosovo, Ministry for Security Force, *Human Rights and Gender Equality in MSF/KSF*, June 2013, p. 10 (in Albanian). For 2014, Farnsveden et al. for Orgut, *Country Gender Profile*, 2014, p. 8.

<sup>117</sup> The benefit began in 2012.

<sup>118</sup> KWN correspondence with the Department for Personnel in the Ministry of the Kosovo Security Force, 23 May 2014. Two of the three families are receiving social assistance, whereas one family is in the process of applying for this assistance as the KSF member passed away recently. All three KSF members were men.

## Blind Person Pension

In accordance with Law No. 04/L-09, blind persons and their companions are eligible to receive pensions.<sup>119</sup> They receive pensions based on a percentage of the minimum wage in Kosovo, amounting to no less than €100 per month and determined by a governmental sub-legal act. Implementation of this new law began in 2014. The government made the benefit €100 per month for the blind person and €100 per month for the companion. However, in accordance with the recent government decision this increased 25%; each person receives €125 per month since April 2014. MLSW has included it as a separate budget line starting with the 2014 budget.<sup>120</sup> The Law states that blind persons can select their companions. However, KPA has stated that it lacks information regarding how transfers should be made to companions.<sup>121</sup> This could be clarified through an administrative instruction.

During the first four months of 2014, MLSW spent approximately 40% of the total budget planned (see Table 42); as of March 2014, MLSW should have only spent 25% of this budget. This suggests that MLSW may face difficulties making all transfers to blind persons and their companions in the end of 2014. This was expected as MLSW did not have exact figures regarding the number of persons eligible for this compensation when planning its budget last year.

Table 43 illustrates that more blind men have received this pension (60%) than women (40%).<sup>122</sup> Perhaps due to traditional gender norms in Kosovo by which women tend to be caretakers, women (60%) tend to serve as companions to blind persons more than men (40%). Not all blind persons receiving pensions have a companion. This means that either they are not entitled to one because of the blind category to which they have been assigned or they are not fully informed of their rights.

**Table 42. Planned and Spent Budget for the Blind as of March 2014**

2014	
Budget Planned	€1,800,000
Budget Spent	€ 722,305
% Spent	40%

**Table 43. Pension Received by Blind Persons and Their Companions in Jan.-Mar. 2014, Disaggregated by Gender**

	Total Annual Budget	Total Annual Budget for Women	Total # of Women Beneficiaries	% of Total Budget for Women	Total Annual Budget for Men	Total # of Men Beneficiaries	% of Total Budget for Men
Blind Compensation	€395,315	€ 156,355	396	40%	€ 238,960	597	60%
Companion	€326,990	€ 196,275	462	60%	€ 130,715	309	40%

## Basic Contributory Pension

A 2009 government decision, followed by an administrative instruction, made individuals who could prove that they had worked for at least 15 years before 1999 eligible for €35 in addition to the Basic Pension, totalling €140.<sup>123</sup> Beneficiaries must prove that they are at least 65 years old, worked at least seven years and seven months of the aforementioned 15 years in Kosovo, and are not beneficiaries of other pension schemes in Kosovo or former Yugoslav republics (excluding KLA and KPC pensions).

<sup>119</sup> Assembly of the Republic of Kosovo, *Law for Blind Persons, Law No. 04/L-092*, Prishtina: Assembly of the Republic of Kosovo, 2012, at:

[www.kuvendikosoves.org/common/docs/ligjet/Law%20for%20blind%20%20persons.pdf](http://www.kuvendikosoves.org/common/docs/ligjet/Law%20for%20blind%20%20persons.pdf), Art. 3.

<sup>120</sup> Kosovo budget 2014.

<sup>121</sup> Interview with KPA, 16 April 2014.

<sup>122</sup> Data received from KPA, May 2014.

<sup>123</sup> Assembly of the Republic of Kosovo, *Administrative Instruction No. 15/2009, for the growth of pensions for implementation of decision of the government No. 02/51*, July 2009, at: <https://mpms.rks-gov.net/Portals/0/Ligji/Sekondar/U.A%20Nr.15-2009%20Për%20Rritjen%20e%20pensionëve%20për%20zbatimin%20e%20Vendimit%20të%20Qeverisë%20Nr.02-51.pdf>, Art. 4.

In 2011, MLSW budgeted 14% more than it spent (see Table 44). In other years, MLSW efficiently budgeted for this pension scheme. However, during the first quarter of 2014, MLSW spent approximately 37% of this budget line. This suggests that KPA may lack sufficient funds for this pension at the end of the year.

**Table 44. Basic Contributory Pension Budgeted and Spent**

Year	Budget Planned	Budget Spent	% Spent
2011	€ 37,000,000	€ 31,667,570	86%
2012	€ 41,700,000	€ 42,034,448	101%
2013	€ 47,897,475	€ 49,412,649	103%
2014 (March)	€ 47,897,475	€ 17,949,724	37%

The total number of beneficiaries has increased with time, including by 11.7% for women and 4.3% for men between 2012 and 2013. Men represent a significant majority of Basic Contributory Pension recipients (see Table 45).<sup>124</sup> In 2013, men received 89% of this pension scheme, whereas women received only 11%. The difference between the number of women and men beneficiaries may be attributed to the fact that fewer women than men worked in Kosovo during the 15 years before 1999. Women's labour force participation never surpassed 18% during the 1960s, was 20-21% during the 1970s, and reached 23% in 1988.<sup>125</sup> Officials observed that most women working at that time were Serbian and many have since left Kosovo, which may explain the gender gap.<sup>126</sup> Even so, more women may be eligible for this pension and MLSW could take steps to ensure that women know about it.

Also interestingly, even though this pension involves a standard amount of €140 per person per month, in reality women and men do not receive the exact same amount per capita. This difference may be attributed to pension suspension, which occurs if the beneficiary does not report to the KPA or municipality every six months. Perhaps due to their other responsibilities, lack of funds, or inability to leave the home independently, in some situations women may be unable to report on time to claim their benefits. KPA could research why fewer women receive this pension than men.

**Table 45. Budget for Contributory Pension Recipients by Year and Gender**

Year	Total Annual Budget	Total Annual Budget for Women Beneficiaries	Total # of Women Beneficiaries	% of Total Budget for Women	Total Annual Budget for Men Beneficiaries	Total # of Men Beneficiaries	% of Total Budget for Men
2011	€ 31,667,570	€ 3,009,745	3,351	10%	€ 28,657,825	31,794	90%
2012	€ 42,034,448	€ 4,243,531	3,798	10%	€ 37,790,917	33,450	90%
2013	€ 49,412,649	€ 5,294,325	4,245	11%	€ 44,118,324	34,918	89%
2014 (March)	€ 17,949,724	€ 1,986,956	4,277	11%	€ 15,962,768	34,121	89%

## Recommendations

- Include in communication strategies specific activities to ensure that women in particular are aware of their rights. Focus should be placed on reaching out to women with disabilities, blind women, women who worked at Trepca, and potential women recipients of the Contributory Pension.
- Undertake an in-depth study of gender dimensions in the pension system to better understand how women and men benefit from the pension system within different categories.
- Include specific indicators and activities to increase the proportion of women beneficiaries in these pension categories.
- Clarify via an administrative instruction how transfers should be made to companions of blind persons.

<sup>124</sup> Data received from KPA, May 2014.

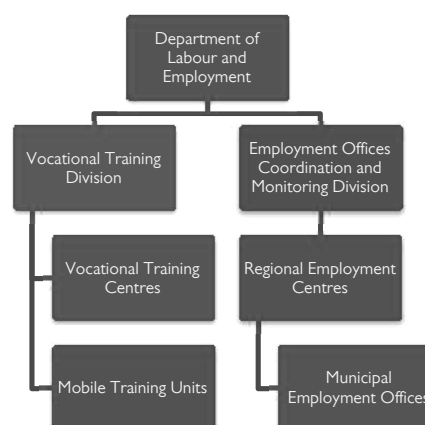
<sup>125</sup> Surtees, Rebecca for UNIFEM, *Women at Work: The economic situation and opportunities for women in Kosovo*, Prishtina: UNIFEM, 2000, pp. 23-24.

<sup>126</sup> Workshop with MLSW, 4 June 2014.

## DEPARTMENT OF LABOUR AND EMPLOYMENT

The MLSW Department of Labour and Employment is responsible for development, coordination, monitoring, and implementation of employment and vocational training policies.<sup>127</sup>

The Department includes the Employment Policy Division, Vocational Training Division, and Employment Offices Coordination and Monitoring Division. Public Employment Services (PES) provides services through a network of seven regional employment centres (RECs),<sup>128</sup> 23 municipal employment offices (EOs), eight Vocational Training Centres (VTCs), and six mobile training units.



### Employment Offices Coordination and Monitoring Division

The budget financing PES increased between 2011 and 2014. Table 46 shows the total budget planned each year. It funds the DLE and all EOs in Kosovo. Considering the expense categories and sub-program budget lines, the MLSW Department for Budget and Finance cannot estimate the total budget spent by each EO. Therefore, information is provided for all of Kosovo.

**Table 46. Planned Total Budget for PES Coordination and Monitoring Division**

Planned Budget	# of Employees <sup>129</sup>	Wages and Salaries	Goods and Services	Municipal Expenditures	Subsidies and Transfers	Capital Investments
2011	201	€ 816,724	€ 550,000	€ 116,000	€ 7,850,001	€ 579,340
2012	201	€ 816,726	€ 550,000	€ 126,000	€ 4,151,951	€ 445,000
2013	201	€ 836,367	€ 550,000	€ 151,000	€ 4,251,951	€ 365,000
2014	201	€ 827,130	€ 471,480	€ 93,000	€ 2,286,901	€ 705,000

The wages and salaries expense category funds staff employed at the central level and in EOs, totalling 201 employees. The number of employees has remained unchanged since 2011. The budget for goods and services and municipal expenditures funds the running costs of the EOs. Capital investments have been used to establish new EOs and to extend the services provided by EOs. This budget has been supplemented with support from other agencies (e.g., Lux Development and UNDP), which have supported the establishment of new offices, policies, and programs. However, the MLSW Department for Budget and Finance could not provide information regarding how much money went to which EOs.

