

**GENDER-BUDGET ANALYSIS AND IMPACT OF FISCAL POLICIES ON  
THE POVERTY LEVEL OF THE WOMEN IN AGRICULTURE - THE  
MINISTRY of AGRICULTURE FORESTRY AND RURAL  
DEVELOPMENT**

**Kosovo 2007**

This report is a continuation of the previous local gender budget analysis report of the Municipality of Gjakova, published in 2006, which has influenced positive changes in the local government policies since then.

The research report is based on the analysis prepared by the departments of MAFRD, especially the Rural Development Department and Counseling Services, on the strategy drafted in May of 2003 and on the Kosovo Agriculture and Rural Development Plan for 2007 – 2013. Reviewing the literature, legal infrastructure, and national and international strategic documents on gender issues, focusing on gender balance and the integration of the gender perspective in the government budget and policies.

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## **ACRONYMS**

MAFRD – Ministry of Agriculture Forestry and Rural Development

UNIFEM – United Nation Development Fund for Women

SHE-ERA – Women’s Business Association

SOK – Kosovo Office Statistic

PISG – Provisional Institutions of Self - Government

UNMIK – United Nation Mission in Kosovo

AGE – Agency for Gender Equality

MLSW – Ministry of Labour and Social Welfare

CEDAW – The Convention on the Elimination of All Forms of Discrimination against Women

RIINVEST – Institute of Research and Development

MEF – Ministry of Economy and Finance

FAO – Food and Agriculture Organization

CASE – Community Agency for Social Enquiry

MEST – Ministry of Education, Science and Technology

OGE – Office of Gender Equality

LGE – Law on Gender Equality

KPGE – Kosovo Program for Gender Equality

KCB – Kosovo Consolidate Budget

EAR – European Agency for Reconstruction

NAPGE – National Action Plan for Gender Equality

HDI – Human Development Report

UNDP – United Nation Development Program

## 1. Introduction

Kosovo has about 1.1 million hectares, 53% of which are fertile lands and 41% forests. Two thirds of the population live in rural areas and develop family economies mainly in the agricultural sector. According to the data provided by MAFRD, agriculture accounts for around 30 per cent of GDP which shows that this sector creates a considerable number of jobs<sup>1</sup>. After the destruction that Kosovo underwent during the war, especially in the rural areas, the agricultural sector now faces many obstacles and difficulties, not only material but also with incoherent fiscal and trade policies for the agriculture sector, small non-competing farms, lack of a market, lack of a rural infrastructure, low level of education, especially in rural areas, etc.

The low level of social and economic development of women in Kosovo is not being addressed by the budget decisions, which, in principal, are taken to reduce poverty. For example, in the Kosovo Rural and Agricultural Sustainable Development Strategy of May 2003 it is stated that MAFRD will work on improving gender relations and involving women in the ministry's programs. However, there has been no budget allocation for the Gender Equality Officer within MAFRD, which would suggest that this issue is not a policy priority. In addition, although the strategy for sustainable development provides that the departments within MAFRD will work on improving gender relations and on the social and economic development of women farmers, this has not been accomplished, because farming women do not have access to services and information offered by the advisors of the Ministry in rural areas.

The gender inequality in the municipalities of Kosovo is also a consequence of the low level of education of women. There is a great difference between the education level of women and of men involved in agriculture. The low level of education among farmer women is impacting the slow development of micro-agricultural businesses. There is a low level of awareness among them with regard to the programs and services offered by the Department of Rural Development. This is also proven by the Agricultural Household Survey – 2005 of ages between 16 and 64, where the percentage of men without an education is 1.4% and 5.3% for women.<sup>2</sup> Therefore, the number of women without an education is three times higher than that of men. Girls of rural areas living in families engaged in agriculture finish only the primary school. This occurs for many reasons, such as: the lack of financial resources; lack of schools in the villages; lack of a road infrastructure, distance between their home and school and lack of transportation. This phenomenon is especially pronounced in the more remote areas.

The data provided by the Survey of Household/Agriculture Economies engaged in farms shows that 80.5 percent of full time workers are men and 19.5 are women. This demonstrates that rural women, except for their involvement in agriculture, are also responsible for raising and educating their children, maintaining the house and preparing the food. The survey data also shows that the daily payment rate for the workers engaged in household/agriculture economies of ages under 16 of both genders is € 10, for ages between 16-65, it is € 12.40 for men and € 11.60 for women, a difference of 7%.<sup>3</sup> Although these data demonstrate that the difference in payment for men and women is not great, it nevertheless shows that gender inequality exists.

During the research conducted by SHE-ERA on the gender budget analysis and on the impact of fiscal policies on the poverty of women in the Gjakova municipality, we discovered that the

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<sup>1</sup> Source: "The Kosova Green Book" – Sustainability strategy of Agriculture and Rural Development in Kosovo - 2003, p. 23

<sup>2</sup> Source: SOK, Agricultural Household Survey – 2005, p.18

<sup>3</sup> Source: SOK, Agricultural Household Survey – 2005, p. 41-42

implementation of gender equality policies in the agricultural sector faced many obstacles, including, the need for supporting women in the rural areas of Gjakova, lack of legal ownership by the women on the land which is worked, municipal budget limitations, the nearly inexistent support from the local government on agricultural development, the continuous need for developing the capacities within the Municipal Office on Gender Affairs, the need to build capacities of the civil society in influencing a gender balanced budget and municipal policies coming from all sectors.

From the gender equality perspective, SHE-ERA has managed to influence positive changes on the budget policies taken by the decision-makers by identifying the possibilities for improving budget policies in Gjakova municipality during 2005-2006. This was demonstrated during the municipal budget review process for 2007, where Gjakova citizens participated in discussing the budget priorities before the final budgeted proposal was adopted by the municipal assembly. This was one of the influences on positive changes with regard to policies taken by the decision-makers, based on the gender budget analysis conducted by SHE-ERA. Other positive changes on the budget policies taken by decision – makers in Gjakova Municipality are: the budget allocation for the construction of twelve greenhouses in the rural areas for the farming women; Holding monthly meetings conducted by the municipal agricultural department and involving other women’s organizations who include as part of their program the agricultural sector; SHE-ERA has managed to influence the change of decision-making policies for ways and possibilities of using the budget allocated to departments for development programs. (in the previous years, in this case, the department of agriculture did not have the right to manage the budget without the approval of the executive. There were times when for an ad-hoc program, part of the budget allocated to this department to be transferred to another) .<sup>4</sup>

As a continuation of the local level gender budget analysis SHE-ERA prepared the “Gender Budget Analysis and the Influence of Fiscal Policies on the Poverty Level of Women” at the central level (MAFRD), through which the planning:

- Distribution of the budget within MAFRD, and the beneficiaries for agricultural and rural development based on gender were analyzed,
- The procedure of decision making during the budget planning and processing,
- Functionality of the Office for Gender Affairs within the department of rural development and Counseling Services.

The research aims to analyze how to act and how this decision-making procedure is treated if they discriminate between the different groups of beneficiaries, and to what extent are they aware of their duty to apply the principle of equal treatment of beneficiaries, including the groups of women, during the process.

UNIFEM, during its mission in Kosovo, in cooperation with the Kosovo civil society, has promoted and continues to promote the creation of gender equality mechanisms in accordance with CEDAW. This way, UNIFEM has offered trainings, seminars, and workshops to all gender equality officers of the local and central level, with the intention of building their capacities and skills in contributing on the drafting governmental programs with a gender balance perspective in all their decision making policies.

Furthermore, UNIFEM, in cooperation with FAO, worked on the gender balance division program from 2001 to 2003 in Rome, Italy. Through this program, they supported the Department of Rural Development, by offering them trainings on gender issues. For the following two years all the other Ministries, together with the local level institutions, joined the

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<sup>4</sup> See the report in [www.she-era.org](http://www.she-era.org), Gender Budget Analysis and the Impact of Fiscal Policies on the Poverty of Women in the Gjakova Municipality - 2006

program as well. These trainings were SEAGA “socio-economic and gender analysis” on rural development. They were also attended by the rural development officers in the Kosovo region. The trainings lasted four days, including one day practice out on the field with farmers of both genders. The services offered by UNIFEM to governmental and public institutions on gender issues, were also confirmed by Mr. Krasniqi, director of the Department for Rural Development and Consulting Services in MAFRD, during the promotion of the GBA report, organized by SHE-ERA on 4 May 2006. Mr. Krasniqi stated, among other things, that we have learned the basics on gender equality with the help of Mrs. Macula, UNIFEM Kosovo Program Manager, through different services and trainings. This helped us focus on gender issues so that the Kosovo women do not feel discriminated but rather integrated in the processes and policy making.

