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Kosovo Women's Network
Serving, Protecting and Promoting the Rights of Women and Girls

Budgeting for Gender Equality In Trade and Industry



Budgeting for Gender Equality In Trade and Industry

By Nicole Farnsworth, Iliriana Banjska, Nerina Guri and Donjeta Morina
for the Kosovo Women's Network

Pristina, Kosovo
2016

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ISBN-978-9951-737-04-3

This publication was made possible with the generous support of the American people through the United States Agency for International Development (USAID). The views herein represent those of the authors and not necessarily those of the U.S. government or USAID.

Printed by Night Design in Prishtina using eco-friendly printing.

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Acknowledgements

The Kosovo Women's Network (KWN) would like to thank the Ministry of Trade and Industry (MTI), particularly Minister Hykmete Bajrami, Acting General Secretaries Rexhep Bllaca and Agron Maxhuni, Officer of Finance Gentiana Islamaj, and Gender Equality Officer Nexhmije Shala for their commitment to work towards institutionalizing gender responsive budgeting within this Ministry. The data collected and provided by several of MTI's departments, divisions, and agencies demonstrated their commitment to implementing the new Law on Gender Equality and its provisions relating to collecting gender-disaggregated data, as well as using this data to inform gender responsive budgeting. KWN's technical support and time spent assisting MTI in carrying out gender responsive budgeting would not have been possible without the generous support of the American people through the United States Agency for International Development (USAID) Partnerships for Development project, implemented by Chemonics Internationale. Chemonics staff, especially Hanife Limani and Besart Myderrizi, provided important support throughout the process, for which KWN is grateful. The authors thank KWN Executive Director Igballe Rogova, Finance Manager Besa Shehu, and Program Manager Zana Rudi for their ongoing support. Elizabeta Murati provided extensive assistance with research and formatting. Hana Marku, KWN Board Member, volunteered, conducting research on trade policy from a gender perspective, which informed the report. KWN also would like to thank the peer reviewers who offered thoughtful comments on the draft report: Alida Muhaxhiri and Malva Govori, Promoting Private Sector Employment (PPSE) project staff.

Acronyms

AB	Appellate Body
AGE	Agency for Gender Equality
KBRA	Kosovo Business Registration Agency
CBK	Central Bank of Kosovo
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CEFTA	Central European Free Trade Agreement
CSO	Civil Society Organization
EPAP	European Partnership Action Plan
EU	European Union
GEO	Gender Equality Officer
GRB	Gender Responsive Budgeting
IPA	Instrument for Pre-Accession
IT	Information and Technology
KAD	Kosovo Accreditation Directory
KAS	Kosovo Agency for Statistics
KCC	Kosovo Chamber of Commerce
KIESA	Kosovo Investment and Enterprise Support Agency
KMA	Kosovo Metrology Agency
KSA	Kosovo Standardization Agency
KWN	Kosovo Women's Network
MESP	Ministry of Environmental and Spatial Planning
MEST	Ministry of Education, Science, and Technology
MoF	Ministry of Finance
MTEF	Medium Term Expenditure Framework
MTI	Ministry of Trade and Industry
PPSE	Promoting Private Sector Employment
SBA	Small Business Act
SME	Small and Medium Enterprises
SPD	Sectoral Planning Document
TAK	Tax Administration of Kosovo
TI	Trade Inspectorate
UNDP	United Nations Development Programme
UNWTO	UN World Tourism Organization
WTO	World Trade Organization

Executive Summary

Men, women, girls, and boys have different economic, social, educational, and health needs and priorities. Given their different gender roles in society, trade policies and industrial development may affect women and men differently. Gender responsive budgeting (GRB) is a strategy through which one inserts a gender perspective throughout the entire cycle of planning, implementing, monitoring, and evaluating government budgets and other fiscal policies. GRB is a legal obligation for all public institutions in the Republic of Kosovo because it can facilitate better performance-based planning to meet all Kosovars' needs. This report involves a gender analysis that seeks to provide the Ministry of Trade and Industry (MTI) with concrete objectives and activities, from a gender perspective, that the Ministry can use in planning its 2017 and future budgets to better meet women's and men's potentially differing needs.

This report identifies several best practices that the Ministry, its departments, and divisions can implement in line with legal responsibilities under the Law on Gender Equality, towards ensuring that its work benefits both women and men. This includes:

- Ensuring that all staff collect and maintain gender-disaggregated data regarding persons consulted, reached, and targeted through their work. MTI can use this data to inform better planning with future expenditures to ensure that expenditures benefit women and men.
- Conduct gender analyses on how a proposed new policy (e.g., on trade, creation of economic zones, industry development, business support, etc.) may affect women and men differently. Always review draft laws, policies, and action plans to ensure a gender perspective. This task should be completed by the Gender Equality Officer (GEO) and involve no additional cost to MTI.
- Encourage women and men to participate in public consultations on laws, policies, and capital investment projects (including those organized by municipalities, involving MTI expenditures), such as economic zones. This can facilitate consideration of both women's and men's priorities and interests in their design. Organize such consultations at times and in places when women can attend. Ensuring women know about the consultations, such as through cooperation with local women-led organizations, also can help increase women's attendance.
- Considering women's under-representation in trade and industry, use affirmative actions in procedures related to subsidies and transfers, such as grants, promotional fairs, support of business plans, and internships to facilitate the establishment and/or growth of women-led enterprises.
- Review public communications materials from a gender perspective to ensure the imagery and messages appeal to and communicate well with both women and men.
- Currently, women are underrepresented at MTI, comprising 33.3% of employees. They received 33% of expenditures from the wages and salaries expenditure category in 2015. As foreseen by the Law on Gender Equality, utilize affirmative actions when job openings exist to actively recruit or promote qualified persons from the underrepresented gender (usually women), towards ensuring more balanced representation of women and men at all decision-making levels. This will contribute to more equitable expenditures on women and men from the wages and salaries economic category.
- Create a simple database, maintain it, and use it to analyse regularly gender-disaggregated data on the gender of officials participating in official travels. This can inform better planning to balance future expenditures among women and men, also ensuring inclusion of diverse perspectives in official meetings abroad.
- Encourage men and women officials to attend sector-specific training related to gender mainstreaming, towards furthering their capacities to mainstream gender in their work in accordance with their legal obligations under the Law on Gender Equality. Promote training opportunities, set aside extra budget for training in gender mainstreaming where feasible, and actively seek to ensure a gender balance among training recipients.

This report contains further, specific recommendations for departments, divisions, and agencies within the sections that follow.

Introduction

Needs, priorities, and interests can vary among diverse men and women. They also can vary depending on where men and women live (e.g., urban, sub-urban, rural areas), their employment status, age, ethnicity, and/or ability, among other factors. As a general principle, governments should seek to create policies that benefit *all* citizens, despite differences that exist among citizens. Further, as public policies, budget documents should seek to serve the needs and interests of diverse beneficiaries.

Gender responsive budgeting (GRB) can make the planning and execution of government budgets more efficient, effective, transparent, and equitable. GRB involves mainstreaming a gender perspective in the process of planning, implementing, monitoring, and evaluating budget documents. It requires an analysis of the different impact that expenditures have had on men and women, which then can inform future expenditures so that they benefit women and men.

Since 2015, budget organizations in Kosovo are obliged to carry out GRB, in accordance with the Law on Gender Equality, which defines GRB as:

[T]he implementation of Gender Mainstreaming in the budgetary process. This means the valorisation of budgets from the viewpoint of gender, in which case the gender question is taken into account at all levels of the budgetary process, and restructuring incomes and expenditures with the aim of promoting the equality of women and men.¹

Moreover, Article 5.1.5, states that all institutions of the Republic of Kosovo are obliged to include “gender budgeting in all areas, as a necessary tool to guarantee that the principle of gender equality is respected in collecting, distribution and allocation of resources.”² Further, since 2014, the Ministry of Finance (MoF) has encouraged all budget organizations in Kosovo to integrate GRB in their Medium Term Expenditure Frameworks, as well as their annual budget documents. The Budget Circular 2016/02, released by MoF to inform budget organizations on the expenditures structure for the next year, provided a definition and templates for all ministries³ and municipalities to complete in accordance with their legal obligations for implementing GRB.⁴ The Budget Circular 2017/01 provided an even stronger legal foundation for the institutionalization of GRB.

In this context, the Kosovo Women’s Network (KWN) has collaborated with the Ministry of Trade and Industry (MTI), supporting the analysis of MTI data from a gender perspective so that this data can inform future budget planning. This report summarizes the findings and recommendations resulting from this gender analysis, towards informing MTI’s 2017 budget, as well as making recommendations that can inform future budget planning in the medium-term. The report includes a gender analysis of different departments, divisions, and agencies within MTI, their budgets, and beneficiaries. The respective MTI departments, divisions, and agencies provided all data here, unless otherwise stated. Thus, any budget projections made for 2017 and future years drew from data provided by and conversations with the respective MTI departments and divisions.

For each department, division, or agency discussed, tables only include the economic categories for which each has had or plans to have expenditures. If a given economic category is not included, then the institution did not have a budget for the category. It also should be noted that all amounts are rounded to the nearest Euro for presentation.

In the spirit of programmatic, performance-based budgeting, evidence-based recommendations are provided for departments, divisions, and agencies, including specific objectives and activities that MTI can include as an annex to its 2017 budget, as well as use to inform its Medium Term Expenditure Framework Chapter for 2018-2020. This includes identifying specific objectives, indicators, and activities towards advancing gender equality and ensuring more targeted spending on diverse demographic groups

¹ Assembly of the Republic of Kosovo, Law Nr. 05/L-020 on Gender Equality, 2015, at: <http://www.kuvendikosoves.org/common/docs/ligjet/05-L-020%20a.pdf>, Art. 3.1.17.

² Ibid, Art. 5.1.5.

³ Republic of Kosovo, Ministry of Finance, Budget Circular 2016/02, 2015, at:

<http://www.womensnetwork.org/documents/20150909113719743.pdf>.

⁴ Ibid.

within each department and division. Notably, indicators do not seek to achieve gender equality overnight, but rather bear in mind the Kosovo context and steps needed to further gender equality over time. Recommended indicators assume that social change is incremental and propose feasible steps to take towards furthering gender equality. MTI will need to continue to review and update targets each year, based on monitoring and evaluating the changes made because of expenditures from year to year. Each year, MTI can make adjustments based on this evaluation and the Kosovo context towards furthering gender equality. The continuous monitoring and evaluating of progress, based on gender analysis, and setting of performance indicators can contribute to more effective and efficient spending, as well as the advancement of gender equality, in harmony with the Law on Gender Equality.

Why MTI?

Together with the Ministry of Environment and Spatial Planning (MESP), MTI is the third Ministry conducting a gender analysis and working toward institutionalizing GRB with KVN's support. MTI was selected for support for many reasons. First, the internal and external policies of MTI affect the lives of many women, men, girls, and boys from diverse backgrounds. For example, trade policies can affect men and women differently.⁵ Only by analysing how trade policies may influence women and men differently can MTI create policies that better meet the potentially different needs of women and men and counter any potential gender discrimination. Second, MTI offered political will and demonstrated interest in implementing GRB. Third, MTI is a partner of USAID, which facilitated opportunities for building on existing cooperation and informing future cooperation. A fourth reason for working with MTI is the availability of gender-disaggregated data. Maintaining, analysing, and processing gender disaggregated data is a legal obligation for all public institutions in the Republic of Kosovo.⁶ Without gender-disaggregated data, undertaking the gender analysis necessary to inform GRB is very difficult. The fact that MTI has some gender-disaggregated data available, as detailed below, facilitates gender analysis.

MTI Role and Responsibilities

A brief overview of MTI's roles and responsibilities is useful for later considerations on how a gender perspective can be introduced into all phases and areas of its work. Established in 2002,⁷ MTI has the responsibility to ensure conditions for trade, industry, and commerce and to create employment policies. Its responsibilities and competences include, among others:

- To construct a system for trade and commerce, and industrial and construction products
- To further the implementation of legislation that promotes fair competition
- To set up work policies and encourage the legislation implementation, and other programs, that supports commercial enterprises, emphasizing medium and small enterprises
- To settle work policies that promote the development of private sector, and programs that promote trade
- To promote investments, to come up with recommendations for the privatization process, to manage the business registration framework, to create well-built infrastructure and to promote tourism in Kosovo
- To be engaged in other duties given by the ministry on legislation issues.⁸

⁵ For example, see: *Women watch, Gender Equality and Trade Policy*, Resource paper, 2011, at: http://www.un.org/womenwatch/feature/trade/gender_equality_and_trade_policy.pdf.

⁶ Assembly of the Republic of Kosovo, Law No. 05/L-050 on Gender Equality, Art. 5.1.8.

⁷ Republic of Kosovo, Ministry of Trade and Industry website, accessed 6 June 2016, at: <http://www.mti-ks.org/en-us/Ministry>.

⁸ Government, Republic of Kosovo, Regulation No. 02/201, "On the Areas of Administrative Responsibility of the Office of the Prime Minister and Ministers", Appendix 8, pp. 54-55, at: http://www.kryeministri-ks.net/repository/docs/Rregullorja_02-2011-e_miratuar nga_Qeveria-finale.pdf.

Towards implementing its responsibilities, MTI has created a strategic and operational plan on Private Sector Development for 2013-2017, which has five Strategic Objectives:

- Globally Competitive State and Enterprises
- Export and Investment Promotion
- Further development of quality infrastructure
- Safety of Industrial non-food products
- Trade Policy Development toward improvement of trade balance in country.⁹

Notably a gender perspective does not feature into this document, which MTI should remedy in the forthcoming plan.¹⁰ An MTI official noted that this plan was created to develop the entire private sector, without identifying differences among women and men.¹¹ However, considering women's under-representation in the private sector and the unique challenges women face in opening and running businesses, such plans must analyse these challenges so that they can be addressed in programming to develop the private sector, inclusive of both women and men. Otherwise such plans run the risk of intentionally or unintentionally leaving women behind in efforts to develop the private sector.

According to the Law on Gender Equality, all policies, documents and legislation within a public institution must integrate a gender perspective.¹² This means that all officials that draft these documents are obliged to implement gender mainstreaming. The GEO could provide support in this respect.

How Does Gender Mainstreaming Feature in Trade and Industry?

Mainstream trade theory holds that production specialization according to each nation's comparative advantage within the trade liberalization context typically leads to a more efficient allocation of resources in the world economy and consequently to higher levels of output and growth in all countries.¹³ Economic growth is expected to promote national development and reduce poverty.¹⁴ However, as Çağatay has noted in writing for UNDP, these assumptions ignore that:

- “men and women are affected differently by trade policies and performance, owing to their different locations and command over resources within the economy;
- gender-based inequalities impact differently on trade policy outcomes, depending on the type of economy and sector, with the result that trade liberalization policies may not yield expected results;
- gender analysis is essential to the formulation of trade policies that enhance rather than hinder gender equality and human development.”¹⁵

Devising trade policies that contribute to the wellbeing of all citizens, women and men, requires gender analysis of new and existing policies to assess their intended and actual impact on women and men. Such gender analyses can help prevent trade policies from having a detrimental impact on women or men specifically, because of their gender and position within a given society.

⁹ MTI, *Private Sector Development Strategy 2013 – 2017*, Prishtina: 2013, pp. 22-25, at: http://www.kryeministri-ks.net/repository/docs/PRIVATE_SECTOR_DEVELOPMENT_STRATEGY_2013-2017.pdf

¹⁰ See recommendations for the Legal Department below.

¹¹ MTI official's comment on draft report, 2016.

¹² Assembly of the Republic of Kosovo, Law No. 05/L-20 On Gender Equality, Art. 5, at: <http://www.assembly-kosova.org/common/docs/ligjet/05-L-020%20a.pdf>.

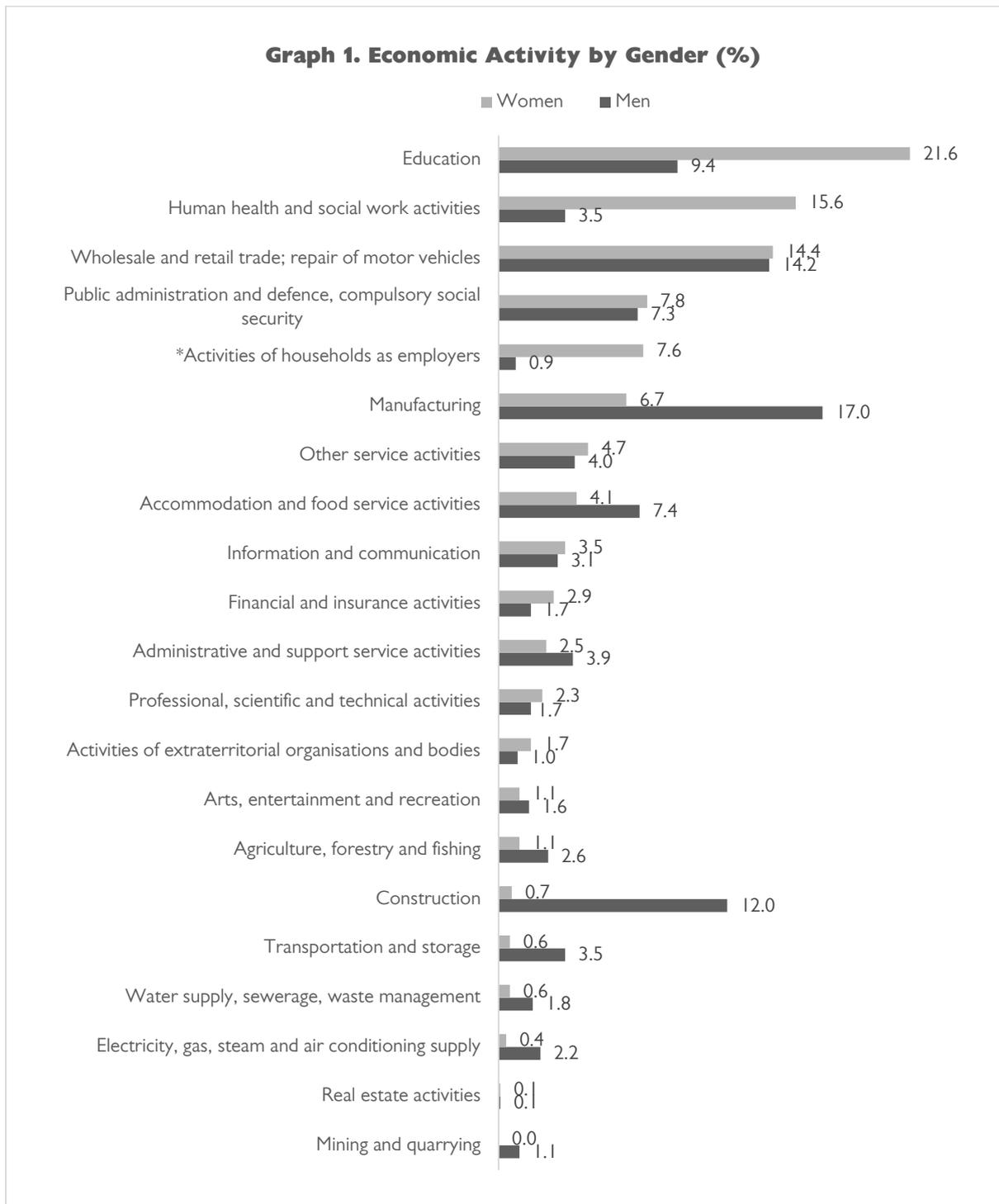
¹³ Çağatay, N., UNDP, *Trade Gender and Poverty*, 2001, p. 5, at:

<http://atwww.undptkm.org/content/dam/aplaws/publication/en/publications/poverty-reduction/poverty-website/trade-gender-and-poverty/TradeGenderandPoverty.pdf>.

¹⁴ Ibid.

¹⁵ Ibid.

Similarly, industry development policies may affect women and men differently. For example, due to sociocultural norms, women and men tend to work in different sectors. Labour Force Survey data from 2015 show (Graph 1) that most women tend to be employed in education (21.6% of women), human health and social work (15.6%), wholesale and retail trade (14.4%), public administration (7.8%), and activities within their households, defined as “undifferentiated goods and services-producing activities of private households for own use” (7.6%).¹⁶



¹⁶ Kosovo Agency of Statistics (KAS), *Results of the Kosovo 2015 Labour Force Survey*, Prishtina: KAS, 2016, at: <https://ask.rks-gov.net/en/lm?download=1636:results-of-the-kosovo-2015-labour-force-survey>, p. 15. KWN created this graph by adapting data provided in this report.

Men tend to be employed more in manufacturing (17% of men), wholesale and retail trade (14.2%), construction (12%), education (9.4%), and accommodation and food services (7.4%). Policies related to trade and industry that affect particular sectors more, by default will likely impact more the women or men working in these sectors.

Without considering how industry policies may affect women and men differently, state policies that should serve the interests of all citizens may not be as effective as they can be. This is especially important when considering the imbalance in inactivity rates among men and women in Kosovo; where men's inactivity rate is 43.3%, 81.9% of women are inactive.¹⁷ In order for the Government of Kosovo to achieve its aims to improve employment and create a favorable environment for industrial development,¹⁸ as well as to further gender equality, it must consider the potentially differing situations and needs of women and men.

MTI Overall Expenditures

Table I shows MTI's total expenditures in each economic category between 2014 and March 2016, as well as projected expenditures for 2016-2017. In 2014, the total budget spent was €4,876,493, and it had a 3% slight decrease in 2015 to €4,726,193. The decrease was most apparent in the goods and services economic category. The only category that increased was subsidies and transfers, from €973,000 in 2014 to €1,106,535 in 2015. From January to March 2016, MTI spent €562,672, with most funds (62%) spent on wages and salaries. Another substantial decrease occurred in capital investments, from €1,500,000 in 2014 to €700,000 in 2016.