Subsidies and transfers are used to fund new initiatives on active labour market policies and maternity leave benefits (see below). MLSW does not have information regarding active labour market policies implemented over the years.<sup>130</sup>

<sup>127</sup> Assembly of the Republic of Kosovo, *Law on Labour, Law No. 03/L-212*, Prishtina: Assembly of the Republic of Kosovo, 2010, at: <http://www.assembly-kosova.org/common/docs/ligjet/2010-212-eng.pdf>.

<sup>128</sup> RECs (and municipal employment offices) are located in: Prishtina (Obiliq, Fushe Kosove, Podujeva, Lipjan, Gllgoc, Gracanica, Novo Berde); Peja (Istog, Klina); Prizren (Suhareka, Dragash, Rahovec); Mitrovica (Vushtrri, Skenderaj); Gjakova (Decan, Malisheva); Ferizaj (Kacanik/Hani i Elezit, Shtime, Shterpce); and Gjilan (Kamenice, Viti).

<sup>129</sup> Gender disaggregated data on employees was only available for the entire Ministry and not for each department.

<sup>130</sup> MLSW has not made available the extent to which these budget lines have been spent.

## Employment Offices

Employment Offices (EOs) are responsible for registering the unemployed, carrying out labour market research, providing jobseekers with labour market information, career guidance and vocational training counselling, as well as matching services.<sup>131</sup> Vocational Training Centres (VTCs) are located in Prishtina, Ferizaj, Gjakova, Mitrovica, Peja, Prizren, Gjiilan, and Dolan.

Table 47 shows the total number of registered job seekers in Kosovo in 2011-2014.<sup>133</sup> The number of registered job seekers decreased from 2011 to 2012 (by 24.4%) and increased in 2013 by 3.37%. A higher percentage of women than men stopped looking for jobs. The number of women job seekers decreased 34% from 2011 to 2012, while the number of men job seekers decreased by 16.4%. As of March 2014, EOs had registered 148,104 job-seekers (46% women and 54% men).<sup>134</sup> Interestingly, aside from a drop in women jobseekers between 2011 and 2012, the share of women and men seeking jobs remained fairly stable.

Approximately 46% of unemployed persons registered with RECs are women.<sup>135</sup> In 2013, EOs assisted 4,729 people in securing employment (Table 48), out of whom only 34% were women.<sup>136</sup> Overall, among the 268,104 registered jobseekers that year, only 1.28% of women and 2.18% of men registered secured employment. This means that almost twice as many men as women were employed through the EOs in 2013.<sup>137</sup> This may be attributed in part to the fact that EOs tended to employ men through public works projects and such jobs were not considered suitable for women.<sup>138</sup>

Table 47. Registered Job Seekers by Year and Gender<sup>132</sup>

Year	Total # of Job Seekers	% Women	Total # of Registered Women	% Men	Total # of Registered Men
2011	325,261	49%	157,922	51%	167,339
2012	259,341	46%	119,374	54%	139,967
2013	268,104	46%	124,369	54%	143,735
2014 March	148,104	46%	67,741	54%	80,393

Table 48. Jobseekers Employed through EOs by Gender and Year

Year	Total # of People Employed through the EO	Total # of Women Employed through the EO	Total # of Men Employed through the EO	% of Total Employed that Are Women	% of Total Employed that Are Men	% of Total Job Seekers (Table 47) Employed	% of Women Jobseekers Employed through EOs	% of Men Jobseekers Employed
2011	7,484	2,366	5,118	32%	68%	2.30%	1.50%	3.06%
2012	7,692	1,819	5,873	24%	76%	2.97%	1.52%	4.20%
2013	4,729	1,590	3,139	34%	66%	1.76%	1.28%	2.18%
2014 March	631	210	421	33%	67%	0.43%	0.31%	0.52%

<sup>131</sup> Assembly of the Republic of Kosovo, *Law on the Registration and Records of the Unemployed and Job Seekers*, Law No. 04/L-083, Prishtina: Assembly of the Republic of Kosovo, 2012, at: <http://www.kuvendikosoves.org/common/docs/ligjet/Law%20for%20registration%20and%20records%20of%20unemployed%20and%20job%20seekers.pdf>, Art. 8.

<sup>132</sup> Data provided by each REC in Kosovo as of March 2014.

<sup>133</sup> Data extracted from Annual Reports published by the DLE, MLSW each year.

<sup>134</sup> Ibid.

<sup>135</sup> DLE, *Performance Report Annual Report 2011, 2012, 2013*.

<sup>136</sup> Data extracted from Annual Reports published by the DLE, MLSW each year.

<sup>137</sup> This data refers only to services provided by public employment services. It does not account for the people employed through projects funded by international organizations, or other sources of funds.

<sup>138</sup> Workshop with MLSW, 4 June 2014.



The number of people employed through PES has increased by 2.55% in 2012, and decreased by 38.5% in 2013. This change has had a different impact on employment rates of women and men. Compared to 2011, 23.12% less women and 14.7% more men were employed in 2012. In 2013, 12.5% less women and 46.5% less men were employed compared to 2012. These differences continue in 2014.

Considering how the budget is managed within MLSW, this report cannot estimate the amount spent on assisting women and men to secure employment. However, data suggest that more men than women benefit from the services provided by EOs. In sum, men are slightly more likely to register with EOs as jobseekers than women. While EOs succeed in assisting very few registered jobseekers in finding jobs, EOs are substantially more likely to find employment for men than for women.

## Recommendations

- Improve the system for tracking spending by each REC and EO.
- Increase the number and thus proportion of women registered with EOs via active outreach by EO officers in close coordination with local women's groups.
- Increase the percentage of jobseekers employed, particularly women jobseekers, through more active initiatives by EO officers to identify potential employment opportunities.
- Identify programs that target women; require contractors to hire a quota of women and men when undertaking public works.

## Maternity Leave

Maternity leave is monitored, administered, and budgeted for within the Department of Labour and Employment (DLE). According to the Labour Law, every beneficiary is eligible for 12 months of leave from work.<sup>139</sup> Kosovo thus has among the longest maternity leave periods in the region. The beneficiary of this law is the mother or the father in cases when the mother dies or abandons the child. DLE receives applications from EOs within ten days of the application.<sup>140</sup> The Labour Law arguably discriminates against men as fathers.

The employer is obliged to offer the employee wage compensation at 70% of the basic salary, as per the person's contract, for six months. The government then pays 50% of the average wage *in Kosovo* for three months. During the last three months, the beneficiary may take maternity leave without any compensation.

The government calculated the average wage as €292 per month every year from 2011 through 2014.<sup>142</sup> The average wage was not increased in accordance with Labour Force Survey data, which showed the average wage in Kosovo to be substantially higher (see Table 49). However, this has been addressed in budget planning for 2015, when MLSW will begin using €374 as the average wage.

Studies have suggested that employers have discriminated against women who are pregnant or of child-bearing age, such as through

Table 49. Average Wage

Year	Used by MLSW	Published by ASK <sup>141</sup>
2011	€ 292	€ 368
2012	€ 292	€ 372
2013	€ 292	€ 374
2014	€ 292	€ 364
2015 (plan)	€ 374	

<sup>139</sup> Assembly of the Republic of Kosovo, *Law on Labour, Law No. 03/L-212*, Prishtina: 2010, at: <http://mpms.rks-gov.net/Portals/0/Ligji/PrimarAnglisht/Law%20No.03%20L-212%20LAW%20ON%20LABOUR.pdf>, Art. 49.

<sup>140</sup> MLSW, Administrative instruction for regulation and definition of the administrative procedures for financial payment for maternity leave, No. 05/2011, 2011, at: <https://mpms.rks-gov.net/Portals/0/Ligji/Sekondar/U.A%20Nr.05-2011%20Për%20Rregullimin%20dhe%20Përcaktimin.pdf>.

<sup>141</sup> ASK, Press Release, "Kosova në shifra 2012," 12 June 2013, at: <http://ask.rks-gov.net/zyra-e-shtypit/602-komunikate-per-media-kosova-ne-shifra-2012>.

<sup>142</sup> Information provided by DLE, April 2014.

discrimination in hiring, the use of short-term contracts, double contracts, and illegal employment.<sup>143</sup> Employers feel that the law discriminates against them by placing greater financial burden on them. In addition to paying 70% of the person's salary, they must pay for a temporary replacement. The same study has shown that the Labour Inspectorate lacks resources for monitoring the implementation of this law due to the limited number of labour inspectors, insufficient budget, and limited technical resources. The Labour Law is presently under review.

The number of maternity leave beneficiaries has increased by 170% since the law was implemented (see Table 50). More women working in the public sector have taken this benefit than those employed in other sectors.<sup>144</sup> However, in order to understand whether women in particular sectors tend to take maternity leave more than others, further information would be needed regarding which sectors women tend to work in more. Additional information also would be needed with regard to the informal market, as several women may be working in the private sector, but have not been registered; evidence suggests that women tend to be over-represented in the informal sector.<sup>145</sup> The number of women taking maternity leave seems low considering that 33,966 women gave birth in 2010.<sup>146</sup> Almost all maternity leave beneficiaries are women, in accordance with the Law.

**Table 50. Maternity Leave Beneficiaries**

Year	Total # and % of Civil Servants Beneficiaries		Total # and % of Public Sector Beneficiaries		Total # and % of Private Sector Beneficiaries		Total # of Beneficiaries
2011	86	18%	256	54%	128	27%	470
2012	203	18%	560	50%	363	32%	1,126
2013	238	19%	570	45%	462	36%	1,270
2014 (March )	73	15%	200	41%	211	44%	484

**Table 51. Maternity Leave (Division for Employment, Subsidies and Transfers)**

Year	Total Budget for Civil Servants	Total Budget for Public Sector	Total Budget for Private Sector	Total Budget
2011	€ 37,668	€ 112,128	€ 56,064	€ 205,860
2012	€ 88,914	€ 245,280	€ 158,994	€ 493,188
2013	€ 104,244	€ 249,660	€ 202,356	€ 556,260
2014 (March)	€ 31,974	€ 87,600	€ 92,418	€ 211,992

## Recommendations

- More inspections by the Executive Body of the Labour Inspectorate of Kosovo towards enforcing the Law on Labour and maternity leave provisions.
- Update the average wage in accordance with Labour Force Survey published every year by ASK.
- Request National Institute of Public Health and ASK to collect and report data on the employment status of mothers giving birth.
- Towards decreasing gender discrimination, new Labour Law should include paternity leave.
- Encourage institutional investment in childcare facilities, which would help Kosovo meet EU requirements for childcare. This would enable more women (and men) to return to work sooner with improved availability of childcare for children under one year old.<sup>147</sup>

<sup>143</sup> For a review of these, see Farnsveden et al. for Orgut, *Country Gender Profile*, 2014, p. 12. See also Ramosaj, A., *Challenges in implementation of the maternity leave in Kosovo*, University of Munich, 2012, at Munich Personal RePREc Archive: <http://mpra.ub.uni-muenchen.de/38913/>.