### **1.1. Why is a Gender Budget necessary?**

As a response to the need to address political, economic and social equality between men and women, the UN General Assembly adopted the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in 1979, establishing international regulatory instruments to fight gender-based discrimination and to ensure gender equality in the national and local distribution of, and access to, resources. The Convention defines discrimination against women as “any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field.”<sup>5</sup> By this definition of discrimination, the Convention establishes a broad foundation for national governments to develop their agendas and strategies that will end discrimination against women in political, economic, social, cultural, civil or any other field.

Professor Diane Elson states: “The way in which the National Budget is usually formulated ignores the different, socially determined roles, responsibilities and capabilities of men and women. These differences are generally structured in such a way as to leave women in an unequal position in relation to the men in their community, with less economic, social and political power.”<sup>6</sup>

In addition to the CEDAW, the world’s national governments reiterated the same principles during the Fourth World Beijing Conference on Women in 1995. Article 35 of the Declaration and Platform for Action states that the signatory parties are determined to “ensure women's equal access to economic resources, including land, credit, science and technology, vocational training, information, communication and markets, as a means to further the advancement and empowerment of women and girls, including through the enhancement of their capacities to enjoy the benefits of equal access to these resources, inter alia, by means of international cooperation”.<sup>7</sup>

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<sup>5</sup> “The Convention on the Elimination of All Forms of Discrimination against Women” , available at: <http://www.un.org/womenwatch/daw/cedaw/>

<sup>6</sup> Diane Elson, Gender Budget Initiative, Background Paper, Commonwealth Secretariat, June 1999, p.3

<sup>7</sup> The United Nations Beijing Declaration and Platform for Action, Proceeding of the 1995 Fourth World Beijing Conference on Women Declaration, Beijing, China, September, Article 35, available at <http://www.un.org/womenwatch/daw/beijing/platform/declar.htm>, accessed October 5<sup>th</sup>, 2005

Through the adoption of the CEDAW and the Declaration and Platform for Action, national governments have gradually become more aware of the importance of gender responsive budget analysis as a primary tool for measuring their commitment to end discrimination against women. Gender responsive budget analysis provides governments with the opportunity to assess the efficiency of resource allocation and their commitment towards achieving gender equality through the decision-making and resource-distribution processes.

As such, budget allocation is the most important policy execution instrument of any government as it reflects “the choices the government has made, but more fundamentally [it] reflects the values and the claims made on resources by various social groups, i.e. the balance of power within a society.”<sup>8</sup> Technical instruments in nature, budgets demonstrate the government’s social, economic and monetary commitments to the public. It becomes extremely important to ensure that gender responsive budget analysis becomes an inherent part of policy-making and execution. Gender responsive budget analysis is a tool that identifies the shortcomings of government policies, such as those that cause gender imbalance, and provides solutions on how to address them.

Gender responsive budget analysis of both national and sub-national budgets can be carried out using various methods to assess the differentiated impact of government spending and revenue raising as they relate to women and men and boys and girls. This does not mean that gender responsive budget analysis advocates the establishment of two separate budgets within the government. On the contrary, gender responsive budget analysis ensures that a gender perspective is integrated within and throughout the budgeting process, and that the needs of women are adequately addressed, keeping in mind their unequal position with respect to men. As such, gender responsive budget analysis helps redefine priorities within a government while ensuring a more equal distribution of government resources that responds to the needs of all citizens. It introduces “a new way of thinking about government finances that examines the real situation of women’s and men’s lives, and includes a majority of citizens—especially women who are often at the periphery of economic debates—in the decisions which shape policies, set priorities and meet the social and economic needs of all citizens.”<sup>9</sup> Through these mechanisms, gender responsive budget analysis ensures that the basic principles of good governance—accountability, transparency, efficiency, effectiveness, and equality—are observed. Public policy-making that integrates budget analysis from a gender perspective as an inherent tool of that process establishes a strong ground for a realistic and successful response to the needs being addressed, while advancing the economic development of the country on the equal basis for all. At present, more than 40 countries have adopted gender budget analysis initiatives and have drafted various implementation strategies.<sup>10</sup>

Academics in the field, led primarily by Debbie Budlender, a specialist researcher at the Community Agency for Social Enquiry (CASE) in Cape Town, and professor Diane Elson have

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<sup>8</sup> Diane Elson, and Nilufer Cagatay, *Engendering Macroeconomic Policy And Budgets For Sustainable Development*, Bureau for Development Policy, UNDP, paper presented at First Global Forum On Human Development, United Nations Headquarters 29-31 July 1999, New York , p. 2, available at <http://www.aucegypt.edu/src/macroeconomics/PDFS/Elson%20and%20Cagatay.pdf> , Cagatay. pdf, accessed October 26<sup>th</sup>, 2005

<sup>9</sup> Isabella Bakker (in cooperation with the Gender Budget Analysis Committee of the Alternative Federal Budget), *Gender Budget Initiatives: Why They Matter in Canada*, Center for Policy Alternatives, Ottawa, September 2005, p.1

<sup>10</sup> See [www.gender-budgets.org](http://www.gender-budgets.org) for numerous documents describing different initiatives worldwide.

divided gender responsive budget analysis into different categories. Budlender utilizes three categories for analysis, which include:<sup>11</sup>

- Women-specific targeted expenditures: resources allocated for programmes that specifically target women;
- Equal employment opportunity expenditures: resources allocated to affirmative action in order to promote employment of women and men in equal numbers, equal representation within management posts, and equal pay; and
- Mainstream expenditures: the bulk of the remaining expenditures not covered by the first two categories.

In addition, Elson suggests that the gender impact on budget expenditures can be analyzed through seven basic tools, which include:

1. Gender-disaggregated beneficiary assessment of public service delivery and budget priorities
2. Gender-disaggregated public expenditure benefit incidence analysis
3. Gender-aware policy evaluation of public expenditure by sector
4. Gender-aware budget (expenditure) statement
5. Gender-disaggregated analysis of impact of budget on time use
6. Gender-aware medium-term macroeconomic policy framework.

In some cases a seventh tool, disaggregated tax-incidence analysis, is included.<sup>12</sup> Even though the three categories and seven tools are utilized as basic analysis instruments, different countries (government and/or civil society groups) have adapted them to accommodate the cultural context and dynamics of their own countries, and have adopted different methodologies to introduce or enhance gender equality through government expenditure and revenue raising.

Moreover, in the case of analyzing and applying the principles of gender responsive budget analysis at the sub-national level, these tools might not be entirely appropriate. Depending on the extent of decentralization (i.e. the number and type of competencies to which the local level is legally bound), the finance model and the economic and social specificities of the region or municipality, adapting the aforementioned tools or introducing new ones might be needed.<sup>13</sup>

## **1.2. A descriptive analysis of the current situation of gender equality in Kosova**

The Kosova population is considered to have a relatively balanced gender structure with around 50% females and 50% males. Yet, based on the statistics, which will be reported in what follows, it is clear that female participation in the social, cultural, political and economic life of Kosova is not satisfactory compared with the male participation.

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<sup>11</sup> Debbie Budlender and Rhonda Sharp with Kerri Allen, "How To Do A Gender-Sensitive Budget Analysis: Contemporary Research and Practice", Australian Agency for International Development, Commonwealth Secretariat, Canberra and London, 1998, p.10

<sup>12</sup> BRIDGE, "Gender & Budgets Cutting Edge Pack – Tools, guidelines and training materials", BRIDGE – Institute of Development Studies in the United Kingdom website, [http://www.bridge.ids.ac.uk/gender\\_budgets\\_cd/index.htm](http://www.bridge.ids.ac.uk/gender_budgets_cd/index.htm), accessed September 27th, 2005

<sup>13</sup> For examples at the local level see Debbie Budlender and Guy Hewitt, Gender Budgets Make More Cents: Country Studies and Good Practice, (London: The Commonwealth Secretariat, August 2002).