Year	2014			2015			2016			2017	2018	2019
	Budgeted	Spent	% Used	Budgeted	Spent	% Used	Budgeted	Spent (Jan.-Mar.)	% Used	Requested	Projected	Projected
Employees	207	206	100%	207	203	98%	231	213	92%	231	231	231
Total Budget	€ 5,990,989	€ 4,876,493	81%	€ 5,459,627	€ 4,726,193	87%	€ 5,097,278	€ 562,672	11%	€ 4,310,770	€ 4,317,281	€ 4,323,791
Wages and Salaries	€ 1,108,608	€ 1,309,282	118%	€ 1,414,603	€ 1,313,631	93%	€ 1,493,233	€ 350,070	23%	€ 1,406,725	€ 1,413,236	€ 1,419,746
Goods and Services	€ 2,293,101	€ 1,649,701	72%	€ 1,935,744	€ 1,431,712	74%	€ 1,744,765	€ 129,876	7%	€ 1,744,765	€ 1,744,765	€ 1,744,765
Municipal Expenses	€ 89,280	€ 87,673	98%	€ 89,280	€ 84,516	95%	€ 109,280	€ 9,061	8%	€ 109,280	€ 109,280	€ 109,280
Subsidies and Transfers	€ 1,000,000	€ 973,000	97%	€ 1,000,000	€ 1,106,535	111%	€ 1,050,000	€ 73,665	7%	€ 1,050,000	€ 1,050,000	€ 1,050,000
Capital Investments	€ 1,500,000	€ 856,837	57%	€ 1,020,000	€ 789,799	77%	€ 700,000		0%	€ 450,000		

Regarding efficiency, KWN notes, where relevant, in the sections that follow whether a department, division, or agency has under- or over-spent in comparison to the budget allocated.²⁰ At present, a budget organization may only reallocate funds from one economic category to another

¹⁷ KAS, *Results of the Kosovo 2015 Labour Force Survey (June 2016)*, Table I.4, p. 10.

¹⁸ For example, see: *Program of the Government of the Republic of Kosovo 2015-2018*, at: http://www.kryeministri-ks.net/repository/docs/Government_Programme_2015-2018_eng_10_mars.pdf and Regulation No. 02/201, "On the Areas of Administrative Responsibility of the Office of the Prime Minister and Ministers."

¹⁹ Expenditures are from reports on expenses for 2014, 2015, 2016 from MTI Financial and General Services Department. The other data is from First Draft Budget for Year 2017, except for 2014 Budgeted Data.

²⁰ Information received from Finance and General Services Department, 2016.

category in certain cases.²¹ However, if spending trends illustrate consistent under-spending this can contribute to inefficiencies. Poor planning may undermine broader attempts to better use limited resources, which could otherwise perhaps be used to contribute to gender equality.

Wages and Salaries

Table 2 details the number of women and men employed at each pay level. Women have been consistently under-represented among MTI employees, comprising 35% of employees in 2014, 36% in 2015, 31% as of March 2016, and 33.3% as of September 2016.²² Further, women have been underrepresented at the highest pay levels, usually decision-making positions, for three consecutive years. In 2014, women comprised only 27% of persons employed at the highest pay level, 25% in 2015, and 27% in 2016. Thus, due to women's under-representation, women and men have not benefitted equally from state expenditures in the wages and salaries economic category. For example, in 2015, women received only 33% of expenditures.

Year	Salary Level	Total Staff at Each Salary Level	# and % of Men	Amount Spent on Men	# and % of Women	Amount Spent on Women	Total Amount Spent
2014 Spent	201-400	30	13 (43%)	€57,939 (49%)	17 (57%)	€59,575 (51%)	€ 117,514
	401-600	145	99 (68%)	€583,248 (67%)	46 (32%)	€288,124 (33%)	€ 871,372
	600+	30	22 (73%)	€295,111 (92%)	8 (27%)	€25,284 (8%)	€ 320,396
	Total	205	134 (65%)	€936,298 (72%)	71 (35%)	€372,984 (28%)	€1,309,282
2015 Spent	201-400	23	11 (48%)	€52,259 (50%)	12 (52%)	€51,453 (50%)	€ 103,712
	401-600	152	98 (64%)	€615,048 (67%)	54 (36%)	€309,059 (33%)	€ 924,107
	600+	28	21 (75%)	€214,612 (75%)	7 (25%)	€71,200 (25%)	€ 285,812
	Total	203	130 (64%)	€881,919 (67%)	73 (36%)	€431,712 (33%)	€1,313,631
2016 Expenditures (Jan. – Mar.)	201-400	50	35 (70%)	€39,322 (71%)	15 (30%)	€15,978 (29%)	€ 55,300
	401-600	126	85 (67%)	€135,659 (68%)	41 (33%)	€63,455 (32%)	€ 199,114
	600+	37	27 (73%)	€73,309 (77%)	10 (27%)	€22,348 (23%)	€ 95,657
	Total	213	147 (69%)	€248,290 (71%)	66 (31%)	€101,781 (29%)	€ 350,071
2016 Budgeted	Total	231	147 (64%)	€950,239 (64%)	84 (36%)	€542,994 (36%)	€1,493,233
2017 Requested	Total	231	159 (69%)	€970,641 (69%)	72 (31%)	€436,085 (31%)	€1,406,726
2018 Projected	Total	231	159 (69%)	€975,134 (69%)	72 (31%)	€438,103 (31%)	€1,413,237
2019 Projected	Total	231	159 (69%)	€979,625 (69%)	72 (31%)	€440,122 (31%)	€1,419,747

²¹ According to Law No. 03/L-048 On Public Financial Management and Accountability, Art. 30 (at: http://www.kuvendikosoves.org/common/docs/ligjet/2008_03-L048_en.pdf), (Art. 30.1) "A budget organization may, without obtaining the approval of the Minister [of Finance] , transfer up to five percent (5%) of one appropriation of that budget organization to another appropriation of that budget organization during any fiscal year; provided, however, that no such transfer may be made into the wages and salaries appropriation without the approval of the Minister [of Finance] and, if applicable, the Government or Assembly as provided in paragraph 3 and 4 of this Article. (Art. 30.2) The Minister [of Finance] may, if provided with a valid justification by the head of a budget organization, authorize the transfer of part of one appropriation of that budget organization to another appropriation of that budget organization; provided, however, that the part so transferred shall not exceed fifteen percent (15%) of the negatively affected appropriation. (Art. 30.3) If the head of the budget organization requests the Minister [of Finance] to authorize the transfer of an amount greater than fifteen percent (15%) but less than twenty-five percent (25%) of the negatively affected appropriation, the Minister [of Finance] may authorize such a transfer only after first obtaining the written approval of the Government. (Art. 30.4) If the head of the budget organization requests the Minister [of Finance] to authorize the transfer of an amount equal to twenty-five percent (25%) or more of the negatively affected appropriation, the Minister [of Finance] may authorize such a transfer only after first obtaining the approval of the Assembly."

²² KWN email correspondence with Head of Department of Finance and General Services, 26 Oct. 2016.

According to the Law on Gender Equality, Article 6.8, “Equal gender representation in all legislative, executive and judiciary bodies and other public institutions is achieved at minimum representation of fifty percent (50%) for each gender, including their governing and decision-making bodies.”²³ Further, the Law defines “unequal representation” as one gender being represented at less than 50% at any level of decision-making body in political and public life.²⁴ MTI can plan for affirmative actions as part of future hiring processes, towards improving the gender balance among MTI employees over time. As Table 2 illustrates in the cells for years 2017-2019, such gender analysis of expenditures on women and men in prior years can point to trends, which then can be used to inform budget estimates and specific incremental targets towards balancing expenditures on women or men, as necessary.

Table 3 shows the number of MTI officials who have participated in official travels or study visits. It illustrates that consistently more men (73-79%) have travelled than women (27-21%), and that the percentage of women officials that have travelled has decreased since 2014. This may be linked to the fact that more men tend to be in decision-making positions, and persons holding these positions tend to travel more. The amount of per diem differs depending on the location of travel. Further, Table 4 illustrates that men (73%) have benefitted more from per diems spent under the wages and salaries economic category than women (27%).

Year	Total	# and % Men	# and % Women
2016	178	140 (79%)	38 (21%)
2015	404	290 (72%)	114 (28%)
2014	442	324 (73%)	118 (27%)

Year	Total No. of Staff in Official Travels	# and % of Men	Amount of Per Diems Spent on Men	# and % of Women	Amount of Per Diems Spent on Women	Total Amount Spent
2015	135	97 (72%)	€25,902 (73%)	38 (28%)	€9,446 (27%)	€35,348
2016 (Jan. - Mar.)	81	63 (78%)	€7,092 (72%)	18 (22%)	€2,719 (28%)	€9,811
Total	216	160 (74%)	€32,994 (73%)	56 (26%)	€12,165 (27%)	€45,159

Capital Expenditures

Table 5 enlists the capital expenditure projects planned by MTI for 2017 and years to follow. Each department within MTI that has its own budget line prepares its own proposal(s) for capital investment projects, which should be in line with the overall objectives of MTI. The internal commission examines proposals for the process of drafting the Medium Term Expenditure Framework (MTEF). These then are finalized and submitted for approval to the Ministry of Finance.

Project Name	Project Cost 2016	Project Cost 2017	Total Cost	Timeframe	Department /Agency
4th Phase of Business Park	€ 50,000	€ 25,000	€ 75,000	21.01.2008-21.07.2016	KIESA
Business Incubators	€ 125,000	€ 25,000	€ 150,000	21.01.2009-28.12.2013	KIESA
Building Economic Zones in Kosovo	€ 335,000	€ 300,000	€ 635,000	01.01.2013-22.09.2016	KIESA
Developing New Fields in Metrology, Equipment with Etalons and Other Measurement Equipment	€ 150,000	€ 100,000	€ 250,000	10.02.2017-16.12.2017	Kosovo Metrology Agency
Total	€ 660,000	€ 450,000	€ 1,110,000		

²³ Assembly of the Republic of Kosovo, Law 05/L-020, Art. 6.8.

²⁴ Ibid, Art. 3.1.5.

Best practices in GRB involve consulting diverse women and men at each phase of prioritizing, designing, implementing and evaluating usage of capital investment projects. With regard to the involvement of women and men in implementing government-funded capital investment projects, MTI procurement processes follow the Law on Public Procurement.²⁵ In purchasing goods, selecting suppliers, and procuring other contracts, in accordance with the Law on Gender Equality and calls for gender-responsive budgeting, MTI could have affirmative actions encouraging women-owned businesses and/or businesses with more women workers, including in managerial positions, to apply. Calls for bids also can specify if a particular percentage of workers on government-funded projects should be women in accordance with the Law on Gender Equality, towards ensuring that both women and men benefit from the jobs created through government-funded projects. USAID for example, sometimes has such requirements within its tendering documents.²⁶ Recently, Law No. 05/L-068, On Amending Law No. 04/L-042 On Public Procurement of the Republic of Kosovo, Changed and Supplemented by Law No. 04/L-237 has added that “Contracting authorities may decide, inter alia, specific contract conditions which allow social objectives to be considered”.²⁷ One of these is the “Obligation to implement, during the execution of the contract, measures that are designed to promote gender equality or diversity on other grounds.”²⁸ This means that MTI, as a contracting authority, can now legally put in place the above-mentioned affirmative actions towards encouraging women-owned and/or businesses with more women workers to apply or ensuring that both women and men benefit from the jobs created through government-funded projects.

Recommended Objectives

1. Increase the percentage of women employed at MTI, particularly in decision-making positions and at higher levels of pay, from 29% in 2016 to 31% in 2017. Continue increasing the percentage of women employed at MTI incrementally each year until the Ministry has equal representation of women and men at all levels.
2. Increase the percentage of women that undertake official travel on behalf of MTI, thereby increasing the percentage of per diems spent on women from an estimated 21% in 2016 to 23% in 2017. Continue increasing the percentage of women participating in official travel incrementally each year until the Ministry ensures equal representation of women and men in all official travels, thereby ensuring women’s perspectives are heard and per diems are spent more equally on women and men.
3. Identify women’s and men’s priorities regarding infrastructure projects.

Recommended Activities

1. In accordance with the Law on Gender Equality, when job openings exist, use affirmative measures in hiring and promotion procedures to increase the percentage of qualified women employed at MTI, particularly at the highest pay levels and in decision-making positions. The same recommendation holds for all departments, divisions, and agencies that have job openings in the future and in which gender analysis has shown that women are under-represented. Using affirmative measures in hiring will not have any additional cost to MTI, but will contribute to more equitable spending of the wages and salaries economic category. Job announcements should encourage the under-represented gender to apply, as well as be spread broadly in order to ensure that both women and men receive information about job openings.

²⁵ Republic of Kosovo, Law on Public Procurement Law No. L-042, at: [https://krpp.rks-gov.net/krpp/PageFiles/File/ligjet/english/Ligji%20per%20prokurimin%20publik%20\(anglisht\)-I.pdf](https://krpp.rks-gov.net/krpp/PageFiles/File/ligjet/english/Ligji%20per%20prokurimin%20publik%20(anglisht)-I.pdf).

²⁶ USAID, *Gender Equality and Female Empowerment Policy*, Washington DC: 2012, p. 4, at: https://www.usaid.gov/sites/default/files/documents/1865/GenderEqualityPolicy_0.pdf.

²⁷ Republic of Kosovo, Law No. 05/L-068, On Amending Law No. 04/L-042 On Public Procurement of the Republic of Kosovo, Changed and Supplemented by Law No. 04/L-237, at: <http://www.kuvendikosoves.org/common/docs/ligjet/05-L-068%20sh.pdf>.

²⁸ Ibid, Art. 17.

2. Encourage departments and divisions to ensure greater gender balance regarding official visits to the extent possible. Beyond contributing to more equitable expenditures on women and men receiving per diems, this can contribute to the quality of discussions by ensuring that both women's and men's perspectives and interests are considered. This activity may depend in part on the prior activity of recruiting more women who would be qualified to contribute effectively to discussions during official travel.²⁹ It would not involve any additional expenditure, but rather more equitable spending of existing funds.
3. Organize public consultations with women, men, boys, and girls in order to take into consideration how they would like to see infrastructure projects planned architecturally, or how women and men use and benefit from infrastructure projects funded by the Ministry.

The Minister's Cabinet

The budget of the Office of the Minister includes wages and salaries, and goods and services economic categories, respectively. In 2014 and 2015, the Office of the Minister underspent on goods and services using 89% of its allocated budget in 2014 and 58% in 2015.³⁰

Wages and Salaries

The Office of the Minister has 13 employees; 38% are women.³¹ While there is a balance of women and men at the highest salary level, fewer women work at lower salary levels. Therefore, approximately 39% of expenditures related to wages and salaries was spent on women.³²

Goods and Services

As Table 6 illustrates, the Office spends 64% of its total Goods and Services economic category budget on official travel abroad and 27% on official lunches. From a gender perspective, one can analyse the extent to which women and men benefitted directly (by participating in the activities, per diems for travel, etc.) or indirectly (by benefiting from the work done during these meetings). One also can examine the efficiency and effectiveness of these expenditures in achieving MTI's aims and bringing benefits to both women and men in Kosovo. Such gender analyses can inform budget planning related to this budget line in the future. Unfortunately, KWN has not received gender disaggregated data on this and was therefore unable to provide such an analysis here.

Expenditure	Amount
Travel Abroad	€48,500 (64%)
Phone Costs	€6,000 (8%)
Office Supplies	€460 (1%)
Public Information Costs	€800 (1%)
Official Lunches	€20,240 (27%)
Total	€76,000

The Finance and General Services Department

The Finance and General Services Department manages information on MTI human resources, coordinates the preparation, implementation, reporting on and evaluation of the Ministry's budget and supports administrative, logistical, information, and technology services. This Department plays a key role in recruiting and selecting qualified personnel. Therefore, it could influence the gender balance of employees within the Ministry. The Department also can ensure that GRB is implemented within budget documents because it is responsible for the preparation, implementation, and evaluation of the Ministry's

²⁹ During discussions, officials noted that men tended to travel more given their specializations and areas of expertise. Thus, recruiting more, qualified women may be necessary to contribute to gender balance in these discussions and policy-making processes.

³⁰ Information received from the Department of Finance and General Services, 2016.

³¹ Ibid.

³² Ibid.

overall budget.³³ It has three divisions: the Human Resources Division,³⁴ the Budget and Finance Division,³⁵ IT and Logistics Services Division,³⁶ and the Public Communication Division.³⁷

Wages and Salaries

As Table 7 illustrates, the Department has nearly equal representation of women and men, defined as 50% by the Law on Gender Equality. In 2016, of 48 staff, 58% were men and 42% were women. Women were underrepresented, however, at both the lowest (30%) and highest (33%) salary levels. Due in part to women's underrepresentation, 57% of wages and salaries were spent on men and 43% on women.

Year	Salary Level	Total Staff at Each Salary Level	# and % of Men	Amount Spent on Men	# and % of Women	Amount Spent on Women	Total Amount Spent
2014 Spent	201-400	10	7 (70%)	€29,360 (66%)	3 (30%)	€14,829 (34%)	€44,189
	401-600	32	17 (53%)	€91,130 (52%)	15 (47%)	€85,102 (48%)	€176,232
	600+	6	4 (67%)	€39,934 (65%)	2 (33%)	€21,211 (35%)	€61,145
	Total	48	28 (58%)	€160,424 (57%)	20 (42%)	€121,142 (43%)	€281,566
2015 Spent	201-400	10	7 (70%)	€33,296 (73%)	3 (30%)	€12,295 (27%)	€45,591
	401-600	33	15 (45%)	€95,193 (46%)	18 (55%)	€109,854 (54%)	€205,047
	600+	5	3 (60%)	€38,152 (67%)	2 (40%)	€18,832 (33%)	€56,984
	Total	48	25 (52%)	€166,641 (54%)	23 (48%)	€140,981 (46%)	€307,622
2016 Actual Expenditures (Jan. – Mar.)	201-400	7	4 (57%)	€4,513 (59%)	3 (43%)	€3,156 (41%)	€7,669
	401-600	29	15 (52%)	€23,324 (52%)	14 (48%)	€21,676 (48%)	€45,000
	600+	9	5 (56%)	€15,192 (65%)	4 (44%)	€8,081 (35%)	€23,272
	Total	45	24 (53%)	€43,028 (57%)	21 (47%)	€32,913 (43%)	€75,942
2016 Budgeted ³⁸	Total	48	24 (50%)	€159,835 (50%)	24 (50%)	€159,835 (50%)	€319,670
2017 Projected	Total	48	24 (50%)	€152,551 (50%)	24 (50%)	€152,551 (50%)	€305,102
2018 Projected	Total	48	24 (50%)	€153,277 (50%)	24 (50%)	€153,277 (50%)	€306,554
2019 Projected	Total	48	24 (50%)	€154,003 (50%)	24 (50%)	€154,003 (50%)	€308,006

³³ Government of Kosovo, MTI website, at: <http://www.mti-ks.org/en-us/Finance-and-General-Services-Department>.

³⁴ The Division is responsible for coordinating human resource planning and managing the recruitment of staff. It ensures application of recruitment and selection procedures, complaints processing, leave requests, and performance evaluation. It also organizes staff training plans (Regulation No. 29/2012 on Internal Organization and Systematization of Jobs of the Ministry of Trade and Industry, Art. 29). MTI does not have an internal Code of Conduct or written regulations that deal with sexual harassment and how to report it. Every employee must follow a general Code of Conduct. Staff have not been trained on this matter. To date, sexual harassment at work has never been reported (KWN correspondence with Department).

³⁵ The Budget and Finance Division prepares budget proposals. It is responsible for assuring that expenses are compatible with budgetary rules and procedures, as well as monitoring and reporting on budget execution. It also collaborates auditors (Regulation No. 29/2012 on Internal Organization and Systematization of Jobs of the Ministry of Trade and Industry, Art. 30).

³⁶ The IT and Logistics Services Division provides logistical support during staff meetings, assists with problems encountered relating to information technology, manages MTI inventory and archives, and administers transportation and office equipment.

³⁷ These four divisions are presented together since they share a common budget, even though administratively the Public Communication Division is not under the Finance and General Services Department.

³⁸ Projections made and suggested by KWN. The timeframe for the recruitment of the new position and the salary level of the position were unknown to KWN. Therefore, KWN could not identify precise budget estimates.

As Table 8 illustrates, men MTI employees have attended more trainings (71% of participants) than women (29%) have. Since donors financed most trainings, MTI could not provide data on expenditures disaggregated by gender. Even so, in order for MTI to enhance professionalism among all employees, the Human Resources Division can further the gender balance among MTI trainees.

Year	Total	# and % of Men	# and % of Women
2014	43	26 (60%)	17 (40%)
2015	26	22 (85%)	4 (15%)
2016 (Jan.-Mar.)	32	24 (75%)	8 (25%)
Total	101	72 (71%)	29 (29%)

The Human Resources Division deals with registering and addressing complaints filed by MTI employees. Table 9 illustrates that more men filed complaints than women did in 2014-2016. Further gender analysis could examine why this may be in order to inform activities to encourage women to file complaints, if needed.

Year	Total	# and % of Men	# and % of Women
2014	31	25 (81%)	6 (19%)
2015	61	42 (69%)	19 (31%)
2016 (Jan.-Mar.)	17	12 (71%)	5 (29%)
Total	109	79 (72%)	30 (28%)

The Public Communication Division

The Public Communication Division proposes, designs, and ensures implementation of communication plans. It also organizes press conferences and prepares media publications.³⁹ In its work, this Division can mainstream a gender perspective by including gender-disaggregated data in communications with the press; designing communications materials that consider the potentially different interests, communication needs and priorities of women and men; and ensuring that illustrations do not reinforce traditional gender roles or leave out women or men. Communication plans can consider the best ways to reach women and men with information, given their often different means, times, and forms of communication. This may not require any additional resources from the Division, but an improved gender perspective in its work.

Wages and Salaries

The Division has three employees, including two men and one woman. Given their positions, the woman receives 30% of expenditures and men 70% of expenditures from this economic category.

Salary Level	Total Staff at Each Salary Level	# and % of Men	Amount Spent on Men	# and % of Women	Amount Spent on Women	Total Amount Spent
401-600	2	1 (50%)	€3,006 (50%)	1 (50%)	€2,980 (50%)	€5,986
600+	1	1 (100%)	€3,841 (100%)			€3,841
Total	3	2 (67%)	€6,847 (70%)	1 (33%)	€2,980 (30%)	€9,827

Recommended Objectives

1. Ensure implementation of the legal responsibility to implement GRB in MTI.
2. While sexual harassment has not been reported in MTI previously, in order to ensure prevention of any sexual harassment that could potentially occur in the future, MTI can put in place improved policies on sexual harassment and ensure their implementation.