<sup>144</sup> Public sector employees are those elected or appointed, while civil servants are employees in government departments who are recruited.

<sup>145</sup> Farnsveden et al. for Orgut, *Country Gender Profile*, 2014.

<sup>146</sup> ASK, *Statistics of Births in Kosovo in 2010*, Prishtina: ASK, 2011, at: [http://ask.rks-gov.net/ENG/publikimet/cat\\_view/8-population/80-births](http://ask.rks-gov.net/ENG/publikimet/cat_view/8-population/80-births).

<sup>147</sup> Farnsveden et al. for Orgut, *Country Gender Profile*, 2014.

## Vocational Training Division

The budget dedicated to financing the eight VTCs around Kosovo has increased between 2011 and 2014.

**Table 52. Planned Budget for VTCs**

Year	Total # of Employees	Wages and Salaries	Goods and Services	Municipal Expenses	Subsidies and Transfers	Capital Investments
2011	92	€ 378,231	€ 350,000	€ 72,000	€ 450,000	€ 916,860
2012	97	€ 378,231	€ 316,237	€ 62,000	€ 450,000	€ 820,000
2013	97	€ 394,231	€ 316,237	€ 62,000	€ 450,000	€ 1,010,000
2014	97	€ 416,189	€ 316,237	€ 62,000	€ 300,000	€ 675,000

Table 52 shows the total budget supporting VTCs and the trainings provided based on modules developed by the Vocational Training Division (VTD).<sup>148</sup>

The total number of people employed in the VTD and VTCs increased by five employees in 2012 and has remained the same since. This includes the number of VTC trainers employed by MLSW to offer individualized training to job seekers registered with EOs. The goods and services and the municipal expenses categories fund the running costs of VTCs around Kosovo. Similar to EOs, the MLSW Department of Budget and Finance could not separate the budgets of each VTC.

Considering that VTCs are centralized, the budget is categorized under the same expense category, and all training expenses are covered by contracting two companies. They fund all VTCs based on requests. Requests are delivered through the VTD and the permanent secretary of the MLSW. Capital investments are used to finance the opening of new VTCs.

VTCs offer individualized training to each person interested, referred by RECs. The type of training provided in each VTC differs (see Annex 3). In Prishtina and Ferizaj, the types of trainings offered are more diverse. In total, during 2011, 3,241 people participated in trainings provided by VTCs throughout Kosovo; 46% were women and 54% were men (Table 53). Women's participation decreased slightly more than men's in 2012, by 3.36% compared to 0.1% respectively. In 2013, VTCs offered various vocational training to 3,279 people; 44% were women.<sup>149</sup>

**Table 53. VTC Training Participants and Job Seekers Registered with the EO, by Gender**

Year <sup>150</sup>	VTC Participants	% Women Participants	# Women Participants	# Women Job Seekers	% Women Job Seekers Receiving Training	% Men Participants	# Men	# Men Job Seekers	% Men Job Seekers Receiving Training
2011	3,241	46%	1,485	157,922	0.94%	54%	1,756	167,339	1.05%
2012	3,190	45%	1,435	119,374	1.20%	55%	1,755	139,967	1.25%
2013	3,279	44%	1,443	124,369	1.16%	56%	1,836	143,735	1.28%

Notably, very few registered jobseekers have participated in VTC trainings to date. For both women and men, roughly one percent of all jobseekers participate in training each year. Towards furthering jobseekers' capacities as per skills currently required by the job market, VTCs can seek to include more women and men jobseekers in trainings.

The percentage of women who receive certificates after completing training is slightly higher than that of men. In 2013, 88% of women and 81% of men who participated in trainings were certified (see Table 54). The percentage of both

**Table 54. Participants Certified by Year and Gender**

Year	Total Participants Certified	% of Women Certified	# of Women Certified	% of Men Certified	# of Men Certified
2011	2,450	76%	1,132	75%	1,319
2012	2,531	80%	1,150	78%	1,372
2013	2,754	88%	1,264	81%	1,493

<sup>148</sup> This budget includes only the budget dedicated through the general budget of Kosovo, and does not include projects financed by international organizations.

<sup>149</sup> Information received from VTD, April 2014.

<sup>150</sup> The number of participants refers only to trainings funded through the budget of Kosovo. Data provided by VTD, April 2014.

women and men who participate in trainings and are certified has increased over the years, and it has increased more for women. Being trained and certified through VTCs increases the chances of jobseekers securing employment through EOs.<sup>151</sup>

More women (15-16%) have dropped out of training than men (7-8%) (Table 55). If people begin a training, but do not complete it, this represents inefficiency in expenditures. The possibility also may exist that

**Table 55. VTC Training Drop-outs by Gender and Year**

Year	Total % of Drop-outs	Total # of Drop-outs	% of Women Drop-outs	# of Women Drop-outs	% of Men Drop-outs	# of Men Drop-outs
2011	11%	358	15%	224	8%	132
2012	11%	340	15%	221	7%	119
2013	11%	355	16%	235	7%	120

people drop out of training because they have found a job, which on the contrary would suggest very effective training. Towards further securing its training investment, VTCs can monitor why persons drop out. This can identify ways to increase the likeliness that persons will remain enrolled in the future. As more women drop out than men, it would be beneficial to analyse this issue from a gender perspective in order to identify the most effective response.

Considering the way the budget is managed within MLSW, this report cannot estimate the amount spent on women and men beneficiaries. However, as data on beneficiaries suggest, more men than women benefit from services provided by VTCs.

### Recommendations

- Ensure that the share of women and men in trainings corresponds with the share of women and men who are unemployed.
- Include specific indicators and activities towards increasing the number of women participants in trainings. This includes communication strategies for reaching out to women in particular about training opportunities and ensuring that trainings are of diverse topics of interest to women and men towards securing employment.
- Analyse reasons for high dropout, including based on gender. This could involve a survey or follow-up phone call to persons who drop out in order to identify the reasons why.
- Assess costs of trainings for various types of trainings based on location.
- Analyse the needs of unemployed women and men and assess the extent to which trainings meet their needs in the context of labour market demands.

<sup>151</sup> MLSW, DLE, *Annual Report 2013*.

# A RAPID GENDER ANALYSIS OF MAIN EXPENDITURE CATEGORIES

This chapter briefly examines trends in budgets compared to actual expenditures related to the Ministry's overall expense categories of wages and salaries; goods and services; utilities; and expenditures, respectively. While time limitations precluded a thorough examination of each of these expense categories from a gender perspective, this could be an area for further research in the future. Meanwhile, examining trends in efficiency and effectiveness in spending as per budget lines can facilitate budget planning. This can help identify potential areas from which resources may be reallocated to support other budget lines that have historically lacked sufficient funding.

## WAGES AND SALARIES

The expense category of wages and salaries is dedicated to fund expenses for employees in MLSW. In addition to wages, it also should fund expenses related to additional work performed by MLSW employees, such as participation in ministerial commissions. However, the latter is funded through the goods and services expense category. One can use gender-disaggregated information regarding the number of women and men employed in order to identify potential gender discrimination both in employment and in service provision. In MLSW, men have comprised 56-58% of employees in 2011-2013 and women 42-44% (see Table 56).

Table 56. MLSW Salaries and Wages by Year and Gender

	2011		2012		2013	
	Men	Women	Men	Women	Men	Women
# of Employees	494	407	503	411	477	389
% of Employees	55%	45%	55%	45%	55%	45%
Annual Budget <sup>152</sup>	€2,099,127	€1,563,642	€2,147,481	€1,578,311	€2,143,054	€1,654,029
% of Budget by Gender	57%	43%	58%	42%	56%	44%

A greater percentage of the salaries and wages budget has gone to men than to women (56-58%), relative to their share among employees in the ministry (55%). This is largely due to the fact that men tend to receive higher wages than women (see Table 57). A significant gender gap exists among high wage earners (those making more than €601). While women comprised 15% of high wage earners in 2011, no women have served in the highest wage category in 2012 or 2013 (see Table 57a). The fact that no women serve in top positions of remuneration is a key gender issue to be ameliorated through hiring processes. The lack of women in decision-making roles can impact the extent to which policies and programs consider the potentially different priorities and needs of women and men.

Table 57a. Number of MLSW Employees by Wage Level and Gender, 2011-2013

Monthly Wage Level	2011				2012				2013			
	Men	%	Women	%	Men	%	Women	%	Men	%	Women	%
€ 200-400	352	51%	345	49%	362	51%	348	49%	348	49%	357	51%
€ 401-600	125	68%	59	32%	126	67%	63	33%	135	67%	67	33%
€ 601 and above	17	85%	3	15%	15	100%	0	0%	14	100%	0	0%

<sup>152</sup> Rounded to nearest Euro.

Table 57b. MLSW Wages and Salaries by Wage Level and Gender, 2011-2013

Month-ly Salary Level	2011				2012				2013			
	Total Budget Men	% of Budget Men	Total Budget Women	% of Budget Women	Total Budget Men	% of Budget Men	Total Budget Women	% of Budget Women	Total Budget Men	% of Budget Men	Total Budget Women	% of Budget Women
€200-400	€1,296,671	51%	€1,246,961	49%	€1,338,555	52%	€1,260,551	48%	€1,297,394	50%	€1,311,716	50%
€401-600	€638,724	68%	€294,101	32%	€645,391	67%	€317,759	33%	€692,353	67%	€342,312	33%
€601 and above	€ 63,731	88%	€22,578	12%	€163,533	100%	€ -	0%	€153,306	100%	€ -	0%

As Table 57c illustrates, within the same wage categories women also appear to earn slightly less on average per capita than men at all wage levels.