*Table 1. Selected socio-economic indicators by gender<sup>14</sup>*

<b>Indicator</b>	<b>Male</b>	<b>Female</b>
<b>Poverty</b>		
Extreme poverty rates by sex of headship (%)	14.6	28.2
Monthly average wage (Euros)	202.9	180.2
<b>Employment opportunities (%)</b>		
Unemployment rate	36.9	68.9
Employment ratio	35.1	8.4
LFP rate	55.5	26.9
<b>Individual education outcomes (%)</b>		
Illiteracy (cannot read or write among 7+)	2.8	9.1
Primary enrolment rates (7-15)	95.7	96.6
Secondary enrolment rates (16-19)	84.4	71.8
<b>Highest level of education of HH head (%)</b>		
Less than primary	14.5	47.2
Primary	27.6	32.5
Secondary/vocational	49.1	18.4
University	8.7	1.2
<b>Health outcomes</b>		
Life expectancy (years)	63-67	67-71

Table 1, inter alia, gives a picture of poverty by gender which shows that females are in a disadvantaged situation compared to men. According to World Bank, female household heads have a higher probability of being poor compared to men. While 28% of female headed households live in extreme poverty, this rate is 15% male headed households. This situation is mainly a result of income sources and the level of education. According to the same source, 22% of female headed households rely on pension income as a source of income and 40% rely on labour income, while only 14% of male headed households rely on pensions and 58% rely on labour income. With regard to the education level of the household head, the data show that “over 80% of female heads have obtained at most primary education, compared with 42% for male heads” (World Bank, 2005). Pension income is lower than labour income. Consequently, female headed households are poorer. Given that the level of education negatively impacts poverty, this also adds to the argument that female headed households have a higher probability of being poor. This shows that important aspects of poverty are the level of education and the employment opportunities.

To delve deeper into the analysis of poverty, the report will focus on unemployment and education as two factors that negatively impact poverty. Regarding education, table 1 shows that illiteracy among females is significantly higher than among males, 9.1% and 2.8% respectively. Females are in a disadvantaged situation also with regard to secondary enrolment. At this level, the enrolment rate for females is 71.8%, while that of males is 84.4%. Moreover, females face

<sup>14</sup> Source: World Bank, 2005

problems mainly in secondary schools, i.e. in grades eight and nine, where the drop-out rate for females is about 28% (MEST, 2002).

The percentage of the working age population in the labour force is estimated to be around 50-60%. Females make up only 30% of this labour force, while males make up about 70% (The Employment Strategy for Kosova 2005-2008, MLSW 2005). On the other hand, it is estimated that while females make up only 20% of the employed population, male employees make up 80%.

Employment by sector shows that females are concentrated in the public sector, 42.4%. Males, however, are mainly involved in the private sector, 54.3% (MLSW, 2005).

**Table 2.** *The total number of employees in the Ministries and Central Institutions by gender, October-December 2005.*

	Ministries and Central Institutions	Total Number of Employees	Gener Structure	
			M	F
1	Office of the Prime Minister	146	100	46
2	Min. of Environment and Spatial Planning	263	160	103
3	Ministry of Trade and Industry	154	103	51
4	Ministry of Health	7514	4620	2894
5	Ministry of Culture, Youth and Sports	485	276	209
6	Ministry of Transport and Communications	289	69	220
7	Ministry of Labour and Social Welfare	1503	893	610
8	Ministry of Public Services	2599	1509	1090
9	Min. of Education, Science and Technology	215	131	84
10	Ministry of Economy and Finance	871	556	315
11	Min. of Agriculture, Forestry and Rural Dev	497	441	56
12	Ministry of Energy and Mining	100	72	28
13	Ministry of Administration of Local Government	47	24	23
14	Ministry of Communities and Returns	137	92	45
15	Presidency	31	19	12
16	Secretary of the Assembly of Kosova	139	80	59
17	Central Election Commission Secretariat	49	35	14
20	Office on Community Issues	8	5	3
21	Energy Regulatory Issues	14	8	6
22	Water and Waste Regulatory Office	9	7	2
23	Kosova Police Service	8715	7402	1313
24	Customs Service	574	435	139

25	General Audit of Kosova	81	66	15
26	Directorate on Administrative Affairs	91	51	40
27	Department of Justice	1933	1524	409
28	University of Prishtina	1480	1296	184
29	Ombudsperson	48	32	16
30	Kosova Veterinary Service & Border Control	122	100	22
31	Telecommunication Regulatory Authority	30	7	23
32	Public Procurement Regulatory Commiss.	28	13	15
33	Temporary Media Commissioner	18	12	6
34	Mines and Minerals Independent Commission	49	33	16
35	Kosova Judicial Institute	17	9	8
36	Main Processing Centre	197	106	91
	<b>TOTAL</b>	<b>28453</b>	<b>20286</b>	<b>8167</b>
	<b>PERCENTAGE (%)</b>		<b>71.29</b>	<b>28.7</b>

*Source: Draft-Strategy on Increasing the Number and Improving the Position of Women in PISG 2006-2015, Office for Gender Equality*

Employment in UNMIK bodies is predominated by males. Yet, the UNMIK employment picture differs from that of general employment in favour of females where around 30% are estimated to be female employees, while 70% are males (UNMIK, 2006). A similar employment picture by gender is with that of UNIMK is found in the PISG bodies where about 28.7% of employees are female and 71.3% are male (table 2). Employment in leading positions by gender at the PISG shows that at the local level from a total of 893 of civil servants in leading positions only 90 are female (OGE, 2006).

Conclusively, the employment situation of females in PISG and in UNMIK is relatively better than their employment situation in the private sector.

The socio-economic indicators show that, regarding poverty, females are in a disadvantaged situation compared to men with respect to employment and education in Kosova. According to tale 2, it can be concluded that females are poorer than men mainly as a result of the lower level of education and employment. On the other hand, although the Kosova labour market mirrors a worse situation for females compared to males, their situation is relatively better in the PISG and UNMIK. Thus, the PISG are relatively close to respecting Section 3, Points 3.1 and 3.2 of the Law on Gender Equality, which require that that representation of both genders in these institutions highs its level of their representation in the general population of Kosovo, i.e. a participation of 40% of a particular gender.

### **1.3. Research Methodology**

Prior to the drafting of the report, the project team conducted twelve interviews on the basis of the questionnaire prepared for this purpose. The questionnaire aimed at deriving information on the level of integration of a gender perspective in the budget and policies of the Ministry of Agriculture, Forestry and Rural Development (MAFRD). The main fields on which the questionnaire was focused include the current situation of female farmers, the extent to what MAFRD has integrated a gender perspective in the budget and policies, the effectiveness of the

Office for Gender Equality at MAFRD, as well as the issue of data availability by gender. To analyze these issues interviews were conducted with the MAFRD officer for gender equality as well as with the heads of different departments at MAFRD: Department of Rural Development, Department of Forestry, Department of Plant Production and Protection, Department of Livestock Production, Department of Services and Central Administration, Kosova Agricultural Institute, Department of Development Policies and Statistics. Interviews have been conducted also with the head of the Kosova Agency for Gender Equality at the Prime minister's Office and with the Director of the Kosova Consolidated Budget at the Ministry of Economy and Finance.

The research report consists of five parts. The next part presents the current situation of gender equality in Kosova. Part three gives an analysis of gender equality in terms of budget allocation and employees at the Ministry of Agriculture, Forestry and Rural Development. Part four presents the main findings of the research from the interviews with heads of departments of the Ministry of Agriculture, Forestry and Rural Development. From these findings conclusions and recommendations are drawn for the Ministry of Agriculture, Forestry and Rural Development aiming at increasing the level of integration of a gender perspective in all its political decisions. These are elaborated in part five.