³⁹ Regulation No. 29/2012 on Internal Organization and Systematization of Jobs of the Ministry of Trade and Industry, Art. 33.

⁴⁰ The data was provided to KWN by the Head of the Division.

Recommended Activities

- 1.1. Encourage and support other MTI departments, divisions, and agencies to institutionalize GRB, especially by maintaining gender-disaggregated data and using gender analysis to inform MTEFs and annual budgets.
- 1.2. Hold annual meetings with all finance officers in MTI to discuss GRB requirements according to the Law on Gender Equality and Budget Circulars. The GEO and officers can carry out this activity at no additional cost.
- 1.3. Organize training and coaching for MTI staff by gender experts in GRB, as needed, so that the Ministry may fulfil legal obligations under the new Law on Gender Equality. This includes ensuring that training on GRB is included in introductory training for new employees.
- 1.4. Oversee preparation of the Annex to the Annual Budget, including a gender impact analysis. This involves a review of the impact of prior expenditures from a gender perspective (“situation analysis”) like within this report; an assessment of the intended impact of planned expenditures on women, men, girls, and boys; and specific objectives, activities, and performance indicators towards furthering gender equality within MTI, thereby addressing any inequalities identified in the gender analysis.
2. The Division for Human Resources can draft a clear sexual harassment policy for MTI, including concrete steps and mechanisms for reporting it. Then, information about the policy should be distributed to all employees, ensuring they are aware. The implementation of the policies should be monitored.

The Legal Department

The Legal Department supports the development of strategic documents and legislation related to MTI’s mandate, ensuring harmonization with EU legislation and other applicable laws.⁴¹ The Department has two divisions: the Legislation Designing and Harmonization Division and the Division for Supervision of the Implementation of Legislation, Legal Support, and Inter-institutional Cooperation in the Field of Legislation. The Department of Finance and General Services administers its budget. Within the Legal Department, half of the six employees are women and half are men.

In accordance with the Law on Gender Equality, all policy-making processes should involve gender analysis and reflect a gender perspective. This includes ensuring that Kosovo law is harmonized with EU law and approximated to EU directives on gender equality. Perhaps the Department and its divisions can further internal capacities for harmonizing MTI legislation with international gender equality requirements, including related to EU Accession.⁴²

Further, in accordance with the Law on Gender Equality, all public institutions should ensure equal gender representation at all levels of decision-making, which includes within working groups. Table II shows the percentage of women and men involved as members and heads of working groups drafting laws in 2014.⁴³ Overall, women comprised 32% of working group members. Women did not lead any of the working groups.

Date	Law	Total	Total		Members		Heads			
			# and % Women	# and % Men	# and % Women	# and % Men	Total	# and % Women	# and % Men	Total
17/01	Draft Administration Instruction on “Registering, Revocation of Tourist Subjects Registrations and Categorizing Register”	7	2 (29%)	5 (71%)	5 (84%)	1 (16%)	6	0 (0%)	1 (100%)	1

⁴¹ Republic of Kosovo, MTI website, at: <http://www.mti-ks.org/en-us/Legal-Department->

⁴² KVN discussion with Department representatives, 2016.

⁴³ Table II includes only some of the laws drafted in 2014; the Legal Department did not have information pertaining to all meetings that took place from 2014 to 2016.

27/ 01	Law No. 04/L-026 on Trademarks	8	4 (50%)	4 (50%)	3 (43%)	4 (57%)	7	0 (0%)	1 (100%)	1
30/ 01	Draft Law on Trade of Petroleum and its Products	12	2 (17%)	10 (83%)	2 (18%)	9 (82%)	11	0 (0%)	1 (100%)	1
05/ 02	Law No. 04/L-029 on Patents	5	3 (60%)	2 (40%)	3 (75%)	1 (25%)	4	0 (0%)	1 (100%)	1
26/ 02	Drafting Instruction of Implementation of Regulatory No. 09/2012 on Elevators and their Safety Components	5	1 (20%)	4 (80%)	1 (25%)	3 (75%)	4	0 (0%)	1 (100%)	1
06/ 03	Law No. 04/L-028 on Industrial Designing	5	2 (40%)	3 (60%)	2 (50%)	2 (50%)	4	0 (0%)	1 (100%)	1
29/ 04	Drafting Administration Instruction on “Conformity Assessment of Building Products”	5	1 (20%)	4 (80%)	1 (25%)	3 (75%)	4	0 (0%)	1 (100%)	1
	Total	47	15 (32%)	32 (68%)	17 (43%)	23 (58%)	40	0 (0%)	7 (100%)	7

Recommended Objectives⁴⁴

1. Gender is mainstreamed in all laws, regulations, strategies, action plans, and other documents, in accordance with the Law on Gender Equality.
2. Increase the percentage of women members of working groups from 43% in 2014 to 50% in 2017 in accordance with the Law on Gender Equality that defines equal representation at 50%. This includes ensuring a gender balance among the heads of working groups.

Recommended Activities

- 1.1. Involve the GEO and gender experts in reviewing all new legal and sub-legal documents. This will not involve any additional expenditures, as it is the responsibility of the GEO; some gender experts currently provide this service free of charge (e.g., from KWN).
- 1.2. Conduct regular gender analysis of all existing laws, administrative instructions, regulations, and MTI strategies. They must be in line with legal obligations relating to gender equality in accordance with the Constitution and Law on Gender Equality. Ensure existing and new MTI legislation is harmonized fully with international gender equality requirements, including related to EU Accession. More specifically, ensure that the terms of reference for the evaluation of the current strategic and operational plan for Private Sector Development for 2013-2017 includes assessing how the plan has affected women and men. Findings should inform the drafting of a new plan and gender should be mainstreamed within it. This is the responsibility of existing staff in accordance with the Law on Gender Equality and thus does not require additional expenditures.
- 1.3. Collaborate with KWN to organize a half-day obligatory workshop for all employees on gender mainstreaming in national legislation within MTI at no additional cost with the aim of strengthening officials' capacities in this matter.
2. Ensure capable women serve as working group members, including as heads of working groups. This has no additional cost.

⁴⁴ The Head of this Department sent a signed agreement stating that the Department agrees with KWN's recommendations and will work towards implementing these objectives and activities in 2017. This will contribute to fulfilling their legal mandate for gender responsive budgeting in accordance with the Law on Gender Equality.

The Department of European Integration and Policy Coordination

The Department of European Integration and Policy Coordination supports activities related to the European Integration Process. It works towards the harmonization of MTI legislation with the *aquis communautaire*, as well as monitors and reports on the implementation of recommendations made by the European Commission.⁴⁵

The Department budget only includes wages and salaries, and goods and services economic categories, respectively. As Table 12 illustrates, the number of women employed by this Department has decreased over time. The European Integration Department currently has two positions open. In accordance with the Law on Gender Equality, toward furthering the gender balance, the Department could use affirmative actions to hire two women to fill these vacancies.

Year	Salary Level	Total Staff at Each Salary Level	# and % of Men	Amount Spent on Men	# and % of Women	Amount Spent on Women	Total Amount Spent
2014 Spent	201-400	1	0 (0%)	€0 (0%)	1 (100%)	€2,091 (100%)	€ 2,091
	401-600	2	1 (50%)	€5,065 (40%)	1 (50%)	€7,719 (60%)	€ 12,784
	600+	2	1 (50%)	€11,763 (79%)	1 (50%)	€3,217 (21%)	€ 14,980
	Total	5	2 (40%)	€16,828 (56%)	3 (60%)	€13,027 (44%)	€ 29,855
2015 Spent	201-400	0	0 (0%)	€0 (0%)	0 (0%)	€0 (0%)	€ 0
	401-600	4	3 (75%)	€21,411 (95%)	1 (25%)	€1,163 (5%)	€ 22,574
	600+	1	1 (100%)	€7,889 (100%)	0 (0%)	€0 (0%)	€ 7,889
	Total	5	4 (80%)	€29,300 (96%)	1 (20%)	€1,163 (4%)	€ 30,463
2016 Actual Expenditures (Jan. - Mar.)	201-400	1	1 (100%)	€813 (100%)	0 (0%)	€0 (0%)	€ 813
	401-600	3	3 (100%)	€5,090 (100%)	0 (0%)	€0 (0%)	€ 5,090
	600+	1	1 (100%)	€2,004 (100%)	0 (0%)	€0 (0%)	€ 2,004
	Total	5	5 (100%)	€7,907 (100%)	0 (0%)	€0 (0%)	€ 7,907

The Department has two divisions. First, the European Integration Division supports inclusion of EU policies in national legislation.⁴⁶ It is responsible for ensuring MTI's implementation of the Stabilisation and Association Agreement (SAA), as well as preparing Sector Planning Documents (SPDs) and Action Plans for Instrument for Pre-Accession (IPA) funds. MTI is a key stakeholder in two IPA II Action Documents related to Competitiveness. In the initial drafts of these documents, opportunities existed to further mainstream gender. Considering the Law on Gender Equality and the new obligations for gender analysis in the EU's Gender Action Plan, this Division needs to ensure that future Action Documents, as well as the implementation of IPA II actions sufficiently consider the potentially differing needs of women and men. This will help to ensure expenditures benefit both women and men; it also can contribute to addressing existing gender inequalities related to women's under-representation in the industry and trade sector. In the future, the situation analysis, logical frameworks, and indicators within IPA documents should include gender-disaggregated data, as well as specific objectives and activities towards addressing gender inequalities, as requested by the EU.

Second, the Policy Coordination Division supports the design of MTI strategic documents. It provides data and information for drafting the annual work plan, ensuring that it is harmonized with the MTEF and other strategic documents. In accordance with the Law on Gender Equality, the Division

⁴⁵ Republic of Kosovo, MTI website, at: <http://www.mti-ks.org/en-us/European-Integration-and-Policy-Coordination-Department>.

⁴⁶ Government, Republic of Kosovo, Regulation No. 29/2012 on Internal Organization and Systematization of Jobs of the Ministry of Trade and Industry, Art. 23.

should ensure that MTI strategic documents integrate a gender perspective, including GRB where applicable. The Division has not done this to date.⁴⁷

Recommended Objectives

- I. Improve gender mainstreaming within IPA Action Documents, their implementation, and evaluation, including increasing the number of specific objectives, activities, and gender-disaggregated indicators towards gender equality. In this way, IPA expenditures can contribute to furthering gender equality.

Recommended Activities

- I. Cooperate with the EU Office in Kosovo, Ministry of European Integration, AGE, and local gender equality experts to mainstream gender throughout IPA Action Documents related to trade and industry. Involve the GEO in providing input on these documents from a gender perspective and monitoring implementation from a gender perspective. This will involve no additional cost to the Department, and it is part of the responsibilities of existing staff. The EU Office has contracted KWN to provide free expertise to line ministries in mainstreaming gender within IPA documents and their implementation through mid-2018, which the Department can utilize. Where relevant, this could include training towards increasing awareness among staff on how to mainstream gender in their work.

The Department of Trade

The Department of Trade supports free movement of goods and capital; trade services; foreign trade; competitiveness among local companies; and an increase in exports.⁴⁸ The Department has three divisions: the Trade Policy Division, Trade Agreements Division and Market Protection Division. They propose, design, analyse, and implement trade policies; initiate negotiations on trade agreements; explore new markets for exporters; evaluate existing agreements; propose revisions based on developments; and advise on legislation related to anti-dumping and countervailing measures.⁴⁹

The Department of Trade had a significant reduction in overall expenditures impacting all economic categories between 2014 and 2015.⁵⁰ The Department and its divisions also have had a reduction in staff from 14 employees in 2014-2015 to 10 employees in 2016. Wages and salaries are spent on officials' salaries and per diems for travel. The goods and services economic category is used for office equipment, IT products, and for marketing products like leaflets and research reports.

Wages and Salaries

The Law on Finances foresaw that this Department would have 14 officials. However, as of March 2016, ten officials worked in the Department, including five men and five women. As Table 13 illustrates an equal distribution of men and women work at every salary level. Thus, wages and salary expenditures on women and men has been rather equitable.

⁴⁷ KWN interview with Head of the Policy Coordination Division, 25 May 2016.

⁴⁸ Republic of Kosovo, MTI, at: <http://www.mti-ks.org/en-us/Trade-Department>.

⁴⁹ Government, Republic of Kosovo, Regulation No. 29/2012 on Internal Organization and Systematization of Jobs of the Ministry of Trade and Industry, Art. 8-10. Countervailing measures are measures against subsidized imports, applied after investigations prove that a foreign country subsidizes its exports, and, in doing so, injures domestic producers in the importing country. Dumping involves a country or company exporting a product to a foreign market at a price lower than in the domestic market. Dumping often places at risk producers of the same product in the importing country. Therefore, a domestic government may impose anti-dumping measures as a protectionist tariff on foreign imports if they believe that imports are priced below a fair market value.

⁵⁰ Information received by the Department of Finance and General Services, 2016.

Year	Salary Level	Total Staff at Each Salary Level	# and % of Men	Amount Spent on Men	# and % of Women	Amount Spent on Women	Total Amount Spent
2014 Spent	201-400	3	1 (33%)	€863 (16%)	2 (67%)	€4,458 (84%)	€5,321
	401-600	9	5 (56%)	€35,480 (57%)	4 (44%)	€26,824 (43%)	€62,304
	600+	2	2 (100%)	€37,863 (100%)	0 (0%)	€0 (0%)	€37,863
	Total	14	8 (57%)	€74,206 (70%)	6 (43%)	€31,282 (30%)	€105,488
2015 Spent	201-400	1	0 (0%)	€0 (0%)	1 (100%)	€4,202 (100%)	€4,202
	401-600	10	6 (60%)	€35,812 (66%)	4 (40%)	€18,693 (34%)	€54,505
	600+	1	0 (0%)	€0 (0%)	1 (100%)	€12,681 (100%)	€12,681
	Total	12	6 (50%)	€35,812 (50%)	6 (50%)	€35,576 (50%)	€71,388
2016 Actual Expenditures (Jan. – Mar.)	201-400	2	0 (0%)	€0 (0%)	2 (100%)	€2,297 (100%)	€2,297
	401-600	7	5 (71%)	€8,320 (72%)	2 (29%)	€3,300 (28%)	€11,620
	600+	1	0 (0%)	€0 (0%)	1 (100%)	€1,994 (100%)	€1,994
	Total	10	5 (50%)	€8,320 (52%)	5 (50%)	€7,591 (48%)	€15,911
2016 Budgeted ⁵¹	Total	14	7 (50%)	€43,063 (50%)	7 (50%)	€43,063 (50%)	€86,125
2017 Projected	Total	14	7 (50%)	€31,864 (50%)	7 (50%)	€31,864 (50%)	€63,728
2018 Projected	Total	14	7 (50%)	€31,990 (50%)	7 (50%)	€31,990 (50%)	€63,980
2019 Projected	Total	14	7 (50%)	€32,117 (50%)	7 (50%)	€32,117 (50%)	€64,233

Goods and Services

The goods and services economic category is used to print research reports, brochures, and other informative material. However, between 2014 and 2016, the Department used this budget only in 2016 to print informative leaflets (totalling €99).⁵² The remaining budget usually is reallocated to the wages and salaries category and used to pay per diems for official travels.⁵³

Programs and Policy-making

The Department is responsible for proposing policies and in 2009 drafted Kosovo's first Trade Policy.⁵⁴ According to the Head of the Department, no other policy will be drafted until 2020. Meanwhile, the Department receives complaints and supports businesses that encounter problems related to trade abroad. Since 2014, the Department received approximately 30 complaints, all made by men.⁵⁵ The Department also supports businesses with consulting, including related to the Central European Free Trade Agreement (CEFTA) and the EU. The Trade Department plans to propose in the next CEFTA meeting disaggregating the representatives of businesses by gender.

A growing body of literature examines gender issues related to trade and trade policies. While observing that liberalizing trade can reduce poverty by creating jobs for women, some scholars argue that trade agreements and policies often affect women and men differently,⁵⁶ particularly the

⁵¹ Projections made and suggested by KWN. The timeframe for the recruitment of the new position and the salary level of the position were unknown to KWN. Therefore, KWN could not identify precise budget estimates.

⁵² Email correspondence with Head of Department, 2016

⁵³ KWN interview with Head of the Department, 8 Aug. 2016.

⁵⁴ Republic of Kosovo, Ministry of Trade and Industry, *Kosovo's Trade Policy*, 2009, at: http://www.mti-ks.org/repository/docs/PolitikaTregtare_Fin_270809.pdf.

⁵⁵ KWN interview with Head of the Department, 08 Aug. 2016.

⁵⁶ MacLaren, B. *Free Trade Agreements in Peru and Colombia: Monitoring Future Impacts from a Gender Perspective*, 2012; and Gibb, H., *Gender and Regional Trade Agreements*, Paper produced for the APEC Women Leader's Network, the North-South Institute, 2008.

liberalization of trade.⁵⁷ For example, one study found that men and women are affected differently by trade policies due to their different socio-economic statuses, especially different levels of poverty; women are more likely to live in extreme poverty than men.⁵⁸ Another study shows that men and women might benefit differently from trade expansion, and that trade liberalization can have different implications for men and women due to their differing patterns of work.⁵⁹ These studies, among others, illustrate the importance of gender analysis to understanding the impact that trade policies may have on men and women.

As mentioned, slightly under 80% of women in Kosovo are economically inactive.⁶⁰ Among employed women, Kosovo's Statistical Agency (KSA) reports that 79.4% are employees, 1.9% are self-employed with employees, and 11.9% are self-employed with no employees.⁶¹ For men, these percentages of type of employment are 68.6%, 7.5% and 15.7%, respectively.⁶² In total, women own only 17.7% of all Kosovo businesses.⁶³ Further, Kosovar businesswomen face considerably greater challenges to growth compared to businessmen.⁶⁴ According to a 2006 survey of 1,450 women entrepreneurs, women tend to open businesses in low growth sectors, such as trade (primarily retail sales of products such as food or cosmetics), service industries (daycares, beauty salons, etc.), manufacturing (textiles, handcrafts, etc.), and agricultural work (produce, livestock, beekeeping, etc.).⁶⁵ Women-run businesses in Kosovo tend to employ an average of three people and are almost entirely micro-businesses.⁶⁶ In sum, women-led businesses clearly are disadvantaged compared to both local men-led businesses and foreign competitors.

Trade policies that consider gender, human development, and sustainability can help women-run businesses grow. At present, Kosovo's legislation does allow ministerial policies to support and protect the growth of local industries, even if those industries are not yet thriving or large. The 2014 Law on Anti-Dumping and Countervailing Measures prescribes ways in which the Kosovo government can intervene to protect local industries.⁶⁷ In order for a local producer or manufacturer to file a complaint, "the level of support for the request [should be] equal to or more than 25% of the total production of the like product produced by the domestic Kosovo industry."⁶⁸ Since most women-led businesses are micro-businesses, and given women's disadvantaged position in society more generally, securing sufficient support to file a complaint arguably would be fairly difficult for women-led businesses. Second, the forms and process for filing a complaint are rather complicated, making it hard for small producers without resources (e.g., information, expertise, lawyers) to navigate the complex and lengthy complaint process. Thus, the criteria for who can issue complaints against foreign competitors "dumping" products in Kosovo's market largely excludes small producers, where women tend to be situated.

⁵⁷ Çağatay, N., for UNDP, *Trade Gender and Poverty*, 2001.

⁵⁸ Ibid.

⁵⁹ Fontana, M. et. al., for the Department for International Development (DFID) UK, *Global Trade Expansion and Liberalisation: Gender Issues and Impacts*, 1998, at: www.bridge.ids.ac.uk/sites/bridge.ids.ac.uk/files/reports/re42c.pdf.

⁶⁰ KAS, *Results of the Kosovo 2015 Labour Force Survey (June 2016)*, Table I.4, Employment Status, p. 10.

⁶¹ Ibid, p. 12.

⁶² Ibid.

⁶³ KAS, *Series 3: Economic Statistics: Statistical Repertoire of Enterprises in Kosovo (Q1 - 2016)*, 2016, p. 12. This publication draws from Tax Administration of Kosovo (TAK) and Kosovo Business Registration Agency data. Data does not exist related to the informal market.

⁶⁴ UNDP, *Kosovo Human Development Report 2012: Private Sector Development*, Impact on the Gender Equity Gap, at: <http://hdr.undp.org/sites/default/files/khdr2012-eng.pdf>.

⁶⁵ SHE-ERA, *Women Entrepreneurs in Kosovo: An Overview of Businesses Owned by Women in 2006*, p. 6, at: <http://she-era.org/eng/wp-content/uploads/2013/08/WOMEN-ENTREPRENURS-IN-KOSOVO-ANALYSES.pdf>.

⁶⁶ UNDP, *Kosovo Human Development Report 2012: Private Sector Development*, p. 71. Law No. 04/L-014 On Accounting, Financial Reporting and Audit, Art. 4 defines a micro enterprise as businesses that have less than €50,000 in annual turnover, gross assets less than €25,000, and fewer than 10 employees during a financial year (at: <http://www.kuvendikosoves.org/common/docs/ligjet/Law%20on%20accounting%20financ%20reporting%20and%20audit.pdf>).

⁶⁷ Law no. 04/L-240 on Anti-Dumping and Countervailing Measures, at: <http://www.kuvendikosoves.org/common/docs/ligjet/04-L-240%20a.pdf>.

⁶⁸ Ibid, Art. 28.

The Department of Trade and its divisions do not seem to have conducted a gender analysis of trade policies and agreements. The Department reportedly does not have the power to create new policies that would enable more women-led businesses to export their products.⁶⁹ However, the Kosovo Investment and Enterprise Support Agency (KIESA) does have running programs to stimulate the activity of such businesses (see below). Even so, in accordance with the Law on Gender Equality, the Department and its divisions should conduct gender analyses to inform policy-making, focusing on the potentially different impacts new and existing trade policies may have on men and women.