Table 57c. Average Wage of MLSW Employees by Wage Level and Gender, 2011-2013

Monthly Wage Level	2011 Avg. Wage			2012 Avg. Wage			2013 Avg. Wage		
	Total	Men	Women	Total	Men	Women	Total	Men	Women
€ 200-400	€304	€307	€301	€305	€308	€302	€308	€311	€306
€ 401-600	€422	€426	€415	€424	€427	€420	€426	€427	€426
€ 601 and above	€776	€803	€627	€908	€909	€0	€912	€913	€0

MLSW meets its obligations under the Law on Gender Equality to ensure at least 40% of employees are men and at least 40% are women. At the same time, more equal participation of women and men at all levels may contribute to further equitable expenditures from a gender perspective. It also may improve the quality of services provided to women and men clients.

### Recommendations

- Monitor the wage gap.
- Establish indicators towards increasing the proportion of women employed at higher levels within MLSW.
- Undertake activities to promote women to higher positions within the Ministry.
- Encourage women applicants for these positions in job announcements.
- Consider establishing affirmative action policies and mentoring programs towards encouraging more women to be able to access higher positions within the Ministry.

## GOODS AND SERVICES

This expense category has been discussed in prior sections. This section provides a general overview. The overall MLSW budget planned for goods and services has increased over time (see Table 58). However, the budget spent has decreased. MLSW overspent the planned budget by 8% in 2011 and by 15% in 2012. In 2013 it spent 9% less than it planned.

MLSW did not provide data on how this budget was spent. Therefore it is difficult to examine it further from a gender perspective. A closer examination of actual expenditures could shed light on any potential gender discrimination related to this expense category. For example, since this budget line has been used to fund the participation of MLSW employees in

Table 58. Goods and Services: Budget Planned and Spent

Year	Budget Spent	Budget Planned	% Spent
2011	€ 2,726,505	€ 2,520,472	108%
2012	€ 3,057,984	€ 2,655,520	115%
2013	€ 2,633,961	€ 2,886,932	91%

ministerial commissions, gender analysis on the extent to which women and men have tended to receive this remuneration for additional work performed could be useful.

MLSW could not provide a separate budget regarding the amount of the goods and services budget line used for the daily subsistence allowance (DSA), disaggregated by gender.<sup>153</sup> Table 59 shows the amount of the budget spent in 2011-2013 on travel expenses, communication, and service expenses, including DSAs.

**Table 59. Budget Spent for MLSW Staff**

Budget Line	2011	2012	2013
Travel Expenses	€ 186,221.00	€ 157,672.00	€ 145,045.43
Communication	€ 44,446.00	€ 45,162.00	€ 44,001.86
Service Expenses	€ 468,429.00	€ 549,501.00	€ 458,036.54

## UTILITIES

Overall, MLSW has underspent its planned budget for utilities by 17-18% every year from 2011 to 2013 (see Table 60). Examining any potential gender differences related to this expenditure category was beyond this research.

**Table 60. Utilities: Budget Planned and Spent**

Year	Budget Spent	Budget Planned	% Spent
2011	€ 392,213	€ 475,424	82%
2012	€ 389,636	€ 475,424	82%
2013	€ 399,829	€ 478,924	83%

## CAPITAL EXPENDITURES

Every year MLSW has consistently underspent its budget for Capital Expenditures (see Table 61). Additional research could examine these expenditures from a gender perspective including at prioritization, planning, implementation, and usage phases.<sup>154</sup> Further analysis could be conducted regarding: capital expenditures made in the last four years; who selected these expenditures (men, women, both); who helped plan how they would be carried out (women, men, both); who implemented or built them (women, men, both); and who tends to use or benefit most from them now (men, women, both).

**Table 61. Capital Expenditures by Budget Planned and Spent, 2011-2013**

Year	Budget Spent	Budget Planned	% Spent
2011	€ 2,219,055	€ 2,608,160	85%
2012	€ 2,260,716	€ 3,115,000	73%
2013	€ 2,172,079	€ 2,950,000	84%

<sup>153</sup> DSA is provided to public officials when they participate in commissions, working groups, conferences, roundtables, etc.

<sup>154</sup> Further analysis could involve a rapid, macro-level assessment of potential impact of recent major investments from a gender perspective.

# LOOKING FORWARD: BUDGET ESTIMATES FOR 2015-2017

This chapter has two purposes. First, it seeks to arrive at a realistic estimate of the actual expenditures for which MLSW must budget in the short and medium-term in order to carry out its roles and responsibilities effectively and efficiently to the benefit of both women and men. Estimates draw from the gender analysis in the prior chapter, including trends in beneficiaries, demographic data, and available relevant statistics.

Second, in the context of the MTEF, this chapter draws from findings in the last chapter to inform specific objectives, potential indicators, and activities towards gender equality. Achieving medium to long-term objectives towards gender equality, as they have been outlined in Kosovo's relevant legal framework (see prior chapters), as well as more specifically in MLSW's MTEF Chapter can be facilitated through the use of gender analysis. As social change tends to take time, occurring in the medium to long-term, rather than annually, the MTEF and its indicators for 2015-2017 provide an important guide for a step-by-step process towards achieving medium-term objectives. The analysis from the prior chapter can inform the creation of specific, clear, and measurable indicators of progress towards achieving the objectives identified in the MTEF. MLSW also can use these gender specific indicators to plan targeted activities that will contribute to the achievement of objectives. This section only includes a discussion of the divisions and departments for which the research team has recommendations. Others are not included.

## GENERAL COUNCIL FOR SOCIAL SERVICES AND FAMILIES

The Council may wish to consider the following questions in compiling its budget:

- Does the Council have a sufficient budget for establishing standards for licensing service providers and implementing them?
- Does the Council have sufficient funding to implement a communication strategy that reaches out to women and men, encouraging them to apply to be licensed at all levels in equal proportions?
- Does the Council have a clear strategy on the type of social services that will be licensed to ensure that the needs of both women and men are addressed equally?<sup>155</sup>
- Has the Council agreed with the Ministry of Local Government Administration and municipalities on the allocation of budgets for providing training to licensed NGOs and social workers of CSWs?

## EXECUTIVE BODY OF THE LABOUR INSPECTORATE

In compiling its budget, the Inspectorate may wish to consider whether it has sufficient resources for:

- Collecting gender disaggregated data regarding injuries and death resulting from work-related matters, as well as with regard to the sectors inspected.
- Ensuring that sectors and businesses that traditionally have had more men or women employees are inspected to the same degree.
- Increasing the total number of inspections and joint inspections every year, including increasing inspections of maternity leave implementation and potential discrimination against women because of maternity leave.<sup>156</sup>

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<sup>155</sup> The latter two bullet points are based on the results and indicators of the MLSW Sectoral Strategy.



- Ensuring a balance of women and men inspectors for carrying out inspections.
- Monitoring closely the potential impact of budget decreases resulting from the government decision to decrease the budget for goods and services by 20%, particularly how this impacts women and men.

## **DIVISION FOR HERITAGE ISSUES OF THE KPC**

The Division may wish to consider whether it has sufficient resources for creating and implementing a communication strategy that reaches out to women and men ex-combatants to inform them about programs and benefits available to them.

## **DEPARTMENT FOR SOCIAL POLICIES AND FAMILIES**

### **Social Services Division**

Specific objectives of SSD, in close cooperation with municipalities and CSWs, can be:

- Increase the proportion of women social service beneficiaries from 35% by 5% annually, reaching 40% in 2015, 45% in 2016, and 50% in 2017 and thereafter.
- Communication strategy exists, including ways to reach out to women and men, so that they are aware of the services available to them and how to access services.
- Annual Report includes results of surveys assessing the different needs and satisfaction of social service beneficiaries, disaggregated by gender and type of service provided.
- Increase the proportion of families with girls with disabilities receiving assistance from 47% to 50% by 2017.
- Increase the number of social service standards, taking into consideration the specific needs of women and men.
- Data collected and analysed annually regarding the gender of children in foster care and in other NGOs that provide social services.
- Change procedures of funding shelters to 1) provide support in accordance with the number of clients sheltered per month, including *all necessary* funds for staff and operational costs that make care for those clients possible. 2) Require shelters to provide information regarding other sources of funding for the same services. 3) Require shelters to collect data regarding the gender of the persons sheltered (including for children) and the lengths of time they are sheltered.
- Shelter contracted for providing services to teenage boys and men by 2016, ensuring that separate spaces are created within the shelter for teenagers and men, respectively (budget for future shelter services).
- Increase the number and type of social services provided by NGOs and funded through this Division, bearing in mind the specific needs of women and men, girls and boys.<sup>157</sup>

### **Disabled and Elderly People Division**

Specific objectives for this Division can include:

- Gender sensitive instructions for Mental Health institutions established by 2016.
- Assessment of costs of providing services in each institution supported by this Division, based on clients' real needs, completed by mid-2015 and updated annually.

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<sup>156</sup> This derives from the indicators in the MLSW Sectoral Strategy.

<sup>157</sup> This expands upon an existing indicator in the MLSW Sectoral Strategy.

- Decentralization of the institutions of this division agreed upon with the respective municipalities through clear provisions in the MTEF in central and municipal budget circulars.

In addition, an activity can include: conduct regular un-announced monitoring visits quarterly and investigate potential instances of sexual violence and/or discrimination against residents.

## Social Assistance Division

The current SAS benefit amounts were calculated in 2002-2003 based on the price of consumption of the minimum basket of goods. UNDP Kosovo's 2014 indexation of the minimum basket of goods consumption shows that the cost of the minimum basket of goods has changed. For a household with four members, the minimum average cost should be €164.25 per month. The 2015 budget line for social assistance can be estimated based on the average family size of households receiving social assistance in previous years (four members) and the indexation of the minimum basket of goods. Thus the social assistance budget following the indexation of the minimum basket of goods should be **€55,069,109** for 2015. As Table 62 illustrates, this suggests a roughly €24,000,000 funding gap.