#### **1.4. Legal capacities for promoting gender equality**

Kosova has an appropriate legal infrastructure for promoting gender equality. The Constitutional Framework grants gender equality for the Provisional Self-Government of Kosova, Regulation No. 2001/9. This regulation is based on the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW). The Law on Gender Equality (LGE), No. 2004/2 is considered as one of the main legal instruments for promoting gender equality in Kosova. The Kosova Assembly has approved LGE in 2004. It foresees the establishment of the Offices for Gender Equality at the Prim minister's Office, which has been transformed into the Kosova Agency for Gender Equality. Moreover, it foresees the establishment of such an office at each ministry and the election of a officer for gender equality who should coordinate and be responsible for gender issues within the respective ministry. This officer should also be responsible for the implementation of the strategy of the respective ministry in coordination with the Kosova Office for Gender Equality. The legal framework includes also the Regulation No. 2004/12 on the Election for the Kosova Assembly, which regulates the participation of women in the political life. Another regulation, which deals with gender issues, is Regulation 2001/36 on Civil Service in Kosova and Administrative Instruction 2003/2 on implementation of Regulation 2001/36 on Kosova Civil Service. In addition to these regulations, gender issues in other areas is regulated also by the Regulation No. 2003/12 on Protection from Domestic Violence and the Criminal Code and Criminal Procedure Code of Kosova, with special chapters on the area of protection of victims of violence on gender basis.

#### **1.5. Strategic documents on the promotion of gender equality**

Among the strategic documents aiming at promoting gender equality is the "Draft - Strategy on Increasing the Number and Improving the Position of Women in PISG 2006-2015" which has been prepared in 2006. This document is part of the Law on Gender Equality and the Standards for Kosova. As such, it focuses on the fulfilment of Standard No.1, i.e. on the increase of women's participation in leading positions within Kosova institutions by encouraging them to continuously develop their professional capacities and potential. Furthermore, this strategy serves as a basis for the PISG for preparing policies and programs aiming at increasing the number and improving the position of females. The main objectives of this strategy contain the increasing of the number of females in leading positions, the creating of a favourable social and

physical environment at work, and the Kosova's European perspective. At the end of each calendar year, AGE publishes the *Informative Buletin Informativ* where it reports on the progress made in implementing this strategy.

In addition to the abovementioned document, the “*Kosova Program for Gender Equality*” (KPGE), has also been prepared. This program represents a strategic document and is based on the Law on the Establishment of the Kosova Office for gender equality, Regulation No. 2004/14, and focuses on the integration of gender equality in all areas of the economic and social life in Kosova. According to the law, the Kosova government drafts KPGE, while the AGE is responsible for all activities for its drafting, as well as the monitoring and reporting on its implementation. This program is based on the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW).

Another strategic document focused on gender equality in Kosova is the “*Strategy and Development Plan of Kosova 2007-2013*”. This document covers gender issues as a crosscutting sector. For this sector, a special technical working group was established which has prepared the sectoral strategy as a baseline document aiming at promoting gender equality. This strategic document includes the six goals, which focus on promoting gender equality in the area of education, economy, employment and social issues, culture and media, health and gender structure in the decision making process.

#### **1.6. Institutional mechanisms for promoting gender equality**

In the institutional aspect, Kosova has made considerable progress in establishing mechanisms that are responsible for promoting gender equality and for monitoring it. Despite the progress, according to AGE, these mechanisms have not proved the right effect. The main reason for this is considered the fact that these policies and programs have not been covered by clear responsibilities and adequate budgets. To improve its functioning, the Office for Gender Equality, which was established in 2004, was transformed into the Agency for Gender Equality. This agency operates as along with other mechanisms for promoting gender equality such as the Office for Good Governance, the Inter-ministerial Committee for Gender Equality, as well as the Unit for Gender Equality at the Ombudsperson Institution. At the central level, Offices for Gender Equality have been established in each ministry, which coordinate their activities on gender issues with the AGE. In addition to these institutions at the central level, there are also local level institutions involved in the promotion of gender equality. These institutions include the officers for gender equality and the Committees for Gender Equality of which the former are members. All these institutions are involved in the systematic monitoring of the situation women and men with the purpose of evaluating the effectiveness of programs and policies, measures foreseen for promoting gender equality in Kosova (Informative Bulletin, AGE 2007).

## 2. The Ministry of Agriculture, Forestry and Rural Development (MAFRD) and Gender Equality

Kosova is one of the countries that respect the Convention on the Elimination of all Discrimination against Women (CEDAW). In 2004, the Kosova Assembly passed the Law on gender Equality. This law foresees that each ministry elects an officer for gender equality who should coordinate activities of and be responsible for the implementation of the strategy of the respective ministry in cooperation with the Kosova Office for gender Equality, now transformed into the Kosova Agency for Gender Equality. The Ministry of Agriculture, Forestry and Rural development fulfils this legal requirement, i.e. it has established a functioning office for gender equality. However, to understand the extent to what the law is being implemented in practice and to understand the extent of the integration of the gender perspective in the political decisions, as well as the extent to what political measures and the budget contribute to increasing or improving gender equality practices at the MAFRD have been analysed. For this purpose, twelve interviews have conducted with heads of departments at MAFRD and with the director of the Kosova Consolidated Budget (KCB).

### 2.1. The MAFRD Budget

In 2006, the Ministry of Finance and Economy allocated a total of €5,352,204 for the MAFRD from the Kosova Consolidated Budget, which amounted for €656 million, i.e. 0.81%. The increase in the KCB, which was approved in February 2007, was reflected also in the MAFRD budget<sup>15</sup>. Out of €17 million of the KCB, €6,424,453 has been allocated to MAFRD, i.e. 0.87%. This amount shows the increase of €1,080,330 in the MAFRD budget from 2006 to 2007, i.e. 20.18%.

Table 3 shows that in 2006, the Kosova Veterinary and Food Agency and the Kosova Forestry Agency have benefited the most from the MAFRD budget. These two agencies will benefit the most also from the MAFRD budget in 2007. While the budget for the Kosova Agency of Veterinary and Food has recorded an increase of 33.6% in 2007, the Kosova Forestry Agency has recorded a decrease of 6.46%.

The Department of Plant Production and Protection has witnessed the lowest benefit in 2006. However, its budget recorded an increase of 288% and amounts for €394,201 in 2007. The lowest amount of the MAFRD budget, in 2007, was allocated to Department of Livestock Production, which amounts for €6,669 and records a decrease of 43.29% from 2006. The Unit of Kosova Wine has been established in 2007 and is one the bodies to benefit the least from the MAFRD budget for the year 2007. The amount allocated to his body is €61,979.

*Table 3. The structure of the MAFRD Budget by departments, in absolute and relative values.*<sup>16</sup>

Departments	Absolute amount in Euros in 2006	Absolute amount in Euros in 2007	Percentage changes
Department of Plant Production and Protection	101,568	394,201	288.1

<sup>15</sup> Bulletin No. 15, Kosova Assembly

<sup>16</sup> Source: Kosova Consolidated Budget, MEF 2007

Department of Livestock Production	117,575	66,669	-43.29
Kosova Forestry Agency	1,457,483	1,363,305	-6.46
Department of Rural Development and Advisory Services	115,618	415,314	259.21
Kosova Agriculture Institute	489,281	298,320	-39.03
Department of Services and Central Administration	339,726	441,390	29.92
Department of Forestry	145,072	145,035	-0.02
Office of Statistics	133,185	129,826	-2.52
Kosova Veterinary and Food Agency	2,326,754	3,108,514	33.6
Unit of Kosova Wine	na	61,979	Na
Total MAFRD Budget	5,352,204	6,424,553	20.18

Source: Kosova Consolidated Budget, MFE 2007

## 2.2. The total number and the number of employees in leading positions at MAFRD by gender

The total number of employees by gender at the MAFRD is shown in table 4. According to the figures, at the end of 2005, MAFRD employed a total of 497 people, out of whom 441 or 88.7% were male, while only 56 or 11.3 % were female. The ratio of men employees to women employees is about 9 to 1. Conclusively, MAFRD is actually a lot to work towards fulfilling the Law on gender Equality, Section 3, Point 3.1 which requires an equal participation of men and women in all institutions reflecting thus the gender structure of the whole population in Kosova.