Recommended Objectives⁷⁰

1. Improve gender perspective within trade policies.

Recommended Activities

1. Cooperate with the GEO, CSOs, gender experts, and international actors to commission a study on how current and proposed trade policies may affect men and women differently. This includes examining how the liberalization of trade impacts men, women, and gender equality in general. If done well, this would cost approximately €10,000 in the goods and services economic category. MTI could consider proposing such research for EU IPA support in line with the new EU Gender Action Plan, indicator 6.1.1.⁷¹
2. Conduct gender analyses to assess how new trade policies being drafted may affect women and men differently, so that precautions can be incorporated in new policies. In accordance with the Law on Gender Equality, the GEO should be involved in reviewing and providing input on draft policies from a gender perspective. The Department and its divisions also should consult with gender experts for their input on draft policies. This will not require any additional resources.

The Department of Industry

The Department of Industry proposes policies related to industrial development in Kosovo.⁷² Its three divisions include the Industrial Policy Division, Quality Infrastructure Division, and Tourism Division. The Department's expenditures are on wages and salaries, and goods and services economic categories.

Wages and Salaries

While the Law on Budget of Republic of Kosovo for year 2016 foresaw 16 employees, only 13 currently work in this Department. The Department has requested two more employees in their 2017 budget request.⁷³ As Table 14 illustrates, the Department consistently has employed more men than women, though the overall gender balance has improved slightly each year from 81.3% of employees being men in 2014 to 61.5% in 2016. A woman held the highest paid position in the Department in 2015. Overall, men received 59.4% of expenditures from the wages and salaries economic category in 2016.

⁶⁹ KWN interview with the Department of Trade, 7 Aug. 2016.

⁷⁰ The Head of this Department signed an agreement stating that the Department agrees with KWN's recommendations and will work towards implementing these objectives and activities in 2017, towards fulfilling their legal mandate for gender responsive budgeting in accordance with the Law on Gender Equality.

⁷¹ European Commission, High Representative of the Union for Foreign Affairs and Security Policy, Joint Staff Working Document, *Gender Equality and Women's Empowerment: Transforming the Lives of Girls and Women through EU External Relations 2016-2020*, Brussels: 2015, SWD (2015) 182 final, at: https://ec.europa.eu/europeaid/sites/devco/files/staff-working-document-gender-2016-2020-20150922_en.pdf. This document also commonly is referred to as the EU Gender Action Plan (GAP). EU delegations as well as member states have an obligation to implement it. While Kosovo is not yet a member state, it is within its broader interests in joining the EU to take steps towards implementing this document.

⁷² Republic of Kosovo, MTI website, at: <http://www.mti-ks.org/en-us/Industry-Department>.

⁷³ KWN interview with Head of the Department of Industry, 3 Aug. 2016.

Year	Salary Level	Total Staff at Each Salary Level	# and % of Men	Amount Spent on Men	# and % of Women	Amount Spent on Women	Total Amount Spent
2014 Spent	201-400	1	1 (100%)	€3,974 (100%)	0 (0%)	€0 (0%)	€3,974
	401-600	14	11 (79%)	€65,584 (81%)	3 (21%)	€15,187 (19%)	€80,771
	600+	1	1 (100%)	€7,353 (100%)	0 (0%)	€0 (0%)	€7,353
	Total	16	13 (81%)	€76,911 (84%)	3 (19%)	€15,187 (16%)	€92,098
2015 Spent	201-400	1	1 (100%)	€4,898 (100%)	0 (0%)	€0 (0%)	€4,898
	401-600	14	10 (71%)	€53,274 (69%)	4 (29%)	€24,378 (31%)	€77,652
	600+	1	0 (0%)	€0 (0%)	1 (100%)	€8,256 (100%)	€8,256
	Total	16	11 (69%)	€58,172 (64%)	5 (31%)	€32,634 (36%)	€90,806
2016 Actual Expenditures (Jan. – Mar.)	201-400	2	2 (100%)	€2,343 (100%)	0 (0%)	€0 (0%)	€2,343
	401-600	8	5 (63%)	€8,238 (65%)	3 (37%)	€4,525 (35%)	€12,763
	600+	3	1 (33%)	€1,821 (31%)	2 (67%)	€4,099 (69%)	€5,920
	Total	13	8 (62%)	€12,402 (59%)	5 (38%)	€8,624 (41%)	€21,026
2016 Budgeted ⁷⁴	Total	16	8 (50%)	€46,864 (50%)	8 (50%)	€46,864 (50%)	€93,728
2017 Projected	Total	16	8 (50%)	€42,005 (50%)	8 (50%)	€42,005 (50%)	€84,009
Projected 2018	Total	16	8 (50%)	€42,222 (50%)	8 (50%)	€42,222 (50%)	€84,444
Projected 2019	Total	16	8 (50%)	€42,419 (50%)	8 (50%)	€42,419 (50%)	€84,838

Goods and Services

With regard to activities such as projects, roundtables, and fairs, the Department of Industry stated that it “prioritizes marginalized groups, including women.”⁷⁵ For example, in 2015, the Department organized a training on gender and value chain development, funded by Swisscontact. Table 15 shows the number of participants in four activities organized by this Department in 2014-2016.⁷⁶ Women consistently comprised a minority of participants in these meetings (27% overall).

Date	Conference/Roundtable	Total	# and % of Women	# and % of Men	# and % of Un-identified
3/04/2014	MTI/UNDP conference on profiles of six economic sectors	42	16 (38%)	23 (55%)	3 (7%)
15/04/2014	Roundtable on food production and processing sector	11	2 (18%)	9 (82%)	0 (0%)
6/05/2014	MTI/UNDP conference on profiles of six economic sectors	14	3 (21%)	10 (71%)	1 (7%)
16/05/2014	Roundtable on food production and processing sector - Textile processing industry			15 (68%)	0 (0%)
2015	5 roundtables in Prishtina, Gjilan, Peja, Prizren and Mitrovica. 3 supported by UNDP; 2 with €100 from MTI/DI	30	6 (20%)	24 (80%)	0 (0%)
5/ 2016	Donors roundtable, supported by UNDP, on presenting activities and planned projects of Department of Industry until 2016	30	8 (27%)	22 (73%)	0 (0%)
24/05/2016	MTI/UNDP roundtable presenting two studies on the plastic and rubber industry and chemical industry	24	7 (29%)	17 (71%)	0 (0%)
12/07/2016	GIZ/UNDP roundtable on renewable energy initiative	18	4 (22%)	14 (78%)	0 (0%)
Total		169	46 (27%)	134 (79%)	4 (2%)

⁷⁴ Projections suggested by KWN. The timeframe for recruitment and salary level of new positions were unknown, so KWN could not identify precise budget estimates.

⁷⁵ KWN discussion with representative of the Department of Industry, 2016.

⁷⁶ This table presents only the conferences/roundtables for which gender disaggregated data was available.

⁷⁷ Disaggregated and calculated by KWN based on the names of participants supplied by the Department.

The Department does not regularly maintain data disaggregated by gender, though this is now a legal obligation according to the Law on Gender Equality. Such information can be useful in identifying the extent to which women and men benefit from the Department’s activities and expenditures. Such gender analysis is important for informing future objectives and activities towards furthering gender equality, as per best practices in performance-based programmatic budgeting and gender responsive budgeting.

Industrial Policy Division

The Industrial Policy Division proposes and implements industrial policies. It seeks to support an environment with favourable conditions for sustainable industrial development in line with European legislation.⁷⁸ The Division has not conducted any gender analyses of proposed or existing industrial policies. Thus, most existing industrial policies are gender blind. Industrialising sectors without conducting gender analyses may exacerbate existing inequalities among men and women. As evidenced previously, this is because men and women in Kosovo have different patterns of employment, unemployment, and economic inactivity. Industrialization in certain sectors may impact women and men in different ways, depending on the impact that sector has on men and women and the share of men and women working in it. Thus, a working paper by the United Nations Industrial Development Organization has identified some important questions to consider in carrying out gender analyses to inform industrialization:

- How might “import substitution industrialisation or export-oriented industrialisation and the related trade regimes” impact the different roles of women and men?
- How does the extent and types of women’s and men’s employment figure into industrialization policies?
- Do “protectionist policies assist or frustrate women and men as consumers of particular commodities by virtue of their different responsibilities in the household and the community?”
- To what extent have industrialisation strategies contributed to economic growth for *both women and men*, considering specific and potentially different needs.⁷⁹

These can be among the questions considered by the Industrial Policy Division in assessing whether proposed and actual industrialization policies sufficiently consider the positions, needs, and interests of women and men. Such gender analyses should be used to inform future policies from a gender perspective, in accordance with the Law on Gender Equality and the EU Gender Action Plan. At the same time, research shows that ensuring women’s and men’s balanced participation in diverse sectors can contribute to enhanced productivity and the success of industries.⁸⁰

Table 16 shows the number of participants in five conferences and roundtables organized by the Division in 2015 and 2016. KWN disaggregated this data by gender and found that women were slightly underrepresented in two of these events, whereas men were underrepresented in two activities. Men were significantly underrepresented in the training on gender in value chain development, comprising only 30% of participants.

Date	Trainings	Total	# and % Women	# and % Men	# and % Unidentified
14/05/2015	“Analysis of Quantitative and Qualitative Data for Policy Assessment” MTI-UNDP Training	17	7 (41%)	10 (59%)	0 (0%)

⁷⁸ Government, Republic of Kosovo, Regulation No. 29/2012 on Internal Organization and Systematization of Jobs of the Ministry of Trade and Industry, Art. 12.

⁷⁹ Beall, J., Davila, J., *Integrating Gender into Policy for Manufacturing Industry*, Working Paper for the United Nations Industrial Development Organization, 1994, at: <https://www.bartlett.ucl.ac.uk/dpu/publications/latest/publications/dpu-working-papers/WP66.pdf>.

⁸⁰ World Bank, *Gender at a Glance*, 2013.

⁸¹ Calculated by KWN based on the names of participants, provided by the Division. This covers the period up to mid-2016.

29/09/2015	“Developing Working Plan” MTI/UNDP Training	17	9 (53%)	8 (47%)	0 (0%)
5-9/10/2015	“Gender in Value Chain Development” Training	20	14 (70%)	6 (30%)	0 (0%)
03/03/2016	“ASANA” MTI/UNDP Training	7	3 (43%)	4 (57%)	0 (0%)
24/05/2016	Presentation of two case studies regarding plastic industry and chemical industry	14	8 (57%)	4 (29%)	2 (14%)

The Law on Gender Equality requires *all* officials to promote gender equality through their work. Therefore, both men and women should attend sector specific training related to gender analysis and gender mainstreaming so that they can develop relevant skills. Women’s and men’s more equal participation in such trainings and conferences also will mean more equal expenditures on the capacity development of women and men.

As Table 17 illustrates, this Division has improved its gender balance in staffing over time. Currently, a balance of women and men work for the Division at similar salary levels. As a result, 55% of expenditures from wages and salaries go to men and 45% to women. The Division anticipates that this balance in expenditures will remain consistent and has projected similar expenditures for 2017.

Year	Salary Level	Total Staff at Each Salary Level	# and % of Men	Amount Spent on Men	# and % of Women	Amount Spent on Women	Total Amount Spent
2014	201-400	3	3 (100%)	€ 12,600 (100%)	0 (0%)	€ 0 (0%)	€ 12,600
	401-600	4	2 (50%)	€ 10,680 (48%)	2 (50%)	€ 11,376 (52%)	€ 22,056
	600+	0	0 (0%)	€ 0 (0%)	0 (0%)	€ 0 (0%)	€ 0
	Total	7	5 (71%)	€ 23,280 (67%)	2 (29%)	€ 11,376 (33%)	€ 34,656
2015	201-400	0	0 (0%)	€ 0 (0%)	0 (0%)	€ 0 (0%)	€ 0
	401-600	7	5 (71%)	€ 26,040 (68%)	2 (29%)	€ 12,096 (32%)	€ 38,136
	600+	0	0 (0%)	€ 0 (0%)	0 (0%)	€ 0 (0%)	€ 0
	Total	7	5 (71%)	€ 26,040 (68%)	2 (29%)	€ 12,096 (32%)	€ 38,136
2016	201-400	0	0 (0%)	€ 0 (0%)	0 (0%)	€ 0 (0%)	€ 0
	401-600	7	4 (57%)	€ 21,000 (55%)	3 (42%)	€ 17,136 (45%)	€ 38,136
	600+	0	0 (0%)	€ 0 (0%)	0 (0%)	€ 0 (0%)	€ 0
	Total	7	4 (57%)	€ 21,000 (55%)	3 (42%)	€ 17,136 (45%)	€ 38,136
2017 Projected	201-400	0	0 (0%)	€ 0 (0%)	0 (0%)	€ 0 (0%)	€ 0
	401-600	7	4 (57%)	€ 21,000 (55%)	3 (42%)	€ 17,136 (45%)	€ 38,136
	600+	0	0 (0%)	€ 0 (0%)	0 (0%)	€ 0 (0%)	€ 0
	Total	7	4 (57%)	€ 21,000 (55%)	3 (42%)	€ 17,136 (45%)	€ 38,136

Quality Infrastructure Division

The Quality Infrastructure Division proposes policies to establish quality infrastructure, harmonizing national legislation on the free movement of goods with EU legislation. It also evaluates the implementation of technical regulations in the area of product safety.⁸³ When carrying out its responsibility to approximate European directives to Kosovo’s legal system, as per the Law on Gender Equality, the Division must carry out gender analysis, reviewing draft policies and laws from a gender perspective. Assessing the potential impact policies and laws may have on women and men can facilitate the identification of policy measures to prevent potential discrimination or inequalities that may arise from new policies. The GEO in consultation with other gender and sectoral experts has the responsibility

⁸² Data provided to KWN by Head of Department, August 2016.

⁸³ Government, Republic of Kosovo, Regulation No. 29/2012 on Internal Organization and Systematization of Jobs of the Ministry of Trade and Industry, Art. 13.

to review proposed policies from a gender perspective. Such reviews have not taken place previously, but should be undertaken as part of the policy-making process in the future.

As Table 18 illustrates, the Division has two employees at present at the same salary level. Therefore, expenditures from the wages and salaries economic category are rather balanced. The Division foresees recruiting another employee in 2017. Give the small number of employees this will inevitably create a misbalance in expenditures within this Division. Considering women's underrepresentation within MTI more broadly, the Division may wish to use affirmative actions and encourage women to apply.

Year	Salary Level	Total Staff at Each Salary Level	# and % of Men	Amount Spent on Men	# and % of Women	Amount Spent on Women	Total Amount Spent
2014	201-400	0	0 (0%)	€ 0 (0%)	0 (0%)	€ 0 (0%)	€ 0
	401-600	3	2 (67%)	€ 11,556 (68%)	1 (33%)	€ 5,340 (32%)	€ 16,896
	600+	0	0 (0%)	€ 0 (0%)	0 (0%)	€ 0 (0%)	€ 0
	Total	3	2 (67%)	€ 11,556 (68%)	1 (33%)	€ 5,340 (32%)	€ 16,896
2015	201-400	0	0 (0%)	€ 0 (0%)	0 (0%)	€ 0 (0%)	€ 0
	401-600	3	2 (67%)	€ 11,556 (68%)	1 (33%)	€ 5,340 (32%)	€ 16,896
	600+	0	0 (0%)	€ 0 (0%)	0 (0%)	€ 0 (0%)	€ 0
	Total	3	2 (67%)	€ 11,556 (68%)	1 (33%)	€ 5,340 (32%)	€ 16,896
2016	201-400	0	0 (0%)	€ 0 (0%)	0 (0%)	€ 0 (0%)	€ 0
	401-600	2	1 (50%)	€ 6,216 (54%)	1 (50%)	€ 5,340 (46%)	€ 11,556
	600+	0	0 (0%)	€ 0 (0%)	0 (0%)	€ 0 (0%)	€ 0
	Total	2	1 (50%)	€ 6,216 (54%)	1 (50%)	€ 5,340 (46%)	€ 11,556
2017 Projected	201-400						
	401-600	3					€ 16,896
	600+						
	Total	3					€ 16,896

Tourism Division

The Tourism Division is responsible for proposing, designing, and implementing legislation and strategic policy documents related to tourism, as well as promoting Kosovo as a tourist destination. It creates favourable conditions for cooperation with international tourism associations, as well as organizes fairs, conferences, and workshops.⁸⁵

Worldwide, the tourism sector tends to employ more women than men. However, women tend to be among the lowest paid workers, engaged in the lowest levels of the labour market, both in formal and informal sectors.⁸⁶ Very few women work in management and decision-making positions in this sector, private or public. Further, several women contribute to the sector via unpaid work within family businesses.⁸⁷ This is a form of exploitation since unregistered women workers face added difficulties accessing workers' protections and lose access to contributory pensions later in life, having not contributed to the pension fund during their working years. Further, without being paid salaries and wages for their work as part of family tourism businesses, women may not have access to income or decision-making over how income is spent. In some situations, this may mean that women lack access to resources for meeting their basic needs, placing them at greater risk of poverty and/or poor health (which also can affect productivity and the success of the sector).

⁸⁴ Data provided to KWN by Head of Department, August 2016.

⁸⁵ Government, Republic of Kosovo, Regulation No. 29/2012 on Internal Organization and Systematization of Jobs of the Ministry of Trade and Industry, Art. 14.

⁸⁶ UNWTO, *Background on Gender and Tourism*, at: <http://ethics.unwto.org/en/content/background-gender-and-tourism>.

⁸⁷ Ibid.

No known study has analysed the entire tourism sector in Kosovo from a gender perspective.⁸⁸ Gender analysis of the tourism sector is important for not only proactively preventing and addressing gender-based discrimination or exploitation, but also to help build a strong sector and economy. Gender analysis can inform better policy-making related to the sector and lead to the establishment of more gender-aware policies that contribute to more just and stable communities.⁸⁹ This can support the Government of Kosovo in furthering gender equality in accordance with the Convention on the Elimination of Discrimination against Women (CEDAW), within Kosovo's Constitution;⁹⁰ the Beijing Declaration and Platform for Action;⁹¹ and UN Sustainable Development Goals, specifically goal 5.⁹²

As Table 19 illustrates, the Tourism Division has consistently employed more men than women. Therefore, a higher percentage of expenditures from the wages and salaries economic category have gone to men. In 2016, men received 76% of this budget line. The Division has projected the same expenditures for 2017. If job openings exist in the future, they could provide an opportunity for balancing expenditures among women and men, as well as contribute to policy-making and the promotion of tourism while considering women's perspectives more.

Year	Salary Level	Total Staff at Each Salary Level	# and % of Men	Amount Spent on Men	# and % of Women	Amount Spent on Women	Total Amount Spent
2014	201-400	3	2 (67%)	€ 8,400 (67%)	1 (33%)	€ 4,200 (33%)	€ 12,600
	401-600	1	1 (100%)	€ 5,280 (100%)	0 (0%)	€ 0 (0%)	€ 5,280
	600+	0	0 (0%)	€ 0 (0%)	0 (0%)	€ 0 (0%)	€ 0
	Total	4	3 (75%)	€ 13,680 (77%)	1 (25%)	€ 4,200 (23%)	€ 17,880
2015	201-400	0	0 (0%)	€ 0 (0%)	0 (0%)	€ 0 (0%)	€ 0
	401-600	4	3 (75%)	€ 15,120 (76%)	1 (25%)	€ 4,800 (24%)	€ 19,920
	600+	0	0 (0%)	€ 0 (0%)	0 (0%)	€ 0 (0%)	€ 0
	Total	4	3 (75%)	€ 15,120 (76%)	1 (25%)	€ 4,800 (24%)	€ 19,920
2016	201-400	0	0 (0%)	€ 0 (0%)	0 (0%)	€ 0 (0%)	€ 0
	401-600	4	3 (75%)	€ 15,120 (76%)	1 (25%)	€ 4,800 (24%)	€ 19,920
	600+	0	0 (0%)	€ 0 (0%)	0 (0%)	€ 0 (0%)	€ 0
	Total	4	3 (75%)	€ 15,120 (76%)	1 (25%)	€ 4,800 (24%)	€ 19,920
2017 Projected	201-400	0	0 (0%)	€ 0 (0%)	0 (0%)	€ 0 (0%)	€ 0
	401-600	0	0 (0%)	€ 0 (0%)	0 (0%)	€ 0 (0%)	€ 0
	600+	4	3 (75%)	€ 15,120 (76%)	1 (25%)	€ 4,800 (24%)	€ 19,920
	Total	4	3 (75%)	€ 15,120 (76%)	1 (25%)	€ 48,000 (24%)	€ 19,920

Recommended Objectives⁹⁴

- I. Improve data collection and management system for the Department, including all divisions, with data on beneficiaries disaggregated by gender.

⁸⁸ The PPSE program has a *Western Kosovo Tourism Baseline Survey* for Western Kosovo, 2014, at: http://ppse-kosovo.org/files/2014/02/Baseline_english.pdf.

⁸⁹ For further information about gender aware policies in tourism, see: Ferguson L., 2009, *Analyzing the Gender Dimensions of Tourism as a Development Strategy*, at: http://eprints.ucm.es/10237/1/PP_03-09.pdf.

⁹⁰ Constitution of the Republic of Kosovo, 2008, Art. 22, at: <http://www.kushtetutakosoves.info/repository/docs/Constitution.of.the.Republic.of.Kosovo.pdf>.

⁹¹ Beijing Declaration and Platform Action, The Fourth World Conference on Women, at: <http://www.un.org/womenwatch/daw/beijing/pdf/BDPfA%20E.pdf>.

⁹² UNDP, *Sustainable Development Goals*, Goal 5: "Achieve Gender Equality and Empower All Women and Girls", at: http://www.undp.org/content/dam/undp/library/corporate/brochure/SDGs_Booklet_Web_En.pdf.

⁹³ Data provided to KWN by the Head of the Department, August 2016.

⁹⁴ The Head of this Department sent a signed agreement stating that the Department agrees with KWN's recommendations and will work towards implementing these objectives and activities in 2017, towards fulfilling their legal obligation for gender responsive budgeting in accordance with the Law on Gender Equality.

2. Improve the gender balance of women and men participating in activities organized by the Department and its divisions.
3. Ensure all policies are informed by gender analysis.