**Table 62. KWN 2015 Budget Estimate of SAS (Subsidies and Transfers) Based on the Minimum Basket of Goods**

Benefit Type	KWN Estimated # of Beneficiaries in 2015 <sup>158</sup>	KWN Budget Estimate (Subsidies and Transfers)	MLSW Budget Estimate (Subsidies and Transfers)
SAS Category 1 and 2	27,940	€ 55,069,109	€ 30,000,000

Table 63 refers to the MTEF for 2015-2017. For 2012 and 2013, the table portrays actual expenditures, whereas the number in parentheses below illustrates the percentage of the initially budgeted expense category that was spent. For 2015-2017, the table shows the new budget allocation proposed by KWN based on the calculation of SAS, according to the Law on Social Assistance Scheme in Kosovo, by using the minimum basket of goods indexation and the decrease in the number of beneficiaries.<sup>159</sup> The difference between the expense currently budgeted by MLSW and KWN's estimate is illustrated by the number in parentheses below KWN's new estimate in the table. As the estimates for 2015-2017 suggest, a substantial budget increase is needed, namely in the subsidies and transfers expense category. MLSW should index the minimum basket of goods every year to recalculate the amount of social assistance.

**Table 63. KWN Estimate of Social Assistance Division Budget for 2015-2017**

	2012	2013	2014	2015	2016	2017
Total	€27,891,126 (97%)	€28,210,034 (99%)	€ 27,851,335	€ 55,755,102 (+€25,069,109)	€ 55,755,102 (+€25,069,109)	€ 55,755,102 (+€25,069,109)
Wages and Salaries	€ 54,927 (99%)	€58,831 (106%)	€ 58,631	€ 73,289	€ 73,289	€ 73,289
Goods and Services	€ 105,933 (96%)	€ 99,436 (90%)	€ 110,204	€ 110,204	€ 110,204	€ 110,204
Utilities	€ 998 (40%)		€ 2,500	€ 2,500	€ 2,500	€ 2,500
Subsidies and Transfers	€27,294,352 (97%)	€ 27,179,593 (100%)	€ 27,280,000	€ 55,069,109 (+€25,069,109)	€ 55,069,109 (+€25,069,109)	€ 55,069,109 (+€25,069,109)
Capital Expenditures	€ 434,916 (88%)	€ 872,175 (87%)	€ 400,000	€ 500,000	€ 500,000	€ 500,000

<sup>158</sup> KWN calculated the number of beneficiaries based on the percentage decrease that occurred every year. The number estimated is 14% lower than the number of beneficiaries registered in 2014.

<sup>159</sup> The total number of beneficiaries has decreased 7-14% every year.

In addition to the indicators already identified in the MTEF, the Social Assistance Division could include additional objectives and indicators as follows:

- Increase the proportion of women recipients of SAS 1 transfers from 46% to 50% by 2017
- Increase the proportion of women recipients of SAS 2 transfers (presently 8%) by 2% annually, reaching 14% by 2017
- Research completed in 2015, identifying reasons why substantially more men receive Category 2 SAS than women; why the number of women is decreasing more than that of men every year; and making clear recommendations for ways in which MLSW can address this.

Towards achieving these, in 2015 the Division could plan for and budget to undertake the following activity: conduct research as to why men tend to receive transfers more than women. This could either be carried out with existing resources by involving current staff in surveying recipients or the Division could request an additional budget under subsidies and transfers in order to carry out this research.

## DEPARTMENT OF MARTYRS' FAMILIES AND WAR INVALIDS

The total budget needed for 2015 has been calculated considering the number of beneficiaries in 2013 and the 25% increase in benefits as per the Prime Minister's recent decision.<sup>160</sup> Thus the budget needed for 2015 is **€37,955,147**, which is fairly similar to MLSW's existing estimate (see Table 64). However, for the 2015 budget, MLSW also must consider the recent amendment, including compensation for persons who suffered sexual violence during the war. The 2015 estimates do not yet include the funding needed for women who suffered sexual violence during the war.

Table 64. KWN 2015 Budget Estimates for Pension for War Invalids (Subsidies and Transfers)

Benefit Type	KWN Estimated # of Beneficiaries	KWN Estimated Budget (Subsidies and Transfers)	MLSW Estimated Budget (Subsidies and Transfers)
Pension for War Invalids	13,196	€ 37,955,147	€ 38,000,000

As illustrated in Table 65, KWN does not propose any budget change here. However, more information is needed in order to estimate the cost of providing benefits to women who suffered sexual violence during the war. This should be taken into consideration for the 2015 budget, as well as in future years.

Table 65. KWN Estimate of Budget for Pension for War Invalids

	2012	2013	2014	2015	2016	2017
Total <sup>161</sup>	€31,708,444 (103%)	€ 30,764,858 (104%)	€ 30,593,227	€ 38,165,088	€ 38,165,084	€ 38,165,084
Wages and Salaries	€ 79,364 (94%)	€ 76,690 (93%)	€ 83,027	€ 103,784	€ 103,784	€ 103,784
Goods and Services	€ 61,245 (94%)	€ 48,076 (74%)	€ 53,300	€ 53,300	€ 53,300	€ 53,300
Utilities	€ 7,019 (88%)	€ 6,018 (75%)	€ 8,000	€ 8,000	€ 8,000	€ 8,000
Subsidies and Transfers	€ 31,060,817 (103%)	€ 30,634,075 (104%)	€ 30,448,900	€ 38,000,000	€ 38,000,000	€ 38,000,000
Capital Expenditures	€ 500,000 (100%)					

<sup>160</sup> Government of Kosovo, Decision Nr. 01/176, 2014.

<sup>161</sup> All numbers have been rounded to the nearest Euro.

Additional specific objectives for this Department can include:

- Employees' job descriptions include meeting at least twice annually with women's groups and appearing at least twice annually on media to explain benefits and how women and men can access them.
- Analysis of actual expenditures on particular groups, disaggregated by gender, prepared annually.
- Annual report on the needs and satisfaction of women and men beneficiaries exists.

Activities can include: revise job descriptions; collaborate with mass media and women's groups who work with women affected by war, ensuring that women are aware of their rights to particular benefits; cost and budget for the recent amendments to the law; analyse spending on different groups, disaggregated by gender and including per capita expenditures; and conduct analysis of the specific needs of women and men via surveys of actual and potential beneficiaries.

## **PENSION DEPARTMENT**

Overall, objectives for the Pension Department can include:

- Communication strategy exists with specific activities to ensure that women in particular are aware of their rights. Focus placed on reaching out to women with disabilities, blind women, women who worked at Trepca, and potential women recipients of the Contributory Pension.
- Improved understanding of how women and men benefit from the pension system within different categories, resulting from in-depth study of gender dimensions in the pension system completed in 2015.
- Include specific indicators and activities to increase the proportion of women beneficiaries in these pension categories.
- Administrative instruction exists, clarifying how transfers should be made to companions of blind persons.

More specific recommendations relating to each pension follow.

### **Basic Pension**

Table 66 shows the percentage of the budget spent compared to the budget planned in 2012 and 2013 in parentheses below the total budgeted amount. In total, MLSW spent 95-107% of the budget. The gap between budget and actual expenditures related mainly to utilities. However, in 2014 MLSW has budgeted an amount similar to that spent in 2013.

Considering the increase in the number of beneficiaries over the years (4% annually) and the government's decision to increase the amount of basic pension by 25%, the annual budget to fund basic pensions for 2015 needs to be **€122,001,984**. Table 66 illustrates in parentheses below this estimate (and future year estimates) that the present budget falls short by € 3,967,484. Considering demographic trends, MLSW will need to re-examine these figures annually and probably continue increasing this budget line each year as more people become eligible to receive this pension.

Table 66. KWN Estimate of Basic Pension Budget for 2015-2017, Based on 2012-2013 Expenditures and Trends

	2012 Spent	2013 Spent	2014 Budget	2015 Budget	2016 Budget	2017 Budget
Total	€70,071,849 (95%)	€88,286,817 (107%)	€ 89,836,507	€123,191,624 (+ €3,967,484)	€128,195,203 (+€3,395,063)	€133,250,486 (+€2,995,346)
Wages and Salaries	€568,055 (103%)	€557,401 (99%)	€ 573,952	€717,440	€717,440	€717,440
Goods and Services	€302,810 (95%)	€314,282 (98%)	€ 311,200	€311,200	€311,200	€311,200
Utilities	€53,877 (70%)	€50,219 (75%)	€ 58,000	€51,000 (-€7,000)	€51,000 (-€7,000)	€51,000 (-€7,000)
Subsidies and Transfers	€69,147,107 (95%)	€87,290,234 (107%)	€ 88,693,355	€122,001,984 (+ €3,974,484)	€126,882,063 (+€3,402,063)	€131,957,346 (+€3,002,346)
Capital Expenditures		€ 74,680 (75%)	€ 200,000	€110,000	€233,500	€213,500

## Disability Pension

Considering the percentage increase in the number of beneficiaries in prior years (5% annually) and the government's decision to increase the pension by 25%, the annual budget to fund disability pension for 2015 needs to be **€20,721,960**. As Table 67 illustrates, this will require an increase of €2,766,460 compared to the present budget for 2015. Additional increases will be needed in 2016 and 2017. Further, MLSW spent around 45% of its budget for goods and services in 2013 and still budgeted for around double that amount in 2014. Perhaps the 2015 planned budget for goods and services can be decreased to €30,000, as proposed in Table 67.