Furthermore, the ratio 9 to 1 in labour of men employees shows that Section 3 of the law has not been fulfilled according to which an equal participation by gender is achieved when the “*participation of a particular gender in an institution, body or at the authority level is 40%*”. Subsequently, the participation of women in the total number of employees at MAFRD is not satisfactory from the perspective of equal participation by gender in institutions. As stated in this paragraph, the law requires that either gender be represented by at least 40% in employment. At this government institution/ ministry, only 11.3% are female. Furthermore, the gender structure of leading positions at the ministry is discussed later in this chapter.

**Table 4.** The total number of MAFRD employees by gender, December 2005<sup>17</sup>

	Total number of employees	Education structure				Gender structure	
		Superior	Higher	Secondary	Primary	M	F
MAFRD	497	148	10	266	73	441	56
Percentage (%)	100	29.8	2.0	53.5	14.7	88.7	11.3

<sup>17</sup> Source: Draft-Strategy on Increasing the Number and Improving the Position of Women in PISG 2006-2015, Office for Gender Equality

A relatively better picture is given in table 5 that shows the number of employees in leading positions at MAFRD by gender in 2005. The table shows that out of the total number of employees in leading positions at MAFRD, which is 72, 52 are male, while 14 are female. In relative terms, this implies that 80.6% are male, while 19.4% are female, i.e. the ration of men to women is 8 to 2. Yet, in terms of leading positions too, there is no equal gender at MAFRD. Albeit Points 3.1 and 3.2 of Section 3 of the Law on Gender Equality do not contain any explicit requirements as to the participation by gender in leading positions in institutions, it can be concluded that the ministry does not fulfil the two points of the LGE, which require that the reflection of the structure of the population by gender in the structure by gender of employees in institutions, or a participation of 40% of a particular gender, in order to achieve equality in participation by gender.

**Table 5.** *The number of MAFRD employees in leading positions by gender, December 2005<sup>18</sup>*

Position	Number of employees	Gender structure	
		M	F
Permanent Secretary	1	1	
Chief Executive Officer	1	1	
Director of Directorate	8	7	1
Deputy Director			
Chief of Division	6	6	
Coordinator/Chief of sector	54	42	12
Manager of Human Resources	2	1	1
Total	72	58	14
Percentage (%)	100	80.6	14.4

Subsequently, MAFRD does not fulfil the obligations of the Law on Gender Equality regarding the equal participation by gender in its bodies neither in terms of the gender structure of employees in leading positions, nor in terms of the total number of employees.

## **2.3. Analysis of the gender responsive budget in the Ministry of Agriculture, Forestry and Rural Development in Kosova.**

### ***2.3.1. The extent of the integration of the gender perspective into the MAFRD budget***

The increase in the MAFRD budget in 2007 will enable the ministry to better address needs, i.e. to implement more projects. According to IMF, the CPI in 2006 was 0.7, while the increase in the budget was 18%. Thus, the impact is not significant. However, this comment could be put in the footnote, in order to make the reader aware of the impact. At the same time, based on the

<sup>18</sup> Source: Draft-Strategy on Increasing the Number and Improving the Position of Women in PISG 2006-2015, Office for Gender Equality

analysis of the need and requirements by gender MAFRD will have the opportunity to better integrate the gender perspective in its policies and budget.

According to the respondents, the focus groups to benefit from MAFRD 2007 budget will be farmers, mainly those in rural areas. Yet, the funding will be based on applicants' projects and no gender differentiation has been foreseen.

In order to analyze the gender responsiveness of this budget, the structure of beneficiaries by gender was analyzed.

Table 5 shows that, in 2006, with the exception of the cases where no answers were given, each department at the MAFRD had an unequal allocation of funds from a gender perspective, i.e. the number of male beneficiaries exceeded the number of female beneficiaries by far. In total, the number of males supported by the ministry was 1141 (85%), while the number of their female counterparts was only 201 (15%). This implies that the female beneficiaries are under-represented in MAFRD support, causing thus a gender gap.

**Table 6.** *The number of beneficiaries by gender.*

<b>Number of beneficiaries by gender</b>		
	<b>Number of female beneficiaries</b>	<b>Number of male beneficiaries</b>
<b>MAFRD -central</b>	68	447
Office of Statistics	Na	Na
Department of Rural Development and Advisory Services	Na	Na
Department of Forestry	5	14
Department of Plant Production and Protection	7	16
Department of Livestock Production	3	11
Kosova Agriculture Institute	8	25
Department of Rural Development and Advisory Services	85	534
Kosovo Veterinary and Food Agency Department of Services and Central Administration	25 (16 Albanian, 6 Serbs and 1 Turk)	94
<b>Total</b>	<b>201</b>	<b>1141</b>

Below, it is explained that the MAFRD does not analyse the needs of the beneficiaries by gender, which might be one of the causes of this difference. However, most of the interviewees answered that the department they represent does not distinguish between genders in their programs. Furthermore, the interviewees refer to the nature of the work.

### ***2.3.2. The extent of the integration of the gender perspective into the MAFRD policies***

With regard to the addressing of females through central government policies for agriculture, while considering their needs, interests and priorities, the majority of respondents reply that such practices do exist. However, two of the respondents considered the issue of gender equality not to be granted, but to rather happen sometimes. The response is unequivocally positive also regarding the existence of the law at this ministry that stimulates gender equality. This issue is consistent with the Law on Gender Equality, Article 4.10. and 4.11., which requires that the ministries comply with it. Yet, the answers as to how often these laws are applied, responses are mixed. While most of the respondents admitted that the laws are applied often, two of them answered that they are applied only sometimes. This shows that, while on paper everything complies with the law, in practice things seem to lag behind, similar to the issue of the number of female beneficiaries, which was much lower than that of their male counterparts. There was no information available, but that the Office for Gender Equality has been established (this is one of the requirement of the law). However, this is not satisfactory for drawing conclusions about the addressing of the needs of females.

The responses from interviews make it clear that the ministry applies no policy of distinguishing between female and male beneficiaries in its agriculture development programs. Yet, one of the respondents stated the opposite and showed that the distinction is made some times. In general, we can conclude that the ministry does not practice positive discrimination policies for females. This is more or less clear also from the gender gap in terms of the number of beneficiaries by gender.

The last but not least important field analyzed within this research report is related to the existence of a specific budget line within the ministry for supporting either common projects or female projects in agriculture. Responses are mixed also concerning this issue, i.e. while half of departments have such a policy in place, the other half does not. In its webpage, MAFRD, gives three categories of beneficiaries: 1) small farmers, 2) potentially commercial farmers, 3) commercial farmers, and other rural inhabitants and explains that farmers "should be viewed as the primary clients of it's advisory services. Furthermore, although it states that the definition of target groups will be based, inter alia, on gender equality, nowhere in the website does MAFRD explicitly indicate that females are given priority when applying for advisory services. The ministry has already established its mechanisms for monitoring the implementation of gender policies. In this respect, the ministry has established the Office for Gender Equality and is working towards complying with the Kosova Law on Gender Equality. This office coordinates activities of the departments with other Offices for gender Equality both at the central and local level.

### ***2.3.3. The extent of the integration of the gender perspective into the MAFRD services***

The MAFRD offers general services, such as rural advisory and support services, for local farmers. When asked about whether females and males were equally offered these services, responses vary. Half of respondents, i.e. 6, replied that the MAFRD carefully applies the policy of no gender discrimination. Two respondents declared that the ministry actually gives privileges to females when offering general services. On the other hand, the representative of the Agriculture Statistics Office said that maybe men were privileged in terms of offering general services. Responses are mixed considering the equal access of females and males to these general services at each level. Again, the majority was of the opinion that both genders do have equal access to these services. The view that females are privileged did not miss, i.e. there was a respondent declaring this. However, two respondents stated that due to the nature of the work men dominate in receiving these services, despite the non-discriminatory offer. They consider agricultural work as being more a "men's work", hence more men than women apply for such

services. This conclusion can be supported by research done for the *program of resource allocation within agriculture in Norway*. This research showed that “the program was formed in a way that ... better suited to men’s traditional way to cooperate and work than what suits women”<sup>19</sup>. Maybe there are, in deed, certain characteristics of the work in agriculture that constraint women’s participation in these services, and in the MAFRD projects. Respondents claiming that there were conflicts between such policies of equal access and traditional practices and respondents denying the same cancel out each other, i.e. half of them affirm and half of them deny the existence of such conflicts. Those denying this fact argued that because after the war most households are female-headed, such conflicts have been more or less abolished. Yet, the number of beneficiaries by gender show that it is male beneficiaries who are in an advantageous position in terms of receiving MAFRD services.