Recommended Activities

1. Create and maintain a database with gender disaggregated data on participants of conferences, roundtables, and trainings organized by the Department and its divisions. Maintaining gender-disaggregated statistics is a legal obligation according to the Law on Gender Equality.⁹⁵ As the Department organizes few activities, this would require little additional work by existing employees; it would not require additional resources. This information could be used to inform better advertising and recruitment of women and men to participate in activities, thereby benefitting more equally from programmatic expenditures.
2. Collaborate with women's organizations, particularly women's business associations, to spread information about opportunities for women to participate in activities organized by the Department and its divisions. This will have no additional cost, but will contribute to ensuring that expenditures on such activities benefit women and men more equally.
3. Conduct regular gender analyses of the implementation of existing policies and the potential impact of proposed policies, examining how they affect or may affect women and men differently. Use this information to inform better policies that will benefit women and men, in accordance with the Law on Gender Equality and EU GAP. The MTI GEO in consultation with other experts should do this, without additional financial resources.

The Department of State Reserves

The Department of State Reserves proposes and ensures implementation of legislation and strategic policy documents on state reserves. Additionally, in cooperation with the Budget and Finance Division, the Department plans and manages the budget for state reserves.⁹⁶ It houses the State Reserve Goods Division and the Mandatory Crude Petroleum Reserves Division.⁹⁷

Wages and Salaries

Although the Law on Finances of the Republic of Kosovo foresaw that the Department would employ six officials, it had five in 2016. Since 2014, the Department has employed only one woman. In 2016, none of the expenditures from the wages and salaries economic category went to women. The Department could utilize an affirmative action in line with the Law on Gender Equality towards employing a qualified woman for the currently open position.

⁹⁵ Assembly of the Republic of Kosovo, Law on Gender Equality 05/L-020, Art. 5.1.8.

⁹⁶ Republic of Kosovo, MTI website, at: <http://www.mti-ks.org/en-us/State-Reserves-Department>. According to the Law on State Reserve Goods, Kosovo established reserved goods "for protection of the population, economy in the event of market distortion, and defending the country in emergency situations, situation of civil emergency, terrorist acts, military actions in the state of war, which bring immediate and heavy damages to life, health of population, livestock, property, cultural heritage, environment and providing humanitarian aid in compliance with the norms of the international right" (Art. 2, at: <http://www.kuvendikosoves.org/common/docs/ligjet/2010-244-eng.pdf>).

⁹⁷ Assembly of Republic of Kosovo, Law No. 03/L244 On State Reserve Goods, Art. 17. The Mandatory Crude Petroleum Reserves Division proposes and ensures implementation of policies related to mandatory crude petroleum reserves. It also designs and ensures implementation of the mandatory crude petroleum reserves annual program and maintains the list of mandatory crude petroleum reserves.

Year	Salary Level	Total Staff at Each Salary Level	# and % of Men	Amount Spent on Men	# and % of Women	Amount Spent on Women	Total Amount Spent
2014 Spent	201-400	0	0 (0%)	€0 (0%)	0 (0%)	€0 (0%)	€0
	401-600	5	4 (80%)	€20,994 (75%)	1 (20%)	€6,966 (25%)	€27,960
	600+	1	1 (100%)	€8,456 (100%)	0 (0%)	€0.00 (0%)	€8,456
	Total	6	5 (83%)	€29,450 (81%)	1 (17%)	€6,966 (19%)	€36,416
2015 Spent	201-400	0	0 (0%)	€0 (0%)	0 (0%)	€0 (0%)	€0
	401-600	4	3 (75%)	€19,851 (76%)	1 (25%)	€6,363 (24%)	€26,214
	600+	1	1 (100%)	€10,357 (100%)	0 (0%)	€0 (0%)	€10,357
	Total	5	4 (80%)	€30,208 (83%)	1 (20%)	€6,363 (17%)	€36,571
2016 Actual Expenditures (Jan. – Mar.)	201-400	0	0 (0%)	€0 (0%)	0 (0%)	€0 (0%)	€0
	401-600	4	4 (100%)	€6,534 (100%)	0 (0%)	€0 (0%)	€6,534
	600+	1	1 (100%)	€2,187 (100%)	0 (0%)	€0 (0%)	€2,187
	Total	5	5 (100%)	€8,721 (100%)	0 (0%)	€0 (100%)	€8,721
2016 Budgeted ⁹⁸	Total	6	5 (83%)	€33,188 (83%)	1 (17%)	€6,797 (17%)	€39,985
2017 Projected	Total	6	5 (83%)	€28,950 (83%)	1 (17%)	€5,929 (17%)	€34,879
2018 Projected	Total	6	5 (83%)	€29,096 (83%)	1 (17%)	€5,959 (17%)	€35,055
2019 Projected	Total	6	5 (83%)	€29,242 (83%)	1 (17%)	€5,989 (17%)	€35,231

The State Reserve Goods Division

The State Reserve Goods Division designs and ensures the implementation of the Strategic Plan of State Reserve Goods and Annual Program for 2013-2015.⁹⁹ It maintains the list of products considered “state reserve goods,”¹⁰⁰ defined as “raw material, final products, materials, merchandise and other necessary [means]”.¹⁰¹ These include basic agricultural products, industrial food and non-food products, petroleum products, medication, sanitary material, veterinary means, transportation for goods needed for national protection, monetary means, and machinery for emergencies.¹⁰²

The aforementioned Strategic Plan considers population size; the number of people who may be at risk; realistic possibilities of natural disasters, such as earthquakes, floods and snowfall using data from the Hydro meteorological Institute and Seismology Institute of Kosovo; the amount of food products one person needs per day; and Kosovo’s budget.¹⁰³ The Plan does not contain an explicit gender perspective. In establishing, for example, the number of people who may be at risk, this Division should consider that diverse women, men, boys, and girls face different risks because of their social, economic, and political position in society. A study done in 2007 that involved 141 countries found that more women die during disasters than men due to the unequal socio-economic status of women.¹⁰⁴ According to a recent study by UNDP:

One of the characteristics of gender roles in the [Western Balkans] region that affects the way disasters impact differently on men and women is the extent of unpaid reproductive labour and

⁹⁸ Projections made and suggested by KWN. The timeframe for the recruitment of the new position and the salary level of the position were unknown to KWN. Therefore, KWN could not identify precise budget estimates.

⁹⁹ Government of Republic of Kosovo, *Strategic Plan on State Reserve Goods 2013-2015*, at: http://www.kryeministri-ks.net/repository/docs/Plani_Strategjik_i_Rezervave_Shteterore_te_Mallrave_2013-2015_dhe_Programi_Vjetor.pdf.

¹⁰⁰ Regulation No. 29/2012 on Internal Organization and Systematization of Jobs of the Ministry of Trade and Industry, Art. 16.

¹⁰¹ Assembly of Republic of Kosovo, Law No. 03/L244 On State Reserve Goods, Art. 3.

¹⁰² Ibid. Art. 12.

¹⁰³ Government of Republic of Kosovo, *Strategic Plan on State Reserve Goods 2013-2015*, p. 11-12.

¹⁰⁴ Neumayer, E., Plümper, T., *The Gendered Nature of Natural Disasters: The Impact of Catastrophic Events on the Gender Gap in Life Expectancy, 1981-2002*, Analysis of the Association of American Geographers, 97 (3), pp. 551-566, at: [http://eprints.lse.ac.uk/3040/1/Gendered_nature_of_natural_disasters_\(LSERO\).pdf](http://eprints.lse.ac.uk/3040/1/Gendered_nature_of_natural_disasters_(LSERO).pdf).

the care economy. Women undertake most of the unpaid care work, which mainly includes housework (preparing meals, fetching firewood and cleaning) and care work (caring for children, ill and older people) in the home and community.¹⁰⁵

Given this, it seems that adding a gender perspective in this Plan is crucial if it aims to ensure that the needs of diverse women and men are covered. Further, in emergency planning, the state must set aside resources also for women's additional, specific hygienic needs.

Wages and Salaries

Table 21 shows that of all employees in this Division, 75% are men and 25% women. Thus, men benefit 77% and women 23% from expenditures

Salary Level	Total Staff at Each Salary Level	# and % of Men	Amount Spent on Men	# and % of Women	Amount Spent on Women	Total Amount Spent
201-400	0	0 (0%)	€0 (0%)	0 (0%)	€0 (0%)	€0
401-600	4	3 (75%)	€18,846 (77%)	1 (25%)	€5,584 (23%)	€24,430
600+	0	0 (0%)	€0 (0%)	0 (0%)	€0 (0%)	€0
Total	4	3 (75%)	€18,846 (77%)	1 (25%)	€5,584 (23%)	€24,430

Recommended Objectives

- I. Ensure the Strategic Plan of State Reserve Goods considers the specific needs of women and men.

Recommended Activities

- I. Consult with women and men experienced in humanitarian response to ensure that women's and men's diverse needs are considered in the Strategic Plan of State Reserve Goods. Revise it accordingly. This should not involve additional cost to the Department; gender analysis and mainstreaming is part of the Department's responsibilities to ensure a gender perspective in all laws and policies in accordance with the Law on Gender Equality. As per her responsibilities, the GEO also can provide support in this regard and in organizing consultations with relevant persons.

Market Control of Strategic Goods Department and Petroleum Market Regulation Department

The Market Control of Strategic Goods Department controls export, import, transit, and brokering of dual-use goods, military goods and technologies, and services related to Kosovo's national interests. It monitors whether international treaties on the non-proliferation of weapons of mass destruction and the transfer of conventional weapons are respected. It ensures that measures preventing the use of these goods for illegal purposes are implemented, including by registering and licensing companies active in this sphere.¹⁰⁶ The Department houses the Goods, Military, Transit and Broker Division and the Strategic Goods Trade Division.¹⁰⁷

The Petroleum Market Regulation Department develops work plans, prepares draft budgets, and proposes drafts of legislation that comply with European standards. It suggests measures for normalizing

¹⁰⁵ UNDP, *Human Development Report 2016, Risk-Proofing the Western Balkans: Empowering People to Prevent Disasters*, 2016.

¹⁰⁶ Republic of Kosovo, MTI website, at:

<http://mti.spinpagency.com/departamenti-kontrollin-tregtise-mallra-strategjike.html#>.

¹⁰⁷ The latter is responsible for licensing entities that work with export, import of military goods, and goods and technologies that are dual-use. It supports the creation and modernization of systems related to state control for strategic goods (Regulation No. 29/2012 on Internal Organization and Systematization of Jobs of the Ministry of Trade and Industry, Art.19).

the petroleum products market in the event of supply disruption of oil products. It also issues decisions on amending, supplementing, revoking, or refusing permits for activities that include using or producing oil products. The Department cooperates with the Market Inspectorate and competent state bodies to arrange inspections and supervision of oil and oil products from customs points and local manufacturers to users. Lastly, it cooperates with other bodies to assess consumer demands and to understand the quality of petroleum products in the market.¹⁰⁸

In considering how the Department's work benefits women and men, one can think about the users of petroleum. According to statistics provided by the Civil Registration Agency in the Ministry of Internal Affairs, women own 8% of all vehicles in Kosovo, whereas men own 92%.¹⁰⁹ In August 2016, 24.7% of licensed drivers in Kosovo were women, whereas 75.3% were men.¹¹⁰ These figures suggest that men may use petroleum more than women do. Of course, women also consume petroleum as passengers in personal vehicles driven or owned by men, as well as by using public transport. In its mandate to understand consumer demand, the Department can consider the different ways women and men use petroleum.

The MTI Department of Finance provided the budget of the "Department for Regulation of the Petroleum Market and Strategic Goods" as a single budget, though administratively the two departments have been separate since 2014.¹¹¹ The Departments' only expenditures in 2015-2016 related to wages and salaries, and goods and services economic categories. Expenditures have increased slightly each year.¹¹²

Wages and Salaries

The Market Control of Strategic Goods Department has four employees, including three men, according to officials there. Thus, men receive a higher percentage of expenditures (72%) from the wages and salaries economic category than women do (28%).¹¹³ Looking at both departments together, men consistently have comprised a majority of employees (see Table 22). In 2016, men received 72% of expenditures and women 28%. The departments have not foreseen hiring any additional staff in 2017-2019, so opportunities to improve the gender balance may only be possible in the long-term.

Year	Salary Level	Total Staff at Each Salary Level	# and % of Men	Amount Spent on Men	# and % of Women	Amount Spent on Women	Total Amount Spent
2014 Spent	201-400	0	0 (0%)	€0 (0%)	0 (0%)	€0 (0%)	€0
	401-600	8	6 (75%)	€41,166 (82%)	2 (25%)	€8,987 (18%)	€50,153
	600+	0	0 (0%)	€0 (0%)	0 (0%)	€0 (0%)	€0
	Total	8	6 (75%)	€41,166 (82%)	2 (25%)	€8,987 (18%)	€50,153
2015 Spent	201-400	0	0 (0%)	€0 (0%)	0 (0%)	€0 (0%)	€0
	401-600	7	5 (71%)	€32,906 (73%)	2 (29%)	€12,422 (27%)	€45,328
	600+	2	1 (50%)	€5,048 (41%)	1 (50%)	€7,396 (59%)	€12,444
	Total	9	6 (67%)	€37,954 (66%)	3 (33%)	€19,818 (34%)	€57,772
	201-400	4	4 (100%)	€4,770 (100%)	0 (0%)	€0 (0%)	€4,770

¹⁰⁸ Information provided via email by the Head of the Petroleum Market Regulation Department, 23 Jun. 2016.

¹⁰⁹ Email communication between Ministry of Internal Affairs and KWN, 9 Aug. 2016.

¹¹⁰ Ibid.

¹¹¹ Interview with the Head of the Market Control of Strategic Goods Department, 13 April 2016.

¹¹² Information received from Department of Finance and General Services, 2016.

¹¹³ In 2016, the three men located at the €401-600 per month salary level received €17,512 (72%) and the one woman located at the same level received €6,822 (28%) (provided by the Head of Market Control of Strategic Goods Department). Discrepancies exist between these data and information provided by the MTI Financial and General Services Department. The latter stated that the information maintained by the Financial and General Services Department is the most accurate.

¹¹⁴ MTI Financial and General Services Department.

2016 Actual Expenditures (Jan. – Mar.)	401-600	5	3 (60%)	€4,723 (60%)	2 (40%)	€3,190 (40%)	€7,913
	600+	3	2 (67%)	€4,078 (67%)	1 (33%)	€2,013 (33%)	€6,091
	Total	12	9 (75%)	€13,571 (72%)	3 (25%)	€5,203 (28%)	€18,774
2016 Budgeted¹¹⁵	Total	12	9 (75%)	€54,342 (72%)	3 (25%)	€21,133 (28%)	€75,475
2017 Projected	Total	12	9 (75%)	€54,066 (72%)	3 (25%)	€21,026 (28%)	€75,092
2018 Projected	Total	12	9 (75%)	€54,186 (72%)	3 (25%)	€21,073 (28%)	€75,259
2019 Projected	Total	12	9 (75%)	€54,306 (72%)	3 (25%)	€21,119 (28%)	€75,425

Table 23 illustrates that in 2015-2016 more men from the Petroleum Market Regulation Department travelled for work than women did. Thus, more funds were spent on men (85%) than on women (15%).

Programs and Activities

The Market Control of Strategic Goods Department currently maintains the database of companies that have applied and are certified for registration in the register of companies eligible for licensing. Between 2014 and 2016, men owned (64%) of firms that took steps to become licensed (Table 24).

While the Department has not conducted a gender analysis, the comparatively lower percentage of women-owned businesses licensed could be due in part to the fact that fewer women are active in this sector or own businesses.

At present, the Administrative Instruction on Registration, Licensing, and Administrative Enforcement Procedures does not require that the list of employees engaged in providing services related to strategic goods include the gender of the employee.¹¹⁷ In accordance with the Law on Gender Equality, the Department should disaggregate this list by gender.

While perhaps somewhat beyond the mandate of this Department, an important consideration from a gender perspective in issuing licences related to the import or transit of military goods, including light firearms, is the risk that such goods could be used to perpetrate violence, including gender-based.¹¹⁸ UNDP has observed previously that the abundance of light arms, particularly in post-conflict settings, can put women and men at risk of domestic and other forms of gender-based violence.¹¹⁹ In order to ensure that persons with a record of abuse or violence do not have easy access to arms that could be used for gender-based or other forms of violence, the Ministry of Internal Affairs could collaborate with this Department to include a mandatory background check as part of the licensing process. This would include whether the owner or employees in the company had a history of violence, including reports of domestic disputes. Related, while the aforementioned Administration Instruction foresees the possibility

Table 23. Petroleum Market Regulation Department Per Diems for Official Travel by Gender in 2015-2016

Year	Total Amount Spent on Per Diems for Staff	Amount Spent on Women	Amount Spent on Men
2015	€1,740	€438 (25%)	€1,302 (75%)
2016	€1,145	€0 (0%)	€1,145 (100%)
Total	€2,885	€438 (15%)	€2,447 (85%)

Table 24. Firms that May be Licensed 2015-2016¹¹⁶

Total	# and % Women Owned	# and % Men Owned	# and % Unidentified
Firms that are Identified as Potential Licence Receivers			
84	4 (5%)	54 (64%)	28 (33%)
Firms that are Registered, Licenced and Active			
27	2 (7%)	11 (41%)	14 (52%)

¹¹⁵ Estimation made by KWN based on prior trends.

¹¹⁶ Data received from the sector via email.

¹¹⁷ Administrative Instruction No. 14/2013 on Registration, Licensing, and Administrative Enforcement Procedures, at: http://mti-ks.org/repository/docs/U.A. Nr. 14-2013_18125.pdf, Art. 6.3.2.

¹¹⁸ Green, C. for Oxfam and Nagarajan, C. for GAPS, *Putting Women's Rights Into the Arms Trade Treaty*, London: 2012, p. 1.

¹¹⁹ In its project proposal for the "Revised Kosovo Small Arms Control Initiative", UNDP has stated that "Although during the past three years [2009-2011], overall armed violence has been reduced, the gender balance, in terms of perpetrators and victims, in incidences has remained virtually constant throughout the period" (at: http://www.undp.org/content/dam/kosovo/docs/kossac/signed%20ProdocKOSSAC_2011.pdf, p. 9).

that persons who violate “the Law for the Trade of Strategic Goods, its sub-legislation or any other legal provisions related to national security” will be deleted from the register (Art. 9), it does not include instances in which the person on the register has committed other crimes. This Article also could state that persons who violate the Criminal Code, including perpetrating acts of gender-based violence, also will be removed from the list. This could help to prevent access to arms for known criminals and thus potential misuse of those arms.

Recommended Objectives

1. Include gender-disaggregated data in the list of employees engaged in providing services related to strategic goods in accordance with the Law on Gender Equality.
2. Increase the percentage of expenditures for per diems during official travel from 0% on women in 2016 to at least 20% in 2017.

Recommended Activities

1. Revise existing database to include the gender of the employee.
2. Actively seek to ensure a greater gender balance among qualified women and men sent on official travel. This will have no additional cost, but contribute to more equitable spending of existing resources.

The Department of Consumer Protection

The Department of Consumer Protection proposes policies towards creating a safe environment regarding products purchased by consumers. Consumer Protection regulations are based on consumer health, safety, and rights. The Department also develops consumer awareness campaigns.¹²⁰ In 2014-2016, the Department’s expenditures primarily related to wages and salaries.

Wages and Salaries

As Table 25 illustrates, there are no women employed in this Department. Nor have any women worked for the Department in the last three years. As a result, women do not receive any funds from the wages and salaries expenditure category. The Department expects that the number of employees and foreseen expenditures will remain similar in 2017-2019. Therefore, one can easily project future expenditures, disaggregated by gender (see the last rows of Table 25).

Year	Salary Level	Total Staff at Each Salary Level	# and % of Men	Amount Spent on Men	# and % of Women	Amount Spent on Women	Total Amount Spent
2014 Spent	201-400	0	0 (0%)	€0 (0%)	0 (0%)	€0 (0%)	€0
	401-600	2	2 (100%)	€12,528 (100%)	0 (0%)	€0 (0%)	€12,528
	600+	1	1 (100%)	€5,461 (100%)	0 (0%)	€0 (0%)	€5,461
	Total	3	3 (100%)	€17,989 (100%)	0 (0%)	€0 (0%)	€17,989
2015 Spent	201-400	0	0 (0%)	€0 (0%)	0 (0%)	€0 (0%)	€0
	401-600	2	2 (100%)	€12,018 (100%)	0 (0%)	€0 (0%)	€12,018
	600+	1	1 (100%)	€7,297 (100%)	0 (0%)	€0 (0%)	€7,297
	Total	3	3 (100%)	€19,315 (100%)	0 (0%)	€0 (0%)	€19,315
2016 Actual Expenditures (Jan. – Mar.)	201-400	0	0 (0%)	€0 (0%)	0 (0%)	€0 (0%)	€0
	401-600	2	2 (100%)	€3,038 (100%)	0 (0%)	€0 (0%)	€3,038
	600+	1	1 (100%)	€2,013 (100%)	0 (0%)	€0 (0%)	€2,013

¹²⁰ Republic of Kosovo, MTI website, at: <http://www.mti-ks.org/en-us/Consumer-Protection-Department>.

	Total	3	3 (100%)	€5,051 (100%)	0 (0%)	€0 (0%)	€5,051
2016 Budgeted ¹²¹	Total	3	3 (100%)	€20,242 (100%)	0 (0%)	€0 (0%)	€20,242
2017 Projected	Total	3	3 (100%)	€20,194 (100%)	0 (0%)	€0 (0%)	€20,194
2018 Projected	Total	3	3 (100%)	€20,254 (100%)	0 (0%)	€0 (0%)	€20,254
2019 Projected	Total	3	3 (100%)	€20,313 (100%)	0 (0%)	€0 (0%)	€20,313

Goods and Services

The goods and services economic category is used primarily for administrative purposes and printing informative materials. Consumer awareness campaigns, for example, have included distributing leaflets in Kosovo cities, televised advertisements, sending text messages to clients of mobile phone operators, and organizing lectures in different communities and private universities.¹²² Notably, the *means* of information distribution and messaging selected may reach women or men better. For example, women comprise 58% of students at private universities, whereas men make up 42%.¹²³ Women tend to watch certain television channels or shows more than men do, and vice versa. Understanding the gender of audience members may assist with the appropriate targeting of messages, ensuring that all consumers receive the appropriate information.