Table 67. KWN Estimate of Pensions for Persons with Disabilities for 2015-2017, Based on Trends

	2012	2013	2014	2015	2016	2017
Total	€ 11,649,159 (87%)	€ 14,345,209 (113%)	€ 12,683,202	€ 20,842,213 (+ €2,766,460)	€ 21,878,311 (+ €3,741,058)	€ 22,966,213 (+€4,765,961)
Wages and Salaries	€ 75,184 (111%)	€ 75,040 (99%)	€ 72,202	€ 90,253	€ 90,253	€ 90,253
Goods and Services	€ 53,298 (95%)	€ 25,076 (45%)	€ 47,000	€ 30,000 (- €17,000)	€ 30,000 (- €17,000)	€ 30,000 (- €17,000)
Utilities <sup>162</sup>						
Subsidies and Transfers	€ 11,520,677 (87%)	€ 14,245,093 (113%)	€ 12,564,000	€ 20,721,960 (+€ 2,783,460)	€ 21,758,058 (+ 3,758,058)	€ 22,845,961 (+ 4,782,961)

At present, the MTEF includes indicators relating to the rights foreseen by this pension (e.g., Law no. 2003/23); quality service provision (e.g., "reevaluations under deadlines"); and how expenditures were budgeted for ("expenditure compared with previous years 2012-14"). From a gender perspective, the Department can specify further the following MTEF indicator by adding the words proposed by KWN in boldface:

- Claims received in relation to positive and negative evaluations of the medical committee, **disaggregated by gender**;

It is important to consider that women likely will be among the additional beneficiaries to receive this pension as they are presently under-served by this pension, though they likely qualify in equal proportions to men. Here an objective could be added:

<sup>162</sup> The Department does not budget for utilities because the medical commissions do not have a separate space where they work. Usually, evaluations are carried out in municipal buildings, KPA, or NGOs.

- Increase the proportion of women with disabilities receiving pension from 48% of beneficiaries in 2013 to 50% every year.

This can be achieved through active outreach via groups working with persons with disabilities, particularly women's groups, as well as information provided via media about their rights and how to access them. The Department may need to budget additional funds to realize this.

### Early Pension for Trepca Workers

Considering that the number of beneficiaries is unavailable, KWN estimated the future budget based on the fact that historically at least 11% of the budget for these pension transfers has not been spent. Additionally, the government's decision to increase the amount of this pension by 50% was considered. Based on this, KWN calculated that the 2015 budget should be **€4,049,308**. More accurate calculations for 2016 and 2017 should be made based on the number of recipients and actual expenditures.

**Table 68. KWN Estimate of Trepca Early Retirement Pension for 2015-2017, Based on Expenditures and Trends**

	2012 Spent	2013 Spent	2014 Budgeted	2015 Budget	2016	2017
Total	€ 3,168,170 (88%)	€ 3,033,190 (89%)	€ 3,414,600	€ 4,049,308 (- €1,050,692)	€ 4,049,308 (- €1,050,692)	€ 4,049,308 (- €1,050,692)
Subsidies and Transfers	€ 3,168,170 (88%)	€ 3,033,190 (89%)	€ 3,414,600	€ 4,049,308 (- €1,050,692)	€ 4,049,308 (- €1,050,692)	€ 4,049,308 (- €1,050,692)

The MTEF includes indicators regarding who should receive the pension (e.g., "Administrative Instruction 02/2006; Age 50 to 65 years; Draft law on pension schemes in the proceedings, article 10") and draws from the "number of users from prior years 2012-14; data from the Management of Complex 'Trepca'" to arrive at estimates. However, based on the evidence that KWN has (albeit potentially incomplete), the budget should be €1,050,692 less than what has been budgeted.

From a gender perspective, an additional indicator can be added: "Increase the number of women who worked at Trepca who receive benefits." This can be achieved through activities including review of Trepca records to identify persons eligible for the pension, particularly women; and efforts to contact eligible persons to inform them of their rights, particularly women. This may require additional funds.

### KPC Pension

Budgeting for the KPC Pension requires consideration of the increase in the budget spent each year (21%) and the government's decision to increase the pension by 25%. According to KWN estimates, the budget for 2015 should be **€2,494,675**.

**Table 69. KWN Estimate of KPC Pensions for 2015-2017, Based on 2012-2013 Expenditures and Trends**

	Spent 2012	Spent 2013	Budget 2014	2015	2016	2017
Total	€ 1,728,500 (67%)	€ 1,780,278 (145%)	€ 1,224,000	€ 2,494,675 (- €385,325)	€ 3,018,557 (- €207,043)	€ 3,652,454 (+€81,253)
Subsidies and Transfers	€ 1,728,500 (67%)	€ 1,780,278 (145%)	€ 1,224,000	€ 2,494,675 (- €385,325)	€ 3,018,557 (- €207,043)	€ 3,652,454 (+€81,253)

## KSF Pension

A percentage increase in the budget for KSF pension each year (32%), the budget spent during the first quarter of 2014 (12%), and the government's decision to increase the pension by 25% informed KWN's estimate that the budget for 2015 should be **€510,087**. This is substantially less than the current budget (see Table 70).

Table 70. KWN Estimate of KSF Pension for 2015-2017, Based on 2012-2013 Expenditures and Trends

	2012 Spent	2013 Spent	2014 Budget	2015 Budget	2016 Budget	2017 Budget
Total	€ 25,402 (4%)	€ 234,559 (37%)	€ 631,200	€ 510,087 (- €363,913)	€ 673,315 (- €436,685)	€ 888,776 (-€ 487,624)
Subsidies and Transfers	€ 25,402 (4%)	€ 234,559 (37%)	€ 631,200	€ 510,088 (- €363,913)	€ 673,316 (- €436,685)	€ 888,777 (-€ 487,624)

## Blind Person Pension

KWN based its budget estimates on the number of beneficiaries as per April 2014, the number of potential beneficiaries that applied for the pension, and the government's decision to increase the pension amount by 25%. The estimated 2015 budget for pensions for blind persons is **€5,592,000**. This is approximately €1,217,000 more than the present budget. While the trend in the number of beneficiaries will need to be monitored, the number should not increase substantially over time. Therefore, at present, the same budget has been estimated for future years (see Table 71).

Table 71. KWN Estimate of Pensions for the Blind for 2015-2017, Based on 2012-2013 Expenditures and Trends

	2012	2013	2014	2015	2016	2017
Total	NA	NA	€ 1,800,000	€ 5,592,000 (+ €1,217,000)	€ 5,592,000 (+ €1,217,000)	€ 5,592,000 (+ €1,217,000)
Subsidies and Transfers	NA	NA	€ 1,800,000	€ 5,592,000 (+ €1,217,000)	€ 5,592,000 (+ €1,217,000)	€ 5,592,000 (+ €1,217,000)

The MTEF indicators include: "Law no. 04/L-092; Data from the Association of the Blind; Treated requirements and actual number in payment = 813; Requirements which are waiting for treatment = 982." Based on the gender analysis in the prior chapter, an additional indicator could include: "Increase the proportion of blind women receiving pensions from 40% to 50% by 2016." In order to do this, the Department could reach out to the Blind Women's Association to assist with distributing information about this pension to its members and other blind women via media. This may require additional funds.

## Basic Contributory Pension

Considering the increase in the number of beneficiaries over the years (6% annually) and the government's decision to increase the basic pension by 25%, KWN estimates that the annual budget to fund Basic Contributory Pensions in 2015 needs to be **€69,741,470**. As Table 72 illustrates, this is €1,253,470 more than the present budget for 2015. As more people become eligible for pensions, the budget will need to continue to increase each year.

Table 72. KWN Estimate of Contributory Pensions for 2015-2017, Based on 2012-2013 Expenditures and Trends

	2012 Spent	2013 Spent	2014 Budget	2015 Budget	2016 Budget	2017 Budget
Total	€ 42,037,781 (101%)	€ 49,412,649 (103%)	€ 47,897,475	€ 69,741,470 (+€1,253,470)	€ 73,925,958 (+€ 2,098,958)	€ 78,361,516 (+€3,181,515)
Subsidies and Transfers	€ 42,037,781 (101%)	€ 49,412,649 (103%)	€ 47,897,475	€ 69,741,470 (+€1,253,470)	€ 73,925,958 (+€ 2,098,958)	€ 78,361,516 (+€3,181,515)

Within the MTEF, the indicators refer primarily to the relevant legal framework and the method used in calculating the budget. Based on the prior gender analysis, an additional indicator could be added; "increase the number of women receiving contributory pension."

This could be achieved by providing more information via women's organizations and mass media regarding persons' rights to access this pension. This may require additional funds.

## DEPARTMENT OF LABOUR AND EMPLOYMENT

### Employment Offices

Based on the analysis in the last chapter, two indicators that the Department can consider including for EOs are:

- Increase the proportion of women registered with EOs from 46% in 2014 to 49% in 2017.
- Increase the percentage of jobseekers employed from 1.76% in 2013 by 2% annually; and increase the proportion of women jobseekers employed from 34% in 2013 by 5% annually, to 39% in 2014, 44% in 2015, 49% in 2016, and 50% thereafter.

Activities towards achieving these can include collaboration with women's organizations to encourage more women to register with EOs. This may require additional funds.

### Maternity Leave

Table 73 shows the MLSW budget spent for maternity leave in Kosovo from 2011 to March 2014. The budget has increased every year. However, if the average wage statistics published by ASK were taken into consideration, the budget allocated and spent should have been 28% higher in 2013.

In 2014, the budget planned for maternity leave compensation is €900,000, and the average wage used by MLSW, as per January 2015 will be €375 (see Table 73). The budget planned for 2014 should have been 25% higher for January-March 2014. The

number of beneficiaries has increased, and thus the budget needs to increase. Based on the trend from 2012 to 2013, the number of beneficiaries will increase by 13%. Thus, the budget for 2015 will need to be €805,091. The subsidies and transfers expense category in DLE needs to increase to accommodate this.

The number of maternity leave beneficiaries and thus the budget needed likely would increase if all employed women who gave birth took the benefit. Data on the number of employed women who give birth every year is unknown, so one cannot calculate the exact budget. Effective budgeting could be facilitated by the National Institute of Public Health and ASK collecting data and reporting on the employment status of mothers giving birth. The Labour Inspectorate of Kosovo also can increase inspections to ensure that women who should benefit from maternity leave do and that women do not face discrimination in hiring. The appropriate implementation of the maternity leave benefit is important for enabling women to work and have a family. At the same time, as argued in the prior chapter, paternity leave should be considered within the new Labour Law towards gender equality.

Table 73. Actual Maternity Leave Budget Compared to KWN Estimated Budget Needs, Based on ASK Average Wage, by Year

Year	Total Budget Spent <sup>163</sup>	KWN Est. Total Budget per Avg. Wage Published by ASK <sup>164</sup>	Total Budget Difference	% Difference
2011	€205,860	€ 259,440	-€ 53,580	-26%
2012	€493,188	€ 628,308	-€135,120	-27%
2013	€556,260	€ 712,470	-€156,210	-28%
2014 March	€211,992			

<sup>163</sup> MLSW did not make available the amount actually spent.