## 2.4. MAFRD Public Relations

According to the responses, the ministry has established proper mechanisms for communicating with the public on different issues, including the budget. With the exception of the Kosova Veterinary and Food Agency, all respondents stated that they had organized campaigns for informing the public on the budget allocated for agriculture. According to the respondents, the ministry has its own consulting and information services which it uses as an important and effective way of informing the public. [Is the public only informed, or is it somehow involved in policy and budgetary decisions?] Moreover, MAFRD representatives have direct meetings with representatives of the ministry at the local level and with interested parties [does this involve citizens, NGOs?]. For the same purpose, they also make on site visits. Other means through which they communicated with the public included written and electronic media, seminars, trainings, and the monthly magazine AGMIA. Although there is a link on the ministry’s website, which leads to this magazine, it is not accessible.<sup>20</sup>

The Public Relations Office is responsible for communicating with and informing the public. The means used for this purpose include the well-functioning and updated website of the ministry.<sup>21</sup> According to respondents, the Ministry also hands out leaflets and guides for farmers, as well as different reports published by the ministry.

Furthermore, the MAFRD is implementing the project “Strengthening Rural Advisory and Support Services” (SAAS) which is funded by the European Community and managed by the European Agency for Reconstruction (EAR). In addition to providing services, this project foresees, as part of its agricultural information campaign, the production of training and information materials for farmers and the rural community.<sup>22</sup> While all guides prepared for the agriculture advisors are available on-line, other supporting materials, such as the Handbook Advisory Service Practice and Field Information Sheets and Leaflets on farming practices, livestock management, marketing guides, off-farm opportunities etc., are not available on-line.

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<sup>19</sup> *Equality and Public Finance – gender responsive budgeting*, (p. 42), Thomas Alslev Christensen, 2005, <http://www.norden.org/pub/velfaerd/jamstaldhet/sk/ANP2005731.pdf>

<sup>20</sup> For more information on the AGMIA magazine, see the website, <http://rass-project.org/eng/index.html>

<sup>21</sup> For more information See the website, <http://rass-project.org/eng/index.html>

<sup>22</sup> For more information See the website, <http://rass-project.org/eng/Manuals.html>

### **3. The MAFRD strategic planning process and its response to gender equality**

#### **3.1. The strategic planning process at the MAFRD**

Different opinions were given regarding the process of strategic planning for agricultural development. In this vein, the majority of the heads of departments declared that the strategic planning at the ministry for the next year starts at the end of the year. However, some of them said that this process commences in the beginning of the respective year, while some stated that the process begins in the middle of the year. [This is not very helpful. There must be a single 'factual' situation. The report should try to tell us what actually happens rather than about people's ignorance or perceptions.]

Responses to the procedures of the strategic process are more similar and they are more satisfactory from a technical point of view in that they first analyze the current situation and identify the needs, which they in turn prioritize. The next step in this process is the discussion of these priorities with interested parties, including both central and local level representatives, economic partners and the civil society in meetings and workshops. The concluding step is the reporting to the Kosova Assembly.

#### **3.2. Female Participation in the strategic planning process at the MAFRD and their sectoral background**

Responses as to the number of females participating in this process vary from proportional to their number in the organizational units to 5, 6, 4 on average, 1 and none. One of the respondents shared the opinion that their participation as actually not satisfactory. Given that these answers come from heads of different departments, it can be concluded that, in deed, there is female participation in this process. But given that this level of participation reflects the number of females working for the ministry, it can be concluded that the latter is not satisfactory. Yet, from the respondent stating that there is no female participation at the Department of Animal Production, it can be concluded that there are no female employees in that department, shows that they are far from complying with the Law on Gender equality, Article 3.1.<sup>23</sup> Regarding the sector from which female participants come, respondents showed that they come from central and local government institutions exclusively. There is also an answer stating that there is female participation also from the civil society, i.e. women's associations. According to the respondents, female participants representing the government at the strategic planning process take part on regular bases, while females representing the civil society participate only ad hoc. Regarding the question about how this plan addresses the needs of females for improving agricultural activities, responses were mainly positive. The approach of the plan was considered to be correct and it foresees project, which will contribute to the improvement of agricultural activities. While some are satisfied with the effectiveness of the projects, others declared that the plan, actually, manages to address female needs only partially. However, only two respondents support this pessimistic view. Nonetheless, none of the respondents gives concrete examples of how this plan addresses these needs. Conclusively, the most striking issue is that, although the needs of the sector are analyzed prior to drafting the strategic plan, none of the respondents stated that the analysis is conducted by gender. Furthermore, female participation in the decision making process is not satisfactory. Given this and the fact that no prior analysis by gender is conducted, it cannot be concluded that the needs of females in this sector are addressed properly

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<sup>23</sup> Law on Gender Equality, Law No. 2004/2, [http://www.iwraw-ap.org/resources/documents/GE\\_Kosovo.pdf](http://www.iwraw-ap.org/resources/documents/GE_Kosovo.pdf)

### **3.3. Staff participation in MAFRD training and seminars on the analysis of gender issues**

The ministry representatives have all participated in trainings and seminars on the analysis of gender issues and on other issues related to gender equality. Furthermore, all but one respondent declared that they have heard about the National Action Plan for Gender Equality (NAPGE). For the implementation of this plan, the ministry has also established the Office for Gender Equality, which coordinates issues within the ministry, as required by law. In this vein, all departments within the MAFRD have organized different seminars and workshops on gender equality. The Department of Forestry has even started a campaign for increasing the awareness of females on the equality of access, while the Veterinary and Food Agency has started involving females in every working committee. There were, though, respondents who were not appropriately informed about initiatives in their department for implementing the NAPGE. In one of the departments, the implementation of this plan has started before its drafting, while the majority was convinced that considerable progress has been recorded in implementing it. Yet, there is still room for improvement.

Furthermore, the ministry runs an education program on agriculture. In this regard, representatives of the Veterinary and Food Agency claim not to have any such programs at all. The rest of departments, on the other hand, implement education programs for agriculture. These education programs are dedicated to farmers and all other interested parties involved in agriculture. However, the ministry puts a special focus on interested parties from rural areas.

#### ***3.3.1 The selection criteria for project proposals***

Respondents were first asked whether the MAFRD address the needs of females in agriculture. This question was unanimously affirmed. When asked about the process for selecting project applications for females the response was that they used criteria set by the ministry. In this vein, women's associations are involved in each stage of this process. In this vein, the departments first selected the poorest regions. Within these regions, mainly villages with female-headed households were identified and supported. According to the World Bank, female-headed households are much poorer than male-headed households, and make up only 4.7% of all Kosovar households, but their risk of extreme poverty (28.2%) is much higher than that of male-headed households (14.6%)<sup>24</sup>. Hence, from the perspective of reducing poverty among females, this MAFRD selection policy is considered to be very appropriate.

The ministry complies with general provisions of the Law on Gender Equality<sup>25</sup> when drafting regulations and programs, Article 1.1. and Article 4.10. also in terms of application criteria. In this regard, respondents showed that MAFRD does not apply any application criteria that would discriminate against any gender.