The Department has advertised a free number that consumers can call to file complaints, handed out leaflets with information about product safety and the department's work in this field; and sent text messages with information about ways in which consumers can file complaints.¹²⁴ In the past, this Department also has organised an awareness campaign concerning household products. According to one official, this is an example of tailoring campaigns towards a particular interest group because in Kosovo mostly women consume these products.¹²⁵ In order to better reach diverse women, men, boys and girls, the Department could assess further through which channels diverse target groups receive information.

The Goods and Services economic category also finances an honorarium of €50 per meeting for each member of the Consumer Protection Council, the body that recommends and drafts consumer protection policies for the Department. The Council has seven members, including six men and one woman. This means that men benefit more from this public expenditure than women do. Further, women's under-representation on the Council may mean that consumer protection issues prioritized by women may be insufficiently identified and addressed in the policy-making process.

Programs and Activities

This Department also deals with receiving and addressing complaints from consumers. From the 90 complaints received since of May 2016, women made only 30%.¹²⁶ Thus, the overall human and other resources that the Department has spent on this service tended to benefit men more than women. As the Department has not undertaken a gender analysis of consumer protection and complaints before, further information as to why women do not submit as many complaints as men was unavailable.

Recommended Objectives

1. Improve targeting of consumer awareness campaigns to ensure messages reach women and men, considering whether women or men tend to be primary consumers related to the issue discussed.
2. Increase women's representation on the Consumer Protection Council from 14.2% in 2016 to 42.9% in 2017 towards more equitable spending of the goods and services budget line and the improved presentation of women's perspective in consumer protection policy-making.

¹²¹ Estimation made by KWN based on prior trends.

¹²² Email correspondence with KWN, 30 May 2016.

¹²³ KAS, *Education Statistics in Kosovo: Education Management Information System*, Pristina: 2016, p.108, at: <http://ask.rks-gov.net/en/edu?download=1656:education-statistics-in-kosovo-2015-2016>.

¹²⁴ KWN interview with two officials from the Department of Consumer Protection, 5 Aug. 2016.

¹²⁵ Ibid.

¹²⁶ Ibid.

3. Increase the percentage of complaints received from women consumers and addressed from 30% in 2016 to 35% in 2017.

Recommended Activities

1. In planning consumer awareness campaigns, consider whether women, men, or both are the primary target audience. Consult with women's organizations and target groups to identify which messaging best reaches the target audience. Use the best means of communicating (e.g. phone, television, etc.) needed to reach the primary target group based on gender-disaggregated usage statistics. Better-targeted awareness campaigns will not necessarily require additional resources, but contribute to more efficient and effective spending of existing resources.
2. Actively recruit more, qualified women to serve on the Consumer Protection Council towards ensuring women's 50% representation on the Council in line with the Law on Gender Equality. This will not require additional resources.
3. Create a strategy in cooperation with KWN on how to reach more women consumers, informing them about their consumer rights and how to report complaints to the Department.¹²⁷ It will not necessarily require additional resources.

Kosovo Investment and Enterprise Support Agency

The Kosovo Investment and Enterprise Support Agency (KIESA) is responsible for promoting investments, exports, and tourism, as well as supporting the implementation of public policies and programs for micro, small, and medium enterprises (SMEs) and the development of economic zones. It develops policies related to establishing and developing economic zones.¹²⁸ Moreover, KIESA promotes products produced in Kosovo towards expanding the market for local producers.¹²⁹ The Agency houses the Private Sector Development Directorate with its Economic Zones Development Sector and Small and Medium Enterprises Projects Sector; as well as the Private Sector Promotion Directorate with its Investment Promotion Sector and Export Promotion Sector.¹³⁰ KIESA's total budget and expenditures has decreased slightly since 2014 and is expected to continue decreasing.¹³¹ However, KIESA has foreseen that the amount spent on wages and salaries will increase. Further, expenditures on subsidies and transfers are planned to nearly triple between 2016 and 2017.¹³²

Wages and Salaries

Table 26 shows that since 2014, the number of women employed by KIESA has decreased annually. Currently, 16 men and two women (11.1%) work in this Agency. Therefore, as of March 2016, men received 91% of KIESA's wages and salaries economic category and women received only 9%. This does not fulfil the requirements of the Law on Gender Equality. As KIESA plans to hire additional staff in the future, this provides an opportunity to use affirmative actions to recruit and hire more, qualified women.

¹²⁷ An official from the Department agreed to implement this activity during a meeting with KWN on 15 Apr. 2016.

¹²⁸ Republic of Kosovo, MTI website, at: <http://www.mti-ks.org/en-us/Kosovo-Investment-and-Enterprise-Support-Agency>.

¹²⁹ Kosovo Investment and Enterprise Support Agency, "About KIESA", at: <http://www.invest-ks.org/en/welcome-note>.

¹³⁰ Republic of Kosovo, Regulation No. 29/2012 on Internal Organization and Systematization of Jobs of the Ministry of Trade and Industry, Art. 38.

¹³¹ Information received from Finance and General Services Department, 2016.

¹³² Ibid.

Year	Salary Level	Total Staff at Each Salary Level	# and % of Men	Amount Spent on Men	# and % of Women	Amount Spent on Women	Total Amount Spent
2014 Spent	201-400	1	0 (0%)	€0 (0%)	1 (100%)	€1,987 (100%)	€1,987
	401-600	16	13 (81%)	€73,442 (79%)	3 (19%)	€19,915 (21%)	€93,357
	600+	1	1 (100%)	€23,938 (100%)	0 (0%)	€0 (0%)	€23,938
	Total	18	14 (78%)	€97,380 (82%)	4 (22%)	€21,902 (18%)	€119,282
2015 Spent	201-400	1	0 (0%)	€0 (0%)	1 (100%)	€3,993 (100%)	€3,993
	401-600	14	12 (86%)	€79,728 (91%)	2 (14%)	€7,973 (9%)	€87,701
	600+	3	3 (100%)	€24,380 (100%)	0 (0%)	€0 (0%)	€24,380
	Total	18	15 (83%)	€104,108 (90%)	3 (17%)	€11,966 (10%)	€116,074
2016 Actual Expenditures (Jan. – Mar.)	201-400	5	4 (80%)	€4,452 (81%)	1 (20%)	€1,035 (19%)	€5,487
	401-600	11	10 (91%)	€16,085 (91%)	1 (9%)	€1,564.54 (9%)	€17,649
	600+	2	2 (100%)	€5,684 (100%)	0 (0%)	€0 (0%)	€5,684
	Total	18	16 (89%)	€26,221 (91%)	2 (11%)	€2,599 (9%)	€28,820
2016 Budgeted	Total	21	16 (76%)	€102,294 (76%)	5 (24%)	€32,303 (24%)	€134,597
2017 Projected	Total	21	16 (76%)	€88,075 (76%)	5 (24%)	€27,813 (24%)	€115,888
2018 Projected	Total	21	16 (76%)	€88,423 (76%)	5 (24%)	€27,923 (24%)	€116,346
2019 Projected	Total	21	16 (76%)	€88,771 (76%)	5 (24%)	€28,033 (24%)	€116,804

Subsidies and Transfers

Through the subsidies and transfers economic category, KIESA organizes conferences related to sector development. The information presented is about services offered by the government and donors at national and local levels, as well as donors' projects related to private sector development. Table 27 shows the number of participants in these conferences disaggregated by gender and municipality in 2014-2015. In each municipality, men comprised the majority of attendees (84%). The percentage of women participating in conferences was highest in Prishtina and Gjakova, and lowest in Prizren and Peja. The underrepresentation of women participants at conferences may contribute to less diverse opinions and knowledge being shared and integrated in outcomes. Moreover, fewer women than men benefitted from the information provided during conferences on private sector development opportunities. This may mean that women have had less access to support from government and donor-funded programs because they were unaware of such programs.

Through the subsidies and transfers economic category, KIESA awarded grants to 21 microenterprises and 15 SMEs in 2014-2015. Women-owned enterprises constituted a small percentage of the total businesses that benefitted. From 36 enterprises that received grants, only five microenterprises (Duararta, Union, Festa, Sabaja, and Brendi Co) and one SME (Sweet Pop) were women-owned, comprising only 16.67% of enterprises awarded grants.¹³⁴ In 2014-2015, women received only 5.3% of the total expenditures on grants to SMEs.¹³⁵ Of grants made to microenterprises, women-led businesses received 22.4% of expenditures.

Municipality	Total	# and % of Women	# and % of Men
Mitrovica/Kosovska Mitrovica	27	4 (15%)	23 (85%)
Gjakova/Đakovica	45	9 (20%)	36 (80%)
Prizren	43	4 (9%)	39 (91%)
Gjilan/Gnjilane	41	7 (17%)	34 (83%)
Peja/Pec	36	3 (8%)	33 (92%)
Ferizaj/Uroševac	45	6 (13%)	39 (87%)
Prishtina/Priština I	33	8 (24%)	25 (76%)
Prishtina/Priština II	100	18 (18%)	82 (82%)
Total	370	59 (16%)	311 (84%)

¹³³ Projections by KWN. The timeframe for recruiting the new position and the salary level were unknown. Therefore, KWN could not identify precise budget estimates.

¹³⁴ List of awarded enterprises, International Organization for Migration website, at: <http://kosovo.iom.int/sites/default/files/Name%20of%20awarded%20enterprises%20LOTS%201%20and%20.pdf>.

¹³⁵ KWN calculation based on list of grants given provided by KIESA.

Table 28 illustrates the percentage of each grant financed by KIESA and co-financing by beneficiary enterprises. Among grants given to SMEs, only one woman-led business was supported. This business received 75% of the total budget for its project from KIESA, whereas the enterprise itself contributed 25% of the project's budget. In comparison, SME recipients led by men contributed 40% of the financing of their project. Similarly, with microenterprises, on average, women-led businesses contributed 24% of the total project budget, while men contributed 31%. This suggests that women may struggle more than men to provide co-financing.

Experts have mused that women's under-representation among grant recipients may be due in part to the fact that women own only 22.1% of enterprises in Kosovo, including 22.2% of microenterprises and 14.7% of small enterprises.¹³⁶ Given the context, women-led enterprises arguably could be granted at least 14.7% of expenditures to be representative, and *more* than this to encourage and support more women-led businesses. Reviewing past expenditures can inform affirmative measures that KIESA can take to support more women-led enterprises in the future.

Type of Enterprise	# of Enterprises	# and % of Awarded Enterprises Owned by Women/Men		Total Amount and % of Total Project Financed by KIESA Grant for Women/Men		Total Amount and % of Project Financed by Enterprises		Total Project Budget	
		W	M	W	M	W	M	W	M
SMEs	15	1	14	€130,892 (75%)	€2,334,376 (56%) ¹³⁷	€43,731 (25%)	€1,823,240 (40%) ¹³⁸	€174,622	€4,157,616
%	100%	6.7%	93.3%	5.3%	94.7%	2.3%	97.7%	4.0%	96.0%
Micro Enterprises	21	5	16	€105,142 (77%) ¹³⁹	€363,590 (36%) ¹⁴⁰	€33,457 (24%) ¹⁴¹	€162,061 (31%) ¹⁴²	€138,599	€525,651
%	100%	23.8%	76.2%	22.4%	77.6%	17.1%	82.9%	20.9%	79.1%
Total	36	6	30	€236,033 (8%)	€2,697,966 (92%)	€77,187 (6%)	€1,985,301 (28%)	€313,220	€4,683,267
%	100%	16.7%	83.3%	8.0%	92.0%	3.7%	96.3%	6.3%	93.7%
2017 Projection	100%	25%	75%	25%	75%				

At present, KIESA has not set aside any funds from the subsidies and transfers economic category for grants to SMEs and microenterprises in 2017. However, funds for this purpose have been requested from the EU as part of IPA II. If the EU approves this request, then funding will be available for grants. In this case, in line with the new requirements of the EU GAP and Kosovo Law on Gender Equality, KIESA should maintain gender-disaggregated data on businesses receiving grants, as well as set targets for increasing the share of expenditures that women receive. The last row of Table 28 indicates the type of targets KIESA could set and seek to meet through affirmative actions.

Private Sector Development Directorate

The Private Sector Development Directorate is responsible for implementing legislation, strategic policies, and documents related to SMEs, as well as Small Business Act (SBA) policy measures and

¹³⁶ KAS, *Series 3: Economic Statistics: Statistical Repertoire on Economic Enterprises in Kosovo Q2 2016*, Pristina: 2016, at: <https://ask.rks-gov.net/en/br/category/105-sree?download=1680:statistical-repertoire-on-economic-enterprises-in-kosovo-q2-2016>.

¹³⁷ The percentage is an average of all 14 SMEs owned by men that received grants from KIESA.

¹³⁸ Ibid.

¹³⁹ The percentage is an average of all five microenterprises owned by women that received grants from KIESA.

¹⁴⁰ The percentage is an average of all 16 microenterprises owned by men that received grants from KIESA.

¹⁴¹ The percentage is an average of all five microenterprises owned by women that received grants from KIESA.

¹⁴² The percentage is an average of all 16 microenterprises owned by men that received grants from KIESA.

indicators.¹⁴³ This Directorate houses the Economic Zones Development Sector, and Small and Medium Enterprises Projects Sector.¹⁴⁴

Economic Zones Development Sector

The Economic Zones Development Sector should develop an enabling environment for national and international businesses to expand investments. This Sector follows the development of economic zones,¹⁴⁵ which are governed by the Law on Economic Zones.¹⁴⁶ Two business parks exist in the Economic Zones in Drenas/Glogovac and Mitrovica/Kosovska Mitrovica respectively, as well as a technology park in Shtime/Štimlje, Lipjan/Lipljan, and Suhareka/Suva Reka.¹⁴⁷ The Sector has three officials, including the Head of the Sector, all of whom are men as enlisted in Table 26 above.

Capital Investments

From the capital investments economic category, KIESA supports the development of economic zones. Table 29 summarizes the economic zones that currently exist. KIESA does not choose the locations of economic zones, but rather reviews proposals made by municipalities. Such proposals should have secured land for the zone (ideally owned by the municipality), as well as received approval by the municipal assembly. Municipalities also must have secured approvals from all relevant ministries, including spatial planning and infrastructure for the design and construction of the zones. After the appropriate permissions are in place, municipalities submit requests for support to KIESA. Business applications for placement in economic zones, industrial parks, and technological parks are approved based on an Administrative Direction, which outlines the criteria according to which proposals are scored, including employment, investment value, type of activity (e.g., manufacturing businesses are favoured compared to processing or services).¹⁴⁸

Park	Total	# of Women Employed	# and % of Men Employed	Total Business Owners	# and % of Business Owners Women	# and % of Business Owners Men
Business Park in Drenas/Glogovac		67			2	
Business Park in Mitrovica/Kosovska Mitrovica		9				
Technology Park in Shtime/Štimlje		8 ¹⁴⁹		2		
Suhareka/Suva Reka						
Lipjan/Lipljan						

From a gender perspective, it is important for KIESA to require and ensure that municipalities have consulted women and men in the process of identifying the locations of zones, considering how women and men can access the zones (e.g., availability of public transport), and discussing the needs of the types

¹⁴³ SBA is an overarching framework for EU policy on SMEs. It aims to improve the approach to entrepreneurship in Europe, simplify the regulatory and policy environment for SMEs, and remove barriers to their development. See: http://ec.europa.eu/growth/smes/business-friendly-environment/small-business-act_en.

¹⁴⁴ Republic of Kosovo, Regulation No. 29/2012 on Internal Organization and Systematization of Jobs of the Ministry of Trade and Industry, Art. 38.

¹⁴⁵ Ibid, Art. 40.

¹⁴⁶ Law No. 04/L-159 on Economic Zones, 2013, at: http://www.mti-ks.org/repository/docs/LAW_No_04-L-159_ON_ECONOMIC_ZONES_80841.PDF.

¹⁴⁷ KIESA website, Economic Zones, at: <http://www.invest-ks.org/en/Economic-Zones>.

¹⁴⁸ MTI, Administrative Direction, No. 03/2014 on the Procedure, form and Content of the Competition and the condition and Criteria Relating to the Settlement of Business Entities within the Premises of Economic Zones, at: http://www.mti-ks.org/repository/docs/U_A_Nr_03-2014_dt_14_01_2014_579171.pdf.

¹⁴⁹ The Technology Park has two businesses; one hires more than 50 women in summer for a period of three months.

of businesses that may use the zones. These should be included in the criteria for scoring, together with the number of jobs that such zones will create for both women and men (not only in general).

Later, when monitoring and evaluating the impact that KIESA investments have had on job creation and enterprise development in economic zones, KIESA can examine how many women and men have jobs as a result of these state expenditures. At present, the Sector does not maintain data on how many women and men existing business and technology parks established within Economic Zones have employed so far (see Table 29). This makes it difficult to assess whether the Sector is meeting its aforementioned aim to “expand employment.” In the future, such information can be tracked and maintained in a simple excel table like Table 29. This will provide information regarding the extent to which public expenditures have benefited both women and men. Such information can be useful for identifying whether any corrective measures may be needed towards gender responsive budgeting, such as affirmative measures foreseen by the Law on Gender Equality. Additionally, gender-disaggregated information on end beneficiaries can be important for justifying requests for future funding from the state budget and/or donors (e.g., via IPA) to support similar models elsewhere, if such models have proven effective.

This Sector has not actively tackled the issue of underrepresentation of women as heads of businesses in trade and industry. According to an official, Economic Zones are mainly intended for businesses with manufacturing or processing activities, not at enhancing employment among women.¹⁵⁰ However, considering the Sector’s aims to expand employment, and bearing in mind that women have the highest unemployment rates in Kosovo, a focus on enhancing employment in Kosovo necessitates a thorough gender analysis of the situational needs. Further, extensive research has shown that balancing women’s and men’s employment in trade and industry contributes to more successful businesses.¹⁵¹ Ignoring women and their potential to contribute to the development of trade and industry by enhancing the efficiency of the work force could undermine the development of industry and trade in the long term.¹⁵²

Small and Medium Enterprises Projects Sector

The Small and Medium Enterprises Projects Sector is responsible for drafting standard procedures for SME project management. It maintains the list of SME projects in need of funding and supports project implementation.¹⁵³ The Sector supports women entrepreneurs through various activities. For example, the Sector organizes “The most successful women in business,”¹⁵⁴ “Women Entrepreneurial Leadership” conference,¹⁵⁵ and “Women in Business” trade fair.¹⁵⁶ The most successful woman in business is selected based on increased number of employees, increased financial turnover, creativity, and operations within the market.

Sector	#
Agriculture (agro-processing, bookkeeping and flowers)	24
Traditional Crafts Products (sewing and textile processing)	29
Design Souvenirs	4
Traditional Gastronomy Sector and Grain Processing	3
Professional Services in Finance and Auditing	1
Total	61

¹⁵⁰ KWN interview with Economic Zones Sector official.

¹⁵¹ For examples, see Farnsveden et. al., *Kosovo Country Gender Profile: An Analysis of Gender Differences at All Levels in Kosovo*, Stockholm: 2014, at:

http://www.swedenabroad.com/ImageVaultFiles/id_20757/cf_347/Orgut_Kosovo_Gender_Profile_FINAL_2014-05-08.PDF.

¹⁵² Balanced participation enhances work efficiency and success (NUTEK, “Jämställdhet och Lönsamhet,” [“gender equality and return on equity”] Nutek, Alfa Print Sundbyberg, 1999).

¹⁵³ Republic of Kosovo, Regulation No. 29/2012 on Internal Organization and Systematization of Jobs of the Ministry of Trade and Industry, Art. 41.

¹⁵⁴ KIESA website, at: <http://www.invest-ks.org/en/the-most-successful-women-in-business>.

¹⁵⁵ KIESA website, at: <http://www.invest-ks.org/en/women%E2%80%99s-entrepreneurial-leadership-conference>.

¹⁵⁶ KIESA website, at: <http://www.invest-ks.org/en/women-in-business-trade-fair>.

The “Women in Business” trade fair was organized in 2015 and hosted 61 participants, including 38 representatives of business associations and 23 business representatives. The sectors represented at this fair included: 24 entrepreneurs from the agricultural sector (sub-sectors of agro-processing, beekeeping, and flowers); 29 entrepreneurs promoting their traditional crafts products, sewing and textile processing; four entrepreneurs promoting design souvenirs; three promoting products in the traditional gastronomy sector and grain processing; and one promoting professional services in finance and auditing.¹⁵⁷

This Sector also organizes a “Competition for Business Plans”.¹⁵⁸ As Table 31 shows, more men (63.4%) than women (36.6%) participated in this competition. However, more women (66.7%) benefitted from grants given to the best business plans. Given women’s overall underrepresentation in the workforce and among business owners, such a gender imbalance can be considered an affirmative action towards encouraging more women to open businesses. In order to continue contributing to increasing women’s participation in business, the Sector can put in place measures to ensure that women benefit from grants for business plans at a similar rate in the future, ensuring that at least one woman receives a grant for a business plan each year.

Year	# of Participants			Total # of Beneficiaries	Total Awarded Money	# of Beneficiaries			
	# and % of Women	# and % of Men	Total			# and % of Women	Amount Awarded to Women	# and % of Men	Amount Awarded to Men
2014-2016	34 (37%)	59 (63%)	93	6	€30,000	4 (67%)	€20,000 (67%)	2 (33%)	€10,000 (33%)
2017 (plan)					€10,000	1	€5,000	1	€5,000
2018 (plan)					€10,000	1	€5,000	1	€5,000
2019 (plan)					€10,000	1	€5,000	1	€5,000

The Sector also monitors “Business Internships,” which aim to create networks between universities, students, and businesses operating in Kosovo. For students to be accepted, the main criterion is a high average grade. Students can apply and be accepted regardless of their ethnicity and gender, whether they have studied in accredited private or public institutions. The internship lasts two months with the opportunity for students to become employed afterward, depending on the business’ needs and the interns’ performance. Interns receive €100 per month from the budget of Kosovo. According to a Sector official, 10% of students have been employed. Table 33 illustrates that in 2014 and 2015, most beneficiaries have been women (65% in 2015). Considering women’s higher unemployment rates in Kosovo (44.8% for young women ages 25-34, compared to 38.6% of young men),¹⁵⁹ this arguably has targeted the need to support more women in gaining skills towards future employability. In order to continue to address young women’s comparatively higher unemployment rate in Kosovo, the Sector can set a quota through which it will continue to give 60% of scholarships to women and 40% to young men. This is illustrated in Table 32 with the relevant budget projections.