<sup>164</sup> KWN calculation based on the average wage in Kosovo published by ASK, April 2014.



## Vocational Training

With regard to VTCs, in close collaboration with RECs, several indicators could be included towards improved gender equality:

- Increase the percentage of women and men registered jobseekers involved in trainings from 1% by at least 5% annually, reaching 6% in 2015, 11% in 2016, and 16% in 2017.
- Increase the number of women and men receiving Category 2 social assistance who participate in VTC trainings and receive assistance securing jobs.
- Increase the number of women participants in trainings from 44% in 2013 by 1% annually until women's participation is 50%.
- Establish communication strategy for reaching out to women in particular about training opportunities.
- Introduce new, diverse training topics of interest to women and men towards qualifying them for current job market needs.
- Analysis regarding reasons for high dropout, including based on gender, completed. Related activities would include VTC staff calling persons who drop out in order to identify the reasons why, entering findings into a database, and reporting gender-disaggregated statistics annually.
- Decrease the percentage of women (16%) and men (7%) who drop out of trainings to less than 5% each year for both genders.
- Report exists assessing costs of trainings for various types of trainings.
- Report exists analysing the needs of unemployed women and men and assessing the extent to which trainings actually meet their needs.

Perhaps additional budget considerations will be needed to achieve these indicators.

Table 74. KWN Estimate of VTC Budget for 2015-2017, Based on 2012-2013 Expenditures and Trends

	2012 Spent	2013 Spent	2014 Budget	2015 Budget	2016 Budget	2017 Budget
<b>Total</b>	<b>€ 1,448,510</b> (71%)	<b>€ 1,675,251</b> (75%)	<b>€ 1,769,426</b>	<b>€ 2,013,473</b> (-€10,000)	<b>€ 2,048,473</b> (-€10,000)	<b>€ 2,188,473</b> (-€10,000)
Wages and Salaries	€ 395,114 (104%)	€ 401,410 (102%)	€ 416,189	€ 520,236	€ 520,236	€ 520,236
Goods and Services	€ 352,608 (112%)	€ 288,726 (91%)	€ 316,237	€ 316,237	€ 316,237	€ 316,237
Utilities	€ 46,155 (74%)	€ 50,387 (81%)	€ 62,000	€ 52,000 (-€10,000)	€ 52,000 (-€10,000)	€ 52,000 (-€10,000)
Subsidies and Transfers	€ 351,512 (78%)	€ 319,833 (78%)	€ 300,000	€ 450,000	€ 750,000	€ 870,000
Capital Expenditures	€ 303,122 (57%)	€ 614,896 (30%)	€ 675,000	€ 675,000	€ 410,000	€ 430,000

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# ANNEXES

## ANNEX 1. GENDER RESPONSIVE BUDGETING: A PRACTICAL USER'S GUIDE

### The Legal Basis<sup>165</sup>

The Medium Term Expenditure Framework (MTEF) is the primary planning document for governmental economic policy. The Government of Kosovo drafts the MTEF in accordance with its vision of national development, which includes sustainable economic growth; good governance and the rule of law; developing human capital; and improving social welfare.<sup>166</sup> The government of Kosovo should mainstream gender in planning, implementing, and monitoring the implementation of all laws, strategies, and policies at both central and municipal levels in accordance with the Law on Gender Equality.<sup>167</sup> This includes in budgetary processes. Gender Responsive Budgeting (GRB) introduces an approach through which a gender perspective can be integrated into budgetary processes.

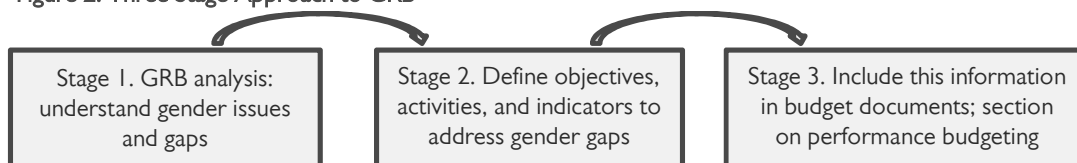
### Why Is Gender Responsive Budgeting Important?

GRB involves a process through which strategic objectives towards enhancing gender equality can be introduced into the budget. It can help increase transparency, increase effectiveness of public expenditures, and facilitate monitoring of implementation. The process of GRB analysis can help identify whether public spending reaches different groups of women and men; how effective resource allocations are in meeting the potentially diverse needs of women and men; how effective the implementation of policies and budgets is in achieving overall gender goals; and how gender (in)equalities may impact the achievement of overall goals. Further, budget officers, budget departments, and institutions at municipal and national levels can use GRB to better **communicate and substantiate** the needs of their departments to other institutions and actors, including the Ministry of Finance.

### Gender Responsive Budgeting Approach<sup>168</sup>

GRB can be implemented in a simple three-stage approach through which a gender perspective is integrated into budgetary processes and documents (see Figure 1).

Figure 2: Three Stage Approach to GRB



<sup>165</sup> This Guide was developed by Ada Shima and Nicole Farnsworth at KWN in collaboration with Dr. Elisabeth Klatzer, international expert, in order to support Kosovo institutions in gender responsive budgeting. This initiative has received support from GIZ. For further information or assistance in using this Guide, please contact [info@womensnetwork.org](mailto:info@womensnetwork.org) or 038 245 850.

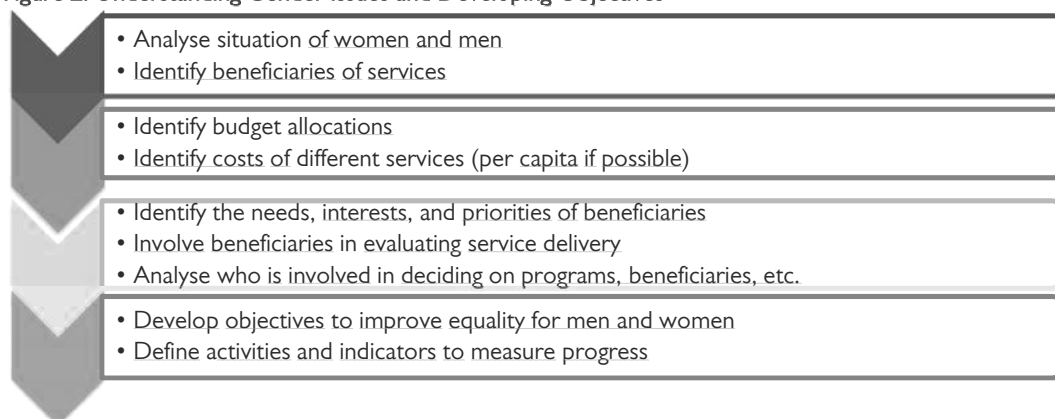
<sup>166</sup> Republic of Kosovo, Ministry of Finance, *Medium Term Expenditure Framework 2013-2015*, Prishtina: April 2012, at: <http://mf.rks-gov.net/Portals/0/Raporte%20dhe%20publikime/KASH/KASH%202013-2015%20aprovuar%20ne%20Qeveri%20ANGL.pdf>.

<sup>167</sup> Republic of Kosovo, Law on Gender Equality, Law 2004/2, at: <http://www.womensnetwork.org/documents/20130510160346132.pdf>.

<sup>168</sup> This approach is based on international GRB practice and has been adapted to the specific situation in Kosovo by Dr. Elisabeth Klatzer, international expert, in cooperation with KWN.

In Stage 1, the GRB analysis, the aim is to understand gender issues and gender gaps. Figure 2 highlights the main aspects of how to carry out this analysis.

**Figure 2: Understanding Gender Issues and Developing Objectives**



Based on the analysis of the situation of women and men in the specific sector, one analyses the number of women and men who benefitted from a specific program (e.g. from public services or transfers) within a department or project at the ministry and/or municipal level. This can help to identify whether there are any differences in the number of women and men participating in or benefitting from a given program. The next step is to identify budget allocations and the cost of specific services. Based on this, we can calculate the amount of budget expenditures benefitting men and women. This can be the basis for analysing whether there are any important gaps in how expenditures contribute to increasing equality between women and men. The table below illustrates an example of how one can collect data about men and women beneficiaries and identify potential gender gaps in budget allocation (see Figure 3). Collecting data from different years can help show patterns in the number of beneficiaries over time.

**Figure 3. Template for GRB Incidence Analysis**

Type of Service or Transfer	Total Budget	Number of Beneficiaries	Budget per Capita	Number of Beneficiaries		Budget Spent on Women	Budget per Capita Women	Budget Spent on Men	Budget per Capita Men
				Women	Men				
Service A									
Service B									
...									

Apart from quantitative analysis, it can be helpful to identify the needs, interests, and priorities of different groups of beneficiaries. Here, focus groups or questionnaires asking them, for example, can be used. Also, it can be useful to involve beneficiaries in evaluating programs or services. Analysis also can include attention to who is involved in deciding about types of programs and about who receives services or transfers.

In Stage 2 of the GRB approach, based on the results of the analysis, we can establish objectives and activities to address any gaps identified. Based on these gender equality objectives, we develop indicators to measure progress.

Stage 3 of GRB focuses on integrating gender perspectives in the budget process and budget documents. This can be done through the following:

1. Prepare a paragraph describing the results of the GRB analysis to be included in the MTEF and/or budget document.
2. Define the objectives and activities for improving gender equality.
3. Define specific indicators to measure progress on the defined gender equality objectives.
4. Any performance indicator related to people in general can be disaggregated by women and men.