### **3.4. Mechanisms for evaluating the effectiveness of projects at the MAFRD and the effectiveness of projects from a gender perspective**

According to the interviewees, the ministry has a functioning system in place for evaluating the effectiveness of projects. The indicators used include the number of projects, the number of active participants at seminars and workshops, the implementation plans and the increase in the level of production. The Department of Rural Development showed that there is no specific system for evaluating the project impact on the beneficiaries. Among the different indicators

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<sup>24</sup> Kosova Poverty Assessment, Promoting Opportunity, Security and Participation for All, World Bank Report No. 32378-XK, 2005

<sup>25</sup> Law on Gender Equality, Law No. 2004/2, [http://www.iwraw-ap.org/resources/documents/GE\\_Kosovo.pdf](http://www.iwraw-ap.org/resources/documents/GE_Kosovo.pdf)

used, the last one is considered as more appropriate for measuring the effectiveness of projects. The other indicators, such as the number of projects, cannot be very illustrative of the projects' effectiveness, given that the projects might not be implemented successfully, or even be disrupted due to unforeseen circumstances. Considering the above, the MAFRD evaluation system needs to be reviewed and improved.

With regard to the question whether the ministry has addressed women's needs for advisory and support services in the agricultural sector, the answer is yes. However, the query about the extent to which these needs have been fulfilled gets a full range of responses. Seven respondents share the opinion that they have been fulfilled only partially. On the other hand, we have one who gives a strict "no" and one who gives a strict "yes" as an answer.

### **3.5. Data availability**

This research covers also the field of data availability, mainly by gender, which is one of the major weaknesses of different sectors in Kosova, and public relations at the ministry. MAFRD has established the Agriculture Statistics Office for keeping records for analysis purposes. In order to improve data availability by gender the ministry has organized several seminars. Through these, it has built capacities for the Agriculture Statistics Office. As can be read throughout the report, for questions, which required that answers be given for each gender separately, no data were available. Hence, data availability remains a weakness at this Ministry.

### **3.6. MAFRD priorities for 2007**

Another part of the interview elaborates the MAFRD priorities for 2007 and how they affect female farmers. Responses are mixed considering priorities and include the following: completing of the legal framework for agriculture, setting of more favourable fiscal policies for farmers and food processing companies, the establishing of the rural fund, capacity building, support for creating new jobs in agriculture. These priorities are considered to take account of female farmers as well. In this regard, they will help improve the life of females in rural areas through improving the infrastructure in rural areas and establishing of new small farms. Adjustments in the fiscal policy will create better conditions for developing their agricultural businesses and the seminars will improve their managerial skills. As in other sectors, investments and support have financial implications. For the MAFRD representatives, the limited budget was considered to be the main challenge. This sector has also felt the recent rapid decrease in donor funds. The amount of donor funds for agriculture fell from €25.05 million in 1999 during the reconstruction phase, to €4.5 million in 2004. This, too, represents a challenge for the ministry.

## 4. Conclusions

This report considers gender equality affairs in Kosova by analysing the situation of females compared to males based on some selected socio-economic indicators, and by analysing institutional mechanisms, legal instruments as well as strategic documents, which aim at promoting gender equality. The research report shows that the Kosova society is characterized by a significant gender inequality where females are still in a disadvantaged situation as compared to men based on most HDI Indices.<sup>26</sup> This implies that they are disadvantaged in terms of life expectancy at birth, educational achievement, standard of living as measured by GDP, and employment. Conclusively, despite all the positive progress in promoting gender equality, women are still in a disadvantaged situation compared to men in different areas.

The other part of the report elaborated the gender equality within the MAFRD focusing on four parts: the extent to what the MAFRD addresses the needs of the female target groups, MAFRD public relations, the MAFRD strategic planning process, the criteria for the selection of project proposals, mechanisms for assessing the effectiveness of projects and the effectiveness of these project forma gender perspective, data availability, and the MAFRD priorities for 2007.

The report shows that MAFRD has established the Office of Gender Equality to deal with gender affairs within the ministry.

However, the number of female beneficiaries is much lower than the number of male beneficiaries of MAFRD project. Hence, the MAFRD seems to lag behind in terms of compliance with article 1.1. of the Law on Gender Equality which requires providing for equal opportunities for both female and male participation in the political, economic, social, cultural and other fields of social life.

According to the interviewees, in terms of public relations, MAFRD has made a lot of efforts. In addition to the Office for Public Relations, it organizes different on-site visits, seminars and workshops as well as publishes a monthly magazine in order to inform the public. Furthermore, it has a functioning website, which is updated on a regular basis.

Strategic planning is in compliance with modern strategic planning techniques, implying the analysis of the situation and identification of issues, discussion of the same, prioritization and implementation at the end. However, a limitation to this process is set by the lack of data by gender. Although women's participation in the strategic planning process helps ameliorate the lack of analysis by gender, establishing and maintaining a proper information system by gender would ease the analysis of gender needs and evaluation of achieving targets in this respect.

Conclusively, according to the findings from the interviews with representatives of MAFRD which are presented above although mechanisms are in place for monitoring the compliance with the Law on Gender Equality, the budget of MAFRD does still lack the integration of a gender perspective. This is further supported by the list of projects by priority for the year 2007 where none of the projects have being considered from a gender perspective.

The strongest argument for this is the fact that it has not put in place a functioning system for analyzing data by gender, and the gender gap in the number of beneficiaries, i.e. male beneficiaries dominate the projects. Subsequently, MAFRD seems to fall short of respecting article 1.1. of the Law on Gender Equality which requires providing for equal opportunities for both female and male participation in the political, economic, social, cultural and other fields of social life.

As a result, for Kosova in general and the MAFRD in particular a lot remains to be done in order to achieve a satisfactory level of gender equality. This is important, especially because achieving

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<sup>26</sup> Human Development Report, UNDP 2004.

gender equality, in principal, is not a goal per se, but is a catalyser of the sustainable development of the society in all aspects, such as the social, cultural, political and economic, as well as for the good functioning of democratic institutions.<sup>27</sup>

In what follows policy recommendations for the MAFRD are given with the aim to improve the integration of the gender perspective in its policies and budget.