Year	Total # of Students	Amount Spent on Women	# and % Women	Amount Spent on Men	# and % Men	Total Budget / Spent
2014	121	€14,200 (59%)	71 (59%)	€10,000 (41%)	50 (41%)	€24,200
2015	126	€16,400 (70%)	82 (65%)	€6,980 (30%)	44 (35%)	€23,380

¹⁵⁷ Data received from the sector via email.

¹⁵⁸ KIESA website, at: <http://www.invest-ks.org/en/arkiva-2014/KIESA-delivered-awards-to-six-best-business-planes-99>.

¹⁵⁹ KAS, *Results of the Kosovo 2015 Labour Force Survey*, p. 23.

¹⁶⁰ Email correspondence with Investment Promotion Sector representative, 2 Jun. 2016. Total budget and projections for 2017-2019 proposed by KWN.

2017 ¹⁶¹		€14,400 (60%)	(60%)	9,600 (40%)	(40%)	€24,000
2018		€14,400 (60%)	(60%)	9,600 (40%)	(40%)	€24,000
2019		€14,400 (60%)	(60%)	9,600 (40%)	(40%)	€24,000

Private Sector Promotion Directorate

The Private Sector Promotion Directorate designs and implements strategic policies for promoting investments in Kosovo. It also seeks to develop networks with foreign and local investors. This Directorate has two sectors: the Investment Promotion Sector and the Export Promotion Sector.¹⁶²

Export Promotion Sector

This Sector promotes Kosovo businesses and exports; maintains the Customer Relations Management system; leads research on exports; and updates statistics on the impact exports have in Kosovo. It also organizes training for SMEs to develop exports.¹⁶³ In 2016, its total budget was €96,000 for three employees (€18,000), goods and services (€15,000), and subsidies and transfers (€81,000).¹⁶⁴

As Tables 33 and 34 illustrate, the Sector maintains data on fairs organized and the amount spent, as well as the type of firms benefitting by sector. However, KIESA does not currently maintain gender-disaggregated data regarding persons who attend activities for business promotion. Such data is important for monitoring whether women or men benefit more from these activities and expenditures. In 2015, KIESA spent €115,420 from the subsidies and transfers economic category on export promotion activities that involved 268 firms (see Table 33).

Fair Name	Date	Location	Amount	# and Type of Firms Supported
Anuga FoodTec	10-14 Oct.	Germany	€12,000	12 manufacturing
Summer Fancy Food Show	28-30 Jun.	USA	€10,000	8 manufacturing
FruitLogistica Berlin	4-6 Feb.	Germany	€10,000	5 manufacturing
ITB Berlin	4-8 Mar.	Germany	€22,000	5 tour operators
FOODEX 2015 Japan	3-6 Mar.	Japan	€3,000	3 manufacturing
World Travel Market	2-5 Nov.	England	€12,000	8 tour operators
PRISHTINA 2015	29 Apr. - 2 May	Kosovo	€9,750	61 manufacturing
Fashion	4-6 Jun.	Albania	€3,000	8 manufacturing
MOW	20-24 Sep.	Germany	€5,000	3 manufacturing
A+A	27-30 Sep.	Germany		3 manufacturing
Investment Promoting Conference	10-16 Nov.	USA	€2,600	Investment Opportunities
Kosovo Business Week	28 Nov.-17 Dec.	Kosovo	€8,000	50 manufacturing
Kosovo Trade Fair	2-3 Oct.	Kosovo	€6,000	25 manufacturing
Setting Industrial Processing Products in Local Chains of Retail Sales	1-6 Dec.	Kosovo	€12,070	50 manufacturing
Total		14 Fairs	€115,420	268 Firms

¹⁶¹ During an interview, a KIESA representative said that the budget would remain similar in coming years. Therefore, KWN has based these estimates on the approximate expenditures of prior years.

¹⁶² Republic of Kosovo, Regulation No. 29/2012 on Internal Organization and Systematization of Jobs of the Ministry of Trade and Industry, Art. 42.

¹⁶³ Republic of Kosovo, Regulation No. 29/2012 on Internal Organization and Systematization of Jobs of the Ministry of Trade and Industry, Art. 44.

¹⁶⁴ Information received from Head of the Sector, 2016.

In 2016, as of the writing of this report, KIESA had supported attendance in promotional fairs amounting to €83,426 (see Table 34). According to a KIESA representative, the amount spent on fairs will remain similar in 2017 as well. Towards gender budgeting, these expenditures should seek to support an increase in exports related to sectors where both women and men work and which have potential to increase employment as exports increase.

Date	Place	Value	Sector
12-16.01.2016	Switzerland*	€10,000	Wood
09-13.03.2016	Germany	€10,161	Tourism
17-20.03.2016	France	€4,965	Tourism
11-14.03.2016	Albania	€3,000	Wood
22-27.03.2016	Macedonia	€3,000	Wood
15-24.01.2016	Germany*	€10,000	Food
24-25.05.2016	Netherlands	€4,000	General
16-20.10.2016	France	€10,000	Food
18-22.10.2016	Germany	€10,000	Wood
13-15.11.2016	Switzerland	€10,800	General
02/03.2016	Kosovo	€7,500	Local Products
Total		€83,426	

Recommended Objectives

1. Increase the percentage of women participants at conferences organised by KIESA annually from 16% in 2015 to 30% in 2017.
2. Increase the percentage of women-led SMEs that receive grants from KIESA annually from 16.7% in 2015 to 25% in 2017, with expenditures amounting to 25%.
3. Ensure balance in the women and men who benefit from KIESA subventions overall, including among employees.
4. Continue to further employment, particularly among women.
5. Enhance women's participation in industry and trade sectors, contributing to more effective businesses. This also will improve monitoring of the achievement of the Sector's aim to increase employment.
6. Increase the percentage of women-led businesses that compete for the Business Plans Competition grants from 36.6% in 2014-2016 to 40% in 2017.

Recommended Activities

1. Meet with women-led businesses and women-led organizations supporting women in business to identify potential reasons why few women participate in conferences; adjust advertising strategy to ensure women receive information about conferences; share information about conferences with women-led organizations and other actors supporting women in business, including through the Women's Economic Empowerment Donor Coordination Group towards reaching more women with information about conferences.
2. Adjust advertisement for grants so they reach more women; and share information about grant opportunities with women-led organizations and other actors supporting women's economic empowerment, including through the Women's Economic Empowerment Donor Coordination Group towards ensuring more women receive information about grant opportunities.
3. Include criteria in the calls for applications and scoring procedures by which applicants are encouraged to employ a balance of women and men at all levels within the business, in accordance with the Law on Gender Equality. Businesses that do so can receive more points in scoring procedures.
4. Provide 60% of business internships to young women, using affirmative actions as needed.
5. Create and maintain a database with statistics on employment and new jobs created by Economic Zones, disaggregated by gender. This will facilitate the future provision of evidence to support continued funding of such initiatives.
6. Adjust advertisements about grant opportunities supporting business plans to better target women; collaborate with women-led organizations and other actors, particularly those focusing on women's economic empowerment, to better circulate information about grant opportunities. This does not necessarily involve any additional cost.

Kosovo Metrology Agency

The Kosovo Metrology Agency (KMA) operates in accordance with the Law on Metrology, but can propose modifications to the existing legal framework related to metal products.¹⁶⁵ KMA has two directorates: the Scientific and Industrial Metrology Directorate¹⁶⁶ and the Legal Metrology Directorate.¹⁶⁷ KMA uses its goods and services economic category for contractual services, official trips, organizing workshops, training staff, other unforeseeable services, and the needs of offices and laboratories. Information pertaining to other expenditure categories follows.

Wages and Salaries

As Table 35 illustrates, most employees in this Agency were men (68.4%) in 2014, including at decision-making levels. This means that men benefit more than women do from the wages and salaries economic category, receiving 74.6% of expenditures in 2016. Since the Regulation on Internal Organization and Systematization of Jobs foresees that this Agency should have 20 employees,¹⁶⁸ the Agency could employ more women through affirmative measures in hiring.

Year	Salary Level	Total Staff at Each Salary Level	# and % of Men	Amount Spent on Men	# and % of Women	Amount Spent on Women	Total Amount Spent
2014 Spent	201-400	5	1 (20%)	€0 (0%)	4 (80%)	€4,225 (100%)	€4,225
	401-600	13	11 (85%)	€69,021 (74%)	2 (15%)	€24,278 (26%)	€93,299
	600+	1	1 (100%)	€13,726 (100%)	0 (0%)	€0 (0%)	€13,726
	Total	19	13 (68%)	€82,747 (74%)	6 (32%)	€28,503 (26%)	€111,250
2015 Spent	201-400	1	0 (0%)	€0 (0%)	1 (100%)	€4,278 (100%)	€4,278
	401-600	18	13 (72%)	€80,884 (74%)	5 (28%)	€27,782 (26%)	€108,666
	600+	1	1 (100%)	€10,311 (100%)	0 (0%)	€0 (0%)	€10,311
	Total	20	14 (70%)	€91,195 (74%)	6 (30%)	€32,060 (26%)	€123,255
2016 Actual Expenditures (Jan. – Mar.)	201-400	5	0 (0%)	€0 (0%)	5 (100%)	€3,992 (100%)	€3,992
	401-600	13	11 (85%)	€17,657 (84%)	2 (15%)	€3,440 (16%)	€21,097
	600+	1	1 (100%)	€4,195 (100%)	0 (0%)	€0 (0%)	€4,195
	Total	19	12 (63%)	€21,852 (75%)	7 (37%)	€7,432 (25%)	€29,284
2016 Budgeted ¹⁶⁹	Total	20	12 (60%)	€76,070 (60%)	8 (40%)	€50,714 (40%)	€126,784
2017 Projected	Total	20	12 (60%)	€67,217 (60%)	8 (40%)	€44,812 (40%)	€112,029
2018 Projected	Total	20	12 (60%)	€67,594 (60%)	8 (40%)	€45,063 (40%)	€112,657
2019 Projected	Total	20	12 (60%)	€67,971 (60%)	8 (40%)	€45,314 (40%)	€113,285

¹⁶⁵ Republic of Kosovo, MTI website, at: <http://www.mti-ks.org/en-us/Kosovo-Metrology-Agency>.

¹⁶⁶ The Scientific and Industrial Metrology Directorate also decides which development projects related to scientific and industrial metrology should be implemented. It drafts and ensures the implementation of the metrology development strategy and conducts analysis regarding quality (Regulation No. 29/2012 on Internal Organization and Systematization of Jobs of the Ministry of Trade and Industry, Art. 54).

¹⁶⁷ The Legal Metrology Directorate proposes and ensures implementation of laws and the development strategy regarding legal metrolog. (Regulation No. 29/2012 on Internal Organization and Systematization of Jobs of the Ministry of Trade and Industry, Art. 56).

¹⁶⁸ Regulation No. 29/2012 on Internal Organization and Systematization of Jobs of the Ministry of Trade and Industry, Art 51.

¹⁶⁹ Projections suggested by KWN. The timeframe for recruiting the new position and the salary level position were unknown to KWN. Therefore, KWN could not identify precise budget estimates.

Programs and Activities

Broadly speaking, at present men comprise a majority of persons working in sectors related to metal products. Therefore, the Directorate and sectors dealing with metal products automatically will directly impact men more than women. The Department's investments in scientific laboratories, among other investments, should be considered and evaluated in the context of how they will impact women and men. From a gender responsive budgeting perspective, capital expenditures should involve consultations with women and men regarding their priorities related to such investments.¹⁷⁰

Recommended Objectives

- I. Include a gender perspective into capital investment projects, such as investing in scientific laboratories.

Recommended Activities

- I. Organise consultations with women and men at least annually regarding their priorities and needs related to capital investment projects.

Kosovo Business Registration Agency

The Kosovo Business Registration Agency's (KBRA) main responsibility is carrying out the registration of local and foreign business organizations¹⁷¹ This Agency houses the Business Registration Administrative Affairs Directorate,¹⁷² which includes the Approving Officers Sector and the Data Processing Sector; and the Pledge Sector.¹⁷³

Wages and Salaries

Table 36 illustrates that in 2016 women held slightly fewer positions in this Agency (42.9%) and received 41% of expenditures from the wages and salaries economic category. No women were represented at the highest pay level.

Year	Salary Level	Total Staff at Each Salary Level	# and % of Men	Amount Spent on Men	# and % of Women	Amount Spent on Women	Total Amount Spent
2014 Spent	201-400	5	2 (40%)	€8,786 (40%)	3 (60%)	€12,966 (60%)	€21,752
	401-600	9	2 (22%)	€11,904 (23%)	7 (78%)	€38,847 (77%)	€50,751
	600+	2	2 (100%)	€27,724 (100%)	0 (0%)	€0 (0%)	€27,724
	Total	16	6 (37%)	€48,414 (48%)	10 (63%)	€51,813 (52%)	€100,227
2015 Spent	201-400	5	2 (40%)	€10,014 (41%)	3 (60%)	€14,324 (59%)	€24,338
	401-600	9	2 (22%)	€13,753 (25%)	7 (78%)	€40,932 (75%)	€54,685
	600+	2	2 (100%)	€23,627 (100%)	0 (0%)	€0 (0%)	€23,627
	Total	16	6 (38%)	€47,394 (46%)	10 (62%)	€55,256 (54%)	€102,650
	201-400	9	7 (78%)	€8,151 (77%)	2 (22%)	€2,374 (23%)	€10,525
	401-600	9	2 (22%)	€2,862 (21%)	7 (78%)	€10,836 (79%)	€13,698

¹⁷⁰ For details on what this entails and guidance, please see: KWN, *A Practical User's Guide: Gender Responsive Budgeting at the Central Level*, Prishtina: KWN, 2014, at: <http://www.womensnetwork.org/documents/20141128100658219.pdf>.

¹⁷¹ Republic of Kosovo, MTI website, at: <http://www.arbk.org/en/History>.

¹⁷² This Directorate controls data for business registration and trade names (Regulation No. 29/2012 on Internal Organization and Systematization of Jobs of the Ministry of Trade and Industry, Art. 68).

¹⁷³ Ibid, Art. 67.

2016 Actual Expenditures (Jan. – Mar.)	600+	3	3 (100%)	€8,019 (100%)	0 (0%)	€0 (0%)	€8,019
	Total	21	12 (57%)	€19,032 (59%)	9 (43%)	€13,210 (41%)	€32,242
2016 Budgeted ¹⁷⁴	Total	22	12 (55%)	€74,965 (55%)	10 (45%)	€61,335 (45%)	€136,300
2017 Projected	Total	22	12 (55%)	€70,932 (55%)	10 (45%)	€58,035 (45%)	€128,967
2018 Projected	Total	22	12 (55%)	€71,283 (55%)	10 (45%)	€58,322 (45%)	€129,605
2019 Projected	Total	22	12 (55%)	€71,633 (55%)	10 (45%)	€58,609 (45%)	€130,242

Programs and Activities

Among the Agency's main activities is registering new businesses and maintaining data on businesses registered. Since 2013, this includes gender-disaggregated data regarding the owner(s) of businesses. Table 37 shows the number of new businesses registered between 2014 and 2016. Only 18% of new businesses registered during this period were owned by women. New Agricultural Cooperatives tend to have a higher share of women owners (43%) than other types of businesses. However, most women (3,545 out of 4,391) opened an individual business. During this period, no women opened public companies, social companies, or companies with limited partnerships.

Table 37. Number of New Businesses Registered, 2014-2016 ¹⁷⁵

Type of Business	# and % of Businesses Registered	# and % Men Owned Businesses	# and % Women Owned Businesses	# and % Unidentified Owned Businesses
Total	24,613 (100%)	20,204 (82%)	4,391 (18%)	18 (0.1%)
Individual Business	17,781 (72%)	14,235 (80%)	3,545 (20%)	1 (0.0%)
Limited Liability Company	6,428 (26%)	5,606 (87%)	806 (13%)	16 (0.2%)
General Partnership	190 (0.8%)	162 (85%)	28 (15%)	0 (0.0)
Agricultural Cooperative	14 (0.1%)	8 (57%)	6 (43%)	0 (0.0%)
Joint-Stock Company	58 (0.2%)	53 (91%)	4 (7%)	1 (1.7%)
Foreign Company	137 (0.6%)	135 (99%)	2 (1%)	0 (0.0%)
Public Company	1 (0.0%)	1 (100%)	0 (0%)	0 (0%)
Social Company	3 (0.0%)	3 (100%)	0 (0%)	0 (0%)
Limited Partnership	1 (0.0%)	1 (100%)	0 (0%)	0 (0%)

KAS data suggest that women owned 17.7% of all enterprises as of 2015.¹⁷⁶ Women have consistently registered businesses at lower rates than men. The decision to register a business lies largely with business owners. However, the ability to register a business can depend on

several contextual factors that may impact women and men differently, such as sociocultural resistance in families, communities and/or institutions to women registering businesses; women's insufficient

“They told me, ‘Your husband is paying, right?’ Then, ‘O, you don’t have a husband? We thought that the business is your husband’s, and he registered it in your name.’ They didn’t believe that a young woman could have her own business, like me.”

- KWN conversation with businesswoman, Prishtina

¹⁷⁴ Projections suggested by KWN. The timeframe for recruiting the new position and salary level were unknown to KWN. Therefore, KWN could not identify precise budget estimates.

¹⁷⁵ Data provided to KWN by Head of Agency, 2016.

¹⁷⁶ KAS, *Statistical Repertoire of Enterprises in Kosovo (Q1 - 2016)*, Series 3: Economic Statistics, KAS, 2016, p. 12. This publication draws from Tax Administration of Kosovo (TAK) and KBRA data. It should be noted that administrative data does not exist that captures the informal market.

capital; and, related, women’s unequal access to credit.¹⁷⁷ Despite these contextual factors, the fact that more men are registering businesses than women means that the services and thus public expenditures of this Agency tend to benefit men more than women.

The Business Registration Administrative Affairs Directorate is responsible for proposing improvements in business registration legislation and offering guidance to businesses in business registration procedures.¹⁷⁸ Perhaps a thorough gender analysis of the existing legislation and the extent to which women and men have sufficient access to registering businesses could provide further evidence

“Why do women struggle to compete equally in Kosovo’s marketplace? Because cultural barriers prevent them from getting an adequate foothold.”

- UNDP, 2012

as to why women tend not to register businesses as often as men. This may provide the Directorate with important information that can facilitate the design of better legislation and services that meet the needs of both women and men for registering their businesses.

The Pledge Sector

The Pledge Sector receives and archives data regarding movable property pledges, including movable property, such as cars, furniture, services, and intellectual property. It carries out the process of pledge registration and it offers the public the opportunity to search for pledges. The sector seeks to facilitate and encourage insured financing for movable properties to protect the crediting process.¹⁷⁹ A pledge is a “development of an interest over movable property or over any right by an agreement or by the law, which entitles the pledgee to take in possession such property or to use such right in order to fulfil any existing and identifiable obligation provided by the pledge, determined by the Law on Property and Other Real Rights”.¹⁸⁰ A pledger in this matter is “the person who has rights and ownership in the pledged property” and a pledgee “the person on whose name the pledge is made”.¹⁸¹

As illustrated in Table 38, in 2014-2016 the Pledge Sector has registered two pledgees and two creditors. The sector does not disaggregate data on registered pledges by gender.¹⁸²

	Total	Value
Pledgee	2	€127,352
Pledger	2	€153,115

Recommended Objectives

1. Improve understanding as regarding barriers to women registering businesses and establish policies to address these barriers.
2. Facilitate processes for more women to open new businesses.
3. Improve availability of gender-disaggregated data within the Pledge Sector in accordance with the Law on Gender Equality.

Recommended Activities

1. Budget or seek approximately €10,000 (e.g., from EU IPA funds in accordance with the EU GAP) for a thorough gender analysis of barriers to women registering businesses. Collaborate with other institutions and stakeholders to address barriers through revisions to legislation and procedures, as identified through analysis.

¹⁷⁷ See Färnsveden, U., et. al., Kosovo Framework for Gender Equality, *Country Gender Profile: An Analysis of Gender Differences at all Level in Kosovo*, Sida, p. 17. For example, in 2012 women received only an estimated 3% of commercial bank loans, and women’s loan requests were rejected more often than men’s requests. See also: UNDP, *Kosovo Human Development Report 2012: Private Sector and Employment*, 2012, at: <http://hdr.undp.org/sites/default/files/khdr2012-eng.pdf>.

¹⁷⁸ Regulation No. 29/2012 on Internal Organization and Systematization of Jobs of the Ministry of Trade and Industry, Art. 68.

¹⁷⁹ Republic of Kosovo, MTI website, at: <http://www.arbk.org/en/Pledge-Sector>.

¹⁸⁰ Assembly of the Republic of Kosovo, Law No. 04/L-136 On the Registration of a Pledge in the Registry of Movable Property, Art. 3, at: <https://gzk.rks-gov.net/ActDetail.aspx?ActID=2856>.

¹⁸¹ Ibid.

¹⁸² The Central Bank of Kosovo (CBK) does not disaggregate data on registered creditors by gender, but plans to within a year (correspondence with CBK Credits Registry Division, Banking Supervision Department, and Statistics Department).

2. Cooperate with CSOs and municipal officials to organize presentations on how to register businesses and the benefits of registering businesses, targeting women in particular with information and assistance.
3. Maintain, process, analyse, and use gender disaggregated data on pledges.