## ANNEX 2. BUDGETS FOR FINANCING CSWS BY MUNICIPALITY AND BENEFICIARIES BY GENDER

Municipality	Year	Total # of Beneficiaries of Social Services	# of Women	# of Men	Total # of Visits	# Visits for Women	# of Visits for Men	Expenditure: Wages and Salaries	Goods and Services	Utilities	Subsidies and Transfers	Capital Expenditures
Gjilan	2011	648	126	522	2,592	504	2,088	€ 70,396	€12,998	€ 3,995		
	2012	926	160	865	3,704	640	3,460	€ 78,771	€12,773	€ 4,980		
	2013	818	180	638	3,272	720	2,552	€ 77,366	€10,000	€ 3,150		
	2014	249	50	199	996	200	796	€ 11,272	€ 2,117	€ 1,788		
	2015 (plan)											
Deçan	2011	668	280	388	700	500	200	€ 3,397	€ 4,000			
	2012	626	300	326	680	300	380	€ 3,397	€ 4,000			
	2013	681	250	431	690	300	390	€ 3,397	€ 4,000			
	2014	255	100	155	270	170	100	€ 4,172	€ 3,400			
	2015 (plan)											
Dragash	2011	48	18	30	74	28	46	€ 37,005	€ 8,910	€ 3,000		
	2012	52	19	33	93	39	54	€ 41,700	€ 8,000	€ 3,000		
	2013	46	18	28	81	45	36	€ 41,700	€10,000	€ 3,000		
	2014	21	7	14	27	11	16	€ 40,700	€10,000	€ 3,000		
	2015 (plan)											
Drenas / Glogoc	2011	834	350	484	1,236	432	804	€ 66,500	€18,000	€ 3,900		
	2012	1,185	414	771	1,662	548	1,114	€ 66,500	€16,880	€ 400		€ 25,000
	2013	765	267	498	1,071	353	718	€ 66,500	€21,800	€ 4,300		
	2014	442	154	288	618	197	421	€ 66,500	€20,700	€ 4,000		
	2015 (plan)											€ 20,000
Kaçanik	2011	251	80	171	298	100	198	€ 31,186	€ 3,000	€ 3,000	€ 37,186	
	2012	360	110	250	400	130	270	€ 31,186	€ 3,000	€ 3,000	€ 37,186	
	2013	257	117	144	290	140	150	€ 31,186	€ 3,000	€ 3,000	€ 37,186	
	2014	114	50	64	105	70	35	€ 38,982	€ 3,000	€ 3,000	€ 44,982	
	2015 (plan)	380	180	200	400	190	210	€ 42,880	€ 3,800	€ 3,800	€ 50,480	
Podujevë	2011	456	142	313	790			€ 43,000	€ 8,000	€ 5,000		
	2012	750	164	586	1,138			€ 54,000	€ 8,000	€ 5,000		
	2013	728	183	544	1,071			€ 54,186	€28,000	€ 5,000		
	2014	58	15	43	226			€ 55,000	€20,000	€ 8,000		
	2015 (plan)							€ 58,000	€21,000	€ 8,000		€ 20,000
Shtime	2011	221	66	155	258	78	180	€ 35,444	€10,000	€ 2,500		
	2012	320	103	217	612	196	416	€ 39,100	€10,500	€ 3,500		
	2013	316	104	212	621	205	416	€ 40,371	€12,800	€ 2,700	€ 7,500	



Municipality	Year	Total # of Beneficiaries of Social Services	# of Women	# of Men	Total # of Visits	# Visits for Women	# of Visits for Men	Expenditure: Wages and Salaries	Goods and Services	Utilities	Subsidies and Transfers	Capital Expenditures
	2014	200	54	146	273	54	146	€ 45,000	€12,800	€ 2,700	€ 29,000	
	2015 (plan)							€ 45,000	€15,000	€ 2,800	€ 35,000	€ 10,000
Skenderaj	2011	259	111	148	84	55	29	€ 69,263	€ 8,600	€ 5,500		
	2012	666	319	347	94	61	33	€ 72,454	€ 8,000	€ 5,000		
	2013	549	243	306	158	109	49	€ 70,800	€18,500	€ 5,000	€ 7,000	
	2014	140	65	75	52	27	25	€ 70,250	€18,500	€ 8,500		
	2015 (plan)	430	205	225	255	132	123	€ 73,762	€19,000	€ 8,900		
Suharekë / Therrandë	2011	322	96	226	98	32	66	€ 52,030	€12,974	€ 3,000		
	2012	573	179	394	142	56	86	€ 54,946	€12,954	€ 3,000		
	2013	477	145	332	96	52	44	€ 52,520	€13,000	€ 2,561		
	2014	524	159	365	105	57	48	€ 55,000	€13,000	€ 3,000		
	2015 (plan)	576	175	401	116	63	53	€ 60,000	€15,000	€ 3,500		
Viti	2011	1,292	495	797	2,394	961	1,433	€ 38,854	€ 2,500	€ 2,200		
	2012	1,250	475	775	2,548	998	1,550	€ 40,303				
	2013	1,284	463	821	2,160	742	1,418	€ 40,303				
	2014	779	238	541	460	210	250	€ 10,076				
	2015 (plan)	1,350	950	400	2,625	1,025	1,600	€ 54,036				
Kamenicë/Dardanë	2011	275	116	177	550	230	320	€ 59,934	€ 8,000	€ 3,000		
	2012	377	104	273	754	208	546	€ 59,934	€ 8,000	€ 3,000		
	2013	428	112	328	856	200	656	€ 59,728	€ 1,200	€ 5,000		
	2014	107	29	86	214	58	156	€ 59,728	€ 1,200	€ 5,000		
	2015 (plan)											
Istog	2011	241	93	148	180	72	108					
	2012	578	219	359	529	249	280	€ 454,356	€ 5,000	€ 1,810		
	2013	505	181	324	456	202	254	€ 454,356	€11,739	€ 2,078		
	2014	212	84	132	140	52	88	€ 53,800	€ 9,000	€ 2,000		
	2015 (plan)							€ 55,683	€ 9,315	€ 2,070		
Fushe Kosove	2011	253	33	132	330	108	210	€ 2,219	€267,030	€123,806	€ 73,476	
	2012	501	82	251	660	164	230	€ 827,567	€118,613	€ 36,743	€199,415	
	2013	325	62	223	570	124	251	€ 827,567	€118,613	€ 36,743	€473,631	
	2014	151	12	63	75	75	71	€ 827,567	€118,613	€ 36,743	€69,565	
	2015 (plan)											
Ferizaj	2011	539	211	328	2,695	1,055	1,640	€ 52,480	€ 12,550	€ 7,500		
	2012	628	207	421	3,140	1,035	2,105	€ 61,733	€ 18,150	€ 6,000		
	2013	694	261	433	3,470	1,305	2,165	€ 61,733	€ 11,850	€ 3,500		
	2014	220	65	155	1,100	325	775	€ 68,558	€ 13,720	€ 4,700		

Municipality	Year	Total # of Beneficiaries of Social Services	# of Women	# of Men	Total # of Visits	# Visits for Women	# of Visits for Men	Expenditure: Wages and Salaries	Goods and Services	Utilities	Subsidies and Transfers	Capital Expenditures
	2015 (plan)											
Lipjan	2011	272	80	192	407	94	313	€ 41,149	€ 12,000	€ 3,500		
	2012	583	102	181	611	125	486	€ 53,040	€ 10,000	€ 3,000		
	2013	378	77	301	542	112	542	€ 53,042	€ 20,000	€ 3,000		
	2014	312	68	144	280	72	280	€ 53,042	€ 15,000	€ 3,000		
	2015 (plan)	624	230	394	684	134	550	€ 65,062	€ 26,650	€ 5,150		€ 25,000
Peje	2011	470	101	110				€ 77,048	€ 12,056	€ 9,200	€ 30,000	€ 15,000
	2012	456	150	203				€ 82,500	€ 25,000	€ 9,000	€ 30,000	
	2013	469	105	192				€ 86,000	€ 35,300	€ 7,200	€ 30,000	€ 30,000
	2014	129	3	7				€ 86,000	€ 35,300	€ 6,500	€ 30,000	€ 30,000
	2015 (plan)											
Vushtrri	2011	502	127	375				€ 34,000	€ 21,000	€ 4,500		
	2012	276	84	192				€ 48,843	€ 21,000	€ 4,500	€ 10,000	
	2013	437	108	329				€ 48,843	€ 21,000	€ 4,500		€ 5,000
	2014	44	8	36				€ 48,843	€ 21,000	€ 4,500		
	2015 (plan)							€ 60,660	€ 25,000	€ 3,500		€ 9,000
Prishtina	2011	840	630	210	800	600	200	€ 190,000	€ 40,000	€ 20,000	€ 120,000	
	2012	800	600	200	800	600	200	€ 190,000	€ 40,000	€ 20,000	€ 120,000	€ 50,000
	2013	880	660	220	800	600	200	€ 190,000	€ 40,000	€ 20,000	€ 120,000	€ 50,000
	2014	920	690	230	800	600	200					
	2015 (plan)											

### ANNEX 3. TYPE OF VOCATIONAL TRAININGS BY VTC

Prishtina	Prizren	Peja	Ferizaj	Mitrovica	Gjakova	Gjilan	Dolan
Administrative Assistant	Cooking	Administrative Assistant	Carpentry	Carpentry	Computer Basics	Carpentry Plastic Work	Carpentry
Business Administration	Steward	Accounting	Electrician	Cooking	Accounting	Computer Basics	Cooking
Audio Equipment (Servisimi i P.Z)	Auto-electrician	Construction	Welding	Textile	Business Administration	Graphic Design	Textile
Bakery	Repair of Household Electric Durables	Electrical Wiring	Hydro Installation	Computer Basics	Electrical Installation	Accounting	Computer Basics
Pastry	Plumber	Agriculture	Computer Basics	Construction	Welding	Welding	Business Administration
Entrepreneurship	Business Administration	Business Administration	Business Administration	Welding	Self-Employment	Entrepreneurism	Welding
Installer of Central Heating	Industrial Electrician	Entrepreneurism	Entrepreneurism	Business Administration	Entrepreneurism	Cooking	
Plumbing	Entrepreneurism	Hydro Installation	Cooking	Computer Basics			
Industrial Electrician	Welding	Cooking	Catering				
IT and Communication	Tourism	Carpentry	Facility Maintenance				
Construction	Computer Basics	Welding					
Auto-electrician	Hairdressing	Braille					
Accounting	Milk Processing						
Mobile Unit in Podujevo	Computer Basics / Dragash Mobile Unit						

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