## **5. Policy Recommendations**

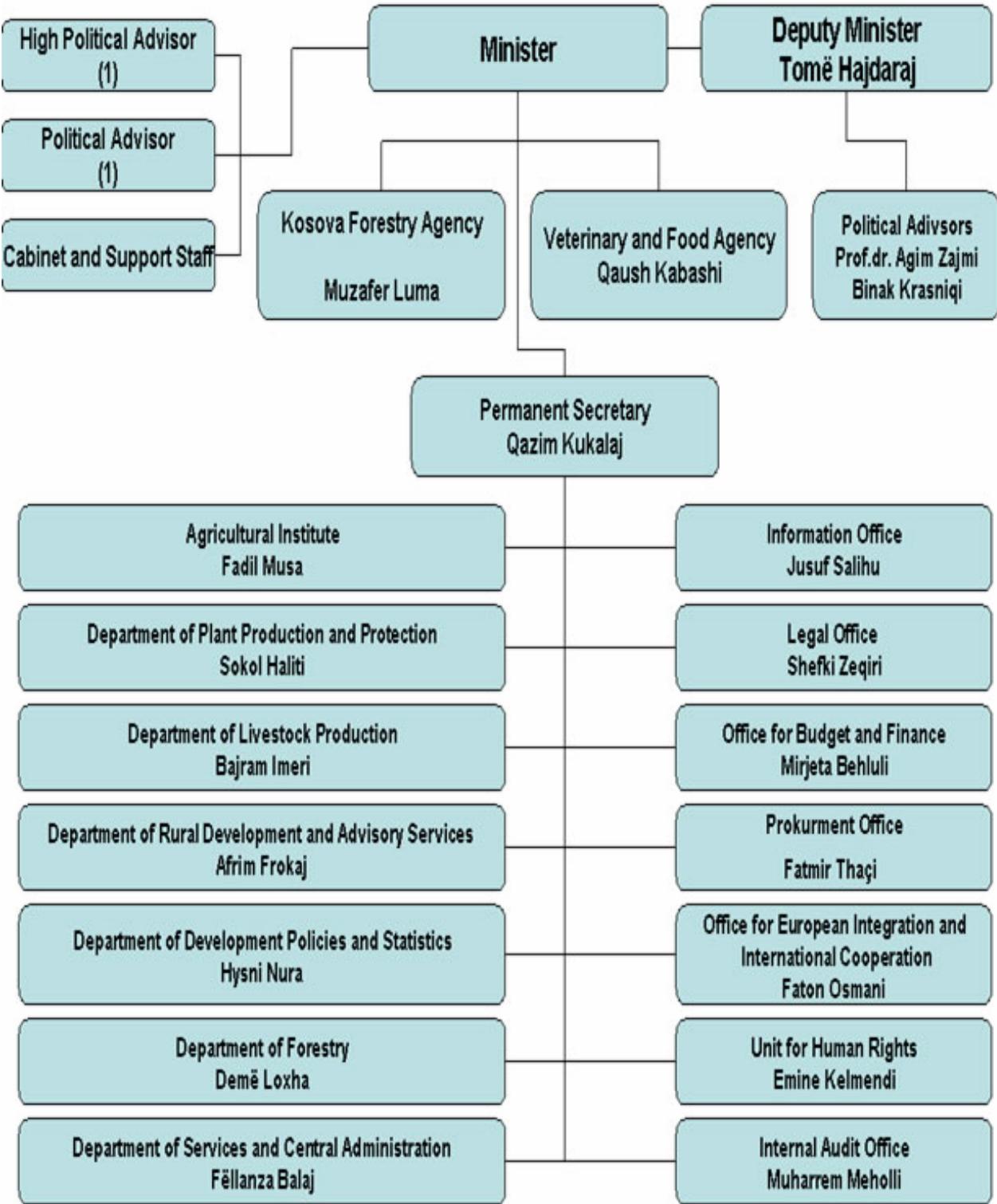
1. MAFRD should focus on complying with the Law on Gender Equality and on improving the ratio men to women with regard to employment in order to achieve gender equality. MAFRD in cooperation with the Office for Gender Equality and the Agency for Gender Equality should improve its employment policies as well as ensure and monitor the compliance with the Law on Gender Equality within the ministry.
2. MAFRD should put in place a functioning Information System, which should keep all records by gender. In doing so, the MAFRD will increase the effectiveness of the process of analyzing the needs and problems of each gender in its fields. It will also improve the monitoring process of the achievement of the targets set. Subsequently, it will improve the monitoring of the integration of the gender perspective in its policy making and increase the transparency of this process. Furthermore, a functioning Information System will increase the transparency of the process of analysing the needs and of preparing policies and budgets.
3. MAFRD should use the data by gender in order to properly analyze the need and problems of the two genders. The policies and the budget should then be based on these analyses.
4. MAFRD through the Information System should monitor the offering of equal opportunities for accessing its general services for both genders. In case of any lagging behind in this respect MAFRD should undertake appropriate measures for ensuring equal access.
5. MAFRD should improve the mechanisms for monitoring the effectiveness of the projects by setting specific project targets. This should be done by using the information system of the MAFRD.
6. MAFRD should improve the coordination with the MAFRD Office for Gender Equality, now the Agency for Gender Equality in the process of analyzing the needs of beneficiaries by gender, drafting and implementing of the strategy for reducing feminized poverty in order to improve the integration of a gender perspective in each policy and in the budget in each department. For this purpose, specific targets should be set and monitored.
7. MAFRD should improve its coordination with the Agency for Gender Equality and women's associations to improve the integration of a gender perspective in the budget.
8. MAFRD should contribute to increasing the awareness of its employees on the importance of gender equality for the development of a more equitable society in general.

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<sup>27</sup> Draft-Strategy on Increasing the Number and Improving the Position of Women in PISG 2006-2015, Office for Gender Equality (Office for Gender Equality, 2006)

9. MAFRD should improve the policy and implement the same in order to increase transparency through publishing reports on its activities always by gender.

**Annex: MAFRD Organization Structure**



**Survey Questionnaire for Ministry Of Agriculture, Forestry and Rural Development,  
Kosovo**

*GBA and Impact of Fiscal Policies on the Ministry of Agriculture and Rural Development on the central level*

**Please answer each question:**

**1. What was the annual budget of the *Ministry of Agriculture, Forestry and Rural Development* allocated in:**

a) 2006 \_\_\_\_\_

b) 2007 \_\_\_\_\_

**2. Who have been the beneficiaries of your budget during 2006?**

a) Number of women beneficiaries \_\_\_\_\_

b) Number of male beneficiaries \_\_\_\_\_

**3. Who are the groups targeted for support in the budget of 2007?**

\_\_\_\_\_

**4. Have you conducted Public Relations campaigns to inform the public for a local budget that is dedicated for agricultural development?**

Yes

No

**5. What tools have you used to inform the public for your department's agriculture, forestry or rural development budget?**

\_\_\_\_\_

**6. Do governmental politics involve women in agriculture, equally and properly, considering their interests, needs and priorities?**

Yes

No

Sometime

**7. Does the *Ministry of Agriculture, Forestry and Rural Development* have laws that promote gender equality (same treatment for women and men)?**

Yes

No

Practiced

Not practiced

**8. How often are these laws applied?**

Often

Sometimes

Rarely

Never

**9. Does the government differentiate between male and female beneficiaries of agricultural development programs?**

Yes

No

**10. How is this differentiation applied?**

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**11. What is the Ministry's procedure for the draft of the municipal strategy for agricultural development?**

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**12. When does the Ministry or your department begin to prepare the strategic planning for the forthcoming year?**

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**13. Who are the stakeholders included in this process?**

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**14. What is the number of female stakeholders involved?**

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**15. Which sectors do they come from (government, local women NGOs, female farmers, war widows, etc.**

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**16. Do they participate regularly in the strategic planning process?**

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**17. How does the planning address the needs of women in agriculture for improvement of their agricultural activities?**

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**18. How is the impact on beneficiaries measured during the strategic planning process?**

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**19. Has the *Ministry of Agriculture, Forestry and Rural Development* ever addressed particular needs of women in agriculture?**

Yes  No

**20. If yes, how were these needs addressed?**

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**21. What was the number of the beneficiary women?**

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**22. How were they selected?**

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**23. What issues have been prioritized by the Ministry for address during 2007?**

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**24. How are women farmers affected by the implementation of this strategy?**

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**25. What are the challenges and barriers to implementing the strategy?**

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**26. Has your Ministry ever offered extension services to the farmers in the municipalities?**

Yes  No

**27. If yes, have the extension services so far been available to both female and male farmers in the municipality?**

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**28. Do female and male beneficiaries have open access at all levels of extension services?**

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**29. Is there any conflict between policy and cultural practices with regard to taking advantage of such access?**

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**30. What is the number of male beneficiaries from the extension services?**

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**31. What is the number of female beneficiaries from the extension services?**

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**32. Do any requirements for application to extension services discriminate against female or male beneficiaries? Are there different provisions made for female/male beneficiaries that would favour one over the others?**

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**33. Has the officer for technical resource ever received training on gender analysis and planning? Have they ever been trained on gender awareness issues in development?**

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**34. Have you ever heard of the National Action Plan for Gender Equality?**

Yes

No

**35. If yes, has your department taken the initiative to implement the National Action Plan?**

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**36. If yes, what are the initiatives of your department to implement this plan?**

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**37. How much has your department managed to implement this plan?**

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**38. Does your municipality have programs on agriculture education?**

Yes

No

**39. If yes, who do these program target?**

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**40. Do the curricula of agriculture education programs reflect the importance of this issue in the preparation of extension workers for work at the village level?**

Yes

No

**41. What measure has been taken to increase the availability of gender-disaggregated data in the *Ministry of Agriculture, Forestry and Rural Development* and related agencies, NGOs and research institutes?**

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**42. Does the public have access to the public information of your department?**

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**43. Is there any specific allocation made in the local budget for gender mainstream or for women- specific programs in the agricultural sector?**

Yes

No

**44. What is the nature of the financial support that enables the extension services?**

Government-supported

Cost-sharing

Privately funded

**45. Does your ministry have mechanisms in place that monitor the implementation of gender policy?**

Yes

No

**46. If yes, what are these mechanisms, and how and by whom are they implemented?**

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*Thank you for your time and effort!*

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