Trade Inspectorate

The Trade Inspectorate (TI) of the Republic of Kosovo supervises the implementation of legislation; protects consumers; ensures the safety of services and products; ensures the trade of petroleum; prevents unfair trading practices; and fights the informal economy. It also is responsible for inspection of tourism and hotel services. This Inspectorate contributes to internal market regulation, and considers active cooperation with consumers very important.¹⁸³ Most of the Trade Inspectorate's expenditures went towards wages and salaries. The Trade Inspectorate has two sectors. The Product Safety Sector monitors the implementation of the law and inspects Kosovo's internal market regarding non-food items such as electronic and technical equipment, building products, and toys.¹⁸⁴ The Legal Affairs Sector supports the Inspectorate with legal assistance, including cases addressed to the Trade Inspectorate. It ensures the implementation of laws related to supervising the market of goods and consumer protection. The Sector drafts important draft-decisions, offers juridical assistance while drafting procedures in relation to market supervision, and addresses consumer complaints.¹⁸⁵

Wages and Salaries

Since 2014, the number of employees in the Inspectorate, including its sectors, has increased by nine. All newly employed officials are men. The number of women employed by the Trade Inspectorate continues to be one, comprising only 4% of employees.

Year	Salary Level	Total Staff at Each Salary Level	# and % of Men	Amount Spent on Men	# and % of Women	Amount Spent on Women	Total Amount Spent
2014 Spent	201-400	0	0 (0%)	€0 (0%)	0 (0%)	€0 (0%)	€0
	401-600	14	13 (93%)	€71,509 (92%)	1 (7%)	€6,647 (8%)	€78,156
	600+	2	2 (100%)	€18,792 (100%)	0 (0%)	€0 (0%)	€18,792
	Total	16	15 (94%)	€90,301 (93%)	1 (6%)	€6,647 (7%)	€96,948
2015 Spent	201-400	0	0 (0%)	€0 (0%)	0 (0%)	€0 (0%)	€0
	401-600	14	13 (93%)	€76,959 (90%)	1 (7%)	€8,908 (10%)	€85,867
	600+	2	2 (100%)	€15,995 (100%)	0 (0%)	€0 (0%)	€15,995
	Total	16	15 (94%)	€92,954 (91%)	1 (6%)	€8,908 (9%)	€101,862
2016 Actual Expenditures	201-400	11	11 (100%)	€13,042 (100%)	0 (0%)	€0 (0%)	€13,042
	401-600	12	11 (92%)	€16,822 (90%)	1 (8%)	€1,802 (10%)	€18,624
	600+	2	2 (100%)	€5,658 (100%)	0 (0%)	€0 (0%)	€5,658
	Total	25	24 (96%)	€35,522 (95%)	1 (4%)	€1,802 (5%)	€37,324
2016 Budgeted	Total	27	24 (89%)	€136,617 (89%)	3 (11%)	€16,885 (11%)	€153,502
2017 ¹⁸⁶ Projected	Total	27	24 (89%)	€129,390 (89%)	3 (11%)	€15,992 (11%)	€145,382
2018 Projected	Total	27	24 (89%)	€129,887 (89%)	3 (11%)	€16,054 (11%)	€145,941
2019 Projected	Total	27	24 (89%)	€130,384 (89%)	3 (11%)	€16,115 (11%)	€146,499

¹⁸³ Republic of Kosovo, MTI website, at: <http://www.mti-ks.org/sq/-Inspektorati-i-Tregut->.

¹⁸⁴ Regulation No. 10/2013 in Internal Organization and Systematization of Jobs in the Market Inspectorate, Art.13, at: [http://kryeministri-ks.net/repository/docs/Rregullore_Nr._10-2013_per_Organizimin_e_Brendshem_te_Inspektoratit_te_Tregut_\(1\).pdf](http://kryeministri-ks.net/repository/docs/Rregullore_Nr._10-2013_per_Organizimin_e_Brendshem_te_Inspektoratit_te_Tregut_(1).pdf).

¹⁸⁵ Ibid, Art.14.

¹⁸⁶ Projections suggested by KWN.

The Inspectorate plans to hire two more staff members in 2016. By identifying their salary level and using affirmative actions to hire more women, the Inspectorate can arrive at accurate projections regarding gender-disaggregated expenditures for future years (see the last rows of Table 39).

Programs and Activities

Neither the Sectors nor the Inspectorate have a database documenting complaints received. Therefore, information is unavailable regarding who has filed complaints, their gender, trends in the types of complaints filed, and steps taken to address complaints.

Kosovo does not have statistics on the informal economy. An estimated 7% of the population in Serbia works in the informal sector and 16% in Moldova. In Europe, women comprise more than half of the population in the informal sector.¹⁸⁷ About 80% of people working in the informal sector in developing countries are women.¹⁸⁸ Based on these figures, one could hypothesize that the informal sector in Kosovo likely comprises approximately 10% of the economy, and the majority of those involved are likely women.¹⁸⁹ If the Trade Inspectorate has fighting the informal economy as one of its responsibilities, it should gather gender disaggregated data on the informal economy. If the Inspectorate takes steps to address the informal economy, it is important to consider how this may impact women and men differently, positively or negatively. This includes taking steps, based on evidence, to prevent any potential harm to vulnerable women or men that may result from addressing the informal economy.

Similarly, the Inspectorate oversees whether violations occur in the tourism sector and must ensure that this involves gender analysis. The “Sector Profile of Tourism” report published by MTI has found that women are underrepresented in the tourism sector (only 9.1% of survey respondents said that women participate in the ownership structure of Kosovo tourism businesses).¹⁹⁰ Internationally, this sector has almost twice as many women employers than other sectors.¹⁹¹ However, research has shown that women in tourism own an estimated 10% to 15% less than men in the same sector. Women tend to be more represented in service and clerical jobs within this sector. A study by Promoting Private Sector Employment (PPSE) on “Western Kosovo Tourism” found that:

31% of women in tourism work in kitchen roles, 28% in maintenance jobs, with just 5% in management occupations. Despite a minimum wage required by labor law in Kosovo of €220, the average monthly salary for women ranges from €100 to €150, mostly in informal employment. Typically, women involved in the tourism sector have no educational attainment, lack information and previous experience, and lack of control in family finances. Such businesses are family driven, so the role of women is mainly informal and dictated by family needs.¹⁹²

Thus, the Trade Inspectorate has evidence that suggests the need to take a gendered approach towards inspections in this sector.

As for the Inspectorate’s active cooperation with consumers, it is important to keep in mind that diverse women and men may need different approaches in addressing consumers’ needs and complaints.

Recommended Objectives

- I. Improve monitoring of consumer complaints, towards providing better services to women and men.

¹⁸⁷ Glovackas, S., *The Informal Economy in Central and Eastern Europe*, 2005, at: <http://wiego.org/sites/wiego.org/files/publications/files/Glovackas-Central-Eastern-Europe.pdf>.

¹⁸⁸ According to *Women in Informal Employment: Globalizing and Organizing*, at: [Wiego.org](http://wiego.org).

¹⁸⁹ Farnsveden et. al., *Kosovo Country Gender Profile: An Analysis of Gender Differences at All Levels in Kosovo*, 2014.

¹⁹⁰ MTI, *Sector Profile of Tourism*, Prishtina: 2014, p. 8, at: http://www.mti-ks.org/repository/docs/Sector_profile_Tourism_130623.pdf.

¹⁹¹ UNWTO and UN Women, *Global Report on Women in Tourism 2010*, 2011, at: <http://ethics.unwto.org/sites/all/files/docpdf/folletoglobalreport.pdf>.

¹⁹² PPSE, *Western Kosovo Tourism: Market Strategy Report*, 2015, p. 14, at: <http://ppse-kosovo.org/files/2014/02/Tourism-English.pdf>.

2. Ensure that activities for addressing the informal economy are based on evidence, including gender analysis.
3. Ensure that the rights of both women and men workers in the tourism sector are sufficiently protected.

Recommended Activities

1. Establish a simple Microsoft Excel database for logging complaints received, the person filing the complaint, their gender, the date of complaint, product or item it concerns, the complaint, and steps taken by the Inspectorate or its sectors to address the complaint. Include the date that the complaint was resolved and/or addressed. This will facilitate timely response to complaints received, as well as enable analysis of trends in the types of complaints made towards better informing policies and services. Further, it will allow for assessing any differences in the types, quantity, and quality of services provided to women and men in the future.
2. Conduct an analysis of the informal economy together with other relevant government bodies, including the Ministry of Finance, and in consultation with experts in economics and gender analysis. Use the findings to inform a targeted, evidence-based plan for addressing the informal economy, created using a participatory approach and in consultation with affected groups, including women's rights organizations. Undertaken appropriately, such a study would cost approximately €20,000 and potentially may be supported by the EU under IPA, or another interested party.
3. When undertaking inspections of the tourism industry, attend to the potential ways that both women and men's rights may be violated. This work can be conducted by existing inspectors and need not require additional resources.

Industrial Property Agency

The Industrial Property Agency protects industrial property rights, including facilitating collaboration among internal and external actors. It promotes industrial property rights in different communities.¹⁹³ It houses the Industrial Property and Administrative Affairs Directorate, which includes the Patent Sector, the Trademarks and Industrial Design Sector, and the Administrative Affairs Sector.¹⁹⁴ During promotions and awareness-raising about industrial property rights, the Agency can ensure that both women and men receive information. To this end, its communication plans and the planning of promotional events should consider how best to target information, ensuring that it reaches both women and men.¹⁹⁵

Wages and Salaries

More men than women have been employed in this Agency, comprising 70% of employees in 2016 (see Table 40). Moreover, in the last three years no women have held positions at the highest salary level. As a result, in 2016, to date, men have received 73% of expenditures from the wages and salaries economic category. When job openings exist in the future, the Agency can use affirmative actions to hire more women.

Year	Salary Level	Total Staff at Each Salary Level	# and % of Men	Amount Spent on Men	# and % of Women	Amount Spent on Women	Total Amount Spent
2014 Spent	201-400	1	0 (0%)	€0 (0%)	1 (100%)	€2,756 (100%)	€2,756
	401-600	8	6 (75%)	€38,566 (79%)	2 (25%)	€10,464 (21%)	€49,030
	600+	1	1 (100%)	€11,430 (100%)	0 (0%)	€0 (0%)	€1,430

¹⁹³ Republic of Kosovo, MTI website, at <http://www.kipa-ks.org/en/vision>.

¹⁹⁴ Republic of Kosovo, MTI website, at <http://www.mti-ks.org/sq/Agjencia-per-Pronesi-Industriale>

¹⁹⁵ KWN did not receive information from this Agency as to whether they do this already.

	Total	10	7 (70%)	€49,996 (79%)	3 (30%)	€13,220 (21%)	€63,216
2015 Spent	201-400	1	0 (0%)	€0 (0%)	1 (100%)	€4,075 (100%)	€4,075
	401-600	8	6 (75%)	€43,009 (78%)	2 (25%)	€11,899 (22%)	€54,908
	600+	0	0 (0%)	€0 (0%)	0 (0%)	€0 (0%)	€0
	Total	9	6 (67%)	€43,009 (73%)	3 (33%)	€15,974 (27%)	€58,983
2016 Actual Expenditures (Jan. – Mar.)	201-400	1	0 (0%)	€0 (0%)	1 (100%)	€1,026 (100%)	€1,026
	401-600	8	6 (75%)	€10,012 (76%)	2 (25%)	€3,084 (24%)	€13,096
	600+	1	1 (100%)	€1,153 (100%)	0 (0%)	€0 (0%)	€1,153
	Total	10	7 (70%)	€11,165 (73%)	3 (30%)	€4,110 (27%)	€15,275
2016 Budgeted	Total	10	7 (70%)	€41,340 (73%)	3 (30%)	€15,290 (27%)	€56,630
2017 Projected¹⁹⁶	Total	10	7 (70%)	€52,510 (73%)	3 (30%)	€19,395 (27%)	€71,833
2018 Projected	Total	10	7 (70%)	€52,756 (73%)	3 (30%)	€19,486 (27%)	€72,169
2019 Projected	Total	10	7 (70%)	€52,999 (73%)	3 (30%)	€19,576 (27%)	€72,502

Patent Sector

The Patent Sector addresses applications received for patent recognition, registers these applications, maintains the patent database, prepares patents documentation, and promotes patent rights. It also drafts and ensures the implementation of legislation related to patents.¹⁹⁷ In its work, the Sector should ensure that it maintains gender-disaggregated data regarding the persons to whom patents are given, in accordance with the Law on Gender Equality.¹⁹⁸

Recommended Objectives

1. Ensure promotional events related to industrial property reach diverse women and men with information.
2. Ensure gender-disaggregated data related to patents is maintained, managed, and reported.

Recommended Activities

1. Create simple communication plans prior to organizing promotional activities, identifying target groups and their information needs, so as to best communicate information to diverse women and men from different communities both effectively and efficiently.
2. Update regularly database of patents requested and given, including the gender of applicants and recipients, respectively.

Kosovo Accreditation Directorate

The Kosovo Accreditation Directorate (KAD) is the National Accreditation Body of Kosovo. It is responsible for ensuring Kosovo conforms to international standards; and accrediting testing and calibration laboratories, as well as certification and inspection bodies from the public and private sector. Accreditation is voluntary and should be based on principles of impartiality, transparency, professional competence, and compliance with European and international accreditation rules.¹⁹⁹ For activities related to human health, accreditation is mandatory.²⁰⁰ In identifying and prioritizing which items should be tested or inspected for accreditation by Conformity Assessment Bodies, KAD could consider which items may impact women and men more.

¹⁹⁶ Estimation made by KWN based on prior trends.

¹⁹⁷ Regulation No. 29/2012 on Internal Organization and Systematization of Jobs of the Ministry of Trade and Industry, Art. 76

¹⁹⁸ KWN did not receive information from this Sector so was unable to review whether such information is kept already.

¹⁹⁹ Republic of Kosovo, Law No. 03/L-069 On Accreditation, Article 3, at: http://www.gazetazrytare.com/e-gov/index.php?option=com_content&task=view&id=303&Itemid=28&lang=en.

²⁰⁰ MTI, Administrative Instruction No. 07/2012, at: http://www.mti-ks.org/repository/docs/udhezim%20administrativ%2007_2012_i%20riskenuar.pdf.

Wages and Salaries

As Table 41 illustrates, in 2016 women comprised a slight majority of employees working at KAD (57%). However, since men held decision-making positions, women received only 39.7% of expenditures. While KAD has foreseen that the number of staff will remain fairly consistent in coming years, if job openings exist, KAD could promote or hire women employees, particularly in decision-making positions.

Year	Salary Level	Total Staff at Each Salary Level	# and % of Men	Amount Spent on Men	# and % of Women	Amount Spent on Women	Total Amount Spent
2014	201-400	1	0 (0%)	€0 (0%)	1 (100%)	€1,902 (100%)	€1,902
	401-600	4	1 (25%)	€6,152 (27%)	3 (75%)	€16,281 (73%)	€22,433
	600+	2	2 (100%)	€24,617 (100%)	0 (0%)	€0 (0%)	€24,617
	Total	7	3 (43%)	€30,769 (63%)	4 (57%)	€18,183 (37%)	€48,952
2015	201-400	1	0 (0%)	€0 (0%)	1 (100%)	€4,147 (100%)	€4,147
	401-600	4	1 (25%)	€7,659 (31%)	3 (75%)	€17,109 (69%)	€24,768
	600+	2	2 (100%)	€23,964 (100%)	0 (0%)	€0 (0%)	€23,964
	Total	7	3 (43%)	€31,623 (60%)	4 (57%)	€21,256 (40%)	€52,879
2016 Actual Expenditures (Jan. – Mar.)	201-400	1	0 (0%)	€0 (0%)	1 (100%)	€1,049 (100%)	€1,049
	401-600	3	0 (0%)	€0 (0%)	3 (100%)	€4,353 (100%)	€4,353
	600+	3	3 (100%)	€8,201 (100%)	0 (0%)	€0 (0%)	€8,201
	Total	7	3 (43%)	€8,201 (60%)	4 (57%)	€5,402 (40%)	€13,603
2016 Budgeted ²⁰¹	Total	7	3 (43%)	€32,783 (60%)	4 (57%)	€21,856 (40%)	€54,639
2017 Projected	Total	7	3 (43%)	€32,647 (60%)	4 (57%)	€21,764 (40%)	€54,411
2018 Projected	Total	7	3 (43%)	€32,877 (60%)	4 (57%)	€21,918 (40%)	€54,795
2019 Projected	Total	7	3 (43%)	€33,107 (60%)	4 (57%)	€22,072 (40%)	€55,179

Goods and Services

For 2016 and each of the years that follow, this Directorate has budgeted €23,481.²⁰² These funds are spent primarily on official travels that the Head of the Directorate takes and staff trainings which are usually financed through support from other projects.²⁰³ Since the Directorate is led by a man, it could be said that these expenditures go towards men more than women. In terms of secondary beneficiaries who benefit from the results of these trips, following the types of trips taken, their outcomes, and how they benefit both women and men could provide useful information as to which are the most effective and efficient, informing future expenditures.

This economic category also is spent on membership fees for different accreditation associations such as the European Cooperation of Accreditation, International Accreditation Forum, and International Laboratory Accreditation Cooperation. The rest of the budget supports organisation of the International Day of Accreditation, publications (e.g., calendars, reports, notebooks, pens), and a symbolic honorarium for members of the Accreditation Council.²⁰⁴ In order to ensure a gender balance in decision-making as per the Law on Gender Equality, as well as balanced expenditures from the goods and services economic category, KAD should ensure that this Council maintains a balance of women and men.

Recommended Objectives

1. Ensure issues and items prioritized for accreditation are priorities for both women and men.
2. Ensure that the Accreditation Council maintains a balance of women and men.

²⁰¹ Projections made by KWN based on prior years.

²⁰² Assembly of Kosovo, Law No. 05/L-071 on Budget of Republic of Kosovo for year 2016.

²⁰³ KWN email correspondence with the Head of KAD, 26 Oct. 2016.

²⁰⁴ KWN interview with officials from KAD, 12 Apr. 2016.

Recommended Activities

1. Discuss with diverse women and men private and public actors which issues accredited will impact women and men.
2. In selecting members of the Accreditation Council, use affirmative measures where necessary to ensure a balance of women and men.

Annex 1. Additional Recommendations by Department

This Annex contains additional recommendations for each department and some agencies with specific information related to expenditures on the salaries and wages economic category. As the recommendations tend to be similar, they are located in this annex in order to decrease repetition within the main text, thereby facilitating reading for a broader audience.

Central Administration

Recommended Objective

Increase the percentage of the under-represented gender, usually women, at all levels of decision-making within the Ministry, including this Department, from 29% in 2016 to 31% in 2017 and incrementally thereafter when job openings exist.

Recommended Activity

Establish within existing recruitment, selection, and promotion policies affirmative actions for hiring more, qualified personnel of the under-represented gender in the Ministry at all decision-making levels. Ensure implementation of these policies, in accordance with the Law for Gender Equality.

The Department of European Integration

Recommended Objective

When job openings exist, increase the percentage of women employed by this Department and its divisions, thereby ensuring more equal representation of women in decision-making positions and more equal expenditures on women and men in accordance with the Law on Gender Equality.

Recommended Activity

When job openings exist, use affirmative actions as foreseen by the Law on Gender Equality to ensure that more, qualified women are hired.

The Department of Industry

Recommended Objective

Increase the percentage of expenditures on women from the salaries and wages economic category from 40.6% in 2016 to 45% in 2017.

Recommended Activity

Since the Department has three positions open as per its budget, it can use affirmative actions in hiring, actively encouraging applications from qualified women candidates; and providing additional points in scoring criteria to women candidates. This can contribute to improving the gender balance within this Department, as well as more equal expenditures on women and men from the wages and salaries economic category as required by the Law on Gender Equality.

The Department of State Reserves

Recommended Objective

Increase the percentage of women employed by the Directorate from 0% in 2016 to 16.7% in 2017, thereby increasing the percentage of expenditures on women.

Recommended Activity

Use affirmative actions to recruit more, qualified women to work in the Department when job openings exist. This can contribute to achieving more equal representation within the Department, thereby contributing to more equitable expenditures on wages and salaries.

Market Control of Strategic Goods Department

Recommended Objective

Increase the percentage of women employed by the Directorate from 25% in 2016 to 50% when job openings exist, thereby increasing the percentage of expenditures on women.

Recommended Activity

Use affirmative actions to recruit more, qualified women to work in the Department when job openings exist. This can contribute to achieving more equal representation within the Department and more equitable expenditures on wages and salaries in accordance with the Law on Gender Equality.

The Department of Consumer Protection

Recommended Objective

Increase the percentage of employees and thus wages and salaries expenditures on women from 0% in 2016, when job openings exist.

Recommended Activity

When job openings exist, use affirmative actions to hire qualified women, towards more equitable spending of wages and salaries. This may contribute also to the quality of consumer protection for women, by involving women in day-to-day decision-making related to consumer protection policies.

Kosovo Investment and Enterprise Support Agency

Recommended Objective

In accordance with the Law on Gender Equality, increase the percentage of women working at KIESA from 11% in 2016 to 23.8% in 2017, thereby increasing the percentage of expenditures from the wages and salaries economic category from 9% in 2016. More specifically, increase the percentage of women working in the Economic Zones Development Sector from 0% in 2016, also increasing expenditures on women.

Recommended Activity

When job openings exist, use affirmative actions in hiring procedures, as foreseen by the Law on Gender Equality. Continue to increase the percentage of women employed annually until equal representation as defined by the Law on Gender Equality (50%) is reached at all levels of pay.

Kosovo Metrology Agency

Recommended Objective

Increase the percentage of women employees and therefore the percent of funds spent on women from 25.4%.

Recommended Activity

Use affirmative actions to hire more women when job openings exist

Business Registration Agency

Recommended Objective

Increase the percentage of women working in this Agency from 43% to 45% by 2017, thereby increasing expenditures on women. Also, seek to ensure a gender balance at all levels of decision-making.

Recommended Activity

When job openings exist, use affirmative measures to encourage more men to apply, as well as a balance among women and men at all decision-making levels.

Trade Inspectorate

Recommended Objective

Increase the percentage of women employees from 4% to 11% by 2017 and therefore the percent of funds spent on women.

Recommended Activity

When job openings exist, employ more women through the use of affirmative measures.

Industrial Property Agency

Recommended Objective

Increase the percentage of expenditures on women from 27% at present, seeking to ensure a gender balance at all levels of decision-making and in expenditures.

Recommended Activity

When job openings exist, use affirmative measures to encourage more women to apply, as well as a balance among women and men at all decision-making levels.

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ISBN 978-9951-737-04-3



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